

**A SPECIAL MEETING  
OF THE TOWN OF LADYSMITH COUNCIL  
AGENDA  
5:30 P.M.**

Tuesday, May 5, 2020

This meeting will be held electronically

---

**Pages**

**1. CALL TO ORDER**

Call to Order 5:30 p.m. in Open Session, in order to retire immediately into Closed Session.

*Members of the public are welcome to attend all Open Meetings of Council, but may not attend Closed Meetings.*

**2. CLOSED SESSION**

Recommendation

That, in accordance with section 90(1) of the *Community Charter*, Council retire into closed session in order to consider items related to the following:

- Human resources matter - Section 90(1)(c)

**3. SPECIAL OPEN MEETING (7:00 p.m.)**

Please go to

<https://www.youtube.com/channel/UCH3qHAExLiW8YrSuJk5R3uA/featured> to view this meeting.

**4. AGENDA APPROVAL**

Recommendation

That Council approve the agenda for this Special Meeting of Council for May 5, 2020.

**5. RISE AND REPORT- Items from Closed Session**

## **6. MINUTES**

### **6.1 Minutes of the Special Meeting of Council held April 21, 2020**

6

#### Recommendation

That Council approve the minutes of the Special Meeting of Council held April 21, 2020.

## **7. DELEGATIONS**

### **7.1 Cory Vanderhorst, CPA, CA - MNP Auditors for the Town of Ladysmith**

11

Presentation of the Draft 2019 Financial Statements

#### Recommendation

That Council accept the 2019 Draft Financial Statement as presented by MNP, auditors for the Town of Ladysmith.

## **8. PROCLAMATIONS**

### **8.1 National Missing Children's Day and Child Find's Green Ribbon of Hope Month**

61

Mayor Stone has proclaimed May 25th as National Missing Children's Day and the month of May as Child Find's Green Ribbon of Hope Month. He encourages citizens to wear a green ribbon as a symbol of Hope for the recovery of all missing children.

## **9. DEVELOPMENT APPLICATIONS**

### **9.1 Development Permit for a Coach House – 517 Symonds Street**

62

#### Recommendation

That Council:

1. Issue Development Permit 3060-20-08 for a coach house dwelling at 517 Symonds Street; and
2. Authorize the Mayor and Corporate Officer to sign Development Permit 3060-20-08.

## **10. REPORTS**

### **10.1 Cowichan Valley Fire Department Regional Mutual Aid Agreement**

71

#### Recommendation

That Council direct the Mayor and the Corporate Officer to sign the Cowichan Valley Fire Department Regional Mutual Aid Agreement.

**10.2 Adjustments to Water Billing Accounts 86**

Recommendation

That Council approve an adjustment to the water billing for Property Account No.1052005 in the amount of \$3,394.30 as a result of a water leak.

**10.3 Ladysmith Secondary School and Stz'uminus First Nation 2020 Graduates 89**

Recommendation

That, due to the likely cancellation of graduation ceremonies and festivities for the 2020 graduation classes because of the COVID-19 pandemic, Council:

1. Commemorate the accomplishments of the Ladysmith Secondary School and Stz'uminus First Nation graduating classes by sending each graduate a personalized letter from Council; and
2. Honour their graduation through print media and social media posts.

**10.4 Facility Usage Request for Aggie Hall 91**

Recommendation

That Council:

1. Support the request from Ladysmith Family and Friends to reopen Aggie Hall during their existing booked hours in order to continue making and distributing resources to Ladysmith families in a safe manner during the COVID-19 pandemic; and
2. Direct staff to work with Ladysmith Family and Friends staff to accomplish this request safely and in accordance with the orders of the Provincial Health Officer.

**10.5 Machine Shop: Projected Cost Increase 96**

Recommendation

That Council receive as information the report from staff providing a status update and revised cost projections for structural upgrades to the Machine Shop.

## 11. BYLAWS

### 11.1 2020 Financial Plan, Property Taxes and Parcel Taxes

102

#### Recommendation

1. That Council give first 3 readings to:

- a. 2020-2024 Financial Plan Bylaw 2020, No. 2036
- b. 2020 Property Tax Rates Bylaw 2020, No. 2037
- c. 2020 Water Parcel Tax Bylaw 2020, No. 2038
- d. 2020 Sewer Parcel Tax Bylaw 2020, No. 2039

2. That Council adopt:

- a. 2020-2024 Financial Plan Bylaw 2020, No. 2036
- b. 2020 Property Tax Rates Bylaw 2020, No. 2037
- c. 2020 Water Parcel Tax Bylaw 2020, No. 2038
- d. 2020 Sewer Parcel Tax Bylaw 2020, No. 2039

## 12. CORRESPONDENCE

### 12.1 Ladysmith Resources Centre Association: Annual Report

118

Due to the COVID-19 pandemic this report will not be presented in person. The Executive Director of the Ladysmith Resources Centre Association will be available to return to a future meeting if Council has questions regarding the report.

#### Recommendation

That Council receive for information the Ladysmith Resources Centre Association annual report for 2019.

### 12.2 Building Capacity and Partnerships for Restorative Justice Practices in Ladysmith

137

Due to the COVID-19 pandemic this report will not be presented in person. The Executive Director of the Ladysmith Resources Centre Association will be available to return to a future meeting if Council has questions regarding the report.

#### Recommendation

That Council receive for information the March 2020 report by the



Ladysmith Resources Centre Association entitled "Building Capacity and Partnerships for Restorative Justice Practices in Ladysmith".

**12.3 Paul Manly, Member of Parliament for Nanaimo-Ladysmith**

166

COVID-19 Support and Recovery for Municipalities

Recommendation

That Council receive for information the correspondence from Paul Manly, Member of Parliament for Nanaimo-Ladysmith, dated April 28, 2020.

**13. NEW BUSINESS**

**13.1 Citizens on Patrol**

Recommendation

That Council send a letter of appreciation to the Ladysmith Citizens On Patrol, thanking them for continuing to provide excellent and invaluable service to the residents of Ladysmith through their regular patrols throughout the Town.

**14. UNFINISHED BUSINESS**

**15. QUESTION PERIOD**

Residents can submit questions to Council via email at [info@ladysmith.ca](mailto:info@ladysmith.ca) or on YouTube during the meeting.

- Persons wishing to address Council must be Town of Ladysmith residents, non-resident property owners, or operators of a business.
- Individuals must include their name and address for identification purposes.
- Questions put forth must be on topics which are not normally dealt with by Town staff as a matter of routine.
- Questions must be brief and to the point.
- No commitments shall be made by the Chair in replying to a question. Matters which may require action of the Council shall be referred to a future meeting of the Council

**16. ADJOURNMENT**



## MINUTES OF A SPECIAL MEETING OF COUNCIL

Tuesday, April 21, 2020

5:00 P.M.

This meeting was held electronically

### Council Members Present:

Mayor Aaron Stone  
Councillor Duck Paterson  
Councillor Amanda Jacobson  
Councillor Rob Johnson

Councillor Tricia McKay  
Councillor Marsh Stevens  
Councillor Jeff Virtanen

### Staff Present:

Guillermo Ferrero  
Erin Anderson  
Chris Barfoot  
Jake Belobaba  
Geoff Goodall

Donna Smith  
Joanna Winter  
Mike Gregory  
Ian Paydli  
Sue Bouma

---

### 1. CALL TO ORDER

Mayor Stone called this Special Meeting of Council to order at 5:00 p.m., in order to retire immediately into Closed Session.

### 2. CLOSED SESSION

#### CS 2020-118

That, in accordance with section 90(1) of the *Community Charter*, Council retire into closed session in order to consider items related to the following:

- Personal information about an identifiable individual - Section 90(1)(a)
- Human resources matter - Section 90(1)(c)
- Security of the property of the municipality - Section 90(1)(d)
- Acquisition, disposition or expropriation of land - Section 90(1)(e)
- Advice that is subject to solicitor client privilege - Section 90(1)(i)

*Motion Carried*

### **3. SPECIAL OPEN MEETING (7:00 p.m.)**

Council and staff showed their appreciation for the front line workers in Ladysmith by cheering and showing hearts.

Mayor Stone called this Special Meeting of Council to order at 7:00 p.m., recognizing that it was taking place in various locations throughout Coast Salish territory. He then took a moment to express Council's condolences to the people of Nova Scotia as they deal with the aftermath of the largest mass shooting in Canada's history. Mayor Stone read the names of the victims known to date and expressed the Town's heartfelt sympathy for their families. Council and staff honoured the victims and their families with a moment of silence.

### **4. AGENDA APPROVAL**

#### **CS 2020-119**

That Council approve the agenda for this Special Meeting of Council for April 21, 2020 as amended to include the following items:

- Item 10.1., "Ladysmith Secondary School 2020 Graduating Class"
- Item 10.2., "Peerless Road Recycling Centre"

*Motion Carried*

### **5. MINUTES**

#### **5.1 Minutes of the Special Meeting of Council held April 7, 2020**

##### **CS 2020-120**

That Council approve the minutes of the Special Meeting of Council held April 7, 2020.

*Motion Carried*

### **6. REPORTS**

#### **6.1 Distribution of 2020 Property Taxes – COVID 19 Considerations**

The Director of Financial Services made a presentation to Council regarding options for distributing the 2020 Property Taxes in light of the COVID-19 pandemic. She responded to Council's questions.

##### **CS 2020-121**

That Council direct staff to:

1. Prepare the 2020 Financial Plan and Tax Rates Bylaws based on Option #2, of allocating the net budget percentage increase after non-

market change equally over the classes and maximizing the Class 2 rate, as outlined in the report from the Director of Financial Services dated April 21, 2020; and

2. Prepare the 2020 Property Tax Rates Bylaw with the due date of July 2, 2020 and a penalty date of October 1, 2020.

*Motion Carried*

#### **CS 2020-122**

That Council set the 2020 municipal tax levy at net 1.92 per cent and direct staff to prepare the 2020-2024 Financial Plan Bylaw and applicable bylaws.

*Motion Carried*

### **7. OPERATIONAL UPDATES - VERBAL UPDATES FROM SENIOR MANAGERS**

Senior Managers provided Council with updates for their respective departments, outlining the many ways staff have been able to work within the COVID-19 pandemic work restrictions.

### **8. CORRESPONDENCE**

#### **8.1 Holland Creek Strata Plan**

##### **CS 2020-123**

That Council, in response to the request dated February 24, 2020 from the Holland Creek Strata Plan EPS2569, direct staff to amend the applicable Town of Ladysmith bylaws so that property owners in the strata will be billed individually for garbage, water and sewer; and that Holland Creek Strata Plan EPS2569 be advised of Council's decision.

*Motion Carried*

### **9. NEW BUSINESS**

#### **9.1 Ladysmith Secondary School 2020 Graduating Class**

##### **CS 2020-124**

That Council direct staff to prepare a report outlining options to honour publicly the Ladysmith Secondary School 2020 graduates.

*Motion Carried*

## **9.2 Peerless Road Recycling Centre**

### **CS 2020-125**

That the Mayor write a letter to the Cowichan Valley Regional District requesting that the Peerless Road Recycling Centre immediately move to its summer schedule.

*Motion Carried*

## **10. QUESTION PERIOD**

A member of the public enquired whether the Town would express condolences to the people of Nova Scotia in light of the recent mass shooting, the Town's plans to reopen the Dogwood Dip parking lot to the Holland Creek trail, the potential needs assessment of senior citizens regarding the COVID-19 virus, and the endorsement of a letter by Al Siebring, Mayor of the Municipality of North Cowichan, requesting a public health order to restrict long weekend ferry use to essential travel only.

## **11. RECESS**

### **CS 2020-126**

That Council recess at 8:16 p.m. for a five minute break before reconvening the Closed Session.

*Motion Carried*

## **12. RISE AND REPORT- Items from Closed Session**

Council rose with report at 8:38 p.m on the following items:

- Resolution CE 2020-047

That Council appoint Erin Anderson as Acting Chief Administrative Officer (CAO), effective May 15, 2020, until a permanent CAO has been selected by Council.

- Resolution CE 2020-048

That Council direct staff to issue a Request for Proposals for CAO recruitment services.

OPPOSED: Councillor Paterson

- Resolution CE 2020-050  
That Council direct staff to continue to work with the Ladysmith Downtown Business Association and Ladysmith Citizens on Patrol to identify ways the Town can support nightly patrols in the Downtown.
- Resolution CE 2020-051  
That Council direct staff to bring forward for Council's consideration, in an open meeting:
  - a. an application to the Federation of Canadian Municipalities site remediation/ risk management study program to obtain funding for a detailed site investigation of the uplands and a request for authorization to use a consultant, if required, to prepare the grant application;
  - b. authorization to seek the services of a qualified environmental engineering firm to complete a detailed site investigation of the uplands;
  - c. an amendment to the financial plan to include \$400,000 to cover the cost of a detailed site investigation over the course of 2020-2021.
- Resolution CE 2020-054  
That Council approve for distribution the news release advising that in response to the direction of the Provincial Government, the Town of Ladysmith is reviewing the feasibility of a downtown site to help stop the spread of COVID-19 by supporting our community's homeless to self-isolate during the pandemic.

### 13. **ADJOURNMENT**

#### **CS 2020-127**

That this Special Meeting of Council adjourn at 8:39 p.m.

*Motion Carried*

---

Mayor (A. Stone)

---

Corporate Officer (D. Smith)



## Town of Ladysmith

2019 Audit Findings

Report to Mayor and Council

December 31, 2019

Cory Vanderhorst CPA, CA,  
T: 250.753.8251  
E: Cory.Vanderhorst@mnp.ca



ACCOUNTING › CONSULTING › TAX

MNP.ca

Wherever business takes you.



May 5, 2020

Members of Mayor and Council of Town of Ladysmith

Dear Sirs/Mesdames:

We are pleased to submit to you this report for discussion of our audit of the consolidated financial statements of Town of Ladysmith (the "Town") as at December 31, 2019 and for the year then ended. In this report we cover those significant matters which, in our opinion, you should be aware of as members of Mayor and Council.

We have completed our audit of the consolidated financial statements of the Town which has been carried out in accordance with Canadian generally accepted auditing standards.

Unless unforeseen complications arise, our Independent Auditor's Report will provide an unmodified opinion to the Mayor and Council of the Town. A draft copy of our proposed Independent Auditor's Report is attached at the end of this report.

This report is intended solely for the information and use of Mayor and Council and management and should not be distributed to or used by any other parties than these specified parties.

The matters raised in this and other reports that will flow from the audit are only those which have come to our attention arising from or relevant to our audit that we believe need to be brought to your attention. They are not a comprehensive record of all the matters arising, and in particular we cannot be held responsible for reporting all risks in your business or all control weaknesses. This report has been prepared solely for your use and should not be quoted in whole or in part without our prior written consent. No responsibility to any third party is accepted as the report has not been prepared for, and is not intended for, any other purpose.

We would like to express our appreciation for the excellent cooperation we have received from management and employees with whom we worked.

We appreciate having the opportunity to meet with you and to respond to any questions you may have about our audit, and to discuss any other matters that may be of interest to you.

Sincerely,



**MNP LLP**  
**Chartered Professional Accountants**



## INTRODUCTION

As auditors, we report to the Mayor and Council on the results of our examination of the consolidated financial statements of Town of Ladysmith (the "Town") as at and for the year ended December 31, 2019. The purpose of this Audit Findings Report is to assist you, as members of Mayor and Council, in your review of the results of our audit. To facilitate in your understanding of our findings, Appendix A to this report summarizes our audit process.

Our report will discuss the status of our engagement, as well as communicate to you significant audit, accounting and reporting matters arising from our procedures. We hope that this report is of assistance to you, and we look forward to discussing our findings and answering your questions.

## ENGAGEMENT STATUS

We have completed our audit of the consolidated financial statements of the Town and are prepared to sign our Independent Auditor's Report subsequent to completion of the following procedures:

- Mayor and Council review and approval of the consolidated financial statements

## INDEPENDENT AUDITOR'S REPORT

We expect to have the above procedures completed and to release our Independent Auditor's Report on May 5, 2020.

Unless unforeseen complications arise, our Independent Auditor's Report will provide an unmodified opinion to the Mayor and Council of the Town. A draft copy of our proposed Independent Auditor's Report has been included with this report.

## SIGNIFICANT AUDIT, ACCOUNTING AND REPORTING MATTERS

### AUDIT AND REPORTING MATTERS

The following significant matters arose during the course of audit that we wish to bring to your attention.

AREA	COMMENTS
<b>CHANGES FROM AUDIT SERVICE PLAN</b>	There were no deviations from the Audit Service Plan previously presented to you.
<b>FINAL MATERIALITY</b>	<p>Materiality is a concept used to assess the significance of misstatements or omissions that are identified during the audit and is used to determine the level of audit testing that is carried out. The scope of our audit work is tailored to reflect the relative size of operations of the Town, and is affected by our assessment of materiality and audit risk.</p> <p>Final materiality used for our audit was \$700,000 for December 31, 2019 and \$600,000 for December 31, 2018.</p>
<b>DIFFICULTIES ENCOUNTERED</b>	No significant limitations were placed on the scope or timing of our audit.
<b>IDENTIFIED OR SUSPECTED FRAUD</b>	<p>Due to the inherent limitations of an audit and the nature of fraud, including attempts at concealment through forgery or collusion, an audit conducted in accordance with Canadian generally accepted auditing standards cannot be relied upon to detect fraud.</p> <p>While our audit cannot be relied upon to detect all instances of fraud, no incidents of fraud, or suspected fraud, came to our attention in the course of our audit.</p>

AREA	COMMENTS
<b>IDENTIFIED OR SUSPECTED NON-COMPLIANCE WITH LAWS AND REGULATIONS</b>	Nothing has come to our attention that would suggest any non-compliance with laws and regulations that would have a material effect on the consolidated financial statements.
<b>MATTERS ARISING IN CONNECTION WITH RELATED PARTIES</b>	No significant matters arose during the course of our audit in connection with related parties of the Town.
<b>SIGNIFICANT DEFICIENCIES IN INTERNAL CONTROL</b>	<p>Our audit process focuses on understanding the controls utilized in management's reporting systems to the extent necessary to identify overall and specific financial reporting risks. This risk assessment allows us to concentrate our audit procedures on high risk areas and, where possible, place reliance on controls within the financial reporting system to reduce the extent of our testing.</p> <p>It is important to note that our assessment was not, nor was it intended to be, sufficient to comment or conclude on the sufficiency of internal controls.</p> <p>We are required under Canadian generally accepted auditing standards to communicate all significant deficiencies identified during an audit to Mayor and Council on a timely basis. However, we may not be aware of all significant deficiencies that do, in fact, exist.</p> <p>While our review of controls was not sufficient to express an opinion as to their effectiveness or efficiency, no significant deficiencies in internal control have come to our attention.</p>
<b>MATTERS ARISING FROM DISCUSSIONS WITH MANAGEMENT</b>	<p>We would like to formally acknowledge the cooperation and assistance we received from the management and staff of the Town.</p> <p>There were no significant matters discussed, or subject to correspondence, with management that in our judgment need be brought to your attention.</p>
<b>SIGNIFICANT DIFFERENCES</b>	No significant differences were proposed to management with respect to the December 31, 2019 consolidated financial statements.

## AUDITOR'S VIEWS OF SIGNIFICANT ACCOUNTING PRACTICES

The application of Canadian public sector accounting standards allows and requires the Town to make accounting estimates and judgments regarding accounting policies and financial statement disclosures.

As auditors, we are uniquely positioned to provide open and objective feedback regarding your Town's accounting practices, and have noted the following items during the course of our audit that we wish to bring to your attention.

AREA	COMMENTS
ACCOUNTING POLICIES	The accounting policies used by the Town are appropriate and have been consistently applied.
FINANCIAL STATEMENT DISCLOSURES	The disclosures made in the notes to the consolidated financial statements appear clear, neutral and consistent with our understanding of the entity and the amounts presented in the consolidated financial statements.

## OTHER MATTERS

### MANAGEMENT REPRESENTATIONS

We have requested certain written representations from management, which represent a confirmation of certain oral representations given to us during the course of our audit. This letter, provided by management, has been included as additional material to this report.

### AUDITOR INDEPENDENCE

We confirm to Mayor and Council that we are independent of the Town. Our letter to Mayor and Council discussing our independence is attached to this report.

## APPENDIX A – MNP AUDIT PROCESS

Our audit was carried out in accordance with Canadian generally accepted auditing standards, and included a review of all significant accounting and management reporting systems, with each material year end balance, key transaction and other events considered significant to the consolidated financial statements considered separately.

Our audit process focused on understanding the controls utilized in management's reporting systems to the extent necessary to identify overall and specific financial reporting risks. This risk assessment enabled us to concentrate our audit procedures on the areas where differences were most likely to arise. Our assessment was not, nor was it intended to be, sufficient to conclude on the effectiveness or efficiency of internal controls.

During the course of our audit, we have:

- Examined, on a test basis, evidence supporting the amounts and disclosures in the consolidated financial statements;
- Assessed the accounting principles used and significant estimates made by management;
- Obtained an understanding of the Town and its environment, including management internal controls (regardless of whether we relied on them for the purpose of the audit), sufficient to identify and assess the risks of material misstatement of the consolidated financial statements and to design and perform audit procedures;
- Reviewed and assessed those accounting systems deemed necessary to support our audit opinion;
- Evaluated the overall consolidated financial statement presentation;
- Performed a subsequent events review with management;
- Reviewed and assessed the status of contingencies, commitments and guarantees; and
- Reviewed and assessed exposure to environmental liabilities.

We have obtained written representations from management, included as additional materials following this report, in order to confirm oral representations given to us and reduce the possibility of misunderstanding. Specifically, we have obtained written confirmation of significant representations provided on matters that are:

- Directly related to items that are material, either individually or in the aggregate, to the consolidated financial statements;
- Not directly related to items that are material to the consolidated financial statements, but are significant, either individually or in the aggregate, to the engagement; and
- Matters relevant to management judgments or estimates that are material, either individually or in the aggregate, to the consolidated financial statements.

## Independence Communication

May 5, 2020

Members of Council  
Town of Ladysmith  
410 Esplanade, P.O. Box 220  
Ladysmith, BC V9G 1A2

Dear Members of Council:

We have been engaged to audit the consolidated financial statements of Town of Ladysmith (the "Town") as at December 31, 2019 and for the year then ended.

CAS 260 *Communication With Those Charged With Governance* requires that we communicate with you matters that are significant to our engagement. One such matter is relationships between the Town and its related entities or persons in financial reporting oversight roles at the Town and MNP LLP and any affiliates ("MNP") that, in our professional judgment, may reasonably be thought to bear on our independence. In determining which relationships to report, the Standard requires us to consider relevant rules and related interpretations prescribed by the appropriate professional accounting body and applicable legislation, covering such matters as:

- (a) Holding a financial interest, either directly or indirectly, in a client;
- (b) Holding a position, either directly or indirectly, that gives the right or responsibility to exert significant influence over the financial or accounting policies of a client or a related entity;
- (c) Personal or business relationships of immediate family, close relatives, partners or retired partners, either directly or indirectly, with a client or a related entity;
- (d) Economic dependence on a client; and
- (e) Provision of non-assurance services in addition to the audit engagement.

We are not aware of any relationship between the Town and MNP that, in our professional judgment, may reasonably be thought to bear on our independence, which have occurred from January 1, 2019 to May 5, 2020.

We hereby confirm that MNP is independent with respect to the Town within the meaning of the Rules of Professional Conduct of the Chartered Professional Accountants of British Columbia as of May 5, 2020.

This report is intended solely for the use of Members of Council, management and others within the Town and should not be used for any other purposes.

We look forward to discussing with you the matters addressed in this letter as well as other matters that may be of interest to you at our upcoming meeting. We will be prepared to answer any questions you may have regarding our independence as well as other matters.

Sincerely,



MNP LLP  
Chartered Professional Accountants

## MNP LLP – Wherever Business Takes You

Assurance › Consulting › Tax

### About MNP LLP

MNP is a leading national accounting, tax and business consulting firm in Canada. We proudly serve and respond to the needs of our clients in the public, private and not-for-profit sectors. Through partner-led engagements, we provide a collaborative, cost-effective approach to doing business and personalized strategies to help organizations succeed across the country and around the world.



# Independent Auditor's Report

---

To the Mayor and Council of the Town of Ladysmith:

## Opinion

We have audited the consolidated financial statements of the Town of Ladysmith (the "Town"), which comprise the consolidated statement of financial position as at December 31, 2019, and the consolidated statements of operations, changes in net financial assets and cash flows and related schedules for the year then ended, and notes to the consolidated financial statements, including a summary of significant accounting policies.

In our opinion, the accompanying consolidated financial statements present fairly, in all material respects, the consolidated financial position of the Town as at December 31, 2019, and the results of its operations and cash flows for the year then ended in accordance with Canadian public sector accounting standards.

## Basis for Opinion

We conducted our audit in accordance with Canadian generally accepted auditing standards. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Consolidated Financial Statements section of our report. We are independent of the Town in accordance with the ethical requirements that are relevant to our audit of the consolidated financial statements in Canada, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

## Other Information

Management is responsible for the other information. The other information comprises the annual report, which is expected to be made available to us after the date of this auditor's report.

Our opinion on the consolidated financial statements does not cover the other information and we will not express any form of assurance conclusion thereon.

In connection with our audit of the consolidated financial statements, our responsibility is to read the other information identified above when it becomes available and, in doing so, consider whether the other information is materially inconsistent with the consolidated financial statements or our knowledge obtained in the audit or otherwise appears to be materially misstated.

When we read the annual report, if we conclude that there is a material misstatement therein, we are required to communicate the matter to those charged with governance.

## Responsibilities of Management and Those Charged with Governance for the Consolidated Financial Statements

Management is responsible for the preparation and fair presentation of the consolidated financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the consolidated financial statements, management is responsible for assessing the Town's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless management either intends to liquidate the Town or to cease operations, or has no realistic alternative but to do so.

Those charged with governance are responsible for overseeing the Town's financial reporting process.

## Auditor's Responsibilities for the Audit of the Consolidated Financial Statements

Our objectives are to obtain reasonable assurance about whether the consolidated financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with Canadian generally accepted auditing standards will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these consolidated financial statements.

As part of an audit in accordance with Canadian generally accepted auditing standards, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the consolidated financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Conclude on the appropriateness of management's use of the going concern basis of accounting and, based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Town's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditor's report to the related disclosures in the consolidated financial statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditor's report. However, future events or conditions may cause the Town to cease to continue as a going concern.
- Evaluate the overall presentation, structure and content of the consolidated financial statements, including the disclosures, and whether the consolidated financial statements represent the underlying transactions and events in a manner that achieves fair presentation.
- Obtain sufficient appropriate audit evidence regarding the financial information of the entities or business activities within the Town to express an opinion on the consolidated financial statements. We are responsible for the direction, supervision and performance of the group audit. We remain solely responsible for our audit opinion.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

Nanaimo, British Columbia

May 5, 2020

Chartered Professional Accountants



**TOWN OF LADYSMITH**  
**CONSOLIDATED FINANCIAL STATEMENTS**  
**DECEMBER 31, 2019**  
**~~AUDITED~~**



**INDEX TO THE FINANCIAL STATEMENTS**  
**DECEMBER 31, 2019**

Management Report

Independent Auditor's Report

Consolidated Financial Statements

Consolidated Statement of Financial Position	1
Consolidated Statement of Operations	2
Consolidated Statement of Cash Flows	3
Consolidated Statement of Changes in Net Financial Assets	4
Notes to the Consolidated Financial Statements	5-31

Schedules

I	Statement of Operations by Segment – 2018 & 2019	32-33
II	Consolidated Statement of Tangible Capital Assets – 2018 & 2019	34-35

## STATEMENT OF MANAGEMENT'S RESPONSIBILITY

---

The accompanying Consolidated Financial Statements are the responsibility of the management of the Town of Ladysmith and have been prepared in compliance with legislation, and in accordance with Canadian Public Sector Accounting standards.

