

SCHEDULE A
TOWN OF LADYSMITH

Community Plan



CONSOLIDATED FOR CONVENIENCE ONLY

The amendment bylaws which are included in this consolidated version of the 'Town of Ladysmith Community Plan - Schedule A of Bylaw No. 1488' are:

1510, 1514, 1523, 1529, 1536, 1538, 1557, 1559, 1586, 1598, 1621, 1652, 1656, 1672, 1685, 1692, 1694, 1696, 1700, 1705, 1708, 1710, 1724, 1729, 1736, 1738, 1773, 1790, 1811, 1816, 1843, 1859, 1861, 1886, 1891, 1911, 1913, 1937, 1950, 1952, 1960, 1965

As on September 19, 2018

This consolidation of the 'Town of Ladysmith Community Plan' and amendments has been prepared exclusively for the use of the Town of Ladysmith for convenience only.

The Town of Ladysmith does not represent that this consolidation is accurate or complete and anyone using this material should confirm its content by reference to the original Bylaws.

Vision Statement

The following vision statement represents where Ladysmith wants to be in the future:

- *Ladysmith is a community that maintains a small town feeling, manages growth, welcomes new people and builds community spirit and involvement. Community spirit is demonstrated through participation at community celebrations, care for our neighbourhoods, and respect for our heritage. Our community is warm and inviting.*
- *Ladysmith is a complete community that balances the need for economic growth with environmental and climate protection, ensuring a diversity of housing and transportation choice, while maintaining and developing the necessary support facilities. Ladysmith supports cultural and environmental stewardship through partnerships that fosters community ownership. Economic benefits are derived from planned, sustainable growth and development.*

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1. Introduction

This Section examines background information and legislation that frames the Official Community Plan (OCP).

1.1 Community Plan Organization

The Community Plan has four basic components:

1. Introduction,
2. Key Guiding Principles,
3. Community Management Areas, and
4. Implementation.

1. Introduction

The first part of the Plan essentially introduces the community and the context, the purpose and legislative authority of the Plan, the approach used in the document, and the process employed to update the Community Plan. The key issues that informed the preparation of the Plan were developed through community consultation.

2. Key Guiding Principles

The second part of the Plan contains the key guiding principles. Developed early in the update process, and confirmed through the development of the Plan, these principles represent the 'snapshot' of a vision for the community over the life of the Plan. The guiding principles offer the overall direction for the policy statements in the Plan, and the principles relevant to each community management area have been restated throughout the document, at the beginning of each management area section.

3. Community Management Areas

The core of the Plan is the third part, which contains the policy directions across the key community management areas - growth management, land use planning and community

design, environment, transportation, economic development, community facilities and services, and infrastructure. A section on management of development includes the specific directions for land use designations in the Plan and also contains guidelines for development permit areas.

4. Implementation

The fourth and final part of the Plan addresses implementation issues associated with the application of policy directions of the Plan, their timing and financial implications, and the relationship of the Plan to other strategic documents of the Town.

1.2 Background

The Town of Ladysmith has long been recognized as a special place, with an attractive downtown and nestled on the side of a hill overlooking the Ladysmith Harbour, Stuart Channel and Gulf Islands. In the April 2000 issue of *Harrowsmith Country Life* magazine, Ladysmith was identified as one of the 10 prettiest towns in Canada. Much of the recognition is due to the restored heritage buildings located in the downtown core. Ladysmith's unique character and setting, and associated quality of life, have made it an attractive place for professionals to establish emerging businesses and for young families and retirees to enjoy.

Partially in relation to its unique character, Ladysmith experienced significant growth during the 1990's, increasing in population from 4,875 in 1991 to 6,587 in 2001. Over the past 30 years, growth has taken a different form from the historical development pattern of small lots and grid streets that dominated

the character of Ladysmith at the turn of the 20th century. After the 1960's, larger lots and curvilinear streets became a common form of design. Commercial development occurred adjacent to the Island Highway, out of the downtown core.

Economic development continued to evolve from primarily a resource-based economy to a mixed economy based upon retail, services, light manufacturing and forestry.

During the past decade, Ladysmith has become a highly desirable place to live and do business. Small entrepreneurial initiatives are continuing to diversify the economy and attract new residents. Quality of life remains high. The downtown continues to be re-energized. The waterfront is proposed to undergo a significant redevelopment of residential, retail, park and employment opportunities.

Future development areas have been identified and planned. New development areas will be required to accommodate new growth in an environmentally and socially friendly fashion. The interrelationship between growth, environment, economy and land use is considered in the Community Plan.

1.3 Purpose of the Official Community Plan

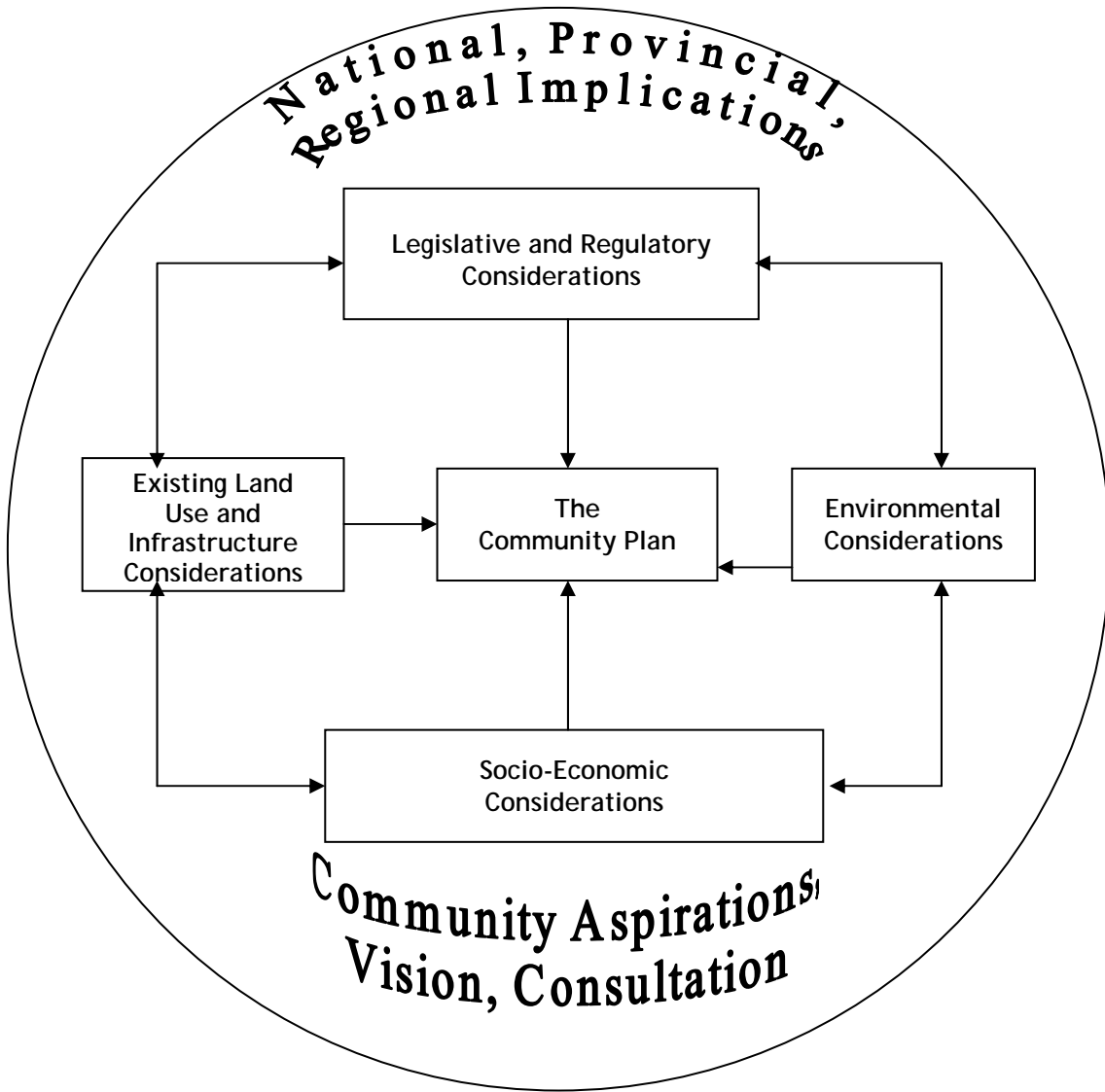
The Official Community Plan (OCP), as referred to hereafter as the Community Plan, guides the citizens of Ladysmith, Town Council, Town staff, approving Agencies, interest groups, investors and others in future community development considerations.

The Community Plan integrates ecological, economic, physical and social factors, including implications of land use and transportation, land use and social factors, land use and stormwater, economy and environment, economic and social considerations, and land use and ecological functions. The Community Plan takes a holistic perspective (Figure 1).

By taking a long-term view, looking ahead 20 years, the Community Plan sets policy direction and reflects community aspirations and goals. It provides a foundation for future decision-making through statements of objectives and policies. The Plan provides a degree of certainty about what future developments may be permitted in the community, addressing their appropriateness and scale, and guiding business and development toward appropriate locations. The Community Plan also gives direction to more specific bylaws and initiatives such as the Zoning Bylaw.

FIGURE 1

A HOLISTIC PERSPECTIVE



1.4 Legislative Authority

The *Local Government Act* sets out the purpose of an Official Community Plan, which is to “provide a statement of objectives and policies to guide planning and land use management decisions within the area covered by the plan.” The *Local Government Act* broadens the content of the Community Plan (as compared to the former *Municipal Act*), but limits its applicability to within the municipal boundary. Applicable provincial policy guidelines must be considered in the preparation of the Community Plan. Community Plan bylaws should be considered in conjunction with financial plans, waste management plans, and economic strategy plans. The *Local Government Act* specifies, however, that the Community Plan does not commit to or authorize any project within the Plan, but that bylaws enacted or works undertaken must be consistent with the Plan. The Community Plan becomes designated as an OCP once a Public Hearing has been held and the Community Plan has been adopted by Council.

1.5 An Integrated Approach

This Community Plan is based upon an understanding of the importance of integrating key elements within land use planning and between the factors that shape land use and associated considerations such as environmental, economic and social factors (Figure 1). Land use decisions are one part of local decision-making and have considerable implications for a variety of other issues. Land use decisions that are made in the absence of social, economic and environmental considerations can have serious detrimental consequences for the financial, social and environmental well-being of a community. The Community Plan has been prepared using an integrated approach so that the consequences of one action are taken into consideration on other actions.

In recognition of that integrated approach, the Community Plan is divided into the following Community Management Areas:

- Growth Management
- Land Use Planning and Community Design
- Environment
- Transportation
- Economic Development
- Community Facilities and Services
- Infrastructure

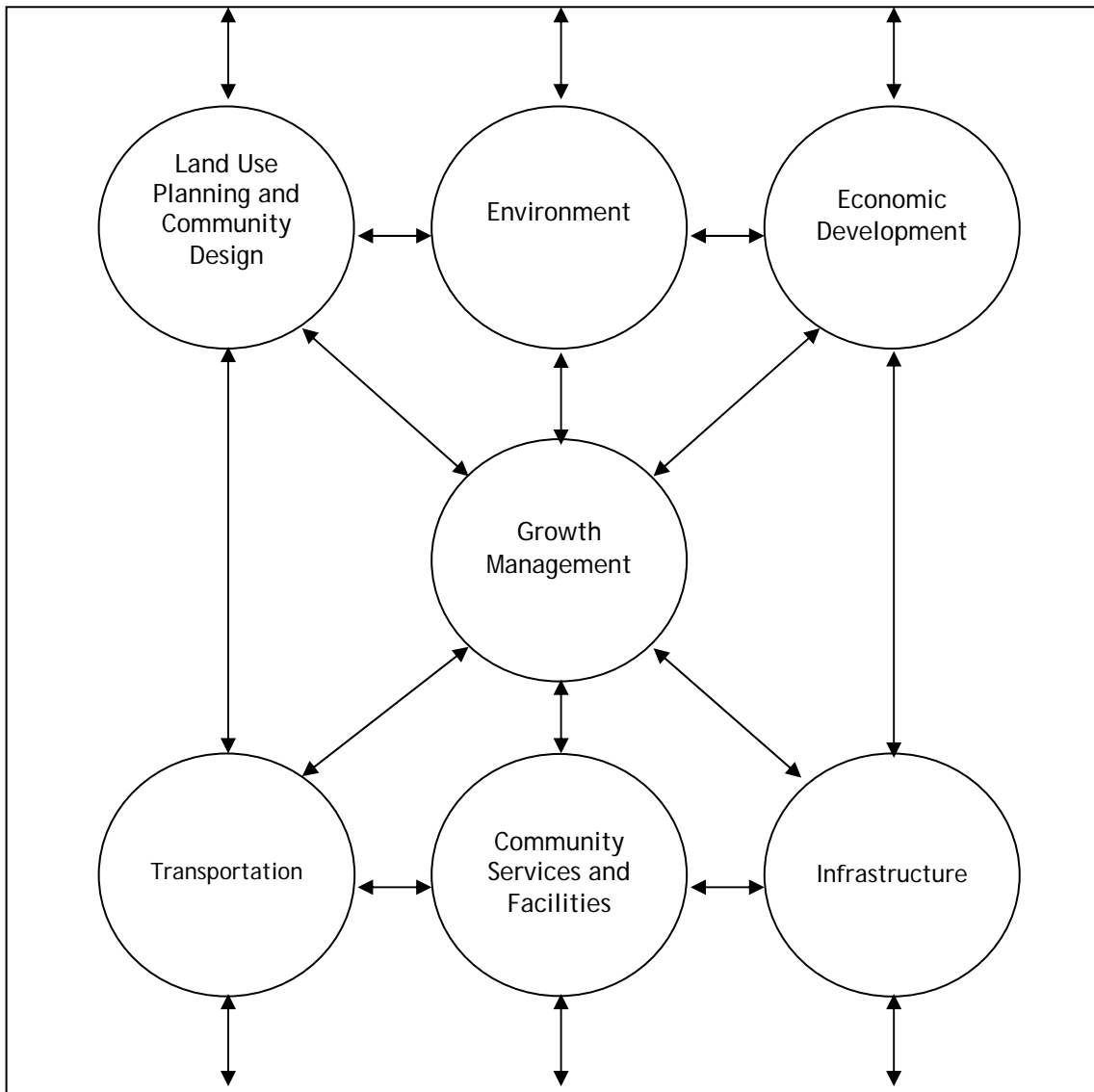
Each Community Management Area is affected by other Community Management Areas (Figure 2). For instance, Growth Management affects and is affected by Land Use Planning and Community Design, Environment, Transportation, Economic Development, Community Facilities and Services and Infrastructure. Likewise, Land Use Planning and Community Design affects and is affected by Growth Management, Environment, Transportation, Economic Development, Community Facilities and Services, and Infrastructure. Transportation, Land Use Planning and Community Design, and Economic Development are closely inter-related. In particular, effective transportation planning requires that land use planning decisions be integrated into transportation considerations.

These inter-relationships have on-the-ground implications such as the linkage between increasing residential density and associated reduction in the amount of road and service construction and related infrastructure costs. Effective stormwater management reduces peak surface runoff, reduces peak inflow to natural streams and protects fish habitat. Diversified economic development stimulates a breadth of employment types that, in turn, create an economically and socially diverse community. The Community Plan is premised upon the linkage and integration of these various factors.

FIGURE 2

AN INTEGRATED APPROACH

- COMMUNITY MANAGEMENT AREAS -



1.6 Geographic Context

Ladysmith is situated on the 49th Parallel and is located in the Cowichan Region on Vancouver Island, about 20 kilometres south of Nanaimo and 80 kilometres north of Victoria. With recent boundary expansions, the Town comprises approximately 1,480 hectares (14.8 sq.km.) of land and water area and stretches roughly 9 kilometres in length. The Town is in close proximity to an airport (10 minute drive) and ferry terminal (20 minute drive), and straddles the Island Highway. The Mediterranean climate of the area produces mild winters and warm summers in Ladysmith. Modified by the maritime setting, the area sees an average precipitation of 1005 mm of rain and 92 mm of snow. Temperatures average 21 Celsius in summer and 7.6 Celsius in winter.

Ladysmith enjoys a beautiful natural setting, situated on a hillside immediately overlooking a deep sea harbour and with views to the ocean (Ladysmith Harbour, Stuart Channel and Georgia Strait) and Gulf Islands beyond. A large expanse of forested area and mountains form the natural backdrop for the community. The Town boundary is set within two watersheds - Holland Lake and Stocking Lake watersheds. The topography of the area is dominated by the hillside landforms, with a series of benches or plateaus leading to varying steep slope terrain. Several major creeks bisect the hillside, including the Rocky Creek, Holland Creek, Russell Creek and Stocking Creek. These watercourses and their riparian corridors offer a natural separation of the built environment in the Town and afford drainage of upland areas to the ocean. The historic land use pattern for Ladysmith has been linear, respecting the natural limitations of the mountain backdrop and ocean foreground, and the influence of the Island Highway. The Town has retained a grid street pattern centered on a historic downtown; surrounding this are several residential neighbourhoods which have developed beyond this core area. The waterfront has historically seen marine and forestry-based industrial use, as well as residential areas to the south, a pattern which continues to this day.

1.7 Public Participation

The Community Plan has incorporated community input at a number of key stages, including public open houses, visioning workshop, community displays, and Public Hearing. The Advisory Planning Commission provided advice and review throughout the process. Agency consultation occurred at each of the stages, including the draft plan stage. Meetings were held with Town staff and provincial and federal agencies at key points in the process.

1.8 Key Issues

The following key issues were identified through community consultation. A review of background information, the 1994 Official Community Plan, economic, development and social trends, and community feedback, lead to a number of Key Issues. These are presented here to set the stage for the policy section of the Community Plan.

1.8.1 Population and Economy

Ladysmith has grown significantly over the past 10 years from a population of 4,875 in 1991 to 6,587 in 2001. Since the 2001 Census, the Town has grown to a population of approximately 6,940. The three industries employing the most people in the area in 1991 were manufacturing, retail trade and construction. During the past 10 years Ladysmith, like many coastal communities, has experienced a restructuring of its industrial and employment base.

