

**THE MUNICIPAL SERVICES COMMITTEE
AGENDA**

Monday, March 11, 2019

6:30 P.M.

Council Chambers, City Hall
Pages

1. CALL TO ORDER
2. AGENDA APPROVAL
3. MINUTES
 - 3.1 Minutes of the Municipal Services Committee Meeting held February 25, 2019 4
4. DELEGATION
 - 4.1 Ladysmith Traffic Safety through the Highway 1 Corridor (Report from Ministry of Transportation and Infrastructure) 7

Stefan Yancey, Central Island Operations Manager

Michael Pearson, District Manager

Ministry of Transportation and Infrastructure

*The full report with appendices is available at City Hall.

Recommendation
That the Committee:

 1. Receive for information the Ministry of Transportation and Infrastructure-initiated report by Binnie Consulting Ltd. regarding Ladysmith traffic safety as it relates to the Highway 1 corridor; and
 2. Consider recommendations for Council arising from the report.
5. REPORTS

5.1 2019 Grants in Aid Request

38

Recommendation

That the Committee:

1. Review the 2019 Grant in Aid requests from various community groups and provide a recommended list to Council for consideration; and
2. Direct staff to amend the Grants in Aid Policy as follows:
 - a. Change the deadline to apply for funding requests changed from February 28 to January 15th of each year; and
 - b. Limit the number of applications received to one (1) per organization.

5.2 2018 Fire Report (referral from Protective Services Committee)

49

Councillors Stevens and Paterson have requested that this item be provided to the Committee for information.

Recommendation

Councillor Paterson recommends that the Committee receives for information the 2018 Fire Report.

6. COUNCIL SUBMISSIONS

6.1 North Davis Road Traffic Safety Island Landscaping

Councillor Johnson has requested that the Committee discuss the landscaping on the traffic safety islands on North Davis Road between Dogwood Drive and Coronation Mall.

7. CORRESPONDENCE

8. UNFINISHED BUSINESS

Recommendation

That the Committee:

1. Receive this update report for information;
2. Determine recommendations to Council regarding an appreciation event for current and past committee volunteers; and
3. Recommend that Council refer discussions regarding new Task Forces and appointments to external organizations to the upcoming Strategic Planning process.

9. NEW BUSINESS

9.1 Survivor Climate Challenge to Municipalities in the Association of Vancouver Island Coastal Communities

Recommendation

That the Committee consider whether it wishes to recommend that Council enter the Survivor Climate Challenge, as outlined in the correspondence by the Mayor of the District of Highlands, dated February 4, 2019.

10. ADJOURNMENT

**MINUTES OF A MEETING OF THE
MUNICIPAL SERVICES COMMITTEE
MONDAY, FEBRUARY 25, 2019**

CALL TO ORDER 6:30 P.M.

COUNCIL CHAMBERS, LADYSMITH CITY HALL

COUNCIL MEMBERS PRESENT:

Councillor Duck Paterson (Chair)	Mayor Aaron Stone
Councillor Amanda Jacobson	Councillor Tricia McKay
Councillor Robert Johnson	Councillor Marsh Stevens
Councillor Jeff Virtanen	

STAFF PRESENT:

Guillermo Ferrero	Felicity Adams	Erin Anderson
Geoff Goodall	Joanna Winter	Mike Gregory
Sue Bouma		

CALL TO ORDER

Councillor Paterson called this Meeting of the Municipal Services Committee to order at 6:30 p.m., recognizing the traditional territory of the Stz'uminus First Nation.

AGENDA APPROVAL

MS 2019-008

Moved and seconded:

That the agenda for this February 25, 2019 meeting of the Municipal Services Committee be approved.

Motion carried.

MINUTES

MS 2019-009

Moved and seconded:

That the minutes of the Municipal Services Committee meeting held January 14, 2019 be approved.

Motion carried.

COUNCIL SUBMISSIONS

Cannabis Consultation

Mayor Stone provided the Committee with the rationale behind the proposed community consultation on the retail sale of cannabis in Ladysmith, noting that the consultation would provide a framework from which the Town would determine an approach to the retail sale of cannabis in Ladysmith.

Concerns were raised regarding the intent and value of the survey, with respect to potential response rate, as well as the polarity of the results. The Committee was advised that the survey was narrowed down to key issues to encourage a good response rate, and that the survey would be statistically valid, with the results analyzed by a consultant.

MS 2019-010

Moved and seconded:

That the Committee recommend that Council continue with the proposed community consultation on the retail sale of cannabis in Ladysmith.

Motion carried.

OPPOSED: Councillors Stevens and Jacobson

Water and Sewer Rate Subsidy Program

The Committee discussed exploring options for a sewer and water rate subsidy program to benefit low-income residents in Ladysmith.

Moved and seconded:

That the Committee refer consideration of a sewer and water rate subsidy program for the benefit of low-income residents of the Town of Ladysmith to the upcoming strategic planning process.

Motion carried.

MS 2019-011

Water and Parcel Tax Utility Billing Options

Moved and seconded:

That the Committee refer discussion regarding alternatives to sewer and water parcel taxes to the upcoming strategic planning process.

Motion carried.

MS 2019-012

Ladysmith Harbour Authority

Moved and seconded:

That the Committee recommend that Council approach the Ladysmith Fishermen's Wharf Association (Ladysmith Harbour Authority) expressing their interest in providing a representative from the Town to sit on the board of the Association.

Motion carried.

MS 2019-013

Councillors Stevens and McKay expressed interest in representing the Town on the board of the Ladysmith Fishermen's Wharf Association.

ADJOURNMENT

Moved and seconded:

MS 2019-014

That this meeting of the Municipal Services Committee adjourn at 8:12

p.m.
Motion carried.

CERTIFIED CORRECT:

Chair (Councillor D. Paterson)

Corporate Officer (J. Winter)

Subject to Adoption

Traffic Operations Review *- FINAL Rev.0*

Ministry of Transportation and Infrastructure

Highway 1 Ladysmith

January 31, 2019

BINNIE CONSULTING LTD.


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Burnaby, BC V5G 4K6
Main: 604-420-1721

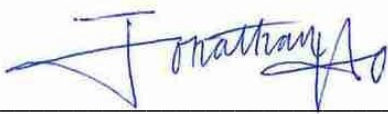


OQM
CERTIFIED

BINNIE

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Reviewed by: 
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Approved by: 
Jonathan Ho, P.Eng., PTOE

PROJECT TEAM MEMBER LIST

Project Manager:	Jonathan Ho, P.Eng., PTOE
Technical Staff:	Kelly Bullivant, P.Eng. Max Leung, EIT Gurjit Rajput

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- Appendix A: Existing Turning Movement Count Data
- Appendix B: MOTI Traffic Signal Warrant Analysis
- Appendix C: Vehicle Operating Speeds and Vehicle Classification Data
- Appendix D: Vehicle Collision Data
- Appendix E: Synchro Analysis Results

1 INTRODUCTION

1.1 Background

R.F. Binnie & Associates Ltd. (Binnie) has been retained by the Ministry of Transportation and Infrastructure (the MOTI) under the current Traffic Engineering General Services Contract No. 880CS0933 to perform a traffic operation review on the Trans Canada Highway (Highway 1) segment through the Town of Ladysmith (the Town). The six intersections reviewed in this report are as follows:

- Highway 1 and Grouhel Road
- Highway 1 and Ludlow Road/1st Avenue
- Highway 1 and Transfer Beach Boulevard/Roberts Street
- Highway 1 and N. Davis Road
- Highway 1 and S. Davis Road
- Highway 1 and Edgelow Road S./Thicke Road

The purpose of this review is to evaluate the performance of these intersections and to provide recommendations for safety and performance improvements. The review will also evaluate the current pedestrian accommodations along this route and provide recommendations for improvement. For this report, Highway 1 is described in the north-south orientation while the minor roads are in the east-west orientation.

The study area is shown in **Figure 1-1**.

1.2 Study Objectives

The objectives of this traffic operations review are outlined as follows:

- Complete traffic signal warrant analysis at select intersections;
- Review existing pedestrian demands across Highway 1 and assess opportunities to improve pedestrian accommodations;
- Review existing operating speeds, vehicle classifications, and collision data on the highway; and
- Review the existing intersection operations at the six study intersections and determine if improvements are required to address existing operational and safety issues.

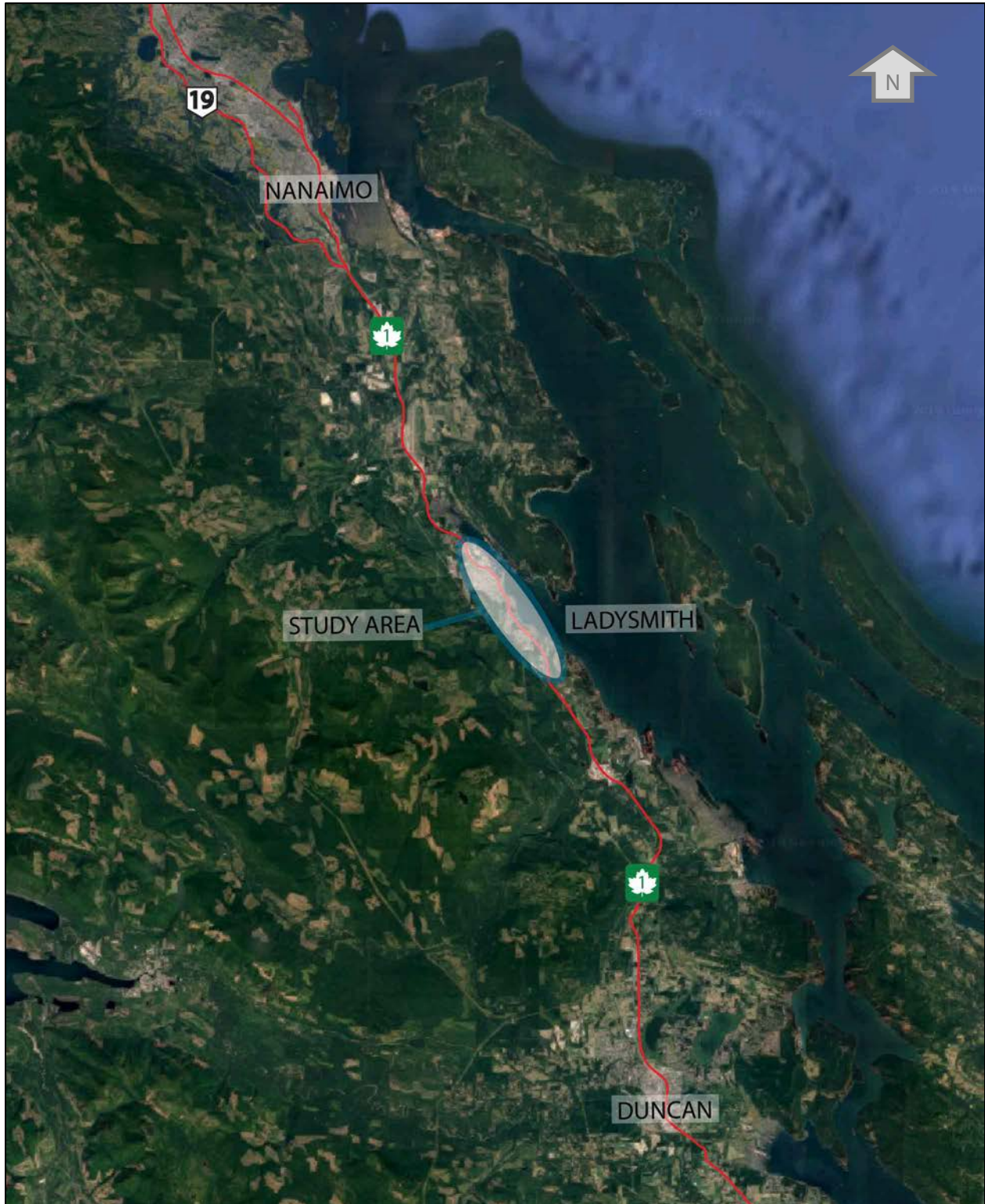


Figure 1-1: Map of Study Area

2 EXISTING CONDITIONS

2.1 Study Road Network

2.1.1 Highway 1

Highway 1 is a major highway that connects the communities on the east side of Vancouver Island and is under the jurisdictions of the MOTI. Within the study area, the highway has a four-lane cross-section, generally runs in the north-south direction through the Town, and has a posted speed of 70 km/h to 90 km/h. A railway track runs adjacent to Highway 1 on the east side.

The highway serves as a major link for the movement of goods and services across Vancouver Island; therefore, trucks make up a high percentage of the highway traffic demands. In addition to truck traffic, Highway 1 also facilitates commuter traffic to and from the nearby City of Nanaimo (Nanaimo).

2.1.2 Grouhel Road

Grouhel Road is a local two-lane roadway that generally runs in the east-west direction and has an assumed speed limit of 50km/h. The existing shoulders are generally grass and narrow, and there are no sidewalks provided. Grouhel Road provides access to a rural residential area.

2.1.3 Ludlow Road/1st Avenue

Ludlow Road/1st Avenue is a collector roadway that runs in the east-west direction. East of Highway 1, Ludlow Road intersects with the existing railroad and provides access to a commercial and industrial area of the Town. To the west of Highway 1, Ludlow Road becomes 1st Avenue, which provides access to the Town and connects residents to Highway 1. Ludlow Road has a four-lane cross-section and 1st Avenue has a two-lane cross-section. Ludlow Road has a posted speed of 40 km/h and 1st Avenue has a posted speed of 30 km/h.

2.1.4 Transfer Beach Boulevard/Roberts Street

Transfer Beach Boulevard/Roberts Street is a two-lane roadway that generally runs in the east-west direction. The roadway has a posted speed of 30 km/h. East of Highway 1, Transfer Beach Boulevard intersects with the existing railroad and connects vehicles to the Town's Transfer Beach Park. To the west of Highway 1, Transfer Beach Boulevard becomes Roberts Street. Roberts Street provides access to the Town and connects residents to Highway 1.

2.1.5 N. Davis Road

N. Davis Road is a two-lane roadway that primarily runs in the east-west direction and has an assumed speed limit of 50km/h. There are existing shoulders and sidewalks provided along the roadway. N. Davis Road provides access to residential and commercial areas.

2.1.6 S. Davis Road

S. Davis Road is a local two-lane roadway that generally runs in the east-west direction and has an assumed speed limit of 50km/h. The existing shoulders are narrow and there are no sidewalks provided. S. Davis Road provides access to a residential area.

2.1.7 Edgelow Road S./Thicke Road

Edgelow Road S./Thicke Road is a two-lane roadway that generally runs in the east-west direction and has an assumed speed limit of 50 km/h. To the west of Highway 1, Edgelow Road S. becomes Thicke Road. The existing shoulders are generally grass and narrow and there are no sidewalks provided. The roadway provides access to a rural residential area.

2.2 Study Intersections

The study road network is an approximately seven km long section of Highway 1 located on Vancouver Island that runs through the Town. It spans from north of the Highway 1 and Grouhel Road intersection to south of the Highway 1 and Edgelow Road S./Thicke Road intersection. The study road network includes the following four signalized intersections:

- Highway 1 and Ludlow Road/1st Avenue intersection
- Highway 1 and Transfer Beach Boulevard/Roberts Street intersection
- Highway 1 and N. Davis Road intersection
- Highway 1 and Edgelow Road S./Thicke Road

The study road network also includes the following two unsignalized intersections:

- Highway 1 and Grouhel Road intersection
- Highway 1 and S. Davis Road intersection

2.2.1 Highway 1 and Grouhel Road Intersection

The intersection of Highway 1 and Grouhel Road is an unsignalized three-legged intersection. The west approach from Grouhel Road is stop-controlled while Highway 1 is free-flowing. The highway has two through lanes in each direction with a northbound left-turn lane and a southbound channelized right-turn lane at the intersection. The eastbound movement has a shared left-turn/right-turn lane, with the right-turn movement channelized. A marked pedestrian crosswalk is provided across the west approach of the intersection.

2.2.2 Highway 1 and Ludlow Road/1st Avenue Intersection

The intersection of Highway 1 and Ludlow Road/1st Avenue is a signalized four-legged intersection. In each direction, the highway has a left-turn lane, two through lanes, and a channelized right-turn lane. The east approach has a left-turn lane, one through lane, and one right-turn lane with an acceleration lane onto the highway. The west approach has a left-turn lane and one shared through/right-turn lane. Vehicles are not permitted to park or stop in the vicinity of the intersection due to the presence of an existing at-grade railway crossing. There are marked pedestrian crosswalks on the east, south, and west approaches of the intersection.

2.2.3 Highway 1 and Transfer Beach Boulevard/Roberts Street Intersection

The intersection of Highway 1 and Transfer Beach Boulevard/Roberts Street is a signalized four-legged intersection. In each direction, the highway has a left-turn lane and two through lanes. The southbound

curb lane is a shared through/right-turn movement, while in the northbound direction, there is a channelized right-turn lane. The east approach has one shared left-turn/through lane and one shared through/right-turn lane, with the right-turn movement channelized. The west approach has one shared left-turn/through lane and one right-turn lane. There are marked pedestrian crosswalks on all four approaches of the intersection.

2.2.4 Highway 1 and N. Davis Road Intersection

The intersection of Highway 1 and N. Davis Road is a signalized four-legged intersection. In each direction, the highway has a left-turn lane, two through lanes, and a channelized right-turn lane. The east approach has a shared left-turn/through lane and a channelized right-turn lane. The west approach has one left-turn lane and one shared through/right-turn lane, with the right-turn movement channelized. Vehicles are not permitted to park or stop in the vicinity of the intersection due to the presence of an existing at-grade railway crossing. There are marked pedestrian crosswalks on the north, east, and west approaches of the intersection.

2.2.5 Highway 1 and S. Davis Road Intersection

The intersection of Highway 1 and S. Davis Road is an unsignalized four-legged intersection. The east and west approaches are stop-controlled while Highway 1 is free-flowing. In each direction, the highway has a left-turn lane, two through lanes, and a channelized right-turn lane. The east and west approaches have one shared left-turn/through/right-turn lane, with the right turn movement channelized.

2.2.6 Highway 1 and Edgelow Road S./Thicke Road Intersection

The intersection of Highway 1 and Edgelow Road S./Thicke Road is a signalized four-legged intersection. In each direction, the highway has a left-turn lane and two through lanes. The northbound curb lane is a shared through/right-turn movement with the right-turn movement channelized, while in the southbound direction, there is a channelized right-turn lane. The east and west approaches have one shared left-turn/through/right-turn lane. Vehicles are not permitted to park or stop in the vicinity of the intersection. There are marked pedestrian crosswalks on the north, east, and west approaches of the intersection.

2.3 Traffic Volumes

Existing traffic volumes were collected by TransTech Data Services Ltd. (TransTech) on August 9, 2018 for the six study intersections during the weekday AM peak period and PM peak period.

Based on the traffic volume data collected, the AM peak hour of the study corridor was generally found to be from 08:00 to 09:00, with the dominant flow in the southbound direction along Highway 1. The PM peak hour was generally found to be from 16:15 to 17:15, with the dominant flow in the northbound direction.

The study intersections were found to have the following approximate traffic volumes during the AM peak and PM peak hours:

- Highway 1 and Grouhel Road: 1,950 vehicles in the AM peak hour and 3,050 vehicles in the PM peak hour

- Highway 1 and Ludlow Road/1st Avenue: 2,100 vehicles in the AM peak hour and 3,200 vehicles in the PM peak hour
- Highway 1 and Transfer Beach Boulevard/Roberts Street: 1,900 vehicles in the AM peak hour and 3,000 vehicles in the PM peak hour
- Highway 1 and N. Davis Road: 1,950 vehicles in the AM peak hour and 3,200 vehicles in the PM peak hour
- Highway 1 and S. Davis Road: 1,550 vehicles in the AM peak hour and 2,450 vehicles in the PM peak hour
- Highway 1 and Edgelow Road S./Thicke Road: 1,500 vehicles in the AM peak hour and 2,350 vehicles in the PM peak hour

The unadjusted turning movement count data are attached to this report in **Appendix A**. The existing traffic volumes for the study intersections are shown below in **Figure 2-1**.

2.4 Pedestrian and Cyclist Accommodation

There are pedestrian sidewalks provided along the west side of Highway 1 between the Ludlow Road/1st Avenue and Methuen Street intersections. Additionally, intersections that connect to the Town's downtown area often have a sidewalk on at least one side of the minor roadway to accommodate pedestrians. There are marked crosswalks at the following intersections within the study area:

- Highway 1 and Grouhel Road (unsignalized) – west approach
- Highway 1 and Ludlow Road/1st Avenue (signalized) – east, south, and west approaches
- Highway 1 and Kitchener Street (unsignalized) – west approach
- Highway 1 and Buller Street (unsignalized) – west approach
- Highway 1 and High Street (unsignalized) – west approach
- Highway 1 and Gatacre Street (unsignalized) – west approach
- Highway 1 and Transfer Beach Boulevard/Roberts Street (signalized) – all four approaches
- Highway 1 and Baden Powell Street (unsignalized) – west approach
- Highway 1 and N. Davis Road (signalized) - north, east, and west approaches
- Highway 1 and Edgelow Road S./Thicke Road (signalized) - north, east, and west approaches

Additionally, there is a Highway 1 pedestrian underpass located approximately 200 m south of Methuen Street that provides an alternate route across the highway for pedestrians and cyclists. The underpass provides a connection between the residential area west of the highway and Transfer Beach Park, east of the highway.

Based on information from the Town's website, there are two designated trail routes in the vicinity of the Highway 1 study corridor. The Heritage Walk Trail connects the downtown area to the waterfront via the Highway 1 and Transfer Beach Boulevard/Roberts Street intersection. The Town's section of the Trans Canada Trail is approximately 4.6 km long and crosses Highway 1 at the Ludlow Road/1st Avenue

intersection, the N. Davis Road intersection, and the pedestrian underpass. These trails are commonly used by both pedestrians and cyclists.

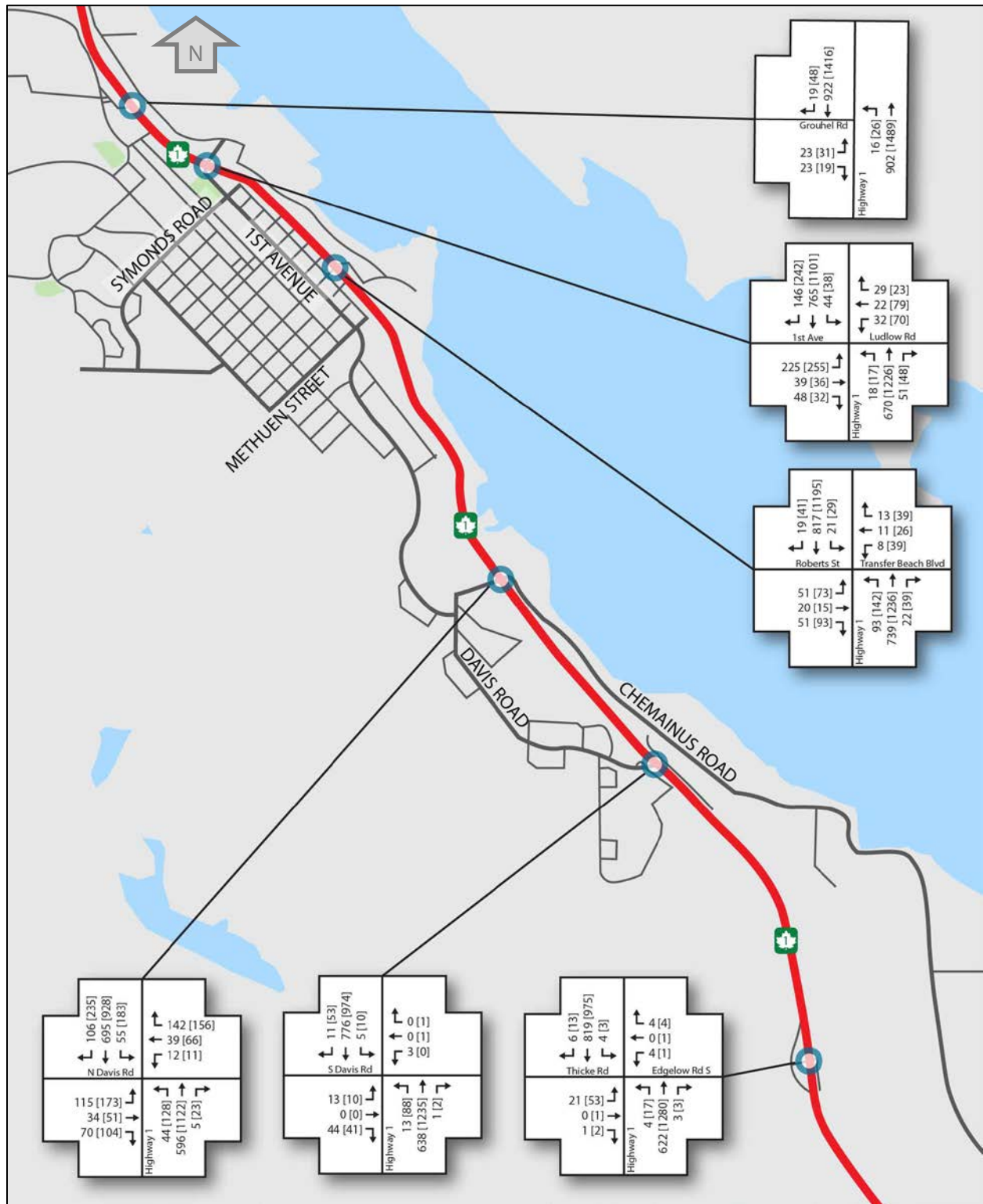


Figure 2-1: Existing Traffic Volumes

3 TRAFFIC OPERATION REVIEW

3.1 Traffic Signal Warrants

Binnie performed MOTI traffic signal warrant analysis at the following intersections:

- Highway 1 and Grouhel Road
- Highway 1 and S. Davis Road

Additionally, Binnie performed a MOTI left-turn signal warrant analysis for the following movement:

- Southbound left-turn movement at the Highway 1 and Transfer Beach Boulevard/Roberts Street

The traffic signal warrants assumed an annual growth rate of 2%.