In carrying out its responsibilities, management maintains appropriate systems of internal and administrative controls designed to provide reasonable assurance that transactions are executed in accordance with proper authorization, that assets are properly accounted for and safeguarded, and that financial information produced is relevant and reliable.

*MNP LLP* as the Municipality's appointed external auditors, have audited the Consolidated Financial Statements. The Auditor's report is addressed to the Mayor and members of Council and appears on the following page. Their opinion is based upon an examination conducted in accordance with Canadian Auditing Standards, performing such tests and other procedures as they consider necessary to obtain reasonable assurance that the Consolidated Financial Statements are free of material misstatement and present fairly the financial position and results of the Municipality in accordance with Canadian Public Sector Accounting Standards.

---

Guillermo Ferrero  
Chief Administration Officer

## INDEPENDENT AUDITOR'S REPORT

**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF FINANCIAL POSITION**  
**AS AT DECEMBER 31, 2019**

		<u>2019</u>	<u>2018</u>
Financial Assets			
Cash and short-term deposits	(Note 2)	\$ 24,653,055	\$ 22,025,702
Accounts receivable	(Note 4)	<u>5,653,020</u>	<u>4,435,613</u>
		<u>30,306,075</u>	<u>26,461,315</u>
Liabilities			
Accounts payable and accrued liabilities	(Note 5)	3,560,551	3,372,143
Post-employment benefits	(Note 6)	262,400	232,400
Deferred revenue	(Note 7)	611,478	563,199
Refundable deposits and other	(Note 8)	819,767	878,031
Restricted reserves	(Note 9)	474,480	442,190
Development cost charge reserve	(Note 10)	3,714,388	3,163,671
Federal gas tax reserve	(Note 11)	1,474,035	1,506,769
Equipment financing	(Note 12)	915,645	986,306
Short-term financing	(Note 13)	952,700	952,700
Debenture debt	(Note 14)	<u>16,962,428</u>	<u>11,598,532</u>
		<u>29,747,872</u>	<u>23,695,941</u>
Net Financial Assets		<u>558,203</u>	<u>2,765,374</u>
Non-Financial Assets			
Tangible Capital Assets	(Schedule II)	110,605,787	97,692,141
Prepays		95,485	89,387
Inventory		<u>64,550</u>	<u>74,232</u>
		<u>110,765,822</u>	<u>97,855,760</u>
Accumulated Surplus	(Note 19)	<u>\$ 111,324,025</u>	<u>\$ 100,621,134</u>

*Commitments and Contingencies (Note 15)*  
*Subsequent Events (Note 28)*

Director of Financial Services

**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF OPERATIONS**  
**AS AT DECEMBER 31, 2019**

		<u>2019</u>	<u>Budget 2019</u> (Note 20)	<u>2018</u>
Revenue				
Taxation	(Note 22)	\$ 11,600,354	\$ 11,597,913	\$ 10,691,844
Sale of Services	(Note 23)	3,976,114	3,981,458	3,731,971
Investment Income		528,984	155,000	263,939
Licence, Permits, Rentals & Penalties	(Note 24)	1,018,152	773,807	965,424
Grants	(Note 25)	6,842,495	21,185,687	3,658,040
Donations and contributed tangible capital assets		2,114,949	2,168,500	348,214
Loss on foreign exchange		(15,931)	-	(51,120)
Gain (loss) on disposal of tangible capital assets		(104,904)	10,000	(1,205)
Development fees		77,000	982,750	43,000
Gas tax funds utilized	(Note 11)	893,245	1,422,054	398,071
		<u>26,930,458</u>	<u>42,277,169</u>	<u>20,048,178</u>
Expenses				
General government services		2,780,011	2,971,091	2,698,993
Protective services		1,443,022	2,124,537	1,742,911
Transportation services		2,250,325	2,392,845	2,338,580
Garbage services		527,606	525,121	511,805
Cemetery services		29,068	30,033	28,609
Development services		573,622	732,906	578,671
Recreation and cultural services		2,897,536	3,068,405	2,887,980
Parks operation services		1,093,968	1,043,464	930,872
Sewer		2,854,002	3,574,857	2,787,753
Water		1,778,406	2,091,788	1,360,108
		<u>16,227,567</u>	<u>18,555,047</u>	<u>15,866,282</u>
Annual Surplus		10,702,891	23,722,122	4,181,896
Accumulated Surplus, beginning of year		<u>100,621,134</u>	<u>100,621,134</u>	<u>96,439,238</u>
Accumulated Surplus - end of year		<u>\$ 111,324,025</u>	<u>\$ 124,343,256</u>	<u>\$ 100,621,134</u>

*See accompanying notes to the consolidated financial statements*

**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF CASH FLOWS**  
**AS AT DECEMBER 31, 2019**

	<u>2019</u>	<u>2018</u>
Operating Transactions		
Annual Surplus	\$ 10,702,891	\$ 4,181,896
Less non-cash items included in surplus:		
Amortization	3,489,917	3,336,032
Loss on disposal of tangible capital assets	104,904	1,205
Actuarial adjustments on debenture debt	(46,059)	(40,824)
Contributed tangible capital assets	<u>(1,949,543)</u>	<u>(269,830)</u>
	12,302,110	7,208,479
Change in		
Accounts receivable	(1,217,407)	(1,551,415)
Prepaid expenses	(6,098)	(17,934)
Inventory	9,682	(7,842)
Accounts payable and accrued liabilities	188,408	984,727
Post employment benefits	30,000	(1,700)
Deferred revenues	48,279	25,668
Refundable deposits and other	(58,264)	317,044
Restricted reserves	32,290	7,334
Development cost charge reserve	550,717	490,827
Gas tax reserve	<u>(32,734)</u>	<u>25,258</u>
Cash provided by operating transactions	<u>11,846,983</u>	<u>7,480,446</u>
Capital Transactions		
Proceeds on sale of tangible capital assets	50,552	-
Cash used to acquire tangible capital assets	<u>(14,609,476)</u>	<u>(6,884,740)</u>
Cash used by capital transactions	<u>(14,558,924)</u>	<u>(6,884,740)</u>
Financing Transactions		
Proceeds of long-term financing	6,000,000	952,700
Proceeds of equipment loans	-	626,869
Repayment of debt	<u>(660,706)</u>	<u>(590,045)</u>
Net Increase in cash from financing	<u>5,339,294</u>	<u>989,524</u>
Increase in Cash and Short-Term Deposits	2,627,353	1,585,230
Cash and Short-Term Deposits - Beginning of Year	22,025,702	20,440,472
Cash and Short-Term Deposits - End of Year	<u><u>\$ 24,653,055</u></u>	<u><u>\$ 22,025,702</u></u>

*See accompanying notes to the consolidated financial statements*



**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF CHANGES IN NET FINANCIAL ASSETS**  
**AS AT DECEMBER 31, 2019**

---

	<u>2019</u>	<u>Budget 2019 (Note 20)</u>	<u>2018</u>
Annual Surplus	\$ 10,702,891	\$ 23,722,122	\$ 4,181,896
Acquisition of tangible capital assets	(16,559,019)	(42,358,680)	(7,154,570)
Amortization of tangible capital assets	3,489,917	3,436,284	3,336,032
Loss (gain) on sale of tangible capital assets	104,904	-	1,205
Proceeds from sale of tangible capital assets	50,552	-	-
Decrease (Increase) in inventories	9,682	-	(7,842)
Decrease (Increase) in prepaids	<u>(6,098)</u>	<u>-</u>	<u>(17,934)</u>
Change in Net Financial Assets	<u>(2,207,171)</u>	<u>(15,200,274)</u>	<u>338,787</u>
Net Financial Assets, beginning of year	<u>2,765,374</u>		<u>2,426,587</u>
Net Financial Assets, end of year	<u><u>\$ 558,203</u></u>		<u><u>\$ 2,765,374</u></u>

*See accompanying notes to the consolidated financial statements*

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

The Town of Ladysmith (the Town) was incorporated in 1904 under the provisions of the British Columbia Municipal Act. Its principal activities are the provision of local government services in the Town, as governed by the *Community Charter* and the *Local Government Act*.

**Note 1 - Significant Accounting Policies**

The notes to the consolidated financial statements are an integral part of these financial statements. They provide detailed information and explain the significant accounting and reporting policies and principles that form the basis of these statements. They also provide relevant supplementary information and explanations which cannot be expressed in the consolidated financial statements.

**(a) Basis of Presentation**

It is the Town's policy to follow Canadian public sector accounting standards for local governments and to apply such principles consistently. The financial resources and operations of the Town have been consolidated for financial statement purposes and include the accounts of all of the funds of the Town.

The consolidated financial statements are prepared using the accrual basis of accounting. The accrual basis of accounting records revenue as it is earned and measurable. Expenses are recognized as they are incurred and measurable based upon the receipt of goods and services or the creation of an obligation to pay.

The consolidated financial statements reflect the assets, liabilities, revenues and expenses and changes in fund balances and financial position of the Town. These consolidated financial statements consolidate the following operations:

General Revenue Fund	General Capital Fund
Water Revenue Fund	Water Capital Fund
Sewer Revenue Fund	Sewer Capital Fund
Reserve Fund	

**(b) Reporting Entity**

The consolidated financial statements include the assets, liabilities, revenue and expenses of the reporting entity. The reporting entity is comprised of all the funds, agencies, local boards, and committees of the Council which are controlled by the Town. Control is defined as the power to govern the financial and reporting policies of another organization with the

TOWN OF LADYSMITH  
NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2019

---

**Note 1 - Significant Accounting Policies - (b) Reporting Entity (continued)**

expected benefits or risk of loss to the Town. The controlled organizations are consolidated after adjusting their accounting policies to a basis consistent with the accounting policies of the Town. Interfund and intercompany balances and transactions have been eliminated. The controlled organizations include DL 2016 Holdings Corporation, a wholly owned subsidiary of the Town.

**(c) Tangible Capital Assets**

Tangible capital assets are recorded at cost less accumulated amortization and are classified according to their functional use. Cost includes all amounts that are directly attributable to the acquisition, construction, development or betterment of the asset. Donated assets are recorded at their estimated fair value upon acquisition. Certain tangible capital assets for which historical cost information is not available have been recorded at current fair market values discounted by a relevant inflation factor. Certain assets are disclosed at a nominal value as the determination of current fair market value was not available. The Town does not capitalize interest charges as part of the cost of its tangible capital assets.

Tangible capital assets are amortized over their estimated useful life on the straight-line method at the following annual rates:

General Tangible Capital Assets

Land	Indefinite
Land Improvements	15 to 75 years
Buildings	25 to 40 years
Equipment, Furniture and Vehicles	5 to 60 years

Engineering Structures

Roads and Sidewalks	20 to 75 years
Storm and Sewer	25 to 75 years
Water	20 to 80 years

Constructions in progress contain capital projects underway but not yet complete or put into use. Once put into use, the asset will be amortized based on the above annual rates for the applicable category of work performed.

Certain assets have historical or cultural value including works of art, historical documents as well as historical and cultural artifacts that are not recognized as tangible capital assets

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 1 - Significant Accounting Policies – (c) Tangible Capital Assets (continued)**

because a reasonable estimate of the future benefits associated with such property cannot be made. Intangibles, Crown lands and other natural resources are not recognized as tangible capital assets.

**(d) Cash and Short-Term Deposits**

Cash and short-term deposits have maturities of three months or less from the date of acquisition, reported in Canadian funds using the exchange rate of the prescribed bank as of December 31.

**(e) Restricted Reserves and Deferred Revenues**

Receipts which are restricted by the legislation of senior governments or by agreement with external parties are deferred and reported as restricted reserves. When qualifying expenses are incurred, restricted reserves are brought into revenue at equal amounts, in accordance with Revenue Recognition policy 1(i). These revenues are comprised of the amounts shown in Note 9, 10, and 11.

Revenues received from non-government sources in advance of expenses which will be incurred in a later period are deferred until the associated purchase or expense is incurred.

**(f) Use of Estimates**

The preparation of financial statements in accordance with Canadian public sector accounting standards requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenue and expense during the reporting period. Significant areas requiring the use of management estimates relate to the collectability of accounts receivable, accrued liabilities, post-employment benefits, provisions for contingencies and amortization rates, useful lives and salvage values for determining tangible capital asset values. Actual results could differ from those estimates. Liabilities for contaminated sites are estimated based on the best information available regarding potentially contaminated sites that the Town is responsible for. Adjustments, if any, will be reflected in operations in the period of settlement.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 1 - Significant Accounting Policies (continued)**

**(g) Revenue Recognition**

Taxation revenues are recognized at the time of issuing the property tax notices for the fiscal year. Fees and charges revenue are recognized when the services are rendered. Investment income is accrued as earned. Gain (loss) on foreign exchange has been recognized in the Statement of Operations using the exchange rate in effect on December 31, 2019.

Other revenues are recognized when earned in accordance with the terms of the agreement, when the amounts are measurable and when collection is reasonably assured.

The Town recognizes a government transfer as revenue when the transfer is authorized and all eligibility criteria, if any, have been met. Grants and donations are recognized in the financial statements in the period which the events giving rise to the transfer occur, eligibility criteria are met, and reasonable estimates of the amount can be made. A government transfer with stipulations giving rise to an obligation that meets the definition of a liability is recognized as a liability (deferred revenue). In such circumstances, the Town recognizes the revenue as the liability is settled.

Deferred revenue represents user charges and other fees which have been collected, for which the related services have yet to be provided. These amounts will be recognized as revenue in the fiscal year the services are provided.

**(h) Non-financial Assets**

Non-financial assets are not available to discharge existing liabilities and are held for use in the provision of services. They have useful lives extending beyond the current year and are not intended for sale in the ordinary course of operations. The change in non-financial assets during the year, together with the excess of revenues over expenses, provides the change in net financial assets for the year.

**(i) Inventory**

Inventory is valued at the lower of cost and net realizable value, determined on an average cost basis.

TOWN OF LADYSMITH  
NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS  
FOR THE YEAR ENDED DECEMBER 31, 2019

---

**Note 1 - Significant Accounting Policies (continued)**

**(j) Liability for contaminated sites**

A liability for remediation of a contaminated site is recognized at the best estimate of the amount required to remediate the contaminated site when contamination exceeding an environmental standard exists, the Town of Ladysmith is either directly responsible or accepts responsibility, it is expected that future economic benefits will be given up, and a reasonable estimate of the amount is determinable. The best estimate of the liability includes all costs directly attributable to remediation activities and is reduced by expected net recoveries based on information available at December 31, 2019.

Included in tangible capital assets are specific properties that have been determined to be contaminated in excess of Provincial environmental standards and that require remediation activities. As the Town has not accepted responsibility for the contamination, no liability has been recorded for the estimated remediation costs. Future events may confirm the Town's responsibility, at which point a liability would be recorded. Any remediation activities that occur prior to the determination of responsibility will be expensed as incurred.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 2 - Cash and Short-Term Deposits**

Cash and short-term deposits were comprised as follows:

	<u>2019</u>	<u>2018</u>
Cash	\$ 23,845,187	\$ 21,232,595
Short-term deposits	<u>807,868</u>	<u>793,107</u>
	<u>\$ 24,653,055</u>	<u>\$ 22,025,702</u>

Included in Cash is a deposit of \$191,088 (the equivalent of \$149,377 US Funds based on the exchange rate at the Ladysmith and District Credit Union on December 31, 2019). Short-term deposits consist of short-term investments in the Municipal Finance Authority of B.C. money market fund. The market value is equal to the carrying value.

Included in cash and short-term deposits are the following restricted amounts that are expended in accordance with the terms of the restricted reserves.

	<u>2019</u>	<u>2018</u>
Restricted reserves	\$ 474,480	\$ 442,190
Federal gas tax reserve	1,474,035	1,506,769
Development cost charges reserve	<u>3,714,388</u>	<u>3,163,671</u>
Total restricted cash	<u>\$ 5,662,903</u>	<u>\$ 5,112,630</u>

**Note 3 - Financial Instruments**

The Town as part of its operations carries a number of financial instruments. It is management's opinion the Town is not exposed to significant interest, currency or credit risk arising from these financial instruments, except as otherwise disclosed. The Town is exposed to currency risk on its US dollar bank account. Unless otherwise noted in Note 2, the fair value of these financial instruments approximates their carrying values.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 4 - Accounts Receivable**

	<u>2019</u>	<u>2018</u>
Property taxes	\$ 852,318	\$ 911,481
Other government	3,807,963	2,705,974
User fees and other	981,267	808,059
Developer receivables	5,139	5,139
Employee receivables	6,333	4,960
	<u>\$ 5,653,020</u>	<u>\$ 4,435,613</u>

**Note 5 - Accounts Payable and Accrued Liabilities**

	<u>2019</u>	<u>2018</u>
General	\$ 1,462,671	\$ 2,583,733
Other governments	204,763	11,362
Salaries and wages	273,802	261,128
Contractor holdbacks	1,507,649	438,108
Accrued interest	111,666	77,813
	<u>\$ 3,560,551</u>	<u>\$ 3,372,143</u>



**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 6 - Post-Employment Benefits**

The Town provides compensated absences to its employees to a maximum of 120 days. The Town also allows employees to defer unused vacation without any maximum. Any deferred vacation time remaining at retirement or termination is paid out at that time. The amount recorded for these benefits is based on an actuarial evaluation done by an independent firm using a projected benefit actuarial valuation method prorated on services. The last actuarial valuation was calculated at August 31, 2017 and has been extrapolated to December 31, 2019. The change in the liability in the financial statements in respect of obligations under the plan amounts to \$30,000 (\$1,700 - 2018).

The accrued post-employment benefits are as follows:

	<u>2019</u>	<u>2018</u>
Balance, beginning of year	\$ 232,400	\$ 234,100
Current service costs	29,600	29,000
Benefits paid	(17,600)	(26,900)
Actuarial gain	18,000	(3,800)
Past service credit	-	-
	<u>          </u>	<u>          </u>
Balance, end of year	<u>\$ 262,400</u>	<u>\$ 232,400</u>

The significant actuarial assumptions adopted in measuring the Town's post-employment benefits are as follows:

	<u>2019</u>	<u>2018</u>
Discount Rate	2.70%	3.30%
Expected Inflation Rate and Wage & Salary Increases	2.50%	2.50%

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 7 - Deferred Revenue**

	<u>2019</u>	<u>2018</u>
Licence fees & charges	\$ 21,401	\$ 17,832
Rental payments	12,441	12,441
Property tax prepayments	441,645	417,460
Subdivisions prepayments	80,515	71,515
Recreation prepayments	30,169	27,512
Utilities prepayments	14,125	12,357
Other	11,182	4,082
	<u>\$ 611,478</u>	<u>\$ 563,199</u>

**Note 8 - Refundable Deposits and Other**

	<u>2019</u>	<u>2018</u>
Developer performance deposits	\$ 373,978	\$ 475,996
Damage deposits	279,000	233,450
Other	166,789	168,585
	<u>\$ 819,767</u>	<u>\$ 878,031</u>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 9 - Restricted Reserves**

There are two reserves, LRC Capital and B&G Capital for the replacement of specific building components located at 630 2<sup>nd</sup> Avenue and 220 High Street.

Description	Balance Dec. 31, 2018	Interest	Contributions	Expenditures	Balance Dec. 31, 2019
Parking	\$ 74,979	\$ 2,251	\$ 30,000	\$ -	\$ 107,230
Green Streets	1,480	38	-	-	1,518
Amphitheatre	19,255	307	300	(10,000)	9,862
B&G - Capital	43,930	1,178	5,064	-	50,173
LRCA/Seniors - Capital	302,546	1,425	2,480	(755)	305,697
<b>TOTAL</b>	<b>\$ 442,190</b>	<b>\$ 5,200</b>	<b>\$ 37,844</b>	<b>\$ (10,755)</b>	<b>\$ 474,480</b>

**Note 10 - Development Cost Charges Reserve**

Restricted reserves include Development Cost Charges (DCC's) which are charged to developers and utilized for infrastructure development.

Description	Balance Dec. 31, 2018	Interest	Contributions	Expenditures	Balance Dec. 31, 2019
DCC - Water	\$ 693,763	\$ 18,447	\$ 128,599	\$ -	\$ 840,809
DCC - Parks	719,041	18,824	123,950	-	861,816
DCC - Roads	775,834	20,060	121,222	(67,000)	850,116
DCC - Sewer	589,375	15,986	150,521	-	755,882
DCC - Storm	385,658	9,890	10,216	-	405,765
<b>TOTAL</b>	<b>\$ 3,163,671</b>	<b>\$ 83,208</b>	<b>\$ 534,508</b>	<b>\$ (67,000)</b>	<b>\$ 3,714,388</b>

Developers may be entitled to DCC credits in certain circumstances. There were no DCC credits in 2019 (\$15,000 – 2018).

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 11 - Federal Gas Tax Reserve**

Gas Tax funding is provided by the Government of Canada. The use of the funding is established by a funding agreement between the Town and the Union of British Columbia Municipalities. Gas Tax funding may be used towards designated public transit, community energy, water, wastewater, solid waste and capacity building projects, as specified in the funding agreements. A one-time payment of \$405,121 was received in 2019. The funds are recorded on the consolidated financial statements as a restricted reserve.

	<u>2019</u>	<u>2018</u>
Opening balance of unspent funds	\$ 1,506,769	\$ 1,481,511
Add: Amounts received during the year	819,763	405,121
Interest earned	40,747	18,208
Less: Gas tax funds utilized	(893,245)	(398,071)
Closing balance of unspent funds	<u>\$ 1,474,035</u>	<u>\$ 1,506,769</u>

**Note 12 - Obligations under Equipment Financing**

The total equipment financing outstanding with the Municipal Finance Authority of British Columbia as at December 31, 2019 was \$915,645 (\$986,306 - 2018).

The Town has entered into equipment loans for the following purchases:

- 1) A five year equipment loan agreement with the Municipal Finance Authority of British Columbia which commenced May 2017 for the purchase of a 2012 Spartan fire truck. This was formerly a capital lease. The remaining obligation will be repaid with monthly loan payments in the amount of \$3,291 including interest at a daily varying rate (December 31, 2019 was 2.53875). The balance of the loan at December 31, 2019, which is included in equipment financing, is \$254,960 (\$287,634 - 2018). Loan to expire May 2022.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 12 - Obligations under Equipment Financing (continued)**

- 2) A five year equipment loan agreement with the Municipal Finance Authority of British Columbia which commenced September 2018 for the purchase of a 2018 Spartan fire truck. The remaining obligation will be repaid with monthly loan payments in the amount of \$2,835 including interest at a daily varying rate (December 31, 2019 was 2.53875). The balance of the loan at December 31, 2019, which is included in equipment financing, is \$660,685 (\$677,945 - 2018). Loan to expire September 2023.

There are two equipment loans payable to the Municipal Finance Authority. The future minimum loan payments under the equipment loan obligation are as follows:

2020	\$ 50,442
2021	51,824
2022	32,616
2023	186,867
2024	593,896

Interest in the consolidated statement of operations is calculated as \$23,829 (\$12,208 - 2018).

The total equipment financing issued and outstanding with the MFA as at December 31, 2019 was \$915,645 (\$986,306 as at December 31, 2018). This balance is made up of:

	Balance Dec 31, 2018	Principal Payments	Balance Dec 31, 2019	Interest
Spartan Fire Truck	\$ 16,505	\$ 16,505	\$ -	\$ 224
Spartan Fire Truck	287,634	32,674	254,960	6,822
Fitness Equip - FJCC	4,222	4,222	-	28
Pumper Truck	677,945	17,260	660,685	16,755
	<u>\$ 986,306</u>	<u>\$ 70,661</u>	<u>\$ 915,645</u>	<u>\$ 23,829</u>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 13 – Short-term Financing**

The total short-term financing outstanding with the Municipal Finance Authority of British Columbia as at December 31, 2019 was \$952,700 (\$952,700 – 2018). The Town entered into a short-term financing agreement which commenced September 2018 to borrow up to \$1,000,000 to purchase 1260 Churchill Place. As of December 31, 2019 \$952,700 in short-term financing was executed. Interest is charged at a daily varying rate. The full amount borrowed must be repaid by 2023.

Short-term interest in the consolidated statement of operations is calculated at \$23,824 (\$5,912 – 2018).

**Note 14 - Debenture Debt**

The Town of Ladysmith secures its long-term borrowing through the Municipal Finance Authority of BC (MFA). As a condition of each borrowing, a portion of the debenture proceeds is retained by the MFA as a debt reserve fund. As at December 31, 2019, the cash balance of the Town's debt reserve funds was \$ 223,515 (\$158,762 – 2018). Debt reserve funds are not recorded elsewhere in the financial statements.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

The total long-term debt issued and outstanding with the MFA as at December 31, 2019 was \$16,962,428 (\$11,598,532 as at December 31, 2018). This balance is made up of:

	Original Amount	Balance Dec 31, 2018	Principal Payments	Balance Dec 31, 2019	Interest	Actuarial Adjustment	Interest Rate
<b><u>General Capital Fund</u></b>							
RCMP Building Issue #97 Term 2006-2031	\$ 2,750,000	\$ 1,757,803	\$ 105,721	\$ 1,652,082	\$ 48,125	\$ (39,688)	1.75%
<b><u>Water Capital Fund</u></b>							
Water Improvements Issue #118 Term 2012-2037	1,000,000	840,729	30,383	810,346	34,000	(6,371)	3.40%
Water Filtration Plant Issue #147 Term 2019-2044	6,000,000	-	-	6,000,000	79,800	-	2.66%
<b><u>Sewer Capital Fund</u></b>							
Sewer Treatment Plant Issue #138 Term 2016-2036	10,000,000	9,000,000	500,000	8,500,000	173,823	-	1.88%
	<u>\$ 19,750,000</u>	<u>\$11,598,532</u>	<u>\$ 636,104</u>	<u>\$16,962,428</u>	<u>\$ 335,748</u>	<u>\$ (46,059)</u>	

The following principal payments are payable over the next five years:

	General		Water		Sewer		Total
	Principal Repayment	Actuarial Sinking Fund Earnings	Principal Repayment	Actuarial Sinking Fund Earnings	Principal Repayment	Actuarial Sinking Fund Earnings	Net
2020	\$ 66,033	43,917	\$ 188,579	7,586	\$ 500,000	-	\$ 806,115
2021	66,033	48,315	188,579	13,787	500,000	-	816,714
2022	66,033	52,889	188,579	20,187	500,000	-	827,687
2023	66,033	57,645	188,579	26,791	500,000	-	839,049
2024	66,033	62,593	188,579	33,608	500,000	-	850,813
Thereafter	462,230	594,328	3,603,500	2,161,991	6,000,000	-	12,822,049

Debt interest, net of actuarial adjustment included in the consolidated statement of operations, is calculated at \$339,425 (\$223,759 – 2018).

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 15 - Commitments and Contingencies**

**(a) Contingent Liabilities**

- i) The Town, as a member of the Cowichan Valley Regional District, is jointly and severally liable for operational deficits or long term debt related to functions in which it participates.
- ii) The loan agreements with the Municipal Finance Authority provide that if the Authority does not have sufficient funds to meet payments on its obligations it shall make payments from the Debt Reserve Fund which in turn is established by a similar Debt Reserve Fund in the Town and all other borrowing participants. If the Debt Reserve Fund is deficient the Authority's obligations become a liability of the regional district and may become a liability of the participating municipalities.
- iii) There were various claims made against the Town as at December 31, 2019 for incidents that arose in the ordinary course of operations. In the opinion of management and legal counsel, the outcomes of the lawsuits, now pending, are not determinable. As the outcomes are not determinable at this time, no amount has been accrued in the financial statements. Should any loss result from the resolution of these claims, such loss will be charged to operations in the year of resolution.