Ladysmith is located on the Island Highway, approximately 7 kilometres south of the Nanaimo Regional Airport. Its proximity to the Island Highway creates opportunities (through tourism traffic) and limitations (increased commuting to other larger centres). The former could help diversify the economy; the latter could reduce community commercial and employment diversity.

Key Issues:

Waterfront

- The Waterfront Area Plan (2018) provides goals, objectives and policies for land use in the Waterfront area. A mix of uses including parks and open space and residential, and employment generating uses such as marina and moorage, commercial, institutional and industrial are considered as appropriate to create a vibrant, diverse welcoming people place.

Local Employment

- Expansion of the industrial and employment base is a key issue. Ladysmith has a large number of residents who commute to other locales for employment. Increased local employment will reduce commuting, enhance the local tax base and generate spin-off employment opportunities. Ladysmith’s attractive lifestyle could be a catalyst for job creation, especially high-end cluster employment opportunities that require a skilled labour force and marine-based manufacturing. The location of such employment centres is an issue that will need to be addressed in the Community Plan.

Tourism Development

- Tourism development is an issue; in terms of how it is promoted, what types of activities are encouraged and where tourism development is located. Ladysmith is located on a scenic waterfront that is identified for major redevelopment. The Island Highway brings thousands of tourists through the area. The Community Plan will need to examine the role of tourism and how the Town should plan for it.

1.8.2 Community Form and Character

Ladysmith is the recipient of design awards for its heritage downtown. Located near the Island Highway, the Downtown is a vibrant district with a variety of retail and commercial businesses.

Key Issues:

Downtown

- At the turn of the 20th century, the Downtown - Old Town- was planned for a large commercial core, much larger than is required for a community the size of Ladysmith (including projected future growth). Examination of the Downtown will be required to identify other use opportunities, such as residential development at the edges of the retail/commercial district.

Heritage

- Ensuring that heritage restoration continues to be a priority is a major issue for many community members. The Community Plan will need to address heritage considerations, including appropriate design guidelines for new development in and near the Downtown.

Waterfront Area Plan

- The waterfront defines much of the character of Ladysmith. The Waterfront Area Plan provides an overall concept plan for a mix of uses and provides the basis for the creation of a vibrant character and pedestrian scale form. Community members strongly support foreshore enhancement and a waterfront walkway as important elements in the development of the waterfront. Recognizing the history of both the Stz’uminus First Nation and the Town in the form and character of the area are key goals as outlined in the Waterfront Area Plan (2018).

View Protection

- Ladysmith is situated in a scenic hillside area. Views from the hillside are an important part of hillside living and should be promoted in new development and protected in existing development.

Natural Open Space

- Ribbons of natural landscape weave through parts of the community along riparian corridors. Community members have identified park expansion and inclusion of green space in development plans as issues that should be addressed in the Community Plan. One area, Holland Creek, could provide opportunity to increase open space dedication in Ladysmith.

Unique Character

- The historic pattern of development in 'old' Ladysmith creates a unique identity of grid streets, character homes and hillside views. Retention of residential form and character will need to be addressed in the Community Plan.

1.8.3 Land Use

Ladysmith has evolved from primarily a residential community serving the coal mining industry to a mixed use modern town with a variety of land uses, including a local employment base. Recent land uses include residential development with a variety of detached house lot sizes and variety of multi-family densities, commercial shopping centre development, and a manufacturing centre near the waterfront.

Key Issues:

Boundary Expansion

- Ladysmith has recently expanded its boundary to provide for future planned growth. The area beyond Holland Creek has been included in the recent expansion. Additional boundary expansion in the south and north end of the community has been done to ensure adequate land for employment centres, including industrial uses, industrial parks and manufacturing areas. The Community Plan should identify a new Urban Containment Boundary to accommodate future employment needs.

Holland Creek Neighbourhood

- Holland Creek has been identified as a major new residential neighbourhood area capable of accommodating approximately 2,500 people. An Area Plan will guide future development of the Holland Creek locale. The Community Plan will need to incorporate Holland Creek into future land use considerations.

Recreation Needs

- As Ladysmith continues to grow, it will need to provide additional lands for active recreation needs. The Community Plan should build on the work of the Parks and Recreation Plan to identify how future recreation needs will be met.

Waterfront Area Plan

- Upland development of the waterfront will include a mix of uses and activities, including park and open space, institutional, commercial, mixed-use, industrial and residential development. Foreshore development will include marina and moorage uses and related uses as outlined in the Waterfront Area Plan (2018).

Aging Population

- Like many communities, Ladysmith has an expanding aging population. Long term care of the aging is a concern of many citizens. The Community Plan should address how an aging population will be housed.

Compact Urban Form

- Given Ladysmith's location, compact forms of urban development will need to be considered to reduce land consumption and associated costs.

Land Tenure

- Several of the future growth areas planned for Ladysmith contain Crown (Provincial) Land holdings. First Nations interests regarding treaty issues and Crown Land will have to be considered in implementing future land use directions.

1.8.4 Transportation

Ladysmith is located on the side of a hill. Many of its streets are steep and challenging, especially for older citizens. The Island Highway cuts off the downtown from the waterfront. More recent development has been located on the edges of Town requiring increased use of private vehicles to access retail/commercial shopping and community services and facilities.

Key Issues:

Access and Safety

- The public identified access to the waterfront as a key concern. An underpass will provide safe pedestrian access to the waterfront from the Downtown. But, issues of public safety, access and traffic movement will need to be considered.

Downtown Parking

- The future of Downtown hinges on accessibility and parking. These will be affected by access from the highway becoming limited. Downtown parking, including parking for recreational vehicles, has been identified as an issue for some members of the public. A Downtown Parking Strategy will need to be completed in the future.

Planning for Transit

- With growth of the Cowichan (CVRD) transit system north and the potential for linking the Nanaimo (RDN) transit system, integration with the existing system or an expanded system must be planned for. The planning process should recognize road capabilities, pedestrian systems and infrastructure needs.

Transportation Centre

- Currently no transportation hub exists. The economic potential resulting from the revitalization of rail transportation, the addition of a National TransCanada Trail system traveling through the community, and the existing transit and intercity bus systems need to be integrated in order to maximize benefits and manage the impacts of these expanding systems.

Growth Locations

- Increased residential development is inevitable. The Town needs to plan for this growth to ensure the community does not grow up along the highway but grows in designated locations.

Road Standard

- Alternative road standards, which are being promoted in many other communities, have been examined in parts of Ladysmith. Further innovative transportation planning and design should be considered in the Community Plan.

Pedestrians and Bicycles

- In the past, sidewalks and bike pathways were not built in all new developments. Community feedback suggests that sidewalks and bikeways are important to ensure safe alternative modes of transportation. Pedestrian and bicycle movement through the community is desirable so that traffic is reduced and personal health is promoted. The

Community Plan should consider means of promoting a pedestrian and bicycle friendly environment.

Access to Growth Areas

- Access into some new residential areas, such as Holland Creek, will be challenging because of steep ravines and sensitive riparian zones. The Community Plan will need to promote infill and good use of existing available residential lands to reduce the need to 'open up' steep terrain for future development.

1.8.5 Servicing

Ladysmith relies upon natural watercourses for its domestic water supply. It currently undertakes primary treatment of its wastewater. Through direct provision by the development industry, and through Development Cost Charges, new development is required to provide for the extension of municipal services and to share in the costs of new growth.

Key Issues:

Stormwater Management

- With the progression of development in previously undeveloped areas, the potential impact from increased stormwater runoff is of concern. Development will require careful attention to the management of stormwater runoff to minimize the risk to downstream properties and degradation of watercourses. The review of stormwater retention/detention alternatives and other Best Management Practices for the protection of fisheries habitat and downstream properties and infrastructure will need to be considered. The Community Plan will need to examine stormwater management issues and requirements.

Wastewater Treatment

- Wastewater is discharged into the ocean after primary treatment. A pilot treatment project is underway to address this issue. The Community Plan should ensure increased capacity and secondary treatment for the sewage treatment plant

to accommodate growth and meet environmental standards.

Water Supply

- Expansion of the water supply system and water quality protection is an essential area of service provision for current and future residents. Adequate supply for residential use and fire protection is a key area for water service.

Broadband Technology

- Ladysmith is becoming an investment location for emerging business and unique home-based professional businesses. Ladysmith will need to plan for underground utilities including fibre-optic and high-speed cable facilities to ensure Ladysmith is a 'smart city' for businesses.

1.8.6 Governance

Health care facilities and services include the Hospital and Health unit and are administered by the Vancouver Island Health Authority. Education facilities include a secondary and three elementary schools under the jurisdiction of School District #68. The local Library service is delivered by the Vancouver Island Regional Library. Protective services, including fire-rescue and police protection, are provided by a Town volunteer fire-rescue department and the Royal Canadian Mounted Police (RCMP), respectively. A range of other community services are provided by the provincial government and delivered by such local agencies as the Ladysmith Resource Centre.

Key Issues:

Health Services

- The public identified the importance of responding to the provision of services required of changing demographics as a key issue. That response could include the need to ensure a viable Hospital and additional care facility operations.

Business Investment

- The Town may want to explore potential for an active role in identifying and promoting opportunities to increase and enhance Ladysmith as a place to invest and do business. Such investment could

increase local employment and standard of living.

Partnerships

- Ensuring wise use of limited resources is an important goal. Work with the School District and other agencies to ensure joint planning and use of current and future facilities will be an important consideration for the future.

1.8.7 Parks, Recreation and Culture

The Town is responsible for the operation of a number of indoor facilities, including the Frank Jameson Community Centre, which includes a gymnasium and meeting space, as well as an indoor pool and a privately operated fitness centre. The Parks, Recreation and Culture Department is also responsible for a number of other facilities in the community, parks scheduling, planning and development, and conducts the daily maintenance operations in parks and municipal open space.

Key Issues:

Community Centre

- A number of issues have been identified, including expansion of the community centre in order to meet the needs of a steadily increasing population and the need to create an arts, heritage and culture centre.

Parks and Facilities

- Demand for active forms of recreation is continuing to increase. There is a need to prepare a plan for and develop Lot 108 (in the northwest area of the Town) for recreation purposes. There is a need for continued improvement of parks and outdoor facilities, with particular reference to passive areas, sports fields, and the further development of Transfer Beach Park.

Services for Youth

- The community identified youth issues as an important issue. The need for a continued focus on services for youth, and on inter-agency cooperation in the provision of recreation services for this

segment of the community should be a Community Plan consideration.

Trail System

- Ladysmith is located in a unique setting, close to nature and several designated and undesignated trails. Continual development of Ladysmith’s network of hiking and walking trails while ensuring ease of access to the many natural areas in the community will be an important long term planning goal.

increase was 3.3%. The significant variation in population growth over the recent past suggests that the OCP should be developed to accommodate a potentially varied rate of population growth (Table 1). Unlike many other communities, Ladysmith appears to have a balanced growth rate across all age groups (Table 2). While trends in the mid 1980’s suggest that Ladysmith was an aging community, more recent trends indicate that Ladysmith is a broadly mixed age community with young families adding to the population mix and, thereby, stabilizing the ratio of those under 44 and over 65 years of age. Table 3 identifies potential population growth with varied growth rates. During the late 1990’s an average 0.4% increase per year was experienced. For the period 1986 to 2001, a 3.3% average growth rate was experienced. It is likely that the future population growth for Ladysmith will be between those two rates. The rate of growth will continue to be affected by a number of factors, including the overall health of the local and regional economy, quality of life in Ladysmith and the housing affordability.

1.9 Population

Between 1986 (4,393 people) and 2001 (6,587 people), Ladysmith’s population grew by 2,194 people or 50 percent. Since the 2001 Census, the Town has grown to a population of approximately 6,940. The largest period of growth occurred during late 1980’s and early 1990’s. Between 1991 and 1996, the population increase was 32.4%, an average 6.5% increase per year. Between 1996 and 2001, the population had only increased marginally (i.e., from 6,456 to 6,587). Over the past 15 years (1986 to 2001), the average annual population

Table 1: Recent Population Growth

Period	Population	Population change	% change	Average Annual Growth Rate
1981-1986	4558 - 4393	-165	-3.6%	-0.72%
1986-1991	4393 - 4875	482	11.1%	2.19%
1991-1996	4875 - 6456	1581	32.4%	6.48%
1996-2001	6456 - 6587	131	2.0%	0.4%

**Table 2: Population Change by Selected Age Group
1981 - 2001**

Age Group	0 - 19		20 - 44		45 - 64		65 +	
	Pop.	%	Pop.	%	Pop.	%	Pop.	%
Year								
1981	1400	30.7	1570	34.4	925	20.2	670	14.6
1986	1185	25.8	1475	33.4	870	19.7	790	17.9
1991	1380	28.2	1710	35.0	1300	26.6	795	16.5
1996	1835	28.4	2190	33.9	1355	21.0	1080	16.7
2001	1760	26.7	1995	30.3	1645	25.0	1180	17.9

Table 3: Potential Population Increase

Year	1.5 % per year	2% per year	2.5% per year	4% per year	5% per year
2001	6587	6587	6587	6587	6587
2005	6991	7130	7271	7706	8007
2010	7532	7872	8226	9375	10219
2015	8114	8691	9307	11407	13042
2020	8741	9596	10530	13878	16645

In 2001, the largest population group was the 20 to 44 year age group. Compared to the rest of British Columbia (13.6%), Ladysmith had a higher proportion (17.9%) of residents over 65 years of age and a slightly higher proportion of residents aged 0 to 20 years. There were 2,833 households in Ladysmith in 2001 for an average

household size of 2.3 people per household. Based upon Table 4, household projections may also vary (depending primarily upon population growth), ranging from a potential low of 4,856 to a potential high of 9,247 by 2020.

Table 4: Potential Housing Increase¹

Year	1.5 % per year	2% per year	2.5% per year	4% per year	5% per year
2001	2833	2833	2833	2833	2833
2005	3178	3241	3305	3503	3639
2010	3766	3936	4113	4688	5109
2015	4057	4346	4654	5703	6521
2020	4856	5331	5850	7710	9247

1.10 Housing

The requirement for housing to accommodate future households will depend upon household size, as well as type of dwelling unit. In 2001, Ladysmith had over 70% of households residing in single-family dwellings (c.f., BC at under 60%). Remaining households occupied apartments under 5 stories, semi-detached and row accommodation. Future dwelling unit mix will have an effect upon land consumption,

affordability and community form and character (Table 5). For a small community such as Ladysmith, a moderately low-density mix could be a reasonable target. Assuming a future average housing mix of 70/30 (single family to multi-family), the number of future housing units required in Ladysmith could range significantly (Table 6).

¹ Assumes that the average size of households will decrease over time as follows: 2005: 2.2; 2010 and 2015: 2.0; and 2020: 1.8.

Table 5: Implications of Density

Type of Housing Density	Housing Mix (single family/multi-family) ²	Average Density (units per hectare)	Potential Site Area (assume 10 hectares) Total units	Potential Population (assume 2/unit)
Low density	100/0	9	90	180
Moderately low density	70/30	17	170	340
Medium density	60/40	20	200	400

Table 6: Potential Number of Dwelling Units by Type

Year	1.5% household increase			5% household increase		
	Single family	Multi family	Total	Single family	Multi family	Total
2001 ³	2125	708	2833	2125	708	2833
2005 ⁴	2225	953	3178	2547	1092	3639
2010	2636	1130	3766	3576	1533	5109
2015	2840	1217	4057	4565	1956	6521
2020	3399	1457	4856	6473	2774	9247

In 2001, housing costs in Ladysmith averaged \$145,385 (c.f., BC average of \$230,645). Seventy five percent of Ladysmith residents owned their own house in 1996 and in 2001, compared with 65% in the province. Of those who rented in 1996, 50% paid 30% or more of household income on shelter; the average rent being \$664 per month (c.f., BC average of \$750). When compared to the rest of BC,

Ladysmith has an aging housing stock, with over 20% built prior to 1946 (c.f., BC average of 10%) and 7% (c.f., BC average of 6%) requiring major repairs.

As Ladysmith's older population ages, the type of preferred residential accommodation may take the form of long term care units, at home care and Abbeyfield-type housing⁵.

² Where single family is 9 uph and multi family is 37 uph.

³ Assumes a ratio of 75/25 single family to multi family in 2001.

⁴ Assumes a ratio of 70/30 single family to multi family for 2005, 2010, 2015 and 2020.

⁵ Abbeyfield housing resembles large single family housing with separate suites, central kitchen and live in attendant.

1.11 Economy

Economic development in Ladysmith has focused upon a number of initiatives, including the Waterfront and Downtown. The Waterfront has been intensively planned and designed to include a mixed-use development of residential, retail, recreation and tourism development. New roads and infrastructure have been built into the Waterfront to service emerging industrial development, such as cottage manufacturing and retail uses consisting of kayak manufacturing, and other marine and wood related manufacturers and a bio-technology firm. The Downtown also remains a key economic focus with an award-winning heritage revitalization complementing business investment and improvements.

In April 2000, the Town of Ladysmith and Ladysmith Chamber of Commerce completed the *Ladysmith Action Plan*, a 'taking stock' document funded by BC Hydro BusinessCare. The study examined and supported the

important role that existing businesses play in maintaining a vibrant and healthy local economy (as compared to exclusively pursuing new business investment from outside the community). The study identified a number of action areas:

- Expand waterfront and natural environment and pursue cultural tourism opportunities;
- Communicate and celebrate successes; and
- Strengthen and manage local business.

This Community Plan will establish goals and policies that support the report's findings.

Compared to the rest of British Columbia (BC Stats 1996), Ladysmith had a higher labour force rate in manufacturing, retail trade, health and social services, and construction. The largest percentage of occupation in Ladysmith was in clerical and sales and service. Median total income was \$20,089 in 2001 (c.f., BC \$22,095). Total family income in Ladysmith was \$47,782 in 2001 (c.f., BC \$54,840)



2. Key Guiding Principles

2.1 Guiding Principles

Ladysmith's ecological, economic, physical and social future will be guided by the following Key Guiding Principles:

1. *Promote environmental stewardship.*

- Ladysmith is situated in a wonderfully scenic and ecologically diverse area. Several watersheds, most notably Holland Creek, drain the uplands. The waterfront is undergoing rehabilitation. Stewardship of these valuable natural resources will be critical to the long-term well being of Ladysmith and its associated natural environment.

