



TOWN OF LADYSMITH

A REGULAR MEETING OF THE
COUNCIL OF THE TOWN OF LADYSMITH
WILL BE HELD IN COUNCIL CHAMBERS AT CITY HALL ON
MONDAY, MAY 16, 2016

Call to Order 5:30 p.m.
Closed Meeting 5:31 p.m.
Regular Open Meeting 7:00 p.m.

A G E N D A

CALL TO ORDER (5:30 P.M. in order to retire immediately into Closed Session)

1. CLOSED SESSION

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

- The disposition of Town-owned property (90(1)(e))
- The acquisition of property (90(1)(e))
- Legal advice (90(1)(i))
- Human resources matters (90(1)(c))

2. RISE AND REPORT

3. AGENDA APPROVAL

4. MINUTES

4.1. Minutes of the Regular of Council held May 2, 20161-5

5. DELEGATIONS

5.1. Gabriele Haas, GDH Solutions..... 6-87

Presentation of Draft *Parks, Recreation and Culture Master Plan*

Note: Master Plan Implementation Plan is attached at the back of the agenda package.

6. PROCLAMATIONS

6.1. Mayor Stone has proclaimed June 18 and 19 as **Be a Hometown Tourist Weekend** in the Town of Ladysmith, in order to encourage local residents to become acquainted with their community and become supporters of local business and attractions, and become ambassadors for visitors to this area.88

7. DEVELOPMENT APPLICATIONS

7.1. Bylaw 1911 – Official Community Plan Amendments (Holland Creek Area) 89-92

Staff Recommendation:

That under the Bylaws section of tonight's agenda, Council proceed with giving first and second readings to Bylaw 1911 cited as "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No.47) 2016, No. 1911" and refer Bylaw 1911 to a future public hearing.

- 7.2. Official Community Plan Amendment/Rezoning Application – Holland Creek Development (Glencar Consultants Inc.) – Zoning Bylaw Amendments (Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156)..... 93-96**

Staff Recommendation:

That, Subject to Council giving first and second readings to Bylaw 1911, under the Bylaws section of tonight's agenda, Council consider giving first and second readings to "Town of Ladysmith Zoning Bylaw 2014, No.1860, Amendment Bylaw (No.5) 2016, No. 1912"; and refer Bylaw 1912 to a future public hearing.

8. BYLAWS (OFFICIAL COMMUNITY PLAN AND ZONING)

- 8.1. Town of Ladysmith Official Community Plan Bylaw 2003 No. 1488, Amendment Bylaw (No. 47), 2016, No. 1911.....97-129**

Bylaw 1911 is the subject of a staff report under Agenda Item 7.1

Staff Recommendation:

That Council give first and second readings to Bylaw 1911, and direct staff to schedule a Public Hearing

- 8.2. Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 5) 2016, No. 1912130-134**

Bylaw 1912 is the subject of a staff report under Agenda Item 7.2

Staff Recommendation:

That Council give first and second readings to Bylaw 1912, and direct staff to schedule a Public Hearing.

9. REPORTS

- 9.1. Structure Firefighters Competency and Training Playbook (Recommendation from the Protective Services Committee)135-154**

Under the Fire Services Act (B.C.), the Fire Commissioner is required to establish the minimum standards of training required for fire services personnel in B.C. The documentation outlining this requirement and options is contained in this agenda. As the "Authority Having Jurisdiction" the Town of Ladysmith is required to set the service level provided by the Ladysmith Fire Department. The Fire Chief and the City

Manager have reviewed the document, consulted with other municipalities and recommend that Council confirm the minimum training level Competencies at the “Interior Operations Level”. This recommendation was referred to the Protective Services Committee and was endorsed; it is also the existing level of service that is funded currently and is consistent with the levels in other surrounding municipalities. Full Service Level competency is a future consideration.

Committee Recommendation:

That Council confirm the minimum training level competencies for the Ladysmith Fire Department at “Interior Operations Level” for the Town of Ladysmith, in accordance with the British Columbia Fire Service “Structure Firefighters Competency and Training Playbook”.

9.2. Financial Institution Services Request for Proposals.....155-157

Staff Recommendation:

That Council direct staff to proceed with a request for proposals for the provision of financial institution services.

9.3. Request from the Royal Canadian Legion to Construct a Deck in the Laneway Adjacent to 621 First Avenue158-165

Staff Recommendation:

That Council:

- a) authorize the Town to enter into an Encroachment Agreement with the Royal Canadian Legion for the purpose of constructing a deck in the laneway located on the north side of 621 First Avenue;
- b) advise the Royal Canadian Legion Branch #171 that it must obtain a Development Permit and a Building Permit prior to proceeding with constructing the deck; and,
- c) advise the Royal Canadian Legion Branch #171 further that it must consult with neighbouring businesses and the Ladysmith Downtown Business Association regarding this initiative and that any concerns must be resolved prior to constructing the deck.

9.4. Installation of Garbage Cans in the Downtown Core166-170

Staff Recommendation:

Given that the Ladysmith Downtown Business Association and the Ladysmith Chamber of Commerce have provided support letters and that the funding is in place;

That Council direct staff to proceed with the installation of garbage cans in the downtown core as previously proposed and to continue to investigate households and businesses in the downtown core who have not arranged for their own garbage pick-up.

10. BYLAWS

10.1. Town of Ladysmith Officers and Delegation of Authority Bylaw 2016, No. 1905..171-177

The purpose of Bylaw 1905 is to clarify the roles of officers of the Town of Ladysmith and to confirm delegation of Council authority as appropriate.

Staff Recommendation:

That Council give first three readings to Bylaw 1905.

11. CORRESPONDENCE

11.1. Moira Dolen, Ladysmith Secondary School Nutsumaat Syaas Project – Request for Funding.....178-182

12. NEW BUSINESS

12.1. Appointment of Alternate Director on Cowichan Valley Regional District (by resolution)

12.2. Application for Grant Funding through BC Rural Dividend Program

Council previously directed staff to explore options for funding a feasibility study to extend water and sewer services to South Ladysmith. Staff have identified a grant program to assist in this initiative.

Staff Recommendation:

That Council authorize the submission of an application to the BC Rural Dividend Program for a Feasibility Study of the Extension of Services to south Ladysmith and that Council support this project through its duration.

13. UNFINISHED BUSINESS

14. QUESTION PERIOD

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

ADJOURNMENT



TOWN OF LADYSMITH
MINUTES OF A REGULAR MEETING OF COUNCIL
MONDAY, MAY 2, 2016
CALL TO ORDER 6:02 P.M. FOR CLOSED SESSION
CALL TO ORDER OF REGULAR OPEN MEETING 7:02 P.M.
COUNCIL CHAMBERS, CITY HALL

COUNCIL MEMBERS PRESENT:

Mayor Aaron Stone
Councillor Joe Friesenhan

Councillor Steve Arnett
Councillor Carol Henderson

Councillor Cal Fradin
Councillor Duck Paterson

COUNCIL MEMBERS ABSENT:

Councillor Rob Hutchins

STAFF PRESENT:

Ruth Malli
Erin Anderson
Joanna Winter

Sandy Bowden
John Manson

Felicity Adams
Clayton Postings

CALL TO ORDER

Mayor Stone called this Meeting of Council to order at 6:02 p.m. in order to retire immediately into Closed Session.

CLOSED MEETING

CS 2016-157

Moved and seconded:

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

- The acquisition, disposition or expropriation of land
- The provision of a municipal service

Motion carried.

RISE AND REPORT

Council rose from Closed Session at 6:52 p.m. with report on the following item:

- Council directed staff to renew the contract with Progressive Waste Solutions for one year to continue providing garbage, recycling and organics collection, with no further renewals, with an increase of 1.5 per cent.

REGULAR OPEN MEETING

Mayor Stone called the Regular Open Meeting to order at 7:02 p.m. and recognized the traditional territory of the Stz'uminus First Nation.

AGENDA APPROVAL

CS 2016-158

Moved and seconded:

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

13.2 Ladysmith Ambassador Program

Motion carried.

MINUTES

CS 2016-159

Moved and seconded:

That Council approve the minutes of the Special Meeting of Council held April 11, 2016.

Motion carried.

CS 2016-160

Moved and seconded:

That Council approve the minutes of the Regular Meeting of Council held April 18, 2016.

Motion carried.

DELEGATIONS

Madeline Tremblay

British Columbia Ambassador Candidate

Madeline Tremblay made a presentation to Council about her candidacy in the British Columbia Ambassador Program, representing Ladysmith. She is a former Ladysmith Ambassador and currently serves as a member of the Ladysmith Ambassador Committee.

Council congratulated Ms. Tremblay for her commitment to her community and for her mentorship of fellow youth in Ladysmith, and indicated their strong support for her candidacy.

DEVELOPMENT APPLICATIONS

Development Variance Permit Application – Oyster Cove Road (Lovely) Strata Lot 14, District Lot 56, Oyster District, Strata Plan 2009

Moved and seconded:

That Council:

CS 2016-161

1. Issue Development Variance Permit 3090-16-01 to vary the permitted front parcel line setback for the siting of the attached garage portion of a proposed single family dwelling on Strata Lot 14, District Lot 56, Oyster District, Strata Plan 2009 (Oyster Cove Road), and authorize the Mayor and Corporate Officer to sign the Development Variance Permit.

2. Direct staff to remove notice of Development Variance Permit 3090-98-04 (EN5936) and Development Permit 3060-01-05 (ES52892) from the certificate of title of Strata Lot 14, District Lot 56, Oyster District, Strata Plan 2009 as these permits have lapsed.

Motion carried.

OPPOSED:

Councillor Arnett.

COMMITTEE REPORTS

Mayor Stone reported that the Cowichan Valley Regional District Board has approved recommendations for changes to Ladysmith transit service, including three round trips daily between Ladysmith and Duncan. He also reported that the Regional District of Nanaimo has recently rejected the request from the Cowichan Valley Regional District to extend service between Ladysmith and south Nanaimo.

Councillor Henderson reported that Heather Dunn will be retiring from the Ladysmith Health Centre.

Councillor Paterson requested that Council consider discussing the formation of a Youth Council at a future meeting, and was advised that there is a recommendation to this effect coming forward with the Parks, Recreation and Culture Master Plan.

CS 2016-162

Moved and seconded:

That Council write a letter of appreciation to the Ladysmith Sportsmen's Club for their dedicated efforts with the watershed clean-up.

Motion carried.

STAFF REPORTS

Proposed Holland Creek Local Area Plan (Presentation by the Directors of Development Services and Infrastructure Services)

Staff provided an overview on the proposed update to the Holland Creek Area Plan and responded to questions from Council.

CS 2016-163

Recommendations from the Machine Shop Users Advisory Group

Moved and seconded:

That Council endorse the following recommendations from the Machine Shop Users Advisory Group (MSUAG):

1. That the MSUAG continue to function as an advisory body to Council and that the group be directed to develop a Terms of Reference for consideration at an upcoming Council meeting.
2. That Council authorize the expansion of the MSUAG to include other stakeholders such as the Stz'uminus First Nation, the Ladysmith Chamber of Commerce and the Ladysmith Downtown Business Association.
3. That Council advise the MSUAG that the Town is initiating a Waterfront design charrette, including the Machine Shop site, and the visioning process for the facility will be included in that process.

Motion carried.

BYLAWS

Town of Ladysmith 2015 Audited Financial Statements Bylaw 2016, No. 1910

Moved and seconded:

CS 2016-164

That Town of Ladysmith 2015 Audited Financial Statements Bylaw 2016, No. 1910 be adopted.

Motion carried.

Town of Ladysmith 2016 to 2020 Financial Plan Bylaw 2016, No. 1908

Moved and seconded:

CS 2016-165

That Town of Ladysmith 2016 to 2020 Financial Plan Bylaw 2016, No.

1908 be adopted.

Motion carried.

Town of Ladysmith Tax Rates Bylaw 2016, No. 1909

Moved and seconded:

CS 2016-166

That Town of Ladysmith Tax Rates Bylaw 2016, No. 1909 be adopted.
Motion carried.

NEW BUSINESS

Application for Funding from Community to Community Forum

Moved and seconded:

CS 2016-167

That Council direct staff to apply for a maximum of \$5,000 in funding from the Community to Community Forum for an event to be held with the Stz'uminus First Nation before March 31, 2017, with the remaining 50 per cent of the funding to be provided by the Town and Stz'uminus First Nation through cash and in-kind contributions.
Motion carried.

Ladysmith Ambassador Program

Moved and seconded:

CS 2016-168

That Council write a letter of congratulations to the new Ladysmith Ambassadors and thank them for their commitment to their community.
Motion carried.

UNFINISHED BUSINESS

Officers and Delegation of Authority Bylaw 2016, No. 1905

Moved and seconded:

CS 2016-169

That Council direct staff to process "Town of Ladysmith Officers and Delegation of Authority Bylaw 2016, No. 1905" as presented in the staff report from the Director of Corporate Services dated April 6, 2016.

MOTION TO REFER

Moved and seconded:

CS 2016-170

That consideration of "Town of Ladysmith Officers and Delegation of Authority Bylaw 2016, No. 1905" be referred to a future meeting of Council.

Motion defeated with all members of Council opposed.

Main motion CS 2016-169 carried.

QUESTION PERIOD

Members of the public enquired about conditions and zoning on Thicke Road, appointments to Town Commissions, the Canada 150 Committee, and the Community to Community Forum.

CLOSED SESSION

Moved and seconded:

CS 2016-171

That this meeting of Council recess at 8:55 p.m. and that Council retire into Closed Session.
Motion carried.

C. Postings and E. Anderson left the meeting.

RISE AND REPORT

Council rose with report on the following item:

- That Council will renew the contract with Progressive Waste Solutions for one year to continue providing garbage, recycling and organics collection, with no further renewals, with an increase of 1.5 per cent.

ADJOURNMENT

CS 2016-172

Moved and seconded:

That this meeting of Council adjourn at 9:35 p.m.

Motion carried.

CERTIFIED CORRECT:

Mayor (A. Stone)

Corporate Officer (S. Bowden)



Town of Ladysmith: Parks, Recreation, and Culture Master Plan

May 10 2016

95% Submission





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ACKNOWLEDGEMENTS

The valued contribution of the following individuals to the Town of Ladysmith Parks, Recreation, and Culture Master Plan process is gratefully acknowledged.

Municipal Key Staff:

Clayton Postings, Director of Parks, Recreation, and Culture

Len Manuel, Facility Maintenance Supervisor

Julie Tierney, Administrative Supervisor

Sue Glenn, Community Programs & Services Supervisor

Anita McLeod, Community Services Coordinator

Lois Walkling, Aquatic Programmer

Danielle Winter, Child and Youth Coordinator

Kevin Goldfuss, Manager Operations

Glen Britton, Parks Supervisor

Consultant Team:

Gabriele Haas, GDH Solutions - Lead Planner

Fiona Barton, Outland Design Landscape Architecture - Landscape Architect

Kim German, Outland Design Landscape Architecture - Landscape Technologist



EXECUTIVE SUMMARY

The Town of Ladysmith is a beautiful waterfront community situated on the 49th parallel, 90 kilometres north of Victoria on Vancouver Island. The Town has a long, rich heritage, a spectacular natural environment and a comprehensive sustainability vision. The Town has also established a community accord with the Stz'uminus First Nation. The Town's mission statement captures their priorities: "Ladysmith is a spirited community that values its small town quality of life, where we work together as stewards of our heritage, environment and economy".

This Parks Recreation & Culture Master Plan has been developed for the Town of Ladysmith to provide guidance over the next ten years and beyond for parks, trails, recreation and cultural facilities and amenities as well as programs and services. The Plan is based on the needs and desires of the community supported by professional analysis and consideration of population and sector trends.

The Town has a long history of active volunteers that have served to enrich the parks, recreation and cultural experiences in the town. An important component in the development of this plan was to ensure that the entire community was given the opportunity to provide their thoughts on the future of parks, recreation and culture in the Town of Ladysmith.

Various methods were used to engage community members and collect information. They included focus group workshops, interviews with community leaders, discussions with staff and elected officials, a community survey and a public open house. The consulting team spent time in the community touring the parks, and facilities and gathering information on programs, activities, and services.



This community engagement provided the consulting team with considerable insight into the levels of satisfaction with the Town's Parks, Recreation & Culture facilities and services, as well as information on desired improvements and additions to those facilities and services.

The public survey told us that the level of satisfaction with the parks in the Town of Ladysmith was high and that 96 % of survey respondents participated in outdoor recreation activities in 2015. It is no surprise that the most popular parks and trails are Transfer Beach and the Holland Creek Trail. On the indoor recreation side many Town of Ladysmith residents use and enjoy the facilities at the Frank Jameson Community Centre, in particular the pool and fitness centre.

The focus groups and interviews revealed the importance of maintaining and enhancing the many parks, trails, and community recreation and cultural facilities for all ages to enjoy. The community told us that partnerships in the delivery of programs, services and capital projects should continue to be supported and encouraged. The Public Open House confirmed what we had heard and helped to prioritize the recommendations in this Master Plan.

The recommendations have been categorized into the following subject areas:

- Parks and Outdoor Recreation
- Indoor Recreation and Culture Facilities
- Recreation and Culture Programs and Services
- Partnerships and Agreements
- Marketing and Communications
- Administration

The Implementation Plan includes all of the recommendations along with proposed priorities, timeframes and resources required for each of the recommendations.



1.0 INTRODUCTION

1.1 Context and Purpose of the Master Plan

The Town of Ladysmith is proud of its rich heritage, natural environment and sustainability vision with additional access to services in nearby communities. The Town has established a community accord with its neighbour, the Stz'uminus First Nation. These priorities are captured in the Town's vision statement: Ladysmith is a spirited community that values its small town quality of life, where we work together as stewards of our heritage, environment and economy.

An objective in the sustainability progress report of the Town of Ladysmith's 2014 Annual Report is to 'protect parks and natural ecosystems'. The indicator for this objective is to quantify the amount of protected natural greenspace and parkland within the Town boundary. Research and analysis associated with the Parks, Recreation and Culture Master Plan indicates a total parkland amount of 96.5 hectares, or 238 acres; representing an allocation of 110 square metres of parkland per person.

It is in this context that the Town wishes to develop a new Parks, Recreation and Culture Master Plan to guide current and future operations and planning of existing and potential programs, services, facilities and amenities within the scope of the Department. There have been many changes since the last Master Plan was completed in 2001. This new plan reflects the Community Vision and will be a key driver in the development of comprehensive parks, recreation and culture resources to improve the quality of life for Ladysmith area residents and visitors.



1.2 Community Engagement

The Parks Recreation & Culture Master Plan is based on the needs and wants of the community of Ladysmith, and is supported by professional analysis; trends in the sector and a community based Steering Committee. The Steering Committee included representation from the Seniors Centre, the Arts Council, Youth, Sports Groups, Parks & Trails and Public Works. They met on two occasions to provide guidance and input to the Plan.

The opportunity for participation in the development of the Plan was promoted through the Town's website and social media as well as through print media. A community engagement process was undertaken targeting a variety of demographics and interest groups. The following is a summary of the process.

A comprehensive community survey was conducted from January 6 to February 12, with a total of 438 surveys completed. The survey was available online and in hard copy.

Key Informant Interviews were conducted with 25+ individuals in leadership positions in the community during the months of January and February 2016.

Focus groups were held on January 19th and 20th with the following groups:

- Youth attending the Ladysmith Secondary School (grades 10 to 12)
- Senior Citizens (through the Seniors Centre)
- Organized sports groups, parks and trail users
- Recreation Program participants (or parents of participants)
- Community Organizations/service providers
- Service Clubs, Event organizers, Arts & Culture

1.3 Review of Related Documents

Parks, Recreation and Culture Master Plan, 2001

This Plan completed by Professional Environmental Recreation Consultants Inc (PERC) determined that the public was generally satisfied with the current services and made extensive use of available opportunities and facilities. The report reached a large number of “conclusions” and made fifty-three recommendations. Many of the recommendations have been acted upon, most notably the expansion of the FJCC (the fitness area and program room); a space for youth in the community centre (the Rec Room), improved facility repairs and maintenance (done), a sports field complex (Forrest Field), a new spray park (at Transfer Beach), and work with community organizations to deliver services (ongoing).

Some of the recommendations are still a work in progress, for example the lack of a fenced dog park, and developing an agreement with School District 68 regarding sports field use and maintenance (both of which are in progress)

Community Vision Report and Community Vision Public Preferences (HB Lanarc), 2008

This entire document was reviewed to ensure that the approach and final recommendations of the Parks Recreation & Culture Master Plan are in line with and support Ladysmith’s Community vision. Of particular interest for the Master Plan were the visions for: Streetscape and Pedestrian Environments; Pathways, Cycling, Public Spaces; Entertainment (outdoors) and Destinations (outdoor adventure, art galleries); Pocket Parks & Plazas, Bike trails (in Holland Creek development); and the Waterfront Vision with marinas, live/work studios, open spaces, walkways, stronger connections to downtown, and a range of activities and events.

Town of Ladysmith 2014 Annual Report and 2015 Community Profile

The key accomplishments as outlined in the report include two which fit under PRC: the replacement of the Holland Creek Bridge, and the completion of an energy retrofit at the Frank Jameson Community Centre, Aggie Hall, and the Public Works Building. Other achievements included: the development of Forrest Field, replacement of fitness centre cardio equipment, updated fees and charges for facility rentals, and an enhanced Healthy Living program with Stz’uminus First Nation.

In the Sustainability Progress Report section there are a number of action items relating to Parks, Recreation & Culture including undertake more detailed mapping of wildlife habitats and corridors (with CVRD); Support the protection of sensitive areas such as wetlands and watersheds; reduce/eliminate invasive species throughout the community; develop and implement landscape guidelines to provide songbird and butterfly habitats; and develop a Public Art Strategy.

There were four Objectives with Indicators that were “targets” for this Parks Recreation & Culture Master Plan. They are:

Objective: Protect Parks and Natural eco-systems

Indicator: Amount of protected natural greenspace and parkland within the town

Objective: Encourage greater participation and appreciation of Ladysmith’s arts and cultural events and facilities

Indicator: Percentage of residents actively participating in public celebrations

Objective: Enhance support to Ladysmith’s diverse arts, cultural and heritage venues and events

Indicator: Dollars spent to provide cultural services. Value of arts grants distributed (\$ per resident)

Objective: Improve physical and social well-being of Ladysmith residents



Indicator: percentage of population who take an active part in an activity at a recreation centre at least once a month, percentage of residents actively participating in sports using community facilities.

In addition to these key documents, a long list of additional reports, plans, guides, and documents were reviewed as background to this plan.

Parks, Recreation and Culture Documents

- Operating Budgets (2015 & 2016)
- Capital Budgets (2015-2020)
- PRC Activity Guides - Spring, Summer, Fall, Winter
- Organizational Charts
- The 2012 PRC Survey Results
- Property Condition Assessment for the Machine Shop (2014)
- Various forms - e.g. Contract for Services, Program Status Report, Volunteer application
- Volunteer Training Manual

Planning and development centred documents

- OCP Amendment/Rezoning Application for Holland Creek Development February 1, 2016
- Schedule A Town of Ladysmith Community Plan
- Schedule C Holland Creek Area Plan
- Schedule D South Ladysmith Area Plan

Park development plans

- TOL Senior Athletic Fields Strategy – LEES + Associates with Rainforest Consultants, January 19, 2004
- TOL Waterfront Area Plan
- Ladysmith Bicycle Plan 'Ladysmith Gets Rolling', HB Lanarc Consultants Ltd., December 2009
- Ladysmith Cemetery Expansion, Hilton Landmarks Inc. Cemetery Consultants, February 2005
- Ladysmith Athletic Park Concept Review, LEES + Associates with Rainforest Consultants, 2002
- Cowichan Valley Regional Parks and Trails Master Plan

Historical documents

- General overview of Town's history in an interview with Ladysmith Archives Manager
- Dunsmuir's Dream – Ladysmith, the First Fifty Years, Richard Goodacre
- Ladysmith – Our Community. Your Credit Union. A History, Patrick A. Dunae
- Ladysmith 100 Years – Official Centennial Souvenir Book
- TOL Community Heritage Register
- History of the Machine Shop building

Tourism based documents

- CVRD ALR General Guide (Brochure)
- CVRD Parks and Trails Guide (Brochure)
- Ladysmith Heritage Walk (Brochure)
- Ladysmith EDC Pamphlets
- Ladysmith Fall Activity Guide 2015
- Ladysmith Arts Council – Artmagazine
- 2015 Take 5 Guides
- CVRD Fall Recreation Guide December 2015



1.4 Parks and Facility Site Visits

The Consulting Team toured the facilities, parks and trails over a period of three days, early in the Master Plan process. During this tour they photo-documented all park properties and facilities and summarized key findings from the site visits (see Appendix). The overall impression of the parks system is a well maintained, high functioning system. The Town of Ladysmith is well serviced by parks; 95% of Town residents are able to access a public outdoor space using the benchmark of a five minute walking distance (400 metre radius).

The Town has access to a large, contiguous waterfront land base fronting Ladysmith Harbour, and access to upland regional park facilities and Crown land located to the south. Highlights of the park inventory included the following parks:

- Transfer Beach Park
- Holland Creek Park
- Spirit Square
- High Street Ball Field and Community Garden
- Forrest Field Athletic Park
- Gourlay Janes Park
- Ladysmith Golf Course and Holland Creek Ball Fields
- Brown Drive/Kinsmen Park and Playground/Aggie Sports Feilds

The four major recreation and culture facilities are the Frank Jameson Community Centre, Forrest Field, The Agricultural Hall (Aggie Hall) and the Machine Shop. The Community Centre and Aggie Hall, although aging, both appeared to be in reasonable condition and well-maintained. The Machine Shop is in need of major renovations, and was the subject of a Property Condition Assessment in 2014. In addition to these major facilities, the Department of Parks Recreation and Culture has responsibility for numerous smaller facilities throughout the Town including washrooms, picnic shelters, and storage buildings. The Department also oversees overall capital and building maintenance for Town Hall, Public Works, Ladysmith Resources Centre, Boys and Girls Club and RCMP building.

1.5 Review of Programs and Services

The programs and services offered by the Parks, Recreation and Culture Department were reviewed and analyzed by the consultant through site visits, staff interviews, review of program guides, budgets, schedules for the pool, fitness centre and program spaces participant numbers, and fees. This information was supplemented by input from focus groups, key informant interviews and the survey. The Program and Services section provides the analysis and recommendations.



1.6 Benefits of Recreation

The Benefits of Recreation have been well documented over the past twenty-five years. The extensive list of benefits is divided into four categories: Personal, Social, Economic and Environmental. Each of these areas has application to parks, recreation and culture in Ladysmith.

Personal Benefits

- Extends life expectancy
- Prolongs independent living
- Reduces heart disease and stroke
- Contributes to mental health
- Holistic development of children
- Lifelong learning and academic success
- Builds self-esteem and positive self-image
- Enhances life satisfaction

Social Benefits

- Leisure activities enhance perceived/actual quality of life
- Recreation nurtures independent living for persons with disabilities
- Reduces self-destructive behaviour
- Reduces isolation and loneliness
- Keeps families together
- Provides safe programs for children and youth
- Builds strong communities
- Understand cultural differences

Economic Benefits

- Reduces illness and disability
- Reduces crime and social dysfunction
- Improves work performance & productivity
- Attracts tourists and businesses to the community

Environmental Benefits

- Protect Habitat and diversity
- Greenspaces are essential to overall good health and quality of life
- Trails encourage non-motorized transportation

All the benefits along with the supporting research data can be found on the Benefits Hub. <http://benefitshub.ca/>.



1.7 National Recreation Framework

Framework for Recreation in Canada 2015: Pathways to Wellbeing

In 2011, the Interprovincial Sport and Recreation Council and the Canadian Parks and Recreation Association kicked off a three year journey to develop a new Framework for Recreation in Canada. Parks and recreation leaders from across the country (except Quebec) participated in numerous discussions and debates in the development of a new vision for recreation. The Framework was endorsed in February 2015 in Prince George by the Federal-Provincial – Territorial Ministers responsible for Sport Physical Activity and Recreation. The document can be found at <http://www.cpra.ca>.

The parks and recreation sector is now working towards the implementation of the Framework. The renewed definition of Recreation is:

“Recreation is the experience that results from freely chosen participation in physical, social, intellectual, creative, and spiritual pursuits that enhance individual and community wellbeing.”

The Framework describes five goals and priorities for action under each goal. The goals are:

1. **Active Living.** Foster active, healthy living through recreation.
2. **Inclusion and Access.** Increase inclusion and access to recreation for populations that face constraints to participation.
3. **Connecting People.** Help people connect to nature through recreation.
4. **Supportive Environments.** Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.
5. **Recreation Capacity.** Ensure the continued growth and sustainability of the recreation field.

This Town of Ladysmith Master Plan incorporates aspects of each of these national goals and priorities in the recommendations and action plan.



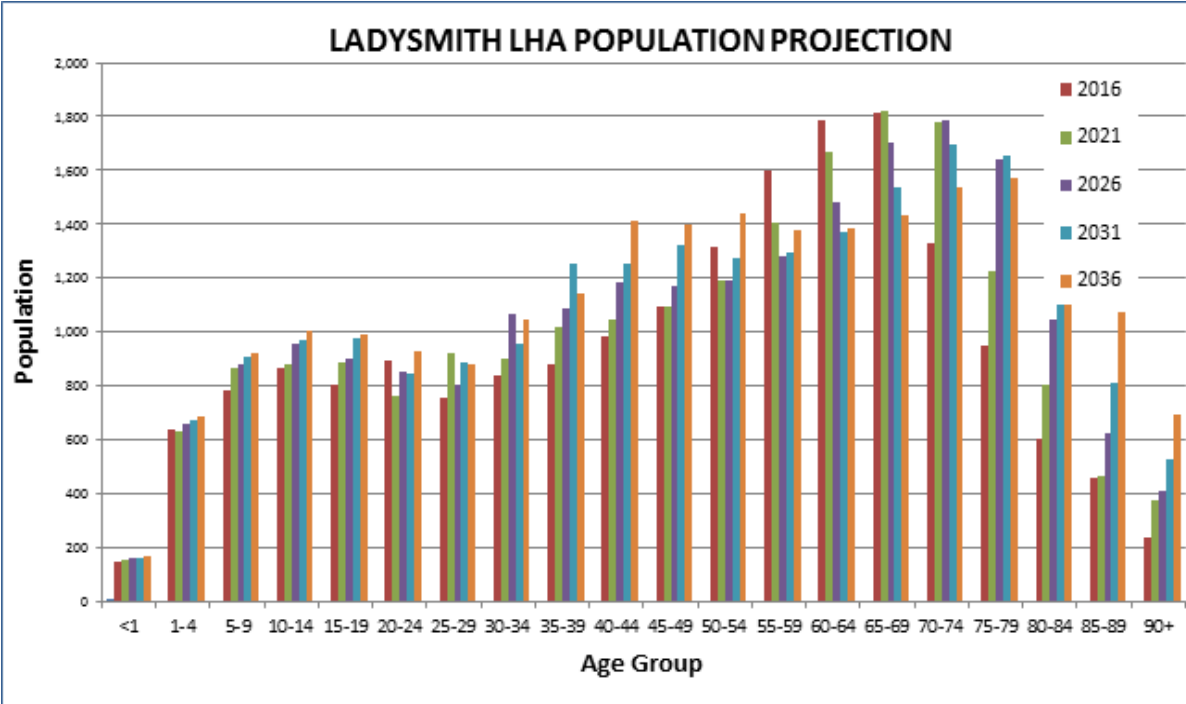


2.0 COMMUNITY PROFILE

2.1 Demographic Profile

The following chart shows the projected population in five year cohorts for the period 2016 to 2031. The information is derived from BC Stats - Sub-Provincial Population Projections - P.E.O.P.L.E. 2015 (Sep 2015) for the Ladysmith Local Health Area. The population for the Local Health Area is about double the population of just the Town of Ladysmith, which was estimated at 8,273 (BC Stats). Due to the change in data collection for the 2011 National Household Survey (Census), figures may not be accurate.

The population estimate for the Ladysmith Health Area for 2016 is 18,770. The total projected population in 2036 for the Ladysmith LHA is 22,516.



This table highlights a few trends in the future population of Ladysmith, assuming it is similar to the Local Health Area population trends. The number of children and youth (ages 1 to 19) will continue to grow at a slow, but steady pace over the next 20 years, whereas the 20 to 35 age group increases very little over the 20 year period, only adding a total of 376 persons in that age range (for the entire LHA).

In the 35 to 54 age groups the numbers increase every five years, but at age 55 there is a dramatic decrease in the population. This continues until the 70 plus age groups where the numbers are projected to grow considerably over the next 20 years, resulting in a significant increase in the 80 plus groups by 2036.



Community and Health Profile

The information in this section is derived from the Town of Ladysmith 2015 Community Profile, and from the Local Health Area Profile prepared by Island Health in December 2014.

On average, the population is older than both the BC and Island population. Between 2001 and 2011 the Town's population aged 55 plus grew by 70%. However, Ladysmith also grew in the 15-24 year age group. As of 2011, 12.4 % of people living in Ladysmith identified as Aboriginal compared to 6.6% in the Island Health area.

In terms of economic wellbeing, Ladysmith had a lower percentage of low income seniors than B.C. or the Island Health area. However Ladysmith had a lower average family income for couple economic families (\$82,405) compared to BC (\$94,632) and Island Health (\$94,760). A lower percentage of individuals in Ladysmith received income assistance (1.1%) than in BC (1.7%) or Island Health (1.8%).

On the education front, a higher proportion of 18 year olds from Ladysmith graduated high school (90%) compared to BC (78%) and Island Health (72.1%). However Ladysmith had a higher percentage of grade 4 and 7 students who scored below standard in reading (29.3% and writing (20.9%) than BC (20.5% and 14.2%) or Island Health (22.4% and 18.3%).

Under "Healthy Development" a higher proportion of kindergarten children in Ladysmith were rated as vulnerable for social (25.0%) and emotional (27.05%) development compared to BC (15.6% and 14.9%) and Island Health (15.4% and 15.4%).

Ladysmith had a much higher rate of births to teen mothers (64.8 per 1,000 live births) than BC (29.0 per 1,000) or Island Health (40.4 per 1,000).

Ladysmith had a higher rate of children hospitalized due to respiratory diseases (11.2 per 1,000 children aged 0-14) than BC (9.0 per 1,000), but a similar rate as Island Health (10.7 per 1,000).

There was a higher rate of maternal smoking in Ladysmith (12.8%) than in BC (8.6%), but a similar rate as Island Health (11.9%).

The percent of kindergarten children rated as having problems with fine and gross motor skills, daily preparedness for school, washroom skills and handedness is 17.0% for Ladysmith versus 15.7% for BC and 16.8% for Island Health.

The provision of health care for Aboriginal peoples on Vancouver Island has been evolving as the 2006 VIHA (Vancouver Island Health Authority) Aboriginal Health Care Plan is implemented. There is increasing collaboration between and among Aboriginal partners and government and non-profit health care providers to ensure the unique needs of the First Nation's communities are met.



2.2 Implications for Parks, Recreation and Culture

As the demographic profile indicates the younger age groups will experience relatively steady low growth over the next 20 years. The current demand for parks, trails, recreation and culture facilities and programs will continue in relationship to the increasing number of children and youth. They will continue to need a variety of recreational opportunities and community services to support their growth and healthy development. Physical literacy will continue to play a key role.

The 25-34 age groups will not have an appreciable increase in overall numbers; however this age group will continue to be active users of the outdoor recreation opportunities, along with their young families.

The 50 to 69 year old residents will continue to be big consumers of the fitness centre and aquatic programmes as well as therapy and rehab services. The same age group will be participants in the arts and cultural offerings of the community.

The dramatic increase in the over 70 age group will require expanded “active living” opportunities both indoors and out. These opportunities will need to be senior friendly - this includes accessibility, structured and non-structured programs, and affordability. An example is trails that are “easy walking”, outdoor Pickleball, and appropriate outdoor exercise equipment. Another important element of healthy aging is the opportunity for social engagement. Participation in recreation and culture activities offers this opportunity.

The large number of elderly (80+) residents, many of whom will continue to be quite active, will require similar active living opportunities as well as specialized programs.





3.0 TRENDS AND BEST PRACTICES

3.1 Recreation and Culture Trends

Wellness and Chronic Disease Prevention

There is recognition of the connection between health and recreation. The benefits of recreation activities, both in the pool and on dry land support a healthy active lifestyle and help to prevent chronic disease.

Declining Participation in Organized Sports

Participation in sport has continued to decline in Canada over the past decade. Sport participation levels decline with age beginning at the age of 12 and dropping off considerably beyond the age of 20.

Aquatics

Swimming is a favoured activity for people of all ages. Swimming lessons are the primary market for indoor pools and participation in such activities tends to decline after age 10. With the aging of the population has come increased demand for therapeutic pools and programs aimed at rehabilitation.

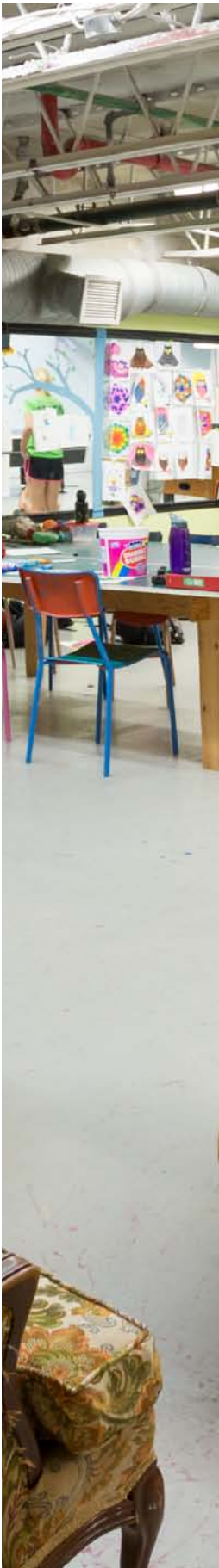
Children and Youth Inactivity

Only five percent (5%) of Canada's children are getting enough daily physical activity. Participation in organized physical activity and sport is notably lower among girls, children and youth with a disability, and those with a low household income. As children move into adolescence the levels of participation drop drastically.

Physical Literacy

A trend over the past five years or so has been to embrace the concept of "physical literacy" in programs for children. Physical Literacy has been defined and promoted by Canadian Sport For Life as critical for the development of children and youth so that they can participate in lifelong sports and recreation activities.

The private sector has become engaged, offering grants in support of building physical literacy (for example RBC). Excellent resources are available on the Canadian Sport For Life Physical Literacy site at <http://www.physicalliteracy.ca>.



Increased Desire for Unstructured Opportunities

Busy lifestyles make it difficult for some families and individuals to commit to a series of classes or ongoing programs. Special events and festivals continue to grow in popularity, as do “mini-sessions” for programs. People are choosing activities that can be done at personally convenient times.

Outdoor facilities that provide for self-programmed, resource-based and self-scheduled recreation activities are the most successful in park systems.

More Older Adults

As the number of older adults increases in the community, a greater percentage of recreation facility space and program staff will need to be dedicated to serving the needs of this population. This group may have higher expectations in terms of quality services and facilities.

Persons with Disabilities

Barriers can be physical, architectural, informational, communicational, attitudinal, technological, or through a policy/practice. For recreation facilities this would include improving accessibility to all aspects of facilities, and creating an environment that supports participation by all persons regardless of their disability.

Changing Families and Households

Families are more diverse, with more common-law and lone-parent families. People are marrying later in life, an average of 5 years older since the 70's. There has been an increase in one person households. Young people (aged 20-29) are staying home longer. The increasing numbers of people living alone, in particular senior citizens could affect preferences for increased opportunities for socialization through recreation.

Changing Preferences and Expectations

Another clear trend is the shift toward the experiential aspect of activities. People are seeking personal growth and meaning in the activities they choose. For example, the two fastest growth areas in tourism are cultural learning and ecotourism. People not only have high expectations for achieving personal benefits, but also that there will be a high quality of service in terms of quality of instruction, customer service, and facility cleanliness and appearance.

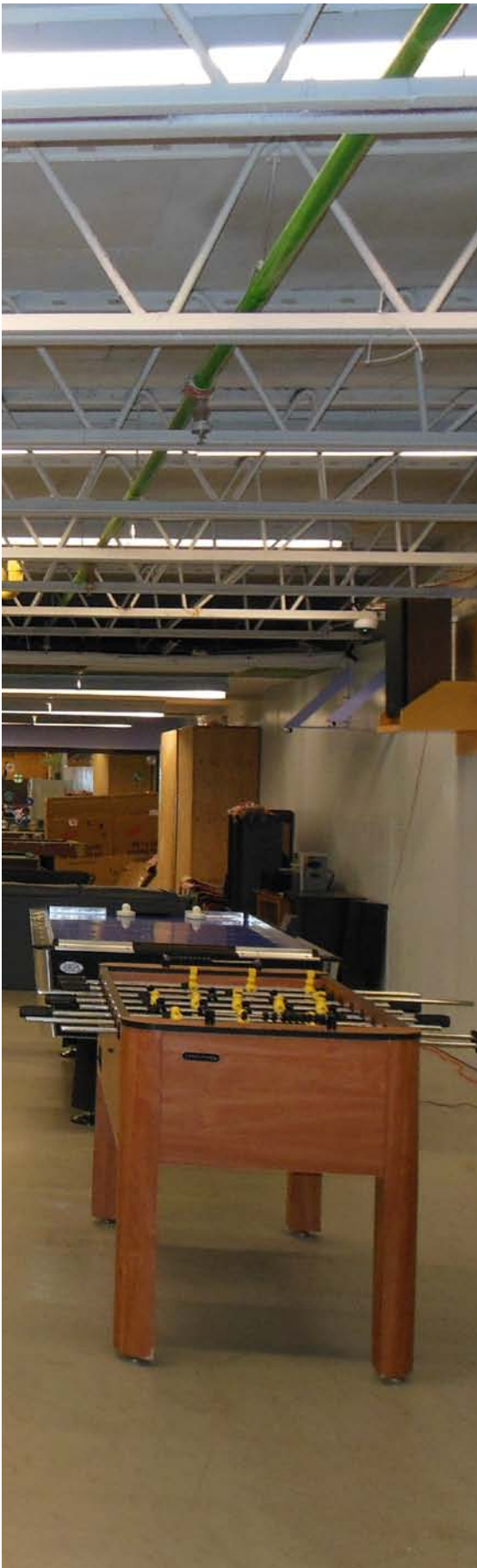
As the Baby Boomers age, they continue to have an interest and commitment to being active, but will turn away from more strenuous activities such as tennis and jogging to more moderate activities such as walking and yoga. Boomers are also showing an increased interest in culture, both in terms of attending performances and cultural venues, and in actual participation in art activities.