**(b) Pension Liability**

The Town and its employees contribute to the Municipal Pension Plan (a jointly trustee pension plan). The board of trustees, representing plan members and employers, is responsible for administering the plan, including investment of assets and administration of benefits. The plan is a multi-employer defined benefit pension plan. Basic pension benefits are based on a formula. As at December 31, 2018, the Plan has about 205,000 active members and approximately 101,000 retired members. Active members include approximately 40,000 contributors from local governments.

Every three years, an actuarial valuation is performed to assess the financial position of the plan and adequacy of plan funding. The actuary determines an appropriate combined employer and member contribution rate to fund the plan. The actuary's calculated contribution rate is based on the entry-age normal cost method, which produces the long-term rate of member and employer contributions sufficient to provide benefits for average future entrants to the plan. This rate may be adjusted for the amortization of any actuarial funding surplus and will be adjusted for the amortization of any unfunded actuarial liability.



**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 15 - Commitments and Contingencies – (b) Pension Liability (continued)**

The most recent valuation for the Municipal Pension Plan as of December 31, 2018, indicated a \$2.866 billion funding surplus for basic pension benefits on a going concern basis.

The Town of Ladysmith paid \$483,383 (2018 - \$464,390) for employer contributions to the Plan in fiscal 2019.

The next valuation will be as at December 31, 2021, with results available in 2022.

Employers participating in the plan record their pension expense as the amount of employer contributions made during the fiscal year (defined contribution pension plan accounting). This is because the plan records accrued liabilities and accrued assets for the plan in aggregate, resulting in no consistent and reliable basis for allocating the obligation, assets and cost to individual employers participating in the plan.

**(c) Reciprocal Insurance Exchange Agreement**

The Town is a subscribed member of the Municipal Insurance Association of British Columbia (The "Exchange") as provided by Section 3.02 of the Insurance Act of the Province of British Columbia. The main purpose of the Exchange is to pool the risks of liability so as to lessen the impact upon any subscriber. Under the Reciprocal Insurance Exchange Agreement the Town is assessed a premium and specific deductible for its claims based on population. The obligation of the Town with respect to the Exchange and/or contracts and obligations entered into by the Exchange on behalf of its subscribers in connection with the Exchange are in every case several, and not joint and several. The Town irrevocably and unconditionally undertakes and agrees to indemnify and save harmless the other subscribers against liability losses and costs which the other subscriber may suffer.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 15 - Commitments and Contingencies (continued)**

**(d) Service Agreements & Rental Payments**

Rental payments under operating leases are expensed as incurred.

Service Agreements

	<u>2019</u>	<u>2018</u>
Ladysmith & District Historical Society	\$ 42,550	\$ 23,970
Ladysmith Resources Centre Association	42,137	41,310
Ladysmith Chamber of Commerce & Visitor Centre	<u>43,400</u>	<u>43,400</u>
	<u>\$ 128,087</u>	<u>\$ 108,680</u>

In 2017, the Town entered into a 5-year Service Agreement with the Ladysmith & District Historical Society (LDHS) for the occupancy, operation and management of the museum and archives. The Town provided a one-time additional payment of \$18,100 in 2019. The future payments are expected to be \$28,038 – 2020, \$28,537 – 2021, and \$29,046 – 2022.

Also in 2017, the Town entered into a 5-year Service Agreement with the Ladysmith Resources Centre Association (LRCA). The future payments are expected to be \$42,978 – 2020, and \$43,838 – 2021.

The Town provides the Ladysmith Chamber of Commerce & Visitor Centre annual funding to operate the visitor centre and provide support services for local businesses. The agreement is year-to-year.

Rental Payments

	<u>2019</u>	<u>2018</u>
132c Roberts Street - office space	\$ 27,998	\$ 27,796
17 & 25 Roberts Street - parking lot	<u>8,400</u>	<u>8,100</u>
	<u>\$ 36,398</u>	<u>\$ 35,896</u>

The Town entered into a 3-year lease with Ivory Tower Investments Ltd for the use of office space at 132c Roberts Street. The future monthly payments are \$2,388 for 2020, 2021 and 2022.

In 2017, the Town entered into a 3-year lease agreement with Paul Jorjorian for the rental of the 17 & 25 Roberts Street Parking Lot. The future monthly payment is \$725 for 2020.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 16 - Significant Taxpayers**

The Town is reliant upon 10 taxpayers for approximately 12.88% (13.52% - 2018) of the total property tax revenue which includes Western Forest Products at approximately 6.72% (6.78% - 2018) of the total property tax revenue.

**Note 17 - Funds Held in Trust**

These funds account for assets which must be administered as directed by agreement or statute for certain beneficiaries; in particular, these funds are for the Cemetery Trust Fund. In accordance with PSAB recommendations on financial statement presentation, trust funds are not included in the Town's Financial Statements. A summary of trust fund activities by the Town is as follows:

	<u>2019</u>	<u>2018</u>
<b>Assets</b>		
Cash and short term investment	<u>\$ 161,557</u>	<u>\$ 159,737</u>
<b>Equity</b>		
Opening balance	\$ 159,737	\$ 155,937
Interest	4,065	2,461
Transfer interest to fund cemetery costs	(4,065)	(2,461)
Contributions	1,820	4,130
Refunds	<u>-</u>	<u>(330)</u>
Balance, end of year	<u>\$ 161,557</u>	<u>\$ 159,737</u>

**Note 18 - Comparative Figures**

Certain comparative figures have been reclassified to conform to the current year's presentation.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 19 - Accumulated Surplus**

The Town segregates its accumulated surplus in the following categories:

	<u>2019</u>	<u>2018</u>
Unappropriated equity	\$ 4,110,986	\$ 5,346,507
Appropriated equity (Note 26)	<u>13,151,741</u>	<u>8,980,174</u>
	<u>17,262,727</u>	<u>14,326,682</u>
<b>Capital Funds</b>		
General capital fund	233,910	182,120
Sewer capital fund	14,942	14,942
Water capital fund	<u>446,073</u>	<u>14,073</u>
	<u>694,925</u>	<u>211,135</u>
<b>Reserve Funds</b>		
Reserve funds (Note 26)	<u>1,591,351</u>	<u>1,928,713</u>
Equity in Tangible Capital Assets	<u>91,775,023</u>	<u>84,154,605</u>
Total Accumulated Surplus	<u><u>\$ 111,324,025</u></u>	<u><u>\$ 100,621,134</u></u>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 20 - Annual Budget**

Fiscal plan amounts represent the Financial Plan Bylaw adopted by Council on May 13<sup>th</sup>, 2019.

The Financial Plan anticipated the use of surpluses accumulated in previous years to balance against current year expenses in excess of current year revenues. In addition, the Financial Plan anticipated capital expenses rather than amortization expense.

The following shows how these amounts were combined:

Financial Plan Balance for the year	\$ -
Add back:	
Amortization	(3,436,284)
Proceeds from new debt	(8,911,952)
Transfers to/from own funds	(7,112,509)
Less:	
Principal payments on debt	824,187
Capital expenditures per budget	42,518,786
Capital Expenditures expensed according to Tangible Capital Asset Policy	<u>(160,106)</u>
Adjusted Annual Surplus	<u>\$ 23,722,122</u>

**Note 21 - DL 2016 Holdings Corporation ("DL 2016")**

The Town of Ladysmith has an investment in DL 2016 Holdings Corporation, a wholly owned subsidiary company of the Town.

The Town of Ladysmith leases portions of its waterfront from the Province of British Columbia parts of which are subleased to DL 2016 for use as a marina.

DL 2016 has entered into operation and maintenance agreement and a license agreement with the Ladysmith Maritime Society (LMS) for the operation and management of the lease area. A portion of the moorage revenues from LMS are owed to DL 2016.

Pursuant to these agreements DL 2016 could provide security for debt financing in order for LMS to implement capital improvements to the lease area.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 22 – Taxation**

Taxation revenue comprises the following amounts less transfer to other governments:

	<b>Actuals 2019</b>	<b>Actuals 2018</b>
<b>Taxes Collected:</b>		
General municipal purposes	\$ 8,450,342	\$ 7,953,731
Grants in lieu and 1% utility tax	172,097	167,917
Water and sewer parcel tax	2,977,916	2,570,196
School district	3,124,607	2,999,577
Regional hospital district	971,645	891,070
Regional district	1,480,883	1,332,669
BCAA and MFA	81,817	77,486
Library	414,149	386,677
	<u>\$ 17,673,457</u>	<u>\$ 16,379,323</u>
 <b>Less transfer to other governments</b>		
Province of BC (school taxes)	3,124,607	2,999,577
Cowichan Valley Regional Hospital District	971,645	891,070
Cowichan Valley Regional District	1,480,883	1,332,669
BC Assessment & Municipal Finance Authority	81,817	77,486
Vancouver Island Regional Library	414,149	386,677
	<u>6,073,103</u>	<u>5,687,479</u>
 <b>Net taxation for municipal purposes</b>	 <u><u>\$ 11,600,354</u></u>	 <u><u>\$ 10,691,844</u></u>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 23 - Sale of Services**

	<u>Actuals 2019</u>	<u>Actuals 2018</u>
Administration recoveries	\$ 75,809	\$ 48,504
Cemetery services	21,580	32,250
Fire service agreements	88,504	82,152
Public Works recoveries	24,947	41,481
Recreation services	565,681	582,075
Sewer utility fees	1,466,705	1,296,801
Solid waste fees	664,979	642,413
Water utility fees	1,067,908	1,006,296
	<u><u>\$ 3,976,114</u></u>	<u><u>\$ 3,731,971</u></u>

**Note 24 - Licences, Permits, Rentals & Penalties**

	<u>Actuals 2019</u>	<u>Actuals 2018</u>
Facility Rentals & Leases	\$ 470,925	\$ 378,360
Fines	3,990	3,620
Licences	89,586	90,029
Penalties and interest	124,404	148,572
Permits, Licences & Fees	329,247	344,843
	<u><u>\$ 1,018,152</u></u>	<u><u>\$ 965,424</u></u>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 25 – Grants**

	<u>Actuals 2019</u>	<u>Budget 2019</u>	<u>Actuals 2018</u>
<b>Operating Grants</b>			
Traffic Fines Revenue	\$ 55,613	\$ 45,684	\$ 45,684
Small Communities	463,119	465,515	465,515
CVRD Recreation	150,818	135,075	135,075
Other	34,882	15,164	29,672
	<u>704,432</u>	<u>661,438</u>	<u>675,946</u>
<b>Capital Grants</b>			
Age Friendly Walkability	\$ -	\$ -	\$ 9,000
Arts & Heritage Hub (Phase I)	-	3,874,500	-
Asset Management	-	-	9,152
Derelict Vessels	-	-	59,880
Holland Dam Construction	-	9,430,238	-
Machine Shop	742,051	1,716,585	35,968
Golf Course Trail & Net	3,386	-	7,846
Public Washroom	-	109,500	-
Stz'uminus First Nation Cooperation Protocol/C2C	-	-	610
Tree Replacements	4,000	4,800	6,100
Water Filtration Plant	5,388,626	5,388,626	2,853,538
	<u>6,138,063</u>	<u>20,524,249</u>	<u>2,982,094</u>
<b>Total Grants</b>	<u>\$ 6,842,495</u>	<u>\$ 21,185,687</u>	<u>\$ 3,658,040</u>



**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

**Note 26 – Reserves & Appropriated Equity**

	Balance Dec. 31, 2018	Interest Allocated	Contributions	Funding	Balance Dec. 31, 2019
<b>RESERVES</b>					
Tax Sale	\$ 26,555	\$ 679	\$ -	\$ -	\$ 27,234
Perpetual Safety Fund	13,214	338	-	-	13,552
Sale Real Property	1,436,956	30,074	-	430,935	1,036,094
Municipal Office Building	355,000	-	60,000	-	415,000
Amenity Funds	96,989	2,482	-	-	99,470
<b>TOTAL RESERVES</b>	<b>\$ 1,928,713</b>	<b>\$ 33,573</b>	<b>\$ 60,000</b>	<b>\$ 430,935</b>	<b>\$ 1,591,351</b>
<b>APPROPRIATED EQUITY - OPERATIONS</b>					
General Operating Fund					
Future Projects	3,195,984	-	2,479,108	1,350,827	4,324,264
Equipment	768,357	-	181,308	80,000	869,665
Land & Building	90,719	-	127,565	-	218,284
Tax Contingency	7,986	-	-	-	7,986
Snow & Ice Removal	50,000	-	38,100	38,100	50,000
Infrastructure Deficit	691,331	-	216,262	495,703	411,890
Multi-Materials BC Rebate	380,325	-	102,200	-	482,525
	<u>5,184,702</u>	<u>-</u>	<u>3,144,543</u>	<u>1,964,631</u>	<u>6,364,614</u>
Water Operating Fund					
Future Projects	893,757	-	2,533,515	893,757	2,533,515
Capital Expenditures	1,307,858	-	1,450,513	259,999	2,498,371
MFA Surplus Refunds	524,076	-	-	-	524,076
Total Water Operating Fund	<u>2,725,690</u>	<u>-</u>	<u>3,984,027</u>	<u>1,153,756</u>	<u>5,555,961</u>
Sewer Operating Fund					
Future Projects	638,494	-	296,771	638,494	296,771
Capital Expenditures	431,289	-	583,107	80,000	934,395
Total Sewer Operating Fund	<u>1,069,783</u>	<u>-</u>	<u>879,878</u>	<u>718,494</u>	<u>1,231,166</u>
<b>TOTAL APPROPRIATED EQUITY</b>	<b>\$ 8,980,175</b>	<b>\$ -</b>	<b>\$ 8,008,448</b>	<b>\$ 3,836,882</b>	<b>\$ 13,151,741</b>
<b>TOTAL RESERVES AND APPROPRIATED EQUITY</b>	<b>\$ 10,908,888</b>	<b>\$ 33,573</b>	<b>\$ 8,068,448</b>	<b>\$ 4,267,817</b>	<b>\$ 14,743,092</b>

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 27 - Segmented Information**

The Town is a diversified municipal government institution that provides a wide range of services to its citizens such as roads, water, sewer and drainage infrastructure, fire protection, police protection (RCMP), cemetery, recreation centre, garbage collection and parkland. Distinguishable functional segments have been separately disclosed in the segmented information. The nature of the segments and the activities they encompass are as follows:

**General Government Services**

The City Manager is the liaison between Council and the Town departments and staff. The Corporate Services Department supports the legislated activities of Council, and provides information to citizens with respect to Council/Committee processes, reporting procedures and decisions, and Town activities. Also included in General Government Services is the Finance Department, Information Technology, Human Resources, and Waterfront Area Plan Implementation.

**Protective Services**

Protection is comprised of fire protection, policing, and bylaw enforcement:

- Bylaw enforcement administers, monitors, and seeks compliance with the bylaws enacted by the Mayor and Council to regulate the conduct of affairs in the Town of Ladysmith.
- Fire protection is provided by the fire department, whose volunteer members receive compensation for each callout in which they take part.
- Policing is provided under contract with the RCMP operating from a detachment building located in and owned by the Town of Ladysmith.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 27 - Segmented Information (continued)**

**Transportation, Solid Waste and Cemetery**

The Transportation (Public Works) Department is responsible for the infrastructure of the Town. Public works provides and maintains Town's roads, sidewalks, street lights, signage and line markings, storm drainage and hydrants.

Solid Waste (Public Works) is responsible for the garbage collection, kitchen organics and recycling programs operating in the Town of Ladysmith. Solid waste collection is performed by a contractor.

Cemetery (Public Works) Department provides cemetery services including the maintenance of the cemetery grounds.

**Development**

The Development Services Department provides short-term and long-term land use planning services. Long-term Planning includes work with the community on reviewing the Town's Official Community Plan, developing new Neighbourhood Plans, the Trail Plan and the review of relevant bylaws. Short term Planning includes the processing of development applications.

The Town of Ladysmith's Development Services and Public Works Departments work together to regulate all construction within the Town. This is achieved through the use of the Town of Ladysmith's Building and Plumbing Bylaw, the British Columbia Building Code, the British Columbia Fire Code and other related bylaws and enactments with the Town of Ladysmith.

**Recreation and Culture**

The Parks, Recreation and Culture Department contribute to the quality of life and personal wellness of the community through the provision of a variety of special events, programs, services and facilities. The Frank Jameson Community Centre is the location where the majority of the programs are offered.

**Parks**

Parks includes and provides maintenance of beach area, trails, golf course, spray-park, ball parks, and any other civic grounds.

**TOWN OF LADYSMITH**  
**NOTES TO THE CONSOLIDATED FINANCIAL STATEMENTS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

---

**Note 27 - Segmented Information (continued)**

**Water**

Water includes all of the operating activities related to the treatment and distribution of water throughout the Town as well as ensuring clean and safe water to the Town, supplied through underground pipes and reservoirs,

**Sewer**

Sewer includes all of the operating activities related to the collection and treatment of waste water (sewage) and bio-solids composting throughout the Town as well as maintaining a separate system of underground pipes to collect sewer or waste water for proper treatment prior to discharging it.

**Note 28 – Subsequent Events**

- (a) On February 18, 2020, the electors approved an additional \$6 million dollars in long-term debt to increase the Town's water supply. This new debt has not been executed.
- (b) Subsequent to year-end, there was a global outbreak of COVID-19 (coronavirus), which has had a significant impact on municipalities through the restrictions put in place by the Canadian, provincial and municipal governments regarding travel, municipal operations and isolation/quarantine orders. At this time, it is unknown the extent of the impact the COVID-19 outbreak may have on the Town of Ladysmith as this will depend on future developments that are highly uncertain and that cannot be predicted with confidence. These uncertainties arise from the inability to predict the ultimate geographic spread of the disease, and the duration of the outbreak, including the duration of travel restrictions, office closures and disruptions, and quarantine/isolation measures that are currently, or may be put, in place by Canada and other countries to fight the virus.

**TOWN OF LADYSMITH**  
**STATEMENT OF OPERATIONS BY SEGMENT**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

**SCHEDULE I**

	<b>General Government</b>		<b>Protective Services</b>		<b>Transportation, Garbage &amp; Cemetery Services</b>		<b>Development Services</b>	
	<b>2019</b>	<b>2018</b>	<b>2019</b>	<b>2018</b>	<b>2019</b>	<b>2018</b>	<b>2019</b>	<b>2018</b>
<b>REVENUE</b>								
Tax	\$ 8,622,439	\$ 8,121,648	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Sale of services	75,809	48,504	93,554	84,976	685,985	679,009	-	-
Investment income & MFA Refunds	528,984	263,939	-	-	-	-	-	-
Licence, Permits, Rentals & Penalties	88,413	110,919	186,137	210,118	129,362	181,597	259,422	227,508
Grants	463,119	535,157	55,613	45,684	2,630	-	-	-
Donations & contributed property	-	16,000	200	-	1,476,165	229,490	-	-
Loss on foreign exchange	(15,931)	(51,120)	-	-	-	-	-	-
Gain (loss) on disposal	(47,138)	(1,205)	-	-	50,552	-	-	-
Development fees	-	-	-	-	67,000	-	-	-
Gas tax fund utilized	-	60,000	-	-	870,028	214,157	-	-
<b>Total revenue</b>	<b>9,715,695</b>	<b>9,103,841</b>	<b>335,504</b>	<b>340,778</b>	<b>3,281,723</b>	<b>1,304,253</b>	<b>259,422</b>	<b>227,508</b>
<b>EXPENSES</b>								
Contracted Services	507,875	625,463	747,895	1,078,113	682,000	796,183	62,575	66,582
Service Agreements/Grants In Aid	185,263	166,647	-	-	-	-	-	-
Insurance	56,798	75,556	25,302	21,523	-	5,035	-	-
Interest	23,824	5,912	32,185	24,501	-	-	-	-
Materials & Supplies	51,052	93,460	83,522	87,550	95,310	113,422	7,349	11,539
Utilities & Telephone	14,451	20,035	26,797	26,241	153,689	151,099	4,608	5,662
Wages & Benefits	1,735,904	1,662,778	302,391	299,033	916,015	939,000	475,630	471,407
Other	(33,525)	(183,413)	44,048	38,361	92,599	55,328	19,332	19,353
Amortization	238,370	232,555	180,881	167,589	867,385	818,927	4,128	4,128
<b>Total expenses</b>	<b>2,780,011</b>	<b>2,698,993</b>	<b>1,443,022</b>	<b>1,742,911</b>	<b>2,806,999</b>	<b>2,878,994</b>	<b>573,622</b>	<b>578,671</b>
<b>Surplus (Deficit)</b>	<b>\$ 6,935,683</b>	<b>\$ 6,404,848</b>	<b>\$ (1,107,518)</b>	<b>\$ (1,402,133)</b>	<b>\$ 474,724</b>	<b>\$ (1,574,741)</b>	<b>\$ (314,199)</b>	<b>\$ (351,163)</b>

**TOWN OF LADYSMITH**  
**STATEMENT OF OPERATIONS BY SEGMENT**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

**SCHEDULE I – CONTINUED**

Recreation & Culture Services		Parks Operations Services		Sewer Operations Services		Water Operations Services		Total Actual	Total Actual
2019	2018	2019	2018	2019	2018	2019	2018	2019	2018
\$ -	\$ -	\$ -	\$ -	\$ 1,219,735	\$ 1,093,742	\$ 1,758,181	\$ 1,476,454	\$ 11,600,354	\$ 10,691,844
565,681	582,075	20,057	34,310	1,466,705	1,296,801	1,068,323	1,006,296	3,976,114	3,731,971
-	-	-	-	-	-	-	-	528,984	263,939
319,430	201,741	-	-	20,534	17,546	14,854	15,996	1,018,152	965,424
921,240	206,676	11,267	16,984	-	-	5,388,626	2,853,538	6,842,495	3,658,040
137,000	35,144	50	6,000	357,191	32,540	144,343	29,040	2,114,949	348,214
-	-	-	-	-	-	-	-	(15,931)	(51,120)
-	-	-	-	(105,889)	-	(2,429)	-	(104,904)	(1,205)
-	-	10,000	-	-	43,000	-	-	77,000	43,000
6,085	123,914	2,902	-	14,229	-	-	-	893,245	398,071
<u>1,949,436</u>	<u>1,149,550</u>	<u>44,276</u>	<u>57,295</u>	<u>2,972,504</u>	<u>2,483,628</u>	<u>8,371,898</u>	<u>5,381,323</u>	<u>26,930,458</u>	<u>20,048,178</u>
365,151	338,806	182,667	70,461	226,401	241,093	235,867	133,276	3,010,431	3,349,977
-	-	-	-	-	-	-	-	185,263	166,647
46,852	39,772	4,304	4,180	39,425	17,297	11,220	11,210	183,901	174,573
28	210	-	-	173,823	182,458	143,780	28,798	373,639	241,880
132,637	151,321	120,573	95,350	175,014	170,104	139,235	117,907	804,693	840,653
206,542	217,964	7,612	7,345	153,428	144,441	14,755	11,086	581,882	583,872
1,869,742	1,881,723	459,391	443,250	540,003	559,911	618,386	462,277	6,917,463	6,719,378
41,547	27,927	83,809	76,555	217,479	212,236	215,089	206,923	680,377	453,270
235,038	230,257	235,611	233,732	1,328,429	1,260,213	400,075	388,631	3,489,917	3,336,032
<u>2,897,536</u>	<u>2,887,980</u>	<u>1,093,968</u>	<u>930,872</u>	<u>2,854,002</u>	<u>2,787,753</u>	<u>1,778,406</u>	<u>1,360,108</u>	<u>16,227,567</u>	<u>15,866,282</u>
<u>\$ (948,101)</u>	<u>\$ (1,738,430)</u>	<u>\$ (1,049,691)</u>	<u>\$ (873,578)</u>	<u>\$ 118,502</u>	<u>\$ (304,124)</u>	<u>\$ 6,593,492</u>	<u>\$ 4,021,215</u>	<u>\$ 10,702,891</u>	<u>\$ 4,181,896</u>

**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF TANGIBLE CAPITAL ASSETS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

**SCHEDULE II**

	<u>Land</u>		<u>Land Improvements</u>		<u>Buildings</u>		<u>Vehicle Furniture &amp; Equipment</u>		<u>Transportation</u>
	<u>2019</u>	<u>2018</u>	<u>2019</u>	<u>2018</u>	<u>2019</u>	<u>2018</u>	<u>2019</u>	<u>2018</u>	<u>2019</u>
<b>COST</b>									
Opening Balance	\$ 9,911,216	\$ 9,451,806	\$ 8,957,453	\$ 8,617,422	\$ 23,673,513	\$ 21,215,517	\$ 9,117,960	\$ 7,615,385	\$ 27,091,211
Add: Additions	581,000	459,410	316,082	340,031	148,941	2,457,996	195,898	1,503,780	2,175,360
Less: Disposals	-	-	14,150	-	108,246	-	382,112	1,205	19,346
Less: Write-downs	-	-	-	-	-	-	-	-	-
Closing Balance	<u>10,492,216</u>	<u>9,911,216</u>	<u>9,259,385</u>	<u>8,957,453</u>	<u>23,714,208</u>	<u>23,673,513</u>	<u>8,931,746</u>	<u>9,117,960</u>	<u>29,247,225</u>
 <b>ACCUMULATED AMORTIZATION</b>									
Opening Balance	-	-	3,467,017	3,225,903	6,722,614	6,101,426	4,503,637	4,040,969	15,984,274
Add: Amortization	-	-	253,398	241,114	667,338	621,188	513,123	462,668	626,464
Less: Write-downs	-	-	-	-	-	-	-	-	-
Less: Disposals	-	-	11,452	-	2,723	-	337,681	-	19,337
Closing Balance	<u>-</u>	<u>-</u>	<u>3,708,963</u>	<u>3,467,017</u>	<u>7,387,229</u>	<u>6,722,614</u>	<u>4,679,079</u>	<u>4,503,637</u>	<u>16,591,401</u>
 <b>Net Book Value</b>	<u><b>\$ 10,492,216</b></u>	<u><b>\$ 9,911,216</b></u>	<u><b>\$ 5,550,422</b></u>	<u><b>\$ 5,490,436</b></u>	<u><b>\$ 16,326,979</b></u>	<u><b>\$ 16,950,899</b></u>	<u><b>\$ 4,252,667</b></u>	<u><b>\$ 4,614,323</b></u>	<u><b>\$ 12,655,824</b></u>

**TOWN OF LADYSMITH**  
**CONSOLIDATED STATEMENT OF TANGIBLE CAPITAL ASSETS**  
**FOR THE YEAR ENDED DECEMBER 31, 2019**

**SCHEDULE II (CONTINUED)**

Linear Infrastructure										
Transportation	Sanitary Sewer		Storm		Water		Assets Under Construction		Total	
2018	2019	2018	2019	2018	2019	2018	2019	2018	2019	2018
\$ 26,843,386	\$ 35,946,824	\$ 35,914,284	\$ 8,708,158	\$ 8,607,481	\$ 16,937,080	\$ 16,713,617	\$ 4,786,319	\$ 2,997,471	\$ 145,129,734	\$ 137,976,369
247,825	347,413	32,540	554,482	100,677	909,647	223,463	11,735,065	4,017,206	16,963,887	9,382,928
-	1,933	-	444	-	11,360	-	404,868	2,228,358	942,459	2,229,563
-	-	-	-	-	-	-	-	-	-	-
27,091,211	36,292,304	35,946,824	9,262,196	8,708,158	17,835,367	16,937,080	16,116,516	4,786,319	161,151,162	145,129,734
15,385,190	8,811,591	7,822,993	2,430,628	2,312,727	5,517,832	5,212,353	-	-	47,437,593	44,101,561
599,084	991,814	988,598	123,385	117,901	314,395	305,479	-	-	3,489,917	3,336,032
-	-	-	-	-	-	-	-	-	-	-
-	1,567	-	444.00	-	8,931	-	-	-	382,135	-
15,984,274	9,801,838	8,811,591	2,553,569	2,430,628	5,823,296	5,517,832	-	-	50,545,375	47,437,593
<u>\$ 11,106,937</u>	<u>\$ 26,490,466</u>	<u>\$ 27,135,233</u>	<u>\$ 6,708,627</u>	<u>\$ 6,277,530</u>	<u>\$ 12,012,071</u>	<u>\$ 11,419,248</u>	<u>\$ 16,116,516</u>	<u>\$ 4,786,319</u>	<u>\$ 110,605,787</u>	<u>\$ 97,692,141</u>





TOWN OF LADYSMITH

## PROCLAMATION

### NATIONAL MISSING CHILDREN'S MONTH AND MISSING CHILDREN'S DAY

- WHEREAS:** *Child Find British Columbia, a provincial member of Child Find Canada, is a non-profit, registered charitable organization, incorporated in 1984: and*
- WHEREAS:** *The Mandate of Child Find British Columbia is to educate children and adults about abduction prevention; to promote awareness of the problem of missing children, and to assist in the location of missing children; and*
- WHEREAS:** *Child Find has recognized Green as the colour of Hope, which symbolizes a light in the darkness for all missing children; and*
- WHEREAS:** *Child Find's annual Green Ribbon of Hope Campaign will be held in the month of May, and May 25<sup>th</sup> is National Missing Children's Day;*
- THEREFORE,** *I, Aaron Stone, Mayor of the Town of Ladysmith, do hereby proclaim May as Child Find's Green Ribbon of Hope month and May 25<sup>th</sup> as National Missing Children's day. I urge our citizens to wear a green ribbon as a symbol of Hope for the recovery of all missing children; and to remain vigilant in our common desire to protect and nurture the youth of our Province.*

---

Mayor A. Stone

May 1, 2020

## STAFF REPORT TO COUNCIL

**Report Prepared By:** Christina Hovey  
**Meeting Date:** May 5, 2020  
**File No:** 3060-20-08  
**RE:** DEVELOPMENT PERMIT FOR A COACH HOUSE – 517 SYMONDS STREET

---

### RECOMMENDATION:

That Council:

1. Issue Development Permit 3060-20-08 for a coach house dwelling at 517 Symonds Street; and
2. Authorize the Mayor and Corporate Officer to sign Development Permit 3060-20-08.