Based on the existing and forecast traffic volumes, a traffic signal is not warranted at the Highway 1 and Grouhel Road intersection unless there is considerable traffic that would detour from the Highway 1 and Ludlow Road/1st Avenue intersection to this intersection should it be signalized. The Highway 1 and S. Davis Road intersection is not warranted for a traffic signal.

The southbound left-turn movement on Highway 1 and Transfer Beach Boulevard/Roberts Street also does not warrant a protected or protected-permissive left-turn traffic signal based on existing and forecast traffic volumes.

The detailed MOTI traffic signal warrant analysis and left-turn signal warrant analysis for the above intersections are summarized in **Appendix B**.

3.2 Pedestrian Crossing Demand

Existing pedestrian volumes were also collected by TransTech at the following locations:

- Highway 1 and Buller Street on Thursday, August 9, 2018 from 8:00 AM to 8:00 PM
- Highway 1 pedestrian underpass near Methuen Street on Sunday, August 12, 2018 from 8:00 AM to 8:00 PM

The Highway 1 and Buller Street intersection is unsignalized and only permits the right-in/right-out (RIRO) and left-in movements. There is a marked crosswalk across the west side street approach; however, there are no marked pedestrian accommodations provided across Highway 1. Based on the collected data, 43 pedestrians were found to cross Highway 1 at Buller Street in a 12-hour period. The peak hour was found to be from 6:00 PM to 7:00 PM with 12 pedestrians crossing Highway 1 during this time.

It is assumed that pedestrians cross at Buller Street to access the Trans Canada Trail, which is easily accessible via a dirt road on the east side of the highway. The nearest Highway 1 pedestrian crossing is approximately 300 m south of Buller Street at the Transfer Beach Boulevard/Roberts Street intersection. It is recommended that a grade-separated pedestrian crossing be provided to accommodate vulnerable

road users near this location. Further discussions between the MOTI and the Town should be undertaken to determine the best location for a pedestrian crossing and what improvements may be necessary along Highway 1 to accommodate it, including the compatibility with the potential waterfront developments planned by the Town.

The Highway 1 pedestrian underpass near Methuen Street provides access between the residential area west of the highway and Transfer Beach Park, Ladysmith Amphitheater, and the waterfront area. Additionally, the pedestrian underpass is part of the Trans Canada Trail. Based on the collected data, 171 pedestrians were found to use the underpass in a 12-hour period. A noticeable increase in use of the pedestrian underpass occurred during the evening. The peak hour was found to be from 5:15 PM to 6:15 PM with 30 pedestrians using the underpass during this time.

3.3 Highway 1 Operating Speeds

Existing two-way vehicle operating speed data were collected by TransTech along Highway 1 from August 9, 2018 to August 15, 2018, for 24 hours per day, at the following locations along Highway 1:

- North of Grouhel Road
- Between Ludlow Road/1st Avenue and Transfer Beach Boulevard/Roberts Street
- 700 m south of Transfer Beach Boulevard/Roberts Street
- Between N. Davis Road and S. Davis Road
- 400 m south of S. Davis Road
- 400 m south of Edgelow Road S./Thicke Road

Currently, Highway 1 southbound traffic transitions from 90 km/h to 70 km/h approximately two km north of the Grouhel Road intersection, while the northbound traffic transitions from 70 km/h to 90 km/h approximately 100 m north of the intersection. North of Grouhel Road, the existing average vehicle speed on Highway 1 was found to be between 95 km/h and 100 km/h for both northbound and southbound traffic, while the 85th percentile vehicle speed was found to be between 105 km/h and 110 km/h for both directions.

Between Ludlow Road/1st Avenue and Transfer Beach Boulevard/Roberts Street, the Highway 1 posted speed limit is 70 km/h. The existing average vehicle speed was found to be between 65 km/h and 70 km/h for southbound traffic and between 75 km/h and 80 km/h for northbound traffic. The 85th percentile vehicle speed was found to be between 75 km/h and 80 km/h for southbound traffic and between 85 km/h and 90 km/h for northbound traffic.

Approximately 700 m south of Transfer Beach Boulevard/Roberts Street near Gifford Road, Highway 1 southbound traffic transitions from 70 km/h to 90 km/h, while the northbound traffic transitions from 90 km/h to 70 km/h. The existing average vehicle speed was found to be between 80 km/h and 85 km/h for southbound traffic and approximately 70 km/h for northbound traffic. The 85th percentile vehicle speed was found to be between 90 km/h and 100 km/h for southbound traffic and approximately 85 km/h for northbound traffic.

Between N. Davis Road and S. Davis Road, the existing posted speed limit along Highway 1 is 90 km/h. The existing average vehicle speed was found to be between 95 km/h and 100 km/h for both northbound traffic and southbound traffic. The 85th percentile vehicle speed was found to be approximately 105 km/h for both directions.

400 m south of S. Davis Road, the existing posted speed limit along Highway 1 is 90 km/h. The existing average vehicle speed was found to be approximately 100 km/h for both northbound traffic and southbound traffic. The 85th percentile vehicle speed was found to be approximately 110 km/h for southbound traffic and between 110 km/h and 115 km/h for northbound traffic.

400 m south of Edgelow Road S./Thicke Road, the existing posted speed limit along Highway 1 is 90 km/h. The existing average vehicle speed was found to be between 95 km/h and 100 km/h for both northbound traffic and southbound traffic. The 85th percentile vehicle speed was found to be between 105 km/h and 110 km/h for southbound traffic and between 110 km/h and 115 km/h for northbound traffic. Currently, the nearest northbound posted speed limit sign is approximately 2.6 km south of the intersection.

Along the entire study corridor, the existing vehicle operating speed along Highway 1 is approximately 10 km/h to 25 km/h higher than the posted speed limit, as can be seen in **Table 3-1**.

Table 3-1: Summary of Existing Speed Classification

Highway 1 Location /	North of	Between Ludlow	Near Gifford	Between N.	400m south	400m south
Posted Speed	70	70	70	90	90	90
NB Average	95-100	75-80	70	95-100	100	95-100
NB 85th Percentile	105-110	85-90	85	105	110-115	110-115
SB Average	95-100	65-70	80-85	95-100	100	95-100
SB 85th Percentile	105-110	75-80	90-100	105	100	105-110

Based on the MOTI’s *Technical Circular T-04/14 Corridor Speed Limit Procedure and Speed Limit Approvals*, dated June 23, 2014, the posted speed limit on a MOTI highway correlates, in part, with the 85th percentile vehicle operating speed on a highway segment in ideal conditions. Historically, when the posted speed limit is inconsistent with the speed that drivers are comfortable travelling at through a highway segment, issues such as driver frustration, excessive speeding, and unsafe driving manoeuvres can arise.

Given that in each segment of the study corridor the 85th percentile vehicle operating speed is higher than the posted speed limit, any further speed limit reduction is expected to have low compliance by drivers and it may potentially exacerbate any current safety concerns, e.g., significant speed differentials in operating speed that could result in more serious collisions; therefore, it is recommended that the current posted speed limits within the study area of Highway 1 be maintained and perform periodic enforcement to ensure the operating speed is consistent with the posted speed.

3.4 Highway 1 Vehicle Classification

Existing two-way vehicle classification data were collected by TransTech along Highway 1 from August 9, 2018 to August 15, 2018, for 24 hours per day, at the following locations along Highway 1:

- North of Grouhel Road
- Between Ludlow Road/1st Avenue and Transfer Beach Boulevard/Roberts Street
- 700 m south of Transfer Beach Boulevard/Roberts Street
- Between N. Davis Road and S. Davis Road
- 400 m south of S. Davis Road
- 400 m south of Edgelow Road S./Thicke Road

The vehicle survey classifies the following vehicle types as passenger vehicles:

- Motorcycles
- Passenger cars, including those with recreational trailers
- Two-axle pickup trucks, vans, and RVs, including those with recreational trailers

The vehicle survey classifies the following vehicle types as heavy trucks:

- Buses
- Two-axle, six-wheel vehicles
- Three+ axle vehicles as a single or double unit

Based on the data collected, two-way traffic along Highway 1 within the study corridor is approximately 83% passenger vehicles and 17% heavy trucks. The vehicle classification data is summarized in **Table 3-2** and the unadjusted survey results are attached in **Appendix C**.

Table 3-2: Summary of Traffic Classification

Highway 1 Location	Passenger Vehicles			Trucks		
	NB	SB	Two-Way%	NB	SB	Two-Way%
North of Grouhel Rd	84.4%	83.3%	83.9%	15.6%	16.7%	16.2%
Between Ludlow Rd / 1st Ave and Near Gifford Rd	84.1%	82.2%	83.2%	15.9%	17.8%	16.9%
Between N. Davis Rd and S. Davis Rd	82.2%	82.9%	82.6%	17.8%	17.1%	17.5%
400m south of S. Davis Rd	84.0%	83.4%	83.7%	16.0%	16.6%	16.3%
400m south of Thicke Rd	83.8%	83.3%	83.6%	16.2%	16.7%	16.5%
Average	83.3%	83.0%	83.2%	16.7%	17.0%	16.9%

The MOTI permanent count station P-12-3NS is located approximately 10 km north of the study area. In 2017, two-way traffic on Highway 1 was approximately 90% passenger vehicles and 10% heavy trucks, which supports the vehicle classification survey results.

3.5 Highway 1 Collision Data

Existing collision data at the study intersections were provided by the MOTI and the Insurance Corporation of British Columbia (ICBC). ICBC data were recorded from 2011 to 2015 and are based on driver reported collisions. The MOTI data were recorded from 2012 to 2016 and are based on police reported collisions. The collision summary reports are attached in **Appendix D**.

3.5.1 Highway 1 and Grouhel Road Intersection

Based on ICBC data, the Highway 1 and Grouhel Road intersection had 12 property damage only (PDO) incidents and 11 collisions with injuries caused to drivers or passengers during the five-year period. No fatalities were reported. The histogram in **Figure 3-1** summarizes the collision data provided by ICBC between 2011 and 2015.

Based on MOTI data, police responded to four collisions at this intersection between 2012 and 2016. Three of the collisions involved a vehicle making a 90° left-turn movement at the intersection, while one collision involved a vehicle leaving the travel lane to the right-hand side. **Figure 3-2** summarizes the type of collisions at the intersection of Highway 1 and Grouhel Road.

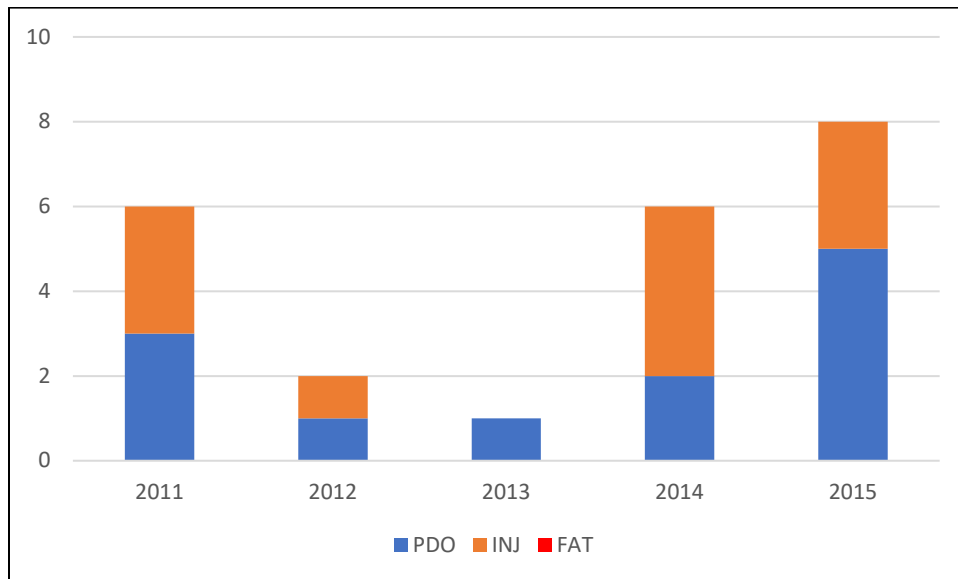


Figure 3-1: Collision Severity at Highway 1 and Grouhel Road

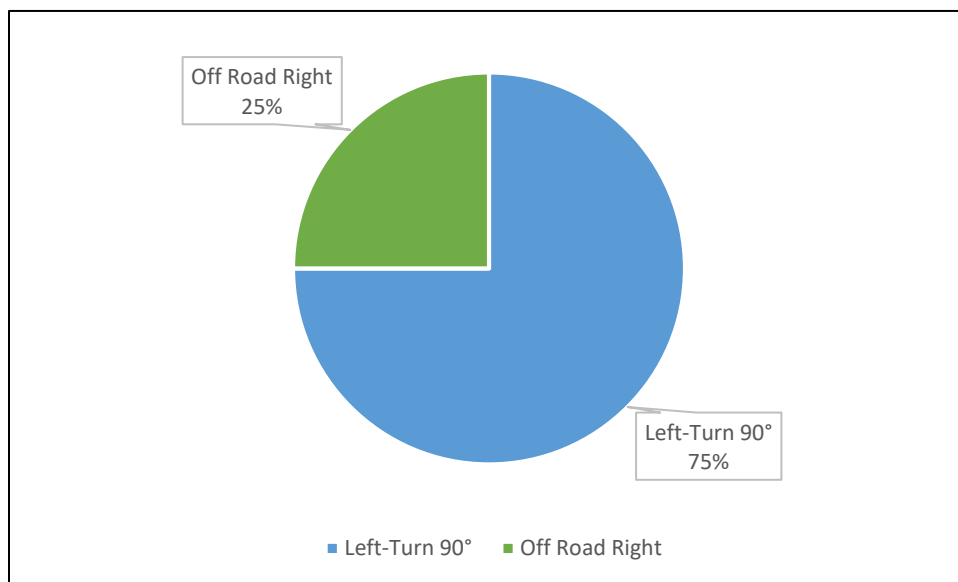


Figure 3-2: Collision Types at Highway 1 and Grouhel Road

3.5.2 Highway 1 and Ludlow Road/1st Avenue intersection

Based on ICBC data, the Highway 1 and Ludlow Road/1st Avenue intersection had 19 PDO incidents and ten collisions with injuries caused to drivers or passengers during the five-year period. No fatalities were reported. The histogram in **Figure 3-3** summarizes the collision data provided by ICBC between 2011 and 2015.

Based on MOTI data, police responded to eight collisions at this intersection between 2012 and 2016. Four of the incidents involved rear-end collisions, with two occurring in the northbound direction and two occurring in the southbound direction. Three collisions involved vehicles making the left-turn movement from the highway onto the side street, and one incident involved a head-on collision. **Figure 3-4** summarizes the type of collisions at the intersection of Highway 1 and Ludlow Road/1st Avenue.

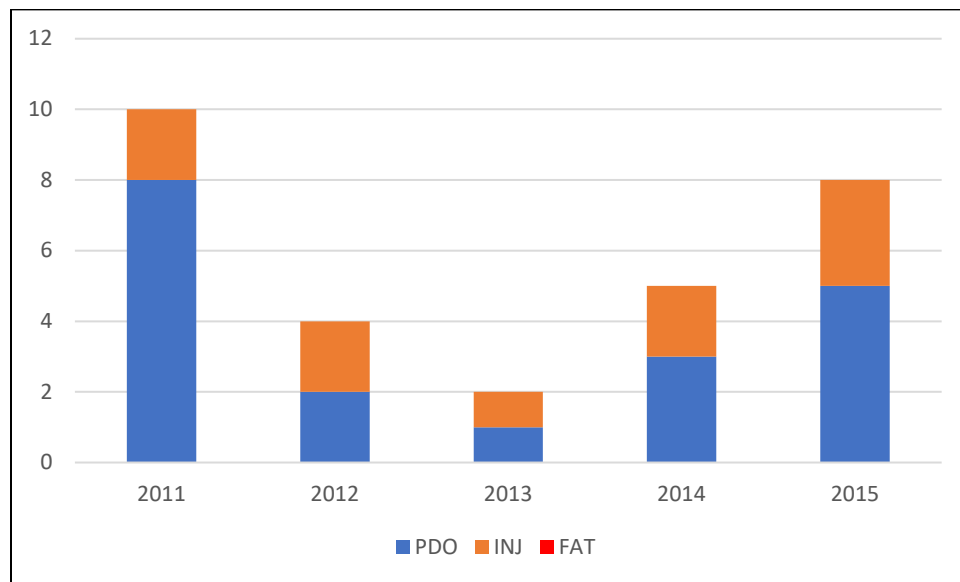


Figure 3-3: Collision Severity at Highway 1 and Ludlow Road/1st Avenue

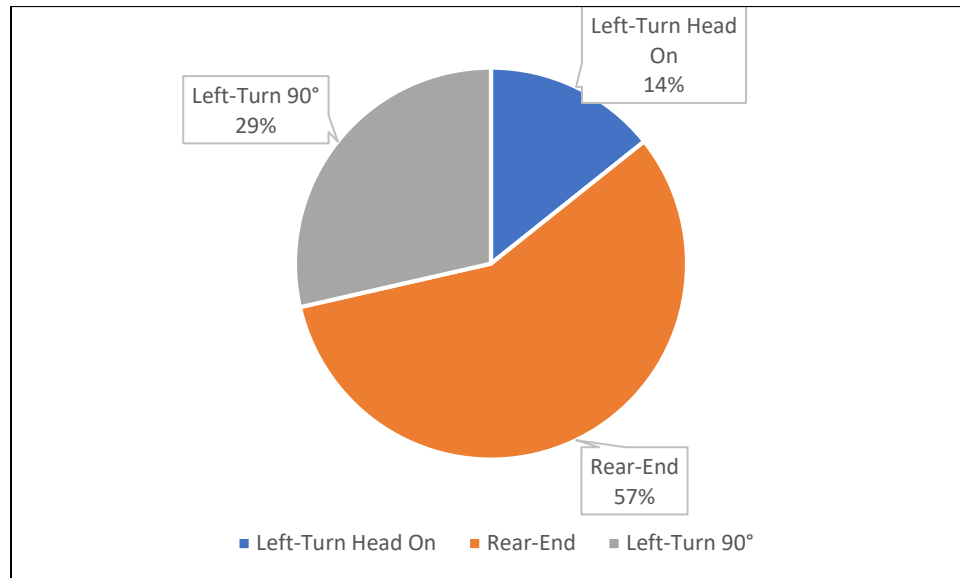


Figure 3-4: Collision Types at Highway 1 and Ludlow Road/1st Avenue

3.5.3 Highway 1 and Transfer Beach Boulevard/Roberts Street Intersection

Based on ICBC data, the Highway 1 and Transfer Beach Boulevard/Roberts Street intersection had 12 PDO incidents and 14 collisions with injuries caused to drivers or passengers during the five-year period. No fatalities were reported. The histogram in **Figure 3-5** summarizes the collision data provided by ICBC between 2011 and 2015.

Based on MOTI data, police responded to six collisions at this intersection between 2012 and 2016. Two of the incidents involved rear-end collisions in the northbound direction. Two collisions involved vehicles making the left-turn movement and one incident was a single vehicle leaving the travel lane. Lastly, one collision was reported as “other” and no further details were provided. **Figure 3-6** summarizes the type of collisions at the intersection of Highway 1 and Transfer Beach Boulevard/Roberts Street.

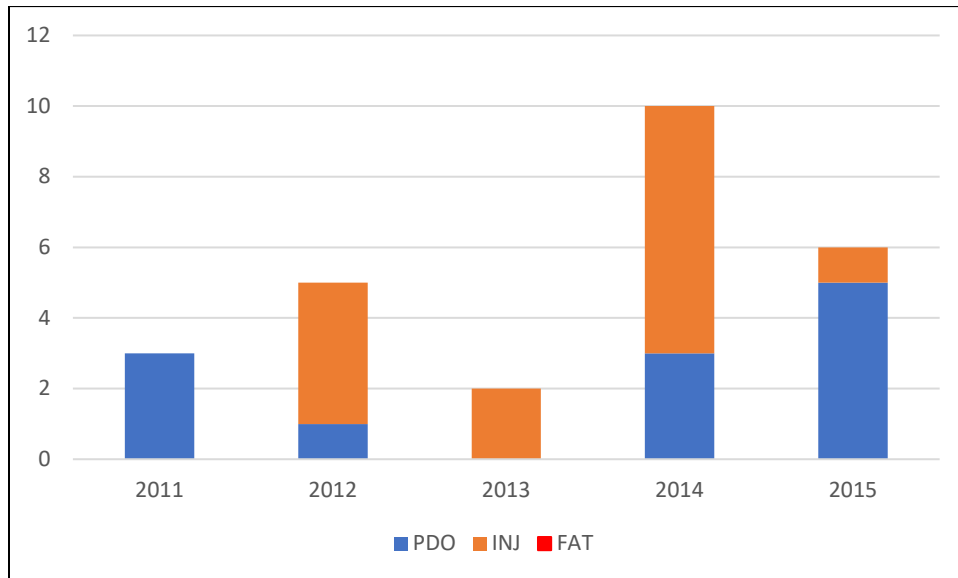


Figure 3-5: Collision Severity at Highway 1 and Transfer Beach Blvd./Roberts St.

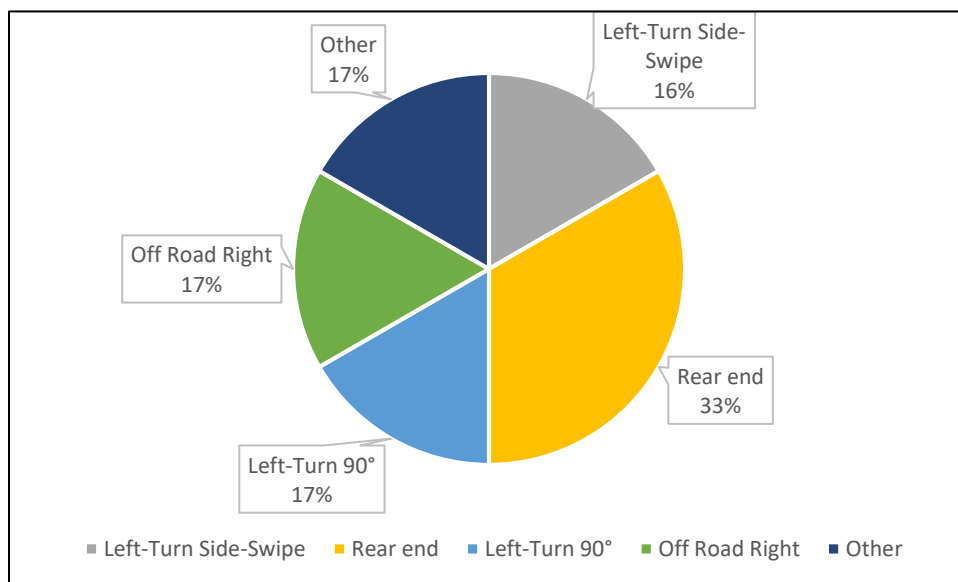


Figure 3-6: Collision Types at Highway 1 and Transfer Beach Blvd./Roberts St.

3.5.4 Highway 1 and N. Davis Road Intersection

Based on ICBC data, the Highway 1 and N. Davis Road intersection had 29 PDO incidents and 20 collisions with injuries caused to drivers or passengers during the five-year period. No fatalities were reported. The histogram in **Figure 3-7** summarizes the collision data provided by ICBC between 2011 and 2015.

Based on MOTI data, police responded to ten collisions at this intersection between 2012 and 2016. Seven of the incidents involved rear-end collisions with one in the southbound direction, five in the northbound direction, and one unspecified. One collision was a side-swipe incident during an overtaking manoeuvre and another incident was a single vehicle leaving the travel lane during

inclement weather conditions. Lastly, one collision involved hitting a wild animal. **Figure 3-8** summarizes the type of collisions at the intersection of Highway 1 and N. Davis Road.