Outdoor Activities on the Rise

This is a trend across the country, which is very significant in BC. Outdoor nature-based activities are gaining in popularity. Trails continue to be one of the most demanded amenities for walking, biking, running and enjoying nature. There are many initiatives and resources for recreation professionals and the general public that help support healthy outdoor activities. Examples include Walk BC, Healthy by Nature, Everybody Active.

Events and Festivals

Festivals are reflective of a community, creating a sense of local pride and encouraging people to leave their homes and participate. Events can promote cultural awareness, and support the artistic community. Events and Festivals are a strong tourist draw if well managed. There is a trend towards an increasing number of municipally organized special events and festivals.



Expanded Use of Technology

Technology has become an integral part of recreation. In facilities some elements include registration systems, energy management, bar-coded facility entry, user tracking systems and enhanced communications. Participants are most likely to find program and facility information on line, often through their mobile devices.

The growth in new technologies has increased computer mediated leisure participation. The popularity of interactive video games and social media has resulted in people spending a significant portion of their free time engaged in digital activities.

Technology supports many physical recreation activities including Geocaching, walking, running (through pedometers, accelerometers, and heart monitors etc), interactive physical video games and exercises.

Aging Infrastructure

A large proportion of BC's recreation, parks, and culture infrastructure is aging. The cost of renovating or replacing these old facilities is significant. There is a clear shift from stand-alone to multi-use facilities, often integrating youth and seniors' components as well as common spaces that serve as community "hubs". The Federal/Provincial Infrastructure funding programs has been insufficient to replace old facilities and to build new ones, both indoor and outdoor.

Partnerships and Outsourcing

Partnerships with the private sector and with not-for-profit organizations continue to grow as revenue from tax dollars often does not keep up with escalating expenses. While parks and recreation have always fallen under the municipal umbrella, since the 1970's, a larger portion of responsibility for all public infrastructure has shifted to municipalities. Provincial and federal budgets are increasingly being consumed by health care and education costs, reducing their contribution to services like parks and recreation.

There are numerous examples of public/public and public/private partnerships in BC and across Canada. An example of a public/public partnership is between municipal government and the School District, or the Health Authority. Many of the "partnerships" are actually a form of contracting out facility management and service delivery.

There has been a trend in municipal partnerships extending to a variety of agencies in health, justice, education, community and social services.

Municipal facilities such as heritage and/or arts and culture buildings are commonly being managed by non-profit societies through a leases or partnership arrangements.

Municipally owned fitness and wellness centres can also be operated through a partnership with the public or private sector, however these types of facilities usually generate a positive revenue stream and have become an important component of municipally run multi-use facilities.

Sport Tourism

Municipalities are embracing “Sports Tourism” as a means of making better use of their facilities, attracting tourists to their communities and generating additional revenue for sports and recreation. The Canadian Sport Tourism Alliance defines Sport Tourism as “any activity in which people are attracted to a particular location as a sport event participant, an event spectator, or to attend sport attractions or sport business meetings”. Sport Tourism in BC is valued at \$30 million annually and is the fastest growing segment of the tourism industry.

Many municipalities/regions have developed Sport Tourism Plans and Policies, which support sport tourism initiatives in their community. Examples of those communities include Fort St. John, Kamloops, Langley, Surrey, and Nanaimo.

Arts, Culture and Heritage

The participation in arts, culture and heritage is growing across Canada, particularly in BC. Residents of BC are more likely to participate in many more different forms of arts, culture and heritage activities.

Hill Strategies found that between 1992 and 2010:

- Museum attendance in BC increased 17%
- Art gallery attendance increased 48%
- Attendance at performances of cultural or heritage music, dance or theatre increased by 76% - this was 2.5 times the rate of the population growth in the same period.
- Older adults prefer informal, casual and self-directed activities, with more focus on arts and cultural activities as well as an emphasis on active living.

Economic Benefits of Culture

The economic contribution of artists, artisans, creators and many other participants in the creative economy is very significant. Municipalities that adopt culture as an economic engine can achieve positive economic benefits for their communities. Cultural Tourism has grown significantly over the past decade thanks to the interest and spending by baby boomers on the arts.





3.2 Trends Specific to Parks

Park Attendance

Generally, park attendance is in decline; programming is key to increasing attendance. Literature indicates that revenue-based classes and programs are growing in the field of parks services.

Park Budgets

Park budgets remain strained and below 2010 levels, compelling municipalities to pioneer new funding mechanisms for park delivery, including the exploration of P3 partnerships and community based, volunteer based initiatives.

Environmental Stewardship

There is an increase in the acquisition and development of passive park space and the retention of naturalized open spaces for public parkland. This movement is further supported with the incorporation of the following elements in parks:

- Constructed wetlands
- Bioswales
- Edge management plantings
- The application of integrated pest management
- Indigenous plant species
- Drought resistant plants

Walkable Communities

The implementation of municipal park improvements that promote a walkable community is on the rise. The millennial demographic is funding a suburban exodus by being drawn to communities that espouse this value – in particular the provision of cultural amenities such as public squares that allow for passive use.

Decline in Organized Sport Participation

Participation in organized sports is on the decline, with the exception of soccer. Activity levels and preferences in children and youth trend toward walking, soccer, bicycling, swimming, running and basketball. There is a movement toward the conversion of underutilized baseball diamonds into soccer fields, tennis and basketball courts and skateparks.

Multi-Use Sports Fields

A multi-use approach to sport fields where park amenities and programming accommodate soccer, lacrosse, football, cricket, rugby and ultimate Frisbee is on the rise.

Ancillary Park Facilities

There is an increasing demand for ancillary park amenities for sport field complexes such as washrooms, recycling stations, concessions and benches.

Extreme Sports

An increase in the participation of “extreme” sports such skateboarding, BMX/Trick cycling, rollerblading and the provision of facilities to accommodate these activities.

Parks as a Prescription

The role of parks in public health via the Divisions of Family Practice and the care and prevention of chronic conditions utilizing park amenities. An example of this might be a general practitioner prescribing a 1.5 km walk along a linear trail in an attempt to reduce the reliance on prescription medication for a Type 2 diabetic.

Nature Based Sports Tourism

This is a growing market with a focus on family recreation and outdoor facilities such as golf, marine and waterfront activities, trails and pathways that allow for nature study, hiking and walking, bird watching, and eco-tourism.

Village Squares

The incorporation of village squares or parkettes, providing opportunities for neighbourhood residents to socialize in flexible, urban spaces.







4.0 COMMUNITY INPUT

4.1 Community Survey

A key component of the community input was the Community Survey. The purpose of the survey was to gather information from a wide range of residents as to their interests, priorities and levels of satisfaction with parks, recreation and culture in Ladysmith. The survey was posted on line for the month of January and the first two weeks on February. Hard copies of the survey were available at the community centre, and were included in the utility bills. The survey was promoted through print and social media, the website, at the focus groups and at the community centre. A total of 438 surveys were completed, although 470 completed portions of the survey.

Highlights of the survey are presented here, with the full survey results available in the Appendix.

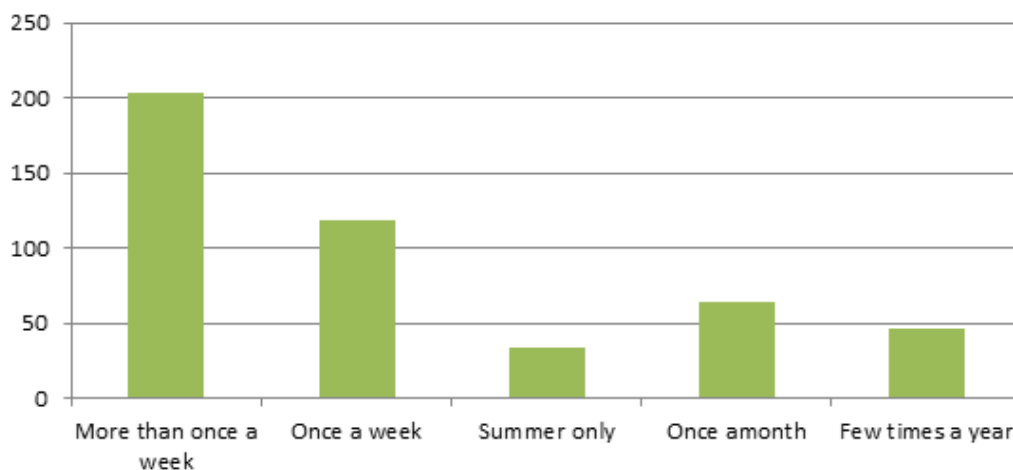
Survey Results

Ninety-five percent of the survey participants rated the parks system as “great” or “okay”. The majority stated that one or more parks were easily accessible from their homes, with the main exception being the south end of town.

“Should the Town of Ladysmith acquire new parkland to expand the current system?”

There was almost a 50/50 split between “yes” and “don’t know”.

Park Visits





The areas of interest for additional parkland were: the waterfront, south end, Davis Road school property, more trails and a location for a dog park.

Additional desired waterfront amenities included:

- Café, restaurant with healthy food choices
- Shops, Hotel, Outdoor art
- Boardwalk/walkway along water
- Separate bike trail
- Campground and RV park
- Better kayak, canoe access
- Permanent space for artisans
- Outdoor fitness equipment
- More picnic tables and BBQ pits
- Improved amphitheatre

Should features such as culture, historic interpretation be incorporated into the parks system?

79% of respondents said "yes".

96% of respondents participated in outdoor recreation activities in or near Ladysmith in 2015. These activities included (in order of popularity):

1. Walk or hike
2. Attend event or festival
3. Beach use
4. Informal activity in a park
5. Nature appreciation
6. Use a playground
7. Walk a dog
8. Bike
9. Run or jog
10. Other - Frisbee golf, boating, soccer, baseball, football

The most popular parks and trails are:

- Transfer Beach
- Holland Creek Trail
- Waterfront Trails
- Aggie Park
- Heart Lake Loop
- Kinsmen Park and Brown Drive
- Stocking Lake Trail

The level of satisfaction with outdoor facilities was quite high. The three areas with the highest levels of dissatisfaction were: no fenced off leash Dog Park (30%), bikeways and trails (21%) and picnic areas (15%).

Frank Jameson Community Centre is very popular- 83% said they used the Centre last year. The pool was most popular followed by the Fitness Centre, gymnasium and the meeting/program rooms.

Programs were also very popular, with 43% taking fitness classes, 33% swimming lessons, 33% aquatic fitness. Adult and children's programs were also popular, as were the art classes at the Waterfront Gallery and the programs at Aggie Hall.

The level of satisfaction with programs & indoor facilities was very high with only small percentages expressing some dissatisfaction with the pool and fitness facilities, the youth centre and some adult programs.

The survey found that there were a large number of dog owners at 44%.

Almost 80% of survey participants have lived in Ladysmith for more than five years. The following chart shows the ranking of priorities for outdoor facilities. Participants were asked to rank their top three.



Outdoor Priorities	1st Choice Number of Respondents	2nd Choice Number of Respondents	3rd Choice Number of Respondents	Totals of Priorities Ranked 1, 2, or 3
Soccer/Football	17	8	10	35
Ball Diamonds	8	10	16	34
Paths and Trails	99	68	86	253
Improved Roadside Bikeways	22	53	34	109
Playgrounds	14	18	26	58
Fenced Dog Parks	58	52	42	152
Skate Park Improvements	2	2	15	19
Waterfront Park Facilities	63	96	63	222
Waterfront Walkway	127	113	106	346

Participants were also asked to rank their top three indoor priorities. The following chart shows the responses.

Indoor Priorities	1st Choice Number of Respondents	2nd Choice Number of Respondents	3rd Choice Number of Respondents	Totals of Priorities Ranked 1, 2, or 3
Aquatic Facilities	96	37	55	188
Fitness Facilities	86	70	39	198
Program Space	28	52	58	138
Programs	72	90	78	240
Special Events	32	48	51	131
Cultural Facilities	27	30	28	85
Cultural Programs	23	39	57	119

Although the largest percentage of respondents was over the age of 65, there was good representation from all age categories.



4.2 Focus Groups and Key Informant Interviews

Feedback was sought from a variety of sources. In addition to the survey, six (6) focus groups were held and more than twenty-five (25) community stakeholder interviews.

Focus Groups Outcomes

The focus groups consisted of a wide variety of stakeholders and users including representatives from not for profit community service organizations, the School District, VIHA, sports groups, arts and culture groups, Stz'uminus Youth Services, service clubs, the Chamber of Commerce, and program participants.

The following list of strengths, challenges, priorities and strategies represent a synopsis of the many comments by all of the participants. The detailed notes from each of the focus groups can be found in the Appendices.

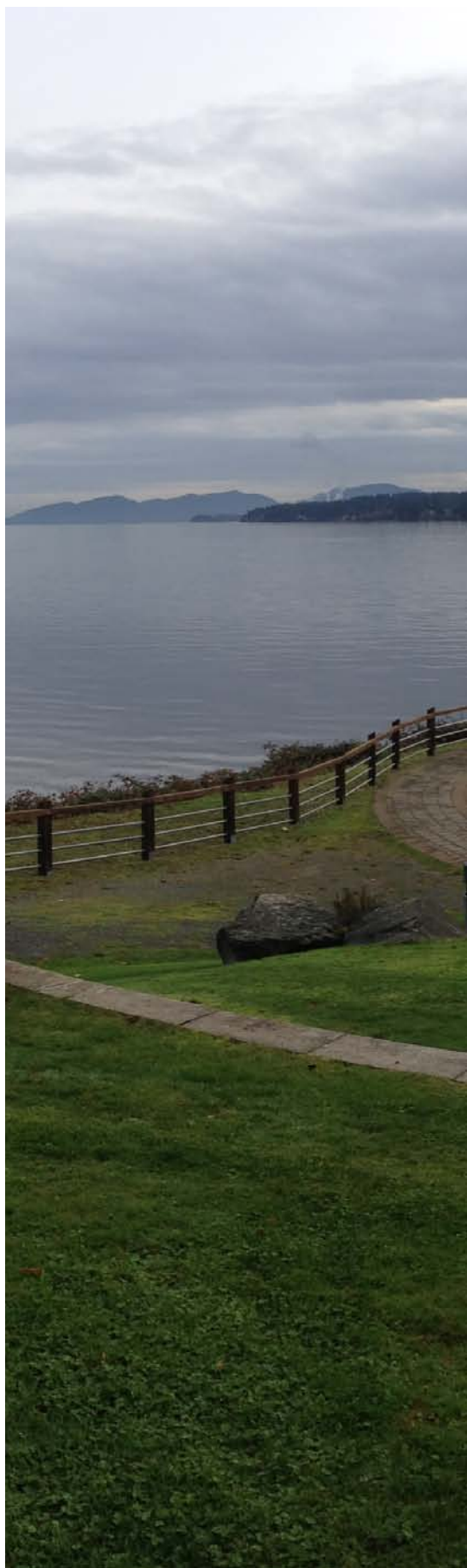
Strengths:

- Good partnerships between the Town and many service providers
- Staff willingness to work with other service providers and to introduce new programs/forward thinking
- Approachable Mayor and Councillors
- FJCC facility - variety of programs, fitness centre, pool, gym; good location
- Forrest Field, Holland Creek ball fields, Aggie field (location)
- Golf course
- Variety of parks, well maintained
- Holland Creek trail, Nature opportunities
- Transfer Beach - great for families, music, picnics,
- Legacy of good events, festivals and concerts
- Great Arts Centre; accessible
- Potential of Machine Shop for Arts and Ladysmith Maritime Society
- Marina and related activities
- Ladysmith Museum
- Town Archives - willing to assist with research
- Opportunities to volunteer, Strong volunteerism in the community
- Extent of resources in Ladysmith
- Educational and cultural programs with Ladysmith Marine Society, Ladysmith Historical Society and Ladysmith Arts Council
- Ladysmith Little Community Theatre



Challenges:

- Seniors fitness programs - need more fitness and healthy activity opportunities for seniors of all ages and abilities, at a reasonable or no cost; offer activities on the waterfront for seniors
- Frequently cancelled classes/programs due to registration
- Need more children's programs after school; more active programs - e.g. junior triathlete, yoga
- More adult programs in evenings (after work)
- Have more drop in programs - no pre-registration required
- Not enough focus on youth, activities, jobs, leadership opportunities
- Not enough low cost outdoor activities
- Fitness centre too small, needs expansion
- Need adapted exercise equipment at FJCC
- FJCC - need updated change/dressing rooms
- Need better pool equipment e.g. lane ropes, blocks
- Accessibility issues at Aggie Hall and some areas of FJCC
- Aggie and High Street ball fields need improvements
- Forrest Field needs to be completed as a "complete" sports facility
- Need more lit sports fields
- Poor signage throughout town and on trails
- Improve and expand trails; erosion in areas, need more accessible/easier trails
- Bike trails and paths - need safer areas to bike and mountain bike trails
- Develop bike skills park for kids
- Waterfront - lots of opportunity, pursue development, deal with Dogpatch, remove dog park, improve road access to marina and Machine Shop area
- Lack of planning for machine shop and area surrounding it - needs heritage industrial artifacts maintained
- Improve the Amphitheatre
- Need a campground, and/or RV park
- Trans Canada Trail "hiccups" in transition through Ladysmith
- Improve the community garden
- Expand Art Gallery programs
- Add Disc Golf
- No decent tennis courts
- Need outdoor Pickleball courts
- Skatepark needs upgrading - has no "flow"
- Need playgrounds for older kids - 9 years plus
- Lack of First Nation presence in Ladysmith
- Lack of transportation between Stz'uminus and Ladysmith; lack of transportation for disabled
- Need a dog park or parks
- Golf course needs improvement - dwindling membership
- Ladysmith Little Theatre suffers from lack of awareness from the Town
- Lack of Destination Marketing - fragmented



Priorities and Strategies

These are not in any rank order, as each group had different emphasis.

Waterfront

- a. Develop an overall Park Plan that complements the Town's Waterfront Plan. The park plan could include an expanded waterpark, improved boat launch, kayak launch area
- b. Improve trails, work with First Nation to include Slack point in trail extension
- c. Make it a Destination Attraction
- d. Get support from CVRD economic development

Transfer Beach

- a. Collaborate with all interest groups create a "vision" the projects based on phases and priorities, and celebrate each completion
- b. Develop an seasonal RV and camping in a specific, designated area, somewhere around Transfer Beach to bring in revenue to the Town and provide opportunity for use during major events.

Frank Jameson Community Centre

- a. Improve regular maintenance and upkeep of pool and change rooms
- b. Expand fitness centre; increase hours. Earlier opening and later closing
- c. Upgrade/expand pool

Machine Shop

- a. Preserve Industrial Machine Shop, determine users, partnerships, and tenants
- b. Investigate a partnership agreement that establishes how one or a consortium of user groups manage the site
- c. Do a space needs analysis and opportunities
- d. Examine logistics - cost, timing, phasing, funding

Forrest Field

- a. Develop this into a multi-sports complex as a support in Regional Sports Tourism
- b. Develop it in phases, in priority as identified by the user groups
- c. Need Softball fields
- d. Apply for grants and do fundraising

Sports Fields- More practice field capacity

- a. Add lights to Holland Creek fields
- b. Repair High Street Ball Field, involve ball association
- c. Upgrade Aggie field
- d. Add additional lights to LSS fields behind FJCC
- e. Work with School District to increase quality of playing fields and access to fields, partnership with SD



Trail Network

- a. Develop a trail network by starting throughout the town.
- b. Start with smaller loops and branch out - increase distance and difficulty to attract all interests
- c. Partner with volunteer groups with grant assistance
- d. Apply for grants for healthy living, youth, seniors
- e. Continue to develop family friendly trails, some more accessible and some more challenging
- f. Develop and provide maps and signage
- g. Promote as "trail destinations" for Tourism
- h. Tackle invasive species

Outdoor Environment

- a. Increase opportunities for families and youth to engage in outdoor environment
- b. Link to parks and recreation programs and school programs
- c. Consider the types of early years programs that could incorporate more outdoor based programming
- d. Add facilities outdoors to create interest and encourage participation
- e. Add Disc Golf to one of the parks or the golf course

Bicycling Environment

- a. Create an enthusiastic family and youth bicycling environment
- b. Build trails at locations that kids and families can ride - level or mid-grade
- c. Offer/promote kids/youth cycling classes or activities/skills
- d. Build a bike skills park

Golf Course

- a. Review options to replace or re-locate the clubhouse to another location on the site
- b. Resolve access issues due to Culvert failure
- c. Renovate golf course
- d. Introduce Disc Golf or other uses such as Footgolf to site

Improve Skatepark

- a. Improve skate experience
- b. Build for younger skaters
- c. Review lighting (lack thereof)

Children's Programs

- a. Participate in, and support Ladysmith Early Years Partnership
- b. Work with school board
- c. Offer "samplers" and promote them
- d. Continue with low enrollment programs for another season
- e. Have "civic nights" - free passes
- f. Offer kids yoga and other activities to promote physical literacy



Adolescence/Youth

- a. Focus on the 10 to 18 years age group in the following areas: physical literacy, use of facilities (lack of), relevant programs, marketing and awareness, engagement, accessibility from a cost perspective. Learn from other communities, engage youth in the process, develop champions, develop a youth driven space.
- b. Explore ways of offering free access to fitness centre and gym for youth on a regular basis
- c. Youth are interested in additional program offerings: art classes, teen swim (Friday nights)

Seniors and Challenged People

- a. Provide programs for these groups in computer literacy, healthy activities in a cost effective manner. Involve the participants in the design of the programs, use experienced staff, develop programs in partnerships between agencies and Town staff, link seniors with youth (e.g. sharing teaching, computer skills, cooking)

Cultural Programs and Events

- a. Review PRC involvement and support
- b. Partners - Museums, Marina, Historical Society, Maritime Society, Arts Council, First Nation
- c. Focus on First Nation presence - gathering place near Machine Shop, carvings

Community Trust or Fund

- a. Town to take the lead in developing a trust fund in conjunction with all on-profits and NGO's to avoid donor saturation in the community
- b. Create a true community partnership; look at gaps within service groups

Safe, Accessible Structures and Infrastructure

- a. Assess program space needs; undertake feasibility of expansion, parking etc.
- b. Ensure the maintenance of safe, accessible structure, parks, trails, parking etc.

Potential/Protection of Natural Environment

- a. Enhanced use of outdoor space - a community classroom
- b. Offer more outdoor programs and activities
- c. Build mountain bike and hiking trails

Partnerships

- a. Town to work with not for profits to access dollars/funding that are not available to municipalities
- b. Work out a formal partnership with the School District
- c. Partnerships with Stz'uminus

Destination Marketing

- a. Support Chamber of Commerce and other Town organizations in their Destination Marketing efforts through the provision of parks, recreation & culture information



Key Informant Outcomes

The following are the key perspectives gleaned from the interviews by category.

Frank Jameson Community Centre - Facility and Programs

- Facility is exceptional for the size of the community
- The facility is aging, but is generally well maintained
- The fitness centre is in need of an expansion, as it is very well used and quite crowded in peak periods
- The pool is usually busy, although there are times when the pool is not staffed and therefore empty due to cost constraints
- Pool schedule should be reviewed to meet demand
- Elite programs could enhance revenue, and encourage new participants
- Expand to more outdoor programs
- Offer more programs for the 20-30 age group
- Peak versus non-peak fees could be explored
- Facility needs enhanced marketing
- A climbing wall would attract new participants
- The youth space, the Rec Room could use a major renovation to make it more welcoming and comfortable for youth
- Encourage biking - kid's clubs; bike park
- Work with Stz'uminus to provide programs for families and youth
- There are transportation issues - residents wanting to get to FJCC from La Rosa and persons living on Stz'uminus First Nation land

Aggie Hall and Sports Fields

- Generally satisfied with the Hall and activities offered there by community organizations
- Ball diamonds need upgrading
- Expand the parking area
- Use indoor and outdoor areas for a Marketplace venue
- "Arts at the Aggie" would be interesting

Parks

- Invest in and maintain parks and trails
- Consider summer student program for maintenance and to help students with tuition
- South end needs more park space
- Park focus is just on kids, need adult equipment
- Brown Drive park needs more amenities - family space, adult equipment
- Consider physical literacy in park development
- Trend towards "riskier play"
- Tot lot on Root Street does not get much use
- Consider reducing number of "pocket parks" to focus on other park needs
- Develop a program for the provision of more benches and picnic tables
- Consider Russel Road lands potential



Trails

- Great wilderness trails
- Need better maintenance
- Holland Creek need more attention - it has been let go
- Trails are too narrow for two people to walk side by side
- Should have better access points
- Add kiosks identifying park history and interpretation
- Need much better signage
- Put in exercise stations
- Rotary Route Trail needs work on some sections
- Need easier trails for some of the population
- Concern regarding loss of forested areas (not owned by Town)

Sports Fields

- School sports fields are in poor condition
- Lack of support facilities
- Need more soccer and multi-purpose fields

Golf Course

- Make it an Executive Par 3
- Move the clubhouse to the bank on Holland Creek/build a new clubhouse in new location
- Re-locate the ball diamonds, as they were intended to be temporary
- Town should consider taking on all the course maintenance
- Rebuild the bridge/don't rebuild the bridge
- Need youth participants
- Keep fees at an affordable amount
- Make course more open and welcoming
- Add disc golf

Dog Park

- No dog park in Transfer Beach
- Smaller parks could be used for dog park
- Dog owners should pay majority of the cost (as facility users pay)
- Need dog poop disposal bins
- Need community consultation specifically on dog parks

Transfer Beach and Waterfront

- Foster partnerships with service clubs
- Improve Amphitheatre; offer more events there, tourist draw
- Replace the concession, combine with washrooms
- Kinsmen Hut and Sportsman's Hut are aging, could be more attractive
- Need to improve waterfront trail
- Consider Slack Point for "viewpoints"
- Need better visibility from highway
- Need more parking, defined areas
- Important area for First Nation - should recognize their involvement and work with them in partnership
- Place benches on higher areas of park for viewing
- Area to the north is a hodgepodge - contamination, ownership issues, huge potential



Forrest Field

- Turf field is great
- A second soccer field next to turf field would work well
- Needs to be completed with amenities
- Ideally two ball fields and two soccer pitches in infields
- Ensure fit with overall park plan, community trail linkages
- Needs funding from higher levels of government
- Sport Tourism possibilities
- 2018 BC Summer Games in CVRD - opportunity to host some games

Machine Shop

- Have invested in this building
- Will be very significant costs to bring building up to "public use" code
- Roof needs fixing/replacement now
- Could be a cultural/heritage centre, community museum, theatre
- Should be a "people place", a tourist draw, could be an info centre
- Industrial Heritage group is active
- Need better road access to site
- Involve First Nation

Arts and Culture

- CVRD has a grants program for Arts group - Some Ladysmith organizations are eligible (Including Ladysmith Arts Council)
- Arts on the Avenue has been going for 18 years
- Arts Council wants to be the "hub" for Arts- they want to make Ladysmith a destination for the Arts, Art retreats etc.
- AC is writing a strategic Plan for their programs
- AC offers a speaker series, arts education with the schools, arts camps in the summer

Youth

- Need to be more educated as to what they can do in Ladysmith
- Youth Advisory Coalition is "non-functional" - should be looked at under another umbrella
- Need a coordinated response to youth issues - Town, Resource centre, VIHA, School District, Boys and Girls Club
- Good collaboration between Town and Boys and Girls Club on youth services
- The Youth Advisory Council and the Youth Advisory Coalition are both no longer active
- Difficult to engage Stz'uminus youth in Ladysmith activities due to the distance and transportation issues
- Need to create some employment opportunities for youth e.g. concession, day camps, park maintenance

Partnerships

- Work with VIHA to improve health determinants (Ladysmith scores low)
- Work with school board on field use and maintenance agreement and on future of Davis Road school lands
- Work with service clubs in a coordinated fashion to set priorities and tackle bigger projects
- Consider Leisure Access Cards for Area G and H residents as CVRD pays for their participants
- Develop partnership with Stz'uminus for access to recreation services, for the development and programming of Transfer Beach and the Machine Shop campus



4.3 Public Open House

The Open House was held on April 6th, from 2:00 pm to 4:00 pm and 6:00 pm to 8:00 pm, at the Frank Jameson Community Centre. Over 100 residents dropped by to review the information provided, to discuss options with the consultants and staff and to provide input into the ongoing development of the Parks, Recreation & Culture Master Plan.

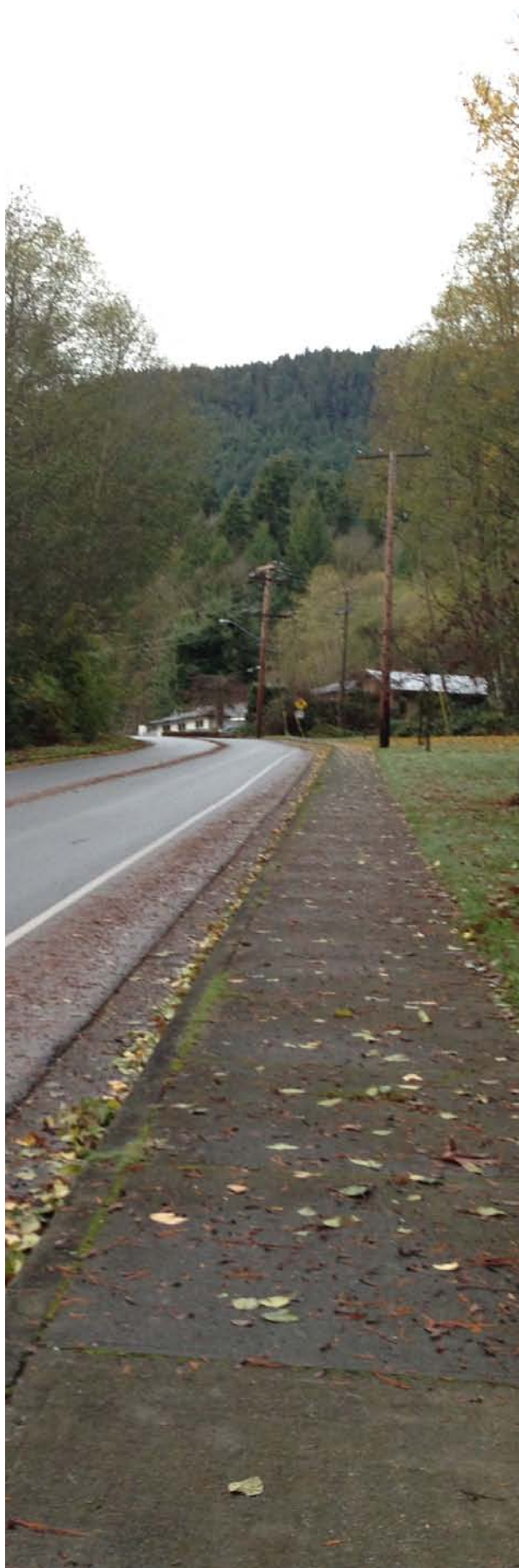
Open house attendees were provided with colored dots which were then used to indicate preferences on the community input and recommendations to date. The responses are listed in groups from highest to lowest priority.

Group 1:

- Enhancement and enlargement of Transfer Beach Park amenities
- PRC Department to continue to take a lead role in the staging of major events and festivals
- Create a trail that links the waterfront, active transportation corridors, the Holland Creek Trail and CVRD parks/trails
- Develop improved access/boat launching for kayaks and other small watercraft at Transfer Beach

Group 2:

- Undertake visioning exercise for the Machine Shop; research and pursue grants; and explore partnerships for the operation of the facility
- Consider supporting a Service Club Alliance for the provision of specific capital projects that fit the Town's Master Plan and vision.
- Provision of a fenced dog area - long term at Lot 108, plus south end (Holland Creek Ball field); short term at Davis Road school site.
- Develop more outdoor programs for children and families; offer more programs/activities for ages 10-18
- Increase parking at Aggie Hall/Field; offer more programs in Aggie Hall
- Develop waterfront cultural core and heritage park in the vicinity of the Machine Shop
- Enter into discussions with SD 68 with the goal of improving the maintenance/playability as well as booking of school fields, and facility access
- Explore the diversification of the Ladysmith Golf Course lands through multi-use programming such as disc golf
- Pursue grant opportunities for the provision of more programs in partnership with Stz'uminus First Nation, specifically to cover transportation and instructor fees
- Develop a cluster of public land encompassing the Spirit Square, Ladysmith Resources Centre and High Street Ball Field into a downtown public hub



Group 3:

- Look for opportunities for P3's (Public/private Partnerships). The partnerships should apply to both capital and operating opportunities.
- Create a Task Force for the development and implementation of a Public Art Strategy, and an Action Plan. The task force should include representation from Stz'uminus First Nation, the Arts Council, and the Downtown Business Association, the Town of Ladysmith, the Chamber of Commerce and a local artist.
- Incorporation of waterfront accommodations (camping facilities for major events) to attract visitors and complement existing events
- Creation of a pedestrian highway overpass at High Street and Highway 1 to connect downtown with the waterfront as part of a cultural corridor.
- Review options for improvements to the pool area and change/dressing rooms and new pool equipment. Determine remaining life cycle of pool facility and develop replacement plan.
- Consider the need for a larger fitness space and additional / updated equipment in the capital planning process. Undertake a small feasibility exercise on expansion costs.
- Review hours of operation for the Fitness Centre as well as fitness and sport program options. Review and analyze aquatic schedule and current practices to ensure lessons, length and recreational swimming make the best use of the facility, while meeting the needs of all age groups.
- Review options to improve youth centre space. Replace furniture and improve atmosphere. Work with other local service providers to provide programs and services that better meet the needs of youth living in the community.





5.0 PARKS AND OUTDOOR RECREATION

5.1 Parkland Supply

The Town of Ladysmith currently provides 110 square metres of parkland per person (96.5 hectares for 8,723 people) and is in line with national standards for parkland provision.

Analysis of the existing parks system confirms that all residents have equitable access to public parkland within a five minute walking distance of their front door.

Due to the adequate provision of parkland within the existing developed area, future acquisition and development of parkland would be attributed to the following future expansion areas of the municipality:

- Holland Creek Area Plan
- South Ladysmith Area Plan
- The TimberWest Forest Corporation lands (Couverdon Real Estate)
- Waterfront Area Plan lands

5.2 Classification System

The Town of Ladysmith system of parks can be categorized into the following classifications:

1. Linear Parks
2. Waterfront
3. Neighbourhood
4. Community
5. Athletic
6. Open Space
7. School District #68 Lands (sport fields)



1.0 Linear Parks

Linear Parks are corridors of protected open space managed for conservation and recreation purposes. Linear parks often follow natural land or water features, and link nature reserves, parks, cultural features and historic sites with each other and with populated areas. Linear parks provide open space connections to and from parks, schools, and neighbourhoods, and may include wildlife corridors, pathways, and trails. Development of these areas should be kept to a level that preserves the integrity of the initial resource.

Design Guidelines

The following explains design attributes associated with linear parks. The development, operation and maintenance of this classification are subject to guidelines, recognized standards and best practices observed and practiced by the Town of Ladysmith.

Access

- Openings and access points

Amenities

- Benches, bicycle racks, formalized viewpoints, animal-proof garbage receptacles, adult fitness equipment, interpretive signage, pathways and trails, planting beds, trees and shrubs

Drainage

- May be used for drainage provided water does not collect within site or around recreational amenities
- Low impact development principles should be incorporated to ensure functional storm water management

Functional Design

- Include marker posts, fencing, or other methods to delineate these lands from private lands
- Develop through public utility right-of-ways, reserve dedication, road right-of-ways, utility right-of-ways and/or easements to permit ecological or trail connectivity
- May accommodate linear utility right-of-ways; however, these should be located along the linear park's periphery and surface installations must not directly interfere with recreational and functional design of the linear park
- May accommodate regional pathway or trails or perform linear recreation function
- May serve as adequate protection and habitat to permit animal movement through a developed area
- May also include riparian areas recognized and protected through easement or reserve dedication
- May include publicly held corridors such as power line right-of-ways

Location

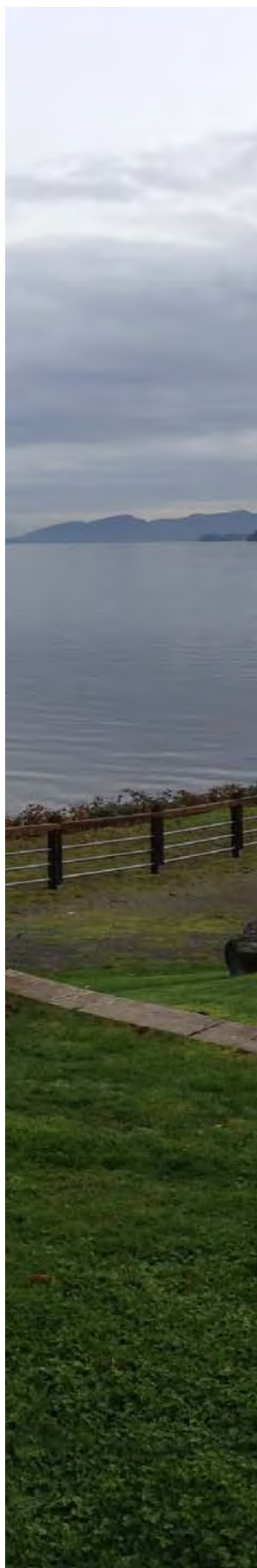
- Located along waterways, natural areas, historic features, roadways

Functional Size

- Variable - based on function

Parks in the Ladysmith Parks System classified as Linear Parks include the following:

- Holland Creek Trails
- Trans Canada Trail
- Heart Lake Stocking Lake & Stocking Creek (Regional Parklands)



2.0 Waterfront Parks

The Town of Ladysmith is a seaside community. The area has an identity that is intertwined with history and culture of life on Oyster Bay and it is important to recognize the significance of this waterfront and how it captures the spirit of the community. Each park site plays an important role in the waterfront park system and serves a different need for the overall community.

The waterfront is, in essence, a natural area and the residents of Ladysmith its custodian. As such, it is important to recognize the responsibilities of environmental stewardship.

Design Guidelines

The following explains design attributes associated with waterfront parks. The development, operation and maintenance of this classification are subject to guidelines, recognized standards and best practices observed and practiced by the Town of Ladysmith.

Access

- Ensure access by walking and cycling
- Provide links to sidewalks, pathways, trails, adjacent parks
- Incorporate adequate street frontage to provide sightlines for safety and access
- Provide accessible opportunities to participants of all abilities and mobility
- Provide adequate facilities for waterfront access to park (docks for human-propelled watercraft)
- Provide an on-site parking lot

Amenities

- Benches, bicycle racks, event and gathering spaces, washroom facilities, concessions, picnic shelters, fenced off-leash dog exercise area, formalized viewpoints, animal-proof garbage receptacles, children's play equipment (dry and water play), interpretive signage, pathways and trails, planting beds, trees and shrubs, parking, waterfront access to launch human-propelled watercraft.

Drainage

- Ensure drainage of deleterious materials is directed away from waterfront, incorporating infiltration methods such as detention ponds where space permits.

Functional Design

- Ensure a relatively flat, level site to accommodate informal field play space
- Include marker posts or other methods to delineate site from private space
- Incorporate open, unobstructed area to accommodate unstructured play
- Ensure mix of shade and non-shade areas to accommodate year round usage
- Consider crime prevention through environmental design principles when determining locations, programming and design
- Include multi-use design with flexibility to change over time
- Provide sufficient street frontage to recognize and access park

Location & Functional Size

- Located along lakes and oceanfront
- Variable size - based on function

Waterfront Parks within the Town of Ladysmith, for the most part, are seasonal in use but integral to the overall open space system. These sites include:

- Transfer Beach Park
- Arboretum Park
- Gourlay Janes Park



3.0 Neighbourhood Parks

This is the local gateway park that provides nearby recreation and leisure opportunities within a 20 minute walking distance of any residential front door. This park is developed to be a social and recreational focal point in the neighbourhood, and serves as a high-use amenity within existing and developing neighbourhoods.

The design-model for this facility is based on basic neighbourhood park needs. Thus, park components may include informal court space, elevated and exciting play equipment, cognitive play spaces, informal field play space, shade, seating, natural space and access to connector networks. The site is usually a minimum of one hectare with surrounding activity that may include higher density residential and neighbourhood commercial uses (to support the notion of neighbourhood focal point and 'eyes on the park' for safety reasons).