### EXECUTIVE SUMMARY:

A coach house is proposed on the laneway at 517 Symonds Street. Staff recommend that Council issue Development Permit No. 3060-20-08 because the proposal is generally consistent with the guidelines for Development Permit Area 10 – Coach House Intensive Residential (DPA 10).

### PREVIOUS COUNCIL DIRECTION:

None.

### INTRODUCTION/BACKGROUND:

The applicant is proposing a 60m<sup>2</sup>, one storey coach house dwelling along the laneway at 517 Symonds Street. There is an existing single family dwelling on the property as well as an accessory building. The accessory building will need to be removed before the proposed coach house can be constructed.



The subject property, 517 Symonds Street, is located between Fifth and Sixth Avenues on the south side of Symonds Street. The property is surrounded by other residential properties.

**ANALYSIS:**

The subject property is designated Single Family Residential in the OCP, and is within the Old Town Residential Zone (R-2) in the Zoning Bylaw. The proposal is consistent with the OCP designation and the zoning regulations. The subject property is within Development Permit Area 10 – Coach House Intensive Residential (DPA 10), therefore a development permit (DP) is required to authorize the proposed coach house.

**Development Permit Area:**

The purpose of DPA 10 is to provide guidance for the design and placement of coach houses on residential parcels. The proposed development has been reviewed for consistency with DPA 10 and is generally consistent with the DPA 10 guidelines. Table 1 provides observations about the proposal's consistency with the DPA 10 guidelines.

**Table 1: Summary of Proposal's Consistency with DPA 10 Guidelines**

<b>Guidelines</b>	<b>Observations</b>
<b>Building Character &amp; Design</b>	<ul style="list-style-type: none"><li>• The coach house is one storey so it does not overpower the principal building or neighbouring buildings. It is not expected to impact the sun exposure or views of neighbouring properties and overlook is not an issue.</li><li>• The coach house is designed with the recommended 6:12 roof pitch and has wooden accents and trim to add visual interest.</li><li>• Large windows are proposed to face the principal residence; however, screening between the coach house and the principal residence has been provided for privacy.</li></ul>
<b>Accessibility &amp; Livability</b>	<ul style="list-style-type: none"><li>• A continuous pathway leads from Symonds Street to the entrance of the coach house.</li><li>• The address of the coach house will be placed on a post at the front of the parcel, visible from Symonds Street.</li><li>• To create a connection between the laneway and the coach house:<ul style="list-style-type: none"><li>○ The stairway leading to the entrance of the coach house is facing the lane.</li><li>○ A series of windows along the rear elevation provide visual interest and outlook to the lane from the coach house.</li></ul></li><li>• Lighting at the entrance to the coach house will provide some light to the lane at night.</li></ul>
<b>Landscaping</b>	<ul style="list-style-type: none"><li>• A screened garbage and recycling storage area will be provided for the resident(s) of the coach house.</li><li>• A 10.8m<sup>2</sup> amenity space is proposed adjacent to the living area, to be accessed via French doors. The amenity area will be screened by a 1.2m high cedar fence.</li><li>• Landscaping is proposed for the area between the lane and the coach house.</li></ul>

Guidelines	Observations
<b>Energy Conservation, Rainwater Management, &amp; Water Conservation</b>	<ul style="list-style-type: none"> <li>• The parking pad, pathway, and amenity area are proposed to be permeable surfaces.</li> <li>• A rain barrel is proposed to capture rainwater from the roof of the coach house.</li> </ul>

**ALTERNATIVES:**

Council can choose not to issue Development Permit 3060-20-08, where the refusal is based upon determination that the application does not meet the DPA 10 – Coach House Intensive Residential guidelines.

**FINANCIAL IMPLICATIONS:**

None.

**LEGAL IMPLICATIONS:**

The subject property is within DPA 10, so a DP is required prior to issuance of a Building Permit.

If the DP is refused, reasons must be given based on the DPA 10 guidelines, since the issuance of a DP is not a completely discretionary decision of Council.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

N/A

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

The application was referred to the Engineering Department and the Building Inspector. Their comments have been incorporated into the draft DP and/or will be addressed through the Building Permit.

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:**

- |   |  |
|---|--|
| <input checked="" 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 type="checkbox"/> Not Applicable                         |  |

**ALIGNMENT WITH STRATEGIC PRIORITIES:**

- |   |   |
|---|---|
| <input type="checkbox"/> Infrastructure       | <input type="checkbox"/> Economy        |
| <input checked="" type="checkbox"/> Community | <input type="checkbox"/> Not Applicable |
| <input type="checkbox"/> Waterfront           |   |

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

Draft Development Permit 3060-20-08



## TOWN OF LADYSMITH DEVELOPMENT PERMIT

(Section 489 *Local Government Act*)

FILE NO: 3060-20-08

DATE: May 5, 2020

---

Name of Owner(s) of Land (Permittee): Karl Matthew Crucil and Maria Constanza Antonia Crucil

Applicant: Dan Langill (Langill Electric Ltd.)

Subject Property (Civic Address): 517 Symonds Street

---

1. This Development Permit is subject to compliance with all of the bylaws of the Town of Ladysmith applicable thereto, except as specifically varied by this Permit.

2. This Permit applies to and only to those lands within the Town of Ladysmith described below:

**Lot B of an unnumbered portion of the Oyster District Plan EPP88327**  
**PID: 030-705-401**  
(referred to as the "Land")

3. This Permit has the effect of authorizing the issuance of a building permit for the construction of a coach house dwelling on the Land in accordance with the plans and specifications attached to this Permit, and subject to all applicable laws.

4. This Permit does not have the effect of varying the use or density of the Land specified in Zoning Bylaw 2014, No. 1860.

5. The Permittee, as a condition of the issuance of this Permit, agrees to:

(a) Develop the land as shown in **Schedule A – Site Plan**, including:

- i. A minimum 7.5m<sup>2</sup> permeable amenity area, screened with a 1.2m fence, for the use of the resident(s) of the coach house.
- ii. A signpost, visible from Symonds Street, displaying the coach house address.
- iii. A 0.9m wide continuous permeable path from Symonds Street to the coach house entrance.
- iv. A permeable parking area for the resident(s) of the coach house.
- v. A screened garbage and recycling storage area for the resident(s) of the coach house.

Page 1  
of

- vi. A minimum 1.5m wide landscaped area between the coach house and the laneway.
  - (b) Construct a coach house dwelling with a maximum gross floor area of 60m<sup>2</sup> in accordance with **Schedule B – Elevation Plans**, including:
    - i. Placing exterior lighting on the front elevation of the coach house, near the entrance.
    - ii. Placing steps to the coach house entrance facing the laneway.
    - iii. Providing windows facing the laneway as shown on the right elevation.
  - (c) Provide a minimum of one rain barrel to capture rainwater from the roof of the coach house.
- 6. If the Permittee does not substantially start any construction permitted by this Permit within **two years** of the date of this Permit as established by the authorizing resolution date, this Permit shall lapse.
  - 7. The plans and specifications attached to this Permit are an integral part of this Permit.
  - 8. Notice of this Permit shall be filed in the Land Title Office at Victoria under s.503 of the *Local Government Act*, and upon such filing, the terms of this Permit (**3060-20-08**) or any amendment hereto shall be binding upon all persons who acquire an interest in the land affected by this Permit.
  - 9. This Permit prevails over the provisions of the Bylaw in the event of conflict.
  - 10. Despite issuance of this Permit, construction may not start without a Building Permit or other necessary permits.

**AUTHORIZING RESOLUTION PASSED BY THE COUNCIL OF THE TOWN OF LADYSMITH ON THE \_\_\_\_ DAY OF \_\_\_\_ 2020.**

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

\_\_\_\_\_  
Corporate Officer (D. Smith)

**I HEREBY CERTIFY** that I have read the terms and conditions of the Development Permit contained herein. I understand and agree that the Town of Ladysmith has made no representations, covenants, warranties, guarantees, promises or agreements (verbal or otherwise) with **Karl Matthew Crucil or Maria Constanza Antonia Crucil** other than those contained in this Permit.

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Title

\_\_\_\_\_  
Occupation

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Witness

\_\_\_\_\_  
Title

\_\_\_\_\_  
Occupation

\_\_\_\_\_  
Date

\_\_\_\_\_  
Date



36 511

ADDRESS POST FOR  
 BOTH RESIDENCES

.9 M UNOBSTRUCTED  
 PATHWAY TO  
 CARRIAGE HOUSE

8 992.3

EXISTING HOUSE  
 116 SQ. M.

3 000

517 SYMONDS STREET  
 LOT B PLAN EPP88327  
 LOT AREA = 668 SQ. M.

2 500

LOT AREA = 668 SQ. M.  
 BUILDING AREA  
 BOTH RESIDENCES = 176 SQ. M.  
 LOT COVERAGE = 27%

1 850.4

7 219.5

9 220.2

8 296.3

.9 M UNOBSTRUCTED  
 PATHWAY TO  
 CARRIAGE HOUSE

6ft CEDAR FENCE SCREEN

SCREENED AMENITY  
 SPACE 10.8 SQ. M.

1 524

refuse  
 enclosure  
 wood fence  
 and gate

conc. landing  
 and conc. steps

60 SQ. M.  
 (645 Sq. Ft.)

CARRIAGE HOUSE

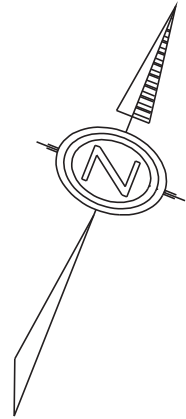
6 502.4

5.8 X 5.8  
 PERMEABLE  
 PARKING PAD  
 34 SQ. M.

1 600

LANDSCAPE BUFFER

6ft CEDAR FENCE SCREEN



SITE PLAN

SCALE 1 : 150 METRIC

LANE  
 Page 69 of 166

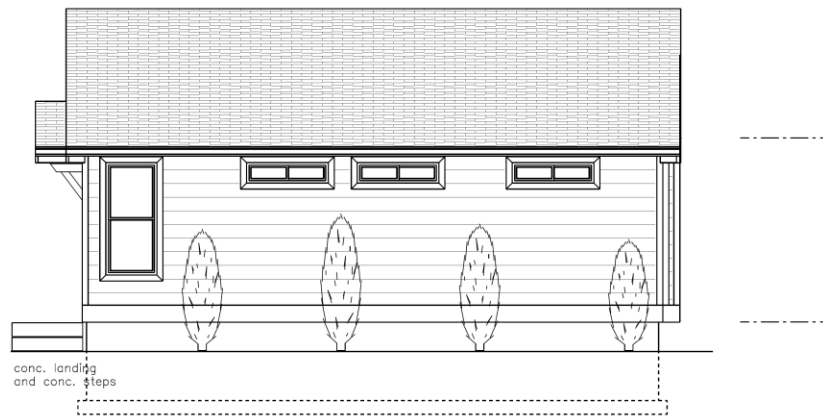
STRAIGHT STREET DESIGN LTD  
 1194 COLLEGE DRIVE NANAIMO  
 KENNETH BRAULT 250 753 9958

MAX ALLOWABLE ROOF PEAK ELEV. 52.19 M.  
 PROPOSED ROOF PEAK ELEVATION 52.09 M.



## LEFT ELEVATION

SCALE: 1/4" = 1'-0"



## RIGHT ELEVATION

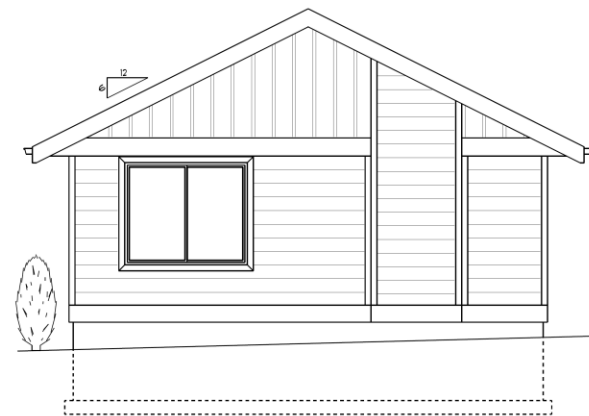
SCALE: 1/4" = 1'-0"

Facing Lane



## FRONT ELEVATION

SCALE: 1/4" = 1'-0"



## REAR ELEVATION

SCALE: 1/4" = 1'-0"

### \*Notes:

- 1) Porch above entrance on the FRONT ELEVATION may be extended to match the width of the stairs.
- 2) Exterior lighting is to be provided near the entrance on the FRONT ELEVATION.
- 3) Window on REAR ELEVATION may be resized to comply with the requirements of the BC Building Code.

## STAFF REPORT TO COUNCIL

**Report Prepared By:** Chris Geiger, Fire Chief  
**Meeting Date:** May 5, 2020  
**File No:**  
**RE:** COWICHAN VALLEY FIRE DEPARTMENT REGIONAL MUTUAL AID  
**AGREEMENT**

---

### RECOMMENDATION:

That Council direct the Mayor and the Corporate Officer to sign the Cowichan Valley Fire Department Regional Mutual Aid Agreement.

### EXECUTIVE SUMMARY:

This agreement is regional and far reaching, spanning geography from North Oyster to the Malahat. This agreement provides Ladysmith access to resources and equipment (some of it specialized) that may be required to effectively manage emergencies within the Town of Ladysmith Fire Protection Area. It also allows Ladysmith to share equipment and resources, and provide assistance to member departments.

### PREVIOUS COUNCIL DIRECTION

N/A

### INTRODUCTION/BACKGROUND:

Implementing a single, regional mutual aid agreement provides fire departments the ability to legally and promptly access resources should they be needed and available, allow all parties to terminate any outdated or other existing agreements, and operate under a single agreement. However, this regional mutual aid agreement would also not prevent the parties from entering into any one-off agreement as they see fit.

The Cowichan Valley Fire Department Regional Mutual Aid Agreement has been reviewed by the Cowichan Valley Fire Chiefs Association, individual Fire Chiefs, CVRD Public Safety, CVRD Legislative Services and CVRD legal counsel. All the chiefs have contributed towards the language and development of the agreement and support implementation. The Fire Chiefs have also expressed concerns that existing mutual aid agreements are either out of date, too difficult to administer, or are narrowly focused and do not represent a regional approach. All the Fire Departments have agreed that mutual aid has proven to be a valuable tool for assistance between the fire departments.

**ALTERNATIVES:**

Council may choose not to enter into the Mutual Aid Agreement with the Cowichan Valley Fire Department.

**FINANCIAL IMPLICATIONS:**

This Regional Mutual Aid Agreement is a no-charge reciprocal system of emergency response and assistance available to local Fire Departments throughout the region. Anecdotally, Ladysmith Fire/Rescue tends to respond to mutual aid requests more often than requesting them.

**LEGAL IMPLICATIONS:**

N/A

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

N/A

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

N/A

**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"/> Infrastructure | <input type="checkbox"/> Economy                   |
| <input type="checkbox"/> Community      | <input checked="" type="checkbox"/> Not Applicable |
| <input type="checkbox"/> Waterfront     |  |

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

Letter from Cowichan Valley Regional District dated April 14, 2020  
Cowichan Valley Fire Department Regional Mutual Aid Agreement



175 Ingram Street  
Duncan, BC V9L 1N8  
www.cvr.bc.ca

Office: 250.746.2500  
Fax: 250.746.2513  
Toll Free: 1.800.665.3955

April 14, 2020

The Town of Ladysmith  
PO Box 220-410 Esplanade  
**LADYSMITH BC V9G 1A2**  
**ATTENTION: Guillermo Ferrero**

Please accept the attached Cowichan Valley Fire Department Regional Mutual Aid Agreement for your review and consideration. The CVRD Board approved entering into agreement with the eight other authorities having jurisdiction over their fire departments.

Mutual Aid Agreements provide an opportunity to obtain valuable resources when required during an emergency when Fire Departments may find that their own resources quickly become strained. This necessitates obtaining additional resources. The ability to share resources is an effective, cost-efficient method to supplement existing resources. This Regional Mutual Aid Agreement is a no-charge reciprocal system of emergency response and assistance available to local Fire Departments throughout the region.

Implementing a single, regional mutual aid agreement provides the ability of fire departments to legally and promptly access resources should they be needed and available, allow all parties to terminate any outdated or other existing agreements, and operate under a single agreement. However, this regional mutual aid agreement would also not prevent the parties from entering into any one-off agreement as they see fit.

The Cowichan Valley Fire Department Regional Mutual Aid Agreement has been reviewed by the Cowichan Valley Fire Chiefs Association, individual Fire Chiefs, CVRD Public Safety, CVRD Legislative Services and CVRDs legal counsel. All the chiefs have contributed towards the language and development of the agreement and support implementation. The Fire Chiefs have also expressed concerns that existing mutual aid agreements are either out of date, too difficult to administer, or are narrowly focused and do not represent a regional approach. All the Fire Departments have agreed that mutual aid has proven to be a valuable tool for assistance between the fire departments.

This agreement may be signed in counterparts, each of which shall be an original and all of which, when taken together, shall be one and the same document. Once complete the CVRD will send each jurisdiction a final signed copy. Please sign enclosed agreement and return to:

The Cowichan Valley Regional District  
175 Ingram Street  
**DUNCAN BC V9L 1N8**  
**ATTENTION: Public Safety Division**

If you have any questions please do not hesitate to contact me.

Regards,

Jason deJong, ECFO  
Fire Rescue Services Coordinator

Enclosure: (1)  
JJ/ge

**AGREEMENT FOR SERVICES**

**THIS AGREEMENT** dated for reference this \_\_\_\_\_ day of \_\_\_\_\_, 2020.

BETWEEN:

**COWICHAN VALLEY REGIONAL DISTRICT**

175 Ingram Street  
Duncan BC V9L 1N8

**(the "Regional District")**

AND:

**THE CITY OF DUNCAN**

PO BOX 820  
200 Craig Street  
Duncan BC V9L 3Y2

**("Duncan")**

AND:

**THE DISTRICT OF NORTH COWICHAN**

PO BOX 278  
7030 Trans Canada Highway  
Duncan BC V9L 3X4

**("North Cowichan")**

AND:

**THE TOWN OF LAKE COWICHAN**

PO BOX 860  
39 South Shore Road  
Lake Cowichan BC V0R 2G0

**("Lake Cowichan")**

AND:

**THE TOWN OF LADYSMITH**

PO BOX 220  
410 Esplanade  
Ladysmith BC V9G 1A2

**("Ladysmith")**

AND:

**THE COWICHAN BAY IMPROVEMENT DISTRICT**

PO BOX 1039  
Duncan BC V9L 3Y2

**("Cowichan Bay")**

AND:

**THE MILL BAY FIRE PROTECTION DISTRICT**

PO BOX 192  
Mill Bay BC V0R 2P0

**("Mill Bay")**

AND:

**THE SHAWNIGAN LAKE IMPROVEMENT DISTRICT**

PO BOX 3  
Shawnigan Lake BC V0R 2W0

**("Shawnigan")**

AND:

**THE THETIS ISLAND IMPROVEMENT DISTRICT**

PO BOX 2-1  
Thetis Island BC V0R 2Y0

**("Thetis Island")**

(hereinafter called the "Parties")

**WHEREAS:**

- A. Under section 263(1)(b) of the *Local Government Act*, the CVRD may make agreements with a public authority respecting the undertaking, provision and operation of its services;
- B. Each of the Parties is a public authority as defined in the Schedule to the *Community Charter* which applies to all the Parties because of section 2 of the Schedule to the *Local Government Act*;
- C. Duncan, North Cowichan, Lake Cowichan and Ladysmith have the power under sections 8(1) and 11(2) of the *Community Charter* to make this Agreement;

- D. Cowichan Bay, Mill Bay, Shawnigan and Thetis Island have the power under their respective letters patent and under section 697(1) and 697(2)(g) of the *Local Government Act* to make this Agreement;
- E. All of the Parties provide the service of fire protection and maintain their own Emergency Resources; and
- F. The Parties consider it to be to their mutual benefit to co-operate in the fighting of fires and other emergency-related incidents.

**NOW THEREFORE, THIS AGREEMENT WITNESSES** that in consideration of the mutual covenants and provisions herein contained, the Parties covenant and agree as follows:

## **1.0 DEFINITIONS**

### **1.1 In this Agreement:**

- a) **"Ancillary Equipment"** means firefighting, emergency and lifesaving equipment, and water supply.
- b) **"Area of Jurisdiction"** means the territorial area over which each Party has legal authority to provide Emergency Operations services.
- c) **"Emergency"** includes any or all of the following:
  - 1. Fire Emergency;
  - 2. Rescue Emergency;
  - 3. Medical Emergency; and
  - 4. Emergency Standby Services.
- d) **"Emergency Operations"** means fire suppression, First Responder Program medical aid, auto extrication and rescue, and Emergency Standby Services.
- e) **"Emergency Resources"** means persons and equipment designated by a Party for the purpose of Emergency Operations, all or a portion of which may be made available to the other Party to assist in Emergency Operations, but does not include Ancillary Equipment.
- f) **"Emergency Standby Services"** means the provision of Emergency Resources by the Providing Party to the fire station of the Requesting Party for the purpose of standing by in the event that an Emergency occurs in the Requesting Party's Area of Jurisdiction that cannot be brought under control by the use of local Emergency Resources within the Requesting Party's Area of Jurisdiction.
- g) **"Fire Chief"** means the Fire Chief of a Party and includes any person appointed or designated by the Fire Chief to act on behalf of the Fire Chief.



- h) **"Fire Emergency"** means a real or anticipated fire that, in the opinion of the Fire Chief or Officer in Charge, endangers the lives, safety, welfare, or well-being of people, or the safety or fabric of buildings or structures and that cannot be brought under control by the use of local firefighting resources within the Area of Jurisdiction.
- i) **"First Responder Program"** means an emergency medical assistants training program established under the *Emergency Health Services Act* and its regulations.
- j) **"Incident Commander"** means the individual responsible and in charge of an Emergency in accordance with the BC Emergency Management System incident command system or as defined in the applicable fire department or regional district operational guidelines and bylaws.
- k) **"Medical Emergency"** means a real or anticipated medical emergency that, in the opinion of the Fire Chief or Officer in Charge, endangers the lives, safety, welfare, or well-being of people and that cannot be brought under control by the use of local Emergency Resources within the Requesting Party's Area of Jurisdiction.
- l) **"Officer in Charge"** means the senior officer of a fire department in attendance at an Emergency.
- m) **"Party"** means a Party to this Agreement.
- n) **"Providing Party"** means a Party receiving a request for assistance under this Agreement.
- o) **"Requesting Party"** means a Party requesting assistance under this Agreement.
- p) **"Rescue Emergency"** means a real or anticipated rescue assistance situation that, in the opinion of the Fire Chief or the Officer in Charge, endangers the lives, safety, welfare, or well-being of people, or the safety or fabric of buildings or structures and that cannot be brought under control by the use of local Emergency Resources within the Requesting Party's Area of Jurisdiction.

## 2.0 COOPERATIVE ASSISTANCE

- 2.1 The Parties agree to provide Emergency Operations services to each other's Area of Jurisdiction in accordance with the terms of this Agreement.
- 2.2 Subject to Article 4.0, each Providing Party shall, upon request of the Officer in Charge of the Requesting Party, dispatch Emergency Resources to assist in Emergency Operations in the Requesting Party's Area of Jurisdiction, as authorized by their respective bylaws.
- 2.3 Parties participating in this Agreement are responsible for advising the Requesting Party of their service level, capability of providing Emergency Standby Services, and confirming that their provision of Emergency Standby Services is supported by appropriate operational guidelines, policy and periodic interagency training.
- 2.4 As a courtesy, each Party agrees to inform the other Party when a request for assistance is a possibility, including under circumstances where a Party has declared a state of local emergency pursuant to the *Emergency Program Act*.

### **3.0 OPERATION MANAGEMENT AND JURISDICTIONS**

- 3.1 The incident command system will be used at all Emergencies under this Agreement. The Officer in Charge of the Requesting Party shall be in command of fire crews of the Providing Parties and will communicate with all fire departments in a manner to ensure coordinated operations.
- 3.2 The Incident Commander at the location of an Emergency shall direct use of Emergency Resources and Ancillary Equipment, and in the case of Emergency Resources and Ancillary Equipment supplied by a Providing Party, the Incident Commander shall give direction to the Officer in Charge of the Providing Party.
- 3.3 Any and all agents, servants or employees of each of the Parties, while engaged in the performance of any work or services required to be performed by the Parties under this Agreement shall not be considered employees of any other Party and a Party shall not be responsible for any act or omission of any person other than one of its own agents, servants, or employees, except as provided in this Agreement.
- 3.4 Each Party to this Agreement will retain decision-making authority within their own Area of Jurisdiction
- 3.5 Where a Fire Chief or Officer in Charge determines that an Emergency exists, he or she may in his or her sole and absolute discretion decide whether to request assistance response from another Party.