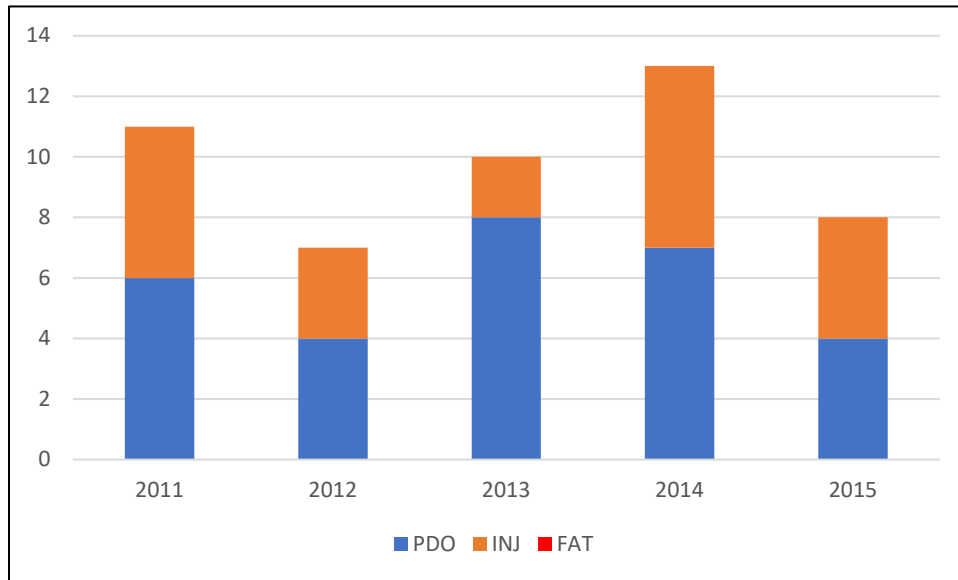


Figure 3-7: Collision Severity at Highway 1 and N. Davis Road

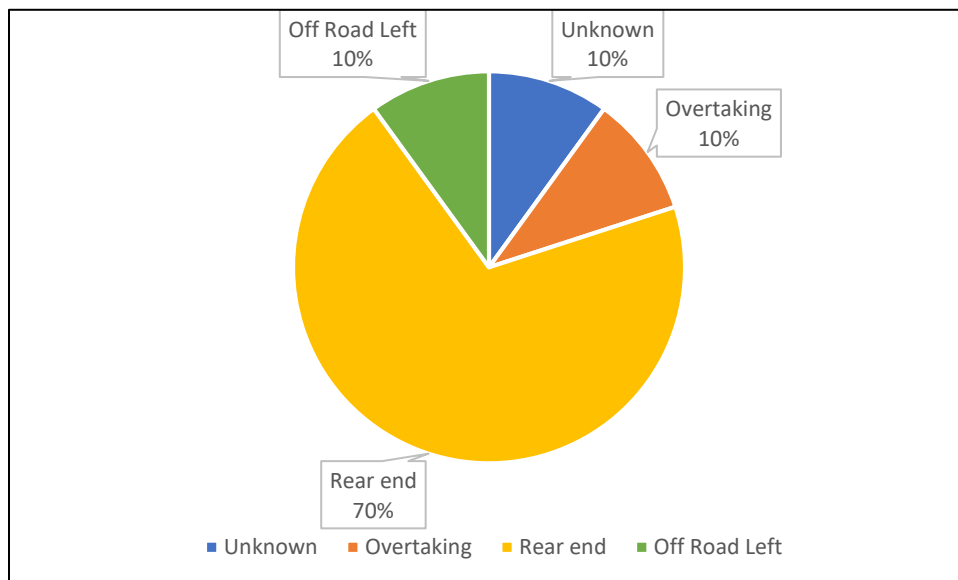


Figure 3-8: Collision Types at Highway 1 and N. Davis Road

3.5.5 Highway 1 and S. Davis Road Intersection

Based on ICBC data, there were no collisions at the Highway 1 and S. Davis Road between 2011 and 2015. Based on MOTI data, police responded to one rear-end collisions at this intersection between 2012 and 2016.

It is noted that in 2017, a collision that resulted in injury caused to drivers and passengers occurred at this intersection between an eastbound vehicle and a northbound vehicle. Although the primary collision type is unknown, both vehicles left the roadway due to the collision.

3.5.6 Highway 1 and Edgelow Road S./Thicke Road Intersection

Based on ICBC data, the Highway 1 and Edgelow Road S./Thicke Road intersection had four PDO incidents and six collisions with injuries caused to drivers or passengers during the five-year period. No fatalities were reported. The histogram in **Figure 3-9** summarizes the collision data provided by ICBC between 2011 and 2015.

Based on MOTI data, police responded to nine collisions at this intersection between 2012 and 2016. Six of the incidents involved rear-end collisions in the northbound direction. One collision involved a vehicle making a 90° left-turn movement at the intersection and one incident was a single vehicle leaving the travel lane. Lastly, one collision involved hitting a wild animal. **Figure 3-10** summarizes the type of collisions at the intersection of Highway 1 and Ludlow Road/1st Avenue.

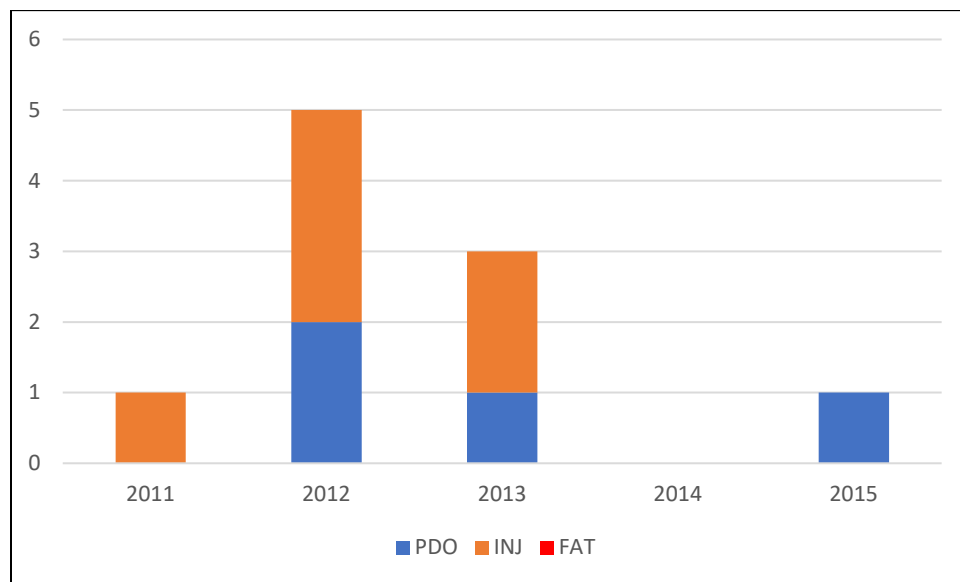


Figure 3-9: Collision Severity at Highway 1 and Edgelow Road S./Thicke Road

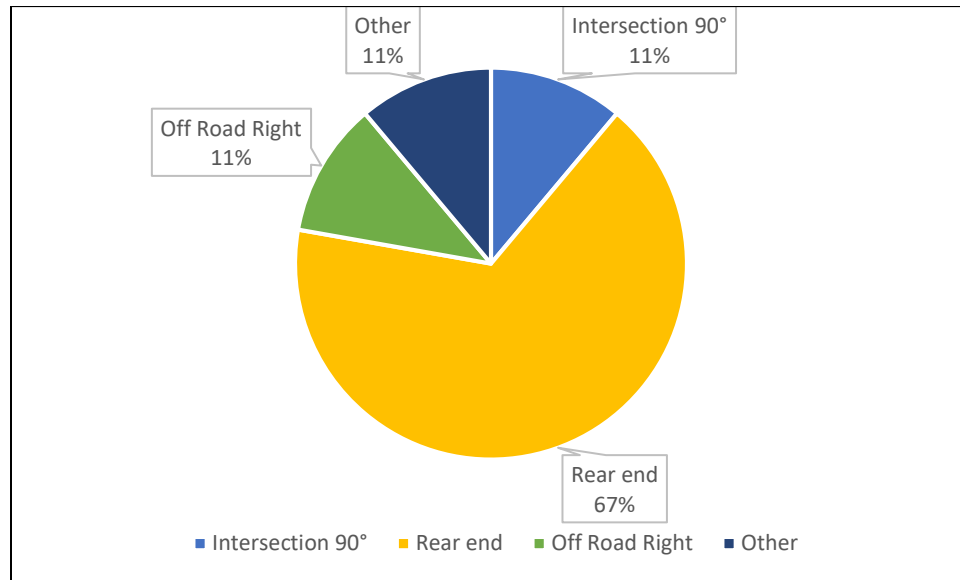


Figure 3-10: Collision Types at Highway 1 and Edgelow Road S./Thicke Road

3.6 Traffic Operation Analysis

3.6.1 Methodology

The traffic operation analysis in this report was performed using the Synchro 9 software suite, which is generally based on the Highway Capacity Manual (HCM) methodologies. The existing traffic operations were evaluated to estimate the volume to capacity (v/c) ratio, delay, level-of-service (LOS), and 95th percentile queue length at each of the study intersections.

When reviewing the traffic analysis results, a v/c ratio at or above 1.00 indicates that traffic volumes exceed the intersection capacity. Delay, in terms of seconds, represents the wait time experienced by a driver on the approach to the intersection. LOS is a grading system on intersection operation based on the calculated delay as per the criteria shown in **Table 3-3** for a signalized intersection and in **Table 3-4** for an unsignalized intersection. LOS A means that the intersection experiences little to no delay whereas a LOS F indicates significant delay is present.

Table 3-3: HCM LOS Criteria for Signalized Intersection

Level of Service	Average Control Delay (s/veh)
A	0 – 10
B	> 10 – 20
C	> 20 – 35
D	> 35 – 55
E	> 55 – 80
F	> 80

Table 3-4: HCM LOS Criteria for Unsignalized Intersection

Level of Service	Average Control Delay (s/veh)
A	0 – 10
B	> 10 – 15
C	> 15 – 25
D	> 25 – 35
E	> 35 – 50
F	> 50

The target intersection operation thresholds for this study were assumed to be as follows:

- LOS D or better for the overall intersection and individual turning movements;
- Delay less than 55 seconds (signalized) or 35 seconds (unsignalized) at an intersection; and
- v/c ratio of 0.85 or lower for the overall intersection and individual turning movements.

The detailed traffic analysis results output from Synchro are provided in **Appendix E**. The existing signal timing plans for the study road network were provided by the MOTI and were used in the following analysis.

3.6.2 Existing AM Peak Hour

Based on the Synchro analysis, all existing intersections within the study area were found to be operating overall at LOS B or better during the AM peak hour.

3.6.3 Existing PM Peak Hour

Based on the Synchro analysis, all existing intersections within the study area were found to be operating overall at LOS C or better during the PM peak hour; however, some intersections have individual turning movements that operate above the study thresholds.

At the Highway 1 and Grouhel Road intersection, the eastbound shared left-turn/right-turn movement was found to be operating at LOS F with a v/c ratio of 1.38.

At the Highway 1 and Ludlow Road/1st Avenue intersection, the eastbound left-turn movement was found to be operating at LOS F with a v/c ratio of 1.04.

At the Highway 1 and N. Davis Road intersection, the northbound and southbound left-turn movements were both found to be operating at LOS E with v/c ratios of 0.65 and 0.72, respectively. Additionally, the eastbound left-turn movement and westbound shared left-turn/through movement were both found to be operating at LOS E with v/c ratio of 0.78 and 0.53, respectively.

At the Highway 1 and S. Davis Road intersection, the eastbound shared left-turn/through/right-turn movement and the westbound shared left-turn/through movement were both found to be operating at LOS F with v/c ratios of 0.44 and 0.05, respectively.

The existing traffic operations for the AM peak and PM peak are summarized in **Table 3-5**.

Table 3-5: Existing Traffic Operations

Intersection	Turning Movement	AM Peak Hour				PM Peak Hour			
		LOS	Delay (s)	V/C Ratio	95% Q (m)	LOS	Delay (s)	V/C Ratio	95% Q (m)
Hwy 1 / Grouhel Rd (Unsignalized)	EBL/R	D	33.5	0.28	8.5	F	432.5	1.38	42.4
	NBL	B	10.4	0.02	0.6	B	14.0	0.07	1.6
	NBT	A	-	0.29	-	A	-	0.48	-
	SBT	A	-	0.29	-	A	-	0.45	-
	SBR	A	-	0.01	-	A	-	0.03	-
	Int. LOS	A				A			
Hwy 1 & 1st Ave/Ludlow Rd (Signalized)	EBL	D	36.9	0.69	#71.6	F	101.9	1.04	#102.0
	EBT/R	B	13.7	0.20	16.2	B	19.8	0.19	16.8
	WBL	C	23.3	0.11	11.3	C	33.5	0.29	23.6
	WBT	C	22.6	0.05	8.5	C	31.6	0.23	25.3
	WBR	A	-	0.02	-	A	-	0.02	-
	NBL	B	13.4	0.08	5.3	B	11.2	0.08	4.8
	NBT	B	15.3	0.50	49.4	B	16.4	0.70	106.6
	NBR	A	0.6	0.08	1.1	A	0.1	0.06	0.3
	SBL	A	6.5	0.12	5.6	A	6.1	0.16	4.8
	SBT	A	9.4	0.45	36.7	A	8.9	0.54	57.8
SBR	A	1.7	0.18	5.8	A	1.3	0.24	6.7	
	Int. LOS	B				B			
Hwy 1 & Roberts St (Signalized)	EBL/T	C	32.7	0.35	23.5	D	44.5	0.52	29.8
	EBR	A	4.2	0.17	4.6	B	10.5	0.33	12.9
	WBL/T	C	27.6	0.05	4.5	C	33.5	0.18	11.3
	WBR	A	-	0.01	-	A	-	0.03	-
	NBL	A	5.2	0.21	9.0	B	13.8	0.49	24.1
	NBT	A	4.8	0.31	31.2	A	7.0	0.53	71.2
	NBR	A	0.7	0.02	1.1	A	1.6	0.04	2.8
	SBL	B	12.0	0.06	6.0	B	14.6	0.16	8.9
	SBT/R	B	13.5	0.46	67.4	B	19.1	0.74	125.0
	Int. LOS	B				B			
Hwy 1 & N Davis Rd (Signalized)	EBL	C	27.7	0.40	33.5	E	61.5	0.78	#67.2
	EBT/R	B	11.9	0.24	18.1	C	24.0	0.43	38.0
	WBL/T	D	40.2	0.30	21.3	E	61.8	0.53	35.9
	WBR	A	0.2	0.11	-	A	0.2	0.12	-
	NBL	D	40.0	0.26	19.3	E	62.0	0.65	53.3
	NBT	C	20.9	0.50	62.8	D	35.6	0.84	#202.9
	NBR	A	-	0.01	-	A	0.1	0.04	-
	SBL	D	39.9	0.31	22.5	E	59.2	0.72	68.9
	SBT	B	19.5	0.53	73.7	C	25.1	0.64	127.7
SBR	A	4.3	0.16	9.6	A	3.5	0.31	14.5	
	Int. LOS	B				C			
Hwy 1 & Davis Rd (Unsignalized)	EBL/T/R	C	18.5	0.19	5.2	F	51.7	0.43	14.2
	WBL/T	D	31.8	0.02	0.5	F	194.8	0.05	1.1
	WBR	-	-	0.00	-	B	14.0	0.00	-
	NBL	A	9.6	0.02	0.4	B	11.5	0.15	3.9
	NBT	A	-	0.20	-	A	-	0.39	-
	NBR	A	-	0.00	-	A	-	0.00	-
	SBL	A	9.0	0.01	0.1	B	12.2	0.02	0.5
	SBT	A	-	0.25	-	A	-	0.31	-
SBR	A	-	0.01	-	A	-	0.03	-	
	Int. LOS	A				A			
Hwy 1 & Thicke Rd/Edgelow Rd (Signalized)	EBL/T/R	A	4.1	0.07	2.9	C	29.4	0.28	17.7
	WBL/T/R	A	0.1	0.02	-	B	20.0	0.02	3.3
	NBL	A	2.5	0.01	0.9	A	4.2	0.04	2.6
	NBT/R	A	1.7	0.21	19.1	A	4.9	0.47	59.3
	SBL	A	2.5	0.01	0.9	A	4.0	0.01	0.9
	SBT	A	1.9	0.27	26.3	A	4.1	0.37	40.5
	SBR	A	0.2	0.00	0.2	A	0.5	0.01	0.6
	Int. LOS	A				A			

4 PROPOSED IMPROVEMENTS

4.1 Signal Timing Improvements

4.1.1 Highway 1 and Ludlow Road/1st Avenue Intersection

The Highway 1 and Ludlow Road/1st Avenue intersection is currently operating at a cycle length of 96.3 seconds. By increasing the cycle length to 100 seconds and optimizing the length of green time provided to each phase, the intersection's maximum v/c ratio is expected to decrease to be within study thresholds and the eastbound left-turn movement is expected to operate at LOS D.

As the intersection is currently over capacity, signal timing improvements can only increase the capacity by so much. As the area continues to develop and grow in population and employment opportunities in the future, geometric improvements to the intersection will be required to achieve additional capacity.

4.1.2 Highway 1 and Transfer Beach Boulevard/Roberts Street intersection

Redistributing the green time at this signal provides negligible changes to intersection performance in the AM peak hour. In the PM peak hour, redistributing the green time results in a minor delay decrease for the Highway 1 movement and a minor delay increases for the eastbound and westbound movements. Therefore, the existing signal timing may be maintained at this intersection.

4.1.3 Highway 1 and N. Davis Road

The Highway 1 and N. Davis Road intersection is currently operating at a cycle length of 140.5 seconds to facilitate more Highway 1 green time and to minimize the lost time. Although the eastbound left-turn movement was found to be operating at LOS E in the PM peak hour, providing more green time to this movement did not provide a noticeable improvement to the intersection as the delay is likely a result of the long Highway 1 green time. To increase the capacity of the intersection and improve the performance of the eastbound left-turn movement, it is likely that geometric improvements will be required.

4.1.4 Highway 1 and Edgelow Road S./Thicke Road

As the Highway 1 and Edgelow Road S./Thicke Road intersection is operating at an overall LOS A for both AM and PM peak, and no individual movements are operating below LOS C, no signal timing improvements are recommended for this intersection.

4.2 Intersection Operation Improvements

4.2.1 Highway 1 and Grouhel Road Intersection

At the Highway 1 and Grouhel Road intersection, the shared eastbound left-turn/right-turn movement currently operates at LOS F during the PM peak as vehicles have difficulty finding suitable gaps on Highway 1 to make the left-out movement. As this intersection does not warrant a traffic signal, as discussed in **Section 3.1**, an alternative improvement option was considered.

Restricting the left-out movement at the Highway 1 and Grouhel Road intersection is expected to improve the eastbound movement to LOS C in the PM peak hour. This restriction would require traffic to detour to the Highway 1 and Ludlow Road/1st Avenue intersection via Christie Road, 3rd Avenue, and Symonds Street to make the eastbound left-turn movement. Alternatively, a protected-T intersection may be considered as well subject to detailed analysis regarding the platooning effects on its performance due to the traffic signal nearby.

4.2.2 Highway 1 and Ludlow Road/1st Avenue Intersection

As the Highway 1 and Ludlow Road/1st Avenue intersection eastbound left-turn movement is currently operating at LOS F, the addition of more vehicles making this movement is expected to further increase the delay; however, by implementing the signal timing improvements discussed in **Section 4.1**, additional capacity can be accommodated by this movement and the expected PM peak delay may improve to LOS D.

Alternatively, based on information provided by the Town, a roundabout has been proposed at the existing Rocky Creek Road and Ludlow Road T-intersection. Should this proposed reconfiguration be constructed, the Grouhel Road eastbound vehicles would be able to access Highway 1 northbound by making the right-out movement onto Highway 1 southbound, making the left-turn movement onto Ludlow Road, and using the roundabout as a turnaround facility. Given the existing low southbound left-turn volume at the Highway 1 and Ludlow Road/1st Avenue intersection, which operates as a protected-permissive movement, it is expected that the intersection will be able to accommodate the additional vehicles without any significant impacts.

4.2.3 Highway 1 and S. Davis Road Intersection

The Highway 1 and S. Davis Road intersection was found to experience significant delays in the eastbound shared left-turn/through/right-turn movement and the westbound shared left-turn/through movement in the PM peak hour. As this intersection does not warrant a traffic signal, as discussed in **Section 3.1**, it is proposed that the Highway 1 and S. Davis Road intersection be restricted to the right-in/right-out (RIRO) and left-in movements only. It is recommended that the Highway 1 left-in movements are maintained as they are currently operating within the study thresholds.

Under the proposed laning configuration, vehicles making the existing S. Davis Road eastbound left-out movement will be required to detour to the signalized N. Davis Road intersection to access Highway 1 northbound. Existing eastbound through vehicles will also be required to use this signalized intersection to access the west side of S. Davis Road via the Highway 1 southbound left-in movement. Similarly, the current westbound left-out movement will be required to use the N. Davis Road intersection and Davis Road as a turnaround facility to access Highway 1 southbound via the S. Davis Road eastbound right-out movement. Lastly, the existing westbound through movement will be able to access the east side of S. Davis Road via the signalized N. Davis Road intersection as well.

Given the low existing traffic volumes making the left-turn and through movements from S. Davis Road, it is expected that the N. Davis Road intersection will be able to accommodate the additional vehicles without any significant impact. It is noted that although the northbound left-turn movement at the

Highway 1 and N. Davis Road intersection is operating at LOS E, the movement has a v/c ratio of 0.65. This indicates the delay is due to the long signal cycle length and that the movement has reserve capacity to accommodate additional vehicles.

This option is preferred over a speed limit reduction along Highway 1 as it is assumed a lower speed will receive low compliance by drivers.

4.3 Pedestrian Accommodations

4.3.1 Highway 1 and Buller Street

At the unsignalized Highway 1 and Buller Street intersection, there are no marked pedestrian accommodations provided across Highway 1. Based on the collected data, 43 pedestrians were found to cross Highway 1 at Buller Street in a 12-hour period. The peak hour was found to be from 6:00 PM to 7:00 PM with 12 pedestrians crossing Highway 1 during this time.

To improve pedestrian safety at the Highway 1 and Buller Street intersection, it is recommended that pedestrians be discouraged from crossing the highway at this location as there are no marked facilities. In the short-term, the following strategy is recommended:

- Install median fencing to direct pedestrians towards the nearest marked intersection.

In the long-term, the following additional strategy is recommended to improve pedestrian safety:

- Coordinate with the Town to construct a grade-separated pedestrian crossing near this location.

4.3.2 Highway 1 Pedestrian Underpass

The Highway 1 pedestrian underpass near Methuen Street provides access between the residential area west of the highway and Transfer Beach Park, Ladysmith Amphitheater, and the waterfront area. Additionally, the pedestrian underpass is part of the Trans Canada Trail. Based on the collected data, 171 pedestrians were found to use the underpass in a 12-hour period. A noticeable increase in use of the pedestrian underpass occurred in the evening. The peak hour was found to be from 5:15 PM to 6:15 PM with 30 pedestrians using the underpass during this time.

The Highway 1 pedestrian underpass near Methuen Street is well utilized by pedestrians and cyclists as part of the Trans Canada Trail. To enhance user's experience along the trail, the MOTI may work with the Town to provide future public space improvements at the underpass.

In the long-term, the following additional strategy is recommended to enhance user experience:

- Coordinate with the Town to construct additional multi-use pathways on the east side of the highway that connect to existing trails for recreational use.

4.4 Safety Improvements

The following safety improvements are proposed for the six study intersections:

- Additional speed limit signage for southbound vehicles on Highway 1 upstream of Grouhel Road to alert drivers of the speed transition from 90 km/h to 70 km/h and to encourage drivers to slow down in more urban areas. The slower speeds will also benefit vehicles making the left-in and left-out movements at Grouhel Road.
- At the intersection of Highway 1 and Ludlow Road/1st Avenue, the Town has noted that some driver confusion has been observed for the southbound left-turn movement. Due to the wide chevron gore between the westbound through lane and left-turn lane, drivers confuse the location of the receiving lane. Providing intersection guiding lines for the southbound left-turn movement may improve the guidance for drivers making this turn.
- For the Highway 1 and Transfer Beach Boulevard/Roberts Street intersection, it is recommended that the signal timing sheet's Intersection Flash be updated to Red for all approaches. This will improve the safety of the egress traffic from the side roads in the event of a power outage or a signal controller fault.
- At the intersection of Highway 1 and N. Davis Road, rear-end collisions accounted for 70% of all collisions that occurred at this location based on the MOTI data, especially in the northbound direction. Until capacity improvements are provided at this intersection, active congestion ahead warning sign could be considered for the northbound traffic to supplement the advance warning flashers that are currently in place.
- Additional speed limit signage for Highway 1 northbound vehicles on the north side of the N. Davis Road intersection to alert drivers of the speed transition from 90 km/h to 70 km/h and to encourage drivers to slow down in more urban areas.
- Install No Right Turn signage on the west approach of the Highway 1 and Edgelow Road S./Thicke Road intersection. There is a yield-controlled eastbound right-turn lane onto Highway 1 southbound approximately 120 m south of the intersection to facilitate the turnaround movement for Highway 1 northbound vehicles. The available sightline for eastbound right-turn vehicles is better at the turnaround location than the upstream intersection due to the existing vertical grade of Highway 1 in the southbound direction.

5 CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

Binnie has been retained by the MOTI to perform a traffic operation review on Highway 1 through the Town. The purpose of this review is to evaluate the performance of six intersections and to provide recommendations for safety and performance improvements. The study intersections are:

- Highway 1 and Grouhel Road
- Highway 1 and Ludlow Road/1st Avenue
- Highway 1 and Transfer Beach Boulevard/Roberts Street
- Highway 1 and N. Davis Road
- Highway 1 and S. Davis Road
- Highway 1 and Edgelow Road S./Thicke Road

The performance of the above intersections was analyzed based on the existing traffic volumes, operating speed, vehicle classification, and collision data. A summary of the study findings are as follows:

- All intersections within the study area were found to be operating overall at LOS B or better during the AM peak hour and at LOS C or better during the PM peak hour
- Traffic signals are not warranted at the Highway 1 and Grouhel Road intersection or the Highway 1 and S. Davis Road intersection. The southbound left-turn movement on Highway 1 and Transfer Beach Boulevard/ Roberts Street also does not warrant a protected or protected-permissive left-turn traffic signal
- Traffic along Highway 1 generally travels above the posted speed limit through the study area by approximately 10 km/h to 25 km/h
- Two-way traffic along Highway 1 within the study corridor is approximately 83% passenger vehicles and 17% heavy trucks
- Based on ICBC data, 29 PDO incidents and 20 collisions with injury occurred at the intersection of Highway 1 and N. Davis Road between 2011 and 2015
- Significant number of pedestrians cross Highway 1 near Buller Street with seven pedestrians accounted for during the peak

5.2 Recommendations

The following recommendations are based on the analysis findings outlined in this report.