Design Guidelines

The following explains design attributes associated with Neighbourhood Parks.

Access

- Consider on-street parking, which is preferred over delineated parking lots
- Incorporate sufficient street frontage to provide sightlines for safety and access
- Ensure access by walking and cycling
- Provide links to neighbourhood sidewalks, pathways, trails, adjacent park

Amenities

- Benches, Bicycle racks, Community gardens, Animal-proof garbage receptacles, Lighting, Pathways and trails, Picnic tables, Public art, Shade structures, Signage, Multi-use court, Small playgrounds, Trees and shrubs, Viewpoints

Functional Design

- Ensure a relatively flat, level site to accommodate informal field play space
- Include marker posts or other methods to delineate site from private space
- Incorporate open, unobstructed area to accommodate unstructured play
- Ensure mix of shade and non-shade areas to accommodate year round usage
- Consider crime prevention through environmental design principles when determining locations, programming and design
- Where possible locate utility right-of-ways along the periphery so as not to interfere with recreational and functional use of the park

Location and Functional Size

- Locate centrally within a given neighbourhood
- Provide sufficient street frontage (two sides preferable) to recognize access to park
- Locate in close proximity to school site where feasible
- Park Area Requirement Standards: Approximately 1 hectare placed at 20 minute walking intervals
- Recommended population benchmark: 0.8Ha/1000 people

Parks in the Ladysmith Parks System classified as Neighbourhood Parks range in size from 0.47 to 1.6 hectares and include:

- | | |
|--------------------|-------------------------|
| • Harbourview Park | • Mackie Park |
| • Stonewall Park | • Stuart Park |
| • Root Street Park | • Resolution Place Park |
| • Queen's Park | • Stonewall Park |



4.0 Community Parks

These centrally and strategically located parks provide an active and passive recreation amenity to several neighbourhoods through trail, sidewalk and street access. Community Parks are diverse in nature, serving a broader purpose than the neighborhood or mini parks.

While community parks may include neighborhood park amenities, and do act as neighborhood parks, the focus of a community park is on meeting community-based recreation, athletics and open space needs. These parks may contain significant athletic fields, large open spaces, walking paths, picnic areas, natural areas, restrooms, and various other active and passive services depending upon community needs and site suitability.

The design model for this facility is simple: this is to be a downsized version of a sub-regional park relative to the need of the community the park serves. Thus, park components include the same elements as the neighbourhood park as well as natural areas, community connectors, sport and/or enhanced play facilities. Enhanced play facilities may include skateboard parks, splash pads and other play elements that are intended for multiple neighbourhood use. Community park sites are located by arterial and/or collector streets and usually include off street parking.

Design Guidelines

The following explains design attributes associated with Community Parks.

Access

- Incorporate adequate street frontage to provide sightlines for safety and access
- Locate centrally in the community to maximize neighbourhood catchment areas
- Provide accessible opportunities to participants of all abilities and mobility
- Ensure access by walking or cycling
- Provide links to neighbourhood sidewalks, pathways, trails, adjacent parks, school yards
- Provide nearby safe street crossings
- Provide street parking or parking lot

Amenities

- Benches, bicycle racks, community gardens, cultural installations, animal-proof garbage receptacles, gateway to trails, gazebos, lighting, off-leash dog exercise area, on-site parking, outdoor rinks, pathways and trails, picnic tables, public art, restrooms, shade structures, signage, sports fields, spray parks, trees and shrubs, viewpoints, skateboard park, bike skills park

Functional Design

- Where possible locate utility right-of-ways along the periphery so as not to interfere with the recreational and functional use of the park
- Include multi-use design with flexibility to change over time
- Ensure mix of shade and non-shade areas to accommodate year-round usage
- Provide adequate access for fire, emergency, and maintenance equipment
- Ensure square or rectangular site to accommodate sports fields
- Include marker posts, fencing, or other methods to delineate site from private space
- Provide links to schools and/or other park sites where feasible

4.0 Community Parks...Continued

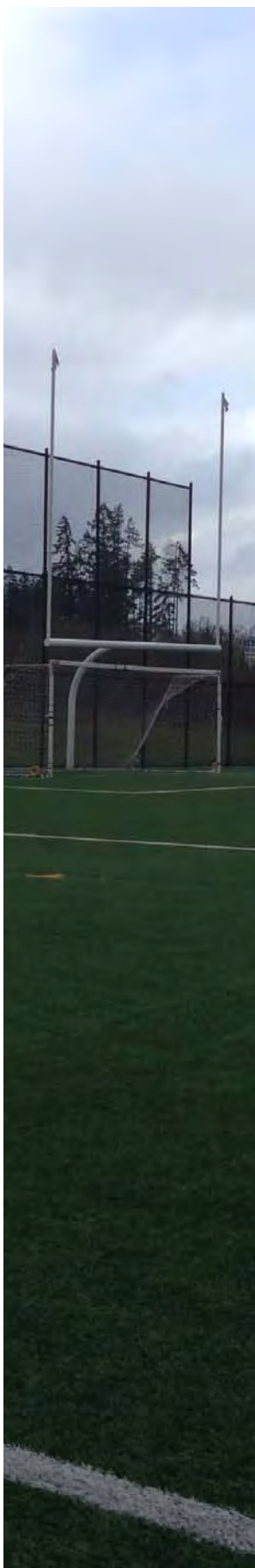
Location and Functional Size

- Ensure placement near collector or arterial roads to facilitate vehicular access
- Provide sufficient street frontage to recognize and access park
- Locate centrally between neighbourhoods or developments within a 40 minute walking interval from residential front door
- Functional site: 3 – 12 hectares. Recommended population benchmark: 4.0Ha/1000

Community Parks can include multiple athletic fields and courts as well as other unique amenities that service the entire community. Community parks include:

- Ladysmith Public Golf Course
- Transfer Beach Park
- Aggie Fields
- High Street Little League Park and Community Gardens
- Spirit Square Park
- Forrest Field/Lot 108





5.0 Athletic Parks

The primary function of athletic parks is to provide outdoor recreation facilities that serve the community's needs for active recreation and organized outdoor sport. The size of athletic parks varies, depending on function, but these spaces tend to be large. Athletic parks require large tracts of flat land. In the Town of Ladysmith, flat land is not readily available. It will be important to identify potential athletic park locations as the community develops to ensure sufficient land can be reserved for this function.

Design Guidelines

The following explains design attributes associated with Athletic Parks.

Access

- Incorporate adequate street frontage to provide sightlines for safety and access
- Locate centrally in the community
- Provide accessible opportunities to participants of all abilities and mobility
- Ensure access by walking or cycling
- Provide links to neighbourhood sidewalks, pathways, trails, adjacent parks, school yards
- Provide nearby safe street crossings
- Provide street parking or parking lot

Amenities

- A minimum of (3) multi-use programmable turf fields, field lighting, field house, concession building, washrooms, bleachers and benches, fencing, animal-proof garbage receptacles. Smaller scale athletic facilities including tennis courts (or pickleball), beach volleyball courts, basketball courts and adult outdoor fitness equipment.

Drainage

- The sports fields should be designed with positive drainage to maximize play and minimize turf wear. Artificial turf fields should be considered to expand on bookable play time
- Drainage should be directed to storm water detention areas and retained on-site

Location and Functional Site

- Ensure placement near collector or arterial roads to facilitate vehicular access
- Provide sufficient street frontage to recognize and access park
- Locate centrally between neighbourhoods or developments within a 40 minute walking interval from residential front door
- Functional site: 4– 20 hectares. Recommended population benchmark: 8.0Ha/1000

Park sites in the Town of Ladysmith classified as Athletic Parks include:

- Forrest Field
- High Street Ball Park
- Holland Creek Park
- Aggie Fields



6.0 Open Space Parks

Open space parks are sites established for the protection and stewardship of wildlife, habitat and other natural system support functions. Most open space parks are accessible for low impact use with minimal infrastructure on site in order to not adversely affect the local habitat or natural systems. Larger natural areas, in some cases, may have a small portion of the site developed for community park use. Interpretive signage is critical in order to delineate recreation use areas, habitat, restoration status, wildlife area designation, etc. in order to describe resource needs and use priorities.

Design Guidelines

The following explains design attributes associated with Open Space Parks.

Access

- Linked to neighbourhood sidewalks, pathways, trails, adjacent parks
- Should contribute to connectivity of open space system

Amenities

- Benches, fencing, informal viewpoints, interpretive signage, pathways

Drainage

- Natural drainage courses commonly found within this classification may be used for drainage provided water does not collect within site or around recreational amenities
- Where applicable, low impact development principles should be incorporated to ensure functional storm water management and protection of local habitat

Functional Design

- Primary objective is to protect and manage natural or cultural environment
- Ensure improvements are in accordance with riparian and wetland policy where applicable
- Develop low impact recreational trails where feasible
- Include marker posts, fencing, or other methods to delineate natural areas from private space
- Develop through public utility right-of-ways, reserve dedication, road right-of-ways, utility right-of-ways and/or easements to permit ecological or trail connectivity

Location

- Areas identified as environmentally significant areas should remain undisturbed during subdivision design and construction process and be designated as Open Space
- Areas considered un-developable in accordance with the Town of Ladysmith by-laws should be dedicated as Open Space Park

Park sites in the Town of Ladysmith classified as Open Space Parks include:

- Davis Road Park
- Holland Creek Park
- Parkland at end of Russell Road and Stirling Drive (unnamed park)

7.0 School District #68 Lands

There are a number of existing sport fields within the Town of Ladysmith that fall within the jurisdiction of both the municipality and School District #68.

These facilities can be considered when reviewing the comprehensive provision of public lands and as an addition to the athletic park classification:

Town of Ladysmith

- (1) Soccer / (1) Football (Forrest Field)
- (2) Baseball (Aggie Park)
- (1) Baseball (High Street Ball Park)
- (2) Baseball (Holland Creek)

School District #68

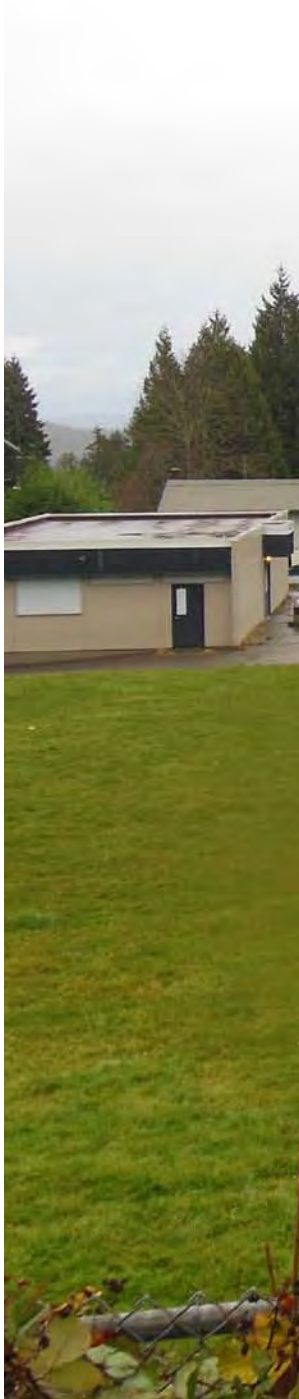
- (2) Football (Ladysmith Secondary / Primary)
- (2) Soccer (Ladysmith Secondary / Primary)
- (1) Baseball (Ladysmith Secondary / Primary)
- (1) Soccer / (2) Baseball (Ladysmith Intermediate)
- (1) Baseball (Davis Road Elementary Site)

Sport Fields - Comparison of Municipalities with Comparable Population

The Town of Ladysmith is generally in line with the provision of sport fields in relation to other communities of a comparable size (note: the analysis includes both Town and SD #68 fields). The Town has an above average supply of baseball/softball fields and football fields and a slightly below average provision for soccer. However due to the conditions of the School District fields not allowing year round use there can be challenges with having enough available space.

Field Type	Municipality (population)	Ladysmith (8,723)	Revelstoke (7,230)	Parksville (12,598)	Dawson Creek (11,944)	Sidney (11,065)	Terrace (11,164)	Comox (13,986)	Williams Lake (11,215)	Guesnel (9,160)	Coldstream (10,821)	Summerland (11,280)	Whistler (13,361)	Average
Soccer		4	4	5	8	0	8	6	2	12	4	1	3	4.75
Softball/baseball		8	7	3	9	8	0	12	13	12	4	10	6	7.7
Football		3	0	0	0	0	0	0	0	0	1	1	1	0.5

Data: Civic Info BC & Census Canada (2015 projections)





Recommendations for Parks

5.3 Parkland Acquisition

1. Consider acquisition and development of active recreation parkland in the Holland Creek Area Plan and the preservation of open space lands via the designation of slopes in excess of 30% and lands with a High Environmentally Sensitive Area (ESA) rating around the Heart Creek and Arbutus Hump lands.
2. Preserve the exterior lands around the former Davis Road Elementary School building for public parkland.

5.4 Park Planning and Development

1. Target the enhancement and enlargement of waterfront parkland by including parks, trails and other amenities to establish the waterfront as a natural extension of a hillside seaside by undertaking a comprehensive park masterplan exercise for the waterfront public lands, inclusive of the following items:
 - A seawall along the oceanside frontage of Transfer Beach park, continuing in a northwesterly direction along public lands
 - Development of a waterfront cultural core and heritage park in the vicinity of the Machine Shop
 - Enhancement and continuing development of the Transfer Beach amenities
 - Incorporation of waterfront accommodations (camping facilities for major events) to attract visitors and complement existing events
 - Creation of a pedestrian highway overpass at High Street and Highway 1 to connect downtown with the waterfront as part of a cultural corridor
 - Development of improved access/boat launching for kayaks and other small watercraft at Transfer Beach. Provide a drop off area and designated parking for longer term users
2. Explore the creation of an off-road Trans Canada Trail alignment within the Town boundaries and improve connections to the trail.
3. Consider the development of active transportation corridors throughout the community to promote alternative transportation methods and safe routes to schools. Incorporate infrastructure (i.e. bike storage lockers) to promote cycling.

Park Planning and Development...Continued

4. To achieve adequate provision throughout the Town of Ladysmith, community feedback has confirmed a need for off-leash dog exercise areas south of Holland Creek, one north of Holland Creek and one at Transfer Beach Park.

Based on this the following approach will apply:

Winter programming: the off-season usage of fenced athletic fields for off-leash dog exercise at the following sports fields:

- High Street Little League Park
- Holland Creek Park – small ball diamond field

Recommended Sites:

- Install a fenced, off-leash area at the Transfer Beach upper park area (currently used as off-leash area) leaving the remaining upper area as on-leash, or possibly off-leash during winter months. Add maps and signage for area describing the boundaries of off-leash
- Partner with School District 68 in the creation of a temporary, fenced off-leash dog exercise area at the former Davis Road Elementary School
- The installation of a temporary, fenced off-leash area at Forrest Field/Lot 108 pending the development of additional sports fields

Pilot Sites: On a trial basis, explore the development of permanent, fenced off-leash dog exercise areas at the following parks:

- Kinsmen Park and Playground (Brown Road) – utilizing the western portion of the park, observing an appropriate riparian setback from Rocky Creek
- Holland Creek Park – small ball diamond field (this would become a permanent site upon the development of additional sports fields at Forrest Field/Lot 108)

5. Explore the diversification of the Ladysmith Golf Course lands through multi-use programming such as disc golf and develop a master plan for the future of the Holland Creek Ball fields.
6. Expand on the existing skate park with the incorporation of additional skate park elements, including lighting, and the design and development of a bike skills park.
7. Develop in partnership with regional Sport Tourism a strategy for the Town that promotes the use of hiking and biking trails and waterfront parkland along with sports facilities.
8. Develop an outdoor fitness park for adults.
9. Ensure the adequate provision of site furniture in all parks, in particular, the provision of picnic tables.
10. Review priorities for additional sports fields and amenities for Lot 108 and update the site plan. Develop as per site plan, once funding is available.
11. Development of the cluster of public land encompassing the Spirit Square, Ladysmith Resources Centre and Ball Field into a downtown 'public hub'.
12. Incorporate First Nation teachings and cultural landscape into the parks system in partnership with the Stz'uminus First Nation.



13. Consider the development of a landscape design guideline document that would provide direction on the following:
 - Utilization of native and/or drought tolerant plant species – an ‘Island-inspired’ plant palette
 - Where an irrigation system is required, that new park construction projects undertake the development of a hydro zone plan, landscape water conservation irrigation report (landscape water budget) and irrigation design plan
 - The audit of existing park irrigation systems and the determination of water consumption and methods to reduce water use
 - The development of an invasive species control plan, in conjunction with volunteer organizations
14. Consider the development of a Parks Brand and Visual Identity Guidelines document that would provide direction on the following:
 - Park address signage
 - Regulatory signage
 - Wayfinding and trail signage
 - Interpretive signage

5.5 Park Partnerships

1. Create a development framework in partnership with CVRD for regional and municipal park collaboration projects.
2. Improve playability and bookability of School District #68 sport fields via the formalization of an operating agreement and maintenance and programming by Town of Ladysmith staff (Joint Use Agreement).
3. Explore linear park opportunities and secure public access easement along the BC Hydro right-of-way corridor at the southern boundary between the Town of Ladysmith and CVRD.
4. The creation of a Ladysmith destination-oriented attraction and community loop trail that encompasses the waterfront, ATC’s and the Holland Creek Trail and Regional Parkland.
5. Investigate a trail to Stz’uminus First Nation.
6. Explore a P3 partnership for the management of boat launch and parking facilities.





ADVENTURE ZONE SUMMER DAYCAMP

www.ladysmith.ca 250.245.6424





6.0 INDOOR RECREATION AND CULTURE FACILITIES

6.1 Overview

The Town of Ladysmith owns and operates two recreation centres, the Frank Jameson Community Centre and Aggie Hall (short for Agricultural Hall). The Town also owns the Machine Shop, a historic building which houses the Arts Council and their Waterfront Gallery, as well as the Ladysmith Maritime Society. The Ladysmith Seniors Centre is owned by the Town but is operated by the Seniors Centre Society. The society offers recreational activities for Seniors for a reasonable membership fee.

6.2 Frank Jameson Community Centre

The Frank Jameson Community Centre (FJCC) opened in 1982, featuring a 4 lane 25 metre swimming pool with a sauna and hot tub, as well as a gymnasium, program room and offices. In 1994 a leisure/therapy/teaching pool was added to the facility. Subsequent renovations to the FJCC included improved office and administration space, a new program/meeting room, a public fitness centre and a youth centre, replacing a private fitness centre in the basement. The facility continues to undergo upgrades. In 2014 the Town undertook energy improvements including new boilers, motion sensors and LED lighting; and a major investment in additional cardio equipment in the fitness centre. In 2015 the facility improvements were a new filter for the main pool and a new heat pump for the pool admin and lifeguard offices.

The Community Centre is used extensively for programs serving all age groups. The fitness centre is extremely popular and appears to be at capacity. The two pools are used for aquatic fitness as well as swimming lessons, leadership programs length swimming, public swims and rentals. The gymnasium and program rooms are also well used for a wide variety of instructional programs and drop in activities, as well as childminding services. FJCC is open seven days a week, but is closed on most statutory holidays.

According to the community survey 83% of respondents had used the community centre over the past year. Of these, 81% used the swimming pools, hot tub or sauna, while 50% used the fitness centre.

When asked to rank facility priorities in the survey, 51% ranked improved aquatic facilities as number 1, whereas 45% ranked enhanced fitness facilities as number 1.



The facility users and the focus groups participants provided a large number of comments regarding FJCC and potential facility or maintenance improvements. Some of the suggestions and concerns that were raised include the following:

- Pool is “old and tired”
- Change rooms are cold and drafty; water temperature issues (cold)
- Gymnasium floor could use refurbishing or be replaced with a sport court
- Fitness Centre needs to be expanded, and made fully accessible
- Youth Centre needs renovation
- Pool and fitness centre hours should be expanded to reduce crowding and accommodate working adults

Frank Jameson Community Centre Recommendations

1. Proceed with the Facility Condition Assessment as part of the Asset Management Plan.
2. Consider the need for a larger fitness space and additional/updated equipment in the capital planning process. Undertake a small feasibility exercise on the cost of expanding.
3. Determine remaining lifespan of pool facility, and create plan to replace. In the interim review options to improve the youth centre space including accommodation of additional uses, and undertake minor improvements the pool area and change rooms.
4. Redevelop youth centre space.

6.3 Aggie Hall

Aggie Hall is a beautifully restored hall that is also home to the Ladysmith Cadets and the Ladysmith Family and Friends. A professional kitchen perfect for large events and receptions was installed in 2007. In 2014 the Town replaced the roof and in 2015 re-stained and painted the exterior walls.

The Hall is the home of the Ladysmith Air Cadets and is used by the Ladysmith Friends and Family Association Society (LaFF). LaFF operates several programs at Aggie Hall, and does not pay any facility fees to the Town of Ladysmith. LaFF had an agreement with the Town that their rental fees be waived for five years commencing in 2007, in recognition of their contribution to the kitchen upgrade. This arrangement was revisited in 2012, at which time it was decided to continue with the no charge policy. The Air Cadets also do not pay any ongoing facility rental fees to the Town, as they contributed to capital and renovation costs in the past.

The Town operates a few programs at Aggie including gymnastics, square dancing and special events.

Aggie Hall Recommendations

5. That the waiving of fees for usage of the facility be reviewed to find an equitable solution that provides some revenue to the Town for operating expenses, while still providing an affordable space for community organizations.
6. Review opportunities to offer additional programs at Aggie Hall.
7. Increase parking around Aggie Hall for both Hall and Field users.

6.4 Machine Shop

The historic machine shop was built in 1934 by Comox Logging and Railway Co. as a space for the maintenance of locomotives, railcars and ancillary equipment. The building was refurbished in the late 1980's with a grant from the Expo 1986 Legacy fund. The Ladysmith Railway Historical Society was the first tenant, establishing a museum of railway artifacts. Several businesses have used the building over the past 30 years. It currently houses the offices of the Ladysmith Maritime Society, the Arts Council of Ladysmith and District, and the Ladysmith Waterfront Art Gallery, since 2006. They do not pay rent for the use of these facilities, although the Arts Council does pay a percentage of their revenue to the town for the administrative and registration support for their arts classes.

The Town of Ladysmith commissioned a Property Condition Assessment in 2014. The study found that the building requires extensive improvement. Items which were deemed "critical" that are requiring immediate attention were estimated to cost \$818,000. Building code requirements to comply with current code, as the building is renovated, would cost about \$287,000. In total the renovations to the facility could be in the range of \$1.25 million to \$1.5 Million.

Due to cost of improvements required to upgrade, preserve and maintain this facility, it is critical that the desired future be determined prior to any significant work proceeding. A Machine Shop Advisory Group has been struck to review how to best deal with this community asset.

Recommendations

8. That the Machine Shop Advisory Group undertake a comprehensive Visioning Process for this facility.
 - "Define the space" in consultation with stakeholders - current and prospective tenants, potential partners and users
 - Vision to address operating structures, partnerships, capital and operating costs
 - Review opportunity for one or more tenants to operate the facility
 - Research potential public and private funding, grants, trusts etc.







7.0 RECREATION AND CULTURE PROGRAMS AND SERVICES

7.1 Overview

The Town of Ladysmith offers a considerable number of programs and services and events through direct provision and in co-operation with not-for profit and government organizations.

In the 2014 Town of Ladysmith Annual Report, there were three “indicators” that related to Parks, Recreation and Culture programs and services. The first related to the percentage of residents participating in public celebrations. Attendance is not specifically tracked at these events, however there has been a steady increase, in particular at events at the Waterfront Gallery. The second indicator was the value of arts grants distributed. The CVRD has just recently created an annual grants program to support arts councils. The Ladysmith Arts Council will receive annual funding from this program. The third indicator was percentage of residents that took part in Town recreational facilities. The new software, to be implemented next year, will track attendance.

The level of satisfaction on the part of the focus groups and interview participants with the programs and services was generally positive, with some recommendations relating to youth, collaboration and partnerships, and greater access for persons with financial needs. Survey respondents cited a need for more variety in programming, more programming for specific age groups, and issues with the timing of some programs, cancellations as well as the facility hours.

The programs and services are discussed by age group, with the overall analysis and recommendations following.

7.2 Pre-school

Recreation programs play an important role in early childhood development. They promote the acquisition of motor skills, social skills and creativity, and the development of cognitive functions.

This age group appears to be fairly well served in Ladysmith, between the Town's offerings and the activities offered by other community services providers. The community's comments indicated that there is a satisfactory selection of activities for pre-school children. Parents indicated a desire for more pre-school swim lessons on weekends.

7.3 Children

The benefits of participation in recreational activities by school-aged children are well-documented. These include better academic performance at school, healthier weights, improved social skills and higher self-esteem.

The comments in the survey and at the focus group indicated that there is a desire for more programs for school aged children, in particular with start times after 5:00 pm and on weekends. There is a sense that there are lots of pre-school programs, which taper off once children enter school age. Parents also indicated that they would like a larger variety of programs, such as art classes and outdoor programs.

The Town's programs are offered, for the most part, right after school. The Arts Council's children's programs are also offered after school.

Program cancellations are an issue for parents, some of whom feel that they need to be given more time to "catch-on".



7.4 Youth

The Town offers a few programs specifically targeted to Youth, as young as 10. Many of the programs however are only one day sessions. The Town operates a Youth Centre (Rec Room) which has very limited hours. It currently is only open on Friday evenings from 6:00 to 9:45 pm. Teens are permitted to use the Fitness Centre if they are 16 or older and if they have attended the Teen Fitness Orientation for 13-16 year olds. They are welcome to attend fitness classes, however, under the age of 16, must be accompanied by an adult or parent.

The youth focus group participants indicated an interest in Friday night Teen Swims. They also expressed a concern with the cost of using the fitness centre. The fee is \$3.90 for single use and \$33.55 for a ten times pass. Transportation is an issue for some teens, particularly those that live in Cedar and on Stz'uminus lands.

7.5 Adults

The adult programs at the community centre primarily focus on health and wellness and are associated with the fitness centre. There are other adult programs including dance, martial arts, cooking and Spanish at FJCC and many forms of art classes at the Waterfront Art Gallery.

Survey and focus group comments indicate a desire for more programs targeted at the “young adult” 20 to 30 age group, more organized outdoor activities, more family programs for all ages (not just for pre-schoolers), and extended child-minding hours during adult program times.

The aquatic programs include adult learn to swim, Aquafit, adult swim times, early bird lengths and various pool therapy programs. There is strong interest in a five day a week morning length swim rather than the current three days.

Adults are looking for more programs in the later evenings to accommodate working adults, and longer hours for the fitness centre. Some adults are interested in programs for “unfit” people.

7.6 Older Adults / Seniors

The FJCC offers a number of fitness based programs for seniors. Classes are categorized by level of intensity, and some are targeted to specific conditions, such as osteoarthritis. There are many “Adaptive Fitness” classes in the pool, along with Restorative Aquatic Therapy, and Therapy swim. Length swimming is also popular with many seniors. There is a need for additional Aquafit classes as the current classes are extremely busy, causing some crowding issues. The seniors have also requested length swims 5 mornings a week, rather than just three.

The many programs at the Art Gallery also appeal to seniors interested in learning printmaking, or painting techniques, or even writing workshops.

The Ladysmith Seniors Centre hosts a variety of activities and events. Some examples of their programs area: carpet bowling, tai chi, line dancing and table tennis.





The Town of Ladysmith, similar to many other communities on Vancouver Island, has an aging population. The demographic section indicated that over the next 20 years the number of seniors over the age of 80 will increase dramatically. In all likelihood, many of the “older seniors” will continue to be active and engaged in their community. There are several organizations and agencies that play a role in making the lives of the senior healthier and happier. It is time to develop a “Seniors Strategy” so that services can be coordinated in a manner that makes best use of limited resources to serve a growing population with specific needs.

Recommendations for Programs and Services

1. Aquatic Programs should be reviewed annually to ensure the community needs are being met, including lesson schedule, ages served, public swim times and fees.
2. Review Fitness Centre operations annually including hours of operation, fee structure and programs services provided.
3. Undertake a regular participant survey, and seek customer feedback relating to programs and services.
4. Review and update entire fee schedule to ensure appropriate fees are being charged - a balance between the need to increase revenue and fair fees for use of the facility. Use facility operating costs as well as direct program expenses to determine fee levels and levels of subsidies.
5. Develop new programs to attract more participants and better serve the community. These could include:
 - Outdoor based programs for all age groups and for family participation. Start with early years. Examples are disc golf, geocaching, fitness.
 - “Kid’s sampler programs” in cooperation with the sports and arts organizations.
 - When introducing new programs allow for lower number of participants (before cancelling), until program gets known in the community. It can take a couple of sessions for this to happen.
 - Continue to support Physical Literacy for all ages. Develop partnerships to further this initiative with VIHA and other community agencies.
 - Offer more programs and activities for the 10 to 18 year age groups -focus on physical activity.
 - Continue to work with the Arts Council in the development and delivery of new programs in the arts.
6. Pursue grant opportunities for the provision of more programs in partnership with Stz’uminus First Nation, specifically to cover transportation and instructor fees.
7. Review the Leisure Access card criteria. Ensure Area G and H residents be allowed to participate as the CVRD contributes to the operation of the FJCC.
8. Hold registration for Summer Day Camp much earlier in the year. Around March Break is a good time to promote camp programs. Do not cancel programs too early, and consider running with fewer participants, so the program can become known in the community through word of mouth as well as through promotional materials.
9. Develop a Youth Services Strategy in partnership with other community organizations that are supporting youth in Ladysmith (see Partnership recommendations). Review the use of the Youth Centre (Rec Room) in the context of the Youth strategy.
10. Work with all agencies and organizations in the development of a Seniors Strategy to enable the best use of resources to meet the needs of the growing “older seniors” population in Ladysmith
11. The Department of Parks, Recreation and Culture should continue to take a lead role in the staging of major events and festivals, ones that would be a tourist draw. This could be done in partnership with the Chamber of Commerce. The Ladysmith Celebrations Society and other community organizations.





8.0 PARTNERSHIPS AND AGREEMENTS

The Town of Ladysmith has a number of partnerships and formal agreements with a variety of agencies and organizations. These organizations include School District 68, the Vancouver Island Health Authority, Stz'uminus First Nation, the Ladysmith Resources Centre, The Ladysmith Seniors Centre Society, Ladysmith Family and Friends, the Boys and Girls Club of Central Vancouver Island, the Ladysmith Arts Council, the Ladysmith Maritime Society. This list does not include the many sports organizations, the service clubs, and other program and service providers in the community.

The Town supports many of these organizations through municipal grants and or free use of space in town-owned facilities. Due to the large number of resource and service organizations in Ladysmith, a focussed "consortium" for the co-ordinated provision of services would likely improve effectiveness and efficiency.

Although there appears to be a relationship with the School District, there is a need to review and update the Joint Use Agreement, the lease for Frank Jameson Community Centre, and the Memorandum of Understanding. The discussion around levels of maintenance and access to the schools sport fields by the community after hours needs to take place. The local schools participate in programs at FJCC, specifically aquatics and use of the gymnasium. This arrangement could also be reviewed to see if there are opportunities for more activities.

There are several Service Clubs in Ladysmith that provide capital improvements and amenities (such as playgrounds and shelters) on Town lands. In some locations these amenities may not be the best fit for a particular location, or do not meet the changing needs of the community. It would be beneficial to engage in community consultation prior to the approval of amenities on Town land. A Community Partnership Policy would help to streamline projects between community interest groups, volunteers, and the Town of Ladysmith.

The policy would provide clear guidelines for community projects and would allow Town Council and staff to comprehensively review projects for consideration. It would also facilitate the collaboration of several service clubs and/or other volunteer groups on larger projects.

A partnership around Public Art would be appropriate in the Town of Ladysmith. There are a number of community organizations that are very interested in the development and implementation of a Public Art Program. Prior to acquiring and placing art around the community, it is important to have a "Public Art Strategy". Such a Strategy would include guiding principles (e.g. Sustainability, Recognition of First Nation heritage, support local artists, enhance public spaces, engage the public etc.), and an Implementation Plan (timing, funding, logistics, participants roles etc.). Additional recommendations specific to Parks are included in the Parks section of this report.

Recommendations for Partnerships

1. Develop and implement a “Community Partnership” Policy that would provide a framework for effective and efficient coordination of volunteer groups and municipal resources.
2. Revive a “Youth Partnership” consisting of all the agencies serving youth in Ladysmith including the Resource Centre, the Boys and Girls Club, VIHA, Stz’uminus, the High School and others. The first task of this group would be to develop a Youth Services Strategy.
3. Continue support and participation at the Early Years Partnership table. Ensure that children are provided with indoor and outdoor opportunities to develop physical literacy skills appropriate to their age.
4. Continue and expand the current collaboration with the many service providers in Ladysmith to allow for comprehensive and coordinated programs and services for all residents. Explore the concept of a more formalized “consortium” of organizations working towards the same goals, with the ability to apply for financial support from a larger variety of funding organizations.
5. The Parks, Recreation & Culture Department should lead the development of a Public Art Strategy and Program in collaboration with the Arts Council, Stz’uminus First Nation, the Chamber of Commerce, the Downtown Business Association, local artists and other appropriate organizations.
6. Review and update the current agreement with School District 68. In addition, enter into discussions with regard to facility access, sports field use and booking, and field maintenance.
7. Formalize the financial and other levels of support provided by the Town for the provision of facility space, grants or operating funds to community service organizations. Create Joint Use Agreements or Memoranda of Understanding where appropriate.
8. Look for opportunities for P3’s - Public/Private Partnerships that could provide a beneficial amenity or service for the residents of Ladysmith. The partnerships should apply to both capital and operating opportunities.







9.0 MARKETING AND COMMUNICATIONS

The Parks Recreation & Culture Department currently markets their facilities, programs and services through the Town's website, print materials including the seasonal activity guides and through the use of social media. The staff also liaises with many of the community agencies and organizations by participating in committees, task groups and project or issue specific meetings.

The Parks Recreation and Culture information is contained on the Town's website, but is not easy to navigate and does not work well on mobile devices, particularly phones.

The lack of on-line registration could negatively impact the ability to promote participation in programs. This situation will be rectified once the new registration and permitting system is implemented in 2017.

The survey indicated that 74% of respondents felt that they were either very well or well informed as to the parks, recreation and culture opportunities in Ladysmith. Participants indicated they preferred to learn about activities through the Activity Guide (more than 50%). However 33% prefer social media (Facebook, Twitter) as their source of information. This is not surprising as almost 50 % of the survey participants were over the age of 55.

Recommendations

1. Develop a Communications Plan, with specific goals and consistent messaging that can be followed by all staff to develop and promote amenities, programs and initiatives.
2. Evaluate on an ongoing basis whether the messages are reaching the target audiences.
3. Promote the benefits of recreation in the Activity Guide, reports to Council, on social media, press releases and any print media.
4. Work to enhance the Town's Park, Recreation, and Culture website. Create linkages with the regional organizations' websites.





10.0 PARKS, RECREATION & CULTURE ADMINISTRATION

Organizational Structure

The Department of Parks, Recreation and Culture (PRC) is responsible for all municipal recreation services, including facilities, programs, community relationships and administration. This includes sports field bookings and other park use permits. The parks are managed in co-operation with Public Works, with the Parks, Recreation and Culture Director managing the capital, planning and policy relating to parks. Public Works manages the parks operations and assists with capital projects.

The PRC department recently underwent a re-structuring process as a result of retirements. The new structure is focussed on service delivery and increasing capacity in all areas including maintenance, program delivery and administration.

The new structure should be able to handle future growth, with the exception of the need for a full time Child and Youth Co-ordinator, currently only a part time position. The identified need for a Youth Strategy and generally more support for services for youth and children would support this change. There may be a also be a need to increase hours in the areas of aquatics, fitness and reception if there is an increase in operating hours for the fitness centre or pool.

The staff structure and responsibilities as they relate to the co-management of parks should be reviewed and updated to reflect the current hybrid structure or a revised structure under PRC that may create greater efficiencies. If the current hybrid structure remains in place, the roles and responsibilities need to be clearly defined.



Parks, Recreation and Culture Commission

The Commission has been meeting infrequently over the years. They have acted as an advisory board to Council, however have limited responsibilities and no clearly defined role.

Rather than continuing with the Commission, a broader based Advisory Committee with representatives from Council, Areas G and H, First Nation and key community stakeholders may provide an opportunity for a re-vitalization of the “advisory function”. A key responsibility of this group could be oversight of the implementation of this Master Plan. On an on-going basis This group would bring to Council, on an ongoing basis, updates, issues, and recommendations (as appropriate) on key community initiatives including activities and partnerships with CVRD.

This Advisory Committee should include one member of Council, the CVRD Area G & H representative, a representative from Stz’uminus First Nation and 4 or 5 community representatives such as sports groups, park users, indoor recreation participants, an arts/culture representative and possibly a community service organization. Terms of reference would need to be developed for the Advisory Committee.

Special purpose advisory groups or task forces should be used as method of obtaining community input on major projects such as the development of Lot 108. These ad hoc groups would be set as needed for major projects, and would exist for a limited time only.

Policies and Procedures

The Parks, Recreation and Culture Department is responsible for the booking of the Town’s sports fields, parks, and facilities. Although the Department has procedures for this function, a Facility Allocation Policy would assist the Department in ensuring that indoor and outdoor facilities are allocated in a fair and consistent manner. This would apply to all community use of indoor and outdoor facilities. The Policy would provide user groups complete information on the criteria for use, booking procedures and fees.

Recommendations for Parks, Recreation and Culture Administration

1. Review and analyze the division of roles and responsibilities between Parks, Recreation and Culture and Public Works to confirm the benefits of the current hybrid structure versus the benefits of transferring responsibility for parks operations to PRC.
2. Take the appropriate action to disband/eliminate the Parks, Recreation and Culture Commission, and set up an Advisory Committee (with Terms of Reference) to provide information and support for Council on Parks, Recreation and Culture matters.
3. Consider time-limited special purpose Advisory Groups or Task Forces for major projects relating to Parks, Recreation and Culture.
4. Develop and implement a Facility Allocation Policy for all indoor and outdoor facilities.





11.0 IMPLEMENTATION PLAN

The Implementation Plan has been designed as a planning tool to guide the Town of Ladysmith over the next ten or more years in the ongoing enhancement of their parks, recreation and culture facilities, amenities and programs. It will assist the Department of Parks, Recreation and Culture in prioritizing their resources in the implementation of the recommendations. It should serve as a living document, keeping track of progress as the recommendations are implemented.

The Plan includes all the recommendations contained in this report, an indication of whether the item is capital or operations, the priority, the proposed timing, and the order of magnitude cost associated with the recommendation.