### **4.0 AVAILABILITY OF EMERGENCY RESOURCES**

- 4.1 The Fire Chief of a Providing Party shall determine whether Emergency Resources under his or her jurisdiction are available to be dispatched for the purposes of section 2.2 of this Agreement depending on whether the emergency equipment is in good repair and the Emergency Resources are not required or anticipated to be required in the Providing Party's Area of Jurisdiction. The Fire Chief of the Providing Party shall communicate that decision to the Fire Chief or Officer in Charge of the Requesting Party as soon as is reasonably possible.
- 4.2 Nothing in this Agreement shall be interpreted as requiring a Fire Chief of a Providing Party to dispatch or make available Emergency Resources to a Requesting Party where the Fire Chief reasonably considers that the Emergency Resources are or may be required by the Providing Party.
- 4.3 A Requesting Party shall not request assistance in Emergency Operations unless or until its Emergency Resources are deployed or are in use to deal with an Emergency, except where it requires specialized equipment that it does not possess and the other Party does possess.
- 4.4 The Fire Chief of the Providing Party has discretion regarding the number of personnel and type of equipment that may be dispatched under this Agreement.
- 4.5 Where the safety of Emergency Resources and Ancillary Equipment is a concern, or where good fire-fighting practices are not applied, the Officer in Charge of the Providing Party has sole discretion on the application and following of directions given by the Officer

in Charge of the Requesting Party, as these directions relate to the Emergency Resources and Ancillary Equipment of the Providing Party.

- 4.6 Emergency Resources and Ancillary Equipment supplied by a Providing Party pursuant to this Agreement may be recalled at any time if the Fire Chief of the Providing Party has determined in his or her sole discretion that it is required in the Providing Party's Area of Jurisdiction.

## **5.0 EQUIPMENT AND WATER SUPPLY**

- 5.1 Notwithstanding any other provision of this Agreement, Ancillary Equipment (including, but not limited to port-a-tanks) must be provided by the fire department of the Requesting Party and such equipment must not be dispatched outside the respective Areas of Jurisdiction of the Parties, except in cases of immediate need where the Requesting Party does not have the requisite Ancillary Equipment, and where the Providing Party has a duplication of the requisite Ancillary Equipment.
- 5.2 When responding to an Emergency, each Party to this Agreement will have the use of the closest water supply of another Party, regardless of jurisdiction, if the factors of time, life, and safety warrant.

## **6.0 COST**

- 6.1 Emergency Resources and Ancillary Equipment supplied by a Providing Party under this Agreement shall be supplied at the expense of the Providing Party and that Party shall not demand reimbursement from the Requesting Party except as set forth in section 6.2 of this Agreement.
- 6.2 Ancillary Equipment supplied to a Requesting Party under this Agreement, and used by the Requesting Party, shall be the responsibility of the Requesting Party and any loss or damage to the equipment shall be the responsibility of the Requesting Party. In extreme cases, firefighting consumables may be requested for replacement or reimbursement to the providing party.

## **7.0 EMERGENCY RESOURCES**

- 7.1 The Requesting Party may, at any time during an Emergency, and as a matter of caution, request additional Emergency Resources from a Providing Party should the Incident Commander determine that this assistance will be beneficial in mitigating the Emergency, or that it may provide an additional level of safety to personnel.
- 7.2 A Requesting Party may request Emergency Resources of the other Parties to be on standby, if all the Requesting Party's Emergency Resources are out of service due to a prolonged incident or unforeseen Emergency. The Fire Chiefs of the Requesting and Providing Parties shall determine what Emergency Resources will be required, how and where these standby Emergency Resources will be staged.
- 7.3 The Parties agree that, except as provided in section 6.2 and 10.1, no money payments will be made between the Parties with respect to costs incurred by a Providing Party providing Emergency Resources or Ancillary Equipment under this Agreement.

## **8.0 FIRE CHIEF'S OR OFFICER'S IN CHARGE DETERMINATION**

- 8.1 The determination of a Fire Chief or Officer in Charge on any matter that he or she has authority to determine under this Agreement shall be final.

## **9.0 RELEASES OF RESOURCES**

- 9.1 As soon as the Emergency giving rise to the request for assistance has been brought under control, Emergency Resources and Ancillary Equipment supplied under this Agreement shall be released first before any of the Requesting Party's Emergency Resources or Ancillary Equipment are released.

## **10.0 INDEMNIFICATION**

- 10.1 The Requesting Party shall indemnify and save harmless the Providing Party, its elected and appointed officers and officials, employees, agents, and servants from any and all claims, causes of action, suits and demands whatsoever arising out of the assistance rendered by the Providing Party, its elected and appointed officers and officials, employees, agents, and servants under this Agreement, the failure to respond to a request for assistance pursuant to this Agreement, or, the failure to render adequate assistance under this Agreement, except where the Responding Party, or any of its elected or appointed officers or officials, employees, agents, or servants, has in relation to the provision of assistance under this Agreement, been negligent.
- 10.2 In the event that a Party acts independently of a request for assistance under this Agreement by a Requesting Party, then the Party shall not be entitled to indemnity pursuant to section 10.1, but shall be responsible for their own legal liabilities and shall accordingly indemnify and save harmless the Requesting Party under this Agreement for any and all liabilities, actions, damages and claims of whatever nature or kind arising out of the independent act of the Party.
- 10.3 No Party to this Agreement shall be liable in damages to any other Party for failing to respond to a request for assistance under this Agreement or for failure to render adequate assistance under this Agreement.

## **11.0 INSURANCE**

- 11.1 Each Party shall procure and maintain in force at their own cost during the Term of this Agreement a comprehensive general liability insurance policy, policies, or program with a limit of not less than Five MILLION (\$5,000,000.00) DOLLARS inclusive per occurrence for bodily injury (including death), personal injury and property damage. The policy, policies, or program must include but not be limited to the following coverage/provisions:
- (a) all premises and operations necessary or incidental to the performance of this Agreement;
  - (b) products and completed operations;
  - (c) "Broad Form" property damage;
  - (d) blanket contractual liability; and

(e) cross liability.

11.2 In the event that a Party proposes to withdraw from insurance coverage provided by the Municipal Insurance Association (MIA), the withdrawing Party shall provide the other parties with a minimum ninety (90) days' written notice of the proposed effective date of withdrawal from MIA so that each of the other Parties may either satisfy itself, in its sole discretion, that appropriate insurance coverage will be in place for the remainder of the Term or serve notice of withdrawal from this Agreement on the withdrawing Party pursuant to section 12.1 of this Agreement.

11.3 Each Party shall maintain WorkSafe BC coverage and other required occupation health and safety coverage for its own personnel.

## **12.0 WITHDRAWAL**

12.1 Any Party may withdraw from this Agreement by providing sixty (60) days' written notice, delivered in accordance with this Agreement, to the other Parties.

## **13.0 WAIVER AND AMENDMENTS**

13.1 The waiver by a Party or Parties of any failure on the part of another Party or Parties to perform in accordance with any of the terms or conditions of this Agreement must not be construed as a waiver of any future or continuing failure, whether similar or dissimilar.

13.2 This Agreement may only be amended by written agreement of the Parties in the form of a formal amending agreement.

## **14.0 NOTICE**

14.1 It is hereby mutually agreed that any notice required to be given under this Agreement will be deemed to be sufficiently given if:

- (a) Delivered at the time of delivery; and
- (b) Mailed from any government post office in the Province of British Columbia by prepaid registered mail addressed as follows:

if to CVRD:  
175 Ingram Street  
Duncan, BC V9L 1N8  
Attention: Jason de Jong  
Email: Jason.DeJong@cverd.bc.ca

if to Duncan:  
P.O. BOX 820  
Duncan, BC V9L 3Y2  
Attention: Paige MacWilliam  
Email: paige@duncan.ca

if to North Cowichan:  
P.O. BOX 278  
Duncan, BC V9L 3X4  
Attention: Mark Frame  
Email: mark.frame@northcowichan.ca

if to Lake Cowichan:  
P.O. BOX 860  
Lake Cowichan, BC V0R 2G0  
Attention: Joe Fernandez  
Email: jfernandez@lakecowichan.ca

if to Ladysmith:  
P.O. BOX 220  
Ladysmith, BC V9G 1A2  
Attention: Guillermo Ferrero  
Email: gferrero@ladysmith.ca

if to Cowichan Bay:  
P.O. BOX 1039  
Duncan, BC V9L 3Y2  
Attention: Gordon Fraser  
Email: cbid@cbvfr.com

if to Mill Bay:  
P.O. BOX 192  
Mill Bay, BC V0R 2P0  
Attention: David Slade  
Email: dslade@telus.net

if to Shawnigan:  
P.O. BOX 3  
Shawnigan Lake, BC V0R 3W0  
Attention: Chris Shields  
Email: info@shawniganimprovementdistrict.com

if to Thetis Island:  
P.O. BOX 2 – 1  
Thetis Island, BC V0R 2Y0  
Attention: Keith Rush  
Email: keithrush17@gmail.com

Unless otherwise specified herein, any notice required to be given under this Agreement by any Party will be deemed to have been given if mailed by prepaid registered mail, or sent by facsimile transmission, or delivered to the address of the other party set forth on the first page of this Agreement or at such other address as the other Party may from time to time direct in writing, and any such notice will be deemed to have been received if mailed or faxed, seventy-two (72) hours after the time of mailing or faxing and, if delivered, upon the date of delivery. If normal mail service or facsimile service is interrupted by strike,

slow down, force majeure or other cause, then a notice sent by the impaired means of communication will not be deemed to be received until actually received, and the party sending the notice must utilize any other such services which have not been so interrupted or must deliver such notice in order to ensure prompt receipt thereof.

## **16.0 HEADINGS**

- 16.1 Section and paragraph headings are inserted for identification purposes only and do not form a part of the Agreement.

## **17.0 LANGUAGE**

- 17.1 Wherever the singular or neuter are used throughout this Agreement, the same shall be construed as meaning the plural or the body corporate or politic as the context so requires.

## **18.0 LAW APPLICABLE**

- 18.1 This Agreement shall be construed in accordance with, and governed by, the laws applicable in the Province of British Columbia.

## **19.0 COUNTERPARTS**

- 19.1 This Agreement may be executed in counterparts, each of which shall be an original and all of which, when taken together, shall be deemed to be one and the same instrument, notwithstanding variations in format or file designation which may result from the electronic transmission, storage and printing of copies of this Agreement from separate computers or printers. Facsimile or scanned signatures shall be treated as original signatures

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

**COWICHAN VALLEY REGIONAL DISTRICT** by )  
its authorized signatories: )

\_\_\_\_\_) )  
Name: )

\_\_\_\_\_) )  
Name: )

**THE CITY OF DUNCAN** by its authorized )  
signatories: )

\_\_\_\_\_) )  
Name: )

\_\_\_\_\_) )  
Name: )

**THE DISTRICT OF NORTH COWICHAN** by its )  
authorized signatories: )  
 )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )

**THE TOWN OF LAKE COWICHAN** by its )  
authorized signatories: )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )

**THE TOWN OF LADYSMITH** by its authorized )  
signatories: )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )

**THE COWICHAN BAY IMPROVEMENT** )  
**DISTRICT** by its authorized signatories: )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )

**THE MILL BAY FIRE PROTECTION DISTRICT** )  
by its authorized signatories: )  
 )  
\_\_\_\_\_)  
Name: )  
 )  
\_\_\_\_\_)  
Name: )



**THE SHAWNIGAN IMPROVEMENT DISTRICT** )  
by its authorized signatories: )

\_\_\_\_\_)  
Name: )

\_\_\_\_\_)  
Name: )

**THE THETIS ISLAND IMPROVEMENT** )  
**DISTRICT** by its authorized signatories: )

\_\_\_\_\_)  
Name: )

\_\_\_\_\_)  
Name: )

## STAFF REPORT TO COUNCIL

**Report Prepared By:** Erin Anderson, Director of Financial Services

**Meeting Date:** May 5, 2020

**File No:** 1820-01

**RE:** **ADJUSTMENTS TO WATER BILLING ACCOUNTS**

---

### **RECOMMENDATION:**

That Council approve an adjustment to the water billing for Property Account No.1052005 in the amount of \$3,394.30 as a result of a water leak.

### **EXECUTIVE SUMMARY:**

The purpose of this staff report is to present to Council specific properties with high water consumption due to water leaks and request authorization to adjust the water billing accounts.

### **PREVIOUS COUNCIL DIRECTION**

Town of Ladysmith Waterworks Regulations Bylaw 1999, No. 1298, Amendment Bylaw 2017, No. 1930:

*Where any account is rendered pursuant to this section, the Director of Finance, in estimating the account, shall consider previous billing periods when such meter was registering correctly, seasonal variations, changes in occupancy, and any other factors which, in the opinion of the Director, may affect the consumption of water. The maximum adjustment amount is \$3,000 per account.*

### **INTRODUCTION/BACKGROUND:**

Adjustment to water billings due to water breaks or leaks is permitted under the Waterworks Regulation Bylaw. The dollar amount of the adjustments are greater than the \$3,000 authorized by the Director of Finance and require the approval of Council to adjust the billing amounts.

The adjustments are calculated using the consumption during the same period in the previous year as the baseline consumption.

Property owners are to repair the leak on their property within 45 days of notification of high consumption. The notification could be in the form of a notice placed at the property during the meter reading, a letter sent from the Town or the utility bill. Property owners can apply for one leak adjustment within a ten-year period.

Account #1052005 notified Town staff on February 18, 2020 that the main water line to the house broke. The property owner hired a plumbing company to repair the water service main between the meter and the building. The repair was complete on March 3<sup>rd</sup>, within the required 45 day window. The adjustment amount is for the first quarter of 2020. This water leak is not covered by the homeowner's insurance policy.

**ALTERNATIVES:**

Council can choose to:

- Not provide an adjustment to the water billing accounts.
- Amend the Waterworks Bylaw to provide greater restrictions on when an adjustment may be made. For example:
  - Adjustments will only apply to repairs made on the main line connecting from the meter to the house; or
  - No adjustments due to leaking appliance, such as toilets; or
  - No adjustments will be given due to leaks within the irrigation system.

**FINANCIAL IMPLICATIONS:**

Adjustments to the water billing accounts affect the water revenues.

To date, there are three additional Q1 adjustments within the Director's approval threshold totaling just under \$2,775. All of these adjustments relate to the water line service from the meter to the house.

**LEGAL IMPLICATIONS:**

There are no legal implications to providing an adjustment to the water billing account.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

Citizens are encouraged to quickly repair any water leak when it is discovered. The incentive of a potential adjustment supports repairs made in a timely manner.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

The Utilities Department in the Public Works Department is involved in reading the meters, notifying property owners of high consumption and monitoring consumption until it returns to a normal range. Finance calculates the billing and any subsequent adjustments.

**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:**

☐ Infrastructure

☐ Community

☐ Waterfront

☐ Economy

☒ Not Applicable

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

None

STAFF REPORT TO COUNCIL

**Report Prepared By:** Chris Barfoot, Director Parks, Recreation and Culture (PRC)  
**Meeting Date:** May 5, 2020  
**File No:** 0640-01  
**RE:** LADYSMITH SECONDARY SCHOOL 2020 GRADUATES

---

**RECOMMENDATION:**

That, due to the likely cancellation of graduation ceremonies and festivities for the 2020 graduation classes because of the COVID-19 pandemic, Council:

1. Commemorate the accomplishments of the Ladysmith Secondary School and Stz'uminus First Nation graduating classes by sending each graduate a personalized letter from Council; and
2. Honour their graduation through print media and social media posts.

**EXECUTIVE SUMMARY:**

As directed by Council at its meeting held April 21, 2020, staff have provided options for Council to consider how it may honour this year's Ladysmith Secondary School (LSS) and Stz'uminus First Nation graduating classes.

**PREVIOUS COUNCIL DIRECTION**

CS 2020-124: Prepare a report outlining options to honour publicly the Ladysmith Secondary School 2020 graduates.

**INTRODUCTION/BACKGROUND:**

In addition to researching options to publicly honour our community's graduates, Parks, Recreation and Culture staff reached out to the 2020 Ladysmith Graduation Committee to ascertain plans for moving forward with an alternative celebration that would respect the directive from the Public Health Authority, while acknowledging the achievements of graduates in an appropriate and fitting manner.

At this time, the committee is working with graduating students and their families to determine next steps. Options being considered at this time include virtual events, parades both vehicle and walking, and postponing the prom for one year, previously planned for a venue in Nanaimo, which has cancelled all large group bookings until 2021.

**ALTERNATIVES:**

In addition to the recommendations, Council may choose to:

- Create a video message to the grads to be posted on Town social media platforms;

- Provide a Council or staff liaison to attend Grad Committee meetings to provide assistance in planning a large-scale event when safe to do so; or
- Provide a legacy item such as a park bench with a special dedication plaque.

**FINANCIAL IMPLICATIONS:**

Depending on Council's decision, costs may range from \$100-\$3,500.

**LEGAL IMPLICATIONS:**

There are no legal implications identified at this time.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

Acknowledging the graduating classes in a year where most of their ceremonies and festivities will be cancelled due to the COVID-19 pandemic will be positively received by graduates and their families.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

There are no interdepartmental involvement or implications identified at this time.

**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"/> Infrastructure       | <input type="checkbox"/> Economy        |
| <input checked="" type="checkbox"/> Community | <input type="checkbox"/> Not Applicable |
| <input type="checkbox"/> Waterfront           |   |

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

None.

**STAFF REPORT TO COUNCIL**

**Report Prepared By:** Chris Barfoot, Director of Parks, Recreation and Culture  
**Meeting Date:** May 5, 2018  
**File No:**  
**RE:** **FACILITY USAGE REQUEST FOR AGGIE HALL**

---

**RECOMMENDATION:**

That Council:

1. Support the request from Ladysmith Family and Friends to reopen Aggie Hall during their existing booked hours in order to continue making and distributing resources to Ladysmith families in a safe manner during the COVID-19 pandemic; and
2. Direct staff to work with Ladysmith Family and Friends staff to accomplish this request safely and in accordance with the orders of the Provincial Health Officer.

**EXECUTIVE SUMMARY:**

On April 28, 2020, Ladysmith Family and Friends Society's (LaFF) requested the use of Aggie Hall to provide resources (food, wellness packages, information and activity kits) for the over 500 families they support in a safe and more efficient way. LaFF has and will continue to work with Staff to develop safe working procedures and protocols for Aggie Hall. Utilizing an existing booking and times, allows for the Town to maintain its current COVID-19 procedure and messaging of not currently taking any new bookings.

**PREVIOUS COUNCIL DIRECTION**

On March 17, 2020, Council released resolution CE 2020-026: That Council authorize the curtailment of all non-essential Town of Ladysmith services for the purpose of reducing exposure and transmission of the COVID-19 virus among staff and the public, and that the Chief Administrative Officer be authorized to implement curtailment in an orderly and coordinated manner with our regional partners.

**INTRODUCTION/BACKGROUND:**

On March 18, 2020 all recreation facilities and community halls were closed down for the purpose of reducing the exposure and spread to the staff and public.

An important component of the current status of Aggie Hall is that on March 30, 2020 Aggie Hall was identified as a potential facility to use for a provincial and regional COVID-19 response to addressing vulnerable population self-isolation and other uses deemed necessary by a provincial order.

On April 28, 2020 LaFF reached out to Staff to request access to Aggie Hall during times that are consistent with their previous bookings. LaFF is a family resource organization that, prior to COVID-19, was supporting the needs of over 500 families. LaFF's outreach programs have been deemed an essential service through the Ministry of Children and Families.

The request for the use of Aggie Hall is to enable LaFF to provide a safe and more streamlined creation and distribution of COVID-19 coping resources for families. Currently this service is being provided from private homes, which is not an efficient or sustainable practice.

LaFF continues to meet the needs of the community during these times. If granted permission to access Aggie Hall, they propose to work with staff in order to comply with best practices and safety measures recommended/ordered by: the Government of BC; the BC Health Minister; Provincial Health Officer Bonnie Henry; and the Town of Ladysmith.

**ALTERNATIVES:**

1. That Council direct staff to work with LaFF to find an alternative location; or
2. Council not support LaFF's request and continue with the facility closure.

**FINANCIAL IMPLICATIONS:**

LaFF currently has use of Aggie Hall for the scheduled times at no cost for its Family Resource Program (FRP). LaFF estimates the value of this use to be \$40,000. LaFF was also awarded a Grant-in-Aid for 2020 in the amount of \$2,500.

**LEGAL IMPLICATIONS:**

None.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

The public was informed that Aggie Hall is closed, and this decision may set a precedent in that other organizations with existing bookings in Aggie Hall could bring forward similar requests to use Aggie Hall while it is officially closed to the public. However, supporting LaFF to serve vulnerable families in the community is a positive thing to do for the community.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

**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 checked="" type="checkbox"/> Local Food Systems |
| <input checked="" type="checkbox"/> Healthy Community | <input type="checkbox"/> Local, Diverse Economy        |
| <input type="checkbox"/> Not Applicable               |  |

**ALIGNMENT WITH STRATEGIC PRIORITIES:**



☐ Infrastructure

☐ Economy

☒ Community

☐ Not Applicable

☐ Waterfront

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

April 28, 2020 correspondence from LaFF requesting access to Aggie Hall

April 28, 2020

Hi Chris,

Thank you for this opportunity to bring forward this community need, at this time, to Mayor and Council. Please do not hesitate to request any clarity to this request.

It was good to talk to you on the phone in regards to LaFF's request to have access to Aggie Hall asap.

As a Family Resource Program who, pre COVID 19, was supporting the needs of over 500 families, I am reaching out at this time to request that LaFF staff have access to the use of Aggie Hall at our regularly scheduled time. (Mon-Friday 9-12:30, Tuesdays 9-2.)

- **LaFF Staff will be sure to abide by the distancing best practices directed by Dr Bonnie Henry and the Province of BC.**
- **Families and children will not be attending programming in the hall.**
- **The use of Aggie Hall will be for LaFF staff (and potentially LaFF Volunteers in the future) to be better able to support the needs of community members.**

Pre Covid 19 LaFF programming had been offering food security to over 100 participants per morning, seven days a week. This was in the form of daily healthy meals, snacks, cooking education and access to the FREE community pantry. Approximately 100kg of food would pass through our pantry shelves every week to families. LaFF also was providing play based activities and providing much needed mindfulness education and mental health support. Now, more than ever, the needs of children, families and community members to access support from LaFF staff in the way of outreach is necessary. And as a LaFF Team, we are in the position to offer that support.

In the past few weeks LaFF has been offering many supports to community members (which includes but is not limited to...):

- Online Peer to peer connection through Zoom Room gatherings
- Personalized online educational content from LaFF Staff and Volunteers
- Outreach: family resource navigation/ wellness support via text, phone calls, private messaging, FaceTime calls, Zoom room calls
- Physical distance driveway drops of grocery store gift cards, meals, play based learning pkgs,
- LaFF cards of encouragement
- New baby care packages (Including homemade quilt, baby bibs and meals)
- Roots to Thrive program- a 6 week, online, circles of community connection

COMING SOON will/ may include but are not limited to:

- Samsung Tablets for community members to access online connection to LaFF mental health and other resources including supporting families with school aged children- thanks to a tremendous donation of \$25,000 from Karen and Fred Green –Jailhouse Brewing Company
- Increase healthy food distribution from the LaFF Community Pantry- including families with specific dietary needs
- Mindfulness wellness packages
- Gardening resources

- Access to clothing for children
- Healthy Meals
- Literacy Resources/ Activities (including physical literacy)
- Mother's Day Activity Packages, Father's Day Activity packages, Canada Day Celebration Resources etc.

This request for the use of Aggie Hall is so we can have safer and more streamlined creation and distribution of resources for families. Currently this is happening out of one staff members car port. This is not efficient nor is it sustainable. LaFF continues to meet the needs of the community and we are asking for the towns permission to be able to do it more effectively, efficiently and sustainably. Please be assured, once again that all activities will comply with best practices and safety measures of the Government of BC, Health Minister and the Town of Ladysmith has adopted.

Thank you for consideration of this request. I look forward to answering any questions you may have.

*Jacqueline Neligan*

Executive Director  
 Ladysmith Family and Friends/  
 Ladysmith Early Years Partnership Chair  
 250-210-0870  
 Box 1830, Ladysmith, BC, V9G1B4  
[laffexecutivedirector@shaw.ca](mailto:laffexecutivedirector@shaw.ca)  
[www.familyandfriends.ca](http://www.familyandfriends.ca)

STAFF REPORT TO COUNCIL

**Report Prepared By:** Jake Belobaba, Dir. Development Services, Chris Barfoot, Dir. Parks Recreation and Culture

**Report Reviewed By:** **Guillermo Ferrero, CAO**

**Meeting Date:** May 5, 2020

**File No:** Waterfront Area Plan

**RE:** **Machine Shop: Projected Cost Increase**

RECOMMENDATION:

That Council receive as information the report from staff providing a status update and revised cost projections for structural upgrades to the Machine Shop.

EXECUTIVE SUMMARY:

This report provides an update on the status of renovations to the Machine Shop and includes cost projections for various completion scenarios. Due to unforeseen factors, achieving a scenario where structural upgrades are complete and tenants can reoccupy the building is expected to exceed funds received from the Gas Tax grant. Four potential scenarios for completion are provided herein, each with approximate costs. With key construction milestones related to the building's major structural components expected to be reached within the coming months, staff expect to bring forward an updated project scope and budget at that time.

PREVIOUS COUNCIL DIRECTION

Resolution	Meeting Date	Resolution Details
CS 2020-006	07-Jan-20	That Council receive for information the report by the Director of Parks, Recreation & Culture, dated December 27, 2019, regarding the Machine Shop restoration project.
CS 2019-282	19-Aug-19	That Council waive the Purchasing Policy for up to \$1,400,000 of construction costs relating to the Machine Shop restoration project, by authorizing Windley Contracting Ltd. to secure the contracts and services on the Town's behalf.
CS 2019-264	12-Aug-19	That Council receive for information the update on the Machine Shop Project as of July 31, 2019.
CS 2019-207	03-Jun-19	That Council waive the purchasing policy and award the contract for Machine Shop Restoration Project Construction Management Services directly to Windley Contracting Ltd., in accordance with their proposal, for up to \$81,500.00 + taxes.

Resolution	Meeting Date	Resolution Details
CS 2019-095	18-Mar-19	<p>That Council direct staff to:</p> <ol style="list-style-type: none"> <li>1. Finalize negotiations for space allocation with tenants of the Machine Shop, based on Machine Shop Layout Option 2 as presented and allow staff to make minor modifications to address structural and logistical matters;</li> <li>2. Prepare draft lease agreements for all spaces within the Machine Shop and outer buildings and present to Council for consideration; and</li> <li>3. Prepare, issue and assess a call for industrial use proposals for the west portion of the building and return to Council with recommendations based on best practice and market viability.</li> </ol>
CS 2018-452	19-Nov-18	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Receive the Machine Shop Pre-Design Report drafted by Hotson Architecture;</li> <li>2. Receive the Machine Shop Structural Report drafted by Herold Engineering;</li> <li>3. Direct staff to commence the next phases of the Machine Shop Restoration Project relating to design and construction, focusing on identified structural and code improvements;</li> <li>4. Direct staff to contract with Hotson Architecture to continue as project lead for the Machine Shop Restoration Project, specific to implementation phases (design, securing contractor and construction) at a cost up to \$250,000 and waive the Purchasing Policy accordingly; and</li> <li>5. Continue to include the Machine Shop Users Advisory Group and tenants in project updates.</li> </ol>
CS 2018-186	04-Jun-18	<p>That Council:</p> <ol style="list-style-type: none"> <li>1. Accept the Strategic Priorities Grant (Federal Gas Tax Fund) for the Machine Shop Arts, Heritage and Cultural Centre Restoration Project.</li> <li>2. Authorize the Mayor and Corporate Officer to execute the funding agreement.</li> </ol>
CS 2018-087	19-Mar-18	<p>That Council direct staff to:</p> <ol style="list-style-type: none"> <li>1. Contract with Hotson Architecture to undertake the Machine Shop Restoration Project pre-design phase, including working with staff and the main tenants to define the building program and preparing an implementation strategy to outline the scope of work at a cost of \$25,000 plus expenses (net of taxes), and that the Purchasing Policy be waived accordingly;</li> <li>2. Invite the Machine Shop Users Advisory Group, with the addition of John Marston, to participate in the development of the building program with staff and the consulting team;</li> <li>3. Include the Machine Shop Restoration Project within the scope of the Project Manager, Waterfront Implementation to represent the Town and liaise with the project team and stakeholder representatives during the Machine Shop Restoration Project; and</li> <li>4. Amend the Town of Ladysmith 2018-2022 Financial Plan to include the Machine Shop Restoration Project grant in the amount of \$1,752,553.00.</li> <li>5. Invite the Industrial Heritage Preservation Society to join the</li> </ol>

Resolution	Meeting Date	Resolution Details
		Machine Shop Users Advisory Group.
CS 2017-281	18-Sep-17	That Council refer the following recommendation from the Heritage Revitalization Advisory Commission to the Waterfront Area Plan Leadership Committee for review and comment:  “That Council support the exploration by the Heritage Revitalization Advisory Commission and Ladysmith and District Historical Society into heritage protection for the historical Machine Shop building, the surrounding buildings and site.”
CS 2017-241	31-Jul-17	That Council approve the use of the small amphitheatre beside the Machine Shop by carver Dan Richey for carving a base for the Stz’uminus Ladysmith Canada 150 Legacy Canoe and to complete a commission for Cochrane, Ontario.
CS 2017-140	01-May-17	That Council direct staff to make a funding application to the Federal Gas Tax Fund Strategic Priorities Fund – Capital Infrastructure Project Stream for the Machine Shop Restoration for up to \$2.25 million dollars in grant funding, and support the Town administration with overseeing the management of this grant if successful.
CS 2017-029	09-Feb-17	That Council direct staff to proceed with an application for a grant of \$100,000 toward the restoration and repairs of the Machine Shop.
CS 2016-209	06-Jun-16	That Council direct staff to apply to the Canada 150 Infrastructure Program for grant funding of a maximum of \$250,000, to cover up to 50 per cent of the costs to repair the Machine Shop, with the remaining funding sources to come from taxation or other grant programs.