2. *Promote an economically diverse community.*

- Economic development is a key issue as communities seek a balance in housing and jobs. Ladysmith has identified the potential for 'clustering' of similar economic initiatives such as incubator enterprises that are attracted to Ladysmith's quality of life and alternative lifestyle opportunities. As the resource sector continues to adjust to market forces, these 'new', often clean, jobs will need to be fostered and nurtured.

3. *Preserve heritage and cultural resources.*

- Ladysmith has retained much of its building heritage. It also has a vibrant cultural community. Each contributes to the unique character of Ladysmith. That unique character becomes an attraction to those seeking an alternative

lifestyle, such as entrepreneurs, young families and retirees. Future development will need to acknowledge heritage and cultural considerations so that Ladysmith retains its uniqueness.

4. *Support downtown revitalization.*

- Downtown revitalization has proven to be a significant and successful initiative in Ladysmith. Property owners and businesses have invested in private property upgrades. Public space has been attractively landscaped. Future opportunities to continue to enhance the downtown should be explored and identified.

5. *Manage growth in an orderly way.*

- Ladysmith has grown significantly over the past ten years. While the amount of growth may vary in the future, there will likely be continued demand for additional residential and associated land uses. Growth management, which addresses how and where a community grows, will need to be explored so that future growth 'fits' with the community's character and natural resources.

6. *Vision for the Waterfront*

- One heart + one mind: Itst uw'hw-nuts'ul-wum (we are working as one) to create a waterfront for now and future generations.

Bylaw 1950

- Located on the un-ceded traditional territory of the Stz'uminus First Nation, the waterfront area will bring our Stz'uminus and Ladysmith communities together to build a shared legacy in the spirit of mutual respect and benefit. The waterfront area will be a place of enriching public life, living, learning, creativity, and economic activity. The respectful development of this special place will create the opportunity for community prosperity, ecological regeneration and brownfield restoration while honouring past, present, and future generations.

7. *Develop visually enhanced and vibrant neighbourhoods.*

- Much of Ladysmith's character emanates from its neighbourhoods, including the historic downtown, the historic residential area surrounding the downtown, rural and natural areas, and the waterfront. Since much of the community is sloped toward the waterfront, many residential areas have water views. But such housing can have an effect upon views of the community. Existing and future neighbourhoods will need to be planned and designed so that they complement the overall character of Ladysmith and provide for attractive and sustaining neighbourhoods.

8. *Promote an integrated approach to planning and development.*

- Land use decisions are framed by a number of factors, some of which have significant implications upon financial resources and environmental features. Through an integrated approach, in which a number of factors are considered in land use decision-making, it is possible to minimize detrimental effects upon environmental features and financial resources. For instance, transportation and land use are closely inter-related. Land use, stormwater management and riparian and fisheries management are intricately linked. A broad-based integrated approach to ecological, economic, physical development and social considerations will provide for a resilient Community Plan. Integration is embedded in the policies of the Community Plan.

9. *An Energy Vision for Ladysmith:*

Ladysmith is one of Canada's greenest communities. We are recognized as a leader in conservation and sustainable energy. We are committed to making the community a better place to live in a future with limited fossil fuels - a future powered by renewable energy. Our community supports the person and the pedestrian first and foremost (Community Energy Plan, 2008).

Bylaw 1724

These Key Guiding Principles were endorsed by the community of Ladysmith. They form the foundation for all objectives and policies contained in the Community Plan (Figure 3).

2.2 Greenhouse Gas Reduction Targets

Climate change is a global issue, caused by the daily activities of billions of humans primarily through the consumption of fossil fuel energy. A solution to the issue will require the activities of billions of humans to conserve energy and reduce greenhouse gas emissions. All persons and entities - including local governments - have a role to play in finding these solutions (Community Energy Plan, 2008). The Town of Ladysmith is committed to being part of the solution to prevent climate change and to reducing greenhouse gas emissions.

The Town’s greenhouse gas reduction targets are:

- 1) 5% reduction in total community greenhouse gas emissions by 2012 from 2007 levels.
- 2) 15% reduction in total community greenhouse gas emissions by 2016 from 2007 levels.
- 3) 33% reduction in total community greenhouse gas emissions by 2020 from 2007 levels.

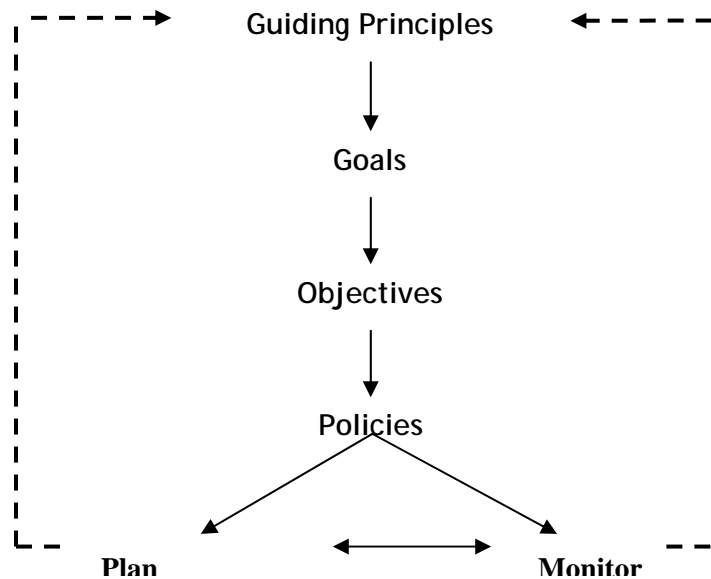
The Town of Ladysmith will achieve these targets through the actions identified in the *Town of Ladysmith Community Energy Plan* (2008) and by following the sustainable development objectives in the *Ladysmith Community Vision for a Sustainable West Coast Town* (2008).

The Community Energy and Greenhouse Gas Emissions Inventory 2007 (CEEI) for Ladysmith indicates that in 2007:

- (i) on road transportation was the source of 81.4% (30,953 tonnes) of greenhouse gas emissions;
- (ii) buildings was the source of 14.8% (5,616 tonnes) of greenhouse gas emissions; and
- (iii) solid waste was the cause of 4% (1,468 tonnes) of greenhouse gas emissions. “

FIGURE 3

PLAN STRUCTURE



3. Community Management Areas

Based upon a review of key community issues and public feedback, the Community Plan has several integrated Community Management Areas that direct policy development (Figure 2). The Management Areas are:

- Growth Management
- Land Use Planning and Community Design
- Environment
- Transportation
- Economic Development
- Community Facilities and Services
- Infrastructure

Goals, objectives and policies are identified for each Community Management Area in this Plan.



3.1 Growth Management

Key Guiding Principles:

- *Promote environmental stewardship.*
- *Promote an economically diverse community.*
- *Support downtown revitalization.*
- *Manage growth in an orderly way.*
- *Promote high quality waterfront development.*
- *Develop visually enhanced and vibrant neighbourhoods.*
- *Promote an integrated approach to planning and development.*

Growth Management is a central consideration of the Community Plan. Growth Management examines varied rates of population growth and associated implications for land use consumption, conservation of ecological features, provision of social needs, and requirements for economic development, infrastructure and capital financing. Growth Management examines means by which future growth can be directed so that community values are maximized and detrimental effects are minimized.

Growth typically occurs in a sporadic manner, frequently accelerating during positive economic conditions and decreasing during unstable economic times. Growth may be stimulated regardless of broader trends through the influence of local incentives and local amenities, attributes and quality of life considerations. In short, trends suggest that people and investment can be attracted to a community by the 'right' mix of community attributes and strategy.

Management of growth may take the form of directing land use by zoning land for future economic and residential development, identifying provision of future infrastructure (direction, capacity and type), defining municipal boundary expansion or containment, and identifying natural environmental limitations such as Environmentally Sensitive Areas and steep slopes. Growth Management requires an integrated approach to ensure that the multiplicity of factors (social, economic, ecological, physical land use and associated services) affecting growth are given adequate consideration (Figure 4 and 5).

Although the rate of population growth in Ladysmith has declined during the past few years, Ladysmith has grown from a population of 4,875 in 1991 to 6,587 in 2001. Ladysmith will very likely experience future periods of population growth fluctuation because of its attractive regional setting and high quality of life. Commercial and economic growth has reflected a similar varied pattern. Future growth will require designation of additional areas to accommodate associated demand for housing, commercial activity and employment centres. Population projections suggest a range in future population between 9,000 and 17,000 by 2020 (Table 3). Demand for employment and commercial space is expected to increase correspondingly with population growth.

Growth Management, Land Use Planning and Community Design are interrelated. Each affects the other. For instance, land use planning (through type and density of development) affects the amount of land consumed. That in turn affects the amount of land required for growth. Growth can be managed effectively by increasing the ratio of multi-family development and making better use of existing serviced lands, such as those

around the downtown (through infill or mixed use development [residential over commercial]). Superior community design can ensure that higher density residential development, and commercial and employment uses are attractive and complement existing land uses.

Ladysmith has five areas where future population growth can be accommodated:

Bylaw 1950

- Holland Creek area: potential population of 1,900;
- North Ladysmith: potential additional population of 2,090;
- South Ladysmith: potential additional population of 1,170;
- Waterfront: potential population 750; and
- Infill surrounding downtown: potential additional population of 255.

The Town's population estimate is 8,949 (BC Statistics, 2017). It is estimated that these five areas can accommodate a potential additional population of about 6,165 people. The five areas are shown in Figure 3.1 - Potential Population Growth.

Future commercial retail development will be accommodated in the existing Downtown Core, new waterfront development and in new neighbourhoods where complete community attributes will be promoted. New employment will be directed to industrial areas, the waterfront, in home-based businesses, and near the Downtown in mixed-use development.

Directing growth and managing its effects is a central component of this Plan. It is the intent of the Town of Ladysmith to link capital planning to growth management by directing capital expenditures to agreed to initiatives that meet the goals of the community.

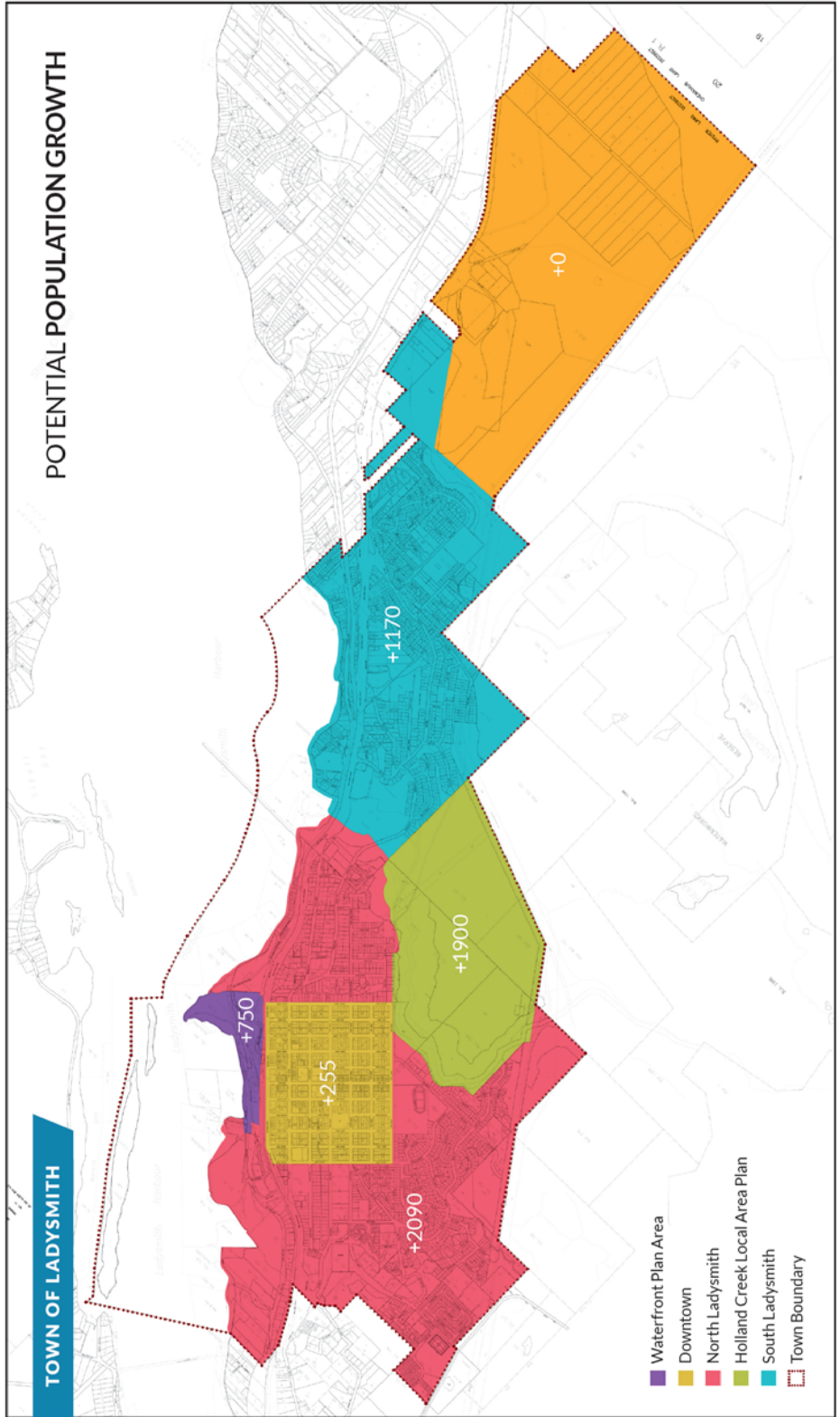


FIGURE 3.1 POTENTIAL POPULATION GROWTH (Bylaw 1950)

FIGURE 4

INTEGRATED GROWTH MANAGEMENT

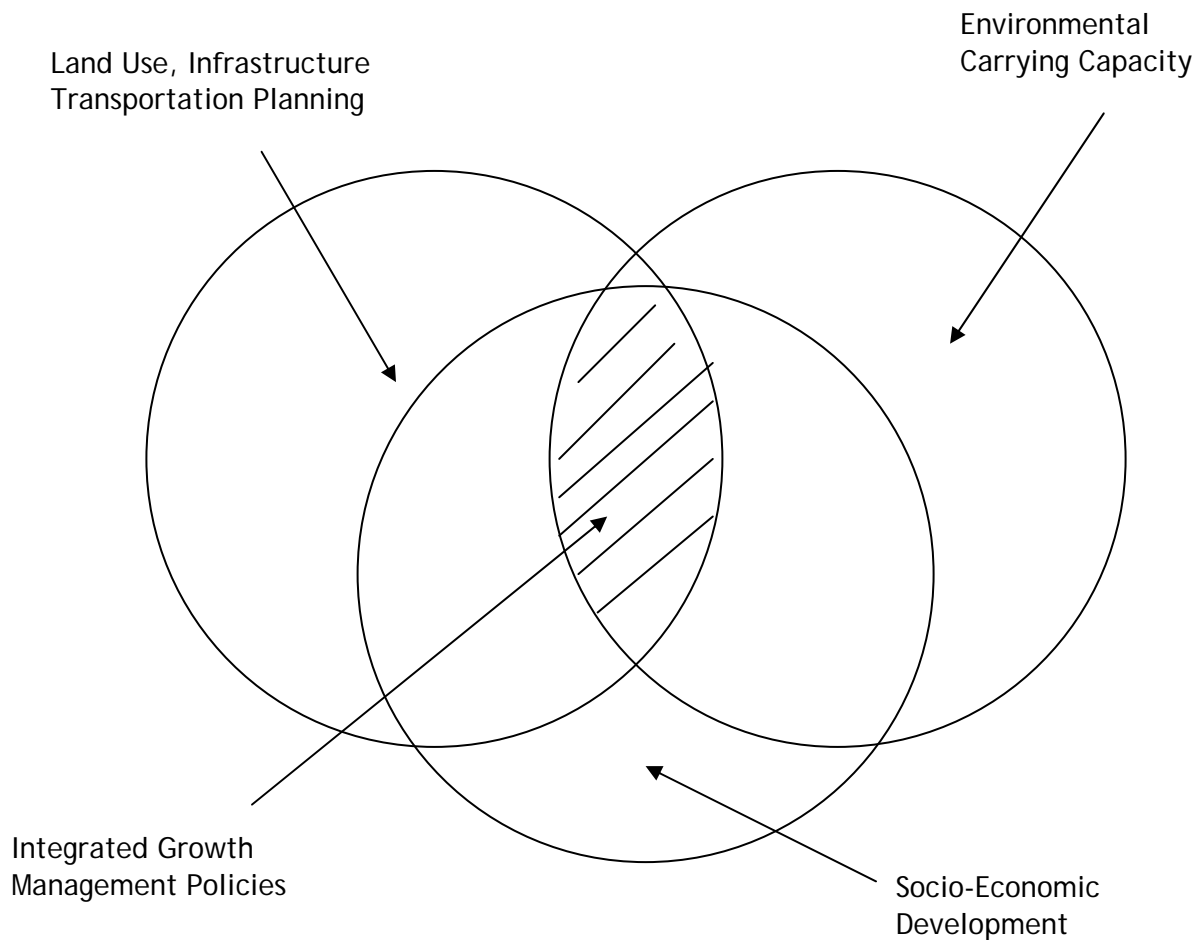
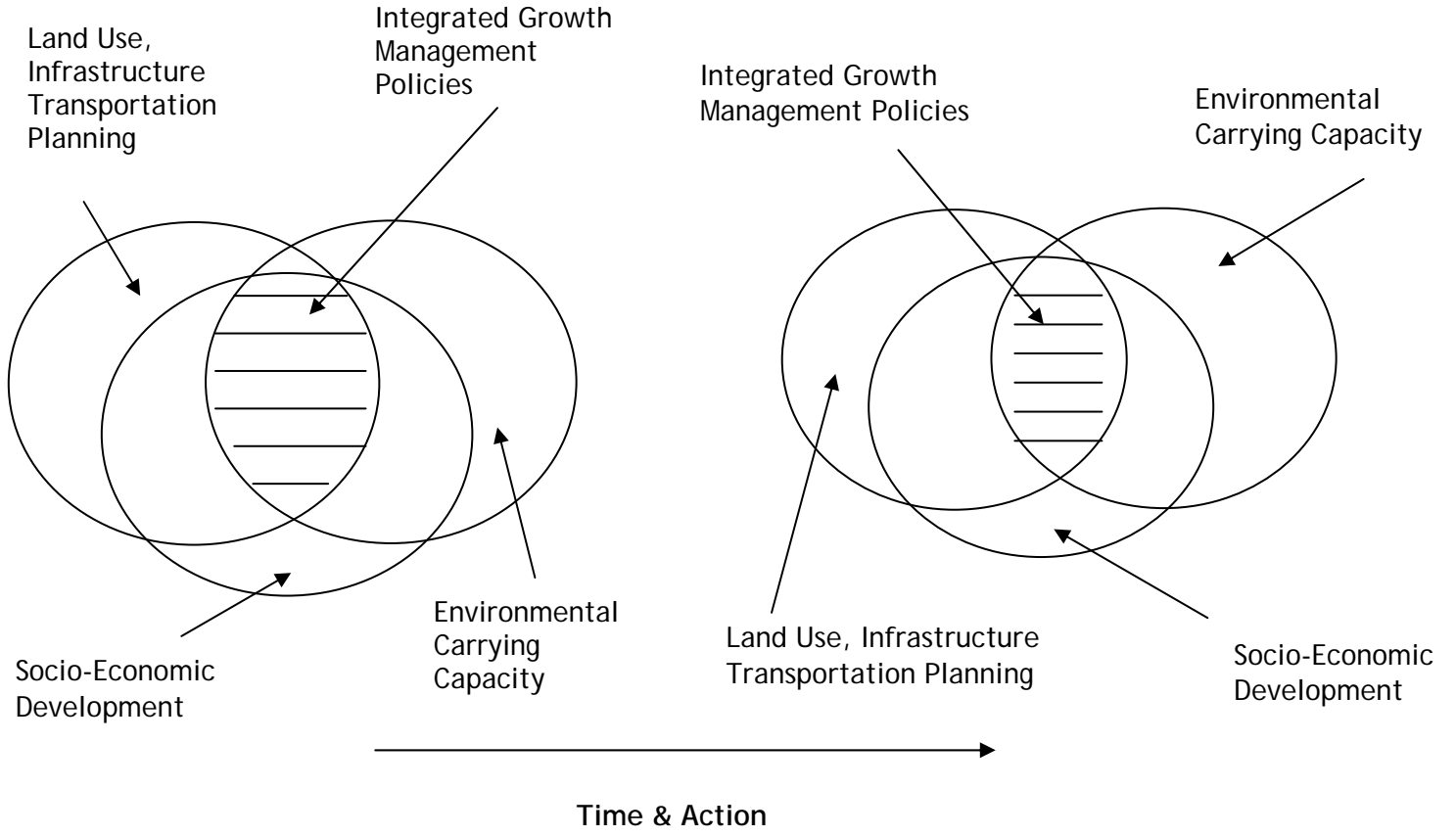