Short-Term

- Restrict the eastbound left-turn movement at the Highway 1 and Grouhel Road intersection to improve the traffic operations and safety at the unsignalized intersection

- Additional posted speed limit signage upstream of Grouhel Road for Highway 1 southbound traffic
- Implement an updated signal timing sheet at the Highway 1 and Ludlow Road/1st Avenue intersection that optimizes the green time provided for each phase
- Apply intersection guiding lines for the southbound left-turn movement at the intersection of Highway 1 and Ludlow Road/1st Avenue
- Consider installing an active congestion ahead warning sign for the northbound traffic approaching the Highway 1 and N. Davis Road intersection.
- Additional posted speed limit signage downstream of N. Davis Road for Highway 1 northbound traffic
- Restrict the unsignalized intersection of Highway 1 and S. Davis to RIRO and left-in movements only
- On Highway 1 near Buller Street, direct pedestrians to intersections with marked crosswalks by installing median fences

Mid-Term/Long-Term

- Geometric design changes at the intersection of Highway 1 and Ludlow Road/1st Avenue and the intersection of Highway 1 and N. Davis Road for noticeable traffic operations improvements
- Consider grade-separated pedestrian crossing facility near Highway 1 at Buller Street that is compatible with the planned waterfront developments in the Town.

STAFF REPORT TO COUNCIL

From: Erin Anderson, Director of Financial Services

Meeting Date: March 11, 2019

File No:

RE: 2019 GRANTS IN AID REQUEST

RECOMMENDATION:

That the Committee:

1. Review the 2019 Grant in Aid requests from various community groups and provide a recommended list to Council for consideration; and
2. Direct staff to amend the Grants in Aid Policy as follows:
 - a. Change the deadline to apply for funding requests changed from February 28 to January 15th of each year; and
 - b. Limit the number of applications received to one (1) per organization.

PURPOSE:

The purpose of this report is to introduce the 2019 funding requests from various community groups and organizations.

PREVIOUS COUNCIL DIRECTION

n/a

INTRODUCTION/BACKGROUND:

Each year Town Council, on behalf of residents of the Town of Ladysmith, provides grants for social, cultural, recreational, special events services. The purpose of the grant-in-aid program is to assist citizens, financially, to organize themselves around community issues and projects (see Appendix B – Grant in Aid Policy).

One of the requirements to continue to receive Grant in Aid funding is to submit a short report detailing how the funds were used in the prior year. All of these reports for 2018 can be found on the Town's website at: <http://www.ladysmith.ca/city-hall/funding-grants>

Staff are requesting that the funding deadline be moved from February 28th to January 15th. This new date will coincide with budget deliberations. As well, Staff are requesting a modification to the Grant-in-Aid policy to reduce the Grant in Aid requests to only one request per

organization. This ensures that the organization as a whole has endorsed the request.

The Town received the following applications by February 28, 2019:

Organization	2019 Requested	2018 Approved	Difference
Ladysmith & District Historical Society	\$ 8,000	\$7,000	+ \$1,000
Ladysmith Citizens on Patrol	1,500	1,500	-
Ladysmith Fire Rescue - Santa Parade	1,500	1,200	+ 300
Old English Car Club Central Island Branch	500	250	+ 250
Ladysmith Golf Club Society	7,000	5,000	+ 2,000
Ladysmith Show and Shine	2,000	500	+ 1,500
Ladysmith Festival Of Lights	20,000	12,000	+ 8,000
Ladysmith and District Marine Rescue Society	3,000	2,500	+ 500
Ladysmith Ambassador Program	2,500	1,500	+ 1,000
Ecoforestry Institute Society	5,000	-	+ 5,000
LDBA (Grand Christmas)	1,500	1,500	-
LDBA (Old Time Christmas)	1,500	1,500	-
Art Council of Ladysmith and District- Arts on the Avenue	1,500	1,500	-
Art Council of Ladysmith and District Waterfront Gallery	2,500	1,000	+ 1,500
Art Council of Ladysmith and District - Fine Art Show 2020	500	-	+ 500
Cowichan Family Life Association	2,500	-	+ 2,500
Cowichan Family Caregivers Support Society	750	750	-
St Philips Church - Open Table	500	500	-
Ladysmith Maritime Society	2,000	1,500	+ 500
Ladysmith Community Gardens Society	1,500	650	+ 850
Lady Smith Little Theatre	4,000	-	+ 4,000
Ladysmith Celebrations Society	10,000	8,000	+ 2,000
Ladysmith Family and Friends Society	2,500	2,500	-
Non-applications			
LSS - Frank Jameson Bursary	1,500	1,500	-
Stz'uminus First Nation (Aboriginal Day)	1,200	1,200	-
Waiving of Fees	4,000	4,000	-
As requested, per Council		1,200	
	88,950	58,750	+ 30,200

ALTERNATIVES:

Council may choose to approve the amounts requested, modify the amount requested or deny the amount requested.

Council could amend the Grants in Aid Policy to:

- Restrict the number of years an organization may receive funding;

- Provide funding only to Town events (i.e. not to support the ongoing operations of the organization);
- Restrict the organizations to solely reside within the Town of Ladysmith;
- Make organizations choose between a Grant-in-Aid or a Permissive Tax Exemption.

FINANCIAL IMPLICATIONS:

Included in the draft Financial Plan is \$59,930. The Grant in Aid requests for 2019 total \$88,950.

This does not include the servicing agreements signed in 2017 with the LRCA for \$42,136 in 2019 (\$41,310 - 2018) and Ladysmith and District Historical Society for \$24,450 in 2019 (\$23,970 - 2017), nor does it include the funding for the Chamber of Commerce and Tourism rental amounts.

Grant in Aid monies come directly from property taxation funds; any increase/decrease in funding is an increase/decrease in taxation.

LEGAL IMPLICATIONS:

Authority to provide Grants-in-Aid is derived from the Local Government Act s.176 (c).

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Many community groups rely on this funding. Any changes to the funding could impact the services those organizations deliver.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

With direction from Council, the Finance Department leads the GIA process.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

- | | |
|--|--|
| <input type="checkbox"/> Complete Community Land Use | <input type="checkbox"/> Low Impact Transportation |
| <input type="checkbox"/> Green Buildings | <input type="checkbox"/> Multi-Use Landscapes |
| <input type="checkbox"/> Innovative Infrastructure | <input type="checkbox"/> Local Food Systems |
| <input type="checkbox"/> Healthy Community | <input type="checkbox"/> Local, Diverse Economy |
| <input checked="" type="checkbox"/> Not Applicable | |

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input type="checkbox"/> Employment & Tax Diversity | <input type="checkbox"/> Natural & Built Infrastructure |
| <input type="checkbox"/> Watershed Protection & Water Management | <input type="checkbox"/> Partnerships |
| <input type="checkbox"/> Communications & Engagement | <input checked="" type="checkbox"/> Not Applicable |

SUMMARY:

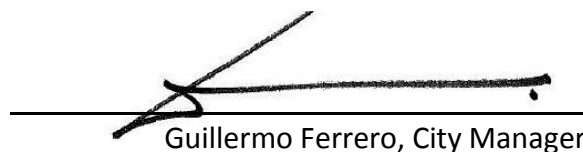
2019 Grant-in-Aid requests are presented for review and recommendation to Council.



Erin Anderson, Director of Financial Services

March 5, 2019

I concur with the recommendation.



Guillermo Ferrero, City Manager

ATTACHMENT(S)

Additional GIA applicant information
Grant in Aid Policy

APPENDIX A – Additional GIA Applicant information

#1 Ladysmith & District Historical Society – Industrial Heritage Preservation Group

Current Request	\$8,000	Previous Request	\$7,000	Difference	+ \$1,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				\$10,425 (612-614 Oyster Bay Dr) \$4,697 (721 1 st Ave) \$3,652 (1115A 1 st Ave)	
Subsidized Rent				Use of Machine Shop Museum & Archives	
Other				Servicing Agreement for Museum & Archives	

#2 Citizens on Patrol

Current Request	\$1,500	Previous Request	\$1,500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				N/a	
Subsidized Rent				N/a	
Other				Use of Town Vehicle	

#3 Ladysmith Fire Rescue

Current Request	\$1,500	Previous Request	\$1,200	Difference	+ \$300
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				Exists within Fire Hall	
Subsidized Rent				Exists within Fire Hall	
Other				Use of Town Vehicles	

#4 Old English Car Club

Current Request	\$500	Previous Request	\$250	Difference	+ \$250
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				N/a	
Subsidized Rent				Rental of Transfer Beach	
Other					

#5 Ladysmith Golf Club Society

Current Request	\$7,000	Previous Request	\$5,000	Difference	+ \$2,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				\$3,388 (380 Davis Rd)	
Subsidized Rent				No rental amounts received	
Other				Town provides mowing services, irrigation & promotional advertising	

#6 Ladysmith Show & Shine Society

Current Request	\$2,000	Previous Request	\$500	Difference	+ \$1,500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				N/a	
Subsidized Rent				N/a	
Other				Road Closure	

#7 Festival of Lights Society

Current Request	\$20,000	Previous Request	\$12,000	Difference	+ \$8,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				\$7,045 (1163 4 th Ave)	
Subsidized Rent				No rental amounts received	
Other				Town Crews for set-up & take down Hydro costs Facility Rental - Use of Aggie Hall	

#8 Ladysmith & District Marine Rescue Society

Current Request	\$3,000	Previous Request	\$2,500	Difference	+ \$500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				n/a	

#9 Ladysmith Ambassador Program

Current Request	\$ 2,500	Previous Request	\$1,500	Difference	+ \$1,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				Facility Rental – Use of FJCC	

#10 Ecoforestry Institute Society

Current Request	\$5,000	Previous Request	NEW	Difference	+ \$5,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a – Not in Ladysmith	
Subsidized Rent				n/a	
Other				n/a	

#11 Ladysmith Downtown Business Association – Grand Christmas

Current Request	\$1,500	Previous Request	\$1,500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				n/a	

#12 Ladysmith Downtown Business Association – Old Time Christmas

Current Request	\$1,500	Previous Request	\$1,500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				n/a	

#13 Arts Council of Ladysmith & District – Arts on the Avenue

Current Request	\$1,500	Previous Request	\$1,500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				Road closure	

#14 Arts Council of Ladysmith & District – Waterfront Gallery

Current Request	\$2,500	Previous Request	\$1,000	Difference	+ \$1,500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				\$1,946	
Subsidized Rent				Minimal rental amounts received (\$1/year)	
Other				n/a	

#15 Arts Council of Ladysmith & District – Fine Art Show 2020

Current Request	\$500	Previous Request	NEW	Difference	+ \$500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				n/a	
Other				n/a	

#16 Cowichan Family Life Association

Current Request	\$2,500	Previous Request	NEW	Difference	+ \$2,500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a – not in Ladysmith	
Subsidized Rent				n/a	
Other				n/a	

#17 Cowichan Family Caregivers Support Society

Current Request	\$ 750	Previous Request	\$ 750	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a – not in Ladysmith	
Subsidized Rent				n/a	
Other				n/a	

#18 St. Philips Anglican Church

Current Request	\$ 500	Previous Request	\$ 500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a – not in Ladysmith	
Subsidized Rent				n/a	
Other				n/a	

#19 Ladysmith Maritime Society – Heritage Boat Festival & Kids Pirate Day

Current Request	\$ 2,000	Previous Request	\$1,500	Difference	+\$500
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				\$10,305 (611 Oyster Bay Dr) \$2,032 (616 Oyster Bay Dr) \$1,817 (610 Oyster Bay Dr #J, K, L)	
Subsidized Rent				\$1/year + \$30/month for washroom Gross moorage waive for select period	
Other				Split audit for DL2016 Split a portion of legal fees for DL2016	

#20 Ladysmith Community Gardens Society

Current Request	\$ 1,500	Previous Request	\$ 650	Difference	+\$850
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				Use of Park Space	
Subsidized Rent				\$0/year	
Other					

#21 Lady Smith’s Little Theatre Society

Current Request	\$ 4,000	Previous Request	Did not apply	Difference	+\$ 4,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a – not in Ladysmith	
Subsidized Rent				n/a	
Other				n/a	

#22 Ladysmith Celebrations Society

Current Request	\$10,000	Previous Request	\$ 8,000	Difference	+ \$2,000
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				Transfer Beach Rental	
Other				Street Closures Additional Staff for facility maintenance	

#23 Ladysmith Family & Friends Society

Current Request	\$ 2,500	Previous Request	\$ 2,500	Difference	0
<i>Additional Town contributions to this Society:</i>					
Permissive Tax Exemption (2018 Municipal only)				n/a	
Subsidized Rent				\$39,996 (per LaFF financial Statements) Facility rental waived	
Other				n/a	



TOWN OF LADYSMITH

POLICIES AND PROCEDURE MANUAL

TOPIC: Grants-in-Aid

APPROVED BY:

Council

DATE: November 21, 2016

RESOLUTION #: 2016-371

(Amended from August 6, 2013)

Purpose:

To establish a policy for Council of the Town of Ladysmith that is designed to assist organizations with projects or special activities, or to allow them to take advantage of development opportunities and events.

Policy:

In granting financial assistance to an organization for a discretionary Grant-in-Aid, the Council of the Town of Ladysmith will take into account the following objectives:

1. The primary purpose of a grant in aid is to provide financial assistance to an organization for a specific project or event or service that benefits the residents of the Town of Ladysmith. The organization should be registered as, or belong to a parent Society under the laws of British Columbia and/or Canada.
2. Preference will be given to organizations that are locally based and whose efforts are community based in nature.
3. The Council of the Town of Ladysmith will not grant monies for a 'for profit' organization.

Procedure:

1. An organization applying for a grant in aid must provide the following information in order to have its application considered by Council:
 - Name of the organization
 - Name of the individual making the application
 - Description of the project or event for which funding is requested
 - Indicate whether or not the project or event or service is already provided in the community
 - Identify the beneficiaries of the project or event or service
 - Indicate the total cost of the project or event or service
 - Indicate other sources of funding for the project or event or service
 - Indicate whether the application to other local governments has been made
 - Indicate the volunteer labor and in-kind donations to be contributed towards the project or event or service by the members of the organization
 - Specify the amount of financial assistance required; and
 - Provide the organization's current annual budget and previous year's financial statements as presented at the last Annual General Meeting.
2. All Grant in Aid applications must be submitted, in writing, to the Finance Department by February 28th in order to be considered by the Council of the Town of Ladysmith for funding in the current year.
3. Grant in Aid applications received after February 28th may not be considered for funding in the current year. Further, the organization applying for the Grant in Aid must re-submit their application should they still be requesting financial assistance for the following year.

TOPIC: Grants-in-Aid

APPROVED BY:

Council

DATE: November 21, 2016

RESOLUTION #: 2016-371

(Amended from August 6, 2013)

4. Organizations submitting an application for a Grant in Aid must complete the prescribed application.
5. Applications for funding will be considered at an open Council Meeting during the budget process. All decisions are final following ratification at the next Regular Meeting of Council.
6. An organization must, using the form provided, report back to Council by December 31st of the same year funding was received regarding how the monies were spent, including a budget sheet and pictures, if available. If a report is not received by the Town on or before December 31st, the organization shall be notified that they may be ineligible for further grant funding for a 3 year period from the year the grant was received.

Conditions of Funding:

1. If applicable, the applicant must acknowledge the support of the Town of Ladysmith in all print and publicity material related to the project including banners and signs on site during the event.
2. Funds must be used for the purpose for which they were requested.
3. In the event that the project is not completed, the Town of Ladysmith reserves the right to request the return of the grant.
4. An organization must prepare, using the form provided, a report regarding how the monies were spent, including a budget sheet and pictures, if available. If a report is not received by the Town on or before December 31st, the organization shall be notified that they may be ineligible for further grant funding for a period of 3 years from the year the grant was received.

Applications may be mailed to the following address:

**Town of Ladysmith
PO Box 220
Ladysmith, BC V9G 1A2**

Or picked up at City Hall at:

**410 Esplanade
Ladysmith, BC**

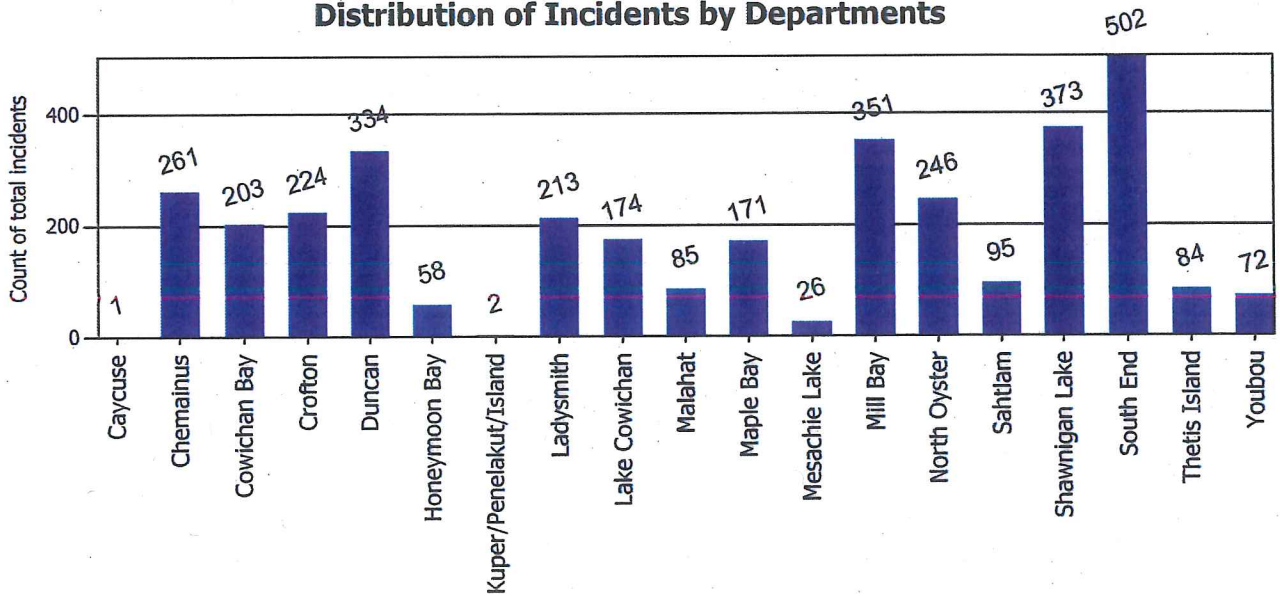
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Central Island 9-1-1

FireComm

For the Period 1/1/2018 to 12/31/2018

Distribution of Incidents by Departments



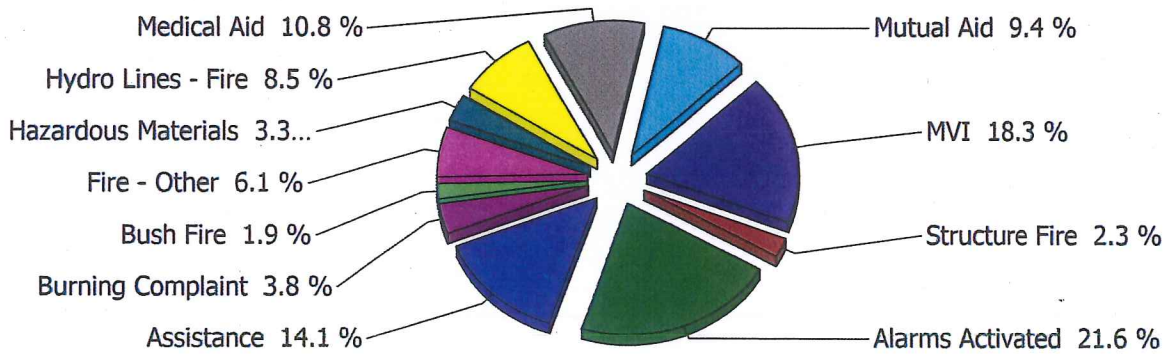
Grand Total: 3,475

Distribution of Incidents

For the Period 1/1/2018 to 12/31/2018

Ladysmith

Distribution of Calls by Response Type



Incident Type	Total Calls Dispatched
Alarms Activated	46
Assistance	30
Burning Complaint	8
Bush Fire	4
Fire - Other	13
Hazardous Materials	7
Hydro Lines - Fire	18
Medical Aid	23
Mutual Aid	20
MVI	39
Structure Fire	5

Total Dispatched Incidents	213
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INFORMATION REPORT TO MUNICIPAL SERVICES COMMITTEE

From: Joanna Winter, Manager of Legislative Services
Meeting Date: March 11, 2019
File No: 0540-20
RE: COMMISSION AND COMMITTEE REVIEW FOLLOW-UP

RECOMMENDATION:

That the Committee:

1. Receive this update report for information;
2. Determine recommendations to Council regarding an appreciation event for current and past committee volunteers; and
3. Recommend that Council refer discussions regarding new Task Forces and appointments to external organizations to the upcoming Strategic Planning process.

PURPOSE:

The purpose of this report is to bring forward items that Council had previously referred to the Municipal Services Committee for discussion.

PREVIOUS COUNCIL DIRECTION

1. That Council refer identification of opportunities for new Task Forces of Ad Hoc Committees to the January 2019 meeting of the Municipal Services committees.
2. That Council refer discussion of appointments to external organizations to the January 2019 meeting of the Municipal Services Committee.
3. That Council refer discussions regarding an annual community volunteer appreciation and recognition night to the January 2019 meeting of the Municipal Services Committee.

DISCUSSION:

The report from the review of Commissions and Committees was presented to Council on December 3, 2019. At that time, Council passed several resolutions to incorporate recommendations from the report.

As the Committee will note in the previous Council direction, discussion about some key recommendations in the report was referred to the January meeting of the Committee. However, it was subsequently requested that this discussion be postponed until both the Mayor and City Manager were present. To provide background information for the Committee with respect to appointments to external organizations, the current list of Council

appointments is attached for reference.

Staff will bring draft Terms of Reference for the Parks, Recreation and Culture Advisory Committee Reference, Protective Services Committee and the new Community Planning Committee to upcoming Council meetings, as previously directed by Council. Progress on other action items arising from the Commission and Committee Review is provided on the attached Status Report.

Recommendations relating to Town Committees and Task Forces can be found starting on page 101 of this agenda package.

Recommendations regarding appointments to external community agencies may be found starting on page 105.

SUMMARY POINTS

Council referred next steps in the review of Commissions and Committees to the Municipal Services Committee for discussion. Status updates are provided for the Committee's information. It is recommended that the Committee refer discussions about new Committees and Task Forces to the upcoming Strategic Planning Session.



Joanna Winter, Manager of Legislative Services

March 5, 2019

I concur with the recommendation.



Guillermo Ferrero, City Manager

ATTACHMENT(S)

Commission and Committee Review – Final Report
2018.12.03 Staff Report
Action Items Status
Council Appointments



Commission and Committee Review

Prepared by: Helen M. Koning, *MPA*

[Koning Consulting -Local Government Consultant](#)

October 2018

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EXECUTIVE SUMMARY:

When the Town of Ladysmith Council published its *2016 - 2019 Strategic Priorities*, one of the actions under the “Communications and Engagement” strategic priority was:

- Enhance communications and engagement with a comprehensive review of commissions/committees.

The Town engaged Koning Consulting to conduct this review during the late summer and fall of 2018. Council outlined the following Terms of Reference for the review:

- Analysis of best practices from other local governments
- Discussions with Council and community members about the value of committee involvement
- A review of current committees and commissions, their mandates and membership, the ongoing relevance and/or contribution of existing commissions/committees
- Means of recruiting community members
- A review of gaps or opportunities for community involvement (both through formal commissions/committees, Council liaison appointments, and/or other means)

The review examined the following Town commissions and committees:

- Heritage Revitalization Advisory Commission
- Advisory Design Panel
- Advisory Planning Commission
- Parks, Recreation and Culture Advisory Committee
- Invasive Species Advisory Committee
- Protective Services Committee
- Board of Variance
- Liquid Waste Management Committee
- Economic Development Commission
- Environment Commission

In Canada the most basic and historically common governing structure model to support local governments has been the standing committee system. Boards, commissions and committees were initially created to help address the lack of internal staff capacity and also allowed specifically skilled community members who did not have time to serve on council to assist at the board or commission level.

In BC, the *Community Charter* sets out the legislative authority by which standing and select committees of council can be constituted. **Standing and Select Committees** are not to be confused with **Statutory Committees** required through provincial legislation. **Commissions**, on the other hand, are established to operate services, manage property or operate the enforcement of local government regulations.

Scholars have argued over the many advantages and disadvantages to a standing committee system. However, for any system to work, it must be reviewed from time to time.

Volunteer commissions and committees can help local government officials by making recommendations on certain type of discussions. While it is not the only method by which the public can be engaged in the local government decision making process, the commission and committee arrangement has been used by many local governments to varying degrees.

As part of the analysis and review of Ladysmith’s commissions and committees’ structure, five other local governments of various sizes were canvassed and queried about what challenges and issues they have faced with their current commissions and committees and what best practices could be gleaned. Many cited the following issues:

- ‘recruitment’ in recent years as a struggle to fill vacancies
- finding meaningful work for committees to undertake
- not enough referrals from Council to keep these committees engaged

After a comprehensive review, many have reduced their number of committees and commissions. It appears that one option that is being used more often in local governments is **Taskforces**, and while rules vary, and the reporting body has no power to implement final recommendations, the public participation can be wide ranging and discussion can be focused on more strategic issues in a concentrated timeframe providing more opportunities for more citizens to participate when issues emerge.

Ladysmith has used a similar structure in support of several recent initiatives including the *Waterfront Area Plan*, the *Youth Strategy* and the *Zoning Bylaw Update*.

Each of the Town of Ladysmith’s commissions and committees was reviewed by examining the following elements:

- mandate/terms of reference
- how it aligns with Council Strategic Priorities
- number of meetings over the course of this past council term
- number of referrals from council to the committee/commission
- number of referrals to council from the committee/commission
- review of specific reports and studies recently undertaken
- review of some of the committee minutes

In addition, an on-line survey was available to all council members, all current committee members, and senior staff with a liaison role on one or more commissions/committees. The survey generated a 55% return rate. The survey results suggested needed improvements with the mandate, orientation, reporting processes, as well as concern over the composition of commission/committee membership.