Implementation Plan - Park Recommendations

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
5.3 Parkland Acquisition					
1	Consider acquisition and development of active recreation parkland in the Holland Creek Area Plan and the preservation of open space lands via the designation of slopes in excess of 30% and lands with a High Environmentally Sensitive Area (ESA) rating around the Heart Creek and Arbutus Hump lands	O	Low	Long	N/A
2	Preserve the exterior lands around the former Davis Road Elementary School building for public parkland	O	Medium	Short	\$\$
3	Consider the sale and disposal of small parks that are not an asset to the parks system	O/C	Ongoing	Medium	\$
5.4 Park Planning and Development					
1	Target the enhancement and enlargement of waterfront parkland and amenities to establish the waterfront as a natural extension of a hillside seaside by undertaking a comprehensive park masterplan exercise for the waterfront public lands, inclusive of the of the following items: <ul style="list-style-type: none"> • A seawall along the oceanside frontage of Transfer Beach park, continuing in a northwesterly direction along public lands • Development of a waterfront cultural core and heritage park in the vicinity of the Machine Shop • Enhancement and continuing development of the Transfer Beach amenities • Incorporation of waterfront accommodations (camping facilities for major events) to attract visitors and complement existing events • Creation of a pedestrian highway overpass at High Street and Highway 1 to connect downtown with the waterfront as part of a cultural corridor • Develop improved access/boat launching for kayaks and other small watercraft at Transfer Beach. Provide a drop off area and designated parking for longer term users. 	O/C	High	Short	\$\$\$\$
2	Explore the creation of an off-road Trans Canada Trail alignment within the Town boundaries and improve connections to the trail	O/C	Medium	Long	\$\$\$
3	Consider the development of active transportation corridors throughout the community to promote alternative transportation methods and safe routes to schools. Incorporate infrastructure (i.e. bike storage lockers) to promote cycling	O/C	Medium	Long	\$\$\$

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
5.4 Park Planning and Development...Continued					
4	<p>To achieve adequate provision through the Town of Ladysmith, community feedback has confirmed the need for off-leash dog exercise areas south of Holland Creek, one north of Holland Creek and one at Transfer Beach Park. Base on this, the following approach will apply:</p> <p>Winter programming The off-season usage of fenced athletic fields for off-leash dog exercise at the following sports fields:</p> <ul style="list-style-type: none"> • High Street Little League Park • Holland Creek Park – small ball diamond field <p>Recommended Sites</p> <ul style="list-style-type: none"> • Install a fenced, off-leash area at the Transfer Beach upper park area (currently used as off leash area) leaving the remaining upper area as on leash, or possibly off leash during winter months. Add maps and signage for area describing the boundaries of off leash • Partner with School District 68 in the creation of a temporary, fenced off-leash dog exercise area at the former Davis Road Elementary School. • The installation of a temporary, fenced off-leash area at Forrest Field/Lot 108 pending the development of additional sports fields <p>Pilot Sites On a trial basis, explore the development of permanent, fenced off-leash dog exercise areas at the following parks:</p> <ul style="list-style-type: none"> • Kinsmen Park and Playground (Brown Road) – utilizing the western portion of the park, observing an appropriate riparian setback from Rocky Creek • Holland Creek Park – small ball diamond field (this would become a permanent site upon the development of additional sports fields at Forrest Field/Lot 108 • The BC Hydro property located at 6th Avenue and Methuen Street • A portion of the uphill lands at Transfer Beach Park currently used as an unfenced, off-leash exercise area 	O/C	High	Short/ Medium	\$\$
5	Explore the diversification of the Ladysmith Golf Course lands through multi-use programming such as disc golf, and develop a master plan for the future of the Holland Creek Ball fields	O/C	Medium	Medium	\$\$
6	Expand on the existing skate park with the incorporation of additional skate park elements and the design and development of a bike skills park	O/C	Medium	Long	\$\$\$
7	Develop in partnership with regional Sport Tourism a strategy for the Town that promotes the use of hiking and biking trails and waterfront parkland along with sports facilities.	O	Low	Long	\$\$

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
5.4 Park Planning and Development...Continued					
8	Develop an outdoor fitness park for adults	C	Medium	Medium	\$\$
9	Ensure the adequate provision of site furniture in all parks, in particular, the provision of picnic tables	C	Ongoing	Long	\$\$
10	Review priorities for sports fields and amenities and update the siteplan for Lot 108. Develop as per the site plan once funding is available.	O/C	High	Medium	\$\$\$\$
11	Development of the cluster of public land encompassing the Spirit Square, Ladysmith Resources Centre and Ball Field into a downtown 'public hub'	C	Low	Long	\$\$\$
12	Incorporate First Nation teachings and cultural landscape into the parks system in partnership with the Stz'uminus First Nation	O/C	Ongoing	Long	\$\$\$
13	Consider the development of a landscape design guideline document that would provide direction on the following: <ul style="list-style-type: none"> Utilization of native and/or drought tolerant plant species – an 'Island-inspired' plant palette Where an irrigation system is required, that new park construction projects undertake the development of a hydro zone plan, landscape water conservation irrigation report (landscape water budget) and irrigation design plan The audit of existing park irrigation systems and the determination of water consumption and methods to reduce water use The development of an invasive species control plan, in conjunction with volunteer organizations 	O	Ongoing	Short	N/A
14	Consider the development of a Parks Brand and Visual Identity Guidelines document that would provide direction on the following: <ul style="list-style-type: none"> Park address signage Wayfinding and trail signage Regulatory signage Interpretive signage 	O	Ongoing	Short	N/A

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
5.5 Park Partnerships					
1	Create a development framework in partnership with CVRD for regional and municipal park collaboration projects	O	Ongoing	Medium	N/A
2	Improve playability and bookability of School District #68 sport fields via the formalization of an operating agreement and maintenance and programming by Town of Ladysmith staff (Joint Use Agreement)	O	High	Medium	\$\$\$\$
3	Explore linear park opportunities and secure public access easement along the BC Hydro right-of-way corridor at the southern boundary between the Town of Ladysmith and CVRD	O	Low	Long	\$\$\$
4	The creation of a Ladysmith destination-oriented attraction and community loop trail that encompasses the waterfront, ATC's and the Holland Creek Trail and Regional Parkland	O/C	Medium	Long	\$\$\$
5	Investigate a trail to Stz'uminus First Nation	O	Ongoing	Medium	\$\$
6	Explore a P3 partnership for the management of boat launch and parking facilities.	O	Ongoing	Medium	\$\$

Implementation Plan - Facility Recommendations

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
6.2 Frank Jameson Community Centre					
1	Proceed with the Facility Condition Assessment as part of the Asset Management Plan.	C	High	Short	\$
2	Consider the need for a larger fitness space and additional/updated equipment in the capital planning process.	C	Medium	Medium	\$\$
	Undertake a small feasibility exercise on the cost of developing a flexible space.	C	High	Short	\$
3	Determine remaining lifespan of pool facility, and create plan to replace. In the interim review options to improve the youth centre space including accommodation of additional uses, and undertake minor improvements in the pool area and change rooms.	C	High	Short	\$
4	Redevelop youth centre space	C	Medium	Medium	\$\$\$
6.3 Aggie Hall					
5	That the waiving of fees for usage of the facility be reviewed to find an equitable solution that provides some revenue to the Town for operating expenses, while still providing an affordable space for community organizations.	O	Medium	Short	N/A
6	Review opportunities to offer additional programs at Aggie Hall.	O	Medium	Ongoing	N/A
7	Increase parking around Aggie Hall for both Hall and Field users.	C	High	Short	\$
6.4 Machine Shop					
8	That the Machine Shop Advisory Group undertake a comprehensive Visioning Process for this facility. <ul style="list-style-type: none"> • "Define the space" in consultation with stakeholders, current and prospective tenants, potential partners and users • Vision to address the operating structures, partnerships, capital and operating costs • Review opportunity for one or more tenants to operate the facility • Research potential public and private funding, grants, trusts, etc. 	C	High	Short	N/A

Implementation Plan - Programs and Services Recommendations

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
7.0 Programs and Services					
1	Aquatic Programs should be reviewed annually to ensure the community needs are being met, including lesson schedule, ages served, public swim times and fees.	O	High	Short	N/A
2	Review Fitness Centre operations annually including hours of operation, fee structure and programs services provided.	O	High	Short	N/A
3	Undertake a regular participant survey, and seek customer feedback relating to programs and services	O	Medium	Short	N/A
4	Review and update entire fee schedule to ensure appropriate fees are being charged Use facility operating costs as well as direct program expenses to determine fee levels and levels of subsidies	O	High	Short	N/A
5	Develop new programs to attract more participants and better serve the community, including outdoor programs, samplers, youth activities etc. <ul style="list-style-type: none"> Outdoor based programs for all age groups and for family participation. Start with early years. Examples are disc golf, geocaching, fitness "Kid's sampler programs" in cooperation with the sports and arts organizations When introducing new programs allow for lower number of participants (before cancelling), until program gets known in the community. It can take a couple of sessions for this to happen Continue to support Physical Literacy for all ages. Develop partnerships to further this initiative with VIHA and other community agencies. Offer more programs and activities for the 10 to 18 year age groups -focus on physical activity. Continue to work with the Arts Council in the development and delivery of new programs in the arts. 	O	High	Short	N/A
6	Pursue grant opportunities for the provision of more programs in partnership with Stz'uminus First Nation.	O	High	Short	N/A
7	Review the Leisure Access card criteria. Ensure Area G and H residents be allowed to participate as the CVRD contributes to the operation of the FJCC.	O	High	Short	N/A
8	Hold registration for Summer Day Camp much earlier in the year. Around March Break is a good time to promote camp programs. Do not cancel programs too early, and consider running with fewer participants, so the program can become known in the community through word of mouth as well as through promotional materials.	O	High	Short	N/A

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
7.0 Programs and Services...Continued					
9	Develop a Youth Services Strategy in partnership with other community organizations that are supporting youth in Ladysmith. Review the use of the Youth Centre (Rec Room) in the context of the Youth strategy.	O	High	Short	N/A
10	Work with all agencies and organizations in the development of a Seniors Strategy to enable the best use of resources to meet the needs of the growing "older seniors" population in Ladysmith.	O/C	Medium	Medium	N/A
11	The Department of Parks, Recreation and Culture should continue to take a lead role in the staging of major events and festivals, ones that would be a tourist draw. This could be done in partnership with the Chamber of Commerce. The Ladysmith Celebrations Society and other community organizations.	O	High	Short	N/A

Implementation Plan - Partnerships and Agreements Recommendations

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
8.0 Partnerships and Agreements					
1	Develop and implement a "Community Partnership" Policy that would provide a framework for effective and efficient coordination of volunteer groups and municipal resources.	O	Medium	Short	N/A
2	Revive a "Youth Partnership" consisting of all the agencies serving youth in Ladysmith including the Resource Centre, the Boys and Girls Club, VIHA, Stz'uminus, the High School and others. The first task of this group would be to develop a Youth Services Strategy.	O	High	Short	N/A
3	Continue support and participation at the Early Years Partnership table. Ensure that children are provided with indoor and outdoor opportunities to develop physical literacy skills appropriate to their age.	O	Medium	Short	N/A
4	Continue and expand the current collaboration with the many service providers in Ladysmith to allow for comprehensive and coordinated programs and services for all residents. Explore the concept of a more formalized "consortium" of organizations working towards the same goals, with the ability to apply for financial support from a larger variety of funding organizations.	O	Medium	Short	N/A
5	The Parks, Recreation & Culture Department should lead the development of a Public Art Strategy and Program in collaboration with the Arts Council, Stz'uminus First Nation, the Chamber of Commerce, the Downtown Business Association, local artists and other appropriate organizations.	O	High	Short	N/A
6	Review and update the current agreements with School District 68. In addition, enter into discussions with regard to facility access, sports field use and booking, and field maintenance.	O	Medium	Short	N/A
7	Formalize the financial and other levels of support provided by the Town for the provision of facility space, grants or operating funds to community service organizations. Create Joint Use Agreements or Memoranda of Understanding where appropriate.	O	Medium	Short	N/A
8	Look for opportunities for P3's - Public/Private Partnerships that could provide a beneficial amenity or service for the residents of Ladysmith. The partnerships should apply to both capital and operating opportunities.	O	Medium	Short	N/A

Implementation Plan - Marketing and Communication Recommendations

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority High Medium Low Ongoing	Timing Short: 1-3 years Medium: 4-6 years Long: 7-10 years	Relative Cost \$ - Under 50,000 \$\$ - 50,000- 250,000 \$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
9.0 Marketing and Communications					
1	Develop a Communications Plan, with specific goals and consistent messaging.	O	High	Short	N/A
2	Evaluate on an ongoing basis whether the messages are reaching the target audiences.	O	Medium	Short	N/A
3	Promote the benefits of recreation in the Activity Guide, reports to Council, on social media, press releases and any print media.	O	Medium	Short	N/A
4	Work to enhance the Town's Parks, Recreation, and Culture website. Create linkages with the regional organizations' websites.	O	High	Short	N/A
10.0 PRC Administration					
1	Review and analyze the division of roles and responsibilities between Parks, Recreation and Culture and Public Works to confirm the benefits of the current hybrid structure versus the benefits of transferring responsibility for parks operations to PRC.	O	Medium	Medium	N/A
2	Take the appropriate action to disband/eliminate the Parks, Recreation and Culture Commission, and set up an Advisory Committee (with Terms of Reference) to provide information and support for Council on Parks, Recreation and Culture matters.	O	High	Short	N/A
3	Consider time-limited special purpose Advisory Groups or Task Forces for major projects relating to Parks, Recreation and Culture.	O	Medium	Medium	N/A
4	Develop and Implement a Facility Allocation Policy	O	Medium	Short	N/A





APPENDICES

Figure 1: Existing Conditions Map

Figure 2: Parks Community Input and Recommendations Map



TOWN OF LADYSMITH

PROCLAMATION

"Be a Hometown Tourist Weekend"

WHEREAS: *Ladysmith, Cassidy, Cedar, South Nanaimo, Saltair and Chemainus comprise a community renowned for its natural beauty, waterfront, friendly people, arts, history and festivals; and*

WHEREAS: *This is the sixth consecutive year for this popular event; and*

WHEREAS: *There is an opportunity to encourage local residents to become acquainted with their community and in so doing become supporters of local business, attractions and ambassadors for visitors to this area;*

THEREFORE, *I, Aaron Stone, Mayor of the Town of Ladysmith, do hereby proclaim June 18 & 19, 2016 to be "Be a Hometown Tourist Weekend" in the Town of Ladysmith, British Columbia.*



Mayor A. Stone

May 9, 2016



Town of Ladysmith
STAFF REPORT

To: Ruth Malli, City Manager
From: Felicity Adams, Director of Development Services
Date: May 16, 2016
File No: 3360-15-02

Re: Bylaw 1911: Official Community Plan Amendments (Holland Creek Area Lands)

RECOMMENDATION(S):

That under the Bylaws section of tonight's agenda, Council proceed with giving first and second readings to Bylaw 1911 cited as "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No.47) 2016, No. 1911" and refer Bylaw 1911 to a future public hearing.

PURPOSE:

The purpose of this staff report is to present Bylaw 1911 which is a bylaw to amend the Official Community Plan (OCP) and introduce a new and updated Holland Creek Local Area Plan.

INTRODUCTION/BACKGROUND:

At its meetings held February 1 and April 18, 2016, Council directed staff to prepare a bylaw to amend the OCP and the Holland Creek Area Plan (HCAP) in consideration of an OCP amendment / rezoning application for the property legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156.

Also included in the proposal are updated transportation and servicing policies resulting from the work of the technical committee (staff and land owners) that reviewed the transportation and servicing aspects of the new neighbourhood. Technical meetings were held on eight occasions between September 2015 and February 2016 to discuss these topics resulting in input to the Area Plan, Town's DCC program review and the future servicing of this area.

In addition, as the HCAP was prepared in 2001, some of the content and policies have become outdated, including changes in ownership, provincial legislation, and the Town's sustainability visioning initiative. A commercial land use review was also undertaken at the direction of Council and the findings are included in the updated plan. As such a new and updated Holland Creek Local Area Plan is being presented to Council along with other amendments to the OCP.

SCOPE OF WORK:

The proposed Holland Creek Local Area Plan (HCLAP) provides land use, transportation and servicing policy direction for three large undeveloped land holdings. Two of the properties have been zoned Single Dwelling Residential (R-1) Zone since 1966. The other parcel is currently zoned Forestry (F-1) Zone and is the subject of an application to amend the OCP, HCAP and Zoning Bylaw to permit a mixed residential development. Amendments to both the OCP and the HCAP are required as part of this application and are included in Bylaw 1911. The zoning amendments for this application are the subject of a separate staff report also on tonight's agenda.

Bylaw 1911 – Summary of Amendments

Bylaw 1911 includes amendments to the OCP and proposes to replace the current HCAP with an updated Local Area Plan, as summarized below.

Schedule A - Map 1

Map 1 – Land Use is proposed to be amended by placing “Holland Creek Local Area Plan” as the land use designation on the three development parcels. The detailed land use designations are found in the HCLAP.

Schedule A - Map 2

Map 2 – Development Permit Areas is proposed to be amended by:

- a) Placing ‘DPA 6 – Riparian’, ‘DPA 7 – Hazard Lands’, ‘DPA 8 – Multi-Unit Residential ESA’ and ‘DPA 11 – Arbutus Hump’ on the property legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156.
- b) Replacing ‘DPA 6 – Riparian’ with ‘DPA 11 – Arbutus Hump’ where it currently applies to the adjacent properties legally described as Lot 5, Block 1399, Oyster District, Plan VIP75559, except Plan VIP82328 and Lot A, District Lot 110, Oyster District, Plan VIP75849.
- c) Renaming ‘DPA 8 – Malone Road Multi-Unit Residential’ to ‘DPA 8 – Multi-Unit Residential ESA’
- d) Making the necessary text amendments to OCP – Map 2 and legend to take effect these amendments.

Schedule A.1 – Development Permit Areas

Schedule A.1 – Development Permit Areas of the OCP are proposed to be amended as follows.

Development Permit Area 8 – Multi-Unit Residential (DPA 8):

The multi-unit residential development permit area proposed to apply to the Holland Creek Area multi-unit sites is a similar DPA that was created for the multi-unit site located at the end of Malone Road. These sites have similar characteristics such as containing SPEAs, slope conditions and environmentally sensitive areas. As such, there have been amendments to the guidelines to reflect that this DPA now applies to more than one property and also to change the name to a less site specific name.

Development Permit Area 11 – Arbutus Hump ESA (DPA 11)

A revised DPA is proposed to apply to the single unit (R-1) zoned portions of Arbutus Hump to recognize the environmental and slope features of the area. Currently DPA 6 applies to this area but these guidelines are focused on riparian natural features which are less applicable to this site. The environmental analysis undertaken in 1999 for the Holland Creek Area, and more recently as part of the current application, identifies Arbutus Hump as lying within the Coastal Douglas Fir (CDF) and the Coastal Western Hemlock very dry maritime biogeoclimatic zones. It is dominated by Arbutus with lesser occurrences of Douglas-fir and an understory of salal. It has dry rock outcrops and bluffs predominate near the crest and upper slopes of the hill. These proposed DPA guidelines also reference the requirements of DPA 7 – Hazard Lands.

Development Area Information (DAI)

As the newly adopted DAI Bylaw can be applied at the time of development permit application, the Introduction section of the DPA Guidelines has been updated to advise applicants of this information.

Schedule C – Holland Creek Area Plan

Amendments to the current HCAP include direction from Council received to date that supports:

- Renaming and reformatting the document as the Holland Creek Local Area Plan to distinguish it from the current document
- Removing background information that has become dated due to the passage of time
- Maintaining generally the Planning and Design Principles
- Updating the land use objectives policies to reflect Visioning, new legislation and the current application

- Adding environmental and view corridor objectives and policies
- Adding aging in place policies for community care facility and assisted living residence
- Updating the commercial land use objectives and policies as a result of the Commercial Land Use Review undertaken by Rollo and Associates
- Updating the transportation and servicing objectives and policies as a result of the process undertaken by staff and the three property owners and the findings of the studies undertaken by their professional consultants, including the Traffic Impact Assessment
- Adding a servicing policy regarding development above the current 130 metre water pressure zone
- Updating the Financing Mechanisms section of the Plan
- Adding reference to Development Permit Areas
- Removing the out-dated Servicing and Cost Estimates and Phasing sections of the plan
- Updating the Location Map to focus on the three undeveloped parcels covered by the plan
- Updating the Slope Analysis Map with more recent terrain analysis
- Updating the Land Use Map as required to facilitate the current application. Land use changes are not proposed for the other two parcels.

ALTERNATIVES:

Council may wish to direct staff to amend the proposal before considering Bylaw readings.

FINANCIAL IMPLICATIONS:

None.

LEGAL IMPLICATIONS:

A public hearing is required to be held and will be scheduled following first and second readings of the Bylaw. In addition, Bylaw 1911 will be referred formally to Stz'uminus First Nation pursuant to the Memorandum of Understanding and previous Council direction. Following first reading of Bylaw 1911, the Financial Plan and the Liquid Waste Management Plan (LWMP) are to be reviewed. At this time there are no policies that should conflict with the Financial Plan or the LWMP.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The applicant has hosted a project website and has held two open houses. Two public information meetings are also being scheduled by the applicant. The Town has provided a link on our homepage with background information. The proposed amending bylaws and the proposed new and updated Holland Creek Local Area Plan will be posted once bylaw readings have been given.

Input received from the public, the Advisory Planning Commission and the land owners in this area have been considered in the preparation of the proposed amendments. Staff provided an overview of the proposed HCLAP at the Council Meeting held on May 2, 2016.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The Director of Infrastructure Services was involved in the technical committee reviewing the transportation and servicing aspects of this new neighbourhood and has been involved in developing the updated transportation and servicing policy language. The Director of Parks, Recreation and Culture was involved in the parks and open spaces elements of the updated HCLAP.

RESOURCE IMPLICATIONS:

The preparation of the amending bylaw and the creation of the new proposed HCLAP has taken significant staff time. It is expected that while the applicant is hosting two public information meetings, there could be further staff time required to respond to public inquiries leading up to the formal public hearing.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

The Sustainability Strategy and the Holland Creek Area vision were considered in the development of the proposed new HCLAP.

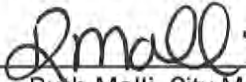
ALIGNMENT WITH STRATEGIC PRIORITIES:

Effective land use planning and community design are Council strategic directions. While the processing of this development application for the Holland Creek lands has not been identified as a specific action for 2016, employment and tax diversity are strategic Council directions. Council is required to consider all OCP amendment/rezoning applications it receives.

SUMMARY:

Amendments to the OCP are proposed to facilitate a rezoning application in the Holland Creek Area, to update Development Permit Areas for the Holland Creek development lands, and to replace the Holland Creek Area Plan that was prepared in 2001 with an updated Local Area Plan.

I concur with the recommendation.



Ruth Malli, City Manager

ATTACHMENT:

See the Bylaws section of tonight's Agenda for Bylaw 1911



Town of Ladysmith
STAFF REPORT

To: Ruth Malli, City Manager
From: Felicity Adams, Director of Development Services
Date: May 16, 2016
File No: 3360-15-02

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

RECOMMENDATION:

Subject to Council giving first and second readings to Bylaw 1911, that under the Bylaws section of tonight's agenda, Council consider giving first and second readings to "Town of Ladysmith Zoning Bylaw 2014, No.1860, Amendment Bylaw (No.5) 2016, No.1912"; and refer Bylaw 1912 to a future public hearing .

PURPOSE:

The purpose of this staff report is to present a bylaw to amend the Zoning Bylaw to permit a residential development on the 55.5 hectare subject property in the Holland Creek area.

INTRODUCTION/BACKGROUND:

At its meeting held on April 18, 2004 Council directed staff to prepare a bylaw to amend the Town of Ladysmith Zoning Bylaw to permit the following uses on the subject property: single dwelling residential, community care facility, parks and recreation, nature park, and low density residential. The Official Community Plan and Holland Creek Area Plan amendments related to this application are presented in a previous staff report on tonight's agenda.

SCOPE OF WORK:

The current stage of this application is to present Bylaw 1912 which proposes to amend the Zoning Bylaw.

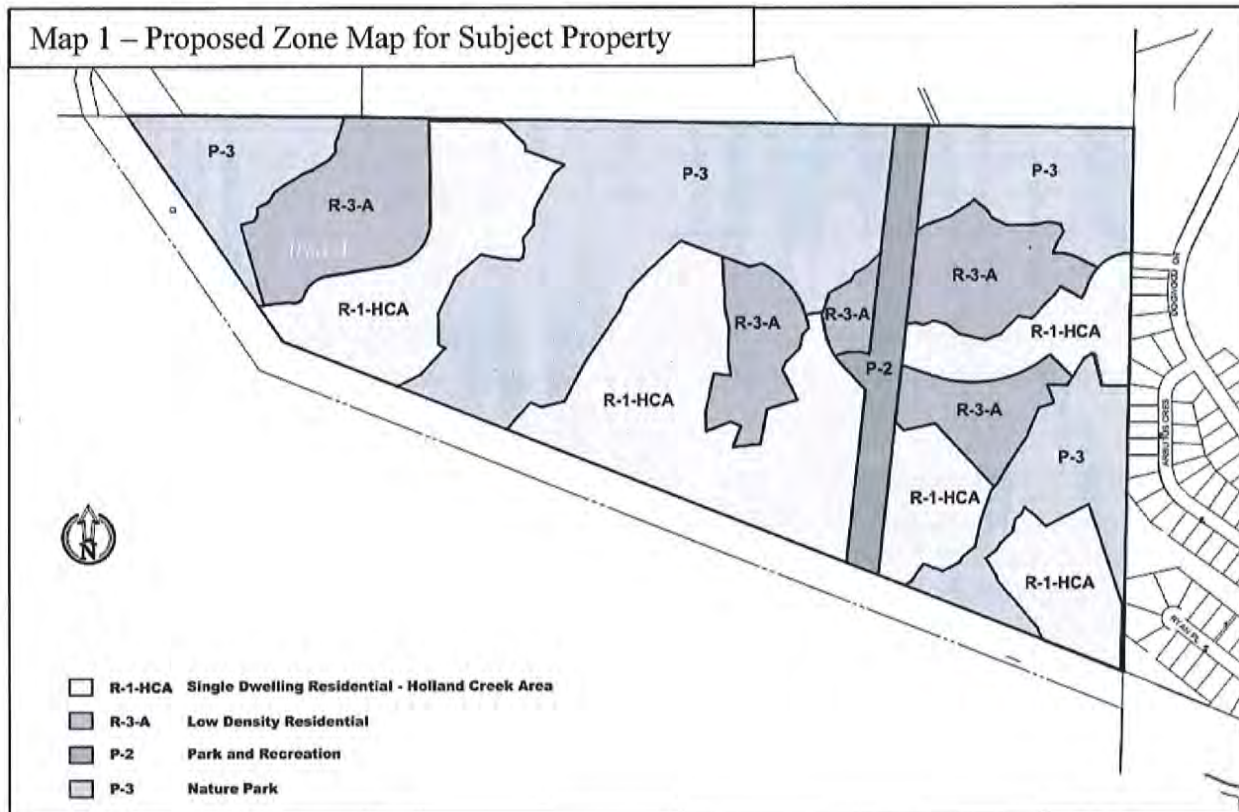
Summary of Bylaw 1912

Bylaw 1912 proposes to amend the Town of Ladysmith Zoning Bylaw to rezone the subject property from Forestry (F-1) to the following zones: Single Dwelling Residential – Holland Creek Area (R-1-HCA); Low-Density Residential (R-3-A); Parks and Recreation (P-2); and Nature Park (P-3).

Single Dwelling Residential – Holland Creek Area (R-1-HCA)

The purpose of the R-1-HCA zone is to accommodate single unit residential development on a range of parcel sizes while respecting riparian ecosystems and adjacent park and open space amenities. The areas proposed to be zoned R-1-HCA are shown on Map 1. The R-1-HCA zone contains the following:

- Parcels adjacent to a Streamside Protection and Enhancement Area (SPEA) or P-3 zone would be required to be a minimum of 560m² in size, with an 8 metre maximum building height.
- Parcels with a dwelling containing a secondary suite would be required to be 668m² in size, with a 9 metre maximum building height.
- All other parcels may be a minimum of 460m² in size, with an 8 metre maximum building height.
- For all parcel size options the minimum parcel area shall not include a SPEA.
- The building setback requirements are similar to existing small lots zones.
- Similar to other residential zones, home occupations and urban agriculture are permitted.



Low-Density Residential (R-3-A)

The purpose of the R-3-A zone is to accommodate multiple-unit development. The areas proposed to be zoned R-3-A are shown on Map 1. The R-3-A zone for the subject property includes the following:

- Multiple unit buildings, townhouses, and two-unit buildings are permitted in the R-3-A zone. One exception is that single unit residential is permitted in 'Area A' below the 130m contour.
- A density of 37 dwelling units per hectare of land is permitted in the R-3-A zone; with a floor space ratio of 0.66.
- The maximum building height in the R-3-A zone is 10 metres. One exception is the multi-unit housing proposed on the lower slopes of Arbutus Hump (identified as Area A on Map 1) will also have a maximum building height of 10 metres, however

underbuilding parking is excluded from the height calculation for this area. Bylaw 1912 proposes a definition of 'underbuilding parking'.

- In the R-3-A zone the minimum parcel size is 892 square metres and the minimum parcel frontage is 18.28 metres.
- SPEA areas within the multi-unit parcels will be protected by a conservation covenant that will be registered on the certificate of title. Also, a multi-unit and riparian development permit would be required prior to construction.

Community Care Facility use, assisted living residence and limited commercial use (coffee shop, personal service, office) will be permitted on the R-3-A zoned parcels on the subject property (except not on the R-3-A zoned portion on the lower slopes of Arbutus Hump - Area A). The assisted living residence has been added as this use is commonly provided in combination with community care facility. The community care facility and assisted living residence uses are subject to the following regulations:

- Permit a density of 60 residential care bedrooms per hectare of land.
- Permit a maximum height of 12 metres.
- Require a minimum parcel size of 892m².

Nature Park (P-3)

The purpose of the P-3 zone is to accommodate the conservation of nature and sensitive ecosystems. A 2.81 hectare portion of Arbutus Hump is proposed to be transferred to the Town and zoned Nature Park (P-3). The majority of the SPEA riparian areas (22 hectares) are proposed to be transferred to the Town and zoned Nature Park (P-3). Also, a three metre P-3 zone buffer is provided on the east boundary of the subject property, adjacent to existing residential properties on Ryan Place. P-3 zoned areas are shown on Map 1.

Park and Recreation (P-2)

It is proposed that the Hydro right-of-way portion of the land be transferred to the Town and zoned Park and Recreation (P-2). The land that the Hydro right-of-way is registered on bi-sects the property as shown on Map 1. The purpose of the P-2 zone is to accommodate local parks and open spaces with a focus on active and passive recreation uses.

ALTERNATIVES:

To direct staff to further review specific aspects of the rezoning application.

FINANCIAL IMPLICATIONS:

n/a

LEGAL IMPLICATIONS:

A public hearing is required.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The applicant has held two open houses, has hosted a project website, and will hold two public meetings. The next public meeting is scheduled to be held on May 17, 2016. The application was presented to the Advisory Planning Commission in December 2015 and March 2016. Information regarding the rezoning application is currently available on the Town of Ladysmith webpage.

A public hearing is required to be held. Notification regarding the public hearing will be sent to properties within 60 metres of the subject property, and will be published in the local newspaper.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The Director of Infrastructure Services and Director of Parks, Recreation and Culture have been involved in the review of the rezoning application for the subject property.

RESOURCE IMPLICATIONS:

Processing rezoning applications is a core function of the Development Services Department. Processing this application is within available staff resources.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

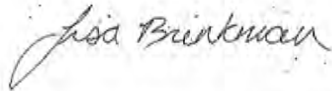
The Sustainability Visioning Report states that the Holland Creek area is seen as a potential model in general terms of responsible, sustainable and attractive development.

ALIGNMENT WITH STRATEGIC PRIORITIES:

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

SUMMARY:

It is recommended that Council consider first and second readings of Bylaw 1912 and direct staff to schedule a public hearing.

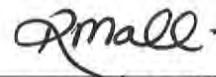


Report Author: Lisa Brinkman, Senior Planner

I concur with the recommendation:



Felicity Adams, Director of Development Services



Ruth Malli, City Manager

ATTACHMENTS:

See Bylaws section of the Agenda for Bylaw 1912.

BYLAW NO. 1911

WHEREAS pursuant to the *Local Government Act*, the Municipal Council is empowered to amend the Official Community Plan;

AND WHEREAS after the close of the Public Hearing and with due regard to the reports received, the Municipal Council considers it advisable to amend "Official Community Plan Bylaw 2003, No. 1488".

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

1. Schedule "A" – "Town of Ladysmith Community Plan", Schedule "A.1" – "Development Permit Areas", and Schedule "C" – "Holland Creek Area Plan" of Bylaw 1488 are hereby amended as set out in Schedules 1, 2, 3, 4, 5 and 6, attached to and forming part of this Bylaw.

2. This Bylaw may be cited for all purposes as "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 47) 2016, No. 1911".

READ A FIRST TIME on the day of , 2016

READ A SECOND TIME on the day of , 2016

PUBLIC HEARING held pursuant to the provisions of the *Local Government Act*

on the day of , 2016

READ A THIRD TIME on the day of , 2016

ADOPTED on the day of , 2016

Mayor (A. Stone)

Corporate Officer (S. Bowden)

Bylaw No. 1911 – Schedule 1

1. Schedule “A” – “Town of Ladysmith Community Plan” is amended as follows:

(a) “OCP Map 1 – Land Use” is amended as follows:

(i) Adding a new Land Use Designation to the map Legend:

	- HOLLAND CREEK LOCAL AREA PLAN
--	---------------------------------

(ii) Placing the Land Use Designation “Holland Creek Local Area Plan” on the properties legally described as: Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156; Lot 5, Block 1399, Oyster District, Plan VIP75559, except Plan VIP82328; and Lot A, District Lot 110, Oyster District, Plan VIP75849, as shown on Schedule 2.

(b) “OCP Map 2 – Development Permit Areas” is amended as follows:

(i) Amending the map Legend for DPA 8 by replacing the text “MALONE ROAD MULTI-UNIT RESIDENTIAL” with the following:

“MULTI-UNIT RESIDENTIAL ESA”

(ii) Adding a new development permit area to the map Legend:

	- DPA 11 – ARBUTUS HUMP ESA
--	-----------------------------

(iii) Placing ‘DPA 6 – Riparian’, ‘DPA – 7 Hazard Lands’, ‘DPA 8 – Multi-Unit Residential ESA’, and ‘DPA 11 – Arbutus Hump ESA’ on the properties legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156; Lot 5, Block 1399, Oyster District, Plan VIP75559, except Plan VIP82328; and Lot A, District Lot 110, Oyster District, Plan VIP75849, as shown on Schedule 3.

2. Schedule “A.1” – “Town of Ladysmith Development Permit Areas” is amended as follows:

(a) Amending the ‘Table of Contents’ by:

(i) Replacing “Development Permit Area 8 – Malone Road Multi-Unit Residential – DPA 8” with the following:

“Development Permit Area 8 – Multi-Unit Residential ESA – DPA 8”

(ii) Adding the following to the end of the list and page numbering accordingly:

“Development Permit Area 11 – Arbutus Hump ESA - DPA 11”.

(b) Amending the ‘Introduction’ by:

(i) Replacing “(h) Development Permit Area 8 – Malone Road Multi-Unit Residential (DPA 8)” in section 2 with the following:

“(h) Development Permit Area 8 – Multi-Unit Residential ESA (DPA 8)”

(ii) Adding the following to the end of the list in section 2:

“(k) Development Permit Area 11 – Arbutus Hump ESA (DPA 11)”

(iii) Amending sections 3a) and 3c) by replacing “Malone Road Multi-Unit Residential (DPA 8)” with the following:

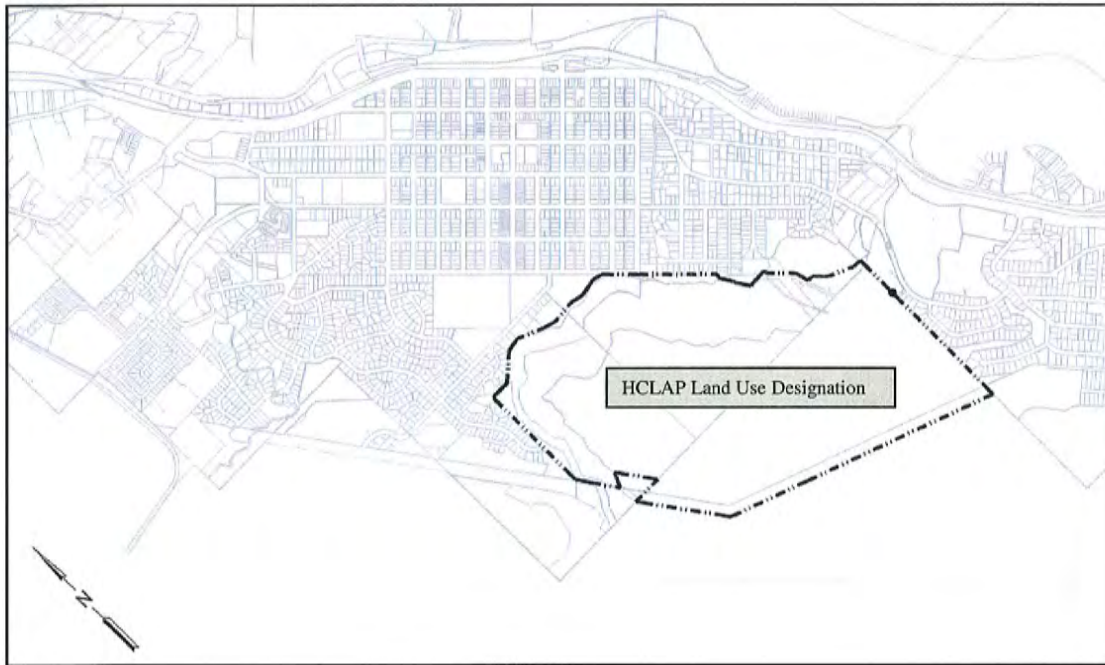
“Multi-Unit Residential ESA (DPA 8)”

(iv) Adding the following to the end of the clauses in sections 3a) and 3c):

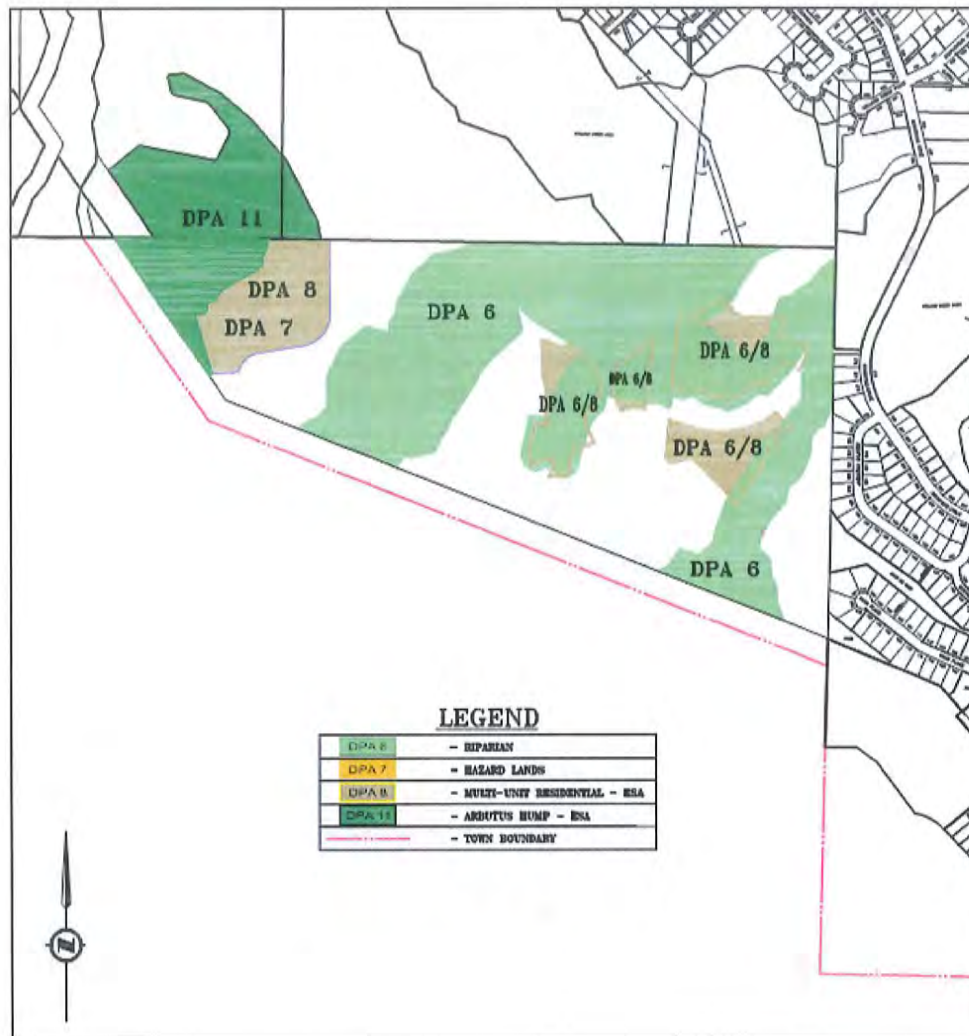
“Arbutus Hump ESA (DPA 11)”

- (v) Adding a new section following 'Exemptions' as follows:
"Development Approval Information (DAI)
5. For the purpose of Section 485 of the *Local Government Act*, development approval information may be required by an applicant as part of a Development Permit application. The Town's Development Approval Information Bylaw, specifies the procedures and policies for requiring such studies and information. The purpose of requiring development approval information is to ensure that applicable studies and relevant information are provided to evaluate the impact of a development proposal. "
 - (c) Deleting 'DPA 8 – Malone Road Multi-Unit Residential' in its entirety and replacing it with "DPA 8 – Multi-Unit Residential ESA" as shown in Schedule 4.
 - (d) Adding 'DPA 11 – Arbutus Hump ESA' to the end of the document as shown in Schedule 5.
3. Schedule "C" – "Holland Creek Area Plan" is deleted in its entirety and replaced with Schedule "C" – "Holland Creek Local Area Plan" as shown in Schedule 6.

Bylaw No. 1911 – Schedule 2



Bylaw No. 1911 – Schedule 3



Bylaw No. 1911 – Schedule 4

DPA 8 | Multi-Unit Residential ESA

Development Permit Area 8 – Multi-Unit Residential Environmentally Sensitive Area (ESA), shown as **DPA 8** on *Official Community Plan Map 2 – Development Permit Areas*, is designated under Section 488 (1) (a), (f), (h), (i) and (j) of the Local Government Act to:

- i) Protect the natural environment, its ecosystems and biological diversity;
- ii) Establish objectives for the form and character of multi-family residential development; and
- iii) Establish objectives to promote energy conservation, water conservation and the reduction of greenhouse gas emissions.

Prior to alteration of land or removal, alteration, disruption or destruction of vegetation as part of development; disturbance of soils; construction or erection of buildings and structures; and prior to subdivision of land (as defined in Section 455 of the Local Government Act) an owner of property within DPA 8 shall apply to the Town of Ladysmith for a development permit.

OBJECTIVES

The *Ladysmith Vision for a Sustainable West Coast Town* provides a guide and reference for development in Ladysmith, and calls for complete community land use, low impact transportation, green buildings, multi-use landscapes, innovative infrastructure and a healthy community. The Town has completed a *Community Energy Plan* and has established in the *Official Community Plan* targets, actions and strategies to reduce its greenhouse gas emissions. DPA 8 provides guidelines for the detailed site design of a multi-unit residential development. The objective is to achieve a high level



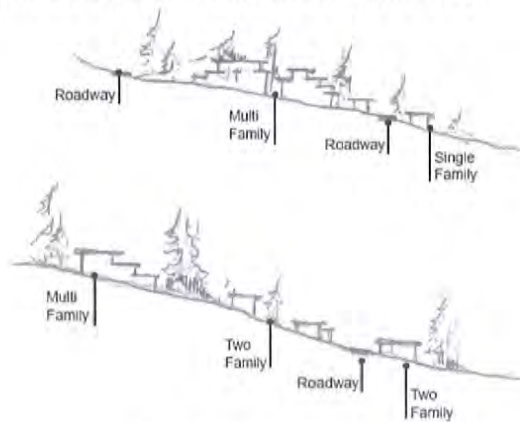
of design and livability for future residents that is consistent with the Ladysmith Vision, while protecting environmentally sensitive areas, and incorporating energy conservation building placement; energy and water conservation, capture and reuse features; and innovative infrastructure.