FIGURE 5

GROWTH MANAGEMENT APPLICATION



3.1.1 Regional Growth

The Local Government Act requires that “the official community plan must include a regional context statement.” The regional context statement is intended to relate to a regional growth statement prepared by the member communities of the regional district, the Cowichan Valley Regional District (CVRD). But, at the time of preparation of this Community Plan, a regional growth strategy had not been initiated by the CVRD. Therefore, the following Regional Context Statement will guide the Community Plan in the absence of the regional growth strategy.



3.1.1.1 Regional Context Statement

Ladysmith intends to direct future growth to identified growth areas within the Town’s Urban Containment Boundary (Figure 6). Ladysmith recognizes a duality:

- (1) that it is part of a larger region in which growth pressures and issues affect Ladysmith and;*
- (2) that Ladysmith affects regional aspirations by providing services and functions that attract regional use.*

Ladysmith intends to work closely with the Cowichan Valley Regional District to manage growth in a comprehensive and environmentally sensitive manner, so that future urban growth is consistent with regional interests and is directed to urban areas within Ladysmith’s Urban Containment Boundary.

3.1.2 Growth Management Goals

Ladysmith will . . .

- *manage growth in an orderly manner so that ecological, economic, physical and social factors are considered in an integrated approach.*
- *grow in a manner that is sensitive to the protection, promotion and revitalization of its natural and built environments.*
- *work with the Cowichan Valley Regional District to develop a Regional Growth Strategy.*
- *promote development that utilizes existing services.*
- *adopt an Urban Containment Boundary.*
- *promote growth that is supportive of sustainable development principles.*
- *capital planning will be used as a central element of growth management.*

3.1.3 Growth Management Objectives

1. Ensure that future development areas are planned and serviced in an integrated timely manner so that:
 - a) ecological and economic costs are minimized;
 - b) transportation, water and wastewater infrastructure are appropriately sized and located;
 - c) mixed use development is promoted; and
 - d) pedestrian-scale neighbourhoods are created.
2. Develop long term capital planning that relates to the goals of this Plan and leads development, rather than responding to it.
3. Promote infill development in existing residential areas.
4. Promote mixed-use development (residential use over retail/commercial use) in the Downtown Core.
5. Direct commercial growth to the Downtown area.
6. Direct residential growth to specific areas within an Urban Containment Boundary.
7. Direct future employment to employment centres located near the waterfront and the south industrial lands and to home-based businesses.
8. Identify and confirm an Urban Containment Boundary (Figure 6).
9. Restrict new water and wastewater service extension to existing built and zoned development areas or future identified growth areas.
10. Continue to monitor the urban/rural edges to identify potential issues.

3.1.4 Growth Management Policies

1. To protect open space, ecological features and rural character, the Town will direct growth to lands within the Urban Containment Boundary (Figure 6).
2. Future residential growth will occur in five general areas: North Ladysmith, Downtown, Holland Creek Area, South Ladysmith, and the Waterfront Area as shown in 'Figure 3.1 - Potential Population Growth'.
3. The Town will encourage residential infill where vacant lots exist.
4. The Town will encourage mixed-use commercial and residential uses in and around the Downtown through a Downtown Mixed Use and a Downtown Core designation.
5. The Town will support removal of land within the Holland Creek Local Area Plan area from the Forest Land Reserve.
6. The Holland Creek, South Ladysmith, and Waterfront areas will be developed in a manner consistent with the respective Local Area Plan.
7. The Town will guide future development on the basis of an integrated decision-making approach, including the Financial Plan.
8. The Town will continue to encourage the development of the Waterfront for mixed residential, commercial and recreation uses.
9. To reduce land consumption, increased residential densities, such as compact lots, will be promoted in appropriate locations.
10. To avoid scattered commercial activity, new commercial development will be directed to the Downtown and to selected waterfront and neighbourhood commercial sites that support complete community objectives.

Bylaw 1950

11. To reduce employment commuting, home-based businesses, that are not disruptive to residential uses, will be permitted in residential neighbourhoods.
12. To minimize commuting and associated infrastructure costs, the Town will direct future employment to employment centres located near the waterfront and the south industrial lands and to home-based businesses that are not disruptive to residential neighbourhoods.
13. The Town will encourage the Cowichan Valley Regional District to complete a Regional Growth Strategy.
14. Stormwater management and transportation planning considerations will be integrated into all future land development.
15. Water and wastewater services will be planned and coordinated to support growth management and minimize costs.
16. Consideration of the Town's strategic directions and priorities in the review of development applications, including subdivision applications and boundary extension proposals, may include matters as outlined in the Town's Development Approval Information Bylaw.
17. The approval of infill or new subdivisions shall consider potential impacts on existing neighbours of the proposed development and new residents or users of the development.
18. The Approving Officer shall consider the Official Community Plan and Area Plans in the review of subdivision applications.

Bylaw 1886

Bylaw 1891

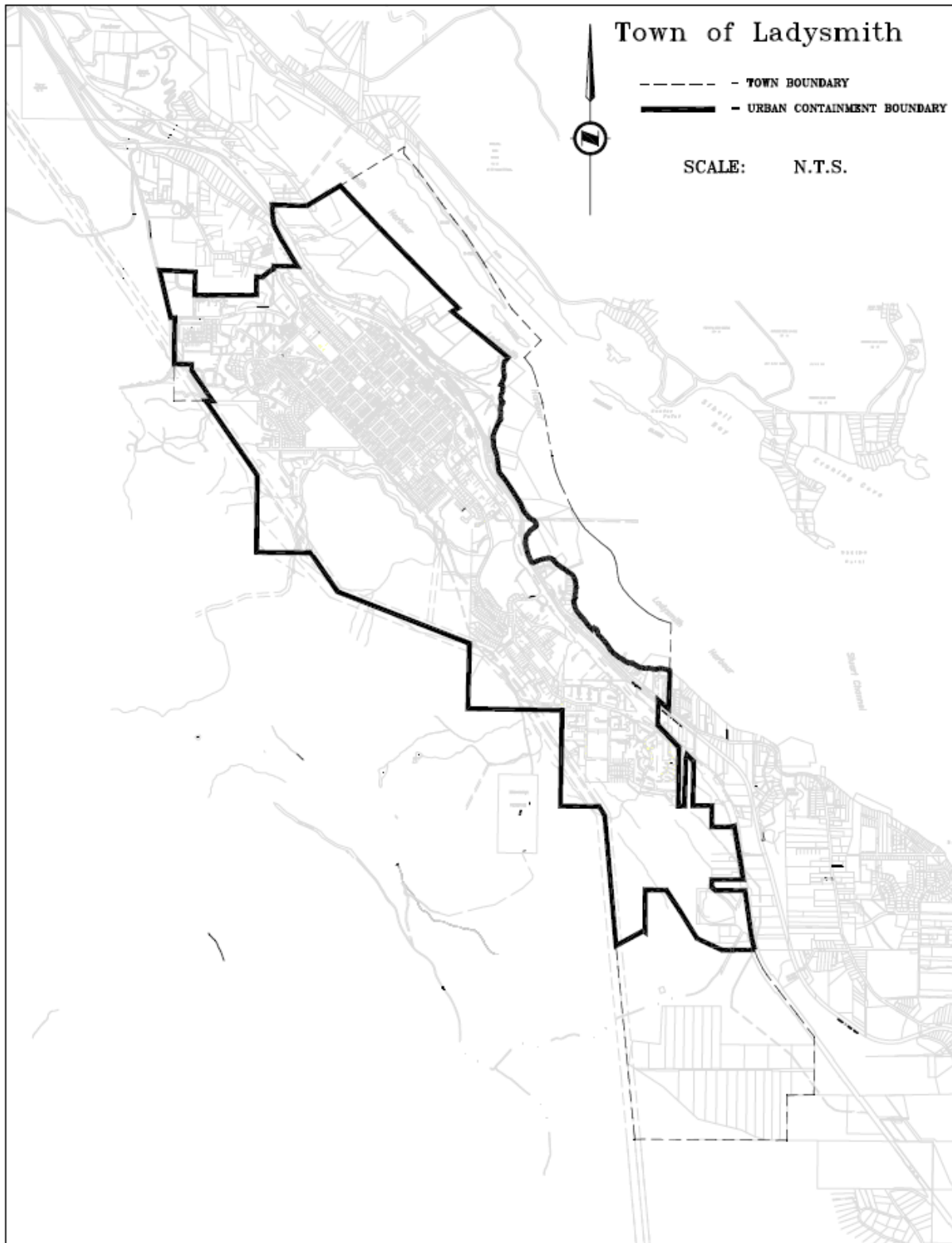
Bylaw 1891

3.1.5 Integrated Decision-making

As per Policy 3.1.4 (7) above, The Town of Ladysmith will adopt an Integrated Decision-making process for the determination of future investment in new neighbourhoods (Figure 4). Through an analysis of land use, infrastructure and transportation planning (financial investment), environmental carrying capacity (ecological cost) and socio-economic development (social and economic cost), the Town of Ladysmith will wisely allocate investment in new neighbourhoods by identifying appropriate phasing and budget requirements and funding sources in relation to environmental and socio-economic issues. Total costs will be minimized.

The Town will examine each neighbourhood development from that integrated decision-making perspective. Where appropriate, Local Area Plans will be completed to identify the suitable approaches to planning, development, servicing and financing in specific areas.

FIGURE 6 - URBAN CONTAINMENT BOUNDARY



3.2 Land Use Planning and Community Design

Key Guiding Principles:

- *Promote environmental stewardship.*
- *Promote an economically diverse community.*
- *Preserve heritage and cultural resources.*
- *Support downtown revitalization.*
- *Manage growth in an orderly way.*
- *Promote high quality waterfront development.*
- *Develop visually enhanced and vibrant neighbourhoods.*
- *Promote an integrated approach to planning and development.*

Land use planning and community design are key elements in ensuring that growth management is accomplished in a sustainable manner, environmental features are protected and services and facilities are located efficiently. Land use planning and community design are closely interconnected. Each affects the other.

Physical development characterizes a community's values and priorities. It establishes a sense of place that frames the perception of a community for those who live there and those who visit. It is through land use planning that many of the Key Guiding Principles will be achieved. Land use planning affects growth management, transportation, economic development, environment, services and facilities and recreation and culture.

Community design affects the character and image of a community. It can enhance the character of a community by minimizing the potential negative visual and physical effects of development and by ensuring that development 'fits' the landscape and scale of past development. Without a design context, community development can occur in a fragmented fashion, each individual development unrelated to the other. To overcome future fragmented development, many communities have begun to use design guidelines to direct the form and character of new development. Recent changes to the *Local*

Government Act allow communities to set objectives for the form and character of intensive residential development.

Land use density and type also has significant implications for the character of a community. Separate discreet land uses invariably create isolated pockets of single uses which, in turn, create the need to travel from one use to another to access goods, employment, recreation and accommodation. Recent trends towards integrated land uses, mix of uses on one site (e.g., residential over commercial/retail near and in the downtown), and 'clean' light industrial employment centres make it possible to reduce single use areas, reliance upon automobile use, the associated pollution and energy consumption. Ladysmith's existing overall compact development lends itself well to promoting future forms of integrated land uses.

Situated on a hillside, Ladysmith has a dramatic presence overlooking Ladysmith Harbour. Topography varies between steep rough terrain, especially adjacent to major creeks such as Holland Creek, to gentle terrain between riparian zones. Holland Creek, Rocky Creek, Russell Creek, and Stocking Creek provide major natural drainage courses through the Town. Those drainage basins provide spines of green between developed sites. The riparian corridors provide an important opportunity to integrate natural environment and built

environment. They support biodiversity within the Town. A potential important part of Ladysmith in the future could be the continued protection of ribbons of open space weaving across the face of the hillside. Hillside areas are especially vulnerable to viewscape intrusion through poorly designed and located development. The Community Plan will need to give consideration to appropriate design guidelines for hillside areas, so that views are protected, negative effects of hillside development (upon views and ecological functions) are avoided and environmental corridors are maintained.

Issues of housing affordability have become important for many communities in British Columbia. Housing costs are affected by land supply and costs, by market demand, by community infrastructure costs and by construction costs. Ladysmith has become an attractive community with a high quality of life. That, in turn, attracts residents which, in turn, increases local demand for housing. Long-term housing affordability could become an issue as Ladysmith attracts employers and new residents due to this high quality of life.

Ladysmith has identified several key future long-term development areas as shown in 'Figure 3.1 - Potential Population Growth'. They are:

- North Ladysmith;
- Downtown;
- South Ladysmith;
- Holland Creek Area - refer to the Holland Creek Local Area Plan (2016); and
- Waterfront Area- refer to the Waterfront Area Plan (2018).

Four of those areas are especially important for future growth and the diversity of that growth. The four key future areas are:

- Waterfront;
- Holland Creek;
- Downtown; and
- South Ladysmith.

For a description of the land use and development potential of the Waterfront and the Holland Creek Area, please refer to the Waterfront Area Plan (2018) and the Holland Creek Local Area Plan (2016).

Bylaw 1950

Downtown Ladysmith has long been recognized for its historic character and heritage buildings. The Downtown continues to flourish as broader commercial trends indicate that boutique retail, personal service commercial, and small cafes and restaurants provide an alternative to larger commercial establishments and commercial malls. Opportunities to diversify land use in the Downtown and incorporate increased residential uses through infill and residential over commercial/retail development could further strengthen the Downtown.

South Ladysmith is a new area recently included in the Town boundary. This area will serve as a future growth and employment centre for industrial, commercial and residential uses set within the natural framework of Stocking Creek and its tributaries. A residential population of approximately 500 is expected to be added to the 1500 additional people expected to locate in the neighbourhood to the north. A Local Area Plan for South Ladysmith was completed in the Fall of 2002.

Bylaw 1950

3.2.1 Land Use Planning and Community Design Goals

Ladysmith will . . .

- *plan so that ecological, economic, physical and social factors are integrated in sensitive and appropriate community design.*
- *Ladysmith will plan in response to ecological features, hillside and waterfront setting and riparian corridors.*
- *Ladysmith will promote complete community and healthy sustainable development principles.*
- *Ladysmith will encourage riparian corridor protection by undertaking comprehensive site planning and design.*
- *Ladysmith will promote mixed-use development, inclusionary zoning, and compact efficient forms of development where possible and feasible.*
- *Ladysmith will encourage high quality site and building design.*

3.2.2 Land Use Planning and Community Design Objectives

1. Ensure that future development areas are planned and serviced in an integrated timely manner so that:
 - a) ecological and economic costs are minimized;
 - b) transportation, water, stormwater and wastewater infrastructure are appropriately sized and located;
 - c) mixed use development is promoted; and
 - d) pedestrian-scale neighbourhoods are created.
2. Support Best Management Practices protection of key natural features.
3. Ensure that the Downtown remains a viable commercial district.
4. Promote comprehensive planning and site design that balances ecological and economic considerations.
5. Promote mixed-use development, where appropriate.
6. Preserve the unique heritage resources and landscape vistas of the Town.
7. Promote a range of housing types and densities.
8. Integrate open space planning and residential planning to create a community that celebrates its natural environment and hillside setting.
9. Minimize conflict between resource development, environmental conservation and other land uses.
10. Develop design guidelines for intensive residential development, downtown area, commercial development and industrial/business park development.