The most striking response was to the question of whether or not the committees should continue in their current form, with almost 48% (or 14 respondents) answering Yes, almost 14% (or 4 respondents) answering No, and 38% (or 11 respondents) answering Don’t Know. This does not suggest a resounding endorsement of the current committee/commission structure.

Based on the observations, feedback and findings for each of the committees/commissions, given that recruitment to obtain the appropriate number of volunteers is a challenge, as well as finding the

suitable composition of volunteers, and knowing that committees and commissions can add time to a process, a series of recommendations specific to each committee/commission is provided in the relevant sections in this report.

It is recommended that before continuing on with any of the current commissions, committees or prior to establishing new committees, the following best practices are consistently applied and reflected in the bylaw or policy for all town commissions and committees, including Taskforces:

- Clear **Mandate or Terms of Reference**
- Clear **Roles and Responsibilities**
- Include **Operating principles** to consider when deliberating and reviewing matters
 - Budgetary restrictions/implications;
 - Alignment with Council's strategic priorities
 - Public spaces significance where applicable;
 - Public assembly/usage;
 - Staffing/resource implications;
- Ensure the **membership composition** reflects the community (e.g. youth representation)
- Mandatory **orientation** for all new and returning committee members, including a review of
 - Mandates
 - Roles and Responsibilities
 - Meeting procedures
 - Reporting processes -to and from Council
 - Annual report to council on what has been accomplished and the committee's work plan for the next year

It is important that Council consider an **annual committee member recognition** to show council's appreciation for the volunteer efforts of the community members.

During this review, ten (10) **external community organizations** were also identified, to which Council has traditionally appointed a council liaison. As Council considers a review of its own commissions and committees, and the potential use of taskforces for emerging issues, this may be an opportune time to also review the purpose and effectiveness of liaison appointments to external community organizations.

A full examination and analysis of each of these current external committees was **not** performed as part of this report, however Council may wish to conduct its own review and evaluate whether or not an appointment is warranted by using the following set of guiding principles:

- Review each organization's mandate
- Consider whether another mechanism may help council stay abreast of the work of these committees and any emerging issues that are of mutual interest and concern
- Define the role of Council Liaison
- Establish an effective reporting process both to and from Council

And lastly, Council should conduct an annual review of all its committees and commissions and appointments.

INTRODUCTION:

Terms of Reference:

When Council published its 2016 - 2019 strategic priorities, one of the actions under the “Communications and Engagement” strategic priority was:

- Enhance communications and engagement with a comprehensive review of commissions/committees.

The Town currently has the following Commissions and Committees:

- Heritage Revitalization Advisory Commission
- Advisory Design Panel
- Advisory Planning Commission
- Parks, Recreation and Culture Advisory Committee
- Invasive Species Advisory Committee
- Protective Services Committee
- Board of Variance
- Liquid Waste Management Committee
- Economic Development Commission
- Environment Commission

Members of Commissions and Committees are generally appointed for two-year terms. The Town advertises for new applicants each year through local media, the town website and other social media channels, as well as through partner organizations. The staff have indicated that the number of applicants has been declining over the past five years, and in each of the past three years Council has extended the application deadline, in an effort to recruit more applicants from the community.

Council members are appointed by the Mayor to serve as Council liaison to these various commissions and committees, in addition to a variety of other community and regional committees. In most cases Staff liaisons are also appointed to the commissions and committees.

This review will examine each of these commissions and committees to assess what is working, what is not working, what improvements could be made to enhance community engagement through community volunteers appointed to one the Town of Ladysmith’s present commissions and committees, and other opportunities for citizen engagement through volunteer activities that support the work of Council.

METHODOLOGY

This review included the following elements:

- Interviews with Mayor, CAO, and several senior managers with the Town of Ladysmith
- A review of provincial legislation and current literature
- A review of trends and best practices in other municipalities
- A review of current commissions and committees and their establishment bylaws or terms of reference:
 - Mandate
 - Structure
 - Roles and responsibilities
 - Referrals from Council
 - Recommendations to Council
 - Reporting process
 - Staff support
 - Review of related documents for each of the commissions and committees
- On-line Survey for current committee members (including council and staff liaisons)
- Report prepared with observations and recommendations for discussion with senior staff and the Mayor and Council.

REVIEW OF PROVINCIAL LEGISLATION AND CURRENT LITERATURE:

As outlined in the book *Local Government in Canada*, by academic scholars C. Richard Tindal, Susan Nobes Tindal, Kennedy Stewart and Patrick J. Smith,

“the most basic and historically common governing structure model for local governments has been the standing committee system. Boards, commissions and committees were initially a result of the lack of internal staff capacity and it also allowed those specifically skilled who did not have time to service on council to assist at the board or commission level. Today with professionalization of staff (e.g. Engineers, Planners...) the concern is the added bureaucracy now being created by these bodies. They argue that the delay built in when matters are referred to committee gives public opinion a change to develop and to be heard and guards against overly precipitous action”.¹

In BC the *Community Charter*² sets out the legislative authority by which standing and select committees of council can be constituted.

The mayor can establish **standing committees** for matters the mayor considers would be better dealt with by committee and must appoint persons to those committees. At least half of the members of a standing committee must be council members.

A council may establish and appoint **select committees** to consider or inquire into any matter and to report its findings and opinion to Council. At least one member of a select committee must be a council member.

In addition, a council may establish and appoint a **commission** to operate services, manage property or operate the enforcement of local government regulations.

A council may delegate some of its powers, duties and functions, to a committee or commission. However, there are certain functions that cannot be delegated such as the authority to make a bylaw, or any power or duty exercisable only by bylaw, or any power or duty to terminate the appointment of an officer.

The legislation provides the authority not only to make appointments but the authority to rescind the appointments at any time and appoint another person in place of the person whose appointment was rescinded. The *Community Charter* also outlines that the rules established by the procedure bylaw respecting the taking of minutes at council committee meetings apply to meeting of these other committees and commissions unless the procedure bylaw provides for other procedures for the taking of minutes by one or more bodies referred to in the legislation.

Standing and Select committees are not to be confused with **statutory committees** required through provincial legislation. A Board of Variance, for example is a statutory committee required by every local government that has a Zoning Bylaw.

¹ Tindal, C. T., Tindal, S.N., Stewart, K. & Smith, P. (2017). *Local Government in Canada*. Toronto: Nelson Education Ltd. p.247

² Community Charter Part 5 - Division 4 — Committees, Commissions and Other Bodies (Section 141-143)

The *Local Government Act*, is the legislation that establishes advisory planning commissions (s. 461) and community heritage commissions (s. 597).

Tindal et al suggest that

“the use of standing committee system is held to be advantageous because it speeds up work in council since the committee sifts through the details of an issue and presents a positive recommendation to council. It allows councillors to specialize in the areas of administration under the jurisdiction of their committees rather than trying to be knowledgeable in all fields. It also alleged that the informal atmosphere of a committee meeting encourages more “give and take” in debate, facilitates participation of municipal officials, and also provides a good opportunity for interested groups or individuals to be heard. In this latter connection, it is argued that the delay builds in when matters are referred to committee gives public opinion a chance to develop and to be heard and guards against overly precipitous action”.³

However, Tindal et al also states that

“there are also a number a number of alleged disadvantages of the standing committee system. While some delay in decision making may be beneficial, referrals from council to one or more committees and back to council can create a very slow process and the opportunity for “passing the buck”. If committee discussions are duplicated in council, much times is wasted and the value of the committee’s specialized scrutiny is lost. There are often to many committees, with the result that a councillor’s already limited time is seriously overburdened. An associated problem in many smaller municipalities is the tendency to establish standing committees when they are not necessary given the volume of work. Often such committees have no terms of reference, no regular schedule of meetings, and no systematic procedure of reporting to Council. As a result, they are not an effective addition for managing the municipality.”⁴

Another criticism reported by Tindal et al

“is that standing committees tend to reinforce the departmentalization inherent in the municipal organization and thus contribute to a fragmented outlook. This is because member of a committee may put the interests of their particular department or departments first – an attitude that is hardly conducive to a coordinated approach or to a broad view of the municipality’s needs. Often difficulties arise in this respect because the committee system has simply expanded with the increase in municipal departments. Yet the departments themselves may have grown without sufficient forethought and if this structure is poorly organized for coordination then what can one expect from a committee system similarly designed? Finally, it is argued that committee members tend to become overly preoccupied with matters of administrative detail and internal management of the departments under their jurisdiction. This is a common problem with council generally, but if is felt to be accentuated by the greater

³ Tindal, C. T., Tindal, S.N., Stewart, K. & Smith, P. (2017). *Local Government in Canada*. Toronto: Nelson Education Ltd. p. 247.

⁴ Tindal, C. T., Tindal, S.N., Stewart, K. & Smith, P. (2017). *Local Government in Canada*. Toronto: Nelson Education Ltd. p. 247.

contact and familiarity with administration that the specialized scrutiny of committees permits”.⁵

In the terms of reference for this project it was stated that one of the Council 2016- 2019 Strategic Priorities was to enhance communications and engagement. This would suggest that the Town of Ladysmith Council wishes to review its present practice and determine whether there are ways to improve the use of commissions and committees, as well as to consider other practices that might also be used to seek the public’s input in the decision-making process.

From the “**Public Participation in Local Government**” chapter of the Tindal et al book, there is a list provided of some of the mechanisms by which the public can participate and become involved in municipal policy besides participation on an advisory board. Several of these have and continue to be used by the Town. The list included the following:

- Citizen Assembly
- Focus groups
- Green/discussion papers
- Interactive website
- Participatory budgets
- Public hearings
- Public meetings
- Referendum (where the final decision-making control is delegated to citizens -binding)
- Stakeholder forum
- Surveys
- Telepolling
- Plebiscite (non-binding referenda)⁶

It is important to remember that not all mechanisms are equal in the extent to which they facilitate citizen input into decision making. The key to evaluating the value of these mechanisms is to determine the extent to which they allow citizens to control the outcome of a participation exercise.

As you will see in the next section, one option that has been used more often in local governments has been **Taskforces**. While rules vary and the reporting body has no power to implement final recommendations, the public participation through Taskforces can be wide ranging and discussion can be focused on more strategic issues in a concentrate timeframe. This provides more opportunities for more citizens to participate as issues emerge through the Council’s Strategic Planning and Priorities process.

⁵ Tindal, C. T., Tindal, S.N., Stewart, K. & Smith, P. (2017). Local Government in Canada. Toronto: Nelson Education Ltd. p. 248

⁶ Tindal, C. T., Tindal, S.N., Stewart, K. & Smith, P. (2017). Local Government in Canada. Toronto: Nelson Education Ltd. p. 326 (complete list can be found here)

WHAT ARE OTHERS DOING:

As part of the analysis, five other local governments of various sizes were canvassed and queried about:

- Challenges and Issues
- Current list of commissions/committees – standing and select committees and any other committee structures they may have used, and asked about
- Best Practices

Challenges and Issues:

Although not an exhaustive, here is a list of the themes:

- Mandates or Terms of Reference -that were not clear, too broad, or too specific, and at times misunderstood by its members
- Roles and Responsibilities of the committee members were not clear, particularly with respect to their authority and function
- Recruitment was a challenge and sometimes as a result, the composition of the committee was not as balanced and reflective of the community as it should have been
- Orientations were inconsistent and may not have been as comprehensive for all members of the committee, to better understand their mandate, role and function
- Lack of a consistent reporting process (template) between council and committee/commission and vice versa
- Inconsistency in the meeting schedules, meeting procedures and minutes for the different commissions and committees
- Concern expressed that committees and commissions may add time to a process that may not be necessary and would be better served by delegated authority to staff
- Lack of staffing resources for the committees' work, e.g. staff liaison and clerical support to prepare agendas, minute taking, report preparation, meeting notification... in some cases too many committees for the staffing resources, council members, and community volunteers available
- Concern over finite resources and balancing of priorities and the financial implications of holding meetings. Many indicated a lack of awareness that there is a cost associated with committees and commissions
- Financial implications of resolutions. When making recommendations, committees must consider funding e.g. reserves, operating budgets, taxation, grant funding, (this is not to be seen as a deterrent to bring forward a recommendation but shows a well thought out recommendation that includes a cost-benefit analysis)
- Delegations at committee meetings for the most part have not been considered, and unless delegated by council, delegations for most matters should be directed to council

- Annual Review of Committees to ensure they remain effective and efficient
- Annual Committee member recognition for the community volunteer services provided to their community

Commissions/committees structures in other communities:

City of Parkville (population 12,883)

Statutory Committees:

-Audit Committee

-Parcel Review Tax Roll Review Panel

Select Committee:

-Advisory Design Panel

Council members are appointed and attend a wide variety of community lead committees and organization meetings as a council liaison. The role of a Council liaison is to facilitate ongoing communication between Council and the community organization on matters of mutual concern and interest. The Council liaison is not a voting member.

Town of View Royal (population 10,137)

Statutory Committee:

-Board of Variance

Select Committees:

-Community Development Advisory Committee - For social and economic development matters as related to land use planning, transportation, community connectivity, and heritage assets as well as the engagement of View Royal residents and businesses in these matters.

-Parks & Recreation Advisory Committee - For parks, recreation, and environmental matters as well as the engagement of View Royal residents and businesses in these matters.

In 2014, the Town of View Royal, with the input of current advisory committee members, began the process of advisory committee restructuring and revitalization. In 2016, Council passed a resolution to disband the Transportation Advisory Committee and Planning and Development Advisory Committee and establish the Community Development Advisory Committee with the Parks, Recreation and Environment Advisory Committee remaining.

Task Forces:

From time to time Council may choose to convene a task force for a limited time to examine specific issues.

Each of the Advisory Committees Mandates were updated as was their Advisory Committee Procedures.

District of Oak Bay (population 17,368)

Statutory Committees:

-Board of Variance

-Tourism Committee was established pursuant to a Provincial requirement that specified municipal hotel taxes collected on tourist accommodation must be applied to the promotion of tourism within the municipality. Subject to the submission of a budget and business plan to the municipality, the committee operates autonomously, with a Council appointed liaison.

-Police Board - Police Act requires that municipal police forces have civilian oversight

The District of Oak Bay adopted its new Official Community Plan (OCP) in 2014, which resulted in the OCP Committee completing its work and disbanding. As a result, the District reviewed the need to establish an *Advisory Planning Commission* and at the same time ensured that the membership composition reflected environmental concerns as well as active transportation concerns. As a result of the establishment of this new committee, the District disbanded its *Environmental Committee* and the *Active Transportation Committee* as much of their planning work had been referenced in the newly adopted OCP.

Select Committees:

-Advisory Design Panel

-Advisory Planning Commission

-Heritage Commission

-Parks, Recreation & Culture Commission

Committees unique to Oak Bay

-Heritage Foundation is incorporated under the *British Columbia Society Act*. The Foundation raises funds for the conservation and restoration of heritage properties along with other community heritage initiatives. Members of the Commission and Foundation are appointed by Council. The Council representative is a non-voting member and also acts as a liaison. Members include the Council liaison, Archives liaison and

Building and Planning department staff. Experience in architecture, design or heritage conservation are assets for prospective members.

Other committees that are formed for a specific **annual event** include:

-Child and Youth Committee – a council member is responsible for overseeing the annual YES (Young Exceptional Star) Awards working with District’s staff and School officials to organize this event

-Wall of Fame Selection Committee- This Committee is mandated to oversee the Wall of Fame Community Recognition initiative. The initiative was established to honour individuals who have been instrumental in the development of Oak Bay parks, facilities and programs and who have exercised extraordinary commitment to the community of Oak Bay or performed voluntary services deemed to be important in the community. This committee meets when required.

Taskforces -In recent years the District Mayor has struck taskforces to look at specific emergent issues, with a clear mandate and timeframe.

-Taskforce on Public Engagement

-Floor Area Review (FAR) Committee

(Both committees were disbanded once their reports were submitted to Council.)

District of Tofino (population 2,190)

Statutory Committees:

-Audit Committee

-Board of Variance

Select Committees:

-Community Economic Development Committee

-Design Panel

-Emergency Program Executive Committee (re-instated 2013)

-Public Art Advisory Committee

-Tofino Recreation Commission

-Council Remuneration Advisory Group

-Volunteer Recognition Committee

The District of Tofino included in their present Strategic Priorities to Review their Council decision-making framework, including the structure and purpose of Council committees. However, with 16 priorities and limited resources, they have not yet completed this task.

City of Penticton (population 33,016)

After a comprehensive review (which considered the best practices of Kamloops, Vernon and Kelowna, all of whom reduced their number of committees and commissions), Council for the City of Penticton has begun to reduce its commissions and committees and now has 8 (eight) committees and 4 (four) taskforces with finite terms and specific tasks with recommendations to Council).

Statutory Committee:

-Board of Variance

Select Committees:

-Agriculture Advisory Committee

-Arts, Creative & Cultural Innovations Committee

-Community Revitalization Committee

-Development Services Advisory Committee

-Parks and Recreation Master Plan Steering Committee

-Penticton Creek and Ellis Creek Restoration Committee

-Transportation Advisory Committee

-Heritage & Museum Committee

Taskforces:

-Affordable Community Task Force

-Economic Development Task Force

-Official Community Plan Task Force

-Penticton Arena Task Force

A CLOSER LOOK AT THE TOWN OF LADYSMITH CURRENT COMMISSIONS AND COMMITTEES:

Town of Ladysmith (population 8,537)

Statutory Committees:

-Board of Variance

-Liquid Waste Management Committee

Standing Committees:

-Heritage Revitalization Advisory Commission

-Advisory Design Panel

-Advisory Planning Commission

-Parks, Recreation and Culture Advisory Committee

-Invasive Species Advisory Committee

-Protective Services Committee

-Economic Development Commission

-Environment Commission

Each of the Town of Ladysmith's commissions and committees were reviewed by examining the following elements:

- mandate/terms of reference (*Appendix A*)
- how it connects to the Five Strategic Priorities set by Council (*Council Strategic Priorities 2016-2019*) (*Appendix B*)
 - Employment and Tax Diversity
 - Natural and Built Infrastructure
 - Watershed Protection and Water Management
 - Communications and Engagement
 - Partnerships
- number of meetings over the course of this past council term
- number of resolutions/referrals from council to the committee/commission
- number of resolutions/referrals to council from the committee/commission
- review of specific reports and studies recently undertaken
- review of some of the committee minutes

HERITAGE REVITALIZATION ADVISORY COMMISSION

Bylaw: The *Heritage Revitalization Advisory Commission* was established by Bylaw No. 1279 (1998), with an amended Bylaw No. 1735 (2010) to reduce the number of members of the commission from nine (9) members to seven (7) members appointed by Council. A further amended Bylaw No. 1760 (2011) added one (1) non-voting member from the Ladysmith and District Historical Society to act as liaison between the two groups.

Mandate: The *Heritage Revitalization Advisory Commission* is to advise Council on all matters which may be referred to the Commission pertaining to matters relating to buildings, structures, land, signage which are designated or may be designated pursuant to the *Heritage Conservation Act* or related to the Downtown Specified Area.

The commission shall administer heritage and revitalization projects undertaken by the municipality as directed by Council.

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance minutes and budget are outlined in the bylaw.

The Town’s website describes the mandate of the *Heritage Revitalization Advisory Commission* (HRAC) is to consider matters relating to façade improvements or signage in the downtown core as referred by Council, and to administer heritage and revitalization projects undertaken by the Town.

Connection to the Council Strategic Priorities:

The Council Strategic Priorities is guided by the principles in the *Sustainability Vision* -and one of its principles is **Culture and Identity**.⁷

Number of meetings:

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
8	8	9	4	29 meetings Approx. 50 ½ hours

Total # of Resolutions from Council to the Committee (5) *

Total # of Resolutions from Committee to Council (4) **

(*A complete list of Resolutions referred to Commissions/Committees is found in Appendix C)

(** A complete list of Resolutions referred to Council is found in Appendix D)

Observations:

⁷ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 3

This commission has been in existence for thirty years and over the past ten years has been responsible for the implementation of the *Heritage Strategic Plan*.

A *Heritage Strategic Plan* was prepared by Donald Luxton Associates Inc. in 2008, which was reviewed by the Heritage Revitalization Advisory Committee and received by Council.

As the report indicates

“In 2007, the Heritage Revitalization Advisory Commission (hereafter HRAC), applied for funding from the Provincial Government Heritage Branch to establish a Heritage Strategic Plan for the Town of Ladysmith in order to identify, maintain and protect community heritage resources. This Plan will guide Ladysmith’s heritage program for the next five years until 2012. Developed in consultation with HRAC, Town staff, and community stakeholders, this Plan outlines a prioritized strategy for the development of Ladysmith’s heritage conservation initiatives for the next five years. It answers key questions about the existing situation, defines a community vision for heritage, and recommends a strategy for implementation.”⁸

This Plan outlined a prioritized strategy for Ladysmith’s heritage program for the next five years (2008-2012) and indicated that

“the governing authority for the *Heritage Strategic Plan* is the Town of Ladysmith. Primary responsibility for the implementation of the heritage program lies with the HRAC. The HRAC performs an active role in many aspects of the Town’s heritage program, especially in the area of protection of the Heritage nature of the Downtown specific area, heritage information, education and awareness.”⁹

The report states that,

“Council commitment to heritage conservation, as well as strong support and awareness within the local community, as evidenced by the Town’s catch phrase: ‘Heritage by the Sea’. Heritage awareness and support in Ladysmith has been steadily on the rise and has been invaluable in creating a solid base of community support to take the next step to undertake the *Heritage Strategic Plan*.”¹⁰

This report provided fourteen strategies with specific action items to achieve the community’s vision for heritage conservation.

The author of the *Heritage Strategic Plan* also noted that

“ongoing monitoring and evaluation is important to ensure the most efficient work plan for implementing Ladysmith’s heritage initiatives. Tracking progress, effectiveness and costs should be done at the end of each year for each heritage initiative. A set of performance measures should be developed to evaluate outcomes. Progress would be

⁸ Heritage Strategic Plan 2008 -Donald Luxton Associates Inc. p.4

⁹ Heritage Strategic Plan 2008 -Donald Luxton Associates Inc. p.7

¹⁰ Heritage Strategic Plan 2008 -Donald Luxton Associates Inc. p.10

measured against recommendations of the Action Plan, and adjustments made to the following year's work plan."¹¹

This year (2018) a *Heritage Strategic Plan -Implementation Strategy Review* was undertaken to determine the current status of these strategies and specific action items (Appendix E) and was reviewed by the *Heritage Revitalization Advisory Commission* and received by Council. The review would suggest that heritage is more embedded in the work of the Town, but there remain some specific targeted strategies for 2019, and beyond. However, most of the remaining items are operational in nature and should become part of the work of the Development Services Department.

In addition, a review of the heritage budget to support heritage work suggests that the budget has been underutilized in recent years. The primary focus of these funds however has been on education and awareness programs such as Heritage Week and installation of building plaques for buildings on the Community Heritage Register.

Over time the importance of heritage has become further embedded into routine planning processes and procedures. As noted in the recent *Development Application Review Report*,

“If Ladysmith wants to facilitate faster review of development application, the Town could reduce the number or type of files that are referred to the committees. An example may be to limit referrals to the Heritage Revitalization Advisory Commission to proposed changes to structures designated as heritage buildings (or identified on a heritage register). This would eliminate the referral of development permits for signs in the Downtown area, and some facades, to the Heritage Commission”¹²

As such Council might want to consider granting authority to staff to undertake this work.

Although not part of this report but observed during the research gathering it was noted that the Town of Ladysmith is fortunate to have several organizations working to preserve heritage in the community and it is important to ensure clarity as to the role and responsibility of the Town, when working with these other organizations (e.g. Ladysmith and District Historical Society, Ladysmith Maritime Society, Heritage Preservation Group, Stz'uminus First Nation) and when these organizations are best utilized and included in the heritage projects of the municipality.

ADVISORY DESIGN PANEL

¹¹ Heritage Strategic Plan 2008 -Donald Luxton Associates Inc. p.36

¹² Development Application Review Report prepared by Leftside Partners Inc., May 2018 p.28

Bylaw: The Advisory Design Panel was not established by bylaw. Records show that the Council of the day approved a Terms of Reference (March 3, 2008)¹³ for the panel.

Mandate: The Advisory Design Panel (ADP) will review building design for new multiple-family residential, commercial and industrial buildings located within the Town for conformance with the Town’s design guidelines. The two main purposes for the ADP are:

- To provide feedback to applicants and advice to Council, or its delegate, on the design merits of development plans for new buildings referred to the ADP by Council or Staff, as part of development permit or rezoning applications.
- To assist Staff and Council in the development and implementation of design guidelines and criteria for multiple-family residential, commercial and industrial development.

The Advisory Design Panel came about as a result of a Taskforce (which Council resolution records suggest was formed in 2008) set up to review and make recommendations on design panel models (including membership), bylaws/resolutions and design guidelines from other communities for Council’s consideration. The taskforce acted as the Interim Design Panel and provided advice to Council regarding design, form, and character of all new buildings that required a development permit.

A letter (April 30, 2007) from the contract planner for the Town of Ladysmith advised that due to the large number of significant development proposals in the Town of Ladysmith, the *Official Community Plan* requirement to maintain the unique character of Ladysmith, and a concern regarding the quality of development that had occurred in recent years Council should form an *interim* Design Panel. The goal of the interim Design Panel was to give impartial and professional advice to Town council and staff on any proposal affecting the physical environment of the town.

The “interim” panel was given the following tasks:

1. Develop standards and procedures for the Design Panel conduct;
2. Critically review and recruit the professionals that are required to create a well-rounded informed Design Panel; and
3. Review current and proposed applications.

Connection to the Council Strategic Priorities:

The Council Strategic Plan identifies within –its **Employment and tax diversity** priority the need for continuous improvements of permit and application process, and to streamline approval processes for building and development in order to expedite turnaround times.¹⁴

Number of meetings:

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
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¹³ Town of Ladysmith -Advisory Design Panel Terms of Reference approved March 3, 2008

¹⁴ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 8

2	1	1	0	4 meetings Approx. 4 hours
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(If there are no new applications meetings are cancelled with advance notice provided to the committee.)