The lands included within DPA 8 include the following forest ecosystems: Douglas Fir, Arbutus, Western Red Cedar, and Bigleaf Maple. The ecosystems contain intact continuous forest stands; dry, rocky outcrops; and sensitive riparian areas with tributaries to Holland Creek and Rocky Creek. Integration of the site's natural topography, the protection of its natural features, and the identification of areas that must remain free of development or managed in order to protect the natural environment and sensitive ecosystems are important objectives of DPA 8. The application of these guidelines to the land should result in a detailed site development plan that protects the natural environment, its ecosystems and biological diversity by designing a comprehensive multi-family residential development that works with the natural environment and promotes energy and water conservation, and reduces greenhouse gas emissions.

GUIDELINES

1. Form, Character and Exterior Design

- a) Building design shall be prepared by a design professional with knowledge of hillside design, natural area conservation, and multi-family building design.
- b) The design of buildings shall be contemporary west coast and should also be reflective of Ladysmith's built heritage.
- c) Buildings shall be of a human scale and provide a sense of neighbourhood identity through a coherent architectural language and form.
- d) Building massing shall respond to the site's topography. New development should incorporate the following measures with regard to hillside and steeply sloping sites:
 - i) Building design should step with the natural topography, rather than benching across changes in elevation. Building forms should depict a series of buildings nestled into the hillside, rather than a single, uniform building form.
 - ii) Cuts and fills should blend with the natural topography, providing smooth transitions and mimicking pre-development site contours. Large cuts and fills and large structural retaining walls are not supported.
- e) Building facades shall be articulated through the use of varied materials, finishes, colours, façade openings and projections to break-up the overall scale of the building and create varied and visually interesting buildings. Considerations include façade modulations, window patterning, roofline changes, alternating dormers, gables, stepped roofs, and building plane material and colour changes.
- f) Building exteriors shall be constructed from high quality, durable materials including concrete, brick, wood, stone and metal panel products. Bold detailing shall also use natural elements such as rock and wood. Stucco, vinyl, and aluminum siding are not acceptable materials.
- g) All residential units shall be provided with private outdoor space. This space can take the form of a balcony, deck, or garden patio that is oriented to permit sunlight and views. Where the space is located on the ground level, patios should be provided with adequate screening to afford privacy for the residents.
- h) The majority of the parking for the residential units should be located in underbuilding or underground parking areas. Limited surface and in-unit garages may also be considered when set back from the building face and adequately screened with architectural elements and landscaping.
- i) Parking garage entries shall not dominate the streetscape or building frontage. They shall be designed to complement the building façade and to screen or hide parked vehicles.



Building massing shall step with the topography.

2. Building Siting and Conservation

- a) Building and window placement shall capitalize on the surrounding scenic amenities to help create a sense of place. Consideration of views to the building(s) from other vantages in Ladysmith shall also be considered.
- b) The siting of buildings, roofs, windows and walls shall be toward the south, where possible, to maximize passive solar gain and create opportunities for solar energy collection.
- c) Buildings shall be designed to maximize opportunities for natural ventilation and cooling.
- d) The incorporation of resource and energy efficiency into building design, construction and systems is highly encouraged.
- e) The building setback requirements of the Zoning Bylaw may be reduced, or altered, through the Development Permit approval process, where strict compliance with the regulations would negatively impact an environmentally sensitive area.

3. Site Design and Circulation

- a) The siting of buildings on the lower slopes of Arbutus Hump within the Holland Creek area shall permit view corridors from higher elevations. The determination of view impact shall be taken at human eye level and at a suitable level above the highest development contour. The view corridors include the preservation of an unobstructed view field of:
 - i) the entirety of Bute Island and Dunsmuir Islands located in Ladysmith Harbour;
 - ii) the Channel to the south;
 - iii) the adjacent forested hillsides to the west; and
 - iv) other natural features or landmarks.
- b) Multi-unit buildings shall be oriented towards streets (public or strata). Specifically, building entrances shall face the street and be clearly visible from the street. Buildings shall also provide windows that face the street to provide "eyes on the street". Building entries that face onto common open space that is oriented to the street may also be considered.
- c) Multi-unit buildings shall incorporate a front yard transitional space between the adjacent street(s) and the building(s) to create a semi-public space that divides the public space (the street) from the private space (the building). This may include a landscaped front yard and/or landscaped entry court.
- d) Outdoor common space for use by residents shall be provided for social and other activities. This space shall include both hard and soft landscaping and may include benches and picnic tables, active play area, and natural landscaped areas.
- e) Where surface parking is provided for visitors and short-term/loading purposes, such parking areas shall be located to the side or rear of buildings and shall be designed to accommodate clustered parking with landscape buffering/screening included in the landscape plan. Parking areas shall not be located adjacent to street corners.
- f) An on-site pedestrian circulation system shall be provided that is clearly defined and designed to be separated from driveways, parking/loading areas, through the use of raised curbs, elevation changes, bollards, landscaping, different paving materials, and/or similar method.
- g) Pedestrian linkages from parking areas to building entrances, site amenities, and the street shall be provided.



Attractive and functional pedestrian pathways.

- h) Strata roads shall be designed to incorporate pedestrian pathways, cyclist facilities, boulevard trees, and alternative stormwater management strategies.
- i) Short term (outdoor) and long-term (indoor) bicycle parking facilities shall be provided. Short term bicycle parking should be in well-lit locations and clearly visible from a main building entrance. Bicycle racks shall be made of sturdy, theft resistant material that is securely anchored to the floor or ground. Longer term indoor bicycle storage areas or storage for scooters and other personal motorized transportation methods shall be located close to elevators and/or access points.

4. Natural Environment and Sensitive Ecosystems

- a) Land clearing shall not take place prior to the issuance of a development permit. Danger trees identified by an appropriately certified arborist may be removed when authorized by the Town.
- b) A qualified professional Biologist shall conduct an ecological assessment and identify appropriate green space to be protected, maintained and managed such as forested stands, rocky outcrops and/or additional areas adjacent to riparian features. A covenant may be required to protect sensitive ecosystems. Two reference reports that can be utilized include "Ecological Assessment – Malone Road" (Madrone Environmental Services Ltd., 2010) and "Bio-inventory of Northern Portions of District Lot 103E&N and Block 192, Oyster District, Ladysmith" (Toth and Associates Environmental Services, 2013).
- c) No development activities are permitted within the Streamside Protection and Enhancement Area (SPEA) including construction of permanent/non-permanent structures; clearing/disturbing vegetation; dumping of yard waste; and limbing/pruning of trees unless deemed to be danger trees by an appropriately certified Arborist overseen by a Qualified Environmental Professional. The location of the SPEA is subject to the provincial *Riparian Area Regulation*.
- d) Any development (buildings or land clearing) within the Riparian Assessment Area (RAA) shall be subject to the development of detailed measures consistent with the Riparian Development Permit Area guidelines (DPA 6). The location of the RAA is subject to the Provincial *Riparian Area Regulation*.
- e) Identify the SPEA edge on site plans and in the field through the use of flagging or high visibility, temporary snow fencing to prevent encroachment.
- f) A construction environmental management plan should be developed prior to any physical development of the lands to avoid adverse effects on the environment and during construction.
- g) A detailed site-specific sediment and erosion control plan shall be prepared by a qualified professional prior to development. The sediment and erosion control plan shall include the following requirements:
 - i) Minimize areas to be cleared;
 - ii) Maintain vegetation cover for as long as possible;
 - iii) Carry out site preparation work in the summer months and suspend operations during periods of wet weather;
 - iv) Install silt fencing where appropriate;
 - v) Cover exposed areas with geotextiles or tarps to prevent rain splash mobilization of sediment; and



Protect riparian areas.

- vi) Use mulch and/or seeding to stabilize exposed ground and decrease the potential for mobilization of sediment.
- h) If vegetation clearing (grasses, shrubs and/or trees) is proposed to occur during the bird breeding season (April 15 to July 31) a nest survey shall be completed by a qualified professional Biologist prior to site disturbance. Active nest sites shall be identified and flagged so that nest sites can be left undisturbed until the young birds have fledged and left the nest.
- i) Where slopes are greater than 30 percent, the guidelines contained in 'Development Permit Area 7 – Hazard Lands' shall apply.
- j) FireSmart Interface Priority Zones shall be used to determine appropriate vegetation (fuel) management areas from structures and along access routes.
- k) A tree preservation plan shall be prepared and supplied by an appropriately certified Arborist. The following general measures shall be addressed:
 - i) Retention and replacement of tree cover as strategies for carbon storage and groundwater management;
 - ii) Management of tree cover to maximize solar radiation in winter months.
 - iii) Maintenance of continuous forest stands where possible to sustain connectivity and wildlife use.
 - iv) Retain mature large diameter trees and surrounding vegetation within the drip line area (at a minimum);
 - v) Identification of the rooting zone of trees in construction areas to avoid damage to roots (e.g. through trenching);
 - vi) Management of the soil around the trees so that it is not compacted (e.g. through the action of heavy machinery) so as to maintain drainage conditions;
 - vii) Management of pollutants to ensure that they do not enter the rooting zones of trees;
 - viii) Identify and safely retain large diameter snags with significant wildlife use;
 - ix) Ensure that trees retained around structures and along road access routes are wind firm;
 - x) Management of the site to avoid damage to tree limbs and bark;
 - xi) Provision for on-site monitoring during site clearing and construction.

5. Landscaping, Energy & Water Conservation, and GHG Emission Reduction

- a) The site landscape plan shall be prepared by a registered professional Landscape Architect in collaboration with the registered professional Biologist.
- b) A 6.0 metre landscaped buffer shall be provided and maintained along the west property line (B.C. Hydro right of way) as an additional area of landscaping between the transmission lines and the development site. Vegetated bio-swales may be considered within this buffer area.
- c) On-site landscaping shall consist of native and drought tolerant plants to reduce water consumption and to contribute to natural habitat.
- d) Surface parking areas shall be designed to incorporate alternative stormwater management strategies such as bio-swales, wherever possible.
- e) Stormwater run-off shall be reduced by utilizing vegetative filter strips, infiltration galleries, permeable surfaces, rain gardens, and retention ponds.
- f) Permeable paving materials are encouraged for sidewalks, courtyards, driveways, internal roads, and parking areas to facilitate on-site rainwater infiltration. Pollution/water separators shall be installed and a maintenance plan prepared.

- g) Consideration shall be given to installing rainwater collection systems to capture, store, and re-use rainwater to irrigate plants and landscaping.
- h) The exterior refuse, recycling, and organics collection (compost) storage bins shall be adequately sized and securely enclosed and covered utilizing materials that are compatible with the design of the primary structures on the site, using similar building materials and/or detailing.
- i) Exterior lighting on the site shall be downcast and shall be directed away from adjacent residential areas and park areas. Pedestrian corridors shall be lit with pedestrian scaled lighting.
- j) Retaining walls should be terraced, or stepped, to avoid expansive wall surfaces and reduce visual impacts. Plant material should be incorporated into retaining wall design to soften the appearance and perceived wall height. All retaining walls should include textured concrete on the face of the retaining wall. Untreated large concrete block walls are not supported.
- k) Adequate monetary security will be required to ensure that the required landscaping will be completed and established.
- l) All landscaping work and plant material shall conform to the most recent edition of the British Columbia Landscape Standard published by the British Columbia Society of Landscape Architects.
- m) The sequencing and timing of a development may be specified in the development permit to reduce impacts to the environment and neighbouring properties.



Alternative stormwater management.

6. Monitoring

- a) Conditions regarding monitoring and reporting shall be included in the Development Permit.
- b) On-site monitoring may be required to be undertaken by a registered professional Biologist during site clearing and throughout the construction of the development.
- c) On-site monitoring may be required to be undertaken the by an appropriately certified Arborist during site clearing.
- d) On-site monitoring shall be undertaken by a registered professional Landscape Architect during landscape installation. Any request for release of a landscape bond shall be accompanied by a report from the Landscape Architect.

DPA 11 | Arbutus Hump ESA

Development Permit Area 11 – Arbutus Hump Environmentally Sensitive Area is designated under Section 488(1)(a) and (b) of the *Local Government Act* for the protection of the natural environment, its ecosystems and biological diversity; as well as protection of development from hazardous conditions. DPA 11 is shown on OCP Map 2 – Development Permit Areas. Prior to alteration of land or removal, alteration, disruption or destruction of vegetation as part of development; disturbance of soils; construction or erection of buildings and structures; and prior to subdivision of land (as defined in section 455 of the *Local Government Act*) an owner of property within DPA 11 shall apply to the Town of Ladysmith for a development permit.

SPECIAL CONDITIONS

Arbutus Hump is an important landmark in the Holland Creek area. The land included in DPA 11, known as Arbutus Hump, is characterized as a rocky hill with a peak at the 190-195 metre elevation (geodetic). The forest cover contains a young arbutus forest with a sparse sub-canopy of pole-sapling Douglas-fir. The canopy is relatively open and the understory is comprised of ocean spray, salal, baldhip rose, red huckleberry, dull Oregon-grape and sword fern. Moss covered rock outcrops are prevalent. The Holland Creek area is within the Coastal Douglas Fir (CDF) biogeoclimatic zone, however Arbutus Hump is unique as it also falls within the Coastal Western Hemlock Very Dry Maritime biogeoclimatic zone.



OBJECTIVES

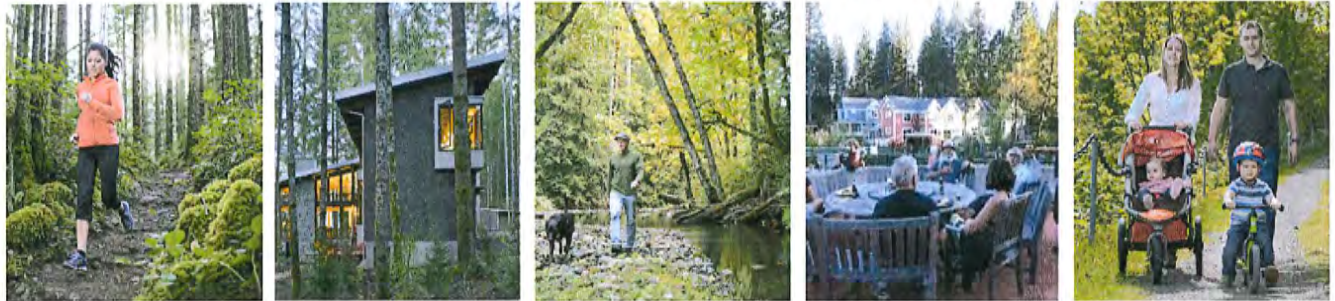
The objective of Development Permit Area 11 – Arbutus Hump (DPA 11) is to protect the natural environment, ecosystems and biological diversity of Arbutus Hump; and to ensure that the natural environment of Arbutus Hump is respected and is a defining feature of this area.

GUIDELINES

The guidelines of Development Permit Area 11 – Arbutus Hump (DPA 11) are:

1. Identify environmentally valuable resources by retaining a Registered Professional Biologist to prepare a bio-inventory of the land.
2. A vegetation and tree preservation plan shall be prepared and supplied by an appropriately certified Arborist. The plan shall identify the rooting zone of trees and a strategy to protect trees and roots during construction.
3. Roads, walkways and trails shall be kept narrow; shall follow the natural contour of the land; and shall be designed to protect unique or special natural features.

4. Provide a site plan that identifies building footprints. The building footprints must be located to minimize the area cleared and disturbed for development and must be located to protect environmentally valuable resources.
5. Buildings, driveways, and associated infrastructure should be sited with sufficient undisturbed space around significant mature or established trees to protect root systems.
6. Identify and avoid areas with high risk of erosion potential. Disturbed areas shall be replanted to stabilize soils and prevent erosion.
7. Unique or special natural features such as rare plants, rock outcroppings, and mature trees should be protected from erosion and development.
8. Connections and corridors should be maintained to provide continuity for sensitive ecosystems and wildlife habitat.
9. Use of drought resistant and native plants in landscaping is encouraged. Avoid the introduction of invasive species.
10. A trail design plan shall be submitted prior to trail construction, and the trail design shall comply with the DPA 11 guidelines.
11. Where slopes are greater than 30.0 percent, the guidelines contained in 'Development Permit Area 7 – Hazard Lands' shall apply.
12. The setback requirements of the Zoning Bylaw may be reduced or altered through the Development Permit approval process where strict compliance with the regulations would negatively impact an environmentally significant feature or ecosystem.
13. The road standards in the Town of Ladysmith Subdivision and Development Servicing Bylaw may be altered through the Development Permit approval process where strict compliance with the standards would otherwise undermine the natural environment of Arbutus Hump.
14. A development permit issued at time of subdivision may include the conditions related to the construction of buildings and structures.
15. The DPA 11 permit conditions may include:
 - a) Construction of permanent or temporary fencing around sensitive features;
 - b) Fencing, flagging and posting of notices during construction;
 - c) Limits on blasting in sensitive areas;
 - d) Limits on construction sequence and timing;
 - e) Restoration or enhancement of disturbed sensitive ecosystems and habitat; and
 - f) Registration of restrictive covenants to protect natural features and sensitive areas.



Town of Ladysmith

HOLLAND CREEK LOCAL AREA PLAN

SCHEDULE C OF THE TOWN OF LADYSMITH OFFICIAL COMMUNITY PLAN



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Map 2 – Slope Analysis

Map 3 – Land Use

1.0 Introduction

The first Holland Creek Area Plan was developed in 2000 to guide a future growth area of the Town. Since that time, new residential lots have been created by subdivision on the edges of the original plan area and some lands have been rezoned for higher densities, but not yet developed.

In 2008, the Town undertook the Community Visioning Initiative including a workshop that looked at the community's vision for the Holland Creek Area. As well, the Provincial scheme that protects riparian areas changed since the adoption of the original plan. The Holland Creek vision, updated riparian information and recent work with the owners of the three large land holdings included in the current Plan Area form the basis of this updated plan. The Plan Area is shown in Map 1 – Location Map.

"Design a community that blends into the natural landscape and topography."

"Walkable places include street trees, sidewalks and interesting places for kids to congregate and play (not just neglected places or carbon-copy playgrounds places)."

Quotes from the Holland Creek Vision Workshop, 2008.

2.0 Local Area Plan Context

Located west of the Holland Creek trail system, the Plan Area is approximately 1 km south of the centre of Downtown and 0.5 km west of the Island Highway. The Plan Area includes the 53 hectare (130 acres) Holland Creek Trail and three large parcels containing 90.4 hectares (223 acres) of land. The area is bordered by the Holland Creek trail system, a BC Hydro right-of-way, single family residential development and a small linear park system to the east. Significant natural features within the Plan Area are Holland Creek, the Heart Creek ravine and the area known as Arbutus Hump. A BC Hydro corridor (right-of-way) bisects the area and may provide a future recreation corridor through the Plan Area co-located with the hydro infrastructure. The area contains varied terrain, rising to 170 metres - 195 metres at Arbutus Hump and falling to 25 metres in the Holland Creek basin to the northeast, and to 95 metres in the Heart Creek basin to the east.

While two of the large land holdings are currently zoned to permit single unit residential development, this Plan lays out planning and design principles and policies should a zoning change be considered for these lands. The third parcel has been part of the Provincial woodlot system managed by the Stz'uminus First Nation. A rezoning application for that parcel prompted this update to the original plan. This parcel contains significant riparian features including Heart Creek, a fish-bearing watercourse, and tributaries that flow into Holland Creek. The feature known as Arbutus Hump straddles the parcels.

3.0 Purpose of the Plan

The Holland Creek Local Area Plan (HCLAP) provides planning and design principles, land use, transportation and servicing policies and development financing mechanisms for a predominantly residential neighbourhood located within a rich natural setting of the Holland Creek trail, Heart Creek

and its tributaries and the Arbutus Hump hillside. The HCLAP shall be used in the consideration of development proposals in the Plan area, such as rezoning applications and at the time of subdivision. The Plan provides the vision for this new neighbourhood as identified by the community and land owners.

4.0 Planning and Design Principles

The planning and design principles provide a framework for development in the Plan Area.

4.1 Planning Principles

- 4.1.1 The Holland Creek area is proposed as a future residential neighbourhood in Ladysmith and shall accommodate a portion of the community's future residential growth.
- 4.1.2 It is expected the plan area shall provide housing opportunities for 2,000 to 3,000 residents (approximately 1090 units) over the next 20 to 30 years.
- 4.1.3 It has the potential to provide a model in terms of responsible, sustainable and attractive development that other areas can emulate.
- 4.1.4 Elements of a future residential neighbourhood should include:
 - a) Principally housing with a mix of densities and dwelling types;
 - b) A single family/multi-family mix in the 50/50 percent range;
 - c) A neighbourhood centre, including a school/park;
 - d) Limited local commercial uses;
 - e) Aging in place facilities; and
 - f) Park and open spaces.

4.2 Design Principles

- 4.2.1 Focus development on land with slopes ranging from 0% - 30% as shown on Map 2 – Slope Analysis.
 - 4.2.2 Provide a mix of housing sizes and housing types.
 - 4.2.3 Encourage a neighbourhood centre supported with aging in place facilities.
 - 4.2.4 Reduce the visual impact of hillside development and protect views to and from the site by establishing view corridors.
 - 4.2.5 Create a connected green space network and habitat friendly landscapes.
 - 4.2.6 Minimize rainwater drainage impacts to environmentally sensitive and riparian areas.
 - 4.2.7 Support multi-modal transportation.
 - 4.2.8 Support a bridge design over the Holland Creek ravine and trail that fits with the aesthetics and use of the trail.
 - 4.2.9 Incorporate alternative development standards (roads, drainage).
 - 4.2.10 Give special consideration to Arbutus Hump by protecting the top of Arbutus Hump, encouraging recreational uses, and limiting development.
-

- 4.2.11 Maintain the area's special environmental, social and cultural relationship for the community.

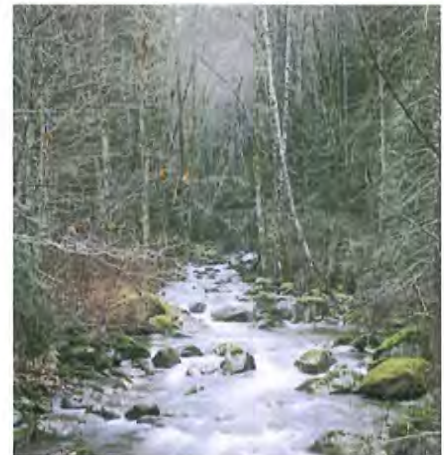
5.0 Park, Open Space and the Environment

The landscape in the Plan Area provides support for healthy local ecosystems and habitat, opportunities for recreation and to grow food, and to celebrate the artistic and heritage values of the broad Ladysmith community.

Significant natural features within the Plan area are Holland Creek, the Heart Creek ravine and the area known as Arbutus Hump. This new neighbourhood is located in a wildland residential urban interface area. FireSmart strategies to reduce the wildland interface / wildfire threat levels are required as part of land development phasing and building construction. FireSmart practices by future home owners are a long term commitment.

5.1 Park, Open Space and Environment Objectives

- 5.1.1 Integrate natural areas so that the natural environment is a defining feature of the neighbourhoods in the plan area.
- 5.1.2 Provide for a system of trails, including a continuous linear trail along Holland Creek and Heart Creek, linking to the perimeter electrical power line corridor and other parks and trails.
- 5.1.3 Preserve and protect environmentally sensitive areas, steep slopes and sensitive views from negative development impacts.
- 5.1.4 Protect Arbutus Hump as a special natural feature and viewscape.
- 5.1.4 Partner with community groups to enhance park, open space and natural areas.



5.2 Park and Open Space Policies

- 5.2.1 Provide natural areas, active parks and a continuous linear trail system for residents and visitors by developing the Park and Open Space system as shown in Map 3 – Land Use.
- 5.2.2 Support the development of a linear trail system within the Heart Creek riparian corridor with park amenities such as benches and parking, similar to the Holland Creek Trail.
- 5.2.3 Work together with BC Hydro, land owners and community partners to improve the Hydro right-of-



way for recreational purposes, including removal of invasive species and consideration of FireSmart guidelines.

- 5.2.4 Provide a neighbourhood park in a central location to support neighbourhood activities and gatherings.
- 5.2.5 Work with School District 68 to determine the potential for a future school site in this neighbourhood.
- 5.2.6 Examine potential linkages between neighbourhood services and trail systems.
- 5.2.7 Retain natural areas within the Park and Open Space designation to allow for the protection of environmentally sensitive areas, steep slopes, and scenic views.
- 5.2.8 Arbutus Hump has been identified as Park and Open Space to protect its sensitive ecosystem, as well as the significant view exposure from other parts of the community.
- 5.2.9 Community amenity contributions, park land dedication, density transfer and conservation covenants are mechanisms that may be used to acquire and protect environmentally sensitive areas.
- 5.2.10 Zoning of Park and Open Space should support active parks and natural parks.

"Consider areas of green space, supporting wildlife while addressing recreational needs of residents."

Quote from the Holland Creek Vision Workshop, 2008

5.3 Environment Policies

- 5.3.1 Fish bearing and non-fish bearing riparian areas shall be protected through conservation tools such as public ownership, covenants, and the guidelines of Development Permit Area 6 – Riparian (DPA 6).
- 5.3.2 Lands with slopes greater than 30% as shown on Map 2 – Slope Analysis should be included within Development Permit Area 7 – Hazards Lands (DPA 7).
- 5.3.3 A Stormwater Management Plan and construction Environmental Management Plan should be developed prior to any physical development of the lands.
- 5.3.4 Attention should be paid to vegetation management along the interior and exterior perimeters of the development parcels.
- 5.3.5 Land clearing activities undertaken during the period of April 15 to July 31 should be preceded by a bird nest site survey. Active nest sites should be identified and flagged so that nest sites can be left undisturbed until the young birds have fledged and left the nest.
- 5.3.6 Developers should utilize the available environmental impact assessments to identify and safely retain large diameter snags with significant wildlife use and ensure that trees retained around structures and along road access routes are wind firm.

- 5.3.7 FireSmart Interface Priority Zones shall be used to determine appropriate vegetation (fuel) management areas from structures and along access routes.
- 5.3.8 Wildfire interface practices are encouraged to reduce fire hazards:
 - a) Manage fuel vegetation along the perimeters of the development lands,
 - b) Follow the BC Wildfire Act and local bylaw requirements for land clearing, and
 - c) Provide sufficient vehicle access for adequate fire protection as part of development phasing.
- 5.3.9 Land development practices that improve the water quality of fish-bearing streams are supported.
- 5.3.10 Fencing and signing of rear parcel lines is encouraged to separate streamside protection and enhancement areas from residential backyards to reduce human/wildlife conflicts, erosion, vegetation removal or dumping and other intrusions into riparian areas.
- 5.3.11 Trail networks shall be designed and located so that they do not create slope instability, erosion or undue stress or disturbance to wildlife. Trails should avoid areas of dense bush to allow for use of these areas by wildlife for its security, thermal or nesting cover.
- 5.3.12 A fish hatchery is supported on Holland Creek in partnership with the Stz'uminus First Nation, community organizations, and Department of Fisheries and Oceans.

"Do not disturb Holland Creek."

"Public areas should in the most desirable places."

Quotes from the Holland Creek Vision Workshop, 2008

6.0 View Corridors

Development at higher elevations could impact important public views towards the Ladysmith Harbour, especially when located adjacent to Park or Open Spaces. This is particularly true for development in the area of Arbutus Hump.

6.1 View Corridor Objectives

- 6.1.1 View corridors shall be utilized to preserve public views from higher elevations to important Ladysmith landmarks, such as the Ladysmith Harbour, surrounding forested hillsides and natural features.

6.2 View Corridor Policies

- 6.2.1 Zoning to permit development above the 130 metre contour shall include consideration of protected view corridors from park and open spaces or other publicly accessible areas.
- 6.2.2 View corridors from the higher elevations within the Plan Area shall include the preservation of an unobstructed, by development, view field of:

- a) the entirety of Bute Island and Dunsmuir Islands located in Ladysmith Harbour;
- b) the Channel to the south;
- c) the adjacent forested hillsides to the west; or
- d) other natural features or landmarks.

6.2.3 The determination of view impact shall be taken at human eye level and at a suitable level above the highest development contour.

6.2.4 View corridors may be included in development permit area guidelines.

6.2.5 Building heights or massing may be reduced when proposed buildings impact the established view corridor.



7.0 Residential Land Use

The natural environment is the defining characteristic of the Plan Area. Holland Creek, Heart Creek and Arbutus Hump are significant environmental features that frame development areas, creating islands of development potential (Map 3 – Land Use). There are two primary development areas: one between Holland Creek and Heart Creek and one east of Heart Creek.

The new neighbourhood has been identified as primarily residential offering a mix of lot sizes and housing forms that complement the natural environment and adjacent neighbourhoods. Aging in place is supported with the addition of community care facility and assisted living residence use within Multi-Family designated areas. Estate lots may be appropriate to limit development in environmentally sensitive areas or on steep slopes.

7.1 Residential Land Use Objectives

- 7.1.1 Provide a mix of housing types and densities with a ratio of approximately 50 percent single unit dwellings and 50 percent multi-unit dwellings.
- 7.1.2 Provide a range of single unit dwelling lot sizes.
- 7.1.3 Encourage multi-unit housing to be in the form of ground-oriented townhouses that reflect the form and character of single family homes.
- 7.1.4 Support creative and innovative housing forms, including co-housing and cluster housing.
- 7.1.5 Design multi-unit housing sites to contain open space and respond to the land and site topography.
- 7.1.6 Support residential uses that enhance aging in place.

7.1.7 Support site planning and design that respects natural features, slope conditions and view corridors.

7.1.8 Encourage development that exceeds current building energy standards.

7.2 Residential Land Use Policies

7.2.1 The preferred density of residential development is a mix of housing types and densities with a ratio of housing types across the Plan Area of 50/50 percent single unit to multi-unit.

7.2.2 Special care and attention shall be undertaken to encourage a positive interface between new residential development and existing residential areas and Park and Open Space.

7.2.3 Secondary suites shall be permitted on larger single family residential lots where on-site parking can be accommodated.

7.2.4 Secondary suites shall not be permitted in areas in the Small Lot or Multi-Family land use designation.

7.2.5 Single-Family designated areas may have a density of 20 units per hectare of land, depending on site conditions and other criteria, such as including secondary suites and as a way to secure the protection of environmentally sensitive areas and other natural features.

7.2.6 Small-Lot Single-Family designated areas may have a density of 25 units per hectare of land.

7.2.7 Estate Single-Family designated areas may have a density of 5 units per hectare of land to accommodate low density single-unit development in areas with environmental sensitivity.

7.2.8 Multi-Family designated areas may have a density of 37 units per hectare of land.

7.2.9 Community care facility and assisted living residence use may be included in Plan Area and, when included in the Multi-Family designated areas, may have a density of 60 residential care bedrooms per hectare of land.

7.2.10 Areas zoned for multi-unit development shall be designated as a Multi-Unit Development Permit Area to guide the form and character, sustainability and climate



action features of multi-unit developments, community care facilities and assisted living residences, and to manage the interface with adjacent single unit development.

- 7.2.11 Limited single-unit development may be included in the multi-unit land use designation below the 130 geodetic elevation in metres, as a means to support flexibility in site design.
- 7.2.12 Rezoning, density transfer, park dedication or land acquisition are tools available for the protection of environmentally sensitive areas and areas of importance to the community.
- 7.2.13 Geotechnical review shall be required as part of site and building development and a subdivision grading plan shall be provided.

8.0 Commercial Land Use

Commercial areas within the Holland Creek neighbourhood are not intended to be extensive, and should not challenge the main shopping areas in the Town. Instead the commercial area is expected to primarily support daily local needs. It is likely that commercial land use shall be implemented slowly over many years as the residential area develops.

The commercial land analysis completed by Rollo and Associates in October, 2015 indicates that the maximum commercial space requirement at build-out is 929m² (10,000 sq.ft.) of convenience retail space. In a single location, an area of about 0.2 hectares would be required to support this floor area. This amount of convenience retail space could support the neighbourhood population at build-out and a small secondary trade area population of about 450 people. While the Land Use Plan (Map 3) does not identify specific areas for commercial land use, such areas may be determined at the zoning stage.

8.1 Commercial Land Use Objectives

- 8.1.1 Support limited neighbourhood convenience commercial and service use.
- 8.1.2 Recognize that the Downtown and Coronation Mall are the main commercial areas to support the Plan Area.

8.2 Commercial Land Use Policies

- 8.2.1 Given the proximity and ease of access to Coronation Mall and the Downtown, the demand for commercial space in the Plan Area should be approximately five square feet (0.46m²) per capita served.
- 8.2.2 The total commercial space in the Plan Area should be a maximum of 10,000 square feet (929m²) of convenience retail and service.
- 8.2.3 The types of commercial convenience retail that may be supported in the Plan Area include small café or restaurant, corner grocery store, hair salon, family medical or dental practice, specialty food, and small retail businesses.
- 8.2.4 Community service space or space for health care practitioners is appropriate in a commercial area.

- 8.2.5 Commercial use in combination with other uses, such as residential units above the commercial space or in combination with a community care facility or assisted living residence is supported.
- 8.2.6 Commercial space located on the collector road and in close proximity to multi-unit residential, community care facility or assisted living residence use is preferred.

9.0 Transportation

The primary accesses into the Plan Area are from Dogwood Drive and the extension of Colonia Drive. A collector road is proposed to provide access into and through the neighbourhood from each of these neighbourhood accesses.

A Traffic Impact Assessment Study prepared by Boulevard Transportation (November 15, 2015) considered transportation improvements for a 1,000 unit residential development. This study concludes that the area should ultimately be serviced by three accesses based on the recommendations of the National Fire Protection Association (NFPA) Code 1141 "Standard for Fire Protection Infrastructure for Land Development in all Suburban and Rural Areas". The third access will be from a future extension of Thetis Drive.

The study identifies road improvements that will be required as the development proceeds.

- A left turn lane onto Dogwood Drive from the new collector road will be required by 250 units.
- Access into the neighbourhood from both Dogwood Drive and Colonia Drive will be required by 600 units.
- A signalized intersection on Dogwood Drive may be needed in the longer term (year 2040+) depending on growth and traffic distribution factors.

The study concludes that a roundabout at Dogwood Drive may be feasible from a traffic flow perspective, but would be a challenge to construct due to grade issues at this location.

The new Dogwood Drive to Colonia Drive collector road will cross both Holland Creek and Heart Creek. Bridges and creek crossings will be designed to respect the natural setting and the trail system. Limited driveways and on-street parking at strategic locations are recommended on the collector road. Local streets shall follow the topography as much as possible, avoiding steep slopes and paralleling slope contours. Pedestrian connections shall be provided throughout the development, ensuring that residential areas are well connected to each other and to the park and open space system. Key transit stop locations, pedestrian linkages, pocket parking, street lighting, and street furniture (transit shelter) should be considered.

9.1 Transportation Objectives

9.1.1 Promote road standards that:

- a) Embrace the Plan's planning and design principles;
- b) Utilize the complete streets philosophy; and
- c) Integrate with the adjacent land uses.

9.1.2 Minimize detrimental environmental effects of road location and development.

- 9.1.6 Minimize retaining walls or ensure an appropriate design standard, if they are required.
- 9.1.7 Encourage traffic calming in street design.
- 9.1.8 Promote safe and efficient multi-modal transportation.
- 9.1.9 Provide suitable access points into the Plan Area and to lands beyond.

"If there is going to be a bridge, it should have minimal impact on Holland Creek, its footings should be high up on the bank, and blend into the forest."

Quote from the Holland Creek Vision Workshop, 2008

9.2 Transportation Policies

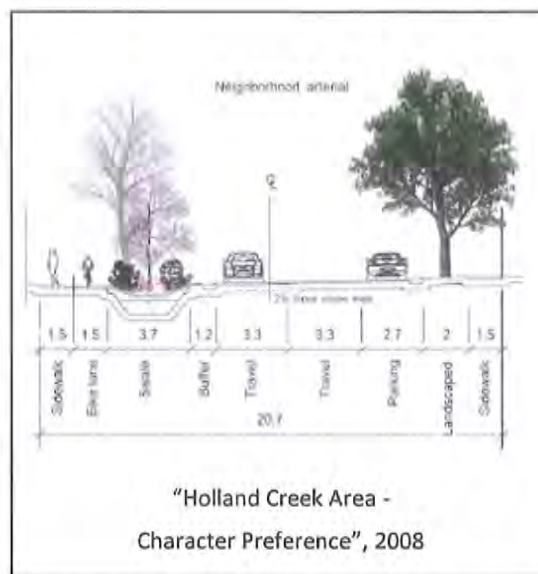
- 9.2.1 Road access into the neighbourhood shall be provided at Colonia Drive, Dogwood Drive and Thetis Drive as the development is phased-in. Access from both Dogwood Drive and Colonia Drive will be required by 600 units and from all three locations by 900 units.
- 9.2.2 A circulation network that promotes multi-modal facilities, access to the park and open space system and consists of a hierarchy of roads that are classified according to function and design shall be provided.
- 9.2.3 The design of the road network shall consider access to "lands beyond" including lands outside of the Town.
- 9.2.4 Sufficient access for emergency vehicles, including two-way road access in and out of any site, shall be provided as the development is phased-in.
- 9.2.5 Street layout shall avoid crossing steep slopes as much as possible. Street layout that parallels slopes is preferred.
- 9.2.6 Pedestrian movement shall be given a priority when designing streets and considering potential transit routes.
- 9.2.7 Traffic calming measures shall be incorporated into street design, such as curb bulges on side streets at intermittent locations.
- 9.2.8 Driveways onto the collector road should be minimized to facilitate movement of traffic and shared driveways shall be utilized where practical.
- 9.2.9 On-street parking on collector roads should be accommodated through parking pull-out areas at strategic locations.
- 9.2.10 Retaining walls shall have a stepped design, shall be reviewed by a Geotechnical Engineer and shall be landscaped to reduce the visual impact of hard surfaces.
- 9.2.11 Off-site traffic improvements may be required on existing roads as the development proceeds to serve the neighbourhood and the broader community.

9.2.12 Bridge and creek crossings over Holland Creek and Heart Creek shall be designed to respect and harmonize with the natural setting, minimize stream impact, maintain the integrity of the trail system and provide pedestrian access.

9.2.13 Custom road standards may be adopted for use in the Plan Area that minimize pavement widths and provide pedestrian and bike facilities. Use of traffic calming and providing on-street parking in strategic locations shall enhance these road standards.

9.2.14 Alternate standards may be considered as an option on the collector road.

9.2.15 Intersection improvements shall be required at offsite intersections, when projected or existing levels of service drop below level "D" in any one movement.



10.0 Servicing

The development of the new neighbourhood will require the extension of municipal sanitary sewer mains and water distribution infrastructure into the site. A connection to the municipal storm water system is also required. The highest water pressure zone currently available in the Town serves development up to the 130 geodetic elevation (in metres). Servicing above this pressure zone is limited.

10.1 Servicing Objectives

- 10.1.1 Provide adequate servicing infrastructure to allow for future development in the Plan Area.
- 10.1.2 Provide sufficient water supply and fire flow protection to the Plan Area.
- 10.1.3 Provide storm water management which prevents flooding and erosion, and mitigates negative impacts on the natural environment and riparian areas.
- 10.1.4 Explore alternate development standards for storm water (rainwater) management.
- 10.1.5 Ensure protection of watercourses during site development.

10.2 Servicing Policies

- 10.2.1 New development in the Plan Area shall be serviced by municipal sanitary sewer, water, and storm drainage systems.
- 10.2.2 Water system infrastructure in the Plan Area shall:
 - a) be designed and constructed to service new development;

- b) be connected to the municipal water system watermain and water distribution lines; and
 - c) deliver adequate supply and fire flow protection.
- 10.2.3 The Town shall work with property owners within the Plan Area above the 130 geodetic elevation in metres to determine the potential to establish a location for a new reservoir to serve development with a gravity water system.
- 10.2.4 The location of a new neighbourhood reservoir may be suitable at an elevation below the highest elevation of the Arbutus Hump summit. The siting evaluation criteria shall include biophysical environmental site information, site design that mitigates view impacts, and the opportunity to utilize the facility within a future park site or other amenity for the public. A tower design is not supported.
- 10.2.5 Density transfer from areas above the top pressure zone boundary, as defined by a new or existing reservoir, to lower elevations serviced by a gravity water system may be considered.
- 10.2.6 Off-site improvements to twin the municipal sanitary sewer infrastructure shall be required at 400 units.
- 10.2.7 The sanitary sewer main shall be located in the right of way for the collector road or in a separate statutory right of way held by the Town.
- 10.2.8 Where feasible, the Storm Water Management Plan shall minimize traditional storm water collection and utilize “design with nature” practices to influence how water is used, runs off the land and reaches streams.
- 10.2.9 The storm water management system shall respect the environmental sensitivities of the riparian areas in the Plan Area.
- 10.2.10 Alternate standards for storm water (rainwater) management should consider exfiltration site conditions.
- 10.2.11 Overland storm water controls during site development (e.g. retention areas) should take into account the potential impact of concentrated run-off as it may impact riparian areas.