3.2.3 Land Use Planning and Community Design Policies

1. The Town will encourage mixed-use commercial and residential uses in and around the Downtown through a Downtown Mixed Use and a Downtown Core designation.
2. Ecological features, particularly steep slopes, riparian areas, and Environmentally Sensitive Areas will be used to help determine suitable developable areas for new development.
3. Integrated neighbourhoods that incorporate a variety of housing types and densities and local service commercial development will be encouraged in new neighbourhoods.
4. The Town defines 'intensive residential development' to include all forms of residential development that consists of densities that average 17.3 units per hectare (7 units per acre) or greater as determined on a parcel-by-parcel basis.
5. Design Guidelines will be completed to guide the form and character of intensive residential development.
6. The Town will guide future development on the basis of an integrated decision-making approach, including the Five Year Financial Plan.
7. The Town will encourage new residential development in the following areas over the next five to twenty years:
 - Holland Creek;
 - Infill of existing residential areas;
 - Waterfront;
 - Near the Downtown Core; and
 - South Ladysmith.
8. The Town will support removal of land within the Holland Creek Area Plan from the Forest Land Reserve.
9. The Town will encourage neighbourhoods that contain a variety of living accommodation, including residential units for a variety of ages, including an aging population.
10. Council may consider heritage designation bylaws, including a historic building management bylaw, and require a heritage conservation management plan regarding heritage building development.
11. The Town will continue to support implementation through partnerships with provincial agencies, First Nations, and the private sector of the Holland Creek, South Ladysmith and Waterfront Area Plans.
12. Design Guidelines will be developed and revised for the Downtown, Waterfront, commercial development and industrial/ business park development.
13. The Town will encourage protection of Environmentally Sensitive Areas and application of the Province of British Columbia's "Environmental Objectives, Best Management Practices Requirements for Land Developments and Streamside Protection Regulations."
14. Integrated transportation and land use planning will be required in future development proposals.
15. Ladysmith will co-operate with forest management companies, First Nation and provincial government agencies to manage forest harvest in an environmentally and economically responsible way.

16. The Downtown will continue to be planned and managed in a manner consistent with its heritage character.
17. The Downtown will continue to be planned and designed as a pedestrian friendly area.
18. The Downtown will be promoted as a residential area with infill and mixed-use development (residential in the downtown and residential over commercial/retail in the core) as a key component.
19. Design Guidelines will be completed for the Downtown to promote the heritage character of the area.
20. Economic development that sensitively makes use of heritage buildings will be promoted.
21. Secondary suites will be permitted within any single family dwelling, subject to the conditions and requirements or regulations adopted by Council. The Town will explore other forms of secondary housing, including carriage house suites and ground-oriented cottage suites.
22. In support of sustainable development, complete neighbourhoods (including local employment and shopping) will be promoted, especially in and near the Downtown and the Waterfront.
23. Provide for the appropriate location of land use in the community - including downtown mixed use, waterfront, commercial, residential, industrial, institutional, park and open space - as shown on Map 1 - Land Use.
24. General designations and policies for the range of land uses in the Community Plan are found in Section 3.8 Management of Development in this Plan.
25. General designations and policies for land use and development are contained in Section 3.8 Management of Development in this Plan.
26. New manufactured home parks are supported as an affordable housing option.

Bylaw 1773

Bylaw 1692

3.3 Environment

Key Guiding Principles:

- ***Promote environmental stewardship.***
- ***Manage growth in an orderly way.***
- ***Develop visually enhanced and vibrant neighbourhoods.***
- ***Promote an integrated approach to planning and development.***

Ladysmith is situated on the edge of a hillside overlooking the Ladysmith Harbour, Stuart Channel and Georgia Strait to the east. It lies adjacent to a large expanse of natural forested lands that provide a green backdrop to the Town. The Town boundary is set within two watersheds - Holland Lake and Stocking Lake watersheds. Several creeks drain the uplands

and these watersheds to the west of the Town and course through the community, creating natural ribbons of green space amidst development. Salmonids inhabit a few of those creeks. Steep slopes, sensitive embankments and riparian corridors limit urban development to gently sloping non-riparian zones.

The waterfront has been severely affected by past development, including historic coal transportation, heavy industry and associated uses and debris. Redevelopment of the Waterfront includes a clean up of past debris and creation of public waterfront access and waterfront parks. Secondary treated sewage is planned to be piped into the Stuart Channel.

Although historic development has affected the extent and type of wildlife and habitat availability, there exists opportunity to develop environmentally based land use plans for emerging development areas, such as Holland Creek. Holland Creek and Heart Creek provide significant potential to protect riparian communities for future generations. Incorporation of extensive green space within future development areas, such as Holland Creek Local Area Plan, creates potential to set aside natural areas while establishing high quality development areas surrounded by open space. Stormwater management will be a critical consideration in future land use planning, especially for those systems which require discharge into upland watercourses. Development will generate increased storm flows and requirements for stormwater management, including management of peak flows and reduction in off-site runoff.

By managing growth in an environmentally responsible manner, environmental stress should be reduced. Directing future development to areas that have a high development capability and low environmental sensitivity should create development and environmental benefits. Through increased efficiencies of land use, such as increased

density of residential development, complete neighbourhoods that reduce automobile dependency and infill of vacant land, Ladysmith will be able to minimize detrimental effects upon natural areas, air and water quality, and wildlife and fisheries stocks.

During the past few years, the provincial government has focused upon ways of enhancing riparian zone protection while addressing development issues. Those measures require that significant environmental analysis, setbacks from riparian zones and mitigative measures be undertaken to reduce detrimental effects of development. In a hillside community, such as Ladysmith, such requirements could limit the size of potential development areas and impose financial constraints on the municipality and the development industry.



3.3.1 Environment Goals

Ladysmith will . . .

- *plan so that ecological factors are integrated in community planning and design, particularly for waterfront and hillside development.*
- *promote sustainable development principles, while ensuring that the community remains competitive with other Vancouver Island communities.*
- *balance ecological, economic and social considerations through a policy and land use framework that encourages and supports stewardship of the environment and natural resources.*
- *protect sensitive environmental areas within our watersheds, including steep slopes and riparian zones for future generations.*
- *ensure the detrimental effects of future development on aquatic habitat will be minimized.*
- *promote a system of greenways.*

3.3.2 Environment Objectives

1. Identify and adopt environmental stewardship principles and tools that reflect a sustainable development philosophy.
2. Identify an environmental database that is available to community members.
3. Incorporate sustainable development concepts in Town decision-making.
4. Support Best Management Practices for watershed protection and riparian corridor planning.
5. Undertake environmental protection, enhancement and remediation of selected creeks, riparian habitat, wildlife corridors, steep slopes, viewsapes and other sensitive environmental features.
6. Encourage the use of environmental indicators to determine how the community is managing the environment.

7. Consider alternative design standards for the development of stormwater management systems such that site specific opportunities can be maximized.
8. Create greenway linkages between and adjacent to neighbourhoods.

3.3.3 Environment Policies

1. The Town will develop Environmental Sensitive Area Guidelines that integrate biophysical considerations and sensitive area protection for all land alteration and development activity; and proposals for land development will be required to provide an ecological assessment report that demonstrates protection of all sensitive areas, (including steep slopes and hillsides). **Bylaw 1736**
2. The Town will encourage community-based environmental stewardship by identifying stewardship opportunities and working with community groups, schools and citizens to develop integrated community stewardship programs.

3. The Town will work with senior government to identify stewardship opportunities.
4. The Town will encourage greenway designation and development at time of subdivision. Where possible, greenways will be used for cycling and walking to link different neighbourhoods.
5. Continue to enhance the urban environment and streetscape through tree planting under the 'Green Streets' program.
6. Fish bearing and non-fish bearing riparian areas shall be protected from unnecessary intrusion and development.
7. Future hillside development will be designed to fit landscape and natural features.
8. Sustainable development considerations, with an emphasis upon encouraging complete neighbourhoods, will be incorporated into all future land use planning.
9. Prior to development approval, the Town will require that development adjacent to or in proximity to sensitive areas, including steep slopes, as determined by the Town, is reviewed and approved by a geotechnical engineer and registered professional biologist.
10. The Town will require that Environmentally Sensitive Area considerations are identified and incorporated into all future land use planning.
11. Riparian corridors will be protected for their contribution as linkages between ecosystems.
12. The Town will continue to encourage clean up of the Waterfront waterlots, foreshore and upland.
13. The Town will complete a Master Drainage Plan for all watercourses within the Town

to identify constraints and establish guidelines for future development.

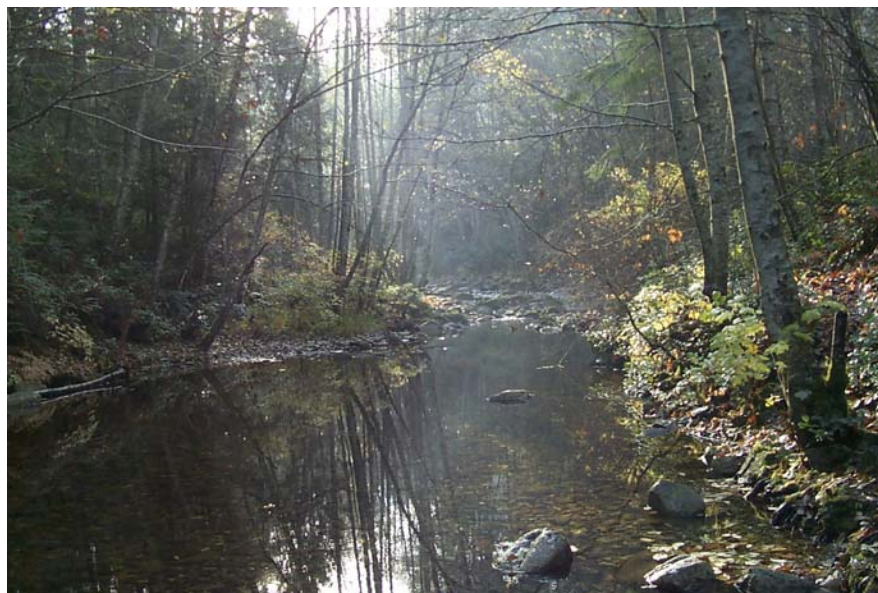
14. The Town will encourage protection of Environmentally Sensitive Areas and application of Provincial guidelines (and any amendments) such as:
 - i) *Develop with Care: Environmental Guidelines for Urban and Rural Land Development in British Columbia (2006)*;
 - ii) *Sensitive Ecosystem Inventory: Conservation Manual (2001)*;
 - iii) *Best Management Practices for Raptor Conservation during Urban and Rural Land Development in British Columbia (2005)*;
 - iv) *Stormwater Planning: A Guidebook for BC (2002)*;
 - v) *Guide to Airshed Planning in British Columbia (2004)*;
 - vi) *Biodiversity BC: Conserving the Variety of Life (2008)*; and
 - vii) *Wetland Ways; Interim Guidelines for Wetland Protection and Conservation in British Columbia (2009)*.
15. The Town will review its existing Subdivision and Development Bylaw to update and provide the necessary controls in line with the OCP.
16. The Town should review and consider the application of alternative development standards that promote surface water infiltration and reduce surface runoff.
17. The Town will work with forestry organizations to reduce the detrimental effects of logging within the Town's boundary.
18. Economic development will respect environmental features and minimize detrimental environmental effects.
19. Heritage resources that celebrate Ladysmith's historic natural resource activities will be promoted, particularly in the Downtown and on the Waterfront.

Bylaw 1736

Bylaw 1736

20. Residents will be encouraged to reduce their reliance upon private vehicles by promoting alternative and multi-modal forms of transportation and complete neighbourhoods.
21. The importance of Ladysmith's environmental heritage will be promoted in future planning and development. This will include the protection of natural water courses and, where possible, recovery and restoration (daylighting) of streams.
22. The Town will prepare a tree protection and preservation bylaw.
23. Watershed protection will be encouraged in the Holland Lake and Stocking lake watersheds through cooperative efforts with landowners involved in forest management and recreation use.
24. The Town will commission an Environmental Impact Study (Stage 2) after completion of the upgrades to the secondary treatment at the Waste Water Treatment Plant in order to evaluate the need for advanced treatment and/or extension of the outfall beyond the embayed area of Ladysmith Harbour.

Bylaw 1891



3.4 Transportation

Key Guiding Principles:

- *Promote environmental stewardship.*
- *Promote an economically diverse community.*
- *Support downtown revitalization.*
- *Manage growth in an orderly way.*
- *Develop visually enhanced and vibrant neighbourhoods.*
- *Promote an integrated approach to planning and development.*

In 1999, the Town of Ladysmith participated in an ICBC sponsored pilot project aimed at helping small communities plan for future growth by integrating Safety Conscious Planning principles into long term land use planning. That process identified the importance of explicitly integrating transportation planning and land use planning in recognition that traffic systems are the veins and arteries of a community, and poor flow, congestion and dangerous traffic dynamics are symptoms that can lead to an unhealthy environment - economically, environmentally and socially. Transportation and land use planning have been fully integrated in the Community Plan.

The Town of Ladysmith has developed in a linear pattern for much of its history (until the 1960's) due, in part, to historical patterns of pre-World War II development, the limitations that the hillside landscape presents, the town's proximity to the Island Highway and the views from the uplands onto the Ladysmith Harbour, Stuart Channel and Strait of Georgia. The Town has been successful in retaining its vibrant, attractive and compact downtown. During the past 20 years, Ladysmith has experienced less compact growth in the form of small subdivisions on the outer edges of Town. In order to minimize the potential detrimental effects of scattered development, the Town, through the Community Plan, is promoting predictable and efficient circulation systems which ensure that the increase in vehicles will not lead to congestion, resident frustration and

potential economic inefficiencies. Ladysmith is exploring alternative ways of integrating land use, transportation, economic development and environmental planning through applications of *Smart Growth* that include alternative development standards, mixed use, increased densities, and multi-modal forms of transportation.

The Town of Ladysmith has expressed commitment to ensuring that safety considerations hold paramount importance in land use and transportation planning by adopting Safety Conscious Planning, including:

- Separating travel modes such as bicycle, bus, and other vehicles;
- Reducing the exposure of a crash by minimizing the need to travel by car;
- Reducing operating speeds using techniques such as traffic calming;
- Achieving compatibility between a road's use, its form and function;
- Providing for local access and mobility of through traffic;
- Accommodating pedestrians, cyclists and transit on the network.

Recent upgrades to the Island Highway have affected Ladysmith. The Island Highway was widened and realigned, including reduced direct access, introduction of traffic lights and upgraded landscaping. While the improvements have facilitated increased traffic flow and a safer highway environment, they have also

physically limited access to the Town. This has reduced opportunities for passers-by to spontaneously access retail areas and has restricted vehicle and pedestrian access to the waterfront to two primary locations. In addition, with reduced exit opportunities from the Downtown onto the Island Highway, there is added pressure on internal traffic flow on local streets. Future land use planning will need to address issues of linkage between the Waterfront and Downtown, particularly as the Waterfront becomes a major residential and recreation district.

The Town has completed a *Bicycle Plan* as part of the implementation of policies within this Plan. It is anticipated a *Transportation Plan* will also be undertaken to implement these broader policy directions.



Bvlaw 1738

3.4.1 Transportation Goals

Ladysmith will . . .

- *promote downtown parking and safe and efficient pedestrian and vehicle movement to ensure that the Downtown remains a vibrant commercial district.*
- *promote Smart Growth planning principles by integrating transportation and land use decision making, including the exploration and adoption of alternative road standards, bicycle lanes and facilities, pedestrian movement and mixed use so that residents can work and shop close to home.*
- *explore alternative forms of Downtown parking, including off street parking facilities.*
- *explore and promote its regional role as a transportation centre.*
- *explore the development of Transit.*
- *promote pleasant safe pedestrian and bicycle travel as a primary means of movement and an important quality of life attribute.*

3.4.2 Transportation Objectives

1. Complete a Downtown parking management study that includes public consultation with Downtown businesses and the general public.
2. Explore parking management techniques, including incentives through pricing.
3. Monitor Downtown parking to develop creative and appropriate parking solutions.
4. Promote Ladysmith as a transportation centre for rail, road, trail and marine access.
5. Develop supportive land use and transit policies, including streets that support cycling, walking, and persons with disabilities as well as identification of appropriate transit routes and bus stops, and transit friendly land use patterns.
6. Promote Ladysmith's linkage with the CVRD and RDN transit systems.
7. Encourage neighbourhood-scale mixed-use commercial nodes.
8. Promote multi-modal transportation systems.
9. Create human scale development that encourages walking and cycling.
10. Continue to promote the Downtown as pedestrian friendly.
11. Adopt a Functional Classification for Ladysmith's road network to include the following road classes:
 - Downtown;
 - Urban Collector;
 - Rural/Industrial Collector;
 - Urban Local;
 - Rural/Industrial Local;
 - Lane;
 - Urban cul-de-sac;

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- Rural/Industrial cul-de-sac.

12. Promote safe, efficient and economical operation for all users of the existing and future road networks, including regional transportation links.

3.4.3 Transportation Policies

1. The Town will establish criteria for identifying improvements to existing transportation links.
2. The Functional Classification of Roads will be implemented through the subdivision development review process and through completion of capital road projects and operations program, and as shown on Map 3 - Transportation.
3. Pedestrian and bicycle movement will continue to be promoted throughout Ladysmith as provided in the *Bicycle Plan*.
4. The Town will ensure that appropriate transportation planning and design standards are met, including the exploration of alternative development standards.
5. The Town will continue to keep Downtown roads to a minimum width and provide angle parking and parallel parking on street.
6. The Town will initiate a study to identify parking management strategies.
7. Future accessibility issues in and to the Downtown will be studied to ensure that the Downtown remains a vibrant commercial district.
8. The Town will continue to promote Safety Conscious Planning Principles, including all modes of transportation such as vehicle, transit, pedestrian and bike travel.
9. The Town will explore the potential for, and location of, a transportation focal

point or hub for rail, road, transit, cycle and pedestrian movement.