### **INTRODUCTION/BACKGROUND:**

In January 2018 the Town received \$1,752,553 in funding from the Provincial Gas Tax Fund to restore the Machine Shop. In November of 2018, Council passed resolution CS 2018-452, directing staff to proceed with restoration of the Machine Shop “focusing on identified structural and code improvements”. The project’s scope and budget was set based on the \$1.752 million in available Gas Tax funds and highest priority renovations (i.e. building envelop and structural upgrades). Work commenced in late 2018. At its January 7, 2020 regular meeting, Council received a status report from the Director of Parks, Recreation and Culture indicating that roof repairs had been completed and that foundation and structural work was underway. The report also indicated the project was within budget parameters, but highlighted the possibility of “unknowns” and “contingencies” moving forward—particularly in relation to the structural “grids” of the building. At time of writing, the project remains within budget, with nearly \$1 million spent. However, due to the factors noted below, staff are now projecting that the cost of restoring the Machine Shop to a condition where it is suitable for tenants will require approximately \$450,000 in addition to the \$1.752 million in Gas Tax funding.

### **Work Required to Date and Costs**

Most of the work completed since January has been focused on restoring the underlying foundation and structure. Thus far, the amount of excavation and demolitions required to restore the buildings key structural elements has exceeded what was originally anticipated.

Unanticipated geotechnical and structural conditions necessitated extensive digging and floor removal. Water saturation and soil contamination required special equipment, a soil management plan and special containment and disposal processes. Large portions of the original wooden floors and sections of the concrete floors had to be removed and now need to be replaced. A large portion of project funds has had to be allocated to these expenses. The excavation work also necessitated removing the exterior beams on the west side of the building. These beams are not essential from a structural perspective, but are a character feature that is cherished by stakeholders. Similarly, the large doors on the north and south sides of the building must be removed to repair the shear walls. At time of writing, one of the three “grids” has been completed, with a second grid 50% complete.

A number of other smaller incidental and unexpected factors have, or are expected to, cumulatively consume much of the remaining Gas Tax funds. These include:

- Combatting break-ins and vandalism. Temporary plywood cladding had to be reinforced to stop burglars seeking access to the building. Most of the west side windows now have at least one broken pane. Due to rotting mullions and frames, each window must be replaced in its entirety. Replacing these windows will cost approximately \$260,000, however, staff are looking into the possibility of an insurance claim to cover this expense. In a few weeks, the north and south walls and doors need to be removed. This will leave the building unsecured when crews are not on site and a security presence is required. The estimated cost of the service is approximately \$6,000.
- Additional retaining and cladding due to excavations: The bank on the west side of the building had to be excavated away from the building to access the foundation. The bank was partially restored, however, there is additional excavation work required to achieve desired grade. Extra framing and cladding work was required on the excavated foundation. There is also a manhole cover on the southwest corner of the must remain accessible, requiring a concrete retaining wall to be built surrounding the manhole.
- Reusability of deteriorated building elements: A number of building servicing components (e.g. water, electrical, sewer) have been discovered to be too old to reuse and must be replaced to connect new services. In other cases, it is prudent to install new, but presently unneeded, services while floors and walls are open to avoid demolishing the reinstalled building features when the new services are needed later. Some of the building materials that were intended to be reused, such as the metal cladding, have proven to be unsalvageable (some of the cladding was also stolen). The total accumulated cost of these works is hard to pinpoint and it is expected to increase as renovations continue.

#### Impact on Heritage Elements

Maintaining the project’s scope of restoring essential structural and envelope components has necessitated removing certain heritage elements and similar aesthetic features. It is anticipated that Gas Tax funds will be inadequate to cover the cost of reinstalling these features. However,

adding these features at a later date when funds become available is possible. The most notable examples are the large doors on the north and south ends of the building and the exterior beams on the west side of the building. These features have been (or will be) removed to complete structural upgrades and cannot be replaced at this time without significant additional cost. The beams are not required to support the building and overhead doors will be installed to replace the sliding doors. In any event the beams and the large sliding doors can be incorporated as aesthetic additions at a later date.

#### **CONTINGENCIES:**

Based on works required to date and the amount of Gas Tax funds remaining, staff anticipate four possible outcomes: Scenario 1 “Board Up”, Scenario 2, “Barely Habitable”, Scenario 3 “Habitable”, and Scenario 4 “Habitable with Non-structural Improvements”. Generally speaking, these scenarios represent a final building state and total construction costs along a continuum. The least expensive scenario and the only one likely to see all project costs covered with Gas Tax funding, is Scenario 1, which would not allow tenants to move back into the building.

Once foundation work is complete, staff expect to bring forward a revised project scope and funding request that will see the “Habitable” scenario realized. This scenario is expected to keep additional required funding to a reasonable amount while also ensuring a reasonably well-finished space for the tenants. The forth scenario, where desirable heritage components are reestablished, appears unlikely for the time being as it will require significant additional funding and is beyond the original “structural” scope of the project. All of the scenarios allow heritage elements to be completely restored at a later date. A rough breakdown of what would and would not be completed under each scenario is provided in Table 1 below.

*Table 1: Comparison of Options*

	<b>Scenario 1: Board Up</b>	<b>Scenario 2: Barely Habitable</b>	<b>Scenario 3: Habitable (Likely)</b>	<b>Scenario 4: Habitable with Non-structural Improvements</b>
Tenants can move back in	No	Yes	Yes	Yes
Heating	None	None	Same as original system (portion of building)	Improved system (entire building)
Floors repaired	No	No	Yes	Yes
West side exterior beams replaced	No	No	No	Yes
North and south side large doors reinstalled	No	No	No	Yes
West side windows replaced	No	No	Yes	Yes
<b>Approximate Additional Cost</b>	<b>\$0</b>	<b>\$250,000</b>	<b>\$450,000</b>	<b>\$1,000,000 +</b>



**ALTERNATIVES:**

Council can choose to:

1. Receive this report as information and provide direction to staff on a desired course of action and allocate funds accordingly.

**FINANCIAL IMPLICATIONS:**

Completing structural upgrades and ensuring tenants can move back into the Machine Shop is expected to exceed available Gas Tax funding by approximately \$450,000. Once foundation work is complete, staff anticipate bringing forward an updated accounting of project costs, remaining Gas Tax funds and funding required to complete the project and reestablish tenants. It is expected that excess costs can be covered from various reserves.

**LEGAL IMPLICATIONS:**

N/A

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

Staff will continue to update key stakeholders through stakeholder advisory committees and groups.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

N/A

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:**

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

**ALIGNMENT WITH STRATEGIC PRIORITIES:**

- |  |   |
|--|---|
| <input type="checkbox"/> Infrastructure        | <input type="checkbox"/> Economy        |
| <input type="checkbox"/> Community             | <input type="checkbox"/> Not Applicable |
| <input checked="" type="checkbox"/> Waterfront |   |

*I approve the report and recommendation(s).*

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

## INFORMATION REPORT TO COUNCIL

Report Prepared By: Erin Anderson, Director of Financial Services  
 Date: April 27, 2020  
 Meeting Date: May 5, 2020  
 File No:  
 RE: 2020 FINANCIAL PLAN, PROPERTY TAXES AND PARCEL TAXES

**RECOMMENDATION:**

1. That Council give first 3 readings to:
  - a) 2020-2024 Financial Plan Bylaw 2020, No. 2036
  - b) 2020 Property Tax Rates Bylaw 2020, No. 2037
  - c) 2020 Water Parcel Tax Bylaw 2020, No. 2038
  - d) 2020 Sewer Parcel Tax Bylaw 2020, No. 2039
2. That Council adopt:
  - a) 2020-2024 Financial Plan Bylaw 2020, No. 2036
  - b) 2020 Property Tax Rates Bylaw 2020, No. 2037
  - c) 2020 Water Parcel Tax Bylaw 2020, No. 2038
  - d) 2020 Sewer Parcel Tax Bylaw 2020, No. 2039

**EXECUTIVE SUMMARY:**

Each year, the Town is required to adopt bylaws for the annual financial plan, property tax rates and parcel tax rates before May 15. The bylaws for each of these items are presented to Council for consideration. Per Ministerial Order M083, municipalities have the ability to adopt bylaws on the same day they receive third reading.

**PREVIOUS COUNCIL DIRECTION:**

CS 2020- 121	04/21/2020	That Council direct staff to: 1. Prepare the 2020 Financial Plan and Tax Rates Bylaws based on Option #2, of allocating the net budget percentage increase after non-market change equally over the classes and maximizing the Class 2 rate, as outlined in the report from the Director of Financial Services dated April 21, 2020; and 2. Prepare the 2020 Property Tax Rates Bylaw with the due date of July 2, 2020 and a penalty date of October 1, 2020.
CS 2020- 122	04/21/2020	That Council set the 2020 municipal tax levy at net 1.92 per cent and direct staff to prepare the 2020-2024 Financial Plan Bylaw and applicable bylaws.
CS 2019- 385	12/02/2019	That Council receive for information the preliminary 2020 General Capital Projects list.

CS 2019- 374	11/25/2019	That Council: 1. Approve the Water and Sewer Capital Projects for 2020 as presented; 2. Direct staff to prepare an amendment to the Water Rates Bylaw 1999, No.1298 to increase the base rate by \$10.00 plus a 10 per cent increase to each consumption step rate, effective January 1, 2020; and 3. Direct staff to prepare an amendment to Sewer Rates Bylaw 1999, No. 1299 to increase each rate classification by 5 per cent, effective January 1, 2020.
--------------------	------------	--

**DISCUSSION:**

Budget deliberations started in November 2019 and finished just recently with Council directing staff to prepare the 2020-2024 Financial Plan.

With the new Ministerial Order (M083), councils have the ability to adopt bylaws on the same day they receive third reading.

The Province has not changed the legislative due date of May 15<sup>th</sup> for the Financial Plan Bylaw and Property Tax Bylaws to be adopted, though the Province did extend the property tax penalty date from July 2<sup>nd</sup> to October 1<sup>st</sup> for most of the property classes with the exception of the residential class. Council decided to change the penalty date for all classes to October 1<sup>st</sup> though the tax due date remains as July 2, 2020.

***I approve the report and recommendation(s).***

**Guillermo Ferrero, Chief Administrative Officer**

**ATTACHMENT(S):**

## TOWN OF LADYSMITH

### BYLAW NO. 2036

A bylaw establishing the Financial Plan for the years 2020-2024

---

**WHEREAS** the *Community Charter* requires Municipal Councils to prepare and adopt, by bylaw, a financial plan;

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

#### Administration

- (1) Schedule “A” attached hereto and made part of the bylaw is hereby adopted and shall be the Financial Plan for the Town of Ladysmith for the five years ending the 31<sup>st</sup> of December, 2024.
- (2) Schedule “B” attached hereto and made part of the bylaw is hereby adopted and shall be the statement of objectives and policies for the Town of Ladysmith for the five years ending the 31<sup>st</sup> of December 2024.

#### Repeal

- (3) The “Town of Ladysmith Financial Plan Bylaw 2019, No. 2000” and all amendments are hereby repealed.

#### Citation

- (4) This bylaw may be cited for all purposes as “*Town of Ladysmith Financial Plan Bylaw 2020, No. 2036*”.

**READ A FIRST TIME** on the day of May, 2020

**READ A SECOND TIME** on the day of May, 2020

**READ A THIRD TIME** on the day of May, 2020

**ADOPTED** on the day of May, 2020

---

Mayor (A. Stone)

---

Corporate Officer (D. Smith)

Schedule 'A' of Bylaw 2036

## 2020 – 2023 Financial Plan

	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2023</u>	<u>2024</u>
REVENUES:					
Revenue From Property Tax Values	8,722,378	9,029,893	9,261,115	9,515,488	9,739,859
Revenue From Grants In Lieu	169,603	169,603	169,603	169,603	169,603
Revenue From Parcel Taxes	3,052,333	3,062,718	3,165,028	3,175,663	3,186,757
Revenue From Fees & Charges	4,847,567	5,285,430	5,435,231	5,591,982	5,756,469
Revenue From Other Sources	26,147,760	957,450	1,315,280	957,450	2,387,850
	42,939,641	18,505,094	19,346,257	19,410,186	21,240,538
EXPENSES:					
General Operating Expense	10,793,255	11,037,036	11,219,581	11,443,772	11,672,477
Sanitary Sewer Operating Expenses	1,888,892	1,636,072	1,668,794	1,702,170	1,736,209
Water Operating Expenses	1,603,990	1,542,021	1,572,713	1,604,164	1,636,248
Interest Payments	672,094	662,094	693,499	683,499	673,499
Amortization	3,436,284	3,505,010	3,575,110	3,646,612	3,719,544
Annual Surplus/Deficit	24,545,126	122,861	616,560	329,969	1,802,561
Add back:					
Amortization	3,436,284	3,505,010	3,575,110	3,646,612	3,719,544
Capital Expenditures					
General Capital	14,539,722	12,759,252	3,069,300	2,160,050	2,885,875
Sanitary Sewer Capital	1,138,621	640,375	3,178,000	540,000	2,200,000
Water Capital	26,713,400	1,265,000	690,000	610,000	1,205,000
Proceeds from New Debt	(7,430,000)	(10,480,752)	(2,450,000)	0	0
Principal Payments	987,767	987,767	1,037,362	1,037,362	1,037,362
Transfers from Reserves	(2,358,136)	(1,628,933)	(1,478,562)	(624,397)	(1,657,021)
Transfer to (from) Own Funds	(5,609,964)	85,162	145,570	253,566	(149,111)
Financial Plan Balance	-	-	-	-	-

---

Schedule 'B' of Bylaw No. 2036

**Town of Ladysmith 2020 – 2024 Financial Plan**  
**Statement of Objectives and Policies**

In accordance with Section 165(3.1) of the Community Charter, the Town of Ladysmith (Town) is required to include in the Five Year Financial Plan, objectives and policies regarding each of the following:

1. The proportion of total revenue that comes from each of the funding sources described in Section 165(7) of the Community Charter;
2. The distribution of property taxes among the property classes, and
3. The use of permissive tax exemptions.

**Funding Sources**

Table 1 shows the proportion of total revenue proposed to be raised from each funding source in 2020. Council currently has no specific policy surrounding the proportion of total revenue to come from each funding source. Property taxes form the greatest proportion of revenue. As a revenue source, property taxation offers a number of advantages, for example, it is simple to administer and it is fairly easy for residents to understand. It offers a stable and reliable source of revenue for services that are difficult or undesirable to fund on a user-pay basis. These include services such as general administration, fire protection, police services, bylaw enforcement and street lighting.

User fees and charges form a large portion of planned revenue. Many services can be measured and charged on a user-pay basis. Services where fees and charges can be easily administered include water and sewer usage, building permits, business licenses, and sale of services - these are charged on a user-pay basis. User fees attempt to apportion the value of a service to those who use the service.

***Objective***

- The Town will increase the proportion of revenue that is received from user fees and charges until the fees and charges more closely meet the costs incurred to provide the services.

***Policies***

- The Town will review all user fee levels to ensure they are adequately meeting both the capital and delivery costs of the service.
- Water and Sanitary Sewer Rates will be reviewed to ensure that appropriate user fees are charged, rather than taxation, to lessen the burden on its limited property tax base.
- Borrowing will be considered when a capital project will provide benefits to taxpayers over a long period.
- Pursuant to Council's direction, the Town will build a reserve to fund major capital projects. A minimum of 10% prior year's municipal tax levy will be transferred to General Capital projects. For the year 2020, the Town will put aside 2.5% of the prior year's municipal tax levy. For the future years beginning in 2021, the Town will set aside a total of 5% of the prior year's municipal tax levy for asset replacement.

**Table 1: Sources of Revenue**

<b><u>Revenue Source</u></b>	<b><u>2020</u></b>	<b><u>% total</u></b>
Property Taxes	8,722,378	14.82%
Grants in Lieu	169,603	0.29%
Parcel Taxes	3,052,333	5.19%
User fees & Charges	4,847,567	8.24%
Other Sources	2,525,644	4.29%
Borrowing	7,430,000	12.62%
Government Grants	23,622,116	40.13%
DCCs & Reserves	2,358,136	4.00%
Own Funds	6,131,460	10.42%

**Distribution of Property Tax Rates**

Table 2 outlines the distribution of property taxes among the property classes. The residential property class provides the largest proportion of property tax revenue. This is appropriate as this class also forms the largest portion of the assessment base and consumes the majority of Town services.

***Objectives***

- The amount of taxes to be collected from each of the classes will be reviewed each year.

***Policies***

- Supplement, where possible, revenues from user fees and charges to help to offset the burden on the entire property tax base.
- Continue to maintain and encourage economic development initiatives designed to attract more light industry, retail and commercial businesses to invest in the community. Align the distribution of tax rates among the property classes with the social and economic goals of the community, particularly to encourage economic and environmental sustainability opportunities.
- Regularly review and compare the Town's distributions of tax burden relative to other municipalities in British Columbia.

**Table 2: Distribution of 2020 Property Tax Rates**

Property Class	2020
	% of Total Property Taxation
Residential (1)	72.85%
Utilities (2)	0.53%
Supportive Housing (3)	0.00%
Major Industry (4)	11.84%
Light Industry (5)	0.71%
Business and Other (6)	13.81%
Managed Forest Land (7)	0.00%
Recreation/Non-profit (8)	0.25%
Farmland (9)	0.01%
<b>Total</b>	100%

### **Permissive Tax Exemptions**

The Town provides permissive tax exemptions. The Permissive Tax Exemption Bylaws 2019, No. 2017, adopted on October 21, 2019, contain a list of properties exempt from taxation for 2020. Some of the eligibility criteria for permissive tax exemptions include the following:

- The tax exemption must demonstrate benefit to the community and residents of the Town by enhancing the quality of life (economically, socially and culturally) within the community.
- The goals, policies and principles of the organization receiving the exemption must not be inconsistent or in conflict with those of the Town.
- The organization receiving the exemption must be a registered non-profit society, as the support of the municipality will not be used for commercial and private gain.
- Permissive tax exemptions will be considered in conjunction with: (a) other assistance being provided by the Town; (b) the potential demands for Town services or infrastructure arising from the property; and (c) the amount of revenue that the Town will lose if the exemption is granted.

### ***Objective***

- The Town will continue to provide permissive tax exemptions to some non-profit societies. The Town has also expanded its offering of permissive tax exemptions to include revitalization tax exemptions. It also intends to offer permissive tax exemptions targeted at green development for the purposes of encouraging development that will meet our *Climate Action Charter* commitments.



---

**Policies**

- Expand the permissive tax exemption policy to include eligibility requirements for green revitalization tax exemptions.
- Develop a revitalization tax exemption program which details the kinds of green activities that the exemption program will target.
- Integrate the green revitalization tax exemption program into the Town's existing economic initiatives as a means of attracting retail and commercial businesses to further invest in the community.
- Continue the use of the revitalization tax exemption for economic revitalization in order to encourage the commercial and industrial redevelopment of specific areas.

**Table 3: Utilization of Reserves, Development Cost Charges and Surplus for 2020**

<b>Source</b>	<b>% of Total</b>	<b>Dollar Value</b>
Development Cost Charges - Roads	9%	727,350
Development Cost Charges - Parks	1%	50,000
Development Cost Charges - Sewer	1%	43,000
Development Cost Charges - Water	1%	119,500
Cemetery Care Fund	0%	4,035
Gas Tax Funds	17%	1,418,286
Surplus	72%	6,131,460
<b>Total</b>		<b>\$8,493,631</b>

---

## TOWN OF LADYSMITH

### BYLAW NO. 2037

A bylaw for the levying of rates for Municipal, Hospital and Regional District purposes for the year 2020.

---

**WHEREAS** the Council of the Town of Ladysmith shall, pursuant to the *Community Charter*, in each year, adopt a bylaw to impose rates on taxable land and improvements according to their assessed value to provide the money required for purposes specified in the Charter;

**WHEREAS** the Council of the Town of Ladysmith may, pursuant to the *Community Charter*, establish an Alternative Municipal Tax Collection Scheme, including penalties to be applied in relation to payments made after a tax due date established by such bylaw;

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

1. Definition

“COLLECTOR” means the person duly appointed as such from time to time by Council, and includes all persons appointed or designated by the Collector to act on her behalf.

“ALTERNATIVE MUNICIPAL TAX SCHEME” means the Scheme for the payment of taxes established under sections 3, 4, and 5.2 of this bylaw.

2. The following rates are hereby imposed and levied for the year 2020:

2.1 For lawful general purposes of the Town of Ladysmith on the value of land and improvements taxable for general municipal purposes, the tax rates shown in column ‘A’ of Schedule “A”, attached to and forming part of this Bylaw;

2.2 For purposes of the Cowichan Valley Regional District on the value of land and improvements taxable for Regional Hospital District purposes, the tax rates shown in column ‘B’ of Schedule “A”, attached to and forming part of this Bylaw;

2.3 For purposes of the Cowichan Valley Regional Hospital District on the value of land and improvements taxable for Regional Hospital District purposes, the tax rates shown in column ‘C’ of Schedule “A”, attached to and forming part of this Bylaw,

### 3. Alternative Municipal Tax Scheme

- 3.1 Unless section 3.3 applies, the rates and taxes imposed under this Bylaw are due and shall be paid on or before July 2nd, 2020.
- 3.2 An owner may elect to pay the rates and taxes imposed under this bylaw in accordance with the Alternative Municipal Tax Collections scheme by providing written notice of that election to the Collector at her office at City Hall, Ladysmith, BC on or before June 15th, 2020.
- 3.3 An owner may elect to pay the rates and taxes imposed under this bylaw in accordance with the General Municipal Tax Collection scheme established in the *Community Charter* by providing written notice of that election to the Collector at her office at City Hall, Ladysmith, BC on or before June 15th, 2020.
- 3.4 If an owner does not make an election under Section 3.2 or 3.3, the Alternative Municipal Collection Scheme applies to the rate and taxes payable by that owner.

### 4. Penalties – Alternative Municipal Collection Scheme

- 4.1 Upon the 1st day of October, 2020, or as soon thereafter as is practicable, the Collector shall add to the unpaid balance of the current year's taxes ten (10) percent of the amount unpaid as of the 30<sup>th</sup> day of September, 2020.

### 5. Supplementary Tax Rolls

- 5.1 Upon receipt of a Supplementary Tax Roll from BC Assessment, the Collector shall levy taxes in accordance with the rates specified in Schedule "A" of the Bylaw according to the taxable values as shown on the Supplementary Tax Rolls.
- 5.2 For each Supplementary Tax Roll, where the Alternative Municipal Collection Scheme applies, the Collector shall add penalties to the unpaid amounts as follows:
  - (a) Where Supplementary Tax Notices are sent before the 1<sup>st</sup> day of June, 2020, penalties shall be added as set out in Section 4 of this Bylaw.
  - (b) Where Supplementary Tax Notices are sent on or after the August 31st, 2020, ten (10) percent shall be added on any amount unpaid after thirty (30) days.

6. This bylaw may be cited as the "Town of Ladysmith Tax Rates Bylaw 2020, No. 2037".

**ADOPTED** on the \_\_\_\_\_ day of \_\_\_\_\_ May, 2020

Corporate Officer (D. Smith)

**Town of Ladysmith Tax Rates Bylaw 2020, No.2037  
Schedule "A"**

Tax Rates (Dollars of Tax per \$1,000 Net Taxable Value)

PROPERTY CLASS		<u>A</u> Municipal	<u>B</u> Cowichan Valley Regional District	<u>C</u> Cowichan Valley Regional Hospital District
<b>1</b>	<b>Residential</b>	3.9590	0.7780	0.5189
<b>2</b>	<b>Utilities</b>	29.5463	2.7230	1.8162
<b>3</b>	<b>Supportive Housing</b>	3.9590	0.7780	0.5189
<b>4</b>	<b>Major Industry</b>	100.9918	2.6452	1.7642
<b>5</b>	<b>Light Industry</b>	14.6427	2.6452	1.7642
<b>6</b>	<b>Business/Other</b>	11.8186	1.9061	1.2713
<b>7</b>	<b>Managed Forest</b>	29.1549	2.3340	1.5567
<b>8</b>	<b>Rec Non Profit</b>	2.2683	0.7780	0.5189
<b>9</b>	<b>Farm</b>	35.5801	0.7780	0.5189

---

## TOWN OF LADYSMITH

### BYLAW NO. 2038

A bylaw to impose a water parcel tax on owners of land in the Town of Ladysmith pursuant to the provisions of the *Community Charter*.

---

**WHEREAS** the Council of the Town of Ladysmith is empowered by the *Community Charter* to impose and levy a water parcel tax to meet the cost of works and services that benefit land within the Municipality; and

**WHEREAS** certain costs have been or are to be incurred by the Town of Ladysmith in constructing and improving the water system of the Town; and

**WHEREAS** it is deemed essential and expedient to impose and levy a water parcel tax on land benefiting from such improvements to meet such costs;

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

#### **Definitions**

1. In this Bylaw:  
    **"Parcel"** Means any lot, block or other area of land in which real property is held, or into which it is subdivided, as identified in the 2020 Revised Assessment Roll and all amendments thereto.  
  
    **"Group of Parcels"** Means where a building or improvement is constructed over more than one parcel of land, those parcels, if contiguous, may be dealt with by the Assessor as one parcel and be assessed accordingly.

#### **Levy**

2. A water parcel tax shall be levied annually against each parcel or group of parcels of land within the Town of Ladysmith which is capable of being connected to the water system of the Town, or which is deemed to abut on the said water system.
3. The annual water parcel tax shall be in the amount of Four Hundred and Fifty Nine Dollars (\$459.00) per parcel or group of parcels.
4. The water parcel tax imposed by this bylaw on each parcel of land shall be shown by the Collector on the real property tax roll, and the payment of the water parcel tax shall be made in the same manner, on or before the same dates, as other real property taxes.