11.0 Financing Mechanisms

Municipal services and facilities shall be provided for the Plan Area. Capital costs associated with infrastructure services (roads, waste water, water, and storm drainage) shall be financed by the landowner/developer through mechanisms of developer construct, latecomer agreements, development works agreements and, for certain infrastructure services, and development cost charges. Community facilities (parks, open spaces and trails, public buildings) shall be considered as development proceeds through the consideration of rezoning proposals and subdivision applications. The Town’s Community Amenity Contribution Policy shall provide guidance for rezoning applications. Municipal sources and joint initiatives may be considered to ensure community facilities are provided.

The Town intends to avoid financial risk to the municipality and general taxpayer by requiring that future servicing costs associated with the development of the Plan Area are borne by the proponent, while ensuring that the costs of development are not so excessive as to prevent development occurring in a timely manner. As much as possible, the costs of services should be allocated to the beneficiaries of those services. A technical committee of Town staff and landowners has been formed and may be used on an on-going basis to discuss infrastructure phasing and financing as development proceeds.

There are number of mechanisms available for addressing the financing of the services including development cost charges, developer construct, latecomer payments and development works agreements as described below.

11.1 Development Cost Charges

The Town has implemented a bylaw to collect Development Cost Charges (DCCs) to finance infrastructure and services required by new growth. Some of these projects also benefit current residents. Projects for which DCCs may be collected include roads as part of a major road network, water, sanitary sewer, storm drainage systems, and parkland acquisitions and improvements.

For the development of municipal services within the Plan Area, a new Holland Creek Area specific DCC program may be established. Projects that serve the broader community should be included within the Town-wide program.

11.2 Developer Construct

The Town of Ladysmith can impose subdivision and development servicing requirements as established under Section 506 of the *Local Government Act*. Section 506 places the responsibility of constructing municipal services directly on the developer as a condition of subdividing land. This approach reduces the financial burden to the Town, because the developer finances development costs. This approach would allow development to proceed without impacting current taxpayers.

11.3 Latecomer Payments and Development Works Agreement

Latecomer payments occur when a developer or landowner provides services such as roads, water, waste water or storm drainage that shall serve land other than the land being subdivided or developed. Sections 507 and 508 of the *Local Government Act* provide the parameters for latecomer charges and cost recovery. Under a latecomer agreement, the developer would provide the excess or extended service and the Town would later impose latecomer charges to other owners that hook up to the excess or extended services, up to a period of a maximum of 15 years. The funds collected by the Town are passed back to the initial developer. The Latecomer Agreement is not registered on the certificate of title which offers administrative challenges. This approach complements the developer construct approach, and reduces the risk to the municipality.

Another option that could be utilized is called a development works agreement. Section 570 of the *Local Government Act*, provides that the Town may, by bylaw, enter into a development works agreement with private developers related to the provision of roads, water, waste water or storm drainage and

improving park land. The bylaw requires the assent of the electors within the area that is subject to the agreement before it can be adopted by Council.

11.4 Parkland Acquisition

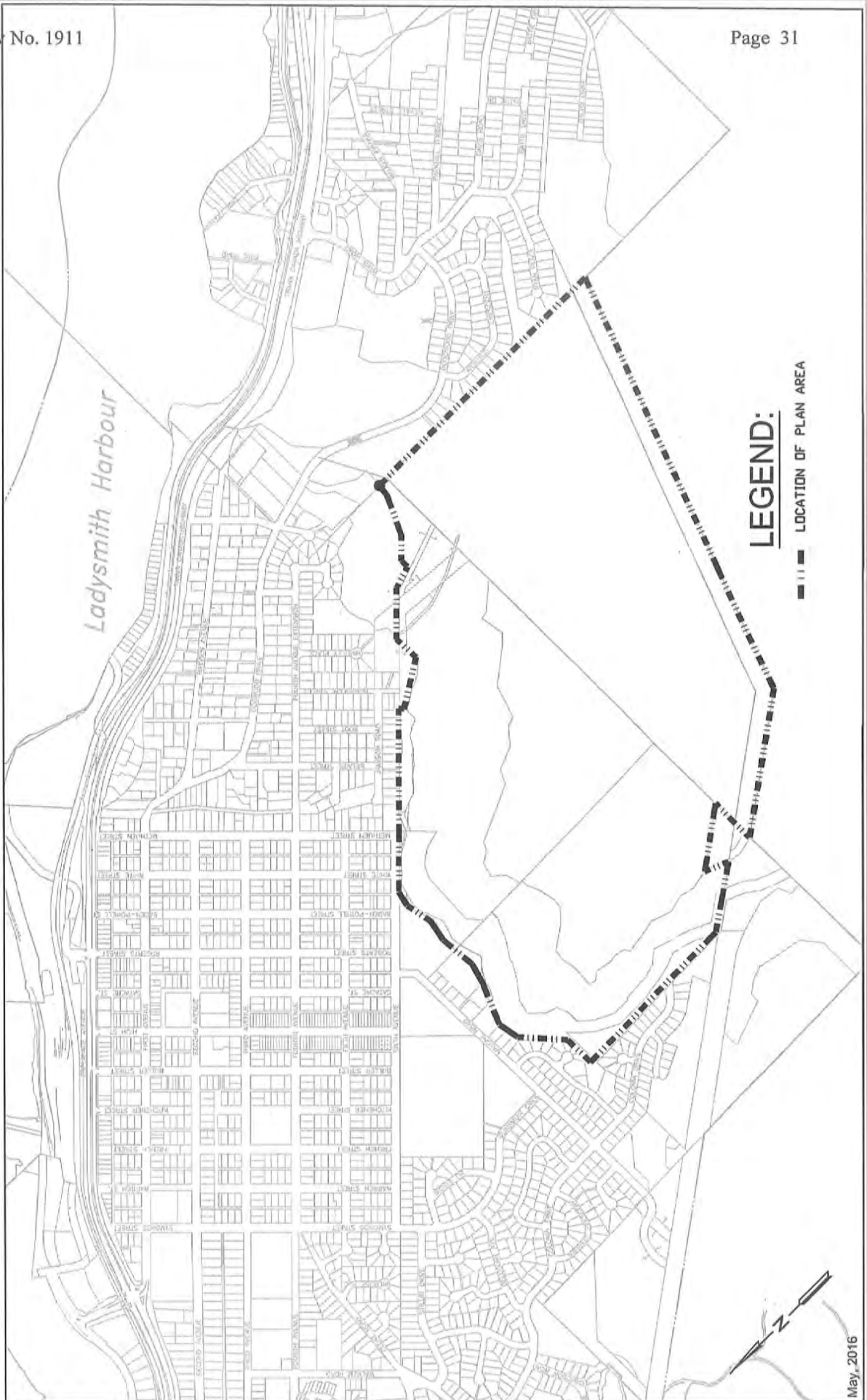
Land for park or open space can be acquired as a voluntary community amenity contribution at the time of rezoning or by dedication at the time of subdivision. Section 510 of the *Local Government Act* provides the requirement for the provision of park land or payment for park purposes at the time of subdivision.

12.0 Development Permit Areas

The Development Permit Areas (DPA) that apply in the Plan Area are shown on OCP Map 2 – Development Permit Areas. The special conditions, objectives and guidelines for the following Development Permit Areas that apply in the Plan Area are contained in OCP Schedule A.1.

- a) DPA 6 - Riparian
- b) DPA 7 – Hazard Lands
- c) DPA 8 – Multi-Unit Residential ESA
- d) DPA 11 – Arbutus Hump ESA

Holland Creek Local Area Plan
MAP 1 - LOCATION MAP



LEGEND:

--- LOCATION OF PLAN AREA



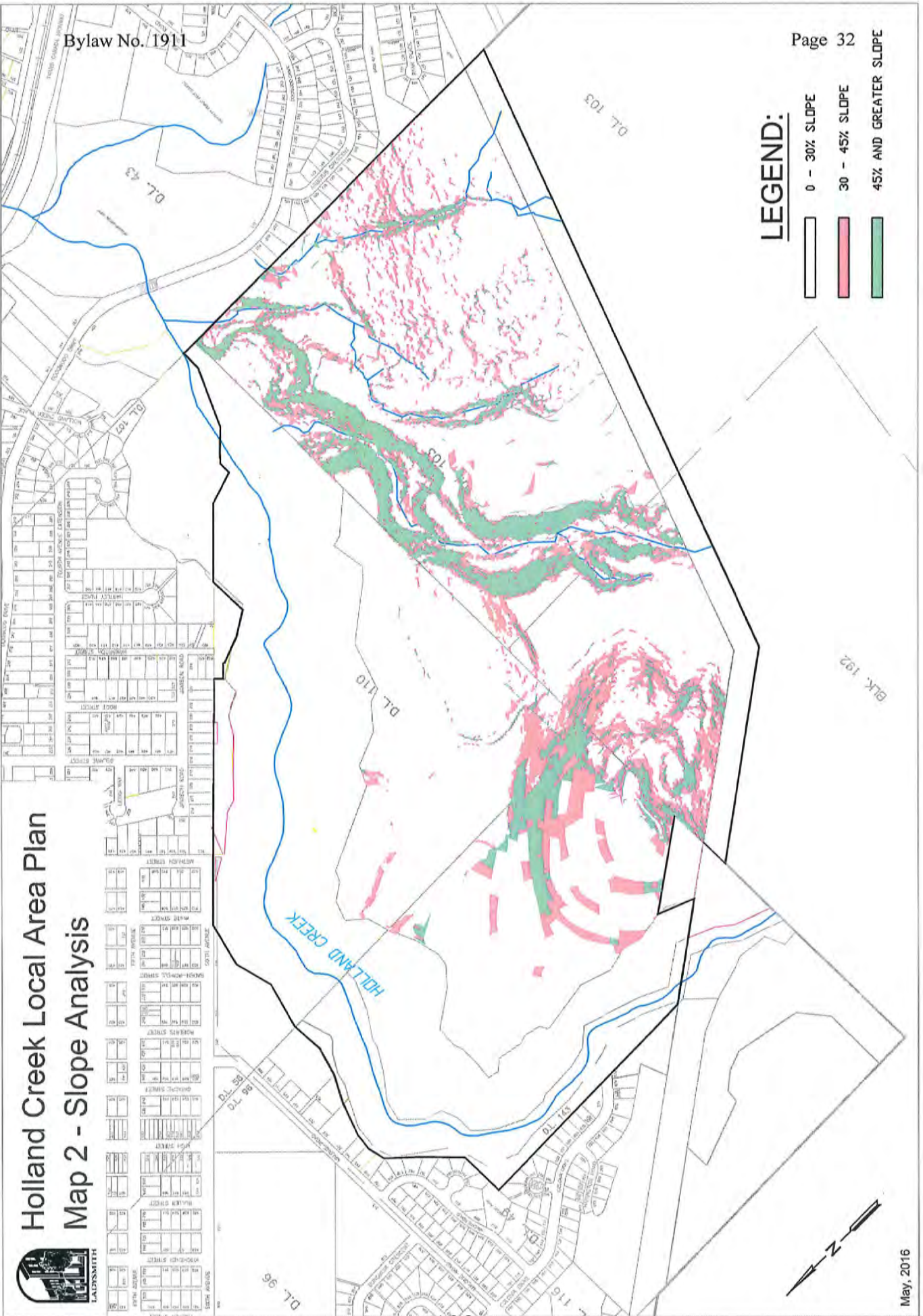
Holland Creek Local Area Plan Map 2 - Slope Analysis

Bylaw No. 1911

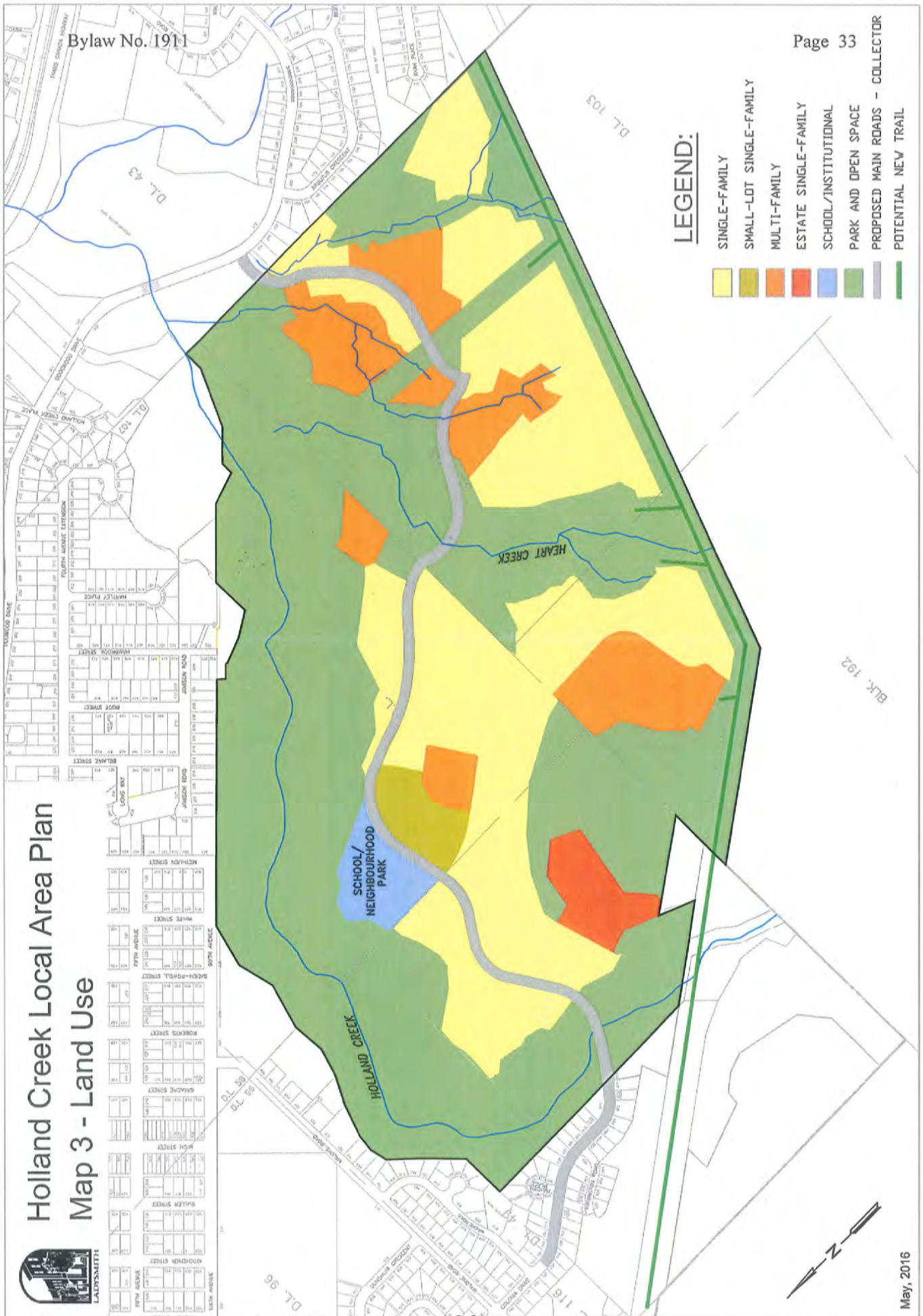
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LEGEND:

- 0 - 30% SLOPE
- 30 - 45% SLOPE
- 45% AND GREATER SLOPE



Holland Creek Local Area Plan Map 3 - Land Use



TOWN OF LADYSMITH

BYLAW NO. 1912

A bylaw to amend "Town of Ladysmith Zoning Bylaw 2014, No. 1860"

WHEREAS pursuant to the *Local Government Act*, the Municipal Council is empowered to amend the Zoning Bylaw;

AND WHEREAS after the close of the Public Hearing and with due regard to the reports received, the Municipal Council considers it advisable to amend "Town of Ladysmith Zoning Bylaw 2014, No. 1860";

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

- (1) Schedule A - Zoning Bylaw Text of "Town of Ladysmith Zoning Bylaw 2014, No. 1860" is hereby amended as follows:

PART 4 – DEFINITIONS

- (a) By adding the following definition to Section 4.1 Interpretation following PARK, NATURE:

"PARKING, UNDERBUILDING: means any enclosed space used or intended to be used for off-street parking that is:

- Accessed by a drive aisle located on the front, side or rear elevation of the *Building*; and
- Contained entirely within the *Building*; and
- Has a finished floor elevation at its entrance not greater than the average of the adjacent *Finished Grade* measured at the two most outermost exterior corners of the *Building* where the drive aisle is located.

PART 10 – RESIDENTIAL ZONES

- (b) Adding the following to the end of Section 10.11 - Low Density Residential (R-3-A) Zone under the heading 8. Site Specific Regulations:

8. Site Specific Regulations

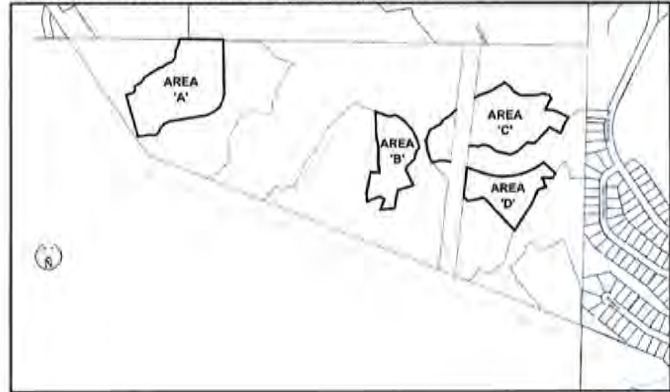
- "c) For the parcel legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156:

- i) Despite Section 10.11.5(a), the *Height* of a *Multi-Unit Dwelling*, located in Area A located as shown on Figure 10.11.1, shall not exceed 10.0 metres, excluding *Underbuilding Parking*.
- ii) *Single Unit Dwelling* is a permitted *Principal Use* in Area A located as shown on Figure 10.11.1, subject to Part 10, Section 10.13 Single Dwelling Residential – Holland Creek Area (R-1-HCA) and where the majority of the *Parcel* is located below the 130 geodetic elevation in metres.
- iii) *Community Care Facility* and Assisted Living Residence licensed under the *Community Care and Assisted Living Act* are permitted *Principal Uses* in Areas B, C and D located as shown on Figure 10.11.1, subject to:
 - A) Sub-section 4 (Density of the Use of Land, Buildings and Structures) and sub-section 5 (Siting, Size and Dimension of Uses, Building and Structures) of Section 13.1 Institutional (P-1) Zone.
 - B) The maximum number of residential care bedrooms in a *Community Care Facility* or Assisted Living Residence is

60 residential care bedrooms per hectare of land.

- iv) *Coffee Shop, Office and Personal Service Establishment* are permitted *Accessory Uses* to *Community Care Facility* and *Assisted Living Residence* in Areas B, C and D located as shown on Figure 10.11.1, subject to a maximum *Gross Floor Area* of 100 square metres for each *Accessory Use*.

FIGURE 10.11.1: PLAN OF AREAS A, B, C AND D OF THE LOW DENSITY RESIDENTIAL (R-3-A) ZONE



- (c) Adding a new zone as Section 10.13. Single Dwelling Residential – Holland Creek Area (R-1-HCA) as shown on **Schedule 1** which is attached to and forms part of this Bylaw.
- (2) Schedule B - Zoning Bylaw Map of "Town of Ladysmith Zoning Bylaw 2014, No. 1860" is hereby amended by placing the R-3-A Zone, R-1-HCA Zone, P-2 Zone and the P-3 Zone on the *Parcel* legally described as Lot 1, Block 192, District Lot 103, Oyster District, Plan EPP44156, as shown on **Schedule 2** which is attached to and forms part of this Bylaw.

CITATION

- (3) This bylaw may be cited for all purposes as "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 5) 2016, No. 1912".

READ A FIRST TIME on the day of

READ A SECOND TIME on the day of

PUBLIC HEARING held pursuant to the provisions of the *Local Government Act*

on the day of

READ A THIRD TIME on the day of

ADOPTED on the day of

Mayor (A. Stone)

Corporate Officer (S. Bowden)

Bylaw No. 1912 – Schedule I

10.13 SINGLE DWELLING RESIDENTIAL – HOLLAND CREEK AREA (R-1-HCA)

The purpose of the Single Dwelling Residential – Holland Creek Area Zone is to accommodate residential development on a range of parcel sizes while respecting riparian ecosystems and park and open space amenities.

1. Principal Uses

- a) *Single Unit Dwelling*.

2. Accessory Uses

- a) *Secondary Suite*, subject to 10.13(3)(c) and Part 6, Section 6.4.
- b) *Home Based Business*, subject to Part 6, Section 6.8.
- c) *Urban Agriculture*.

3. Sizing and Dimension of Parcels

- a) No *Parcel* shall be created which has a *Parcel Area* less than 460 square metres and a *Frontage* less than 13.5 metres.
- b) Despite Section 10.13 (3)(a) when any *Parcel Line* abuts a *Streamside Protection and Enhancement Area* (SPEA) or *Land* that is zoned Nature Park (P-3), no *Parcel* shall be created which has a *Parcel Area* less than 560 square metres and a *Frontage* less than 15.0 metres.
- c) Despite Sections 10.13 (3)(a) and (b), the minimum *Parcel Area* shall not include a *Streamside Protection and Enhancement Area*.
- d) Despite Section 10.13 (3)(a), no *Parcel* created or used for *Secondary Suite Use* shall have a *Parcel Area* less than 668 square metres and a *Frontage* less than 18.28 metres.

4. Size and Density of the Use of Land, Buildings and Structures

- a) No *Single Unit Dwelling* shall have a *Finished Floor Area* that is less than 83.0 square metres.
- b) No *Single Unit Dwelling* shall have a *Finished Floor Area* that is greater than 175.0 square metres.
- c) No *Principal Buildings* or *Structures* shall exceed a *Parcel Coverage* of 33.0 percent.

5. Siting, Sizing and Dimension of Uses, Buildings and Structures

- a) On a *Parcel* 560 square metres or less in size, no *Principal Building* or *Structure* shall exceed a *Height* of 8.0 metres; except where a *Principal Building* roof pitch is less than 4:12, in which case the maximum *Height* shall be 6.5 metres.
- b) On a *Parcel* greater than 560 square metres in size, no *Principal Building* or *Structure* shall exceed a *Height* of 9.0 metres; except where a *Principal Building* roof pitch is less than 4:12, in which case the maximum *Height* shall be 7.5 metres.
- c) No *Accessory Building* or *Structure* shall exceed a *Height* of 5.0 metres; except where the roof pitch is less than 4:12, in which case the maximum *Height* shall be 3.5 metres.
- d) No *Principal Building* or *Structure* located on *Parcels* where the *Principal Use* is *Single Unit Dwelling* shall be located closer to the *Parcel Line* than the minimum *Setback* shown in the Table below:

PARCEL LINE	MINIMUM SETBACK
<i>Front Parcel Line</i>	4.0 metres
<i>Exterior Side Parcel Line</i>	2.0 metres
<i>Interior Side Parcel Line</i>	

<i>Other Interior Side Parcel Line</i>	1.5 metres
<i>Rear Parcel Line</i>	3.0 metres
<i>Boundary of a Streamside Protection and Enhancement Area</i>	3.0 metres

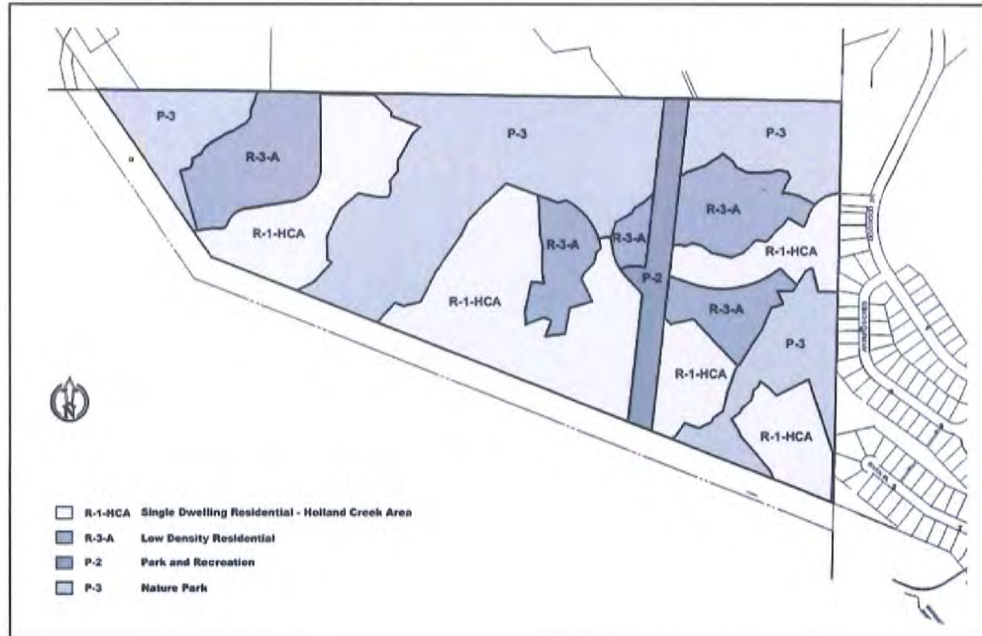
- e) No Accessory Building or Structure, with a Finished Floor Area (m²) as shown in the Table below, shall be located closer to the *Parcel Line* than the minimum *Setback* shown in the Table below:

PARCEL LINE	MINIMUM SETBACK ≤ 10.0 M ²	MINIMUM SETBACK >10.0 M ²
<i>Front Parcel Line</i>	6.0 metres	6.0 metres
<i>Interior or Exterior Side Parcel Line</i>	1.0 metres	1.5 metres
<i>Rear Parcel Line</i>	1.0 metres	1.5 metres
<i>Boundary of a Streamside Protection and Enhancement Area</i>	1.0 metres	1.5 metres

6. Parking and Loading

- a) Off-street parking and off-street loading shall be provided in accordance with Part 8: Parking and Loading Regulations.

Bylaw No. 1912 – Schedule 2



British Columbia Fire Service Minimum Training Standards

*Structure Firefighters
Competency and Training*

PLAYBOOK



**Second Edition
Amended: May 2015**

Pursuant to paragraph 3(3)(b) of the *Fire Services Act* of B.C.

Acknowledgements

The Office of the Fire Commissioner wishes to acknowledge the contributions of the following organizations in the compilation, consultation, evaluation and drafting of the B.C. Fire Service Minimum Training Standards:

Fire Chiefs Association of British Columbia

British Columbia Fire Training Officers Association

It was through the efforts of these organizations as well as staff and other individuals within the fire service that this Playbook was created. In moving forward, the Playbook is intended to be a living document that will be periodically reassessed with a view to enhancing or clarifying aspects identified by the fire service.

Table of Amendments

Description	Effective Date
Original document issued	September 2014
Amended	May 2015

Overview

1. Purpose:

Under paragraph 3(3)(b) of the *Fire Services Act* (B.C.), the Fire Commissioner is required to establish the minimum standards of training required for fire services personnel in British Columbia. This Playbook sets out a competency-based ladder that provides for a minimum level of sequential training and operational requirements that must be met by each fire department. The Authority Having Jurisdiction will set the **Service Level** (refer to pages 10, 17 and 18) to be provided by its fire department, which in turn determines the minimum training Competencies that must be met by that department. The Playbook establishes the minimum training Competencies required and the standards from which they are drawn.

2. Scope:

This **Playbook** is applicable to all fire services personnel in British Columbia, as defined in the *Fire Services Act*. It covers all fire departments and fire services, including municipal and regional district fire departments, fire brigades, volunteer fire departments, and fire departments established as a society under the *Society Act* (B.C.). This **Playbook** does not apply to provincial Wildfire Management Branch resources.

For the purpose of this document, the term “Authority Having Jurisdiction” or “AHJ” describes the relevant local or regional government, or the entity (or persons) legally responsible for the organization and operation of the particular fire service.

This **Playbook** is intended to provide an industry recognized minimum standard of training that utilizes, and bridges to, the current National Fire Protection Association (NFPA) Firefighter qualifications. The training requirements are expressly tied to the **Service Level** provided by a fire department, as formally determined by the Authority Having Jurisdiction. This document and program establishes the minimum Competencies necessary to perform the role of a firefighter, instructor/Evaluator and Team Leader at each designated **Service Level**, as well as for the delivery of in-house training in such Competencies.

The **Playbook** addresses the principal functional or operational roles for each **Service Level** but does not encompass all roles or functions of the fire service. The **Playbook** is not intended to change or nullify any requirements or training related to other roles or functions in the fire service.

This document and program does not cover the minimum standards for the skills and training necessary to perform other advanced or specific functions/roles such as, but not limited to: Incident Commander, Driver/Operator, Incident Safety Officer, or Rapid Intervention Team. The training for such roles and functions must meet the requirements of the *Workers Compensation Act* (B.C.) and any other applicable statutory or regulatory requirements. These additional training requirements need to be considered by the AHJ when determining the **Service Level** to be provided by its fire service.

3. Principles:

It is the responsibility of each AHJ to select and declare its firefighting **Service Level**, which in turn determines the training Competencies that must be met by the fire service for which it is responsible. The **Playbook** standard outlines the minimum competencies which are drawn from the NFPA standards. The declared **Service Level** must be established as formal policy for the Department (whether by bylaw, policy or in contract) and needs to be fully reflected in the fire department's operating guidelines and policies. The AHJ's decision as to the appropriate **Service Level** for its fire service should be based upon:

- local conditions;
- consultation with representatives of local fire service delivery organization;
- availability of resources and the ability of those resources to respond;
- the realities of the community in terms of demographics, risks, travel distances, fire hall locations, equipment and staffing models; and
- the ability of the AHJ to financially support its fire department to enable it to meet all applicable training, safety and operational requirements for the chosen **Service Level**.

This **Playbook** establishes three **Service Level** options from which an AHJ may choose. Once a **Service Level** is established, each AHJ must ensure that its fire service meets the appropriate competency requirements as identified in the Competency ladder, as well as for the functions and roles not expressly covered by this **Playbook**. Ensuring compliance with minimum standard established in this **Playbook** is the responsibility of the AHJ.

As a competency-based program, formal certification (whether Accredited Certification or other third-party Certification), while encouraged, is not required by this **Playbook**. Each firefighter must be provided training and evaluation in all applicable Competencies, including theoretical classroom and hands-on practical skills, which are required by the chosen **Service Level**.

Assessments and evaluations of Competencies can be carried out internally by the AHJ so long as the evaluation instruments follow the criteria of this **Playbook** (and other applicable NFPA Standards) and that detailed records of firefighter training and evaluation are maintained.

4. Competencies

The **Playbook** establishes and describes the minimum Competencies required of firefighter roles in the following three categories:

- Exterior Operations Level Firefighter;
- Interior Operations Level Firefighter; and
- Full-Service Operations Level Firefighter.

In addition, the **Playbook** establishes three new supervisory responsibilities with related training Competencies or responsibilities. These are:

- Exterior Operations Level Team Leader;
- Exterior Operations Level Risk Management Officer; and
- Interior Operations Level Team Leader

The fire service has a number of well-established officer ranks within its structure. However, use of departmental officer rank identification is not included within this **Playbook** as such ranks do not necessarily signify an operational role on the fire ground. The supervisory roles and responsibilities identified above do not require new “positions” in the department; they simply reflect specific skills and training required to lead a functional crew or to ensure a department is meeting its administrative requirements. Each department must determine the number of these trained individuals required based on the **Service Level** it provides and its operational requirements. A department may choose, through its operational guidelines or policies, to associate the functional skills and training requirements for these supervisory positions to specific fire officer and incident command roles.

5. New Terminology:

Team Leader:

In this **Playbook**, the term **Team Leader** is applied to identify the individual, whether a firefighter or officer, responsible for a specific crew function at an emergency incident.

*Background: On the fire ground most departments operate in a manner whereby not all activities are supervised by an officer; commonly there are simply not enough officers for all the functions being performed. Usually a functional role being performed, such as ventilation, results in the identification and assignment of a **Team Leader**. This individual may commonly be referred to as the Ventilation **Team Leader**, or some other functional description. Frequently a senior or more qualified firefighter will lead the team, even if they are not of officer rank. This reality is identified and accounted for in this **Playbook**. This terminology also recognizes the reality of elected officers in some department structures who may not have advanced operational qualifications or skills necessary for providing supervision at an emergency scene.*

Team Leaders require additional Competencies to qualify them to provide appropriate supervision of the team for which they are responsible. This is a worker safety requirement under the *Workers Compensation Act* (B.C.) and related regulations, as well as being operationally sound. This **Playbook** therefore identifies the minimum training Competencies required for those individuals who will be assuming **Team Leader** roles within Exterior and Interior Operations **Service Level** departments. Nothing in this **Playbook** restricts Full Service Operations Level departments from appointing fully qualified firefighters to act as Team Leaders at an incident.

Risk Management Officer:

The **Risk Management Officer** is an administrative role that must be formally addressed by all “Exterior Operations **Service Level**” departments. The individual who fulfils this role is responsible for ensuring that the department has in place Operational Guidelines, training programs and other administrative processes that ensure safe and effective operations at all incidents. In this **Playbook**, the term **Risk Management Officer** is applied to identify the individual, usually a senior officer, responsible for overseeing the development and implementation of administrative processes which are necessary to ensure an Exterior Operations Level department practices safe and effective fire ground operations as a matter of principle.

*Background: Although the responsibilities that attach to the role of “Risk Management Officer” need to be met by all fire departments, this role is being mandated specifically for Exterior Operations **Service Level** departments, which typically will be the smaller departments in the Province. The intent is to ensure that these departments are formally addressing their obligations with regards to developing the administrative processes and guidelines that are necessary to implement the requirements of this **Playbook** as well as to ensure that a department meets its other statutory or regulatory obligations.*

This role and the attendant responsibilities of the **Risk Management Officer** are administrative. It bears no relationship to the operational roles of either the Incident Commander (IC) or Safety Officer (ISO) at an emergency incident (although it may be possible that an individual who fulfils the Risk Management Officer role in a department may also be qualified to act as an IC or ISO at an incident).

The **Risk Management Officer** may be the Fire Chief, or another member of the department, depending on the composition and structure of the department. This individual needs to have sufficient experience and/or appropriate training to ensure that he or she understands the administrative structures and processes that must be in place to guide a department’s training, safety programs and operations.

6. Instruction, Evaluation and Records Keeping:

The Competencies required to act as an in-house instructor and evaluator of the training required by this **Playbook** are detailed within the document. There are clear expectations identified regarding the provision of training and the creation and management of training records. Training and evaluation can occur using either a third party training organization, or “in-house” by a department using its own instructors and evaluators. The decision on the most appropriate method for each department rests with the AHJ.

It is the responsibility of all fire departments/AHJs to be able to accurately identify record, edit and report out on a complete list of training records for each individual firefighter including specific training subjects covered at each training session. All training records must be kept in accordance with the requirements of the *Workers Compensation Act* (B.C.) and related regulations, and any other regulatory requirements.

7. Maintenance Training:

This **Playbook** identifies the minimum training Competencies required of all firefighters at each **Service Level**. The maintenance training for such Competencies is the responsibility of the Authority Having Jurisdiction and it is expected that this will be accomplished through ongoing skills maintenance training and education. This ongoing training must be duly recorded for each firefighter and officer as contemplated by section 6 above.

8. Transition:

This **Playbook** replaced the previous Minister's Order on training. It establishes a number of new, formal requirements for AHJs and fire departments, which will involve some consideration and take time to implement. It is the responsibility of each AHJ immediately to take steps to establish a **Service Level** policy for each fire service for which it is responsible, and to ensure implementation of the related training requirements. However, given the nature of the changes involved, a transitional period will exist until [30 June 2016]. By that date:

- each AHJ must formally have adopted a **Service Level** for each fire service for which it is responsible; and
- each fire service must have a training program which meets both the Playbook Competency Requirements and the other training requirements needed to deliver the services which it is mandated to provide.

In the interim, every AHJ and fire department must understand that the Competency requirements set out in the **Playbook** are a codified expression of the generally accepted training standards for fire department operations, although they now are expressly linked to different **Service Levels**. These standards were formerly required to be met under the previous Minister's Order on training.

Under British Columbia law, all employers are legally required to ensure that their employees are properly trained for their jobs and properly supervised while performing them. Where a formal **Service Level** and related training program has not yet been implemented, AHJs and fire departments must still meet this legal obligation and manage (or limit) their operations accordingly. Where a fire department undertakes operations for which its personnel are not adequately or appropriately trained or supervised, both the department and its AHJ face potential legal liability.

9. Authority to Amend:

The Fire Commissioner is empowered to make minor amendments in the form of corrections or clarifications to the content of the **Playbook** without approval of the Minister, providing there is no substantive change to the minimum standards outlined. Any other amendments are subject to the approval of the Minister pursuant to section 3 of the *Fire Services Act*. Amendments shall be posted to the Office of the Fire Commissioner (OFC) website.

Impact of amendments (Playbook or NFPA)

Where amendments to the **Playbook** are put into effect;

- A person that has met the specific competency requirements to perform roles or supervisory responsibilities is considered to have met those requirements and is not obliged to complete new requirements resulting from amendments in order to be able to continue in their role or supervisory responsibility. (**Exception:** where the **Playbook** specifically states that requirements shall be completed in addition to previous training)
- The **Playbook** references NFPA standards in effect at the time of the **Playbook's** most recent issue/revision. In the event of a change to Job Performance Requirement section numbers in the relevant NFPA standards, the original number and wording of those sections as referenced in the **Playbook** remain in effect until the **Playbook** itself is updated.

Definitions and Concepts

For the purpose of this **Playbook**, the following definitions and concepts apply:

Accredited Certification – in connection with fire service training, “Accredited Certification” refers to the situation where a firefighter:

- has been trained or qualified to meet or exceed a specific operational standard or job performance requirement; and
- has been successfully evaluated by or through an Accredited Entity .

Accredited Entity – refers to an institution or entity (an “Accredited Entity”) which is recognized by an external agency (an “External Agency”) such as ProBoard, IFSAC or such other organization as may be recognized by the OFC. An Accredited Entity has had its training evaluation processes reviewed and accredited by the External Agency, and is able, directly or through agents, to provide certified evaluations of training in relation to various NFPA Standards.

Authority Having Jurisdiction (AHJ) – for the purpose of this document the AHJ is any local government or other entity or organization that provides or oversees the provision of fire services in British Columbia.

BCERMS – means the British Columbia Emergency Response Management System, an incident command system established pursuant to the *Emergency Program Act* (B.C.).

Certification– in connection with fire service training, certification refers to the situation where a firefighter has been trained or qualified to meet or exceed a specific operational standard or job performance requirement AND has been certified by an external third party organization.

Competency– references to a “Competency” or “Competencies” in this **Playbook** refers to the knowledge and skill components of the job performance requirements for the role or function

involved, as referenced in the relevant NFPA Standard (unless otherwise expressly noted). Competency is achieved when a firefighter is trained or qualified and evaluated to meet the operational requirements of a given NFPA Standard (or portion thereof). Accredited Certification or other Certification of the training involved is not expressly required. Qualification for a particular **Service Level** will be recognized if the training and evaluation records of a firefighter clearly demonstrate that, for a given role or function, he or she has met all relevant Competencies.

Exterior Operations – is the **Service Level** that includes firefighting activities restricted to the control and/or extinguishment of fire from a position external to the building or object in question, and outside of any IDLH environment, as described at page 17 below.

Full Service Operations – is the **Service Level** that includes activities that are undertaken by firefighters and officers trained in the full spectrum of Competencies outlined in the NFPA 1001 *Firefighter 2, Standard for Fire Fighter Professional Qualifications* as well as the relevant competencies of NFPA 1021 *Standard for Fire Officer Professional Qualifications* for officers, as described at page 18 below.

IDLH (Immediately dangerous to life and health) – refers to incident conditions that present an immediate threat to a person's safety through inhalation or exposure (e.g. smoke, noxious vapor, super-heated air), and includes any oxygen-deficient atmosphere or any untested confined space.

Incident Commander – is a designated and specifically trained individual responsible for safety, strategies and tactics during any fire service operation.

Incident Safety Officer or ISO – is a member of the command staff at an incident who is a trained firefighter with fire ground experience and appropriate training, responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety at an incident.

Interior Operations – is the **Service Level** that authorizes firefighting activities that include entry into structures and objects with the purpose of control and/or extinguishment of fire. This requires use of specialized protective equipment and procedures not covered by the training provided in relation to Exterior Operations **Service Level** as described at page 17 below.

Maintenance Training – ongoing training provided to firefighters and officers to ensure previously acquired skills, abilities and knowledge are retained at a level sufficient to meet the associated Competencies.

NFPA Standards – Various National Fire Protection Association standards, including the *Standard for Fire Fighter Professional Qualifications*, are referred to or incorporated by reference in this **Playbook**. Individual NFPA standards are generally referred to by their number (e.g., NFPA 1001 for the *Standard for Fire Fighter Professional Qualifications*). Pursuant to the *Fire Services Act* (BC) and this **Playbook**, NFPA standards have been identified in British Columbia as the standards upon which all firefighter Competency will be based and evaluated. The most current version of the relevant NFPA standard must be used, subject only to the "Impact of Amendments" section above.

Prior Learning Assessment – means a process implemented by a department or AHJ to assess the relevant Competencies of individual firefighters or officers, based on their existing training and experience.

Rapid Intervention Team (RIT) – a dedicated crew of firefighters, at a minimum trained to conduct Interior Operations as set out in this **Playbook** and assembled within the time frames required under s. 31.23(4) of the *Occupational Health and Safety Regulation* under the *Workers Compensation Act*, ready to engage in firefighter rescue operations.