10. The Town will enter into discussions with BC Transit, CVRD and RDN in an effort to identify opportunities, infrastructure needs, feasibility and processes to consider an affordable and efficient transit system for citizens and visitors.
11. Development applications for larger commercial and residential development will be examined for their potential to accommodate future transit service.
12. The Town will continue to promote Ladysmith as a pedestrian and cyclist friendly community in which pedestrian and cycling facilities are established and integrated with planning for transit service.
13. Street lighting will be required to ensure that lighting is sufficient to not only illuminate an area but also promote a feeling of safety.
14. The Town will encourage land use and transportation initiatives that support Travel Demand Management and Transportation System Management.

Bylaw 1738

15. Safe and efficient multi-modal access to the Waterfront will be promoted.
16. Future waterfront development will be pedestrian and cyclist friendly and provide public access to the water's edge.
17. The Town will explore a Complete Streets strategy that supports all users (cyclists, pedestrians, persons with disabilities, transit, vehicles) on planned and current streets. Complete Streets solutions will be context specific.
18. The Town will consider including in the Zoning Bylaw a requirement that commercial, institutional, mixed use, and multi-family residential development provide 'end of trip' facilities such as bicycle parking, showers and change rooms.
19. The Town will explore requirements for developers to integrate cycling facilities into proposed developments such as reduced driveway curb-cuts along designated bicycle routes to limit vehicular crossing, and provision of adequate pathways and other pedestrian and bicycle facilities.

Bylaw 1738

3.5 Economic Development

Key Guiding Principles:

- *Promote environmental stewardship.*
- *Promote an economically diverse community.*
- *Preserve heritage and cultural resources.*
- *Support downtown revitalization.*
- *Promote high quality waterfront development.*
- *Promote an integrated approach to planning and development.*

Economic development is a strategy for the community to address the long-term economic well being of residents and businesses. As a strategic activity, a community's economic development efforts are based on the premise that economic prosperity relates to quality of life and ultimately to the health of the community. A sustainable local economy is diverse and translates into a stable tax base, a balance of jobs and housing, provides opportunities for residents and businesses, and grows within the limits of the physical and natural environment. Policy and efforts around economic development activity attempt to integrate the social, ecological, economic and physical factors of a community.

Local economic development typically has several areas of focus - business retention and expansion, business attraction and recruitment, and community development. A healthy community works with existing businesses to ensure they remain and have opportunity to grow, attracts new businesses to locate in the community, and strengthens the community's local assets (infrastructure, public facilities and amenities, natural resources, land base, and labour force).

Ladysmith has traditionally been dependent on a resource-based economy. True to its inception as a residential community for nearby coal mining activity, the Town has also continued to function, in part, as a bedroom community - exporting a portion of the labour

force to employment opportunities in the surrounding regions. A service sector has also developed in support of the industrial base and the resident population. As an attractive place to live, Ladysmith holds within it an opportunity to recruit businesses whose owners and employees wish to enjoy this quality of life. Ladysmith is also well situated (with road, rail, ocean and air access) and contains the necessary community assets to support growth in new economic sectors. Diversifying the forestry sector into value-added manufacturing, and adding businesses in the marine, tourism, and technology sectors to the economic base, will position Ladysmith for a healthy economic future. The Town has recently begun to position itself for this growth through a range of community improvements to assets and facilities, and by planning for new industrial parks as the future primary employment centres.

The goals, objectives, and policies for economic development contained within this section of the Community Plan represent the community vision for economic development in Ladysmith. Functioning as a framework for the Town's *Economic Development Strategy*, the statements within this Plan guide the strategies and action plan activities that are contained within the *Strategy*. In this manner, economic development efforts of the community are contemplated as part of a broader, integrated approach in achieving the aspirations of the community.

3.5.1 Economic Development Goals

Ladysmith will ...

- *invest in economic development initiatives to ensure the economic prosperity of the community.*
- *promote sustainable economic development activity which contributes to a healthy community.*
- *strive for a more diversified economic base and a greater balance between jobs and housing to achieve a complete community.*
- *provide sufficient and suitable areas for industry and commerce opportunities to serve as locations for future employment.*
- *preserve and protect its natural attributes and heritage and cultural resources.*
- *ensure infrastructure services in support of economic development opportunities are provided for in a timely, cost-effective manner.*

3.5.2 Economic Development Objectives

1. Continue to support the traditional economic base of the resource and service sectors as the core of the local economy.
2. Build on a business-friendly environment through streamlined approval processes, open and responsive governance, efficient use of taxation resources and timely delivery of services.
3. Explore partnership opportunities with local private and public sector and other organizations to achieve community improvements, local business support, external investment, joint marketing initiatives, and to position Ladysmith to support economic growth.
4. Expand the current local economy and to embrace new economic sectors of value-added forestry, marine, tourism and technology.
5. Plan for and promote the development of a mixed-use waterfront adjacent the downtown as a key element in the community's goal of economic diversification and support for downtown retail and service businesses.
6. Promote downtown Ladysmith as the heart of the community - as the focus for commercial, civic, and cultural facilities, as well as a place to reside.
7. Continue to invest in the downtown through preservation and restoration of the heritage building resource and through improvements to the downtown streetscape.
8. Protect and enhance the ecological systems of Ladysmith's natural environment as a component of the quality of life and attraction of the community for residents, tourists, and businesses.
9. Provide an adequate supply of land in appropriate locations to support industrial and commercial economic development activity.

10. Direct new economic development activity to locations planned for industrial use (industrial and business parks) and commercial use (centers or nodes) and, where appropriate in scale, to neighbourhood settings for home-based business.
11. Provide and support a transportation network to include road, rail, marine, and nearby air access, in order to serve residents and businesses, as well as travellers to the community.
12. Plan investment in municipal infrastructure (water, wastewater, storm water management, and utilities) services to support economic development through the life of this Plan.
13. Maintain a suitable complement of community amenities, including education, health and cultural facilities, parks and recreational opportunities.



3.5.3 Economic Development Policies

1. The Town will implement the economic development vision through the *Economic Development Strategy* and initiatives within the *Action Plan*. These efforts are centered on a balanced program of business retention and expansion, business attraction and recruitment, and development of community assets.

2. Strengthen local business with support initiatives to identify programs, external funding sources for business and labour force training, serve as a resource for business information, and partner in economic development activities with local business organizations and regional agencies.
3. Through partnerships and direct investment, focus on marketing and promotion efforts. These are to include both general marketing and promotion of the community and events, as well as targeted marketing initiatives toward recruitment of businesses in the value-added forestry, marine, tourism, and technology sectors to Ladysmith.
4. Establish a protection strategy in this Plan for preservation of the natural environment through identification of Environmentally Sensitive Areas and inclusion of policies and guidelines.
5. To maintain a key community asset, collaborate with community representatives and service providers, in partnership with the Vancouver Island Health Authority (VIHA), to see a transition of the current Hospital and site to a new Primary Health Care Centre and Multi-Level Care Facility.
6. In addition to local economic development efforts, the Town will coordinate with the regional agency (Regional Economic Development Commission (REDC) of the Cowichan Valley Regional District). Activities to include the attraction and recruitment of new businesses, response to leads forwarded by REDC, pursue joint funding opportunities toward strengthening local business, and expand local and regional markets for Ladysmith's goods and services. Ladysmith will also continue to work with provincial and federal levels of government to achieve local economic development objectives.

7. Industrial development is directed to the newly created industrial park areas in Ladysmith. Serviced industrial locations are currently designated in the Plan for the north waterfront in the northeast sector of the Town. A new industrial area in the south sector of Town is planned for a rural level of servicing in the interim, and is to be fully serviced in the long term.
8. Commercial development is directed principally to the downtown core and the south end (Coronation Mall), with complementary commercial areas provided to serve the mixed use waterfront as well as local neighbourhoods.
9. The Downtown will be the focus of activity and development related to

the promotion of the cultural tourism sector, which includes arts & culture, film, heritage buildings and artifacts for Ladysmith.

10. Mixed-use development to include economic activity in the areas of eco-tourism, marina and moorage, marine services, arts, culture and heritage, institutional and live-work alternatives, is directed to the waterfront area.
11. General designations and policies for industrial and commercial land use are found in Section 3.8 Management of Development in this Plan. Detailed policies for industrial locations and use are contained within the *Waterfront Area Plan* and the *South Ladysmith Area Plan*, which are amendments to this Plan.

Bylaw 1950

3.6 Community Facilities and Services

Key Guiding Principles

- *Promote environmental stewardship.*
- *Value heritage and cultural resources.*
- *Support downtown revitalization.*
- *Manage growth in an orderly way.*
- *Develop visually enhanced and vibrant neighbourhoods.*
- *Promote an integrated approach to planning and development.*

Community facilities and services are integral to the liveability of a community - contributing significantly toward the quality of life and health of the community. Provision of community facilities and services for Ladysmith encompasses parks, recreation and cultural facilities and services, civic facilities, educational, health, social and safety services.

Ladysmith has a number of parks, recreation and culture facilities available to meet the needs of local residents. These include approximately 90 hectares of parks and open space, a community centre (including an indoor

swimming pool, gymnasium, meeting spaces, and privately operated fitness centre) as well as a seniors centre and a youth centre facility. While these amenities generally meet the needs of current residents, there will be an ongoing need to address the amount of parks and open space, and the availability of indoor facilities.

Civic facilities for Ladysmith include City Hall, Vancouver Island Regional Library, Post Office, and Agricultural Hall (the Aggie - community hall) located in the downtown core. The Public Works facility and yard, Fire Hall (Volunteer

Fire-Rescue service), and Police Station (RCMP) are situated in surrounding neighbourhood settings. The Town is currently in the process to relocate the Police Station facility to a downtown site. Education facilities in Ladysmith consist of a secondary school and three elementary schools (School District #68). Additional schools will be needed as population levels increase. Consideration may also be given to engaging a post-secondary institution to offer education services to residents in Ladysmith. Health and social facilities and services currently include a Hospital and Health Unit (Vancouver Island Health Authority), as well as a range of social services provided by the provincial government and delivered through the Ladysmith Resource Centre. The Hospital is currently in the process of a transition to a Primary Health Care Centre facility to function in support of a more community-based health care philosophy. It is anticipated that a complementary range of health and social services will be available on site, together with a new multi-level care facility. Population growth and demographic change expected over the life of this Plan will require ongoing review of the community's facilities and services to meet the needs of residents of Ladysmith.

The goals, objectives and policies for community services and facilities contained within this section of the Community Plan represent broad directions regarding provision of services and facilities for this community management area. The statements within this Plan for parks, recreation and culture services, in specific, relate directly to the *Parks, Recreation and Culture Master Plan* document (February 2001). Strategic directions and implementation of leisure opportunities are contained within the *Master Plan*. In this manner, a key component of the community's service delivery is contemplated in this Plan as part of a broader, integrated approach.



3.6.1 Community Facilities and Services Goals

Ladysmith will...

- *Provide quality leisure opportunities that meet the needs and preferences of local residents by offering creative, innovative and accessible parks, recreation and cultural facilities and services.*
- *Ensure the provision of parks and open spaces throughout the community in adequate amounts, locations and types to meet community needs.*
- *Continue to ensure public safety services are provided to the community.*
- *Make a priority the continued access to effective and responsive services to meet health and a social needs.*
- *Plan for education facilities to serve the future population in conjunction with the School District and other educational institutions.*
- *Engage in partnerships with service providers to ensure quality facilities, services and delivery in an efficient and coordinated manner.*

3.6.2 Community Facilities and Services Objectives

1. Provide quality services which recognize the varied interests and needs of the community.
2. Provide comprehensive parks, recreation and culture services which are supported by the community.
3. Ensure that parks and facilities are centres of activity and interest in the community.
4. Work closely with community organizations and to assist the public in becoming self-sustaining in their leisure pursuits.
5. Provide a comprehensive parks and open space system that meets the requirements of present and future generations and preserves the natural environment for primarily passive recreation use.
6. Develop and maintain parks and recreation facilities and landscaped areas to a high degree of excellence.
7. Acknowledge the value of artistic and cultural expression as a contribution to community life and economic growth, particularly as a component of the tourism sector.
8. Support the development of arts and cultural organizations and activities as a means to promote cultural development in Ladysmith.
9. Continue the efforts to preserve and restore heritage buildings, particularly in the downtown core, and heritage artifacts as markers of the community's cultural history.
10. Encourage the continued high standard of current education facilities and

services and provide adequate locations for new facilities in the community.

11. Engage in joint facility planning initiatives with the School District to develop and use schools, community centres and parks on shared sites and as community facilities.
12. Explore the opportunity for delivery of post-secondary education services in a satellite campus form of facility.
13. Preserve health and social services and facilities to meet the needs of the current and future population and particularly those of seniors and youth.
14. Encourage and support the location of primary health services at the current Hospital site.
15. Provide for public safety through effective police, fire protection, rescue and emergency services to the community.
16. Encourage the involvement of residents in community-based safety and prevention programs related to fire, crime, traffic, emergency-preparedness, and community design.

3.6.3 Community Facilities and Services Policies

1. Parks, open space and facilities for recreation and culture shall be provided to serve all residents of the community. The current parks and open space areas are shown on Map 1 - Land Use.
2. The municipality shall endeavour to establish new neighbourhood and community parks on the basis of future development and increases in population.
3. The development of sportsfields facilities should occur in conjunction with School District #68 at school sites in the

community and at the future sportsfield location (District Lot 108) in north Ladysmith.

4. The municipality shall continue development of a comprehensive community-wide trail system for pedestrians and cyclists, to include a continuous waterfront walkway as shown on Map 3 - Transportation.
5. The Frank Jameson Community Centre shall continue to be maintained as the community's primary indoor recreation facility.
6. The Town will apply the following Park Classification and Guidelines:
 - Categories for parks and open space will include community feature parks, active community parks, neighbourhood parks, special parks and linear parks
7. The Town will strive to maintain the following park and open space guidelines in terms of park size:

▪ Community Feature Parks	2 to 20 hectares
▪ Community Active Parks	2 to 20 hectares
▪ Neighbourhood Parks	1 to 4 hectares
▪ Special Areas	Not applicable
▪ Linear Parks	As long as necessary to establish appropriate linkages in the community

- The Town will strive to maintain the following park and open space service area guidelines:

▪ General	Every household should be within 0.5 km of at least one category of park
▪ Community Feature Parks and Community Active Parks	Every household should be within 1.0 - 2.0 km of a community park
▪ Neighbourhood Parks	Every household should be within 1.0 km of a Neighbourhood park

8. Parkland shall generally be acquired through land dedication or cash-in-lieu of land payment at subdivision based on the maximum 5% dedication provided for by the Local Government Act.
9. When applications for subdivision are circulated for comment, the Director of Parks, Recreation and Culture shall be consulted in regards to satisfying parks and open space requirements.
10. Support schools within walking and cycling distance of neighbourhoods located north and south of Holland Creek.
11. Support the provision of enhanced district learning opportunities, including French immersion education, at Ladysmith schools.
12. Encourage the design of school grade configurations that minimize the number of school transitions that students experience during their school life.
13. Support the provision of education facilities through a partnership with School District #68 for the planning and development of schools to be located within future neighbourhood settings.

Bylaw 1859

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| <p>14. Explore joint school and park sites and joint-use facilities for new sites, and support the community use concept for school facilities.</p> <p>15. Pursue the location of a satellite campus facility of Malaspina University College in Ladysmith for delivery of post-secondary education programs.</p> <p>16. Through a community steering committee, provide support and input to the Vancouver Island Health Authority planning process to see a transition of the Hospital site to a Primary Health Care Centre and associated Multi-Level Care Facility as the principal location for health services delivery to Ladysmith.</p> <p>17. The Town will continue to work cooperatively with agencies to monitor the effectiveness of social programs and community health.</p> <p>18. The Town will continue to support public safety programs of community policing, crime prevention programs (e.g. Citizens on Patrol), community safety initiatives (e.g. Safer Communities Program), law enforcement and adequate policing levels for the population.</p> <p>19. Community design will be used to increase urban safety through</p> | <p>promotion of mixed use and infill residential development, street-oriented retail and civic uses in the downtown, and application of Crime Prevention Through Environmental Design (CEPTED) planning and design principles for safer communities.</p> <p>20. Continue to provide fire protection and rescue services through the volunteer fire department.</p> <p>21. Continue to participate in the Emergency Response Program through the Cowichan Valley Regional District (CVRD).</p> <p>22. General designations and policies for parks and open space, and institutional (civic, cultural, educational, health) land use are found in <u>Section 3.8 Management of Development</u> in this Plan. Detailed policies for future community facility locations and use are contained within the <i>Waterfront Area Plan</i>, <i>Holland Creek Area Plan</i>, and the <i>South Ladysmith Area Plan</i>, which are amendments to this Plan.</p> <p>23. The Town acknowledges the need for recreational cycling activities and will pursue opportunities for recreation trails.</p> |
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Bylaw 1738

3.7 Infrastructure

Key Guiding Principles

- *Promote environmental stewardship.*
- *Promote an economically diverse community.*
- *Manage growth in an orderly way.*
- *Promote an integrated approach to planning and development.*

The Town's infrastructure comprises municipal services related to water, wastewater and stormwater drainage. The rapid population

growth of the 1990's in Ladysmith has confirmed the need to properly plan for upgrades to our municipal services. These

infrastructure services are integral to the operation of the community. The Town's infrastructure is the "hard" service support base for the community. Issues of both quantity and quality of these services become an important part of managing growth. Essential service levels from both a quantity and a quality perspective for water and wastewater systems need to be maintained to support the population today and tomorrow. Qualitative aspects of stormwater drainage impacts need to be addressed to ensure a continued quality of life and sustainable future for the Town. The financial implications for a small community such as Ladysmith to meet both population growth and increasing standards for water, wastewater and stormwater services are perhaps the major issues facing the Town in the next decade.