Total # of Resolutions from Council to the Panel: (2) *

Total # of Resolutions from Panel to Council: (0) **

**A complete list of Resolutions referred to Commissions/Committees is found in Appendix C*

***The Panel does not make recommendations directly to Council, but all resolutions are included in the staff report to council on the development application.*

Observations:

Staff have also indicated that part of the Advisory Design Panel mandate “To assist Staff and Council in the formulation of design guidelines and criteria for multiple-family residential, commercial and industrial development”, has now been completed.

It appears that there are not enough referrals to keep this committee active. Council could be better served either by delegating authority to staff or incorporating the Advisory Design Panel’s work into the Advisory Planning Commission. This will be further examined in the next section.

ADVISORY PLANNING COMMISSION

Bylaw: The Advisory Planning Commission was established by Bylaw No. 1280 (1998).

Mandate: The bylaw outlines the mandate of the commission is to advice Council upon all matters regarding land use issues which may be referred to the Commission by the Council.

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance, minutes and budget are outlined in the bylaw.

Connection to the Council Strategic Priorities:

The Council Strategic Plan identifies within –its **Employment and tax diversity** priority, the need for continuous improvements of permit and application process, and to streamline approval processes for building and development in order to expedite turnaround times.¹⁵ It is also identified in the Sustainability Vision as one of its principles -**Local Diverse Economy**.¹⁶

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
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¹⁵ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 8

¹⁶ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 3

2	1	1	2	6 meetings Approx. 11 ½ hours
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Number of meetings:

Total # of Resolutions from Council to the Commission (10) *

Total # of Resolutions from Commission to Council (1) **

**A complete list of Resolutions referred to Commissions/Committees is found in Appendix C)*

*** A complete list of Resolutions referred to Council is found in Appendix D. Recommendations from the APC area included in the staff report to council about the development application.*

Observations:

In May 2018 Leftside Partners provided their report to the Town of Ladysmith on development application processes.

This report identified some of the issues and different perspectives on the development application processes at the Town, and determined what changes or practices are available to address those issues. The study was a priority because the Town wants to build upon its record and ensure it is engaging with the development community to better understand the needs of the industry, and identify options to respond to those needs. The Town is committed to working together with the development industry to facilitate growth and investment while enhancing the Town’s character, livability and sustainability.

Here are some excerpts from the report:

“In addition to the internal review, the Town requires some applications to be reviewed by committees, and some applicants to host public information meetings in order to gather input from the surrounding neighbourhood. While neighbourhood and committee meetings can provide valuable community input, eliminating the meetings is one option if the Town is looking to streamline the application review process. The extra time associated with both committee review and public information meetings was referenced by applicants as a potential solution for paring down the process.

The Town of Ladysmith has an Advisory Planning Commission, Advisory Design Panel and a Heritage Revitalization Advisory Commission, each of which is referred different types of development applications. Staff currently refer development permit applications to the advisory design panel for form and character for multifamily, commercial and industrial projects, in addition to rezonings (as directed by Council) and when a change in building use is proposed. There are situations where the development permits are not referred, including amendments that are consistent with the original guidelines, additions that represent 15% or less of an increase in floor area, as well as

façade improvements in the downtown, and DP applications for signs that are issued consistent with an issued development permit. The latter two – signs and façade improvements in the downtown area – are instead referred to the Heritage Revitalization Advisory Commission. The Advisory Planning Commission is referred development variance permits that propose changes in height greater than 3.0 metres, and rezonings (as directed by Council).

In comparison to the practices in several other BC municipalities, Ladysmith makes more use of citizen committees in their review process than many other municipalities.

Most communities of Ladysmith’s size (and even larger) don’t have Advisory Planning Committees, Design Review Panels and Heritage Commissions. Many have either a design panel or an advisory planning commission, although a handful of municipalities do have both. Because advisory design panels typically rely upon volunteers who are architects, smaller municipalities can often be challenged in attracting and retaining sufficient qualified volunteers. In October 2017 the Architectural Institute of BC was advertising the need for architects to volunteer for 12 different design panels in the province. Notably, the Town’s ADP does not require any members to be architects. Instead, the Ladysmith ADP membership is comprised of citizen representatives with “background in economic and social development, design and development.”

In the past advisory design panels were relied upon to provide key guidance on the form and character of development proposals. However, development permit guidelines have evolved over time, providing more concrete form and character direction. Given that the Town’s ADP is not necessarily providing architectural advice, combined with the more detailed nature of most of the development permit guidelines now included in the OCP, it may be worth considering a combined advisory design panel/planning commission. This body could still include members with building/design industry experience, but also reflect the community input of an advisory planning commission. The committee’s recommendations and comments would still be forwarded to Council, but the feedback would not necessarily result in any requirement to make changes and re-submit to the committee (as some submissions require). While combining the two committees may make some sense, it does not reduce the number of referrals or meetings for development applicants. The exception may be that a design panel sometimes requires applicants to incorporate changes and re-submit plans to a subsequent advisory design panel meeting. A second review by the combined advisory design/planning commission is not anticipated. It would also eliminate any need for a rezoning to be reviewed by both the ADP and APC.

The report further suggests that

“If Ladysmith wants to facilitate faster review of development application, the Town could reduce the number or type of files that are referred to the committees. An example may be to limit referrals to the Heritage Revitalization Advisory Commission to proposed changes to structures designated as heritage buildings (or identified on a

heritage register). This would eliminate the referral of development permits for signs in the Downtown area, and some facades, to the Heritage Commission. ¹⁷

The report also recommended that the Town of Ladysmith,

- “Consider eliminating some referrals to Heritage Revitalization Advisory Commission (signs and facades)
- Evaluate committee structure and referrals”¹⁸

At the time of writing this report it appears that several of these recommendations are being considered by Council.

PARKS, RECREATION AND CULTURE ADVISORY COMMITTEE

Bylaw: The Parks Recreation and Culture Advisory Committee (PRCAC) replaced the former commission structure and the Terms of Reference were approved by Council (November 2016).

Mandate: The purpose of the Parks Recreation and Culture Advisory Committee is to assist the Town of Ladysmith Council by:

- Providing advice and recommendations to Council on any matters referred to the Committee by Council;
- Providing input consistent with the *Parks, Recreation and Culture (PRC) Master Plan*;
- Working cooperatively toward securing funds for implementation of the plan; and,
- Recommending activities, projects, or work that the Committee thinks would assist Council to achieve the *PRC Master Plan* or other matters for which Council requests input.

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance minutes and budget are outlined in the terms of reference.

The Terms of Reference outlines Operating Principles for the PRCAC to consider when deliberating/reviewing matters related to PRC in Ladysmith:

- Budgetary restrictions/implications;
- Public spaces significance;
- Public assembly/usage;
- Staffing/resource implications;
- Public consultation

These principles are helpful to a committee when proposing recommendations to council when council is considering the recommendations from the committee.

¹⁷ Development Application Review Report prepared by Leftside Partners Inc., May 2018 p.27-29

¹⁸ Development Application Review Report prepared by Leftside Partners Inc., May 2018 p.41

(It should be noted that these principles only appear in the most recently (2016 and beyond) drafted and approved committee terms of reference for Parks, Recreation and Culture and the Invasive Species Advisory Committees. Where appropriate these principles should apply to all committees' terms of reference.)

Connection to the Council Strategic Priorities:

The Council Strategic Plan identifies within its **Communications and Engagement** priority to engage community in Parks Recreation and Culture Master Plan¹⁹, as well as, within its **Partnerships** priority to pursue regional equity in recreation services.²⁰

It is also one of the principles in the Sustainability Vision -**Healthy Community**

Number of meetings:

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL
4	0	7	5	# of meetings and time
				16 meetings Approx. 29 hours

Total # of Resolutions from Council to the Committee (28) *

Total # of Resolutions from Committee to Council (6) **

**A complete list of Resolutions referred to Commissions/Committees is found in Appendix C*

*** A complete list of Resolutions referred to Council is found in Appendix D*

Observations:

In May of 2016 a *Parks, Recreation, and Culture Master Plan* was completed by GDH Solutions and Outland Design Landscape Architecture. In the report the consultants indicate that:

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

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

This Advisory Committee should include one member of Council, the CVRD Area G & H representative, a representative from Stz'uminus First Nation and 4 or 5 community representatives such as sports groups, park users, indoor recreation participants, an

¹⁹ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 16

²⁰ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 10

arts/culture representative and possibly a community service organization. Terms of reference would need to be developed for the Advisory Committee.

Special purpose advisory groups or task forces should be used as method of obtaining community input on major projects such as the development of Lot 108. These ad hoc groups would be set as needed for major projects, and would exist for a limited time only.”²¹

Among its recommendations, (which Council has implemented) was to;

“Take the appropriate action to disband/eliminate the Parks, Recreation and Culture Commission, and set up an Advisory Committee (with Terms of Reference) to provide information and support for Council on Parks, Recreation and Culture matters. A key role for this new committee would be oversight of the implementation of the Parks, Recreation and Culture Master Plan.

Consider time-limited special purpose Advisory Groups or Task Forces for major projects relating to Parks, Recreation and Culture.”²²

In addition to the *Parks, Recreation and Culture Master Plan*, a *Ladysmith Youth Plan* was completed by Pacific Leadership Design, August 2018. In the report a suggestion is made to:

“Create a Youth Council with voting rights on key governance bodies. Set Terms of Reference up in same format, election, policy, & management framework as other Town committees responsible for monitoring youth strategy.”²³

It is recommended that Council select youth representatives to be involved in other Town projects such as the *Parks Recreation and Culture Master Plan*, as well as the *Waterfront Area Plan*.

The report made many references to youth involvement and suggested that:

“Youth often feel that they are not welcomed in the decision-making processes, or are unaware that there are adults genuinely interested in having them involved in a meaningful way. We need to prove that adults are interested.”²⁴

The report references what is possible if the Town of Ladysmith has a strong desire to include youth in its decision-making process

“What are the Possibilities?

- “Build a strong youth council that provides input to community decision-making. We need to build into future advisories a strong foundation of purpose; that includes

²¹ Parks, Recreation, Culture Master Plan prepared by GDH Solutions and Outland Design Landscape Architecture May 2016 p.65

²² Parks, Recreation, Culture Master Plan prepared by GDH Solutions and Outland Design Landscape Architecture May 2016 p.65

²³ Ladysmith Youth Plan -prepared by Pacific Leadership Design, August 2018 p.46

²⁴ Ladysmith Youth Plan -prepared by Pacific Leadership Design, August 2018 p.70

involvement and leadership of youth, supported by a clear definition of protocols, roles and responsibilities, as well as resources, that will guide the council or decision-making coalition to a strong and sustainable focus on youth.”

- If Ladysmith remains open and willing to explore options for increased youth participation in its governance and services, we will be able to create a sustainable model for youth representation on town committees, developed with Ladysmith Parks Recreation and Culture taking the lead. This might involve giving youth voting rights on key governance bodies. Or the creation of a Youth Council where a youth is appointed to each TOL committee.
- Involvement of youth could be issue based. For example, when the Town does a project, a policy would include engagement of the youth and some way for them to gain access to that information. “In the terms of reference for Parks committees, there is (currently) no allowance for a youth rep. We have for example Seniors, FN but not youth.”²⁵

INVASIVE SPECIES ADVISORY COMMITTEE

Bylaw: The Invasive Species Advisory Committee was established with a Terms of Reference approved by Council (November 2016).

Mandate: The purpose of the Invasive Species Advisory Committee is to assist the Town of Ladysmith Council with:

- Developing a strategy and implementation plan(s) for control of invasive plant species in Ladysmith through a cooperative process, considering staff and volunteer capacity, human and financial resources, and current evident regarding invasive plant species;
- Determining how to proceed with the strategy and implementation;
- Establishing an annual schedule and priority control measures to be undertaken;
- Ensuring plans align with the *CVRD Invasive Plant Species Strategy* and the Coastal Invasive Species Committee; and,
- Working cooperatively toward securing funds for implementation of the plan.

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance minutes and budget are outlined in the terms of reference.

The Terms of Reference outlines Operating Principles the Invasive Species Advisory Committee will consider when deliberating/reviewing matters related to the control of invasive plant species and re-establishing native plant species:

- Budgetary restrictions/implications;
- Public spaces significance;
- Public assembly/usage;

²⁵ Ladysmith Youth Plan -prepared by Pacific Leadership Design, August 2018 p.71

- Staffing/resource implications;
- Public consultation

Connection to the Council Strategic Priorities:

Council’s Strategic Priorities are guided by the principles in the Sustainability Vision -and one of its principles is to protect and enhance ecosystems and biodiversity....²⁶

Number of meetings:

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
0	0	0	0	0 meetings Approx. 0 hours

Total # of Resolutions from Council to the Committee (1) *

Total # of Resolutions from Committee to Council (3) **

**A complete list of Resolutions referred to Commissions/Committees is found in Appendix C*

*** A complete list of Resolutions referred to Council is found in Appendix D*

Observations:

The Cowichan Valley Regional District website has a strategy for invasive plant management including a bylaw, inventory, removal of key species and a public awareness campaign.

Other resources available include the Coastal Invasive Species Committee (Coastal ISC). The Coastal ISC takes a leadership role to reduce the negative impacts of invasive alien species by:

- Outreach and education: Working with community members, local governments, First Nations, industry, land managers, and others to exchange information and raise awareness about the impacts from, and management of, invasive alien species.
- Collaboration: Promoting efficient, cooperative management of invasive alien species.
- Advice: Providing advice and building capacity to manage invasive alien species.
- Management: Providing services to manage invasive alien species.
- Support: Seeking funding and other support to achieve the vision.²⁷

Although the Corporate Services records show no meetings took place, the Council Liaison for this committee did report to council on several occasions in recent years about meetings this committee has had. It appears the committee has also experienced a loss of some of its committee membership. These factors may be part of the reason that agendas and minutes of the meeting are not part of the formal corporate record.

²⁶Town of Ladysmith 2016-2019 Council Strategic Priorities p. 4

²⁷ <http://www.coastalisc.com>

Recently (June 18, 2018) a **draft** report was submitted to Council titled “*Implementation of Town of Ladysmith Invasive Species Strategy*”. The report was referred to the Municipal Services Committee for consideration.

The report indicates that Council has adopted the *CVRD Invasive Species Management Plan* and suggests that public education is a key component in the next step of the implementation strategy. The report also indicates that Parks, Recreation and Culture staff are taking an active role in the eradication, prevention and containment of invasive species on town lands. It further indicates that the Town’s Parks, Recreation and Culture staff support and coordinate volunteers for action within the town on public lands. The report suggests that a budget for the educational component be considered by council, however, it does not indicate an amount nor what the budget funds would be specifically used for in relation to promotion and education.

PROTECTIVE SERVICES COMMITTEE

Bylaw: There is no bylaw or terms of reference approved by Council for this committee.

Mandate: The Town’s fact sheet indicates the committee meets bi-monthly to consider emergency and public safety issues and other matters referred by Council.

Connection to the Council Strategic Priorities:

The Council Strategic Priorities are guided by the principles in the Sustainability Vision -and one of its principles is a **Healthy Community**.

Number of meetings

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
5	5	4	4	18 meetings Approx. 19 hours

Total # of Resolutions from Council to the Committee (2)

Total # of Resolutions from Committee to Council (1)

Observations:

In order to assess the work of this committee it is necessary for formal terms of reference or mandate to be drafted.

BOARD OF VARIANCE

Bylaw: The Board of Variance was established by Bylaw No. 1671 (2015).

Mandate: A Board of Variance is a mandated statutory requirement and shall hear and determine any appeal with respect to matters mentioned in Sections 901 and 902 of the *Local Government Act*.²⁸

Connection to the Council Strategic Priorities:

Council entered into strategic priority setting in the fall of 2015. Priorities were established after careful consideration of a broad range of factors, such as: **Legislated responsibilities and requirements**.²⁹ This board is one of those legislated responsibilities of the municipality.

Number of meetings

2015	2016	2017	2018	TOTAL # of meetings and time
0	0	0	0	0 meetings Approx. 0 hours

Total # of Resolutions from Council to the Committee (Not Applicable)

Total # of Resolutions from Committee to Council (Not Applicable)

Observations:

A municipal council must establish by bylaw a Board of Variance if a zoning bylaw has been adopted. The role of the Board of Variance is limited to those functions and responsibilities set out in ss. 540-544 of the *Local Government Act*. A person may apply to the Board of Variance for a minor variance if they feel compliance with the bylaw would cause them a hardship. For example, if a big rock in their yard made it a hardship to site the house in conformity with the normal setbacks- a person could apply for a minor variance.

The Council appoints members to the Board of Variance as per the *Local Government Act* ss. 535-537. The members of the Board of Variance appoint their own chair. Procedures, other than those established in the legislation, must be specified in the bylaw that creates the board. The municipality is bound by the decisions of the board of variance, subject to court review on matters of legal interpretation. Council cannot direct the board in its decision-making process.

LIQUID WASTE MANAGEMENT COMMITTEE

Bylaw: Not Applicable as this is a mandated statutory requirement by the regulations from the Ministry of Environment.

²⁸ Local Government Act - Division 15 -Board of Variance (Sections 535-544)

²⁹ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 4

Mandate: The Ministry of Environment guidelines (BC Environment, 1992) requires the Town of Ladysmith to strike an Advisory Committee to administer the development of the Liquid Waste Management Plan (LWMP).

Connection to the Council Strategic Priorities:

Council identify in its strategic priorities – **Natural and Built Infrastructure** - Complete the waste water treatment plant to secondary treatment.³⁰

It is also one of the principles in the Sustainability Vision -**Water and Waste Systems**.³¹

Number of meetings

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
0	0	1	0	0 meetings Approx. 0 hours

Total # of Resolutions from Council to the Committee 0 (may not be applicable)

Total # of Resolutions from Committee to Council 0

Observations:

The Ministry of Environment has developed *Interim Guidelines for Preparing Liquid Waste Management Plans*³² which requires the Town of Ladysmith to strike Advisory Committees to administer the development of the Liquid Waste Management Plan.

A *Liquid Waste Management Plan* was completed by OPUS -Dayton and Knight in 2013, along with a comprehensive implementation strategy and corresponding timelines. Staff indicated that this plan was approved by the Ministry of Environment and the Town of Ladysmith Council. About one year ago, the new Director of Infrastructure Services called a committee meeting to review the plan’s recommendations and implementation strategy. The plan’s implementation timelines however have been significantly delayed as a result of the completion of the upgrade to the Waste Water Treatment plant. The committee reviewed the plan and did make recommendations to staff with respect to new timelines. Staff are presently investigating the approval process required by the Ministry of Environment for these new timelines.

The report from OPUS-Dayton and Knight essential outlines that the work of the LWMP Advisory Committee is completed and a new role for a committee is required. The report suggests that a Plan Monitoring Committee (PMC). The role of the PMC will be to monitor the progress of the approved LWMP, and to provide input and comment. To date this new committee has not yet been formed.

³⁰ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 11

³¹ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 4

³² https://www2.gov.bc.ca/assets/gov/environment/waste-management/sewage/guide_to_preparing_liquid_waste_mgmt_plans.pdf

The role for the establishment of a Plan Monitoring Committee is described in the report as follows:

“3.0 LWMP IMPLEMENTATION PLAN

The commitments, budget and schedule for the Town of Ladysmith LWMP are summarized in Table 3-1. Line items are included for specific LWMP components over the next five to ten years, beginning in 2012. As shown under Item 1 in Table 3-1, a line item has been included for annual review of LWMP progress to the year 2017 with review on a five-year cycle thereafter; the results of this progress review should be used to update and further develop detailed line items for financial commitments and scheduling as the LWMP proceeds. A Plan Monitoring Committee will provide ongoing review and comment as noted in Section 3.7. Once the Stage 3 LWMP is adopted by Council and approved by the Minister, the Town will adopt the LWMP as a bylaw and also incorporate the LWMP as part of the OCP.”³³

The report outlines the next steps of a committee:

3.7 Plan Monitoring Committee

The Town intends to invite the members of the LWMP Advisory Committee to sit on the Plan Monitoring Committee (PMC). The Terms of Reference for the PMC will be the same as for the LWMP Advisory Committee. The role of the PMC will be to monitor the progress of the approved LWMP, and to provide input and comment. Table 3-1, Item 1 shows a schedule and budget for monitoring and updating of the LWMP. The frequency of PMC meetings is expected to be twice per year.³⁴

In the letter attached to this report from the Ministry of Environment not only approves the plan but recommends that during Stage 3 of the Liquid Waste Management Plan, “The establishment of an ongoing plan monitoring committee to ensure the commitments of the plan are carried out in accordance with the implementation schedule.”³⁵

ECONOMIC DEVELOPMENT COMMISSION

Bylaw: The Economic Development Commission was established by Bylaw No. 1548 (2005).

Mandate: The bylaw outlines the mandate of the Economic Development Commission is to direct the function of economic development.

³³ Town of Ladysmith - Liquid Waste Management Plan Stage 3 Report prepared by Opus Dayton Knight January 2013 p.3

³⁴ Town of Ladysmith - Liquid Waste Management Plan Stage 3 Report prepared by Opus Dayton Knight January 2013 p.3

³⁵ Town of Ladysmith - Liquid Waste Management Plan Stage 3 Report prepared by Opus Dayton Knight January 2013 - Appendix A - MOE Letter of Approval for Stage 1 and 2 LWMP dated April 28, 2011

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance, minutes and budget are outlined in the bylaw.

Connection to the Council Strategic Priorities:

Council identify in its strategic priorities – **Employment and Tax Diversity** -Update the *Waterfront Area Plan* and consider a heritage park concept in the vicinity of the Machine Shop (which is now the Implementation of the *Waterfront Master Plan*). -Establish a downtown task force to look at ways to invigorate the downtown core (for example: public artwork, seating, flags, bollards). Research the feasibility of establishing a downtown business improvement area³⁶

Number of meetings

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
0	0	0	0	0 meetings Approx. 0 hours

Total # of Resolutions from Council to the Committee (0)

Total # of Resolutions from Committee to Council (0)

Observations:

The Economic Development Commission has not met in many years. This commission was active when the Town had an Economic Development Officer, and prior to the level of activity and regional focus currently demonstrated by the Cowichan Regional Economic Development initiative. The Cowichan Valley Regional District developed *Cowichan 2050*, a regional, integrated planning strategy that involves new levels of consultation and collaboration between local governments (staff and elected officials) and communities in the region.

The strategy is providing a comprehensive overview of the social, environmental, and economic forces shaping the region. It will also provide insights into how local governments within the Cowichan Valley can best collaborate with regional stakeholders and partners to better manage the growth of our region.

A commission is generally appointed to operate services, manage property or operate the enforcement of local government regulations. It is not clear in the bylaw what powers, duties and function council has delegated to this commission.

(At the time of writing this report, the Town of Ladysmith just received a new Economic Development Strategy developed in collaboration between the Town of Ladysmith, Stz'uminus First Nation, the Nanaimo Airport, the Ladysmith Chamber of Commerce, the Ladysmith Downtown Business Association, and Community Futures Central Island, its recommendations were not analyzed as part of this review.)

³⁶ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 8

ENVIRONMENT COMMISSION

Bylaw- The Environment Commission was established by Bylaw No. 1631 (2008).

Mandate: The bylaw outlines the mandate of the Environment Commission is to direct and provide input to the Town of Ladysmith on environment issues.

Procedures with respect to membership, voting, election of chair, quorum and meetings, attendance, minutes and budget are outlined in the bylaw.³⁷

Connection to the Council Strategic Priorities:

Council identify in its strategic priorities – **Employment and Tax Diversity** -Update the *Waterfront Area Plan* and consider a heritage park concept in the vicinity of the Machine Shop (which is now the Implementation of the *Waterfront Area Plan*). And as outlined in one of its actions to -pursue environmental remediation of the waterfront lands.

Council also identify in its strategic priorities – **Watershed Protection and Water Management** - with many specific operational projects, as well as continuing to implement the *Sustainability Action Plan and Sustainability Vision*.

Number of meetings

<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>	TOTAL # of meetings and time
0	0	0	0	0 meetings Approx. 0 hours

Total # of Resolutions from Council to the Committee (0)

Total # of Resolutions from Committee to Council (0)

Observations:

The commission does not appear to have met for several years.

A commission is generally appointed to operate services, manage property or operate the enforcement of local government regulations. It is not clear in the bylaw what powers, duties and functions council has delegated to this commission.

At one point there had been discussion about combining both the Economic Development and Environmental Commissions, but it appears that did not take place.

A review of the Town of Ladysmith website demonstrates potentially what council had envisioned for an environmental and economically sustainable community. One of the documents on the website is the *Sustainability Vision*. This plan was created with the assistance of a consulting firm who led the sustainability visioning process and involved members of the community during the plan's development.

³⁷ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 8

The Town of Ladysmith *2013-2016 Sustainability Action Plan* outlines;

“The purpose of the current document is to help guide the continued implementation of the Sustainability Vision by providing a set of priorities, identifying key action items, assigning responsibility for those items, and establishing a means by which Ladysmith can easily measure their performance over time.”³⁸

“Town Council and staff will be able to use the *Sustainability Action Plan* to set priorities, guide decision-making, inform subsequent projects and actions, monitor performance, and report annually on outcomes.”³⁹

“The priority actions for the *Sustainability Action Plan* are organized according to ten broad categories:

1. Growth and Development
2. Transportation
3. Energy and Emissions
4. Green and Natural Systems
5. Water and Waste Systems
6. Culture and Identity
7. Public Health and Social Development
8. Economic Development
9. Local Food and Agriculture
10. Leadership and Partnerships”⁴⁰

The report includes an *implementation plan*⁴¹ that outlines the priority actions and the lead departments. Overall a comprehensive and ambitious plan. The report does suggest and caution, there are limits to both the staffing resources and council and community capacity, and competing demands for limited financial resources. The last published *Sustainability Action Plan Monitoring and Reporting* was 2016 and indicates that many projects have been completed, several others remain in progress and a few have not yet been started.