Risk Management Officer – an administrative role created within this **Playbook** framework to ensure that External Operations Level fire services are identifying and managing the risk and safety aspects of their operation. Areas of responsibility for this role include: training program design, training records management, Bylaw management, Operational Guidelines, fire department adherence to applicable regulations and standards, and other non-fire ground administrative matters related to safety and risk, including those prescribed under the *Workers Compensation Act* (B.C.).

SCBA (Self-contained breathing apparatus) - is purpose-designed and built for firefighters to allow for operations in and around dangerous atmospheres or in IDLH situations.

Service Level – means the level of service to be provided by a fire department, as determined by the department's AHJ. The AHJ may select a **Service Level** from among one of the following options: Exterior Operations, Interior Operations or Full Service Operations.

Team Leader – a firefighter or officer trained and/or qualified to lead a team of firefighters in the undertaking of a fire ground task, or set of tasks, as applicable to the operational **Service Level** provided by the department. Team Leader qualifications are not based on, or necessarily applicable to, a department rank. Requirements for Team Leaders are set out in the Standards and Requirements sections of this document.

Instructor and Evaluator Competencies

Training and evaluation may be administered via third party providers, or be conducted "in-house" by qualified department personnel. The following section principally describes the requirements for "In-House" delivery of **Playbook** training related requirements, though the records keeping requirements apply regardless of how a department chooses to deliver training to its members. Where a department has decided to use a third-party training provider, it should ensure that the training provided addresses the Competencies set out in this **Playbook**.

Regardless of which **Service Level** is selected, each AHJ and department must ensure its training program meets the requirements of the *Workers Compensation Act*, including section 31.4 of the *Occupational Health and Safety Regulation*, which provides as follows:

"31.4 Instruction and direction

The employer must ensure the adequate instruction and direction of firefighters in the safe performance of their duties."

1. Instructor Competencies for "In-House" training delivery

For clarity, in this section and in section 2, references to the "Training Officer" means the fire department member who is responsible for overseeing the in-house delivery of training to other fire department members, and the evaluation of such training. The use of this term is not meant to prescribe an actual title to the position as assigned by a department.

Exterior Operations Level:

- The Training Officer responsible for overseeing the delivery of Exterior Operations Level training to firefighters must already have achieved the Competencies specified for the Exterior Operations **Service Level** and have successfully trained to the competencies of one of the following:
 - Fire Service Instructor 1 (NFPA 1041), or
 - Train the Trainer course (*see matrix for competencies*)
- Individual instructors for a particular Competency must already meet the requirements for that Competency and be considered by the department to be capable of providing instruction to other department members.

Interior Operations Level:

- The Training Officer responsible for overseeing the delivery of Interior Operations Level training programs must hold the NFPA 1001 Competencies specified for the Interior Operations **Service Level**, and either the:
 - Training Competencies noted in relation to the Exterior Operations **Service Level**; or
 - Competencies of a Fire Service Instructor 1 (or higher) under NFPA 1041.
- Individual instructors for a particular Competency must already meet the requirements for that Competency and be considered by the department to be capable of providing instruction to other department members.

Full-Service Operations Level:

- The Training Officer responsible for overseeing the delivery of Full-Service Operations Level training programs must have met the Competencies for NFPA 1001-FF2 **and** the Competencies as a Fire Service Instructor 1 (or higher) under NFPA 1041.
- Individual instructors for a particular Competency must already meet the requirements for that Competency and be considered by the department to be capable of providing instruction to other department members.

2. **Evaluator Competency** requirements for “In-House” training delivery

Oversight: The oversight of the evaluation processes used by a department for its in-house training program is the responsibility of the Training Officer who has oversight of the delivery of the training being provided.

Specific Evaluations: For each **Service Level**, an individual who is responsible for conducting a specific evaluation of another firefighter’s or officer’s Competency must already have achieved that Competency and been determined by the department as capable of conducting such evaluation.

3. **Training Records**

Each department is responsible for keeping accurate and current records of the training and certifications of each of its firefighters and officers. Third-party training providers and individual departments also are required by WorkSafe BC to track training and maintain individual training records for each firefighter and officer.

4. **Bridging and Prior Learning Assessment**

The **Playbook** is expressly designed to enable bridging from an existing **Service Level** to a higher **Service Level**. The Office of the Fire Commissioner may, from time to time, provide additional guidance regarding the specific Competencies required to be obtained to move from one **Service Level** to another, or from a previous level of training to one of the **Service Levels** established under the **Playbook**.

In terms of Prior Learning Assessment for firefighters who may have previous training, at whatever level, the onus is on the AHJ and the department to put in place appropriate processes to determine whether the prior experience and training of a firefighter meet the training Competencies needed for the department’s **Service Level**.

This assessment may be performed internally by a department or be undertaken by an external third party assessor. An assessor must, as a minimum, already have the Competencies in respect of which the assessment is being performed.

The assessment may take into account the experience, prior training and any Accredited Certification or other Certification, of an individual firefighter or officer. The assessment must be formally documented, including identifying the factors upon which equivalency to the relevant Competencies was determined.

5. **Important Considerations for local decisions on Service Level and Training**

It is important to recognize that a number of the Competencies may not be applicable for all jurisdictions (e.g. fire hydrants). Therefore, the AHJ may choose to identify the Competencies that do not have application in their jurisdiction. Where training is to be limited based on local circumstances, these limitations must be identified either in the **Service Level** Policy Statement or operational policies which implement it, and must be reflected in the training program description and evaluation processes.

In addition, this **Playbook** is not an “all encompassing” program: additional training and Competency in specific skill areas are required for a department to operate at an emergency incident. These additional Competencies include matters such as driver training, pump operations, rapid intervention team, incident safety officer and others. These aspects of fire service function are beyond the scope of this **Playbook**, but are critical areas that must be addressed to enable a department to deliver services under any of the chosen **Service Levels**.

BC Firefighter Competency Matrix

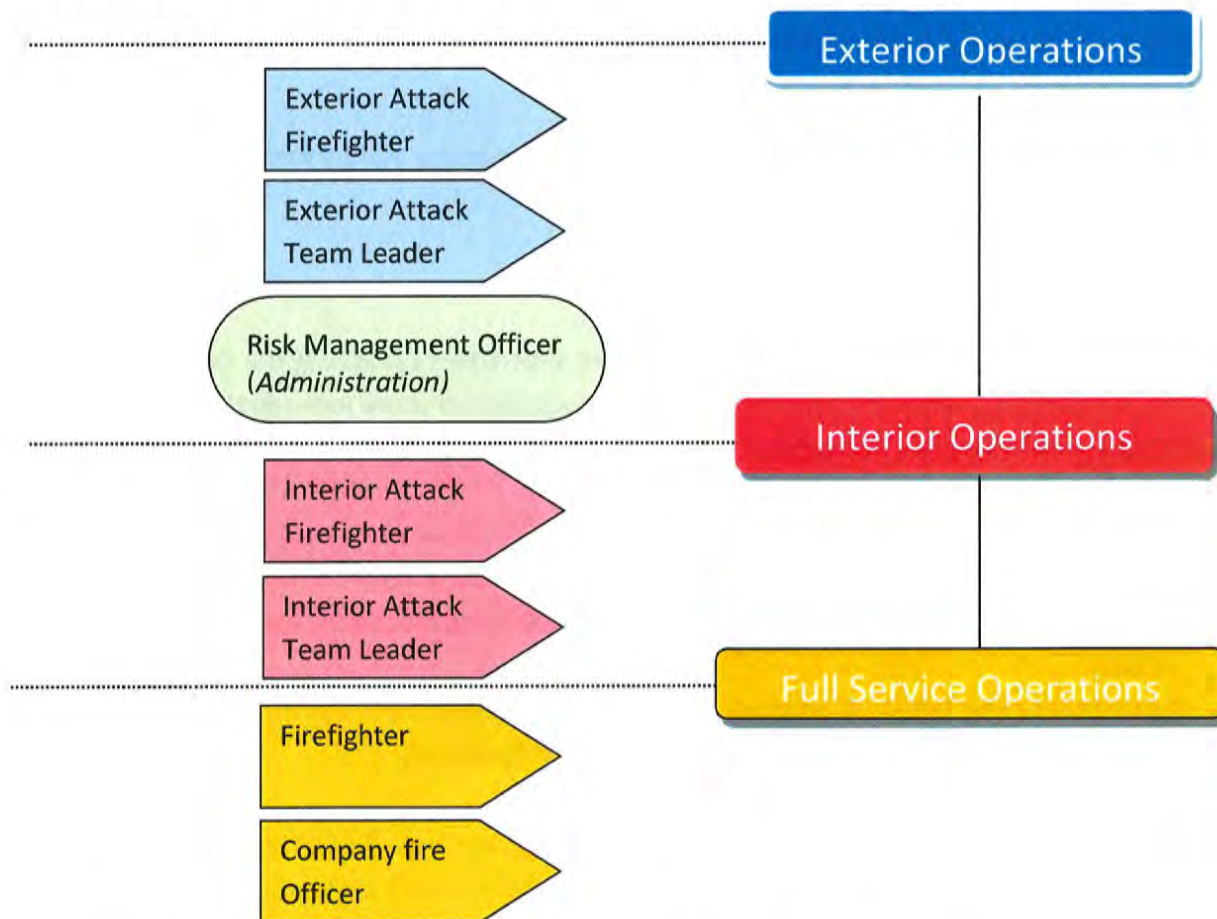
Summary of Requirements

This summary is provided to assist departments and AHJs when examining the Competency Matrix. Readers should review the more detailed discussion of these individual issues elsewhere in this Playbook or refer to the appropriate requirements in the *Workers Compensation Act* and related regulations.

- Determination by the AHJ of the Service Level appropriate to community needs (see section 3, “Principles” at page 4 above, and the descriptions of each Service Level at pages 17 to 18 below)
- Policy Statement, bylaw or contract establishing fire department’s authority and Service Level (see Overview, section 3, “Principles” at page 4, above)
- WorkSafe BC firefighter coverage in place
- WorkSafe BC safety and functional requirements in place (*e.g., firefighter fitness records, Employer/Worker joint committee (or employee representative), OH&S program, Rapid Intervention Team OG, other OGs covering fundamental operational procedures, etc.*)
- A comprehensive process for recording and retaining Training Records which meet the requirements of the *Workers Compensation Act* (B.C.) and this Playbook (Instructions, Evaluations and Record Keeping, section 6, “Training Records” at page 6 above, and “Training Records” at page 12 above)
- Appropriate equipment and apparatus available to deliver the declared Service Level requirements

Position Competency Ladder

Service Level



**** Each level in the Competency Ladder has identified requisite minimum training requirements described within the Playbook that must be met.**

	Train the Trainer Competencies		
	4.2.1 – 4.2.4 / 4.3.2 – 4.3.3 / 4.4.1 – 4.4.4 / 4.5.1 – 4.5.3 and 4.5.5	Job Performance Requirements (NFPA 1041 Competencies)	Training Officer

	The following Competencies extracted from NFPA 1001 – FF1 must be met to achieve the requirements for Exterior Ops Firefighter <i>(specific Competency lesson plans and evaluations are available from the OFC and partner training provider agencies)</i>		
	Emergency Scene Traffic NFPA 1001 5.3.3		
	Safety & Communications NFPA 1001 5.1.1, 5.1.2, 5.2, 5.2.1, 5.2.2, 5.2.3, 5.3.2, 5.3.17, 5.3.18		
	PPE and Self Contained Breathing Apparatus NFPA 1001 5.1.2, 5.2, 5.3, 5.3.1, 5.3.2, 5.5.1		
	Ropes and Knots NFPA 1001 5.1.2, 5.3.20, 5.5.1		
	Fire Streams, Hose and Appliances NFPA 1001 5.3.7, 5.3.8, 5.5.1, 5.5.2		
	Ventilation NFPA 1001 5.3.11, 5.5.1		
	Water Supply NFPA 1001 5.3.15, 5.5.1, 5.5.2		
	Ladders NFPA 1001 5.3.6, 5.5.1		
	Rehabilitation Area (REHAB) NFPA 1001 5.1.1, NFPA 1500, NFPA 1584		
	Introduction to Basic Fire Behavior and Building Construction NFPA 220, NFPA 921, NFPA 1001 5.3.11, 5.3.12, 5.3.13 NFPA 5000		
	Dangerous Goods or Hazmat Awareness <i>(from NFPA 472)</i> ¹		
	Gas & Electrical Safety for Firefighters <i>(supplied by a BC Utility utilizing an evaluation mechanism)</i> ²		
	Incident Command System 100 <i>(from BCERMS curriculum)</i> ³		
	All of Exterior Operations Firefighter PLUS completion of the following Competencies from NFPA 1001 – FF1		
	Organization, Safety and Communications NFPA 1001 5.2.4		
	RIT Training – pertinent to jurisdictional hazards NFPA 1001 5.3.9 NFPA 1407, NFPA 1500		
	Self-Contained Breathing Apparatus NFPA 1001 5.3.1, 5.3.5, 5.3.9		
	Search and Rescue NFPA 1001 5.3.9		
	Fire Behavior NFPA 1001		
	Fire Extinguishers NFPA 1001 5.3.16		
	Building Construction NFPA 1001 5.3.11, 5.3.12		
	Forcible Entry NFPA 1001 5.3.4		
	Ventilation NFPA 1001 5.3.12		
	Loss Control NFPA 1001 5.3.13, 5.3.14		
	Live Fire Exterior NFPA 1001 5.3.7, 5.3.8, 5.3.10, 5.3.19		

Job Performance Requirements
(Exterior Firefighter Competencies)

Exterior Operations - Firefighter

Job Performance Requirements
(NFPA 1001 – FF1 Competencies)

Interior Operations - Firefighter

	All of NFPA 1001 – FF2 Competencies (except Hazmat and Medical Response) and with the addition of:	Job Performance Requirements (NFPA 1001 – FF2 Competencies)	Full Service Operations - Firefighter
	Live Fire Exterior and Interior		
	Hazmat Operations (NFPA core competencies plus 6.6.1.1.2)		

	Completion of the Operational Firefighter requirements for <u>either</u> the Exterior or Interior Service Level <u>PLUS</u> the following Competencies from NFPA 1021: ⁴	Job Performance Requirements (NFPA 1021 – Competencies)	Team Leader Exterior & Interior
	Incident Command and Fire Attack NFPA 1021 4.1.1, 4.2.1, 4.2.2, 4.2.3		
	Pre-Incident Planning, Size-up and Incident Action Planning NFPA 1021 4.5.2, 4.5.3, 4.6, 4.6.1, 4.6.2		
	Fire ground Accountability NFPA 1021 4.6.1, 4.6.2		
	Live Fire – Exterior (Recommended for Exterior Operations) NFPA 1001 5.3.7, 5.3.8, 5.3.10		
	Live Fire Exterior and Interior (Recommended for Interior Operations)		
	Completion of the Team Leader requirements for the Exterior Operations level <u>PLUS</u> the following courses (1 from each area):	One of One of	Risk Management Officer
	Incident Action Planning (NFPA 1021 4.6.1, 4.6.2) ⁵		
	Incident Safety Officer NFPA 1521 6.1 – 6.7.2 (operational)		
	FCABC/LGMA: Effective Fire Service Administration		
	Beyond Hoses and Helmets, or equivalent (administrative)	Job Performance Requirements (NFPA 1021 – Competencies)	Company Fire Officer
	Fire Officer 1 (NFPA 1021)		
	Incident Command 200		
	Fire Service Instructor 1 (NFPA 1041 Chapter 4)		
	Emergency Scene Management (4.6.1, 4.6.2)		

Footnotes:

1. Can utilize any training provider, including internal, that meets the competencies of NFPA 472 – Awareness Level
2. Can utilize any program, developed by a registered Gas or Electrical Utility within the Province of BC, which includes an evaluation instrument based upon current recommended practice
3. Can utilize any training provider, including internal, using certified training and evaluation based upon the BCERMS model
4. Can utilize any training provider, including internal, that meets the competencies of NFPA 1021 – Fire Officer Professional Qualifications
5. Requires a training program with subject matter covering areas such as strategies and tactics, fire ground command and emergency scene management

Exterior Operations Service Level

Exterior Operations Level fire service firefighters shall not enter any building, vehicle, dumpster or other object if an IDLH atmosphere is present. If an IDLH atmosphere is present, Exterior Operation firefighters shall only engage in external fire suppression activities. Operational Guidelines that restrict them to Exterior Operations must be written and enforced by the department, even though they may possess equipment that would otherwise permit them to respond at a higher level.

On occasions where the department responds to a simple incident and an IDLH atmosphere does not yet exist, it is reasonable to address the issue from inside the structure. However, if an IDLH atmosphere develops or the fire progresses beyond the object of origin, or the environment or structure become compromised in any way, all firefighters must immediately withdraw to the exterior and combat the situation from the outside. Where the IDLH atmosphere no longer exists as a result of fire suppression operations or otherwise, subject always to an appropriate risk assessment by the Incident Commander, it may be appropriate for members of an Exterior Operations **Service Level** department to enter the structure.

Where there is a potential risk of an IDLH atmosphere developing, or risk from smoke or particulate matter when conducting external operations (including overhaul), SCBA must be worn in accordance with WorkSafe BC requirements.

Exterior Operations Team Leaders are trained to supervise exterior operations only.

The Exterior Operations Risk Management Officer is an administrative role focused on ensuring departmental safe work practices and adherence to the **Playbook** requirements and other relevant regulations and standards.

The Exterior Operations **Service Level** applies to all external fire ground operational functions except support positions such as, but not restricted to: rehab/first aid, first medical responder, vehicle driver. Specific training for these roles, and applicable to the hazards involved, is still required for these positions and must be addressed elsewhere in departmental training programs.

Interior Operations Service Level

Interior Operation Fire Departments may engage in internal fire suppression activities within simple structures or objects such as a vehicle, single family dwelling or other small structure. Interior Operations may also include larger or more complex structures that the AHJ has assessed and pre-planned for, such that it determines the structure to be safe for Internal Operations qualified firefighters. Firefighters must be trained specifically to the risks associated with these structures.

Interior Operations Level fire services will have Operational Guidelines, that must be written and enforced by the department, that describe advanced training in fire operations activities that allow for a calculated fire attack within permitted structures and objects.

Interior operations must be undertaken in accordance with the requirements of WorkSafe BC (including, in particular, s. 31.23 of the *Occupational Health and Safety Regulation*). The Incident Commander must recognize the need, and staff appropriately, for a Rapid Intervention Team (RIT) with trained firefighters following the WorkSafe BC requirements.

Interior Operations Team Leaders are trained to supervise interior operations. Team Leaders must follow established Operational Guidelines or Procedures for safety during all fire ground operations.

Full Service Level

Full Service Operations Fire Departments are equipped and have completed the appropriate training identified in this **Playbook** to provide a full spectrum of fire services. These services are based on the Competencies included within the NFPA 1001 Firefighter 2 Standard and relevant NFPA 1021 Fire Officer Standards.

Full service fire departments will have Operational Guidelines that must be written and enforced by the department, that describe advanced training in fire operations activities.

These fire departments are organized such that the suppression activities that occur are based on response protocols which include the appropriate staffing levels, and number and type of apparatus on scene.

Playbook Compliance Checklist

(Fire Department Internal Use – to assist in determining compliance)

Department Name: LADYSMITH

Date: _____

Fire Fighter Competency and Training Playbook Checklist			
<p>1. Does your local government have a bylaw to establish the fire department or if you are a registered society, do your constitution and bylaws provide the mandate to establish a fire department? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p><i>Note: If the answer is "no" the fire department will not be considered by the Office of the Fire Commissioner for deployments under the Provincial Mobilization Plan. If "yes", identify the functions that the fire department is authorized by the local authority to deliver?</i></p>			
<p>2. Is your local authority/registered society registered with WorkSafe BC? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p><i>Note: If the answer is "no" the fire department will not be considered by the Office of the Fire Commissioner for deployments under the Provincial Mobilization Plan.</i></p>			
<p>3. Is there a policy statement determining if the fire department will provide either a defensive/exterior or an offensive/interior structure fire attack type for fire suppression? Yes <input type="checkbox"/> No <input type="checkbox"/></p>			
<p>4. Is there a policy statement determining the training standards to which the fire department will train? Yes <input type="checkbox"/> No <input type="checkbox"/></p> <p><i>Note: If the answer is "no" the fire department will not be considered by the Office of the Fire Commissioner for deployments under the Provincial Mobilization Plan. If "yes", what standards have been adopted for the fire department?</i></p>			
<p>5. Who coordinates your department's firefighter training? Please list positions: <u>DEPUTY CHIEF, TRAINING OFFICER, CAPTAIN.</u></p>			
<p>6. Is there a Training Records database and records management system that provides detailed records for the training of each firefighter? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p>			
<p>7. Does the training records system maintain records for every members training in perpetuity (their lifetime)? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p>			
Fire Department Service Level Identification		Yes	No
Exterior Operations – Buildings, Vehicles, Dumpsters		<input checked="" type="checkbox"/>	
Interior Operations – Simple structures		<input checked="" type="checkbox"/>	
Full Service			
Other Comments			

RAY DELCOURT.
Name of Individual completing the Checklist

FIRE CHIEF
Title/Position

Training Organizations

(Information only)

The following professional organizations can assist with agency direction and training provider contacts:

FCABC – Fire Chiefs Association of BC www.fcabc.ca

BCFTOA – BC Fire Training Officers Association www.bcftoa.com

OFC – Office of the Fire Commissioner of BC <http://embc.gov.bc.ca/ofc/index.htm>

BC Wildfire Management Branch www.bcwildfire.ca

FPOABC – Fire Prevention Officers Association of BC www.fpoabc.bc.ca

FNESS – First Nations Emergency Services Society of BC www.fness.bc.ca



Town of Ladysmith
STAFF REPORT

To: Ruth Malli, City Manager
From: Erin Anderson, Director of Financial Services
Date: May 2, 2016
File No:

RE: FINANCIAL INSTITUTION SERVICES

RECOMMENDATION(S):

That Council direct staff to proceed with issuing a Request for Proposals for financial institution services.

PURPOSE:

The purpose of this staff report is to confirm Council's adherence to the purchasing policy in relation to financial institution services.

INTRODUCTION/BACKGROUND:

The Town currently deals with two local financial institutions: Ladysmith and District Credit Union (LDCU) and the Royal Bank of Canada (RBC) (Ladysmith branch). The current set-up has been in place for a number of years.

As at December 31, 2015, the following bank balances were in the respective financial institutions:

Ladysmith & District Credit Union (\$ '000)	
General	\$ 6,272
Parks & Recreation	203
US (with exchange)	916
Gas Tax	1,056
DCC's	1,861
Reserves: Restricted & Non Restricted	97
Other	38
TOTAL	\$10,443
Royal Bank of Canada (\$ '000)	
General	3,058

Each financial institution is utilized for specific purposes: payroll processing and other direct deposits are performed at the RBC versus on-line payments are processed through the LDCU via Central 1.

Like most purchases for goods and services, the Town's purchasing policy requires financial institution services to be tendered regularly.

The proposed financial institution services tender would not consider the following services:

- Purchasing Cards: A separate RFP would be issued for this service.
- Point of Sale: This service was tendered in 2015.
- Investments: When surplus funds are available, staff seek out the best rate of return.

SCOPE OF WORK:

An RFP would be issued, closing after the tax-time rush. Depending on the successful bidder, conversion from the current set-up to a new set-up would require coordination.

ALTERNATIVES:

The alternative to the recommendation is to maintain the existing setup between LDCU and RBC. Waiving of the purchasing policy is required.

FINANCIAL IMPLICATIONS:

Financial institution services are unique in the fact that both parties stand to earn a return on the invested funds.

LDCU does not currently charge any fees and the Town earned \$135k in investment income.

In 2015, the Town spent almost \$2,000 at RBC and made a little less than \$17,000 in investment income. The interest rate depends on the amount of funds in this account. As most of the funds are not in this financial institution, the regular balance is low therefore the return is low.

LEGAL IMPLICATIONS:

None

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Online payments have increased substantially over the last number of years. Maintaining this option, with minimal disruption to the online payers, is critical. Also, Electronic Funds Transfer services are becoming the norm for payment options to vendors.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The Finance Department will lead the RFP and depending on the results, the conversion.

RESOURCE IMPLICATIONS:

It is expected that this project can be managed with the existing staff.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

Financial institution services do not relate specifically to the Sustainability Visioning report, though there may be a link between the funds invested in a local financial institution and the investment into the community that the financial institution could provide.

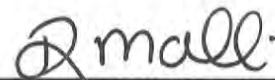
ALIGNMENT WITH STRATEGIC PRIORITIES:

This aligns with Strategy A – Wise Financial Management.

SUMMARY:

In accordance with the Town's purchasing policy, it is recommended that Council direct staff to proceed with a financial institution services Request for Proposals.

I concur with the recommendation.



Ruth Malli, City Manager

ATTACHMENT:

none



Town of Ladysmith
STAFF REPORT

To: Ruth Malli, City Manager
From: Sandy Bowden, Director of Corporate Services
Date: May 9, 2016
File No:

Re: Request from the Royal Canadian Legion, Branch #171 Ladysmith to Construct a Deck in the Laneway Adjacent to 621 First Avenue

RECOMMENDATION:

That Council:

- a) authorize the Town to enter into an Encroachment Agreement with the Royal Canadian Legion for the purpose of constructing a deck in the laneway located on the north side of 621 First Avenue;
- b) advise the Royal Canadian Legion Branch #171 that it must obtain a Development Permit and a Building Permit prior to proceeding with constructing the deck; and,
- c) advise the Royal Canadian Legion Branch #171 further that it must consult with neighbouring businesses and the Ladysmith Downtown Business Association regarding this initiative and that any concerns must be resolved prior to constructing the deck.

INTRODUCTION/BACKGROUND:

Council will recall that at the meeting held on October 13, 2015, Council considered a letter from the Royal Canadian Legion Branch #171 Ladysmith requesting Council's consideration of selling or leasing the laneway on the north side of 621 First Avenue for the purpose of constructing a deck to be used by Legion members and guests. The following resolution was adopted:

That Council refer the correspondence from Gary Phillips of the Royal Canadian Legion Branch 171 to staff in order to consider the possibility of selling the laneway on the north side of the Legion building to Royal Canadian Legion Branch 171, or developing an encroachment agreement to permit construction of a deck by the Legion.

The Town currently owns the laneway and staff is recommending that Council not sell or lease the laneway because there is a sanitary sewer main that runs down the centre of the lane. Staff recommends that the Town enter into an Encroachment Agreement with the Legion authorizing them to construct a 11' x 30' (3.35 m x 9.14 m) deck in the laneway and that the existing two meter pedestrian access be maintained for pedestrians to walk to or from First Avenue through the laneway. The deck must be constructed in sections to facilitate the deconstruction of the deck at the Legion's expense should the Town require access to the sanitary sewer line located in the laneway.

ALTERNATIVES:

Council could direct staff to sell the laneway to the Legion or it could advise the Legion that the Town does not wish to consider their request further.

FINANCIAL IMPLICATIONS:

All costs including permit application fees, construction, removal, insurance and maintenance of the deck are the responsibility of the Legion. The one-time fee which the Legion will pay for consideration of the Encroachment Agreement is \$10.00.

LEGAL IMPLICATIONS:

The attached Encroachment Agreement is a legal binding document that will save the Town harmless of any legal liability and will address all requirements for insurance, construction, removal, maintenance, and permits. The agreement has been reviewed by the Town's solicitor.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

It is recommended that the Legion be directed to consult with neighbouring businesses and the Ladysmith Downtown Business Association regarding this initiative and direct the Legion that any concerns must be resolved prior to constructing the deck.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

This project will involve the Infrastructure Services, Development Services, and Corporate Services Departments. The Legion is required to submit development permit and building permit applications prior to commencing construction of the deck. If there are proposed changes to the Legion's Liquor License associated with the deck, approval may be required from the provincial Liquor Control and Licensing Branch. In this case, the Town may have an opportunity to comment on the amendment.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT

This initiative aligns with Sustainability Goal No. 6 which supports a more sustainable food system including increasing opportunities for local food production, processing and consumption.

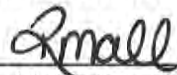
ALIGNMENT WITH STRATEGIC PRIORITIES:

This initiative aligns with Strategic Priority No. 3 – support investment in the downtown core.

SUMMARY:

The Ladysmith Legion Branch #171 has requested authorization to construct a deck in the laneway on the north side of the Legion building at 621 First Avenue to be used as a licensed eating area for Legion members and guests. Staff requests Council's consideration of authorizing the use of the laneway by the Legion through an Encroachment Agreement.

I concur with the recommendation.



Ruth Malli, City Manager

ATTACHMENTS:

Letter from the Royal Canadian Legion
License of Use Agreement



ENCROACHMENT AGREEMENT

THIS AGREEMENT made the ____ day of _____, 2016.

BETWEEN:

TOWN OF LADYSMITH
PO Box 220, 410 Esplanade
Ladysmith, British Columbia V9G 1A2

("Ladysmith")

OF THE FIRST PART

AND:

THE ROYAL CANADIAN LEGION BRANCH #171 LADYSMITH
621 1st Avenue, Box 219
Ladysmith, British Columbia V9G 1A2

(the "Owner")

OF THE SECOND PART

WHERE AS:

- A. Ladysmith owns a certain laneway lying adjacent to the Property, which laneway includes utilities and is known as the laneway beside 621 First Avenue (the "Laneway").
- B. The Owner is the registered owner of the property having a civic address of 621 First Avenue, legally described as:
PID: 008-548-013
Lot A Block 8 DL 56 Oyster District VIP 703 (the "Property")
- C. Ladysmith has authority under Section 35(11) of the Community Charter, to permit encroachments upon and/or to grant a licence of occupation or easement in respect of the Laneway;
- D. The Owner has requested that Ladysmith agree to permit the Owner to encroach upon, use and occupy a portion of the Laneway for the purpose of constructing a deck, (the "Deck") for use by the Owner, its members, employees, volunteers agents and invitees as a seating and eating area;
- E. Ladysmith has agreed to grant the Owner the encroachment onto a portion of the Laneway on the terms hereinafter set forth (the "Agreement").

NOW THEREFORE THIS AGREEMENT WITNESSES that in consideration of the sum of TEN (\$10.00) DOLLARS paid by the Owner to Ladysmith and in consideration of the premises and covenants set forth in the Agreement, the receipt and sufficiency of which is hereby acknowledged, Ladysmith and the Owner covenant and agree with each other as follows:

1.0 GRANT

- 1.1 Ladysmith, subject to the performance by the Owner of the terms, conditions, covenants and agreements contained in this Agreement hereby grants to the Owner non-exclusive permission to encroach upon, use and occupy that portion of the laneway marked as "Deck" on the drawing attached hereto as Schedule "A" (the "Encroachment Area") for the purpose of installing, using and maintaining the Deck.

2.0 TERM

- 2.1 The Term of the licence granted under this Agreement shall be five (5) years, subject to earlier termination as provided herein.

3.0 RENEWAL

- 3.1 This Agreement may be renewed on the same terms herein by mutual agreement of the parties in writing, such agreement to be executed no less than 30 (thirty) days prior to the expiry of the Term.

4.0 COVENANTS OF OWNER

- 4.1 The Owner covenants and agrees that this Agreement shall not in any way restrict the right of Ladysmith or require Ladysmith at any time to:

- (a) Alter any road, laneway or pedestrian path abutting or adjoining the Encroachment Area and notwithstanding the effect of such alteration may be to render the Deck useless or of less value for the purposes of the Owner;
- (b) Inspect, construct or maintain any form of structure, service or utility on, over or under any portion of the Laneway including the Encroachment Area and, for such purpose, Ladysmith may require that the Deck be removed at the Owner's cost, in part or in whole, where such removal is necessary for Ladysmith's performance of its legal obligations or statutory duties or functions; and
- (c) Permit other encroachments or use of the Encroachment Area and Laneway.

- 4.2 In the event of Ladysmith effecting any such alteration of or construction on the Laneway, or requiring removal of all or part of the Deck, or permitting other encroachments or uses of the Encroachment Area and Laneway, the Owner will release and forever discharge, and hereby releases and forever discharges, Ladysmith from all manner of claims of any nature whatsoever, which may arise by reason of such alterations, or requirement for removal of the Deck, or other encroachments or uses of the Encroachment Area and Laneway.

- 4.3 The Owner covenants and agrees with Ladysmith that it shall:

- (a) Carry out the construction, repair and improvement of the Deck in a proper manner and in compliance with all directions from Ladysmith;
- (b) Use only materials approved in advance by Ladysmith for constructing upgrading and improving the Deck;

- (c) Maintain the Deck in good and sufficient repair to the satisfaction of Ladysmith;
 - (d) Not install, construct, erect, alter, remove or replace any structure unless authorized in advance by Ladysmith;
 - (e) Make good, at its own expense, all damage or disturbance which may be caused to the surface of the Laneway and Encroachment Area in the exercise of its rights hereunder;
 - (f) Upon expiration or earlier termination of this Agreement, remove the Deck from the Encroachment Area and, at its own expense, restore the Encroachment Area to a condition similar to the Laneway surrounding the Encroachment Area;
 - (g) Not do or allow to be done anything that may become a nuisance or annoyance to adjoining properties; and
 - (h) Observe, abide by and comply with all laws, bylaws, regulations, orders, directions and requirements of any public authority having jurisdiction which in any way affect the Owner's use or occupation of the Deck.
- 4.4 Should the Owner fail to satisfy any of the requirements of paragraph 4.3, Ladysmith may, upon ten days (10) written notice to the Owner, do any work necessary to fulfill the requirement as determined in the sole discretion of Ladysmith, including to make the necessary repairs or remove the Deck.
- 4.5 The Owner shall pay the costs of work performed by Ladysmith under paragraph 4.4 to Ladysmith forthwith and agrees that, if in default of payment, the amount of such cost may be recovered in any Court of competent jurisdiction.
- 4.6 Nothing in this Agreement shall impose any duty or obligation upon Ladysmith to maintain or inspect the deck, or provide advice or direction to the Owner regarding the maintenance or inspection of the Deck, all of which shall be the sole responsibility of the Owner notwithstanding any actions taken from time to time by Ladysmith pursuant to sections 4.1 to 4.4 inclusive.
- 5.0 TERMINATION**
- 5.1 Either party may terminate this Agreement by providing thirty (30) days' notice in writing to the address first written above.
- 5.2 Upon the sale of the Property, this Agreement will automatically terminate and the Owner shall remove the deck from the Encroachment Area and, at its own expense, restore the Encroachment Area to a condition similar to the Laneway surrounding the Encroachment Area.
- 6.0 ASSIGNMENT**
- 6.1 Notwithstanding section 5.2, in the event that the Owner sells the Property it may, with the consent of Ladysmith, such consent not to be unreasonably withheld, assign the licence to the purchaser by way of written addendum to this Agreement.

- 6.2 If the purchaser does enter into an agreement with Ladysmith for assignment of the encroachment prior to the closing date, section 5.2 shall apply.

7.0 INSURANCE

- 7.1 The Owner agrees to maintain through the Term liability insurance with limits of no less than \$2,000,000 (two million dollars) per occurrence, inclusive of bodily injury, death and property damage. The coverage must insure the Owner with respect to liability arising out of the Owner's use and occupation of the Encroachment Area and Ladysmith must be added as an additional insured to the policy.
- 7.2 The Owner must provide Ladysmith with evidence of the insurance in accordance with section 7.1 on an annual basis or when any coverage changes occur. The insurance must not be cancelled or changed without 30 days' notice to Ladysmith.

8.0 INDEMNIFICATION

- 8.1 The Owner agrees to release and save harmless Ladysmith, its elected and appointed officials, agents and contractors from and against all manner of liability, actions, causes of action, demands, damages, losses, costs or expenses (including legal costs on a solicitor-client basis) for property damage, personal injury, including severe bodily injury or death in any way occurring, arising out of the use of or attributable to the use or occupation of the Encroachment Area and the deck by the Owner.
- 8.2 The Owner agrees to indemnify Ladysmith from and against all claims of actions, causes of action, expenses (including legal costs on a solicitor-client basis), damages, loss, including severe bodily injury or death, suffered by any person, including members of the general public, sustained while using the Encroachment Area, including if such injury or loss is caused by the negligence of Ladysmith, its employees, elected and appointed officials, agents or contractors.

9. NOTICE

- 9.1 Any required notice may be given by delivering the notice in writing to the address first written above or such other address as the parties may provide in writing from time to time.

10. INTERPRETATION

- 10.1 (a) That when the singular or neuter are used in this Agreement they include the plural or the feminine or the masculine or the body politic or corporate where the context or the parties require.
- (b) The headings to the clauses in this Agreement have been inserted as a matter of convenience and for reference only and in no way define, limit or enlarge the scope or meaning of this Agreement or any provision of it.
- (c) That this Agreement shall ensure to the benefit of and be binding upon the parties hereto and their respective heirs, executors, successors, administrators and permitted assignees.
- (d) This Agreement shall be construed in accordance with and governed by the laws applicable in the Province of British Columbia.

- (e) All provisions of this Agreement are to be construed as covenants and agreements as though the word importing covenants and agreements were used in each separate paragraph.
- (f) A provision in this Agreement granting Ladysmith a right of approval must be interpreted as granting a free and unrestricted right to be exercised by Ladysmith in its discretion.
- (g) This is the entire agreement between the parties.

IN WITNESS WHEREOF the parties hereto have set their hands and seals as of the day and year first above written.

TOWN OF LADYSMITH, by its authorized
signatories

Name:

Name:

SIGNED, SEALED AND DELIVERED
in the presence of:

Witness Name:

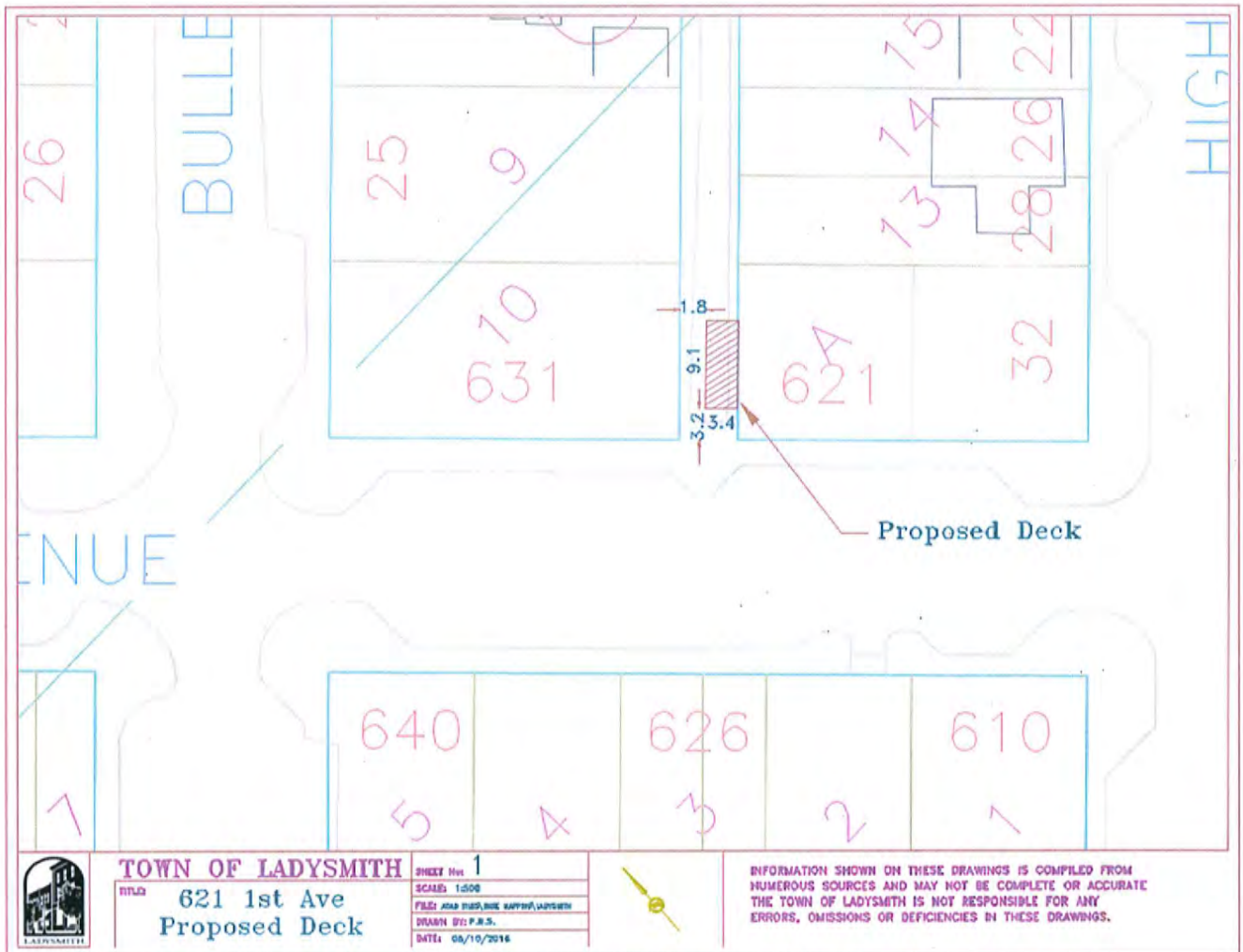
Occupation

Address

Legion Representative

Legion Representative

SCHEDULE A





Town of Ladysmith
STAFF REPORT

To: Council
From: Ruth Malli, City Manager
Date: May 10, 2016
File No:

RE: Installation of Garbage Cans in the Downtown Core

RECOMMENDATION(S):

Given that the Ladysmith Downtown Business Association and the Ladysmith Chamber of Commerce have provided support letters and that the funding is in place;

That Council direct staff to proceed with the installation of garbage cans in the downtown core as previously proposed and to continue to investigate households and businesses in the downtown core who have not arranged for their own garbage pick-up.