Municipal water, wastewater and stormwater services currently provide an adequate level of service for the population in Ladysmith. The provision of water services for a growing community centers around both the supply and future quality of water. Present sources of water include Holland Lake as the primary source and Stocking Lake as a secondary source. Upgrades to the storage capacity of the water system will be necessary to accommodate future growth. Provincial requirements, however, mean that any improvements to supply will also address the water quality. The Town is currently reviewing the need to upgrade the water supply system from both a quality and quantity perspective. The aim of the current water system review is to provide sufficient water for a future population of up to 15,000. The existing storage capacity of our supply system may become an issue, given the relatively high water use in the community. Conservation measures, including water metering, will allow sufficient time to address capacity issues. Wastewater service issues also focus on the quantity (treatment plant capacity) and quality

(primary or secondary treatment) issues in response to managing growth. At present, the wastewater treatment plant has a rated capacity to handle an equivalent population of 9,000 persons with primary treatment. The Town has undertaken a pilot project with the private sector toward a system upgrade that would effectively manage sewage effluent for an approximate population of 15,000 and upgrade to secondary treatment. The pilot treatment facility would have the capability to be increased in capacity by modules, allowing the Town to manage incremental growth of the community.

Stormwater management practice has change significantly over the recent decades as we understand the interactions between development and the natural environment. Communities are moving away from a simple 'drainage' approach, where the goal was to remove storm runoff as quickly as possible, to a more integrated stormwater management approach that recognizes the interactions between land use planning, environment protection and engineering. Identification of environmentally sensitive areas as a framework for the urban land use pattern, setting appropriate development densities for each area, and managing construction practices and impacts on property are essential elements for managing stormwater effectively. At present, stormwater drainage in Ladysmith is managed through a system of piped underground storm drains that outlet to watercourses and the harbour. Initial steps have been taken toward a more integrated stormwater management approach, with a recently completed environmental analysis of local watercourses and their riparian corridors, a review of engineering standards within the Subdivision Bylaw, and examining alternatives for stormwater management controls - both non-structural and structural, and operations and maintenance issues related to stormwater in Town.

3.7.1 Infrastructure Goals

Ladysmith will ...

- *plan infrastructure services so that ecological, economic, physical and social factors are integrated in design and provision of the service.*
- *promote efficient and environmentally sensitive infrastructure servicing with a regard to balancing the capacity of the natural environment with the demands of growth.*
- *ensure sufficient infrastructure services are provided in a timely manner to support community growth.*

3.7.2 Infrastructure Objectives

1. To promote water demand management and conservation as a component of a sustainable wastewater treatment system.
2. To ensure an adequate water supply through expansion of the water supply system and water quality protection to serve both the current and future population of Ladysmith.
3. To provide adequate wastewater treatment to achieve goals for growth management and meet standards for environment protection.
4. To adapt an integrated stormwater management strategy that is technically sound, environmentally sensitive, and fiscally responsible in servicing property.
5. To plan for underground utilities including fibre-optic and high-speed cable facilities to ensure Ladysmith is a 'smart city' for businesses and residents.

3.7.3 Infrastructure Policies

1. Implement the recommendations for water system upgrades as a result of a review of the water supply and distribution system.
2. Water conservation measures to reduce demand on the Town's water supply will include the adoption of a water use efficiency policy; education, awareness and incentive programs; a bylaw to require low-flush toilets for new construction; audits of large commercial/industrial/institutional water users; a program to retrofit low use water fixtures to existing buildings; and universal water metering.
3. Work cooperatively with the private sector and public agencies to ensure environmental best practices for land use are applied in the local watersheds surrounding our water supply (Holland Lake and Stocking Lake).
4. The Town will upgrade the existing central wastewater treatment facilities to provide secondary treatment to conserve the Town's investment in the existing sewer collection system.

Bylaw 1891

Bylaw 1891

Bylaw 1891

5. Incorporate a review of storm water retention/detention alternatives and erosion control practices for protection of fish-bearing watercourses, as well as reduction of property damage from rainfall events, into the Town's engineering standards and prepare a storm drainage bylaw.
6. Direct urban development growth through sequential extensions to the existing infrastructure servicing distribution systems. Interim rural servicing standards are allowed in the recently incorporated South Ladysmith area for industrial and agricultural uses, with connection to full municipal services when made available.
7. Through direct provision by the development industry, and through application of Development Cost Charges, require new development to provide for the extension of municipal infrastructure services and to share in the costs of new growth.
8. As solid waste management is a regional function, continue to partner with the Cowichan Valley Regional District to ensure effective solid waste management services for Ladysmith. Efforts toward reduction of the waste stream, including the local recycling program, are to be maintained.
9. Implement principles of sustainable development through consideration of alternative technologies for infrastructure.
10. The preferred long-term approach for bio-solids management is to transport waste primary and secondary solids produced at the Waste Water Treatment Plant to a regional composting facility to be constructed by others. In the interim, the Town may construct its own composting facility.

Bylaw 1891

11. A sanitary sewer protection bylaw will be developed to prevent the discharge of harmful contaminants to the sanitary sewer and storm drainage systems, as well as conducting an inventory of industrial/ commercial/ institutional discharges, a public education program, and a monitoring and enforcement program for the sanitary sewer protection bylaw.



3.8 Management of Development

The Community Plan and the preceding sections contain broad directions for land use planning in the form of goals, objectives, and policies. The management of development section of the Plan provides more specific directions for land use and development to achieve the overall community vision. Land Use Designations and associated mapping address the location of land uses and the scale of development for each type of land use. Local Area Plans are also used as a tool to manage development, and do so by setting out in more detail the policy directions for future development of a specific area of the Town. Temporary Use Permits are included in the Plan as an interim (short term) alternative for a commercial or industrial land uses that may not warrant a change to the land use designation or the zoning of the property. Development Variance Permits are used to modify aspects of development, apart from the land use and density of development. Development Permits and Guidelines are a key management tool for controlling the quality of development that occurs within the community, acting as the ‘natural and built form’ expression of the community vision.

3.8.1 Land Use Designations

Land Use Designations are the broad categories of land uses and their locations as contemplated by the Plan. The designations prescribe the type of land use, the range of uses permitted, and density limits for development. Land use designations are intended to implement policy directions of the Plan and to provide guidance for Local Area Plans, the Zoning Bylaw, and the development review process. The following provides a description of land use designations in the Plan and as shown on Map 1 - Land Use. A summary of density limits for the land use designations is attached as Table 8 at the end of this section.

Downtown Core

The Downtown Core designation is applied to the downtown core area and is intended as the Town’s primary business and public activity centre. It provides for a range of commercial uses including retail, office, services, as well as civic and cultural uses, and for multi-family residential uses located in conjunction with commercial uses. The maximum density allowed in a Downtown Core designation is up to 1.0 FSR for commercial uses and up to 40 units per hectare for residential uses in conjunction with commercial uses. Development within a Downtown Core designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Downtown Mixed Use

The Downtown Mixed Use designation is applied to the area immediately surrounding the downtown core and is intended to encourage multi-family residential uses as either an alternative to, or in combination with, commercial uses. It provides for a range of commercial uses including retail, office, services, as well as civic and cultural uses, and for multi-family residential uses as stand alone residential developments or in a mixed use residential and commercial development. The maximum density allowed in a Downtown Mixed Use designation is up to 1.0 FSR for commercial uses and up to 75 units per hectare for residential uses. Density increases to allow up to 100 units per hectare for residential development may be considered through density bonusing (for such amenities as senior’s housing / affordable housing / underground parking) as provided in the Zoning Bylaw. Development within a Downtown Mixed Use designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

General Commercial

Bylaw 1859

The General Commercial designation is applied to the commercial area located at Coronation Mall and is intended for commercial uses that serve a market area both within and beyond the local community, and to function as a secondary commercial focus to the downtown core. It provides for a range of commercial uses including retail, office, and services, and for multi-family residential uses located above commercial uses. The maximum density allowed in a General Commercial designation is up to 0.7 FSR for commercial uses and up to 40 units per hectare for residential uses in conjunction with commercial uses. The maximum floor area for any one commercial use is limited to 2,090 square metres. Development within a General Commercial designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Highway Commercial

Bylaw 1859

The Highway Commercial designation is applied to a limited number of locations along the island highway and is intended for commercial uses that serve the needs of the traveling public. It provides for a limited range of highway-oriented and service commercial uses. The maximum density allowed in a Highway Commercial designation is up to 0.5 FSR. The maximum floor area for any one commercial use is limited to 500 square metres. Development within a Highway Commercial designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Local Commercial

Bylaw 1859

The Local Commercial designation is applied to small scale commercial centres located within and serving the daily needs of the surrounding residential population in neighbourhoods. It provides for a limited range of retail, office, and service uses, which do not compete with the commercial uses in the downtown core. The maximum density allowed in a Local Commercial designation is up to 0.5 FSR for commercial uses. The maximum floor area for any one commercial use is limited to 200 square metres. Development within a Local Commercial designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Single Family Residential

Bylaw 1859

The Single Family Residential designation is applied to lower density residential areas found outside the downtown and waterfront. It provides for low density ground-oriented residential uses including single family and two family dwellings, and small lot single family residential development in neighbourhoods. Small-scale residential facilities for people with special needs (special needs housing, child and adult care facilities) are permitted in the Single Family Residential designation. Secondary suites and home-based business uses are also permitted when located within a single family dwelling. Secondary housing is permitted in the Single Family Residential designation. Criteria for secondary suites, secondary housing, and home-based business uses are contained in the Zoning Bylaw. The maximum density allowed in a Single Family Residential designation for single family development is 10 units per hectare, up to 15 units per hectare for two family development, and 25 units per hectare for small lot single family development. Small lot single family development as 'intensive residential development' will be subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Mobile Home Park Residential

Bylaw 1692

The Mobile Home Park Residential designation is applied to the existing mobile home parks in the community. It provides for a mobile home park use, which includes mobile and manufactured dwellings, as well as single family dwelling forms of housing, and complementary recreation and open space uses serving the needs of the park residents. The maximum density allowed in a Mobile Home Park Residential designation is 15 units per hectare, except for a manufactured home park only zone which may have a maximum density of 20 units per hectare.

Multi-Family Residential

The Multi-Family Residential designation is applied to areas within neighbourhoods of the community and at specific locations that are suitable for medium density forms of residential development. Generally, residential uses in the Multi-Family Residential designation are located adjacent to a major (collector) road and near or with access to local commercial services, schools, recreation centres and/or parks. It provides for a range of multi-family residential uses including townhouses and apartments, cluster housing, and special needs housing. Designation of new locations for Multi-Family Residential development will, in addition to the above criteria, be assessed based on an appropriate 'fit' with the neighbourhood in terms of scale, traffic and parking, and servicing issues. In most circumstances the Multi-Family Residential designation will only be achieved through amenity density bonusing (amenities may include affordable housing, highly energy efficient buildings, utilizing alternative energy sources, and other features that contribute to reducing the impacts of climate change). Single family and two family dwelling forms may be considered under this designation when they are a component of a Comprehensive Development and provided for in the Zoning Bylaw. The maximum density allowed in a Multi-Family Residential designation is 60 units per hectare. Development within a Multi-Family Residential designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Bylaw 1816

Waterfront Area Plan

The Waterfront Area Plan designation is applied to the core area of the waterfront as shown on Map 1 - Land Use. The land use designations and policies that apply to this area can be found in the Waterfront Area Plan (2018).

Bylaw 1950

Waterfront

The Waterfront designation is applied to ocean and foreshore areas of the Ladysmith harbour and associated upland and is intended to provide for a range of marine oriented uses. It provides for marine industrial, marina commercial, recreation to include foreshore public trails/walkways and water recreation uses, and foreshore and estuary conservation uses. The maximum density for marina commercial development in the Waterfront designation is 0.3 FSR. Development within a Waterfront designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Bylaw 1960

Industrial

The Industrial designation is applied to industrial park areas and the industrial waterfront area and is intended to accommodate industrial development and employment centres. It provides for the range of industrial and light industrial uses, and limited commercial uses to support industrial parks. The maximum density is 0.3 FSR for industrial and 0.7 FSR for light industrial developments. Development within an Industrial designation is subject to the Section 3.8.5 Development Permit Area Guidelines in this Plan.

Institutional

The Institutional designation is applied to locations across the community to serve the residents' needs for facilities offering civic, recreation, cultural, education, health, social and protective services. It provides for the range of institutional uses to include civic government facilities, community centres and halls, post office, recreation facilities, branch library, museums, galleries, places of worship, health and social service centres, fire halls, and police stations. The maximum density for development in the Institutional designation is 1.0 FSR.

Parks and Open Space

The Parks and Open Spaces designation is applied to areas across the community and is intended to serve the residents needs for parks, open spaces, and recreation uses. It provides for parks uses that include the range of community feature parks, community active parks, neighbourhood parks, special

areas, and linear parks, open space uses that include public access and recreation uses (such as trails/walkways), steep slope and environmentally sensitive areas. The maximum density for development in the Parks and Open Space designation is 0.3 FSR.

Urban Reserve

Bylaw 1685

The Urban Reserve designation is intended as a reserve for long term future urban uses. It provides for agricultural and forestry uses, as well as limited single family dwellings in rural settings. The development density in an Urban Reserve designation beyond the Urban Containment Boundary is a minimum parcel area of 8.0 hectares and within the Urban Containment Boundary is a minimum parcel area of 0.4 hectares.

Comprehensive Development

Comprehensive developments may be permitted in any land use designation, provided the mix of uses conform or are compatible with the permitted uses of the designation. Comprehensive development is not a land use designation in the Plan and is implemented through the use of Comprehensive Development (CD) zones by amendment to the Zoning Bylaw.

3.8.2 Local Area Plans

Bylaw 1950

Local Area Plans are a tool to manage development and provide more detailed policy directions for the future land use and development of a specific area of the Town. Area Plans set out the policy directions for a specific area relating to a range of matters which include land use, transportation, servicing, and plan implementation issues. The Town to date has adopted several Local Area Plans as amendments to the Community Plan. These Local Area Plans are listed herein and form part of this Plan.

- Waterfront Area Plan (2018)
- Holland Creek Local Area Plan (2016)
- South Ladysmith Area Plan (2002)

3.8.3 Temporary Use Permits

Bylaw 1891

Temporary Use Permits are included in the Plan as an interim (short term) alternative for proposed new land uses that may not warrant a change to the land use designation or zoning of land. Temporary uses are typically of a trial/interim use nature, or are a seasonal/occasional use. Temporary use permits may be issued for new land uses on specific properties which are not otherwise allowed by a land use designation in this Plan or in a land use zone in the Zoning Bylaw. Conditions may be specified by Council respecting any required changes to the property to allow the temporary use, and any restoration to the property following expiration of the permit. A temporary use permit can be issued for a maximum of three years, with one renewal of the permit for up to an additional three years.

3.8.4 Development Variance Permits

Development Variance Permits may be issued for any land use designation within this Plan. A variance that is in keeping with the intent of the policies of this Plan may be granted by Council to a regulation contained within Town Bylaws.

3.8.5 Development Permits

Bylaw 1859

Development Permits may be required as authorized by the Local Government Act and designated by this Plan. Development Permit Areas are designated on OCP Map 2 - Development Permit Areas. Special Conditions, objectives and guidelines are provided in Schedule A.1 of this Plan. Development Permits may vary other Bylaw requirements as permitted by the Local Government Act and provided for in the Guidelines.

TABLE 8

DENSITY SUMMARY

LAND USE DESIGNATION	DENSITY		
	Units per Hectare (uph)	Floor Space Ratio (FSR)	Minimum Parcel Area
Downtown Core			
▪ Commercial	-	1.0	
▪ Residential	40	-	
Downtown Mixed Use			
▪ Commercial	-	1.0	
▪ Residential	75 ¹	-	
General Commercial			
▪ Commercial	-	0.7 ²	
▪ Residential	40	-	
Highway Commercial		0.5 ³	
Local Commercial	-	0.5 ⁴	
Single Family Residential			
▪ Single Family	10	-	668 sq. m.
▪ Two Family	15	-	780 sq. m.
▪ Small Lot Single Family	25	-	350 sq. m.
Mobile Home Park Residential	15	-	
Multi-Family Residential	60		
Mixed Use Waterfront			
▪ Commercial	-	0.5	
▪ Multi-family	75	-	
▪ Single family	10	-	310 sq. m.
Waterfront			
▪ Commercial	-	0.3	
Industrial			
▪ Industrial	-	0.3	
▪ Light Industrial	-	0.7	
Institutional	-	1.0	
Parks and Open Space	-	0.3	1.0 ha
Urban Reserve	-	-	8.0 ha

Notes:

¹ Bonus density potential up to 100 uph.

² Maximum commercial floor area for a single use is 4,000 sq. m.

³ Maximum commercial floor area for a single use is 2,000 sq. m.

⁴ Maximum commercial floor area for a single use is 500 sq. m.

4. Implementation

The Ladysmith Community Plan sets the direction for long-term community development. The Community Plan is premised upon an integrated approach to community development in which ecological, economic, physical development and social considerations combine to influence the community's well being (Figure 1). Future decisions should account for the integration of those factors and potential implications and ramifications upon the various policies adopted in the Community Plan.

Future decisions also have implications for the financial well being of the community and Ladysmith's Financial Plan. Timing of decisions can have profound affect upon the financial health of the community. Financial management and associated Community Plan implementation must be carefully considered.

To assist the community in deliberations about the implementation of the Community Plan, several decision-making tools, as described below, have been included for use in Community Plan implementation.