The Town’s website references many initiatives, programs, continued practices and accomplishments by the municipality with respect to Sustainability/Green Living.

³⁸ Town of Ladysmith 2013-2016 Sustainability Action Plan p.1

³⁹ Town of Ladysmith 2013-2016 Sustainability Action Plan p.2

⁴⁰ Town of Ladysmith 2013-2016 Sustainability Action Plan p.2

⁴¹ Town of Ladysmith 2013-2016 Sustainability Action Plan -Appendix 1

OTHER COUNCIL COMMITTEES

This report was to address specific Council appointed commissions and committees. However, in the course of researching these bodies, a few other Council committees were identified. They may also, equally benefit from the findings and recommendations in this report.

PARCEL TAX REVIEW PANEL (Statutory Committee)

The Parcel Tax Roll Review Panel is established under legislation in this case, the *Community Charter*. This is another statutory requirement with the legislation specifying the following found in Section 204;

- (1) Before a parcel tax is imposed for the first time, a parcel tax roll review panel must consider any complaints respecting the parcel tax roll and must authenticate the roll in accordance with this Division.
- (2) For the purposes of this Division, the council must
 - (a) appoint at least 3 persons as the members of the parcel tax roll review panel,
 - (b) establish the time and place for the sitting of the panel, and
 - (c) have advance notice of the time and place published in accordance with section 94 [public notice].⁴²

COUNCIL REMUNERATION COMMITTEE

The committee meets from time to time to review and recommend adjustments to council's remuneration. There are no formal terms of reference for this committee. Past practice suggest that the committee has been composed of three community members and one member of council and is supported by the CAO and Executive Liaison position.

WATERFRONT IMPLEMENTATION COMMITTEE

Recently, Council approved the Waterfront Implementation Committee (WIC) Terms of Reference. The committee was formed as a result of resolutions by both the Stz'uminus First Nation Council and the Town of Ladysmith Council regarding implementation of the *Waterfront Area Plan*. The WIC is guided by the Vision for the Waterfront in the *Waterfront Area Plan*, with a mandate to advise and make recommendation on waterfront implementation items to the respective Councils.

OTHER EXTERNAL COMMUNITY COMMITTEES:

As Council considers a review of its own commissions and committees, and the potential use of taskforces for emerging issues, this may be an opportune time to also review its appointments to external community committees.

⁴² Community Charter s. 204.

Council can be inundated with requests for a representative of council to attend and or sit on various community committees for a variety of reasons. Before long Council (and in some cases staff) time can become stretched thin. Council members are busy attending municipal council meetings, council appointed committees/commissions, regional district board meetings and committee meetings (many of these maybe guided by statutory requirements), other regional obligations (e.g. Vancouver Island Regional Library Board, or Association of Vancouver Island and Coastal Communities) as well as provincial requests to serve on various committees (e.g. Union of BC Municipalities and its working committees, Mayors Caucus...). It is often difficult to weigh where and how council or staff can serve best or determine whether there are other ways that council can remain informed and connected to these external organizations in the community.

The following is a current list of external committees (Appendix F) to which Council has historically appointed members of Council to attend:

- Celebrations Committee
- Festival of Lights Committee
- Chamber of Commerce
- Ladysmith Downtown Business Association
- Ladysmith Interagency Committee
- Leadership Early Years Partnership
- Social Planning Cowichan
- Ladysmith Community Justice Program
- Ladysmith Resources Centre Association
- Cowichan Community Health Network

A conservative estimate suggests that for every hour of committee meetings there is at minimum an hour of preparation and one to two hours of follow up (depending on the role and expectation of the representative appointment). There are tasks related to preparing for the meeting, reviewing the agenda and reading background materials and bringing relevant information to the committee, actual attendance at the meeting and after, any preparing follow-up work, research or reporting.

Assuming that each committee has:

10 meetings a year

2 hours for each monthly meeting

1 to 2 hours prep time

2 to 4 hours follow up work from the meeting

Total: (5 to 8 hours) * 10 meetings = 50 to 80 hours a year for each person appointed

That further translates, minimally, into 500 to 800 hours per year, for 10 committees.

Council should make a considered decision when joining and appointing council liaisons to external committees and determining which and how many can realistically be served and attended.

In addition, a number of these committees also have Town staff attending these meetings, leading to a duplication of time spent and in some cases a confusion over roles and responsibilities when it comes to policy or operational issues.

A full examination and analysis of each of these present external committees was **not** performed as part of this report, however it is recommended that Council conduct its own review and evaluate whether or not an appointment is warranted by using a set of guiding principles:

- ✓ Review of the each of the external committees' mandate to determine whether there is a policy or operational issue that is of current mutual concern and that is within Council's jurisdiction.
- ✓ Consider whether, if the link is operational, the liaison should be a staff member
- ✓ Determine whether there is another mechanism by which council can stay abreast of the committee's work and be informed when there are emerging issues of mutual interest? For example, with staff attending these meetings, they could report to Council on relevant matters.
- ✓ Review the role and expectations of the council liaison appointment. Often times members of Council can serve as a link between community organization and the municipality but role clarity of the council liaison is very important.
- ✓ Review the reporting expectations of the Council liaison to and from the committee.
- ✓ Determine the link to Council's strategic priorities
- ✓ Consider other relationships with the organization (e.g. Does the town provide funding to the organization, and contract management is more appropriately managed by staff?)

With limited resources in a small community it is imperative that Mayor and Council regularly evaluate where council's attendance is warranted and understand that this may need to be revisited and changed from time to time, particularly as Council's strategic priorities change.

SURVEY RESULTS:

Fifty-three (53) participants were invited to complete an on-line survey:

- (41) Committee members *
- (7) Council Liaison
- (5) Staff Liaison

**Please note neither the Economic Development Commission nor the Environment Commission had appointed members to invite to participate in this survey, although one respondent did identify themselves a member of the Economic Development Commission.*

Twenty-nine (29) surveys were completed resulting in a return rate of 55%.

The survey was intended to be brief, to encourage input, and asked participants to rate and comment on various aspects of their experience as a participant on a council appointed committee. Complete survey results are attached in Appendix G.

SUMMARY OF THE SURVEY RESULTS:

Respondents:

- 77% of the respondents were community members as opposed to members of council or staff.
- The distribution among the various committees was significant,
 - Most responses coming from the Protective Services Committee and
 - The fewest responses coming from the Invasive Species Advisory Committee.

(Please note neither the Economic Development Commission nor the Environment Commission had appointed members to invite to participate in this survey, although one respondent did identify themselves a member of the Economic Development Commission.)

Rate overall experience as a member of committee/commission:

- The weighted ranking on a five-point scale was **3.16** (with 3 being **Good**).

Respondents were asked to describe their committees mandate:

- **60%** could clearly describe their role as “**advisors**” to council.

When asked if the committee/commission advances Council’s Strategic Goals and Priorities

- **70%** answered **Yes**
- **30%** were **Not Sure**.

When asked if members were provided with an Orientation

- **50%** of the respondents indicated they **received** an orientation and
- **50%** of the respondents indicated they **did not receive** an orientation

- **82% who received an orientation felt it was beneficial**

When asked, what could improve their orientation the responses ranked from highest to lowest the following items the highest:

- Review of Mandate (Terms of Reference)
- Roles and Responsibilities
- Roles of Staff liaison
- Reporting Process
- Role of Council Liaison
- Attendance requirements
- Meeting Procedures
- How to chair a meeting
- Duties of recording secretary

Other topics that were suggested:

- Operating principles
- Clear expectations
- Orientation to anyone who is thinking of applying for vacant positions
- Review of constituting legislation and bylaws
- Provide a binder
- Group orientation where key staff and council rep do an update

When asked to describe the most significant contribution the committee/commission has made to the Town of Ladysmith varied. (Please see Appendix G -Question 9 for all comments)

- the answers varied to identifying specific tasks, to public education, to implementing strategic plans specific to the committee

When rating how much value the commission/committee work adds to the Council decision process

- the weighted average was **2.96** on a 5-point scale (with 3 being **Good**).

When asked what specific talents or skills do you bring to the commission/committee,

- the responses varied from a general interest to a description of specific technical expertise

When asked if they think that the commission/committee composition reflects the community

- the weighted average was **3.5** on a 5-point scale (with 3 being **moderately** and 4 being **mostly**)
- Several comments referenced missing representation and some concerns with respect to composition.

When asked for any suggestion on how else citizens might contribute to the business of the Town of Ladysmith

- several comments referenced the need to get information out, open houses
- one comment of interest was a “Short term committees with a single mandate addressing specific needs as they are identified, or occur, made up of people who have expertise in the area.”

When asked if the commission/committee should continue in its current form?

- **42.8%** answered **Yes**
- **13.79%** answered **No**
- **37.93** answered **Didn't Know**

When asked if you have any other comments or suggestions about Ladysmith's commissions/committees?

Some general themes emerged:

- Better communication between committee/commission and council
- Broader mandate
- Commission/Committee should set clear goals for the year
- Educate and cross train committee members
- Concern about how recommendations are considered by council

GENERAL OBSERVATIONS FROM THE SURVEY RESULTS:

The survey results suggest there needs to be some improvements when it comes to an orientation, reporting process between council and committees, and concern over the composition of commission/committee membership. An orientation is of value.

The most striking, was the response to whether or not the committees should continue in its current form, with almost 48% (or 14 respondents) saying yes, almost 14% (or 4 respondents) saying no, and 38% (or 11 respondents) saying don't know. This does not suggest a resounding endorsement of the current committee/commission structure.

RECOMMENDATIONS:

One of Council's strategic priorities is **Enhance communications and engagement** with a comprehensive review of commissions/committees⁴³. One way that some citizens can be engaged, is to serve on a Town commission or committee. However, for this to be an effective means of engagement some further reforms of the present use of committees/commissions is necessary to improve the experience of volunteers and the deliverables Council anticipates to receive from its community members.

Based on the observations, feedback and findings for each of the committees/commissions, and given that recruitment is also often a challenge, as well as finding the right composition of volunteers, and knowing that committees and commissions can add time to a process, the following recommendations on current commissions and committees are offered for council's consideration.

These recommendations are broken down into two sections:

- specific recommendations for current committees, and
- global recommendations that would apply to current and future commissions and committees.

SPECIFIC RECOMMENDATIONS FOR CURRENT COMMISSIONS AND COMMITTEES:

STATUTORY COMMITTEES

- **Board of Variance**

Recommendation:

Maintain this Committee.

Because the Board of Variance is a statutory requirement for the Town of Ladysmith, it remains obligated to appoint citizens to the board in the event that variance requests are to be considered.

- **Liquid Waste Management Committee**

Recommendation:

Establish a **Plan Monitoring Committee**.

The mandate of the Plan Monitoring Committee will be to monitor the progress of the approved Liquid Waste Management Plan (LWMP), and to provide input and comment, as required by legislation.

⁴³ Town of Ladysmith 2016-2019 Council Strategic Priorities p. 15

The Ministry of Environment guidelines (BC Environment, 1992a) requires the Town of Ladysmith to strike an Advisory Committee to administer the development of the Liquid Waste Management Plan (LWMP).

The report from OPUS-Dayton and Knight essential outlines that the work of the LWMP Advisory Committee is completed and a new role for a committee is required. The present Liquid Waste Management Committee should be disbanded with thanks from Council for their work.

SELECT COMMITTEES

- **Heritage Revitalization Advisory Commission**

Recommendations:

The Heritage Revitalization Advisory Commission should be commended for its efforts to embed heritage in the work of the Council, staff and the community committees that work to preserve and celebrate the heritage of the Town of Ladysmith. As such it may be that the Commissions' work after 30 years is complete.

1. Amend the mandate of the Advisory Planning Commission to include heritage issues when and where appropriate when considering land use planning applications.
2. Ensure that at least one member of the Advisory Planning Commission has a skill set and interest and background in heritage, to provide comments and oversight to the planning applications referred to this council committee.
3. Amend partnering and service agreements with some of the existing community organizations to deliver on other aspects of the Heritage Revitalization Advisory Commissions' work.
 - e.g.
 - Chamber of Commerce be asked to include heritage tourism as part of its tourism service contract.
 - Ladysmith & District Historical Society to broaden their scope with respect to the education and awareness programs by undertaking the promotion efforts of Heritage Week, as well as the installation of building plaques for buildings on the Community Heritage Register (maintained by staff).

(Both of these agreements could be supported financially, by the Heritage Revitalization Advisory Commissions existing budget funds.)

4. Expand the mandate of the Parks, Recreation and Culture Advisory Committee to support the celebration of the Town of Ladysmith's heritage and heritage assets in and around the community.
5. All legislative work, including maintaining the Community Heritage Registry, be part of the operational work of the Development Services Department.

- **Advisory Design Panel**

Recommendations:

1. Combine the work of the Advisory Design Panel into the Advisory Planning Commission.

In May 2018 Leftside Partners provide their report to the Town of Ladysmith on development application processes, which look at the practices in several other BC municipalities. Many have either a design panel or an advisory planning commission, although a handful of municipalities do have both. Because advisory design panels typically rely upon volunteers who are architects, smaller municipalities can often be challenged in attracting and retaining sufficient qualified volunteers. In the past advisory design panels were relied upon to provide key guidance on the form and character of development proposals. However, development permit guidelines have evolved over time, providing more concrete form and character direction.

Given that the Town's ADP is not necessarily providing architectural advice, combined with the more detailed nature of most of the development permit guidelines now included in the OCP, it may be worth considering a combined advisory design panel/planning commission. This committee could still include members with building/design industry experience, but also reflect the community input of an advisory planning commission.

2. Another option would be to delegate authority to staff.

The referrals and meetings to date have been minimal and would suggest that there may not be enough to engage a stand-alone panel on a regular basis.

- **Advisory Planning Commission**

Recommendations:

1. Change the commission to a **Committee** to better reflect its function
2. Enhance the mandate and membership to ensure that it reflects the previous role of the Advisory Design Panel and Heritage Revitalization Advisory Commission

Some local governments feel that their land use planning decisions could benefit from receiving recommendations from an independent body composed of local residents. An advisory planning committee can advise council on all matters respecting land use, community planning or proposed bylaws and permits that are referred to it by the council. It is also important to note that by adding this element of review adds time to the over application process.

As noted earlier, In May 2018 Leftside Partners indicated that the Town’s ADP is not necessarily providing architectural advice, and combined with the more detailed nature of most of the development permit guidelines now included in the OCP, it may be worth combining advisory design panel/planning commission.

In addition, Heritage remains an important aspect of the Town of Ladysmith and would continue to be well preserved if the mandate of the newly proposed Advisory Planning Committee were to include in its mandate the need to consider heritage issues when reviewing land use applications.

- **Parks, Recreation and Culture Advisory Committee**

Recommendation:

1. Continue this Committee

A key role for this committee is oversight of the implementation of the Parks, Recreation and Culture Master Plan. This work is not completed.

2. Expand the mandate of this Committee to include the Town of Ladysmith Invasive Species Strategy.
3. Include youth in the committee’s membership composition.

- **Invasive Species Advisory Committee**

Recommendation:

As Council considers the *“Implementation of Town of Ladysmith Invasive Species Strategy*, they will likely review the necessity of the committee in its current form. The report indicates that Parks Recreation and Culture staff are taking an active role in the eradication, prevention and containment of invasive species on town lands, which is an operational function undertaken by staff. The other component of the strategy is to start public education. A request for a budget was also made but it provided little detail on an amount or how it would be utilized as it relates to promotion and education.

It is recommended, that any future work might be better suited as part of an expanded mandate of the Parks, Recreation and Culture Advisory Committee.

- **Protective Services Committee**

Recommendation:

Develop a term of reference for the committee and reassess annually.

In order to assess the work of this committee it is necessary for a formal terms of reference/mandate to be drafted. The survey feedback suggests that those who attend, find the committee to be useful and productive.

- **Economic Development Commission**

Recommendation:

Repeal the establishing bylaw.

The Economic Development Commission has not met in many years. This commission preceded the Cowichan Regional Economic Development initiative. The Cowichan Valley Regional District developed *Cowichan 2050*, a regional, integrated planning strategy that involves new levels of consultation and collaboration between local governments (staff and elected officials) and communities in the region.

The commission does not appear to have met for several years. It may be that the work of this committee is not required as a result of the number of initiatives undertaken by the municipality in recent years specifically through its *Sustainability Action Plan* this commission is no longer required at this time.

- **Environment Commission**

Recommendation:

Repeal the establishing bylaw.

The commission does not appear to have met for several years. It may be that the work of this committee is not required as a result of the number of initiatives undertaken by the municipality in recent years specifically through its *Sustainability Action Plan* this commission is no longer required at this time.

Other proposed committees:

During this review a couple of other committee structures were proposed:

1. The Parks, Recreation, Culture Master Plan prepared by GDH Solutions and Outland Design Landscape Architecture May 2016, suggested that:
 - A special purpose advisory group or taskforce should be used as a method of obtaining community input on major projects such as the development of Lot #108.
2. The Ladysmith Youth Plan completed by Pacific Leadership Design, August 2018 suggested to:
 - “Create a Youth Council with voting rights on key governance bodies. Set Terms of Reference up in same format, election, policy, & management framework as other Town committees responsible for monitoring youth strategy.”

Recommendation:

Council should be mindful when establishing additional committees and should consider first what is the purpose and mandate and whether a committee, commission structure is appropriate, if so then apply the following global recommendations.

GLOBAL RECOMMENDATIONS FOR CURRENT AND FUTURE COMMISSIONS AND COMMITTEES:

Following the next Council Strategic Priority setting session and prior to considering the reappointments to the commissions/committees, or considering the establishment of any new committees, Council should review all of its commission/committees to ensure they are implementing the following best practices, and consistently applying them to all of their council committee/commissions (and that establishment bylaws or policies are updated to reflect):

- ✓ **A Clear Mandate or Terms of Reference**
 - Ensure they are clear and consistent (establish what it wants the committee to consider and within what parameters)
 - What is the measurable outcome to determine if the committee is meeting its mandate (E.g. Provide Recommendations on referrals, oversee implementation outcomes...)
 - Ensure they align with the Council's Strategic Priorities
 - Ensure that it transcends the work of staff and requires a comprehensive response, so as not to duplicate the work that is required to be done by staff.
 - Ensure that it transcends the work of other organizations (e.g. avoid overlaps/duplication of roles or mandates that are already being done by others in the community or region)
 - Define the **committee's role**:
 - Provide advice/recommendations
 - Raise awareness-educating the public
 - Build capacity -community engagement
 - Serve as an ambassador
 - ***(Keeping in mind that committee's role is not to manage or direct staff or departments, as staff report through the CAO to Council)***
 - Include **Operating principles** to consider when deliberating and reviewing matters
 - Alignment with council strategic priorities
 - Budgetary restrictions/implications;
 - Public spaces significance if applicable;
 - Public assembly/usage;
 - Staffing/resource implications;

- ✓ When **making appointments** to the committee
 - Staff prepare a short list (with input from the Committee Chair) for council consideration (and if necessary or appropriate, consider an interview process)
 - Ensure a balance of perspectives on the committee

- Ensure the membership composition reflects the community (e.g. consider of a youth appointment on committees that effect youth)
 - Consider skill sets, experience, knowledge or technical expertise
 - Consider staggered membership terms
 - Appoint a council liaison
- ✓ **Consider the Role of the elected official as the council liaison**
- A Council liaison generally refers to a position assigned to a Council member where their primary objective is to maintain good communication and relationships between the committee and Council. The role of a Council liaison is to facilitate ongoing communication between Council and the community organization on matters of mutual concern and interest.
 - What is the expectation of their role on the committee and reporting back to council
 - Does the mayor have a role as ex-officio?
- ✓ **Ensure proper resources are assigned to each committee**
- Staff Liaison appointed– the department person best suited to provide the necessary professional advice and guidance to the committee
 - Clerical support for agenda prep, minute taker, notices of meeting... (committees can't function without the resources and often committee members as volunteers don't have the resources, time or skills to under take this work, this will ensure corporate records are kept for all committees and commissions). *(It is important to note there are implications in terms of staff overtime costs associated with these resource allocations.)*
 - Financial Resources -A council approved budget for specific tasks for the year. The committee presents an annual report to council on what it plans to accomplish and the next year's budget request. Council to approve.

Once Council has made the necessary appointments to its commissions and committees, Corporate Services staff should develop:

- ✓ **A mandatory orientation** for all committee members
- **A global orientation** for all committee members
 - Review of Council Strategic Priorities
 - Review of Roles
 - members,
 - council liaison,
 - staff liaison
 - other appointments (e.g. outside agency reps.)
 - **Meeting Procedures** - (The proceedings of all committees are subject to the approval of the council, except where council

delegates authority to a committee to exercise any of the power of council, subject to restrictions or conditions that may be specified by the bylaw. Council must, by bylaw establish the general procedures to be followed by the council committees in conducting their business, as well procedures of providing notice of committee meetings and how the minutes of all committee meetings must be kept. Most municipalities use the Council Meeting Procedures Bylaw as the standard for its committees.)

- Agenda
- Motions, amendments (consensus vs majority rules approach--- most follow the procedures bylaw on meeting procedures as set out for council)
- Selection of the Chair and term
- Duties of the chair
- How to manage a meeting to ensure everyone speaks and is engaged
- Attendance and quorum requirements (review the need for regular attendance)
- Minutes of the meeting (template consistent for all committees that clearly include resolutions for council consideration and minutes are part of the council agenda package.)
- Who speaks to the council on the work of the committee
- Recommendations are highlighted for council consideration
- Resolutions approved by Council be conveyed to the committee
- When is a staff report required for additional information for council consideration
- Who reports back to the committee on the council decisions or resolutions forwarded from council
- How council refers items to the committee (council to refer appropriate matters to the committee with clear terms of reference (e.g. for comment, suggestions, recommendations...))
- Effective communication between meetings
- Annual report to council on what has been accomplished and its work plan for the next year that council should approve (standardized template for all committees, submitted by each Chair).
- **A Committee/Commission specific orientation** to review
 - Mandate
 - Materials the committee should be aware of in order to their work (e.g. Bylaws, Legislation, recent Strategic studies and/or Implementation Plans)

- An **Advisory Committee Handbook** provided to each committee/commission member and include
 - Advisory committee mandates (establishment bylaw or policy which includes the mandate, membership, operating principles, meeting procedures)
 - Advisory Committee Procedures
 - Town's Procedure Bylaw
 - Advisory committee and Council/Committee of the Whole meeting schedule
 - Sample agenda template
 - Minute template
 - Reporting to council procedure
 - Annual Report template
 - Contact lists
 - Appropriate to each committee bylaws, legislation, strategic studies, implementation plans...)
 - Tips for advisory committee chair.

Although not raised as an issue, it is nevertheless one of great importance:

- ✓ **Committee member recognition.** This is often overlooked and is necessary to show appreciation for the volunteer efforts of the community members you have asked to spend their time providing input and recommendations to council. (The Town of Ladysmith has a policy in place that recognizes long term Council Advisory Committee members who retire. Appendix H) this event could be coupled with an **Annual Global Commission/Committee meeting.** (This has been a past practice which has had some success in providing opportunities to promote synergies among committees often times this is scheduled as part of a volunteer appreciation evening), which could include:
 - Mayor and Council provide an overview of their Strategic Priorities
 - Committees able to share their successes
 - Number of recommendations supported by council
 - Number of referrals from Council to committee
 - Committees can speak to the next year's top priorities
 - The value added, is that community members may be able to also recruit other members of the community to put their names forward to become active members of another committee.

Council should consider a regular review of all its committees, commissions, panels, boards, and taskforces to ensure that they are still valid and serve as one method to encourage public engagement.

- ✓ An **annual review** should include input from the Chair, Council liaison and staff liaison. Council may then consider necessary adjustments based on this feedback.

- Is the committee work completed?
- Is there more work to be done?
- Review the number of hours of meeting time and the work completed, resolutions forward from council and committee recommendations.
- Review of the budget, was it spent, what was the value added, if it was not spent, why not?
- Review the cost of staff time (consider that staff spend time in preparation of agendas and preparing materials, attending meetings, follow up work from the meeting, minutes, report writing, research...)
- Consider a short survey in the future to see how members of the commissions/committees are feeling about their experiences.

SPECIFIC RECOMMENDATIONS FOR COUNCIL APPOINTMENTS TO EXTERNAL COMMITTEES:

Council may wish to conduct its own review and evaluate whether or not an appointment is warranted by using a set of guiding principles:

✓ **Review the mandate:**

Review the terms of reference of each of the committees to determine why the committee requires a representative of the municipality.

- Is there a policy issue or question that requires council's involvement (and is within the jurisdiction of council's sphere of influence)?
- Is there an operational issue that requires involvement from municipal staff?
- Does the work of this committee constitute a major, current issue within the community?
- What is the level of policy development and decision making involved in the external committee and the potential impact and influence in relation to Council priorities and direction?

✓ **Other mechanisms**

Some of the longstanding external committees may in fact be working on behalf of council for a specific purpose or annual event and after outlining a work plan and a budget request, through the grants-in-aid process, and receiving council's endorsement to proceed, there may be no need for a council liaison to the committee. Others may benefit from a Council appointment to keep abreast of

emerging issues or concerns. Whether or not council stays involved in these committees it is imperative that these volunteers are also recognized for their contributions to the community.

There are other organizations who are doing great work in the community in their respective fields and may wish to keep council informed and can do so by regularly circulating meeting minutes or reports to all members of council. If a formal and specific request is necessary representatives of the committee could be invited to make a special presentation to Council.

Where appropriate Council may wish to increase and promote synergies by holding a global committee meeting with a consortium of organizations and share with each other their strategic priorities and goals.