PURPOSE:

The purpose of this report is to review consideration of the installation of fewer, but larger garbage cans in the downtown core.

INTRODUCTION/BACKGROUND:

This project was funded in 2015 and the receptacles have been purchased. When the installation commenced in late fall, concern was expressed about the size and shape of the cans. Council directed staff to not proceed with the replacement of the cans and to bring back options for consideration. Staff brought options and the matter was referred to the Ladysmith Downtown Business Association and the Development Services Department. Although not part of the motion, the input of the Chamber of Commerce was also sought.

To investigate the root cause of the issue of overflowing garbage cans, staff also analyzed billing and building data and have identified buildings that may not have private garbage pick-up arrangements. It is recommended that staff work with the building owners to ensure they are not using the downtown garbage cans for residential and business garbage.

The Development Services Department has provided comment, which does not support the installation of the cans and would require additional funding to implement. The Ladysmith Downtown Business Association and the Ladysmith Chamber of Commerce have provided letters of support for the installation as recommended and are included in this report.

SCOPE OF WORK:

Installation of the receptacles is funded.

ALTERNATIVES:

Council can choose to not proceed with the installation and direct staff to repurpose the receptacles into other areas. The additional funding required to continue to empty the smaller receptacles is approximately \$6500 annually.

FINANCIAL IMPLICATIONS:

The project is funded. If the project does not proceed as recommended, additional funding is required to purchase and empty receptacles.

LEGAL IMPLICATIONS:

None.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Garbage in the downtown core is a concern for business owners, citizens and visitors.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Development services provide the following comments:

First Avenue from Roberts to High St.

1) Retain the 5 installed big garbage cans on First Avenue @ (note: these bins can be challenging for the user as the flap is difficult to push in and will get dirty, sticky and messy with use.)

Kitchener – Eagles

French St. – vet clinic

Symonds – 49th bus stop

Symonds – east side Bus stop

Tim Hortons

Consider black powder coating the basket for recyclable bottles.

Leave the skirting in place.

Regular washing of the lids / flap during the tourist season

(If Council wishes we will research photos but we don't think that is necessary for these five. We do not recommend making garbage cans part of an interpretive route.)

2) Purchase 8 new 100L garbage cans for Roberts to High Street (see style in photo) with a top covering to keep out the crows

3) The 8 new garbage cans could be located on First Avenue @ these locations, subject to site review.

Roberts Street – Royal LePage/Uforik and Barnacle Barneys

Gatacre Street – RBC and Old Town Bakery

High Street – CIBC and Temperance Hotel

Buller – Sporty

Kitchener – Bus stop at Dunsmuir Square/Library

4) All other existing 75L garbage cans are removed in the High to Roberts section where they would be replaced with new 100L.

RESOURCE IMPLICATIONS:

The project can be completed within existing resources.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

The Sustainability Visioning Reports calls for 'great streets', particularly in the downtown core.

ALIGNMENT WITH STRATEGIC PRIORITIES:

Recommendation considers the following Strategic Priorities: Alignment with Welcoming Visitors and Support investment in Downtown Core and Ladysmith is Open for Business.

SUMMARY:

Council has referred the installation of garbage cans back for consideration and input from another department as well as the Ladysmith Downtown Business Association (LDBA). The LDBA and the Chamber of Commerce have provided letters of support for the proposed receptacles. The Development Services Department has provided comment that does not support proceeding with the installation, this recommendation is not funded. It is the recommendation of the City Manager that the original installation proceed as originally proposed.

ATTACHMENT:

Letter from Ladysmith Downtown Business Association

Letter from Ladysmith Chamber of Commerce



P.O. Box 598
33 Roberts Street
Ladysmith, B.C. V9G 1A4

T 250 245 2112
F 250 245 2124
E info@ladysmithcofc.com
www.ladysmithcofc.com

May 2, 2016

To Whom It May Concern:

The purpose of this letter is to extend support on behalf of the Ladysmith Chamber of Commerce for the installation of the proposed in-ground waste collection receptacles.

As an organization we support these receptacles for the following reasons:

1. Increased capacity to keep the downtown core looking clean and tidy. Far too often one can walk or drive down 1st Avenue and find numerous garbage containers overflowing and trash littering the streets around them. While we recognize the proposed in-ground receptacles are considerably larger and not quite as attractive (when empty) as the present option we believe this to be more than compensated by the ability of the proposed receptacles to eliminate the clutter and litter that occurs when the present containers overflow.
2. Similar to the overflow issue, the stench from the current garbage cans (particularly in the summer time -- a.k.a. peak tourism season) can be overwhelming at times. We believe the capacity of the in-ground system to control odours is a significant benefit.
3. Finally, the fact that the proposed in-ground receptacles can accomplish the forgoing while also being significantly more cost effective (i.e. estimated at \$6,500 less expenditure per year) make this investment seem very logical.

For the reasons stated here the Ladysmith Chamber of Commerce strongly recommends that Council proceed with the implementation of the in-ground waste collection receptacles as soon as possible and prior to peak tourism season if possible.

On behalf of the Ladysmith Chamber of Commerce,

Mark Drysdale
Manager



**LADYSMITH
DOWNTOWN**
BUSINESS ASSOCIATION

P.O. BOX 2462
LADYSMITH, B.C. V9G 1B8
INFO@LADYSMITHDOWNTOWN.COM
WWW.LADYSMITHDOWNTOWN.COM

6 May 2016

Mr. Aaron Stone
Mayor - Town of Ladysmith
410 Esplanade, Ladysmith, BC
V9G 1A2

Dear Mr. Stone,

It is our pleasure as the Ladysmith Downtown Business Association (LDBA) to write a letter in support for the Downtown Garbage Can Proposal being submitted to the Town of Ladysmith and Town Council.

The LDBA currently represents eighty-five downtown businesses. We work on a number of different initiatives to help cultivate a vibrant downtown community for our members. Upon review of the Downtown Garbage Can Proposal we are excited that the new cans will help decrease the Town's overall net costs, create a lower carbon footprint and provide greater storage capacity.

The LDBA's only concern with the Downtown Garbage Can Proposal is the possibility of more garbage on the streets as a result of going from the current number of garbage cans of twenty-seven to the proposed amount of thirteen. We understand that studies have been done to identify placement of cans to limit this from occurring. It is our recommendation that a review of the garbage can placements be done by the Town of Ladysmith after one year to ensure that the thirteen cans and their placements are sufficient to meet the downtown needs.

In conclusion, we fully support your efforts of advancing the Downtown Garbage Can Proposal and look forward to working with you on more downtown projects in the future.

Sincerely,

Ladysmith Downtown Business Association

EXECUTIVE:

PRESIDENT: Paul Mycroft, Market 2 All
VP: Jonathan Zeiler, Chroma Paint & Design
TREASURER: Tina Fabbro, Community Link Connexions
SECRETARY: Scott Bastian, Chroma Paint & Design Inc
PAST PRESIDENT: Lesley Parent, 49th Parallel Printers

DIRECTORS:

Paul Joy, Antique Addict
Erika Massong, VI Physiotherapy Clinic
Kathy Holmes, Waterfront Art Gallery
Allen McDermid, TAKE 5 Publications
Rich Huggins, Active Solutions Health + Sport

TOWN OF LADYSMITH

BYLAW NO. 1905

A bylaw to provide for the appointment of Officers for the Town of Ladysmith and to prescribe the powers, duties and responsibilities of such officers including the delegation of authority.

WHEREAS Council must, by bylaw, establish officers' positions having responsibility under the *Community Charter*, SBC 2006 c. 26;

AND WHEREAS Council may, by bylaw, delegate certain powers, duties and functions to its officers and employees;

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

Citation

1. This bylaw may be cited for all purposes as the "Ladysmith Officers and Delegation of Authority Bylaw 2016, No. 1905".

Definitions

2. In this bylaw:

"Approving Officer"	Has the same meaning as "Approving Officer" in the Town of Ladysmith Subdivision and Development Servicing Bylaw 2013, No. 1834;
"Bylaw"	Means this Ladysmith Officers and Delegation of Authority Bylaw 2016, No. xxxx;
"Department Director"	As defined in Schedule 'A', attached to and forming part of this bylaw;
"Department Manager"	As defined in Schedule 'A', attached to and forming part of this bylaw;
"Emergency"	Means a situation which may endanger the health and/or safety of any Town employee, member of the public or Town asset, as declared by Council;
"Employee"	Means a person employed by the Town of Ladysmith other than a Statutory Officer;
"Financial Plan"	Has the same meaning as "financial plan" as defined in the <i>Community Charter</i> ;
"Panhandle Parcel"	Has the same meaning as "Panhandle Parcel" in the Town of Ladysmith Subdivision and Development Bylaw 2013, No. 1834;
"Special Event"	Means any organized event or gathering taking place on Town-owned property for a limited or fixed duration;
"Special Occasion License"	Means a special occasion license issued pursuant to the <i>Liquor Control and Licensing Act</i> , RSBC 1996, c. 267;
"Statutory Officer"	Means a person appointed under Section 146 of the <i>Community Charter</i> ;
"Town"	Means the Town of Ladysmith;
"Zoning Bylaw"	Means the "Town of Ladysmith Zoning Bylaw 2014, No. 1860".

Establishment of Statutory Officer Positions

3. The person holding the position of Chief Administrative Officer is established as a Statutory Officer of the Town.
4. The person holding the position of Director of Corporate Services is established as a Statutory Officer of the Town.
5. The person holding the position of Director of Financial Services is established as a Statutory Officer of the Town.
6. Nothing in this Bylaw shall prevent the appointment of the same person to two or more offices or positions.
7. The selection and appointment of the Chief Administrative Officer shall be made by Council.
8. The selection and appointment of all Department Directors is delegated to the Chief Administrative Officer.
9. The selection and appointment of the acting Chief Administrative Officer for a consecutive period of less than one month is delegated to the Chief Administrative Officer.
10. The selection and appointment of the acting Chief Administrative Officer for a consecutive period of greater than one month shall be made by Council.

Power and Duties of the Chief Administrative Officer

11. The Chief Administrative Officer has the following duties, powers and functions:
 - a. fulfilling the powers, duties and functions applicable to the Chief Administrative Officer described in Section 147 of the *Community Charter*;
 - b. selecting and appointing the Statutory Officers and other Department Directors of the Town;
 - c. determining the compensation of non-union employees in accordance with the corporate policies and budgets established by Council;
 - d. appointing, promoting, disciplining, and suspending any employee of the Town, and terminating any employee of the Town other than Statutory Officers, subject to any contract of employment or collective agreement in force;
 - e. subject to Council approval, negotiating all collective agreements;
 - f. implementing all Council approved policies and directives;
 - g. preparing and submitting such reports and recommendations as may be required by Council;
 - h. retaining legal counsel on behalf of the Town;
 - i. assigning additional responsibilities to a Statutory Officer, including acting on behalf of another Statutory Officer in his or her absence; and
 - j. designating an acting Chief Administrative Officer to act in his or her absence, pursuant to section 9 hereof.

Powers and Duties of the Director of Corporate Services

12. The Director of Corporate Services has the powers, duties and functions described in Section 148 of the *Community Charter* and other provisions applicable to the Corporate Officer in the *Community Charter* or any other enactments.
13. Council hereby delegates to the Director of Corporate Services the following powers, duties and functions:
 - a. approving applications for temporary private uses of municipal streets, including, but not limited to, parades, walk-a-thons, fundraisers and races;
 - b. entering into leases of two years or less and the ability to set rental rates and conditions associated with these leases;
 - c. approving the location and use of fireworks in accordance with Cowichan Valley Regional District Bylaw No. 39 – Fireworks Sale and Discharge Regulation Bylaw, 1970 and in consultation with the Fire Chief;

- d. the power to accept a restrictive covenant or amendment to a restrictive covenant under section 56 of the *Community Charter* or section 219 of the *Land Title Act*;
- e. the power to execute on behalf of the Town a discharge of a restrictive covenant referred to in subsection (d) which is no longer required or is to be replaced;
- f. the power to acquire a statutory right of way or easement or amendment to a statutory right of way or easement on behalf of the Town in connection with the operation of a sewer, water or drainage works, or for other purposes, such as trails or pedestrian or vehicular access;
- g. the power to execute a discharge of a statutory right of way or easement referred to in subsection (f) which is no longer required by the Town or is to be replaced;
- h. the power to enter into a lease or license of real property or a renewal or amendment of a lease or license of real property necessary or convenient for the operation and maintenance of the works or activities of the Town;
- i. despite subsection (h), the delegation of authority under subsection (h) does not include a lease or license of real property having a term, including all extensions or rights of renewal, greater than 2 years.

Powers and Duties of the Director of Financial Services

- 14. The Director of Financial Services has powers, duties and function applicable to the Financial Officer in accordance with Section 149 of the *Community Charter* and other provisions applicable to the Financial Officer in the *Community Charter* or any other enactments.
- 15. The Director of Financial Services is authorized to administer any system of discount, interest, penalty, payment and refund of fees established by bylaw.

Powers and Duties of the Director of Parks, Recreation and Culture

- 16. Council hereby delegates to the Director of Parks, Recreation and Culture the following powers, duties and functions:
 - a. approving Special Events on land reserved, dedicated, or held for park purposes, where such use is consistent with the Zoning Bylaw and any restrictions on title;
 - b. approving Special Occasion Licences pertaining to the aforementioned Special Events obtained in accordance with the *Liquor Control and Licensing Act*, RSBC 1996, c. 26.
- 17. The Director of Parks, Recreation and Culture is hereby authorized to administer any system of discount, interest, penalty, payment, and refund of fees associated with any parks or recreation facility or program, pursuant to the Town of Ladysmith Community Centre and Facilities Fees and Charges Bylaw 2015, No. 1884 in accordance with applicable policies established from time to time by Council.

Powers and Duties of the Director of Infrastructure Services

- 18. Council hereby delegates to the Director of Infrastructure Services the powers, duties and functions with respect to approving the location, designation and control of on-street parking and loading areas, in accordance with the conditions specified in Streets and Traffic Bylaw No. 1309.

Powers and Duties of the Director of Development Services

- 19. Council hereby delegates to the Director of Development Services the powers, duties and functions to issue development permits for signage and façade improvements, and issue amendments to development permits.

Powers and Duties of Approving Officer

- 20. Council hereby delegates to the Approving Officer the powers, duties, and functions under section 512(2) of the *Local Government Act* to approve the subdivision of land into parcels, including Panhandle Parcels, that do not have a minimum highway frontage greater than:
 - a. 10% of the perimeter of the parcel that fronts the highway; and
 - b. the minimum highway frontage required by the Town of Ladysmith Subdivision and Development Servicing Bylaw 13, No. 1834.

Delegation of Purchasing Authority

21. Council hereby delegates all of the powers, duties and functions of Council to authorize the execution of contracts and purchases of goods and services on behalf of the Town to the Department Director for the department for which the goods and services are to be provided, as approved in the Financial Plan, and subject to the monetary limits set out in Schedule 'B', and the Town's Purchasing Policy as adopted by Council and amended from time to time, and any applicable enactments or the New West Partnership Trade Agreement.

Delegation to Persons Holding Position

22. Where this Bylaw delegates a power, duty or function to a Statutory Officer or other Department Director, the delegation of the power, duty or function is to the person who holds the position and to any person who is the deputy of that person, or other person appointed to act in the place of that person.

No Delegation by a Delegate

23. For clarity, a person to whom a power, duty or function has been delegated under this bylaw has no authority to further delegate to another person any power, duty or function that has been delegated by this bylaw.

Reconsideration by Council

24. A decision of a delegate may be reconsidered by Council on submission of a written request for reconsideration to the Director of Corporate Services, within thirty days after the decision is delivered to or made available to the applicant.
25. The request for reconsideration must include the following:
- a. the applicant's address for receiving correspondence related to the request for reconsideration;
 - b. a copy of the written decision;
 - c. reasons why the applicant wishes the decision to be reconsidered by Council;
 - d. the decision which the applicant requests be made by Council;
 - e. reasons in support of the decision requested from Council; and
 - f. a copy of any documents which support the applicant's request for reconsideration by Council.
26. At the reconsideration of a decision, the applicant is entitled to be heard by Council in person or by a representative.
27. The Council may, following completion of its reconsideration, do one or more of the following:
- a. confirm all or part of the delegate's decision;
 - b. set aside all or part of the delegate's decision;
 - c. amend the delegate's decision or make a new decision.
28. The Council may adjourn a reconsideration under this section.

Notice of Reconsideration

29. The Director of Corporate Services must, upon receiving an application for reconsideration:
- a. place the request for reconsideration on the agenda for a regular meeting of Council to be held at least two weeks after the date on which the request for reconsideration is delivered to the Director of Corporate Services;
 - b. notify the applicant of the date for reconsideration by regular mail sent to the applicant's address provided under Section 25.

Repeal

30. Delegation Bylaw 2007, No. 1614 and any and all amendments are hereby repealed.

READ A FIRST TIME on the	day of	, 2016
READ A SECOND TIME on the	day of	, 2016
READ A THIRD TIME on the	day of	, 2016
ADOPTED on the	day of	, 2016

Mayor (A. Stone)

Corporate Officer (S. Bowden)

TOWN OF LADYSMITH**OFFICERS AND DELEGATION OF AUTHORITY BYLAW 2016, No. 1905****Schedule 'A'**

In this Bylaw:

"Department Director"

Includes the following positions:

Director of Corporate Services
Director of Financial Services
Director of Development Services
Director of Infrastructure Services
Director of Parks, Recreation and Culture

"Department Manager"

Includes the following positions:

Manager of Administration
Manager of Public Works
Manager of Accounting Services
Manager of Human Resources

TOWN OF LADYSMITH**OFFICERS AND DELEGATION OF AUTHORITY BYLAW 2016, No. 1905****Schedule 'B'**

This schedule refers to the approvals required for various procurement levels. Other than in emergencies, budget approval is required before procurement begins.

Value of Purchase or Contract	Commitment Authority
Less than \$2,999.99	Employees designated by Department Directors.
\$3,000.00 to \$9,999.99	Department Managers.
\$10,000.00 to \$24,999.99	Department Directors.
\$25,000.00 to \$249,999.99	Approval of the Chief Administrative Officer together with the Approval of the Director of Financial Services.
Greater than \$250,000.00	Recommendation to award to be approved by Town Council.

nutsumaat syaays

May 8th, 2016

Mayor and Council
Town of Ladysmith
P.O. Box 220
Ladysmith, B.C. V9G 1A2
Attn Mayor A. Stone



Ladysmith
Secondary School



Dear Mayor Stone and Council members

We are working on having a permanent "welcoming figure" erected in the foyer of Ladysmith Secondary School. As well as the welcoming figure there will be a "coast Salish carving shed" and 4 symbolic long house poles. All of the carving is being done by John Marston. It will also involve teachings by the elders on community history and culture. There will be opportunity for students to be part of the process.

below is a "description" of the initiative which can explain it better...

To establish a permanent First Nation's cultural presence in the entrance foyer of Ladysmith Secondary School through a year long engagement with elders, local artists and our school community. Ladysmith Secondary is located in the traditional territory of the Stz'uminus First Nation. Despite a large population of First Nations students in the school, there is limited visible evidence within the school of their traditional culture.

Stz'uminus is a coastal region, in which carving has traditional and cultural significance. This remains true today. Through intergenerational teachings, students will gain skills and knowledge offered by local carvers and artists, elders, community members and secondary school students, in celebration of traditions, culture and art, this installation, in our school foyer, will welcome visitors to Ladysmith Secondary School and indicate that we are working together to bring greater cultural understanding to the Ladysmith school community.

We have attached a couple of pages of information about the initiative as well as some pictures showing how it has progressed to this point.

... I guess you might get an idea of where I am heading... and hoping that the Town of Ladysmith might see this as something that they can support.

The project is hoping that the Town will see value both educationally as well as culturally. We have a commitment from Fortis for \$10,000 as well as the local Credit Union for \$1,000 and the Nanaimo Airport has donated \$1,000 and also a \$10,000 grant from Arts In The Classroom to enable the project to get this far.

It is the goal to raise an additional \$40,000 from as many sources as possible. Hopefully the the Town of Ladysmith sees the long term benefit of this project and would be interested in becoming a sponsor. It's not our goal to have one business or group to sponsor the whole thing (would sure make the project advance quicker) ... as it all adds up. We are asking for the Town to hopefully donate \$5,000. All donors will be publicly acknowledged as well as mentioned in all media releases. There will also be permanent recognition at the project in the carving shed with logos and traditional Coast Salish artwork.

Please feel free to contact me at any time for more info or if you have questions.

Sincerely
Moira Dolen

Aboriginal Educator/Project Chair
Ladysmith Secondary School

nutsumaatsyaays



Welcome Pole project at Ladysmith Secondary

"We would like to bring aboriginal education to the forefront of our school's journey. We would like to continue a conversation with our school community about truth... about reconciliation."

Those are the opening words to a poster about *nutsumaatsyaays*, which means "working together as one" in the Coast Salish language of the Stz'uminus First Nation.

It's the spirit behind a year-long project at Ladysmith Secondary School which will see Stz'uminus master carver John Marston installing a Coast Salish welcome figure in the foyer of the school.

The journey is part of the story, though, and the carving will be an educational experience and 'transformative journey' from start to finish.

"We would like to have that 20' tall figure carved in the foyer of our building," says an information sheet from the school.

"We would like that carving to take place in a traditional Coast Salish house in the foyer of the school, accompanied by the teachings of elders."

Said LSS Principal Margaret Olsen, "The *nutsumaatsyaays* is an exciting project."

A grant of \$10,000 from Artists in the Classroom will help get things started. Timberwest has donated a 40 foot red cedar log, which was transported to Ladysmith, where it is being stored so that it can dry naturally. Community members and partners have donated \$25,000 in materials and labour.

That's a great start which "brings together the Ladysmith community with the Stz'uminus First Nation community in a year-long cultural art project," says an information release.

But more is needed – \$50,000 more – to reach the \$75,000 *nutsumaatsyaays* fundraising goal.

"This project cannot succeed without the kindness and generosity of our partners," say organizers. People interested in the project, and anyone wanting to support it, can contact Moira Dolen or William Taylor at 250-245-3043.



Working together as one

The start of the journey of the welcoming figure

not all the way... but up to April 26, 2014



John examines the log with TimberWest scaler



The log is loaded onto Town of Ladysmith truck



Half the log for the long house poles at Sawmill direct.



Timbers for long house poles ready to leave Sawmill Direct



The folks that helped to unload longhouse timber in front of the log



Steve Stupich supplying lumber for the carving house



Kevin Koster, volunteer engineer, examines plans



Stz'uminus students help build carving shed



The first class learning about the Coast Salish culture



Stz'uminus Chief, John Elliot, thanks carver John Marston



Traditional welcoming of the carver during the blessing ceremony



Luke Marston talks to students from Stz'uminus and Ladysmith



The cedar "brushing" of the timbers for the long house



Coast Salish carver, John Marston, begins the job of adzing the cedar

.... and the story ... so far

THE GOAL: To establish a permanent First Nation's cultural presence in the entrance foyer of Ladysmith Secondary School through a year long engagement with elders, local artists and our school community. Ladysmith Secondary is located in the traditional territory of the Stz'uminus First Nation. Despite a large population of First Nations students in the school, there is limited visible evidence within the school of their traditional culture. Stz'uminus is a coastal region, in which carving has traditional and cultural significance. This remains true today. Through intergenerational teachings, students will gain skills and knowledge offered by local carvers and artists, elders, community members and secondary school students, in celebration of traditions, culture and art, this installation, in our school foyer, will welcome visitors to Ladysmith Secondary School and indicate that we are working together to bring greater cultural understanding to the Ladysmith school community.

THE PROJECT: Coast Salish welcoming figures are both a sophisticated art form and a symbol of cultural identity. Carved from old growth cedar, the process of creating a figure is rich in history, art and culture. In building a traditional figure, we plan to follow traditional teachings and protocol throughout the process. This project teaches the beautiful art of carving while also enriching the culture of our school through oral tradition and teachings.

The art we will be creating will be a concrete representative of the idea that we need to work together as a community to move forward (pulling together). Each service group and business which supports students at our school will have traditional art mounted as part of the installation. Together, these art pieces, painted by Ladysmith Secondary School students will show visitors the community support in place for our youth.

THE PROCESS: Ladysmith Secondary Aboriginal Education will work in collaboration with local artists, as well as our existing Art and Woodwork programs to create a holistic learning experience for students throughout this project. Our end goal is to help celebrate our first peoples' culture, and help create a greater sense of welcoming and belonging within our school. Together, as one installation, the welcoming figure, carving shed, etc. will invite students, staff, and the larger community to recognize the historical significance of where we are, and the current cultural challenge of how we can work together. *The project symbolizes unity, strength and teamwork.*

Students will work with world-renowned Stz'uminus First Nation artist and storyteller, John Marston, in the design and carving of a traditional welcoming figure. Through traditional teachings, students will be guided throughout the process of preparing, carving, designing and painting, combining the rich art of Northwest Coast oral tradition with the artistry of carving and traditional Coast Salish Art.

Pulling Together is a mentor based project. Students from both Stz'uminus and Ladysmith will be directly involved throughout the entire process, from designing to creating and celebrating. Students in Art, Woodwork, Social Studies and Language Arts will have opportunities to watch and learn throughout this process, with hopes that every student in our schools will engage with the artist and teachings. As the cedar is adzed to a rough finish and the carving shed is constructed, students will have an opportunity to strip the bark and outer layers.

A smaller number of students will be working directly with the artist in the design and finishing of the figure. We estimate 25-30 Aboriginal and non-Aboriginal students will participate in the fine details of finalizing the project. It is these students who will also be active in the creation and designs of ancillary items.

As this is a school-wide project, we will end with a school assembly and celebration as we complete the final project. The ceremony will be rich in Coast Salish teachings and culture, once again incorporating the art of oral traditions and ceremony with the art of traditional carving.

THE ASK: The project is seeking financial support. There has been successes in securing the old-growth red cedar log as well as in transportation, milling, engineering, etc but the final completion will not be possible without financial support. We hope that you can see the immediate as well as long term benefit in our young people working together... it's a continuation of a better understanding and fellowship.



nutsumaat syaays



Ladysmith
Secondary School
250.245.3043

Our school community would like to bring aboriginal education and understanding to the forefront of our learning journey. We would like to continue a conversation with our school community about truth ... about reconciliation.



World famous Stz'uminus First Nation Carver, John Marston, with the old growth red cedar log donated by TimberWest.

To that end, we are embarking on a transformative journey. Stz'uminus First Nation master carver, John Marston, has been asked to help us in the project. This unique undertaking will involve installing a Coast Salish Welcoming Figure in the foyer of Ladysmith Senior Secondary School. As part of the understanding process a 16' tall Welcoming Figure will be carved in the main foyer of our school inside a traditional Coast Salish house. A goal of the journey is to have teachings by the Elders happening alongside the carving.

nutsumaat syaays

"working together as one"

Bringing together the Ladysmith Community with our neighbouring Stz'uminus First Nation Community in a cooperative year long cultural art project.



Pictured above is a "stylized" version of a First Nation carving shed similar to what is to be constructed at L.S.S.

Join Us On The Journey...

Now comes the time when we look to the community for help.

The project has acquired a \$10,000 grant from Artists In The Classroom as well as TimberWest Forest Products has donated the 44' old growth red cedar log.

To reach the "end of the journey" we need almost \$75,000. To date the project has received almost \$25,000 in materials and labour through the generosity of community members and partners. Members of the Ladysmith High School community are working hard on making this vision a reality... and are asking for your help! For generations the Welcoming Figure will be a hallmark of not just Ladysmith Secondary School but it will be a beacon for many, many community activities and we hope that you want to be part of it!

This community project cannot succeed without the support and generosity of partners. If you, or your company, would like to be involved, please contact Moira Dolen or William Taylor at Ladysmith Secondary School at 250-245-3043.



Parks, Recreation, and Culture Masterplan - Implementation Plan

No.	Recommendation	Item Type	Priority	Timing	Relative Cost
			High	Short: 1-3 years	\$ - Under 50,000
		Capital (C) or Operations (O)	Medium	Medium: 4-6 years	\$\$ - 50,000-250,000
		Ongoing	Long: 7-10 years	\$\$\$ - 250,000-1M	
N/A - part of Everyday Work					
5.3 Parkland Acquisition					
1	Consider acquisition and development of active recreation parkland in the Holland Creek Area Plan and the preservation of open space lands via the designation of slopes in excess of 30% and lands with a High Environmentally Sensitive Area (ESA) rating around the Heart Creek and Arbutus Hump lands.	O	Low	Long	N/A
2	Preserve the exterior lands around the former Davis Road Elementary School building for public parkland.	O	Medium	Short	\$\$
5.4 Park Planning and Development					
1	Target the enhancement and enlargement of waterfront parkland and amenities to establish the waterfront as a natural extension of a hillside seaside by undertaking a comprehensive park masterplan exercise for the waterfront public lands, inclusive of the of the following items: - A seawall along the oceanside frontage of Transfer Beach park, continuing in a northwesterly direction along public lands - Development of a waterfront cultural core and heritage park in the vicinity of the Machine Shop - Enhancement and continuing development of the Transfer Beach amenities - Incorporation of waterfront accommodations (camping facilities for major events) to attract visitors and complement existing events - Creation of a pedestrian highway overpass at High Street and Highway 1 to connect downtown with the waterfront as part of a cultural corridor - Develop improved access/boat launching for kayaks and other small watercraft at Transfer Beach. Provide a drop off area and designated parking for longer term users.	O/C	High	Short	\$\$\$\$
2	Explore the creation of an off-road Trans Canada Trail alignment within the Town boundaries and improve connections to the trail.	O/C	Medium	Long	\$\$\$
3	Consider the development of active transportation corridors throughout the community to promote alternative transportation methods and safe routes to schools. Incorporate infrastructure (i.e. bike storage lockers) to promote cycling.	O/C	Medium	Long	\$\$\$
4	To achieve adequate provision through the Town of Ladysmith, community feedback has confirmed the need for off-leash dog exercise areas south of Holland Creek, one north of Holland Creek and one at Transfer Beach Park. Based on this, the following approach will apply: Winter programming The off-season usage of fenced athletic fields for off-leash dog exercise at the following sports fields: - High Street Little League Park - Holland Creek Park – small ball diamond field Recommended Sites - Install a fenced, off-leash area at the Transfer Beach upper park area (currently used as off-leash area) leaving the remaining upper area as on-leash, or possibly off-leash during winter months. Add maps and signage for area describing the boundaries of off-leash - Partner with School District 68 in the creation of a temporary, fenced off-leash dog exercise area at the former Davis Road Elementary School. - The installation of a temporary, fenced off-leash area at Forrest Field/Lot 108 pending the development of additional sports fields. Pilot Sites On a trial basis, explore the development of permanent, fenced off-leash dog exercise areas at the following parks: - Kinsmen Park and Playground (Brown Road) – utilizing the western portion of the park, observing an appropriate riparian setback from Rocky Creek - Holland Creek Park – small ball diamond field (this would become a permanent site upon the development of additional sports fields at Forrest Field/Lot 108 - The BC Hydro property located at 6th Avenue and Methuen Street - A portion of the uphill lands at Transfer Beach Park currently used as an unfenced, off-leash exercise area	O/C	High	Short/Medium	\$\$
5	Explore the diversification of the Ladysmith Golf Course lands through multi-use programming such as disc golf, and develop a master plan for the future of the Holland Creek Ball fields	O/C	Medium	Medium	\$\$
6	Expand on the existing skate park with the incorporation of additional skate park elements and the design and development of a bike skills park	O/C	Medium	Long	\$\$\$
7	Develop in partnership with regional Sport Tourism a strategy for the Town that promotes the use of hiking and biking trails and waterfront parkland along with sports facilities.	O	Low	Long	\$\$
8	Develop an outdoor fitness park for adults	C	Medium	Medium	\$\$
9	Ensure the adequate provision of site furniture in all parks, in particular, the provision of picnic tables	C	Ongoing	Long	\$\$
10	Review priorities for sports fields and amenities and update the siteplan for Lot 108. Develop as per the site plan once funding is available.	O/C	High	Medium	\$\$\$\$
11	Development of the cluster of public land encompassing the Spirit Square, Ladysmith Resources Centre and Ball Field into a downtown 'public hub'	C	Low	Long	\$\$\$
12	Incorporate First Nation teachings and cultural landscape into the parks system in partnership with the Stz'uminus First Nation	O/C	Ongoing	Long	\$\$\$
13	Consider the development of a landscape design guideline document that would provide direction on the following: - Utilization of native and/or drought tolerant plant species – an 'Island-inspired' plant palette - Where an irrigation system is required, that new park construction projects undertake the development of a hydro zone plan, landscape water conservation irrigation report (landscape water budget) and irrigation design plan - The audit of existing park irrigation systems and the determination of water consumption and methods to reduce water use - The development of an invasive species control plan, in conjunction with volunteer organizations	O	Ongoing	Short	N/A
14	Consider the development of a Parks Brand and Visual Identity Guidelines document that would provide direction on the following: - Park address signage - Wayfinding and trail signage - Regulatory signage - Interpretive signage	O	Ongoing	Short	N/A
5.5 Park Partnerships					
1	Create a development framework in partnership with CVRD for regional and municipal park collaboration projects	O	Ongoing	Medium	N/A
2	Improve playability and bookability of School District #68 sport fields via the formalization of an operating agreement and maintenance and programming by Town of Ladysmith staff (Joint Use Agreement)	O	High	Medium	\$\$\$\$
3	Explore linear park opportunities and secure public access easement along the BC Hydro right-of-way corridor at the southern boundary between the Town of Ladysmith and CVRD	O	Low	Long	\$\$\$
4	The creation of a Ladysmith destination-oriented attraction and community loop trail that encompasses the waterfront, ATC's and the Holland Creek Trail and Regional Parkland	O/C	Medium	Long	\$\$\$
5	Investigate a trail to Stz'uminus First Nation	O	Ongoing	Medium	\$\$
6	Explore a P3 partnership for the management of boat launch and parking facilities.	O	Ongoing	Medium	\$\$

No.	Recommendation	Item Type Capital (C) or Operations (O)	Priority	Timing	Relative Cost
			High	Short: 1-3 years	\$ - Under 50,000 \$ - 50,000-250,000
			Medium Low Ongoing	Medium: 4-6 years Long: 7-10 years	\$\$\$ - 250,000-1M \$\$\$\$ - Over 1M N/A - part of Everyday Work
6.2 Frank Jameson Community Centre					
1	Proceed with the Facility Condition Assessment as part of the Asset Management Plan.	C	High	Short	\$
2	Consider the need for a larger fitness space and additional/updated equipment in the capital planning process.	C	Medium	Medium	\$\$
	Undertake a small feasibility exercise on the cost of developing a flexible space.	C	High	Short	\$
3	Determine remaining lifespan of pool facility, and create plan to replace. In the interim review options to improve the youth centre space including accommodation of additional uses, and undertake minor improvements in the pool area and change rooms.	C	High	Short	\$
4	Redevelop youth centre space	C	Medium	Medium	\$\$\$
6.3 Aggie Hall					
5	That the waiving of fees for usage of the facility be reviewed to find an equitable solution that provides some revenue to the Town for operating expenses, while still providing an affordable space for community organizations.	O	Medium	Short	N/A
6	Review opportunities to offer additional programs at Aggie Hall.	O	Medium	Ongoing	N/A
7	Increase parking around Aggie Hall for both Hall and Field users	C	High	Short	\$
6.4 Machine Shop					
8	That the Machine Shop Advisory Group undertake a comprehensive Visioning Process for this facility. - "Define the space" in consultation with stakeholders - current and prospective tenants, potential partners and users - Vision to address the operating structures, partnerships, capital and operating costs - Review opportunity for one or more tenants to operate the facility - Research potential public and private funding, grants, trusts, etc.	C	High	Short	N/A
7.0 Programs and Services					
1	Aquatic Programs should be reviewed annually to ensure the community needs are being met, including lesson schedule, ages served, public swim times and fees.	O	High	Short	N/A
2	Review Fitness Centre operations annually including hours of operation, fee structure and programs services provided.	O	High	Short	N/A
3	Undertake a regular participant survey, and seek customer feedback relating to programs and services	O	Medium	Short	N/A
4	Review and update entire fee schedule to ensure appropriate fees are being charged Use facility operating costs as well as direct program expenses to determine fee levels and levels of subsidies	O	High	Short	N/A
5	Develop new programs to attract more participants and better serve the community, including outdoor programs, samplers, youth activities etc. - Outdoor based programs for all age groups and for family participation. Start with early years. Examples are disc golf, geocaching, fitness. - "Kid's sampler programs" in cooperation with the sports and arts organizations. - When introducing new programs allow for lower number of participants (before cancelling), until program gets known in the community. It can take a couple of sessions for this to happen. - Continue to support Physical Literacy for all ages. Develop partnerships to further this initiative with VIHA and other community agencies. - Offer more programs and activities for the 10 to 18 year age groups -focus on physical activity. - Continue to work with the Arts Council in the development and delivery of new programs in the arts.	O	High	Short	N/A
6	Pursue grant opportunities for the provision of more programs in partnership with Stz'uminus First Nation.	O	High	Short	N/A
7	Review the Leisure Access card criteria. Ensure Area G and H residents be allowed to participate as the CVRD contributes to the operation of the FJCC.	O	High	Short	N/A
8	Hold registration for Summer Day Camp much earlier in the year. Around March Break is a good time to promote camp programs. Do not cancel programs too early, and consider running with fewer participants, so the program can become known in the community through word of mouth as well as through promotional materials.	O	High	Short	N/A
9	Develop a Youth Services Strategy in partnership with other community organizations that are supporting youth in Ladysmith Review the use of the Youth Centre (Rec Room) in the context of the Youth strategy.	O	High	Short	N/A
10	Work with all agencies and organizations in the development of a Seniors Strategy to enable the best use of resources to meet the needs of the growing "older seniors" population in Ladysmith.	O/C	Medium	Medium	N/A
11	The Department of Parks, Recreation and Culture should continue to take a lead role in the staging of major events and festivals, ones that would be a tourist draw. This could be done in partnership with the Chamber of Commerce. The Ladysmith Celebrations Society and other community organizations.	O	High	Short	N/A
8.0 Partnerships and Agreements					
1	Develop and implement a "Community Partnership" Policy that would provide a framework for effective and efficient coordination of volunteer groups and municipal resources.	O	Medium	Short	N/A
2	Revive a "Youth Partnership" consisting of all the agencies serving youth in Ladysmith including the Resource Centre, the Boys and Girls Club, VIHA, Stz'uminus, the High School and others. The first task of this group would be to develop a Youth Services Strategy.	O	High	Short	N/A
3	Continue support and participation at the Early Years Partnership table. Ensure that children are provided with indoor and outdoor opportunities to develop physical literacy skills appropriate to their age.	O	Medium	Short	N/A
4	Continue and expand the current collaboration with the many service providers in Ladysmith to allow for comprehensive and coordinated programs and services for all residents. Explore the concept of a more formalized "consortium" of organizations working towards the same goals, with the ability to apply for financial support from a larger variety of funding organizations.	O	Medium	Short	N/A
5	The Parks, Recreation & Culture Department should lead the development of a Public Art Strategy and Program in collaboration with the Arts Council, Stz'uminus First Nation, the Chamber of Commerce, the Downtown Business Association, local artists and other appropriate organizations.	O	High	Short	N/A
6	Review and update the current agreements with School District 68. In addition, enter into discussions with regard to facility access, sports field use and booking, and field maintenance.	O	Medium	Short	N/A
7	Formalize the financial and other levels of support provided by the Town for the provision of facility space, grants or operating funds to community service organizations. Create Joint Use Agreements or Memoranda of Understanding where appropriate.	O	Medium	Short	N/A
8	Look for opportunities for P3's - Public/Private Partnerships that could provide a beneficial amenity or service for the residents of Ladysmith. The partnerships should apply to both capital and operating opportunities.	O	Medium	Short	N/A
9.0 Marketing and Communications					
1	Develop a Communications Plan, with specific goals and consistent messaging that can be followed by all staff to develop and promote amenities, programs and initiatives.	O	High	Short	N/A
2	Evaluate on an ongoing basis whether the messages are reaching the target audiences.	O	Medium	Short	N/A
3	Promote the benefits of recreation in the Activity Guide, reports to Council, on social media, press releases and any print media.	O	Medium	Short	N/A
4	Work to enhance the Town's Parks, Recreation, and Culture website. Create linkages with the regional organizations' websites.	O	High	Short	N/A
10.0 PRC Administration					
1	Review and analyze the division of roles and responsibilities between Parks, Recreation and Culture and Public Works to confirm the benefits of the current hybrid structure versus the benefits of transferring responsibility for parks operations to PRC.	O	Medium	Medium	N/A
2	Take the appropriate action to disband/eliminate the Parks, Recreation and Culture Commission, and set up an Advisory Committee (with Terms of Reference) to provide information and support for Council on Parks, Recreation and Culture matters.	O	High	Short	N/A
3	Consider time-limited special purpose Advisory Groups or Task Forces for major projects relating to Parks, Recreation and Culture.	O	Medium	Medium	N/A
4	Develop and Implement a Facility Allocation Policy	O	Medium	Short	N/A