4.1 Policy Framework

The Key Guiding Principles provide a broad framework for the Ladysmith Community Plan. They identify specific direction for the future (Figure 3). The Community Plan contains a large number of policies under a number of different headings. Many policies are related to each other. A decision that focuses upon one topic area (e.g. a management area or geographic area or land use) may have repercussions for one or more of the Key Guiding Principles that frame the Community Plan. Since future decisions will affect the degree to which the Key Guiding Principles are fulfilled, it is important to identify the interrelationship of policies and Key Guiding Principles. A review of the relationship between identified policies and Key Guiding Principles indicates that all of the Key Guiding

Principles are addressed by a large number of policies, with the majority of policies addressing the following Key Guiding Principles:

- Promote environmental stewardship;
- Manage growth in an orderly way;
- Develop visually enhanced and vibrant neighbourhoods;
- Promote an integrated approach to planning and development.

4.2 Project Decision Guide

From time to time, Council will be faced with the need to make informed decisions about project development. Projects might be for infrastructure improvements, such as expanded water and/or wastewater treatment, new bridges, increased alternative forms of transportation infrastructure, or for community facilities such as recreation development and buildings. In each case, Council will be faced with a myriad of interests and wants. An indication of major capital projects anticipated over the life of this Plan, and in relation to population growth, is included for Council review during the annual Financial Plan process (Figure 7). In addition, a Project Decision Guide could assist Council by highlighting some of the key considerations facing Council and providing a framework for dialogue and discussion of key decision elements (Figure 8). Council may choose to apply the Project Decision Guide or it may choose to apply different tools in addition to or instead of the Project Decision Guide.

FIGURE 7: CAPITAL PROJECTS

Time Period	2001	2005	2010	2015	2020	
Population Range	6500 - 7000	7000 - 8000	7500 - 9000	9000 - 10500	10000-12000	12000 +
Major Capital Project	Project Activity					
Infrastructure:						
Wastewater Treatment		Secondary Treatment		Plant Expansion		Plant Expansion
Water Supply - Capacity		Reservoir Upgrade				Raise Dam
Water Supply - Treatment		UV Treatment		Ozonation		
Road Upgrades		Roberts St (phase 1)		Roberts St (phase 2)		
		Fourth Ave (phase 1)	Fourth Ave (phase 2)			
		Dogwood Drive				
		Sixth Ave (phase 1)	Sixth Ave (phase 2)			
			Chemainus Rd (1)	Chemainus Rd (2)		
				South Davis Rd (1)	South Davis Rd (2)	
Community Facilities:						
Sportsfield		Lot 108 (phases 1- 3)	Lot 108 (phase 4)		Holland Creek Park	
		Expand Golf Course	Acquire Property for Playing Fields	2 Soccer/Ball Fields		
				Transfer Beach Upgrade		
Parks/Trails	Heart Lake Trail	Woods Islands Park				
	TCTrail (phase 1)	TCTrail (phase 2)				
Community Centre	Pool Ozone	Changerooms	Expand Parking Area	Ice Arena		
		Expand Dry Spaces/				
		Gym Relocation				
Police Protection		Police Station				
			1 Police Officer	1 Police Officer/Staff		
Fire Protection			Fire Truck			
City Hall		Technology Upgrades				

FIGURE 8: PROJECT DECISION GUIDE

Key Questions	No	Yes	Significantly	Moderately	Minimally	Reserves	Grants	Bonusing	Comments
Does it support OCP Vision and Guiding Principles									
Is it supported by OCP Goals									
Is it supported by OCP Policies									
Is it identified in a local Area Plan									
Is it identified in the Financial Plan									
Emergency/Health Issue									
Capacity Issue									
New Service Issue									
One Time Cost									
Source of Funds									
Other: to be identified									

4.3 Financial Considerations

The implementation of the Community Plan is directly related to the ability to manage the financial demands that growth will place on the community. The cost of providing for the capital investment and operating and maintenance of municipal services continues to increase. The municipality coordinates capital investment through the Financial Plan, which examines operational and capital revenues and expenditures. To assist in the provision of municipal services, the local government also has a range of options for the financing and recovery of the cost of services.

Financial Plan

The process to prepare and review the Town's Financial Plan is integral to achieving the vision of the community for its future. As provided in the Community Plan, there is a direct relationship between the objectives in this Plan and the capital investment decisions of the Financial Plan. In the annual review of the Financial Plan it is anticipated the capital decisions will be consistent with the Community Plan. The policies of the Plan and the use of the Section 4.2 Project Decision Guide tools are intended to assist Council in guiding the growth management decisions for the community.



Financial Mechanisms

The Town has a range of options available to ensure the financing and recovery of cost of services. The principles respecting the use of

options for financing growth for the municipality include the following:

- The Town intends to avoid financial risk to the municipality and general tax payer by ensuring the additional services and costs attributed to growth are borne by the development proponent, and that as much as possible the costs of services are allocated to the beneficiaries of those services;
- The Town will ensure those costs are not so excessive as to prevent development from occurring in a timely manner;
- The non-growth share of servicing costs will be borne by the municipality through the various municipal funding sources.

Municipal Sources

The Town of Ladysmith can make use of several sources to fund municipal services. These sources include the use of current revenues, borrowing, reserve funds, and taxation to pay for capital projects. Increasing taxation in Ladysmith to provide for development of new areas and full municipal services will not likely be considered an appropriate means of financing implementation. For those items for which the developer is not expected to pay, the Town may consider use of current revenues or borrowing through the Municipal Finance Authority as a means of financing such items. Reserve funds represent an alternative form of financing services. These funds are built up over time through collection of development cost charges and used to pay for growth related services.

Development Cost Charges

The Town of Ladysmith has implemented bylaws to collect development cost charges (DCC's) to finance infrastructure and services for new growth. Projects for which DCC's can be applied include roads as part of a major road network, water, sanitary sewer, storm

drainage systems, and parkland acquisitions and improvements. Development cost charges are most appropriate when development can pay into a reserve fund over a number of years for a known capital expenditure, thereby ensuring the funds are in place when the expenditure is required. Use of DCC's alone for financing the extension of services to new areas is less appropriate.

Developer Construct

The Town of Ladysmith can impose subdivision servicing requirements as established under Section 938 of the Local Government Act. Section 938 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.

Latecomer Payments

Latecomer payments occur when a developer or landowner provides services such as roads, water, waste water or storm drainage. Under a latecomer policy, the developer would provide the excess or extended service and the Town later impose connection charges to other owners that hook up to the services, up to a period of a maximum of 10 years. The funds collected by the Town are passed back to the initial developer. This approach complements the developer construct approach, and reduces the risk to the municipality.

Local Improvements

Local improvements are infrastructure projects undertaken by a municipality to benefit a specific neighbourhood or area of the community. Projects range from street improvements, bridge improvements, sewer and water works, and parks acquisitions and improvements. The cost of work undertaken is front-ended by the Town and then recovered from property owners within the local improvement area using a parcel tax. Local improvements are designed to assist a

municipality in adding services to an established area.

Specified Area Charges

Specified Area Charges may be an appropriate option for financing development in new areas. Specified area charges can be used for any type of service and can be applied over a larger area than a local improvement. The specified area approach consists of an annual charge to pay for debt repayment (including interest) for capital projects, and can be in the form of property tax, frontage tax, or parcel tax. It applies to a specific area with the boundaries set in a bylaw. Property owners pay the charge whether they develop or not. This approach allows the municipality to begin collecting debt repayment costs at the outset of the project and may encourage property owners to commence development sooner.

Federal and Provincial Grants

Grants from other levels of government to pay for growth and development have been diminishing over time. The Town will continue to pursue grant opportunities from provincial and federal governments to share in the funding of capital projects, particularly those related to major capital water and wastewater projects.

Parkland Dedication

Parkland can be provided by the Town through direct acquisition, through use of DCC funds and capital reserves as one approach. This also allows for improvements to be made to a park. More typically, new parks are provided for through a land dedication or cash-in-lieu of land payment approach at the subdivision stage of development. The amount of land or cash collected is based on 5% dedication provided for by the *Local Government Act*. This allows the municipality to receive the lands for parks use or to accumulate a fund through contributions to allow for direct purchase of parkland.

4.4 Implementation Tools

There are a host of legislative or regulatory tools and advisory documents that can be used by a municipality to implement the policy directions of the Community Plan. Principal among these, for implementing policies, are the Zoning Bylaw, Development Permit approval and the Subdivision Control Bylaw mechanisms.

Zoning Bylaw

The Zoning Bylaw contains a range of zoning categories prescribing land use, density, and conditions of development. The zoning categories, over time and through amendment, **should be consistent with the broad land use designations of the Community Plan.** The adoption of the current update to the Plan will **require consideration of a review of the Town's Zoning Bylaw.**

Development Permit

Development Permit approval is required for any development covered within the Section 3.8.5 Development Permit Guidelines section of this Plan. The development permit process addresses Plan implementation issues around the form and character of new development in the Downtown and the Waterfront, and for multi-family residential, commercial, and industrial development, as well as environment protection and the impact of hazard lands on development.

Subdivision Control Bylaw

The Subdivision Control Bylaw regulates the subdivision of land and requires the provision of works and services to support development and use of land. Policies of the Community Plan, particularly with respect to management of development practices and guidelines, are applied through the regulations and construction standards and practices contained in the Subdivision Control Bylaw.

Land Use Agreement

The Town requires that rezoning amendments include the developer entering into a Land Use Agreement prior to granting the rezoning. These agreements are applied to a property through a covenant. They include a development/amenity contribution that addresses negotiated public amenity items and their attributed value, which is to be provided by the developer. The premise of the agreement is the increased value associated with a rezoning is shared between the developer and the community.

Riparian Areas Regulation

The purpose of the Provincial *Riparian Areas Regulation* is to establish directives to protect riparian areas from development so that the areas can provide natural features, functions and conditions that support fish life processes.

Bylaw 1736

Development Approval Information

All lands located within the boundaries of the Town are designated as the area within which Development Approval Information may be required. The purpose of requiring Development Approval Information is to ensure that applicable studies and relevant information are provided to the Town of Ladysmith to evaluate the impact of a development proposed within the Town.

Bylaw 1886

The Town's Development Approval Information Bylaw, specifies the procedures and policies for requiring such studies and information. For the purpose of Section 920.01 of the *Local Government Act*, development approval information may be required under the following circumstances:

1. The development proposal requires any of the following:
 - a) an amendment to the Zoning Bylaw;
 - b) the issuance of a development permit; and
 - c) the issuance of a temporary use permit.
2. The approval of the development proposal may impact the Town's strategic directions

- and priorities for the following:
- a) transportation patterns and network;
 - b) local infrastructure (sanitary sewer, water supply, stormwater management);
 - c) the natural environment;
 - d) public facilities including community services, recreation facilities, parks and schools;
 - e) economic and social development;
 - f) archaeology and heritage;
 - g) form and character; and
 - h) climate action including greenhouse gas reduction, energy conservation and water conservation,
- as outlined in the Official Community Plan, A Community Vision for a Sustainable West Coast Town, Sustainability Action Plan, Strategic Plan, Liquid Waste Management Plan, and Financial Plan.

Other Municipal Plans

As outlined in the Community Plan, there are a number of other plans the municipality can use to both inform and implement the Community Plan. These include:

- Local Area Plans (refer to Section 3.8.2);
- Financial Plan;
- Strategic Plan;
- Parks and Recreation Master Plan;
- Economic Development Strategy;
- Transportation Plan;
- Infrastructure Plan;
- Stormwater Management Plan.

Town of Ladysmith Community Energy Plan (2008)

The Town of Ladysmith Community Energy Plan identifies seven initiative areas and 31 actions that the community can undertake to achieve the greenhouse gas reduction targets.

Ladysmith Community Vision for a Sustainable West Coast Town (2008)

The Ladysmith Vision initiative identified a sustainability strategy which outlines the fundamental sustainable development goals for Ladysmith that the community strongly supported.

Ladysmith Bicycle Plan (2009):

Bylaw 1738

The Town of Ladysmith will act on the recommendations of the 2009 Ladysmith Bicycle Plan. The goals of the Bicycle Plan are to increase bicycle trips and increase cyclist safety. The key feature of the bicycle route network is a connected spine of high quality facilities, linking major destinations.

Liquid Waste Management Plan (2013):

Bylaw 1891

The Liquid Waste Management Plan (LWMP) provides the strategies for wastewater management and financial commitments and schedule for LWMP implementation over the next 20 to 30 years. The LWMP addresses existing and future development, including servicing of areas not yet connected to the central or other planned waste water collection systems, greenfield developments, and potential boundary expansions.

4.5 Partnerships

Partnerships in Ladysmith abound primarily due to the strong sense of community in the Town and its neighbourhoods, in part because of the small scale of the community itself. Partnerships within the Town amongst the various organizations is a valuable method for implementing the community's vision. This will be bolstered by efforts of the Town to strengthen the sense of community and improve the social, economic and environmental status of the area. The Town will also continue to reach out to surrounding neighbour municipalities, First Nations, regions (CVRD and the RDN), and provincial and federal agencies to share in the implementation activities contemplated by the Plan.

4.6 Plan Review and Amendment

The Community Plan contains a scope that addresses a long term timeframe (up to twenty years) and focuses on objectives that are within

the shorter term timeframe of the next five years. Typically, a Plan is reviewed every five years, and at that time any updates required are incorporated through the bylaw amendment process. It is anticipated this Plan will be reviewed in a five year timeframe.

Amendments to the Plan within the interim period will be considered in the context of the

policies of this Plan and be conducted in accordance with the requirements of the *Local Government Act*.



APPENDIX

GLOSSARY

Affordable Housing - Housing that sells or rents at a rate that is affordable (costs no more than 30% of income) to households in the lower two income quartiles in Ladysmith.

Agricultural Land Reserve (ALR) - Lands designated by the Provincial government to be preserved for agricultural use or uses compatible with agricultural purposes. The Land Commission decides on requests for exclusion, subdivision, and non-farm use of land in the ALR.

Amenity - an item of benefit to the community that is determined through the development approvals process, and may include infrastructure, special housing, parking areas, streetscape improvements, and community facilities.

Area Plan - an Official Community Plan amendment that applies to a local area of the community (e.g. South Ladysmith Area Plan).

Complete Community - refers to a community that achieves a balance of jobs and housing, includes a diversity of housing types, provides necessary community support facilities, transportation choices, and protection of the natural environment.

Comprehensive Development - provides for a mix of land uses within a specific area (generally on larger land parcels) permitted through an implementing Comprehensive Development "CD" zoning category in the Zoning Bylaw.

Density - is a measure of the total number of dwelling units or total floor area on a parcel of land. Expressed as units per hectare (uph) and/or floor space ratio (fsr).

Density Bonus - an increase in the allowable number of dwelling units or floor area on a parcel of land in exchange for an amenity provided by the developer for the community. Typically implemented through density bonusing provisions in the Zoning Bylaw.

Development Approval Information - as defined in the *Local Government Act* means information on the anticipated impact of the proposed activity on the community including, without limiting this, information regarding impact on such matters as

- (a) transportation patterns including traffic flow,
- (b) local infrastructure,
- (c) public facilities including schools and parks,
- (d) community services, and
- (e) the natural environment of the area affected.

Bylaw 1886

Ecosystem - a complete system of living organisms interacting with the soil, land, water and nutrients that make up their environment. An ecosystem is the home place of living things, including humans.

Bylaw 1736

Environmentally Sensitive Area (ESA) - A rare or fragile ecosystem containing significant natural environmental features that require a level of protection to ensure preservation. Natural environmental features may include streams, watercourses, estuaries and wetlands, riparian areas, woodland vegetation, rock outcrops and bluffs, steep slope areas and older forest ecosystems.

Floor Space Ratio (FSR) - a term for density of development that represents the total floor area of a building divided by the parcel area.

Greenway - a system of protected linear corridors of open space, managed for preservation and recreation purposes, providing connections for natural systems and people.

Integrated Decision-Making - for purposes of the Community Plan, implies a review of the range of ecological, economic, social, and physical development regarding the Town's land base.

Natural Boundary - the visible high water mark of any lake, river, stream or other body of water where the presence and action of the water are so common and usual and so long continued in ordinary years as to mark upon the soil of the bed of a lake, river, stream or other body of water a character distinct from the banks thereof, in respect of vegetation, as well as in respect of the nature of the soil itself.

Riparian - the land adjacent to a watercourse that is directly influenced by the presence of water. Riparian areas are typically rich and diverse in vegetation and wildlife support.

Safety Conscious Planning (SCP) - an approach whose objective is to ensure that safety becomes an explicit consideration in all areas of land use and transportation planning. SCP aims to reduce the risk, exposure, and consequences associated with an accident, and to achieve compatibility between a road's use, form, and intended function.

Bylaw 1773

Secondary Housing - a form of secondary suite that is contained within a detached unit (e.g. above a garage or ground-oriented) usually located at the rear of the lot with access from the street or lane and which is always accessory to and smaller in size than the principal single family dwelling located on the same lot.

Secondary Suite - a form of dwelling unit contained within a principal single family dwelling and subject to guidelines and regulations within the Zoning Bylaw.

Smart Growth - is a strategy for designing and building livable and sustainable towns and cities: communities are 'smart' when they work for people, give them the widest range of opportunities and ensure their health in social, economic and environmental terms.

Special Needs Housing - housing that incorporates physical design features and/or support services to meet the needs of persons with varying abilities.

Sustainable Development - is development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Brundtland Commission 1987). Principles of sustainable development are applied to the goal of creating a 'sustainable community' that has healthy natural areas, uses land efficiently, has vibrant, safe and accessible neighbourhoods, is designed for efficient resource use, transportation and servicing, and is equitable, affordable and fiscally responsible.

Steep Slope - land in their natural state that have a slope angle of 30% or greater for a minimum horizontal distance of 10 metres.

Bylaw 1736 **Riparian Areas Regulation or RAR** - means the *Riparian Areas Regulation*, B.C. Reg. 376/2001.

Urban Containment Boundary (UCB) - identifies the areas of the Town where urban growth and services are expected over the life of the Community Plan. Areas beyond the UCB are expected to remain in rural and resource use.

Bylaw 1736 **Stream** - includes a natural watercourse or source of water supply, whether usually containing water or not, and a lake, river, creek, spring, ravine, swamp and gulch.

Zoning Bylaw - as an implementation tool for the Community Plan, the zoning bylaw regulates land use, density, and development for specific areas or parcels of land in the community.