5. The water parcel tax shall have the same rights and remedies as other real property taxes.
6. Every water parcel tax assessment roll and every revision thereof shall be considered and dealt with by a Parcel Tax Roll Review Panel appointed pursuant to the provisions of the *Community Charter*.

**Repeal**

7. "Water Parcel Tax Bylaw, 2019, No. 1998" is hereby repealed.

**Citation**

8. This bylaw may be cited as "Water Parcel Tax Bylaw 2020, No. 2038".

**READ A FIRST TIME**                      on the                      day of May, 2020

**READ A SECOND TIME**                      on the                      day of May, 2020

**READ A THIRD TIME**                      on the                      day of May, 2020

**ADOPTED**                      on the                      day of May, 2020

---

Mayor (A. Stone)

---

Corporate Officer (D. Smith)

---

## TOWN OF LADYSMITH

### BYLAW NO. 2039

A bylaw to impose a sewer parcel tax on owners of land in the Town of Ladysmith, pursuant to the provisions of the *Community Charter*.

---

**WHEREAS** the Council of the Town of Ladysmith is empowered the *Community Charter* to impose and levy a sewer parcel tax to meet the cost of works and services that benefit land within the Municipality; and

**WHEREAS** certain costs have or will be incurred by the Town of Ladysmith in constructing and improving the sewer system of the Town; and

**WHEREAS** it is deemed essential and expedient to impose and levy a sewer parcel tax on land benefitting from such improvements to meet such costs;

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

#### **Definitions**

1. In this Bylaw:  
**"Parcel"** Means any lot, block or other area of land in which real property is held, or into which it is subdivided, as identified in the 2020 Revised Assessment Roll and all amendments thereto.  
  
**"Group of Parcels"** Means where a building or improvement is constructed over more than one parcel of land, those parcels, if contiguous, may be dealt with by the Assessor as one parcel and be assessed accordingly.

#### **Levy**

2. A parcel tax shall be levied annually against each parcel or group of parcels of land within the Town of Ladysmith which is capable of being connected to the sewer system of the Town, or which is deemed to abut on the said sewer system.
3. The annual sewer parcel tax shall be in the amount of Three Hundred Fifty Dollars (\$350.00) per parcel or group of parcels.
4. The sewer parcel tax imposed by this bylaw on each parcel of land shall be shown by the Collector on the real property tax roll, and the payment of the parcel tax shall be made in the same manner, on or before the same dates, as other real property taxes.
5. The sewer parcel tax shall have the same rights and remedies as other real property taxes.



- 
6. Every parcel tax assessment roll and every revision thereof shall be considered and dealt with by a Parcel Tax Roll Review Panel appointed pursuant to the provisions of the *Community Charter*.

**Repeal**

7. "Sewer Parcel Tax Bylaw 2019, No. 1999" is hereby repealed.

**Citation**

8. This bylaw may be cited as "Sewer Parcel Tax Bylaw 2020, No. 2039".

**READ A FIRST TIME**                      on the                      5<sup>th</sup>                      day of   May, 2020

**READ A SECOND TIME**                      on the                      5<sup>th</sup>                      day of   May, 2020

**READ A THIRD TIME**                      on the                      5<sup>th</sup>                      day of   May, 2020

**ADOPTED**                                      on the                                      day of   May, 2020

---

Mayor (A. Stone)

---

Corporate Officer (D. Smith)



# Ladysmith Resources Centre Association

# 2020

# Annual Report



LADYSMITH RESOURCES CENTRE ASSOCIATION

*Heart on the Hill*

*Heart on the Hill*

For more info call 250-245-3079 or email [info@lrca.ca](mailto:info@lrca.ca)  
Page 118 of 166

[facebook.com/ladysmithresourcescentre](https://facebook.com/ladysmithresourcescentre)

## Executive Director Opening Remarks

This past year has been an amazing year of growth and change. We are so blessed with the team we have at the Ladysmith Resources Centre Association (LRCA). They work hard and ensure they are meeting the needs of unique individuals and families in the community by making changes to existing programs where needed, developing new programming and ensuring that families who are most vulnerable are receiving equitable access to the programs and services needed.



Some changes we are proud of include providing consistent access to our shelter over the winter months, developing new capacity building programs around food security and providing more access to food for

families, providing more housing stability and providing equitable access to our programs by working with community partners such as Stz'uminus First Nations, Ladysmith Parks, Recreation & Culture, and the Boys and Girls Club to deliver off site programming and services.

The LRCA is growing and the demand for the programs and services the LRCA provides is also growing. We have met this need by recruiting more volunteers, hiring more professionally trained staff, and sourcing more funding to sustainably support new programs to meet the increased need. This is evident in the coming pages you will read in our annual report.



I am proud to be a part of the LRCA team and am honoured to work alongside amazingly talented people who work passionately and compassionately to enrich the lives of individuals and families each and every day. On behalf of the LRCA team, we thank our supporters for supporting the work we do whether that's through volunteering, donating hard earned funds, or advocating on behalf of the LRCA. We are the "Heart on the Hill" because we have an amazing community that supports us.

With much gratitude,

Christy Wood





## From the President

In 2019-20, the LRCA was able to significantly improve and enhance its three core services: housing, food security and health and well-being supports.

In the area of housing, the LRCA with the support of BC Housing converted its emergency shelter for the homeless to a cold weather shelter. This means that during the winter months, the shelter is open every day providing a secure place to sleep for the homeless in our community.

After BC Housing announced that the LRCA had made a successful proposal under its Community Housing Fund in late 2018, the Association has been working with contractors and government officials to bring this project to fruition. In August, the building site was remediated, and the existing structure was removed to make room for the new 36-unit structure that will provide housing for low to moderate income individuals and families. Progress continues to be made as we near completion of the building design and final estimated costs.

Food security programs were also improved through enhance supply management and increasing access to our food-related programs. Of particular note, is the extension of hours that the food bank is open allowing more flexibility especially for working families to be able to utilize this service.



The LRCA has begun a review of some elements of its service related to health and well-being supports. In the upcoming year, the LRCA will focus on its justice-related programs (Victim Services and Restorative Justice) to assess opportunities to compliment and improve these services.

To support the Association's ability to improve and enhance its three core services, the LRCA has streamlined some of its programs and processes, mitigated risks, where possible,

and has increased its efforts to identify new sources of funding. These efforts are also critical to preparing the Association of building and operating an Affordable Housing project in 2020 and to continue to expand its services to respond to the growing and changing needs of our community.





## Our Values

### ~Sustainability

We believe in providing learning opportunities for staff and volunteers. We are advocates of strategic planning for the future in alignment with our vision.

### ~Our Community

Our staff, volunteers, clients and supporters are the heart of our organization. We actively recognize their contributions and celebrate our individual and shared successes.

### ~Leadership

We strive to be the corner stone of the community where people come together to collaborate, take collective action and generate solutions to common problems.

### ~Integrity

We act consistently with our values of being honest and transparent in what we do and say, and accept responsibility for our collective and individual actions.

### ~Diversity

We celebrate, respect, and include all communities, people, cultures, and religions. Our programs offer services through all stages of life. We strive for equitable access to resources.

### ~Heart

Everything we do, we do with a passion for making the connections that strengthen our community – connection that make the whole greater than the sum of its parts.



LADYSMITH RESOURCES CENTRE ASSOCIATION

# Heart on the Hill

# Our Core Beliefs

## Poverty

The LRCA believes that all people, at all times, have the right to have access to the resources, capabilities, choices, security and power necessary for the enjoyment of an adequate standard of living.

The LRCA works to alleviate the impacts of poverty through food security, shelter and community wellness.

## Food Security

The LRCA believes that all people, at all times, have a fundamental right to physical and economic access to sufficient, safe and nutritious food to meet their dietary needs for an active and healthy life.

## Shelter

The LRCA believes that all people, at all times, have a fundamental right to safe shelter and secure and affordable housing.

## Community Wellness

The LRCA believes that all people thrive best when they are connected. Connection creates a sense of belonging and builds strong community.

*The following pages show the “faces” of the people we serve and how programs impact individuals and families in their day to day lives.*

## FOOD SECURITY

**Because everyone  
deserves good food**

## SHELTER

**Because people  
have a right to safe  
shelter**

## Community Wellness

**Because people  
thrive when  
they're connected**



## Food Security

The LRCA believes that all people, at all times, have a fundamental right to physical and economic access to sufficient, safe and nutritious food to meet their dietary needs for an active and healthy life.

### LRCA Food Bank

*Food Security Coordinator: Paula Masyk*

The focus of the Food Bank is to decrease food insecurity through the distribution of healthy and nourishing food. We provide emergency and supplemental food to members of the Ladysmith Community in a welcoming and dignified atmosphere. In addition to weekly distribution of food, the Food Bank supplies daily bread and snacks, and supports the food needs of other LRCA programs.

The Food Bank is open every Monday from 4:30 pm to 5:30 pm and Tuesday 9:00 am to 11:45 am for distribution.

In 2019, the LRCA Food Bank provided 10,205 individual visits. 40% of these were for children. This accounted for 4,693 household visits.



### Gather Around Fruit Project

*Food Security Coordinator: Paula Masyk*

The aim of the Gather Around Fruit Skills Recovery Project was to build food supply and capacity for individuals and families facing the impacts of poverty by providing opportunities for them to get hands on experience through food harvesting, food preservation, food preparation, and distribution to promote healthy eating for themselves and other community members facing barriers to accessing healthy food.



### LRCA Soup Kitchen

*Program Coordinator: Steve and Linda Gold*

The LRCA Soup Kitchen (SK) provides a hot, healthy meal for those who need it twice a week. Soup Kitchen guests not only fill their bellies but fill their soul by connecting with others who might also be socially isolated.

In 2019, SK volunteers donated 1971 hours of time and served 1338 meals.

The LRCA Soup Kitchen runs out of Bethel Church, Side Bottom Door, 1149 – 4th Ave., Ladysmith on Tuesday and Thursday from 2:00 p.m. – 4:00 pm.

Our relationship with the LRCA Food Bank program is working well thanks to the assistance of the new Food Security Coordinator, Paula Masyk. Previously Loaves & Fishes in Nanaimo was a source of free food for the SK, but now seems to be depleted due to increased demand. Our own Food Bank program has become a consistent source of bread, eggs and other food items.

Grilled cheese sandwiches are very popular, so we serve them regularly at the SK. This year we switched from purchasing processed cheese slices to real cheddar cheese slices. Although this increases our costs, we wanted to feed our guests a healthier option and reduce our environmental impact by not throwing away the individual plastic wrappings of the processed slices.

# Shelter

The LRCA believes that all people, at all times, have a fundamental human right to safe shelter and secure and affordable housing.

## Cold Weather Shelter

*Program Coordinator: Karla Vandermaden*

We have served 35 unique individual guests since the Ladysmith Cold Weather Shelter opened on November 1, 2019. Of these guests 13 are new to the program for the month of December. We offer services such as meals, laundry, showers, transportation (bus and taxi), warm clothing and of course food is given out.

We feed on average 7-10 guests for dinner, on average 4-5 people spend the night in our dorm room and we have 5-7 guests for breakfast daily.

We create a home environment for our guests where they can watch movies, talk amongst each other, read, do their art work, are nourished, and most importantly are not judged. They feel comfortable in our shelter walls, this is evident when they open up to us and allow us into their personal lives.

Working together as a shelter team we feel we are gaining trust in our guests in our community. For some of our guests this means baby steps, for example one of our guests was really nervous about being at the shelter in the past (only staying at the shelter for half an hour). Now he is way more comfortable, he is opening up, expressing his feelings to the staff and often on many occasions he has spent the night. Another example, one of our guests felt comfortable enough to have a shower (his last known shower was in 2018). It is this trust that opens doors for guest referrals.



One of our biggest accomplishments so far this year is we have had a number of guests fill in the supportive housing application, funded through BC housing. The goal of this is to transition from homelessness to permanent supportive housing.

We are and will continue to offer change in those who become dear to our hearts through our compassionate work as the Heart on the Hill.





## Shelter continued...

### Housing Support Services

*Program Coordinator: Wendy Radcliffe*

The housing support services office provides core housing needs by building capacity and providing support for individuals and families to secure and sustain healthy and appropriate housing.

The Housing Support Services gives individuals and families a hand up when they most need it to help get folks back on their feet.

For example, a couple came in to seek help with their rent payment, they had moved recently, and their pre-planned accommodations did not work out. They managed to find a reasonable rental that fit them and their pets, neither was employed at the time so they were provided with assistance around applying for Ministry funds. They received gas cards to get them to their interviews. They also were able to access our food bank.

As it turns out they were both able to find employment and are now supporting themselves.

### Housing Project (coming soon)

As rents and house prices increase, more people in Ladysmith are experiencing unattainable housing, especially those most vulnerable.

The LRCA plans to work to begin to address this by building a 36 unit affordable housing complex for the community of Ladysmith, BC.

This housing project will create a mix of affordable rental housing units for low income seniors, families and persons with developmental disabilities. The site will feature an integrated community space to be used by residents and, when available, can be accessed by the broader community. The building site at 314 Buller Street is centrally located in close proximity to the LRCA and the downtown area.

#### Here are some of our impact statistics:

**61 people were helped since our program started in May 2019.**

**12 people, 1 of which was a senior, received funding to help pay rent and damage deposits to help keep them housed. This included 6 children.**

**4 people received help with utilities like Hydro and Water to keep from being disconnected. This also benefitted 7 children.**

**45 people received vouchers for food, fuel, laundry, and clothing to help them address their needs. Because of these vouchers, 2 clients were able to secure work, and 18 people, including 12 children, received much-needed food. The biggest need was addressed by giving out 84 vouchers for the Thrift Store to allow those without shelter to stay warm, and single parents to be able to clothe their children and send them to school with the supplies they needed.**

**8 people were aided to successfully apply and receive government financial assistance.**

**2 individuals were aided in securing personal ID needed to receive money and possibly other benefits.**

**2 individuals were given a postal address in order to receive critical documents and funds.**

**2 people received transportation to Doctor or Ministry Offices in Nanaimo or Duncan.**

**1 individual with help from this program and the Community was able to access a rehab facility.**

## Community Wellness

The LRCA believes that all people thrive best when they are connected. Connection creates a sense of belonging and builds strong community.

### Adventures in Early Literacy (AEL)

*Program Coordinator: Tanya Reid*

She came to us as a newcomer. Her friends and family left behind in the big city, she was eager for her and her daughter to make new friends. She was a professional. Educated. She had a great job. She was smart, funny and personable. She was a great mom to her often-shy daughter. Always gently urging her to take part but never forceful, always supportive. Always loving. They'd often curl up together and read a book before the program started. She wasn't someone you'd think needed a program like ours. She was clearly capable and high functioning.

In truth, she was painfully introverted. Her postpartum depression and exhaustion were exacerbated by her rural isolation. Going back to work seemed like a good option except that it wasn't and so she stayed home. It got lonely. And dark. And money became tight. Things were feeling bleak.

Unbeknownst to us, that's when we enrolled her in our programs. Despite her often-debilitating anxiety, she made a concerted effort to get the two of them out of the house. It was a huge challenge, but she felt the class was worth it. It brought them joy and happiness. Light in the darkness. They were surrounded by other families with struggles too and in that, they found the support they needed. They found a community they could love and trust and turn to when things were low. Or great or messy or complicated or whatever they happened to be that day. They found acceptance. They were no longer alone. Hope and optimism reentered her life. She said we saved her.



### Mother Goose

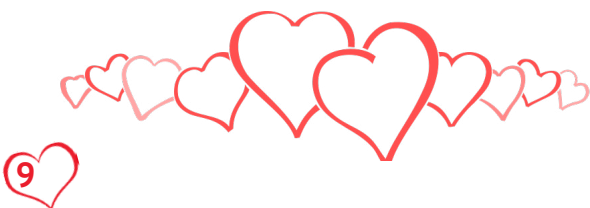
*Program Coordinator: Kristin Avis*

In Mother Goose we ask parents to complete both a pre and post program survey. On a scale of 1-10 we ask them to circle a number indicating how confident they feel singing with their child, how much time they spend singing with their child, if they know other parents in their community and if they know what services are available in their community. Looking at the pre-program survey assists us in getting to know the clients and understand what needs they may have.

In September 2019, Mother Goose expanded to provide "Goose on the Loose" in partnership with FJCC. This offers a similar Mother Goose program at a different location and time to make it available to more people in the community. Our first session was a success with 15 families signed up.

We had a lot of positive feedback from parents and caregivers after completing Mother Goose. Caregivers feel more confident singing with their children, sing more often with their children, know more parents in the community and are more aware of services in the community.

We have been able to connect families with other LRCA programs (Born Healthy, AEL, Dad's program, financial support), and helped to create a community of friendships and supports for parents.



## Community Wellness continued...

### Born Healthy

Program Coordinator: Maike Lammel

Born Healthy aims to increase maternal health, healthy birth-weights, promotion and support for breastfeeding, build connections amongst parents, and strengthen community partnerships to support pregnant persons.

On Wednesdays Born Healthy hosts a group from 10am- 1:00pm which includes a discussion topic or activity, and a free healthy lunch with opportunities for participants to increase their food preparation skills. Participants are invited to access prenatal vitamins, Vitamin D drops, dental hygiene and other supplies, clothing swap for maternity/infant clothing, and a community cupboard to help supplement family food systems. Volunteer childminders are available to assist with infants as well as older children.

Guest speakers cover topics such as: dental hygiene, nutrition and lactation, sleep consultation, early literacy skills, child development, movement, brain development, Doula support, Infant Choking/CPR, and we have regular field trips to other local supports (Strong Start, LaFF, FJCC Pool, Transfer Beach, etc.).

Here is a letter from a Born Healthy participant illustrating the impact of the program on her life:

*"This program is excellent for pregnant moms and women with kids. The amount of information and support is enormous. It helped me in many ways to become the mom I want to be for my kids. THANK YOU!"*



### Triple P

Program Coordinator: Maike Lammel

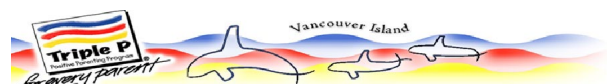
Through collaboration between Stz'uminus, Island Health, and LRCA, Beverly and Maike ran an eight-week Triple P – Positive Parenting Program Group at Stz'uminus Health Centre this fall.

Triple P is particularly helpful in improving child behaviour concerns. Its emphasis is on developing positive attitudes, skills and behaviours which helps prevent problems arising.

As one participant commented: *"This program is a great resource for all parents; it helps define how well you are doing, areas of opportunity and additional tools and tactics to further your parenting skills".*

Another recent participant said: *"I absolutely loved this program; I have taken in so much from this group".*

This particular group had the highest retention rate (100%) since LRCA started running Triple P groups over ten years ago, and average client satisfaction rate was at over 83%.





## Community Wellness continued...

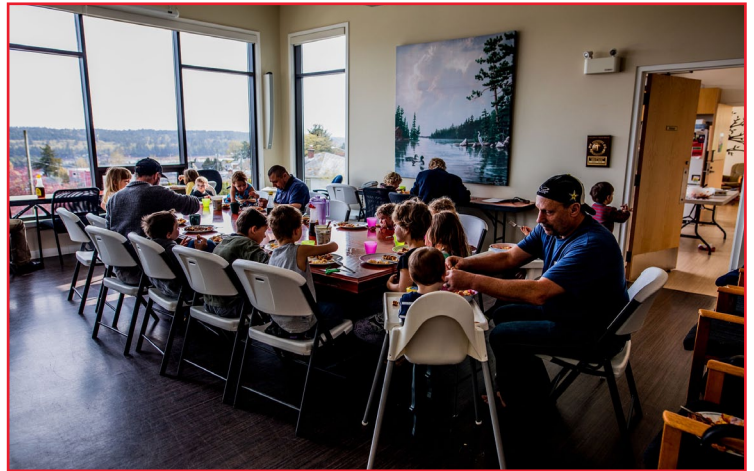
### Dad's Drop-in

*Program Coordinators: Tyler Talau and Dale Gisborne*

The Dad's Drop In (DDI) offers new Dads a chance to learn and practice new ways of relating to their children, to meet other new Dads, and to share information about fathering and parenting in a very low-pressure environment.

The DDI Program started in the belief that skilled father involvement improves outcomes for children, and provides valuable support for mothers, whatever the relationship between mother and father currently is. We believe that fathers can learn the skills needed to nurture their children effectively, and that a father's interaction with a child often has a different style that is complementary to the style of care a mother gives.

Last year, we averaged 12 children and 6 Dads per week and delivered programming 50 weeks out of 52 in 2019.



An amazing aspect of the Dad's Drop-in program is the friendships that develop between the fathers. The friendships that have developed with participants in the program are truly wonderful and will cherish them throughout my life. It is a normal occurrence to see dads making plans with other dads to get the whole family together for dinner, trips to the park or even going for hikes.

There are some friendships at Dad's Drop-in that are truly wonderful and those are the friendships amongst the children. The incredibly exciting greetings that they give each other when they first walk in is truly a treat to see.



## Community Wellness continued...

### Family Support Services

*Program Coordinator: Kortney Ashcroft*

In 2019, the Family Support Program provided service to 12 children between the ages of 6 to 12. The average amount of time offered for service was between 3-7 months, depending on the severity of need of each client and their families.

A common theme seen in the needs of our clients are supporting the growth of emotional/impulse regulation, grief and loss, and varied social skills. The overall needs of all clients that access services can vary and the response to services will vary to fit of the needs. This is also caused by the different avenues of referrals the program receives, as we accept referrals from a variety of outside agencies and organizations.



### Child & Youth Mental Health/ Special Needs

*Program Coordinator: Lacey Redding*

Over these past twelve months, I've walked alongside the lives of 22 families. 61% of the young people are living with unique special needs, and 35% experience challenges with their mental health and wellbeing - making their entire daily lives that extra bit challenging.

One young lady who I supported nearly 2 years ago still reaches out and asks to call me. The most recent time she called to tell me she got her grade 12 certificate and had registered for university. I asked her if she'd be willing to share her story and these are the beautiful words she sent me:

"I loved having you as a counselor because you are super patient and understanding. I think one of the best things about working with you was feeling heard and valued. You helped me recognize my strengths and how to use them to support my weaknesses. You were always willing to do whatever you could to help, not only me, but my family too. Helped us find resources and supported us by sending good vibes or someone to talk to. In general, my quality of life got better. I was someone overwhelmed with emotion and feeling controlled by these emotions to the point where I just wasn't me, doing everyday things was a constant struggle. Now I can enjoy life and its challenges, I am making plans for the future and I feel like I don't have to let my past hold me back."

### Youth Support Services

*Program Coordinator: Lindsey Paawue*

In 2019 the Youth Support Program provided service to 26 youth in our community. Of those youth, 43% sought support related to family conflict and of those, 100% were from split families where youth shared some time at both parents' homes.

As a support worker with teens, my proudest moments and a way to measure long term success is when youth have accessed the program, and years later we reconnect in the community once the youth has overcome their challenges, graduated, found employment and are independently living on their own. Recently, we had a client of mine from 10 years ago come back for an interview with our team. She was in her fourth year of the CYC program, was married and volunteering in the community. This for me, is a huge success story!



## Community Wellness continued...

### Senior Support Services

*Program Coordinator: Shirley Sloan*

The Seniors Office of the LRCA provides advocacy, information, education, support and a willing ear. We had contact with 835 seniors or their family or friends in the past year.

The Seniors' Office provides help with government documents concerning benefits, housing problems, information about referrals, and supports available in the community.

The LRCA seniors office provides transportation support for seniors to medical appointments in Nanaimo and Duncan, grocery shopping, educational sessions and a weekly social hour to meet others in the community and make friends. Through our transportation service, 238 seniors received a ride to medical appointments to Nanaimo and Duncan over the past year. We have two vehicles and 12 volunteer drivers who have donated 952 hours to this program. Our clients are very grateful for this service as transportation is a huge barrier for seniors, who no longer drive.

Some of the success stories we have coming out of the Seniors Office includes supporting a senior female client who suddenly found herself single after many years. Support and a "shoulder to cry on" helped her get through the shock and grief caused by the separation. She is very grateful for the help and support she received.

Along with other community programs, we provided support services on a weekly basis to a senior mentally handicapped man that enables him to continue to reside in the community.

Without these programs many of our seniors would find accessing housing and income supports challenging.



### Volunteer Counselling

*Program Coordinator: John Parker*

The Volunteer Counselling Program offers individuals the opportunity to engage in a process to develop the skills necessary to face life's challenges, as well as supports individuals in their goal of positive mental health.

This is a free program designed for those who cannot afford to pay for private counselling or do not qualify for (or have) extended health services. All counseling services are provided by trained volunteers under the supervision of our Program Coordinator, who is a Registered Clinical Counselor with a Master's degree in counseling psychology.

Currently the program has four very experienced retired professional counsellors and three Masters of Counselling Psychology students who have supported 92 clients in 2019 and donated 900 counselling hours.

It is without doubt the most gifted, knowledgeable and experienced team that Ladysmith has the good fortune to be supported by. The quality of service this team has provided the community has been truly exceptional.



# Community Wellness continued...

## Victim Support Services

Program Coordinator: Eva Morgan

With 1 staff member and 1 volunteer, victim services supported 174 clients this past year. In 2019 the program gained 136 new clients, logged 208 volunteer hours, and provided on-call hours 24/7 every day of the year to best support our community.

My goal is to continue to grow the Victim Service Program to best fit the evolving needs of our community. I am excited to continue expanding on the relationships the program has with community partners and agencies.

The Victim Service Program works hard to provide victims of crime or trauma in our region ( Ladysmith, Saltair, Portions of Cowichan Valley Regional District, Portions of Nanaimo Regional District, Stz'uminus First Nation, Kulleet Bay Penelakut First Nation, Thetis Island, Secretary Islands, Reid Island) with emotional and practical support.

With 24/7 crisis response available the program spends most of its time providing clients with direct support either at the scene of trauma, over the phone, in the courtroom, or in our office. Although there is no "typical" file in the Victim Services Program some of the events our clients are often faced with include things such as sudden death, intimate partner violence, assault, and break and enter.



## Restorative Justice

The Restorative Justice Program (RJ) works to restore and strengthen relationships within the community that have been damaged by crime and conflict. To do this, we provide opportunity for the harmed and those responsible for the harm to come together and talk, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way to move forward.

New this year, the LRCA engaged in a research project, funded by the Community Safety and Crime Prevention Branch of BC, to build more capacity, partnerships and awareness of RJ in the Ladysmith community. Results of the project and recommendations will be revealed in the spring of 2020.





LADYSMITH RESOURCES CENTRE ASSOCIATION

## Heart on the Hill

In 2019 the LRCA celebrated **27 years** of service in our community.

In 2019, the LRCA has **646 members**. 51 members enjoy voting privileges.

In 2019, a total of **795 tax returns** were completed by volunteer staff.

Reception fielded **3093 calls** and directed **6374 individuals** for a total of **9467 inquiries** from October 1, 2018 to September 30, 2019.

## 2019 PROGRAM HIGHLIGHTS

### Food Bank

in 2019, there were **10,205** individual visits to the food bank, **40%** of these were children.

### Soup Kitchen

in 2019, Soup kitchen volunteers donated **1971** hours of time and served **1338** meals.

### Funders & Donors

A big thank you to our Funders, Donors, and community Supporters". The LRCA received over **\$165K in cash donations** in 2019. In 2019, LRCA Admin staff completed over **26 grant applications** and received just over **\$576K in grant money**. The Admin staff supported and organized 6 large fundraisers including those with multi events and **raised over \$158K** in 2019.

### Cold Weather Shelter

from November 1st 2019 to December 31st, 2019 the shelter supported **35** unique individuals with a safe place to sleep and eat.

### Victim Services

supported **136 clients**, logged **208 volunteer hours** and provided **on call hours 24/7** every day of the year.