✓ **Appointments and Role:**

Often times members of Council can serve as a link between community organizations and the municipality. A Council liaison generally refers to a position assigned to a Council member whose primary objective is to maintain good communication and relationships between the committee and Council on matters of mutual concern and interest. (e.g. an appointment to the Chamber of Commerce is often a good example of Council and the business community who are mutually interested in the economic development in the municipality.)

A rather simple question to consider is what is gained from an appointment or what is lost if there is no appointment is made?

If it is determined that the appointment to the committee is one that will discuss a policy issue or question, it must be clear as to the what is the expectation of the committee of the council appointment, and what is the expectation of the council, for a council member to sit on the community committee. For example, does it act as a liaison, provide council perspective, remembering that council members cannot bind the council or municipality to a specific course of action but they can provide overall context.

In some cases, if the committee requires input into an operational issue a staff person with specific knowledge and expertise might be required. It is important to remember however, that these appointments are generally made through the Chief Administrative Officer. It is important however to note that when there is a need for both council and staff appointments to a committee, the Council liaison is responsible for the policy issues and the staff liaison is responsible for the operational issues. This is important to ensure clear lines of communication and responsibilities.

In some cases, and where appropriate Council may request that membership has ex-officio status, which enables the Mayor or Council member to attend any meeting and participate in discussions when the need and subject matter presents itself.

✓ **Reporting**

If appointed as a council representative on an external committee, council members are expected to attend meetings of the committee and liaise with the committee on behalf of council. Council representatives are generally NOT recognized as members of external committees, and do not have voting privileges, and are not generally included in quorum calculations. Council members should communicate with the chair of the committee in the event that they are not able to attend scheduled meetings, or to arrange for the attendance of their alternate, if one is appointed. Council members serving as council representatives on external committees should be prepared to communicate with the committee as to the goals and direction of the city and to return comments, requests, and suggestions from the committee to Council, through a written report, for council's consideration.

It is important that Mayor and Council regularly evaluate where the value of council attendance is warranted and understand that this may change from time to time and particularly as issues emerge and as the Committee's and Council's strategic priorities change.

Acknowledgements

The Review of the Town of Ladysmith Commissions and Committees was undertaken by Koning Consulting. The research, analysis and report were prepared by Helen Koning. and would not have been as comprehensive if it was not for the extensive background material provided by the Town Staff. I want to specifically thank and acknowledge in particular the assistance of Mayor Aaron Stone, CAO Guillermo Ferrero, Director of Parks, Recreation and Culture Clayton Postings, Director of Development Services, Felicity Adams, and Director of Infrastructure Services, Geoff Goodall for their insights and background information, and in particular the Manager of Legislative Services, Joanna Winter and Administrative Coordinator, Sue Bouma who tirelessly researched information for this review. Finally, last but not least, I also want to acknowledge those commission and committee members, staff and Council who took the time to complete the on-line survey and provide their valuable insights and comments.

APPENDICES

Appendix A	(Establishment documents for Town of Ladysmith commissions/ committees) <ul style="list-style-type: none">• Heritage Revitalization Advisory Commission - Bylaws 1279, 1735, 1760• Advisory Design Panel – Terms of Reference March 3, 2008• Advisory Planning Commission - Bylaw 1280• Parks, Recreation and Culture Advisory Committee –Terms of Reference November 21, 2016• Invasive Species Advisory Committee – Terms of Reference November 21, 2016• Board of Variance Bylaw 1671• Economic Development Commission - Bylaw 1548• Environment Commission - Bylaw 1631
Appendix B	Town of Ladysmith Council Strategic Priorities 2016-2019
Appendix C	Council Resolutions Referred to Committees/Commissions 2014-2018
Appendix D	Council Resolutions Referred from Committees/Commissions 2014-2018
Appendix E	Heritage Strategic Plan Implementation Strategy Review 2018
Appendix F	2018 Council Appointment/Committee List
Appendix G	Survey Results
Appendix H	Town of Ladysmith Policy – Council Advisory Committee Member Recognition Program September 4, 2001

STAFF REPORT TO COUNCIL

From: Joanna Winter, Manager of Legislative Services
Meeting Date: December 3, 2018
File No: 0360-00
RE: REVIEW OF COMMISSION AND COMMITTEE STRUCTURE – NEXT STEPS

RECOMMENDATIONS:

That Council, having received the consultant’s report and recommendations on the Town of Ladysmith Committee and Commission Review:

1. Direct staff to implement the following recommendations specific to existing Committees and Commissions:

Advisory Planning Commission	Develop Terms of Reference for a Community Planning Committee that includes: <ul style="list-style-type: none"> • A mandate to consider heritage matters when reviewing land use applications, and adjust membership accordingly • A mandate to include an advisory design function • Appropriate membership to address these matters
Parks, Recreation and Culture Advisory Committee	Revise the Terms of Reference to include oversight of the Invasive Species Strategy and to include youth in the membership
Invasive Species Advisory Committee	Disband this committee
Protective Services Committee	Create Terms of Reference for this Committee after consulting with committee members and other local governments
Liquid Waste Management Committee	Draft Terms of reference for a Liquid Waste Management Plan Monitoring Committee to replace the Liquid Waste Management Committee
Economic Development Commission	Repeal the establishing bylaw for the Economic Development Commission bylaw to disband the commission



Heritage Revitalization Advisory Commission	Repeal the establishing bylaw for the Heritage Revitalization Advisory Commission to disband the commission
Environment Commission	Repeal the establishing bylaw for the Environment Commission to disband the commission

2. Refer identification of opportunities for new Task Forces or Ad Hoc Committees to an upcoming Municipal Services Committee.
3. Refer discussion of appointments to external organizations to an upcoming meeting of the Municipal Services Committee.
4. Direct staff to recruit members for appointment to revised Town of Ladysmith Commissions and Committees by February 1, 2019.
5. Direct staff to review the Service Agreement with the Ladysmith and District Historical Society and recommend appropriate amendments to permit the Society to undertake initiatives referred by Council.
6. Direct staff to review the Agreement with the Ladysmith and District Chamber of Commerce and recommend appropriate amendments to permit the Chamber of Commerce to undertake heritage tourism promotion initiatives in addition to overall tourism marketing on behalf of the Town.
7. Direct staff to develop a communications plan to support implementation of the recommendations of the Commission and Committee review.
8. Schedule a volunteer appreciation session for current and new appointees to Town of Ladysmith Commissions and Committees by the end of March 2019.

PURPOSE:

The purpose of this report is to provide recommendations to Council with respect to next steps in implementing the recommendations contained in the final report on the review of the Town’s Commission and Committee structure.

PREVIOUS COUNCIL DIRECTION

Enhance communications/engagement with a comprehensive review of commissions/committees is one of the action items adopted by Council under the strategic priority of “Communications and Engagement” in the 2016 to 2019 Strategic Plan, and re-confirmed as an action item for 2017.

The review commenced in the spring of 2018. At that time, Council extended the terms of current appointees to Town Commissions and committees to January 31, 2019, to allow time for consideration of the recommendations and implementation of next steps.

INTRODUCTION/BACKGROUND:

The Town engaged Koning Consulting Services to conduct a review of Town Commissions and Committees, and appointments to community organizations. The consultant, Ms. Helen Koning, will present the findings and recommendations the report at tonight's meeting.

The recommendations resulting from the review can be broken into three main areas:

- Guiding principles for all Town commissions and committees
- Specific recommendations for Town commissions and committees
- Guiding principles for appointments to community organizations

It is recommended that Council begin implementing the recommendations contained in the consultant's report immediately, for two reasons. First, terms of members on Town Commissions and Committees were extended to January 31, 2019 due to this review, and it is not recommended that terms be further extended. Second, implementing the recommendations is an important first step in broadening public engagement and involvement in Town business.

There is no doubt that, should Council accept the majority of recommendations of the Commission and Committee review, the structure of Town Commissions and Committees will look quite different going forward. However, as the consultant points out in the report, the recommendations were developed after consultation, based on the consultant's own experience, and are designed to address issues with recruitment, overlap, duplication and lack of role clarity. In addition, the recommendation to create Task Forces to help Council address specific issues provides an opportunity to engage a wide spectrum of citizens to provide input for Council.

ALTERNATIVES:

Council can choose to implement some, all or none of the recommendations in the final report from the Review of Commissions and Committees.

FINANCIAL IMPLICATIONS:

Staff have not identified any financial implications.

LEGAL IMPLICATIONS:

Council has authority under the *Community Charter* to create committees and commissions. As long as any applicable legislation is followed in the creation or dissolution of committees or commissions there are no legal implications.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The intent of the review of commissions and committees was to ‘enhance communications and engagement...’ As the report concludes, there are numerous ways that Council can engage community members in the business of the Town above and beyond the traditional committee and commission model.

A recent recommendation from the Heritage Revitalization Advisory Commission illustrates and supports the recommendations put forward by the consultant in the Commission and Committee Review. The Commission made the following recommendation, as considered by Council earlier in the meeting:

It was moved, seconded and carried that the Heritage Revitalization Advisory Commission recommend to Council that the Ladysmith and District Historical Society take on the project of updating the metal collage on the Commission’s behalf with a budget of up to \$3000.

The Commission itself recognized that there is an organization better suited to undertaking key initiatives to preserve and celebrate the Town’s heritage. Further, the Town already has a Service Agreement with the Ladysmith and District Historical Society for operating the Ladysmith Museum and Archives. This agreement is intended to offer “sufficient flexibility so as to satisfy the Society’s mandate...” in order for the Society to collect, preserve, insure and interpret the collections of the Museum and Archives on behalf of the Town of Ladysmith and its citizens...”

In late 2017, Council directed the Mayor and staff to work with the Chamber of Commerce to develop an agreement whereby the Chamber provides tourism marketing services on behalf of the Town. The opportunity to request that the chamber also include heritage in its marketing services will help to avoid duplication, contribute to a cohesive tourism marketing approach and provide a more efficient use of the Town’s marketing funds.

Referring Town initiatives to local organizations for development and implementation, and requesting that they report back to Council on a regular basis, actually engages *more* community members in Town business. Equally importantly, as pointed out in the consultant’s report, this approach also reduces overlap and/or outright duplication of efforts. This is a more effective use of Town (and taxpayer) resources.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

All departments will be involved in the implementation of these recommendations, with Legislative Services and the CAO’s office taking the lead.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

- | | |
|--|--|
| <input type="checkbox"/> Complete Community Land Use | <input type="checkbox"/> Low Impact Transportation |
| <input type="checkbox"/> Green Buildings | <input type="checkbox"/> Multi-Use Landscapes |
| <input type="checkbox"/> Innovative Infrastructure | <input type="checkbox"/> Local Food Systems |
| <input type="checkbox"/> Healthy Community | <input type="checkbox"/> Local, Diverse Economy |
| <input checked="" type="checkbox"/> Not Applicable | |

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input type="checkbox"/> Employment & Tax Diversity | <input type="checkbox"/> Natural & Built Infrastructure |
| <input type="checkbox"/> Watershed Protection & Water Management | <input checked="" type="checkbox"/> Partnerships |
| <input checked="" type="checkbox"/> Communications & Engagement | <input type="checkbox"/> Not Applicable |

SUMMARY:

In spring 2018, the Town engaged Koning Consulting to carry out a review of the Town's Commissions and Committees. The purpose of the review was to address one of Council's action items under its strategic priority of Communications and Engagement (Enhance communications/engagement with a comprehensive review of commissions/committees). A series of immediate next steps are presented for Council's consideration as a follow-up to the report presented earlier in the meeting by the consultant, Helen Koning.



Joanna Winter, Manager of Legislative Services

November 27, 2018

I concur with the recommendation.



Guillermo Ferrero, City Manager

COMMISSION AND COMMITTEE REVIEW FOLLOW-UP

Action	Who	Status
Develop Terms of Reference for a Community Planning Committee that includes: <ul style="list-style-type: none"> • A mandate to consider heritage matters when reviewing land use applications • A mandate to include an advisory design function • Appropriate membership to address these matters 	FA/JW	Have been drafted Will be brought to Council for review/adoption
Revise the Terms of Reference for the Parks, Reference and Culture Advisory Committee to include oversight of the Invasive Species Strategy and to include youth in the membership	CP/JW	In process
Disband the Invasive Species Advisory Committee committee		Complete
Create Terms of Reference for the Protective Services Committee after consulting with committee members and other local governments	JW	In process
Draft Terms of reference for a Liquid Waste Management Plan Monitoring Committee to replace the Liquid Waste Management Committee	GG/JW	In process
Repeal the establishing bylaw for the Economic Development Commission to disband the commission	JW	Bylaw to Council March 18
Repeal the establishing bylaw for the Heritage Revitalization Advisory Commission to disband the commission	JW	Bylaw to Council March 18
Repeal the establishing bylaw for the Environment Commission to disband the commission	JW	Bylaw to Council March 18
Refer identification of opportunities for new Task Forces or Ad Hoc Committees to the January 2019 meeting of the Municipal Services Committee.	Council	On agenda for March 11 Municipal Services Committee Meeting
Refer discussion of appointments to external organizations to the January 2019 meeting of the Municipal Services Committee.	Council	On agenda for March 11 Municipal Services Committee Meeting
Review the Service Agreement with the Ladysmith and District Historical Society and recommend appropriate amendments to permit the Society to undertake initiatives referred by Council.	JW (EA & FA)	In process

Review the Agreement with the Ladysmith and District Chamber of Commerce and recommend appropriate amendments to permit the Chamber of Commerce to undertake heritage tourism promotion initiatives in addition to overall tourism marketing on behalf of the Town.	CP/JW	In process
Develop a communications plan to support implementation of the recommendations of the Commission and Committee review.	JW/MG	In process
Schedule a volunteer appreciation session for current and new appointees to Town of Ladysmith Commissions and Committees after new committees are established.	Council	
Refer discussions regarding an annual community volunteer appreciation and recognition night to the January 2019 meeting of the Municipal Services Committee.	Council	On agenda for March 11 Municipal Services Committee Meeting

COUNCIL APPOINTMENTS for 2018/2019

Appointment / Committee	Representative
Deputy Mayor	Councillor Paterson Nov - Apr '19 Councillor Virtanen May - Oct '19
Parcel Tax Review Panel	Councillor McKay Councillor Jacobson Councillor Johnson
Cowichan Valley Regional District	Director – Mayor Aaron Stone Alternate Director - Councillor McKay
Vancouver Island Regional Library Board	Director - Councillor Johnson Alternate Director: Councillor Virtanen
Municipal Services Committee	Chair: Councillor Paterson Vice Chair: Councillor Virtanen All Members of Council are Members of MSC
Waterfront Implementation Committee	Representative: Mayor Aaron Stone Representative: Councillor Stevens Representative: Councillor Paterson

COUNCIL ADVISORY COMMISSIONS & COMMITTEES

Advisory Planning Commission	Council Liaison: Councillor Jacobson Alternate: Councillor McKay
Advisory Design Panel	Council Liaison: Councillor McKay Alternate: Councillor Jacobson
Heritage Revitalization Advisory Commission	Council Liaison: Councillor Stevens Alternate: Councillor Jacobson
Protective Services Committee	Chair: Councillor Stevens Council Liaison: Councillor Paterson Alternate: Councillor Johnson
Parks, Recreation and Culture Advisory Committee	Council Liaison: Councillor Paterson Alternate: Councillor McKay
Liquid Waste Management Committee	Council Liaison: Councillor Johnson Council Liaison: Councillor Virtanen Council Liaison: Councillor Stevens
Stocking Lake Advisory Committee	Chair: Mayor Aaron Stone Council Liaison: Councillor Virtanen

COUNCIL APPOINTMENTS for 2018/2019

Appointment / Committee	Representative
COMMUNITY LIAISON APPOINTMENTS	
Celebrations Committee (Ladysmith Days)	Council Liaison: Councillor Johnson Alternate: Councillor Jacobson
Festival of Lights Committee	Council Liaison: Councillor Paterson Alternate: Councillor Virtanen
Chamber of Commerce	Council Liaison: Mayor Stone Alternate: Councillor McKay
Ladysmith Downtown Business Association	Council Liaison: Councillor Stevens Alternate: Councillor Johnson
Ladysmith Interagency Committee	Council Liaison: Councillor Johnson Alternate: Councillor Stevens
Ladysmith Early Years Partnership	Council Liaison: Mayor Stone Alternate: Councillor McKay
Social Planning Cowichan	Council Liaison: Councillor Jacobson Alternate: Councillor McKay
Ladysmith Community Justice Program	Council Liaison: Councillor McKay

COUNCIL MEMBER APPOINTMENTS

Mayor Stone	<p>Cowichan Valley Regional District Waterfront Implementation Cttee Chair, Stocking Lake Advisory Cttee Municipal Services Committee Chamber of Commerce Ladysmith Early Years Partnership</p>
Councillor Jacobson	<p>Parcel Tax Review Panel Municipal Services Committee Advisory Planning Commission</p> <p><i>Alternate:</i> Advisory Design Panel Heritage Revitalization Advisory Commission Celebrations Committee Social Planning Cowichan</p>
Councillor Johnson	<p>Parcel Tax Review Panel Vancouver Island Regional Library Municipal Services Committee Celebrations Committee Liquid Waste Management Committee Ladysmith Interagency Committee</p> <p><i>Alternate:</i> Protective Services Committee LDBA</p>
Councillor McKay	<p>Parcel Tax Review Panel Advisory Design Panel Ladysmith Community Justice Program Municipal Services Committee</p> <p><i>Alternate:</i> Cowichan Valley Regional District Advisory Planning Commission Parks, Recreation & Culture Advisory Cttee. Chamber of Commerce Ladysmith Early Years Partnership Social Planning Cowichan</p>

Councillor Paterson	<p>Deputy Mayor: November 2018 - April 2019</p> <p>Chair, Municipal Services Committee Waterfront Implementation Committee Parks, Recreation & Culture Committee Festival of Lights Protective Services Committee</p>
Councillor Stevens	<p>Municipal Services Committee Waterfront Implementation Committee Heritage Revitalization Advisory Comm. Protective Services Committee (Chair) Liquid Waste Management Committee LDBA</p> <p><i>Alternate:</i> Ladysmith Interagency Committee</p>
Councillor Virtanen	<p>Deputy Mayor, May - October 2019 V/Chair, Municipal Services Committee Stocking Lake Advisory Committee Liquid Waste Management Committee</p> <p><i>Alternate:</i> Festival of Lights Vancouver Island Regional Library</p>



File: 0400.04

February 26, 2019

Association of Vancouver Island Coastal Communities Local Governments

Dear Neighbour:

RE: MUNICIPAL SURVIVOR CLIMATE CHALLENGE

The District of Highlands Council would like to challenge all of the AVICC Local Governments to a **Municipal Survivor Climate Challenge**.

The goal of the challenge is to initiate a fun and friendly local government competition with each participating council measuring their average “One-Planet Living” footprint of the Mayor and Council members, who then take steps in their daily lives over the next year to reduce their average footprint. Highlands Council believes this fun competition can show community leadership while assisting in education and building local resilience in the face of a rapidly changing climate.

The calculator we are using is: <https://www.footprintcalculator.org>. This easy to use online tool gives the following data based on subjective inputs by individuals:

1. How many Earth’s would be required if everyone lived like that person
2. Ecological footprint (how many hectares of land are required)
3. Carbon footprint (tonnes of CO₂)

The District of Highlands hopes to launch this competition on Earth Day 2019 (April 22) and the competition would run for one year, until Earth Day 2020.

What would be involved?

Each council member would determine their personal results prior to April 22, 2019 using the footprint calculator. Your Council’s average results for the three items above would be calculated (this responsibility could be assigned to a council or staff member) and the averaged results would be forwarded to the District of Highlands via the Corporate Officer: tneurauter@highlands.ca. Then throughout the year council participants would work towards lowering their initial results. Come Earth Day 2020 the same participants will once again take the challenge and the councils average would then again be forwarded to the District of Highlands. Highlands will summarize the results and relay them back to you. Again, these are combined averages and not individual results.

Goals of the Challenge:

- to educate
- to engage community and the region in a simple fun way
- to invite information community participation by expanding the survey to residents
- to attract media coverage
- to demonstrate community leadership in responding to the climate crisis
- to build local resilience
- to gain more support for climate policies and initiatives
- to empower individuals to take action

Join our carbon footprint duel!

Two documents are attached for your reference; a one-page poster including District of Highlands Council's average figures, and the original information memo from Councillor Ann Baird.

If you have any questions regarding this initiative, please do not hesitate to contact the District of Highlands at 250-474-1773.

Yours truly,



Ken Williams, Mayor
District of Highlands



**Highlands Council Challenges your Council to a carbon footprint duel
with the launch of the Municipal Survivor Climate Challenge**

**LAUNCH DATE
APRIL 22, 2019**

In our concern for climate change, Highlands Council would like to challenge your Council in a friendly competition to take the Municipal Survivor Climate Challenge to compare ecological footprints and to strive to take steps in daily life to reduce your Council's average footprint. Only council averages will be used for comparison, and no individual results will be made known. We would also like councils to encourage their residents to take the challenge, the District of Highlands advertized the challenge in its Spring issue of its newsletter.

The calculator we have used is located at:

<https://www.footprintcalculator.org>

It takes only a few minutes to fill out. This tool gives the following data based on subjective inputs by individuals:

- How many earths would be required if everyone lived like that person
- The ecological footprint (how many hectares of land would be required)
- The carbon footprint (tonnes of CO₂)

Highlands Council average figures are:

2.4 earths

4.14 hectares

6.94 tonnes of CO₂

Bragging rights go to the Council that:

- Starts with the lowest number of earths
- Has the largest reduction over one year
- Has the lowest number at the end of one year

And the fossil award would go to the council with the highest average.

The goals for this challenge are:

- To educate
- To engage community and the region in a simple and fun way
- To invite informal community participation
- To attract media coverage
- To demonstrate leadership in responding to the climate crisis
- To build local resilience
- To gain more support for climate policies and initiatives
- To empower individuals to take action

Will you accept the challenge?

To: Council Members
From: Councillor Ann Baird

File: 0530.01
Date: December 13, 2018

Subject: Municipal Survivor Climate Challenge

Introduction:

Create a friendly competition between municipal councils challenging them to decrease their ecological footprint with the goal of education, community leadership, and building local resilience in the face of a rapidly changing climate.

Background:

The new report of the IPCC (Intergovernmental Panel on Climate Change) (Nov 2018) focuses on the emission pathways to keeping global average temperatures under a 1.5 degree Celsius rise AND the implications of not doing so. The consequences are bad enough even at the 1°C rise we have already experienced, but almost unspeakable if we don't meet this 1.5°C target. The IPCC findings state that global emissions must reduce 45% by 2030 and 100% by 2050. The good news is that scientists and economists say this is possible. The bad news is that we need to change everything immediately. https://report.ipcc.ch/sr15/pdf/sr15_spm_final.pdf

Quote from Sir David Attenborough at COP24 (UN Climate Summit in Poland) on Dec 3, 2018.
<https://www.bbc.com/news/science-environment-46398057>

"Right now we are facing a manmade disaster of global scale, our greatest threat in thousands of years: climate change. If we don't take action, the collapse of our civilisations and the extinction of much of the natural world is on the horizon.

"The world's people have spoken. Time is running out. They want you, the decision-makers, to act now. Leaders of the world, you must lead. The continuation of civilisations and the natural world upon which we depend is in your hands."

Quote from António Guterres, the United Nations secretary general on Sept 10, 2018.
<https://www.un.org/sg/en/content/sg/statement/2018-09-10/secretary-generals-remarks-climate-change-delivered>

"If we do not change course by 2020, we risk missing the point where we can avoid runaway climate change, with disastrous consequences for people and all the natural systems that sustain us."

Details for The Municipal Survivor Climate Challenge:

To initiate a fun and friendly municipal competition with each participating council measuring their **average** "One-Planet Living" footprint **of the mayor and council**, who then take steps in their daily lives over the next year to reduce their average footprint. Suggested calculator:
<https://www.footprintcalculator.org/>

This tool gives the following data based on subjective inputs by individuals:

1. How many Earth's would be required if everyone lived like that person
2. Ecological footprint (how many hectares of land are required)
3. Carbon footprint (tonnes of CO₂)

Bragging rights and possible award would be for the council that:

1. Starts with the lowest footprint (how many earth's)
2. Has the biggest reduction over one year
3. Has lowest at the end of the year
4. And perhaps the fossil award to the highest average footprint council

Goals:

1. Education
2. Community and regional engagement in a simple and fun way
3. Invite informal community participation or expand to a community footprint survey
4. Media coverage
5. Leverage existing pathways of inter-municipal interactions to expand climate awareness
6. Demonstrate community leadership in responding to the climate crisis
7. Shift the cultural story around climate action
8. Build local resilience
9. Gain more support for climate policies and initiatives
10. Empower individuals to take action

Many people say that individual actions don't make a difference. To this we can say:

1. Individual actions add up. Think of a drop of water, a puddle, a pond, a lake, a river, an ocean.
2. It's about ethics and doing the right thing. Demonstrate climate leadership to our community and to our region.
3. People that take personal action are more likely to take political action and support/request meaningful changes locally, provincially, federally, and globally.
4. Personal changes now will make us more resilient to climatic, ecological and economic shocks.

Other Comments:

- Requires very little staff time and has no financial costs
- Easy to use and no individual footprints are shared...only council average
- Individuals who are feeling hopeless or are negatively impacted by the enormity of the climate crisis suffer more health and stress related issues. Offering examples of actions and opportunities can help individuals begin making changes. Personal actions often lead to a sense of control; connection and hope which help reduce stress, anxiety, and fear, thereby leading to a healthier community.

NOTICE OF MOTION for January 7, 2019 regular council meeting:

That council initiates the Municipal Survivor Climate Challenge AND perform our individual global footprint calculations, AND allow the Chief Administrative Officer to average our individual footprint results (including number of planets, CO₂e, and number of hectares of land), AND send a letter with Highlands Council averages challenging other AVICC municipalities to do the same.

Respectfully Submitted,



Councillor Ann Baird