### Holiday Programs

the shelter provided **2 Xmas dinners** and handed out **15 homeless hampers**.

In December 2019, **over 400 hamper boxes** were filled with Christmas Cheer for **147 families**.

### Volunteer Counselling

the program supported **92 clients** and donated **900 counselling hours**.



### Early Years and Family Support Services

**Born Healthy** had **457 visits** to their program last year.

**33 professional guest speakers** have visited during the year presenting on a variety of topics that focus on family wellness.

**Mother Goose** averaged **13 registered families** per week with a total of **515 family visits** to the program

**Dad's Drop-in** is in its 12th year and sees an average of **18 participants per week**. Open 50 weeks of the year (**900 participants** annually).

**Family & Youth, Support Services** supported **60 children & youth** and their immediate families and/or caregivers.

**Adventures in Early Literacy** averaged **10 registered families per week** with a total of **244 family visits** to the program.

### Seniors

**577**

Seniors made contact with our Seniors Advocacy Office (**243 phone calls** and **334 drop-ins**)

**952 hrs**

of volunteer time was donated for filling **238 requests** for transportation to medical appointments outside of Ladysmith.

**610 hrs**

of volunteer time was donated to take and fill **522 grocery orders** for Seniors

**579**

Seniors participated in Seniors Coffee Drop-In with benefits extending to multiple members of family. **4 dedicated volunteers** help run this weekly social.



Heart on the Hill  
the Heart of the Community



# Financial Reports

## LADYSMITH RESOURCES CENTRE ASSOCIATION

### Statement of Financial Position

September 30, 2019

	Operating Fund	Gaming Fund	Internally Restricted Fund	Total 2019	Total 2018
<b>ASSETS</b>					
<b>CURRENT</b>					
Cash	\$ 410,569	\$ 73,845	\$ 34,400	\$ 518,814	\$ 422,840
Restricted cash	-	11,051	-	11,051	17,458
Funder receivables	82,214	-	-	82,214	9,652
Inventory	5,000	-	-	5,000	-
Goods and services tax recoverable	2,804	-	-	2,804	2,203
Prepaid expenses	840	-	-	840	1,654
Damage deposits	1,500	-	-	1,500	-
	502,927	84,896	34,400	622,223	453,807
TANGIBLE CAPITAL ASSETS (Net of accumulated amortization) (Note 5)	611,172	-	-	611,172	415,236
LONG TERM INVESTMENTS (Note 3)	25,251	-	-	25,251	25,000
DEPOSIT - TOWN OF LADYSMITH (Note 4)	-	-	244,040	244,040	248,948
	\$ 1,139,350	\$ 84,896	\$ 278,440	\$ 1,502,686	\$ 1,142,991

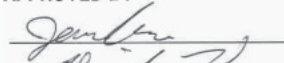

## LADYSMITH RESOURCES CENTRE ASSOCIATION

### Statement of Financial Position

September 30, 2019

	Operating Fund	Gaming Fund	Internally Restricted Fund	Total 2019	Total 2018
<b>LIABILITIES AND NET ASSETS</b>					
<b>CURRENT</b>					
Accounts payable	\$ 72,886	\$ 15,500	\$ -	\$ 88,386	\$ 22,491
Wages payable	8,227	-	-	8,227	2,521
Employee deductions payable	7,195	-	-	7,195	6,669
Deferred contributions (Note 6)	521,064	25,000	-	546,064	287,545
Gaming prize liability	-	11,118	-	11,118	17,458
	609,372	51,618	-	660,990	336,684
<b>FUND BALANCES</b>					
Unrestricted	(81,194)	-	-	(81,194)	44,215
Invested in capital assets	611,172	-	-	611,172	415,236
Externally restricted	-	33,278	-	33,278	68,428
Internally restricted (Note 7)	-	-	278,440	278,440	278,428
	529,978	33,278	278,440	841,696	806,307
	\$ 1,139,350	\$ 84,896	\$ 278,440	\$ 1,502,686	\$ 1,142,991

#### APPROVED BY

 Director  
 Director

# Financial Reports continued...

## LADYSMITH RESOURCES CENTRE ASSOCIATION

## Statement of Operations

Year Ended September 30, 2019

	Operating Fund	Gaming Fund	Internally Restricted Fund	Total 2019	Total 2018
<b>REVENUE</b>					
BC Government Grants (Note 10)	\$ 319,411	\$ 50,000	\$ -	\$ 369,411	\$ 353,144
Corporate grants	8,351	-	-	8,351	4,025
Federal grants	60,622	-	-	60,622	50,106
Municipal Grants	68,580	-	-	68,580	71,497
Donations	168,205	-	-	168,205	169,748
Fundraising	53,650	4,355	-	58,005	73,207
Gaming revenue	50,350	121,568	-	171,918	172,352
Interest revenue	2,377	-	-	2,377	1,545
Other revenue	9,649	-	-	9,649	4,125
Recovered costs	139,542	-	-	139,542	121,491
	<b>880,737</b>	<b>175,923</b>	<b>-</b>	<b>1,056,660</b>	<b>1,021,240</b>
<b>EXPENSES</b>					
Advertising	3,209	285	-	3,494	1,883
Building	4,908	-	-	4,908	4,908
Capital project costs	-	-	-	-	1,065
Emergency assistance	8,496	-	-	8,496	-
Entertainment	1,317	-	-	1,317	1,685
Equipment	1,189	-	-	1,189	1,065
Events	1,998	-	-	1,998	5,756
Facility charge	42,187	6,085	-	48,272	48,738
Food supplies	72,064	43	-	72,107	58,036
Fundraising	4,827	1,144	-	5,971	24,564
Gaming prizes	-	72,913	-	72,913	74,873
Insurance	13,688	1,422	-	15,110	13,250
Interest and bank charges	756	242	-	998	337

(continues)

## LADYSMITH RESOURCES CENTRE ASSOCIATION

## Statement of Operations (continued)

Year Ended September 30, 2019

	Operating Fund	Gaming Fund	Internally Restricted Fund	Total 2019	Total 2018
Office	13,821	625	-	14,446	12,525
Professional fees	14,920	1,074	-	15,994	21,031
Program costs	7,992	73,615	-	81,607	111,323
Repairs and maintenance	16,193	-	-	16,193	19,794
Salaries and wages	539,030	53	-	539,083	505,566
Sub-contracts	21,158	13,502	-	34,660	21,306
Supplies	20,774	4,612	-	25,386	38,646
Training	7,110	-	-	7,110	7,295
Travel	19,899	-	-	19,899	22,197
Utilities	21,426	-	-	21,426	21,705
	<b>836,962</b>	<b>175,615</b>	<b>-</b>	<b>1,012,577</b>	<b>1,017,548</b>
<b>EXCESS OF REVENUE OVER EXPENSES FROM OPERATIONS</b>	<b>43,775</b>	<b>308</b>	<b>-</b>	<b>44,083</b>	<b>3,692</b>
<b>AMORTIZATION</b>	<b>(8,694)</b>	<b>-</b>	<b>-</b>	<b>(8,694)</b>	<b>(7,968)</b>
<b>EXCESS (DEFICIENCY) OF REVENUE OVER EXPENSES</b>	<b>\$ 35,081</b>	<b>\$ 308</b>	<b>\$ -</b>	<b>\$ 35,389</b>	<b>\$ (4,276)</b>

# Financial Reports continued...

**LADYSMITH RESOURCES CENTRE ASSOCIATION**  
**Statement of Changes in Net Assets**  
**Year Ended September 30, 2019**

	Operating Fund	Gaming Fund	Internally Restricted Fund	2019	2018
<b>NET ASSETS - BEGINNING OF YEAR</b>	\$ 495,137	\$ 32,742	\$ 278,428	\$ 806,307	\$ 810,583
Excess (deficiency) of revenue over expenses	35,081	308	-	35,389	(4,276)
Inter-fund transfers	(240)	228	12	-	-
<b>NET ASSETS - END OF YEAR</b>	\$ 529,978	\$ 33,278	\$ 278,440	\$ 841,696	\$ 806,307



# Financial Reports continued...

## LADYSMITH RESOURCES CENTRE ASSOCIATION

### Statement of Cash Flows

Year Ended September 30, 2019

	2019	2018
<b>OPERATING ACTIVITIES</b>		
Excess (deficiency) of revenue	\$ 35,389	\$ (4,276)
Item not affecting cash:		
Amortization of tangible capital assets	8,694	7,968
	<u>44,083</u>	<u>3,692</u>
Changes in non-cash working capital:		
Accounts receivable	(72,563)	(7,901)
Inventory	(5,000)	-
Accounts payable	65,896	11,347
Deferred income	258,519	185,465
Prepaid expenses	814	14,964
Goods and services tax payable	(601)	-
Damage deposits	(1,500)	-
Wages payable	5,706	(4,031)
Employee deductions payable	526	(2,753)
Bingo prize liability	(6,340)	5,549
	<u>245,457</u>	<u>202,640</u>
Cash flow from operating activities	<u>289,540</u>	<u>206,332</u>
<b>INVESTING ACTIVITIES</b>		
Purchase of tangible capital assets	(207,130)	(85,250)
Proceeds on disposal of tangible capital assets	2,500	-
Cash flow used by investing activities	<u>(204,630)</u>	<u>(85,250)</u>
<b>FINANCING ACTIVITY</b>		
Transfer to Town of Ladysmith	4,908	4,908
Cash flow from financing activity	<u>4,908</u>	<u>4,908</u>
<b>INCREASE IN CASH FLOW</b>	<u>89,818</u>	<u>125,990</u>
Cash - beginning of year	<u>465,298</u>	<u>339,308</u>
<b>CASH - END OF YEAR</b>	<u>\$ 555,116</u>	<u>\$ 465,298</u>
<b>CASH CONSISTS OF:</b>		
Cash	\$ 518,814	\$ 422,840
Term deposits	25,251	25,000
Restricted cash	11,051	17,458
	<u>\$ 555,116</u>	<u>\$ 465,298</u>



LADYSMITH RESOURCES CENTRE ASSOCIATION

*Heart on the Hill*

## **LADYSMITH RESTORATIVE JUSTICE**

# **BUILDING CAPACITY AND PARTNERSHIPS FOR RESTORATIVE JUSTICE PRACTICES IN LADYSMITH**

## **PROJECT REPORT**

**Prepared by:**

**Carmen Hildebrand, Project Coordinator**

**For:**

**Ladysmith Resources Centre Association (LRCA)**

**March 2020**



## TABLE OF CONTENTS

<b>Executive Summary</b>	<b>2</b>
<b>Project Overview</b>	<b>4</b>
Project Initiation and Funding	4
Terminology	4
Purpose of the Project	4
Intended Project Outcomes	4
Overview of Project Activities	4
Stakeholder Identification	4
Interviews	5
Surveys	5
Workshops and Presentations	5
Media	5
General Research	5
<b>Program History</b>	<b>5</b>
<b>Restorative Justice Defined</b>	<b>6</b>
What is Restorative Justice	6
How does it work	6
Who benefits	7
<b>Community Engagement and Partnership Development</b>	<b>8</b>
Presentation to Town Council	8
Ladysmith Resources Centre Association (LRCA)	8
RCMP	8
Victim Services	9
Crown Counsel	9
Community Surveys	10
Presentations to Community Groups	10
Ladysmith Secondary - SD 68	10
First Nations	11
Restorative Justice Programs on Vancouver Island	11
Vancouver Island Region Restorative Justice Association (VIRRJA)	11
Restorative Justice Association of British Columbia (RJABC)	12
Community Engagement and Partnership Development Recommendations	12
<b>Research Findings and Best Practice</b>	<b>13</b>
Models of Practice and Associated Training	14
Operational Guidelines	14
Meeting the Needs of Victims	14
Supports for Outcomes	15
Other Considerations	15
Best Practice Recommendations	15
<b>Program Administration</b>	<b>16</b>
Program Administration Recommendations	17
<b>Final Remarks</b>	<b>18</b>
<b>Appendix One</b>	<b>19</b>
<b>Appendix Two</b>	<b>22</b>
<b>Appendix Three</b>	<b>25</b>
<b>References</b>	<b>27</b>
<b>Further Reading</b>	<b>28</b>

## EXECUTIVE SUMMARY

The 'Building Capacity and Partnerships for Restorative Justice Practices in Ladysmith Project', made possible through a British Columbia Civil Forfeiture Grant, began in June of 2019 and reached completion in March of 2020. The intended project outcomes include: identification of community safety issues and/or gaps within the context of restorative practices; improved public awareness of the program, including access by the First Nations community; development of guidelines for further program development in line with best practice considerations and formalized partnerships, specifically with RCMP, Victim Services, the School District and First Nations.

Project activities included the identification of stakeholders, semi-structured interviews, surveys, workshops and presentations, as well as media engagement and general research into restorative justice models and practices. This led to a total of 15 recommendations identified in 3 key areas: community engagement and partnership development, best practice in program development and program administration.

The recommendations are summarized in the table below, and a few are worth highlighting:

The strongest emerging recommendation for the future success of the program is to hire a permanent Coordinator to address ongoing capacity challenges. The Coordinator should possess the necessary skill sets to implement the recommendations outlined in this report. This would include (a) the ability to work with vulnerable populations, specifically within the context of mental health and trauma informed practice (TIP), (b) an understanding of the criminal justice system, specifically with respect to the police, victim services and probation, (c) volunteer management experience within a larger organizational structure, and (d) an understanding of local community needs.

A central component of research for this project involved reaching out to other select restorative justice programs on Vancouver Island. Consistently, all programs approached were eager to help and serve as a resource. It is strongly recommended that these relationships be maintained and enhanced to assist with next steps for Ladysmith Restorative Justice. Other programs (specifically Warmland Restorative Justice, the Nanaimo program administered through the John Howard Society, and Victoria Restorative Justice) have offered to share facilitators, assist with complex cases and provide administrative resources and guidance.

A positive and enriching experience worth highlighting is the relationship building opportunities encountered with respect to First Nations engagement. This included participation in an Indigenous Justice Forum in Port Hardy, focusing on, among other topics, the restorative justice needs of indigenous communities. As well, the project coordinator and steering committee members were invited to Stz'uminus First Nation to participate in a reconciliation workshop entitled 'The Village Project'. This, along with connections formed at the St'zuminus Health Centre, has paved the way for First Nations engagement with a focus on relationship building and a deeper understanding of the need for healing and justice within the context of reconciliation. As outlined in the report, there are sensitivities around restorative practices and colonization, as these practices have been a part of indigenous culture since pre-contact and are not a 'western invention'. These deeper connections are therefore a valuable bridge to future collaboration and potential partnerships.

<b>Project Recommendations Summary</b>	Note: These are summaries only - for further explanations and rationale, please refer to the report.
	<b>Community Engagement and Partnership Development Recommendations</b>
(1)	Continue regular contact with all relevant stakeholders to keep the established momentum going
(2)	Utilizing established guidelines for engagement, continue relationship building with the RCMP as the primary referral source
(3)	Continue liaising with other Restorative Justice Programs to solicit guidance and assistance
(4)	Formalize the existing partnership with Victim Services through a Memorandum of Understanding (MOU)
(5)	Further connect with Crown Counsel in response to their draft Memorandum of Understanding (MOU)
(6)	Continue school engagement, including pursuing joint learning opportunities for the integration of restorative principles and practices into the classroom environment
(7)	Continue First Nations engagement with a focus on relationship building
	<b>Best Practice Recommendations</b>
(1)	Ensure all program development activities are considered within the context of emerging best practices
(2)	Establish a comprehensive Operations Manual
(3)	Ensure adequate facilitator training in response to referral trends and case complexities
(4)	Ensure consistency in program implementation through a Program Coordinator
(5)	Consider the integration of mentors into the program to assist all participants with navigating the process
	<b>Program Administration Recommendations</b>
(1)	Continue administering Ladysmith Restorative Justice as a program of the Ladysmith Resources Centre Association (LRCA)
(2)	Engage a permanent Program Coordinator to assist with implementation of all recommendations, and to be a consistent "face of the program".
(3)	Develop a program-specific Strategic Plan



## PROJECT OVERVIEW

### **Project Initiation and Funding:**

This project was initiated by the Ladysmith Resources Centre Association (LRCA) of which Ladysmith Restorative Justice is a program, and was made possible through a British Columbia Civil Forfeiture Grant.

### **Terminology:**

In criminal matters, the term victim is generally used to refer to someone who has been harmed and the term offender refers to the individual who has caused the harm. In restorative justice practices these terms are often replaced with 'affected party', referring to the victim, and 'responsible party', referring to the offender. These terms are less stigmatizing and are more reflective of the restorative justice philosophy. In this report, these terms will be used interchangeably, depending on context and research cited. As well the term 'restorative justice' will sometimes be referred to by the initials RJ.

### **Purpose of the Project:**

The overarching purpose of this project was to build capacity and partnerships for Restorative Justice Practices in Ladysmith. The project began in June of 2019 and concluded in March of 2020.

### **Intended Project Outcomes:**

A number of short and long term outcomes were identified at the start of the project. These include:

- \* Formalized partnerships between local RCMP, Police Based Victim Services, the School District and local First Nations, leading to increased referrals from these sources;
- \* Identification of community safety issues and/or gaps around restorative justice practices to help contribute to a community wellness and safety needs assessment in the Ladysmith area;
- \* Overall improved public awareness about restorative justice principles and practices, thus encouraging and increasing referrals from members of the general community;
- \* Improved access to restorative justice processes by local First Nations;
- \* Guidelines for further program development and next steps.

### **Overview of Project Activities:**

The following is a list of key project activities. More detail is provided in subsequent sections.

**Stakeholder Identification:** Initial meetings with the steering committee helped identify relevant stakeholders for the project. This involved asking who was currently involved and who had been involved in the past and would be able to provide information or consider becoming re-engaged. It also included identification of key contacts at potential referral sources, such as RCMP, Victim Services,

Human Service Organizations, local First Nations, the business community, and community groups with social / community safety considerations as part of their mandates.

**Interviews:** A total of 23 semi-structured Interviews were conducted with program volunteers, members of the First Nations community, staff and volunteers of other restorative justice programs, school administrators, and a few select community members who had shown past interest in RJ practices.

**Surveys:** Two surveys were developed and distributed during this project. One survey was specifically designed for RCMP members to help determine general knowledge and attitudes towards RJ practices and principles. The other survey was developed for the general community to help determine community safety issues and gaps, as well as general knowledge and attitudes towards RJ principles and practices.

**Workshops and Presentations:** A workshop / in-service was conducted for LRCA staff to strengthen ties with the other programs delivered through the Centre. This proved to be a good catalyst for how the other programs of the LRCA can augment restorative practices by providing vital community supports to potential restorative justice clients and other individuals affected by crime and conflict. As well, the following 4 groups received in-person presentations: Ladysmith Town Council, Ladysmith Downtown Business Association, the Rotary Club and the Ladysmith Interagency Committee.

**Media:** To help raise awareness of the project, the local media was engaged, resulting in an article in the Ladysmith Chronicle. Other activities included distribution of an e-flyer through the local Chamber of Commerce newsletter, physical distribution of materials at community events, such as the annual health fair, as well as website content and social media, such as Facebook and Instagram.

**General Research:** To help inform program expansion and overall stakeholder engagement, the project was supported by research related to trends in the sector and best practice considerations.

## PROGRAM HISTORY

The Ladysmith Restorative Justice program has been in existence since the early 2000's as a program of the Ladysmith Resources Centre Association (LRCA), roughly covering the geographical area identified for the Ladysmith RCMP detachment.

Ladysmith Restorative Justice has always been administered by volunteers. The RCMP has been the primary referral source and number of cases often varied greatly from year to year. Interviews conducted with past and present volunteers point to a high turn-over rate within the RCMP detachment as one of the challenges, making it difficult to establish relationships with referring officers. (This is explored in more details under the 'community engagement and partnership development' section of this document).

Another concern over the years has been a fluctuation in the number of volunteer facilitators to adequately match the inconsistent number of referrals. Lack of cases would cause the program to lose volunteers, while a sudden rise in cases would present a lack of capacity. It should be noted that this is not unique to RJ programs.

As well, community engagement has been inconsistent over the years. At one point the program had established community partnerships (primarily for restitution purposes), but again due to the challenges mentioned above, these relationships have not been maintained. In the last couple of years, referrals have once again been lacking, and seeing the same repetitive cycle of capacity challenges prompted this project.

## **RESTORATIVE JUSTICE DEFINED**

### **What is Restorative Justice?**

The first recognized case of Restorative Justice in Canada was documented in Elmira, Ontario, in 1974. After two young offenders vandalized 22 properties in a small Ontario town, the assigned probation officer, Mark Yantzi and the Mennonite Prison Support Worker, Dave Worth, asked the judge for permission to arrange for the two offenders to meet with the victims of the vandalism in order to see if reparation could be made. News of the success of this new (yet centuries old) approach quickly spread. (Abbottsford Restorative Justice and Advocacy Association <http://www.arjaa.org/history-of-restorative-justice>)

Although new to the Canadian Justice System in the 1970's, restorative approaches hold ancient roots in First Nations and other indigenous cultures as a way of dealing with conflict and re-establishing community harmony. These approaches hold much wisdom and can be adapted to the modern legal system, as has become evident through the growth of restorative practices across the globe.

Restorative Justice is both a process and a philosophy. It is a shift in thinking from blame and punishment to repairing harm.

The *United Nations Working Group On Restorative Justice* defines it as follows:

*"A process whereby parties with a stake in a particular offence resolve collectively how to deal with the aftermath of the offence and its implications for the future."*

Restorative Justice can be applied in a variety of ways and referrals can come from a variety of sources, including the Criminal Justice System (from pre-charge to post incarceration), the school system, the workplace, businesses, institutions, as well as community groups and organizations.

### **How does it work?**

There are various models of restorative justice, but generally all follow a similar process which involves:

- \* Accepting referral and screening for suitability;
- \* Obtaining consent from all parties;
- \* Conducting preparatory meetings held separately with the affected party (victim), the responsible party (offender), and any other people relevant to the process, including support people for both parties as requested and identified;
- \* Gathering all parties and facilitating a process to discuss the incident and how the harm can be repaired (called a forum, dialog, or circle, depending on the model used);

- \* The creation of a written agreement, reached by consensus, of how the harm will be repaired;
- \* Follow up to ensure completion of agreement.

### **Who benefits?**

Restorative justice principles and practices provide benefits to the affected party (victim), the responsible party (offender) and to the community as a whole.

#### **Benefits for victims include:**

- \* Being provided with increased access to information;
- \* Facing the offender to tell their story;
- \* Having a 'voice' in the justice process;
- \* Providing the opportunity to receive validation and vindication;
- \* Receiving restitution and having a say in what that looks like;
- \* Increased safety and protection (decreased post-traumatic stress).

#### **Benefits for offenders include:**

- \* The opportunity to make things as right as possible;
- \* A chance to learn from mistakes by seeing the true impact of their actions and the harm caused;
- \* The ability to demonstrate remorse and apologize to the victim;
- \* Facing consequences that fit the crime, rather than abstract arms-length punishment;
- \* Youth often report more positive attitudes towards police and the criminal justice system.

#### **Community Benefits:**

- \* Restorative Justice practices increase public safety due to lower recidivism rates;
- \* Offenders are re-integrated into society through direct reparation of harm;
- \* Restorative Justice frees the system up for more complex and serious cases;
- \* Public confidence in the criminal justice system is increased;
- \* The process is much less costly than the 'traditional' system.

## COMMUNITY ENGAGEMENT AND PARTNERSHIP DEVELOPMENT

### Presentation to Town Council:

The community engagement component of the project began with a presentation to Ladysmith Town Council. This involved a brief PowerPoint outlining what restorative justice is, as well as an outline of the intended study. The presentation was well received, with Mayor Aaron Stone indicating support for alternative processes that work towards community safety and cohesion, especially related to young offenders. A follow-up presentation to report on the outcomes of the project was requested and will take place after the release of this report.

### Ladysmith Resources Centre Association (LRCA)

Since Ladysmith Restorative Justice is a program of the Ladysmith Resources Centre Association (LRCA), collaborating and partnering with other LRCA programs is an inherent component of service delivery.

The LRCA provides a wide range of services to the community, from pre-natal assistance to supports for seniors. This facilitates an ideal avenue for providing 'wrap around' services to RJ participants, to help address root causes of crime and conflict. Monthly staff meetings with representation from most programs provide a direct way for cross-referral exploration.

### RCMP

The most obvious referral source for most restorative justice programs is often the RCMP, and re-engaging with the local detachment was one of the top priorities for this project.

A number of years ago, "E" Division, RCMP Crime Prevention Services produced a document entitled, "*A Blueprint for Increasing RCMP Detachment Restorative Justice Referrals to Community Accountability Programs in British Columbia.*" It lists a 4-step summary of recommendations for engagement, beginning with raising awareness within RCMP detachments about restorative justice options, followed by ongoing relationship-building towards trust and buy-in, with an eventual goal of embedding restorative practices into the RCMP culture.

The table below is taken from page 29 of their document:

STAGE	RECOMMENDATIONS
Awareness	Promote the benefits of restorative justice and the CAP* regularly at detachment watch briefing Develop information cards or pamphlets about CAP
Relationship	Select a Detachment Restorative Justice Liaison Member Ensure regular communication and collaboration toward shared goals Communicate expectations clearly Enable stable access to police for face-to-face interactions Establish RCMP detachment representation on/with the CAP's board of directors Establish and maintain a relationship between the CAP and police-based victim services
Trust / Buy-in	Select an ideal Detachment Restorative Justice Liaison Member Enable and encourage police officers to participate in restorative justice processes Strive to achieve detachment leadership support and involvement

	Communicate success Attract and maintain high quality volunteers Operate within / partner with an existing stable service organization
Culture	Build restorative justice into the detachment structural processes Expect restorative justice as a default response to most files Embed restorative policing into police performance and reward systems Extend collaboration in restorative justice beyond the police / CAP partnership Encourage outside demand for the use of restorative justice
	* Community Accountability Program - provided by Ministry of Public Safety and Solicitor General

Given the lack of RCMP referrals to the program, as well as frequent staff turn-over at the Ladysmith Detachment, re-engagement began with a survey for members.

There were a total of 8 survey responses. Only one member had never come in contact with RJ. The general trend was mixed feedback from extremely strong support (having assisted with setting up an RJ program in another community) to no support, indicating it had not worked for them. Generally more clarity around process and suitable cases was requested.

See Appendix One for survey questions and responses.

### **Victim Services**

The Ladysmith Victim Services program is administered through the LRCA and housed at the RCMP detachment. Historically there has been a perception of RJ as being too offender focused, thus causing a mandate mis-alignment between the two services. However, recent research is showing that these programs do align and provide similar benefits to victims, in terms of meeting both emotional and practical needs, such as victims having a voice in the process and a much larger degree of control over outcomes.

Restorative Justice Victoria addressed this topic in detail in their 2016 paper entitled, *"Strengthening Ties to Better Service Victims - a partnership guide for police-based victim services & restorative justice agencies in British Columbia."* The document also includes a draft memorandum of understanding. As well, research conducted by Barga, C., Lyons, A. & Hartman, M. (2019), in *Crime Victims' Experiences of Restorative Justice: A Listening Project*, explore in detail experiences and needs of victims to increase awareness and responsiveness within the RJ community.

Overall, restorative justice programs are strongly committed to meeting victim's needs and causing no further harm or trauma. In many cases, victims report the restorative approach as more satisfying and healing than the traditional system.

### **Crown Counsel**

Since referrals to RJ programs from the criminal justice system can occur anywhere from pre-charge to post-incarceration, Crown Counsel is identified as another potential referral source. Some RJ programs interviewed for this study have successfully engaged with Crown (such as the RJ program through the Nanaimo John Howard Society). In the case of Ladysmith, this has not occurred, although attempts to establish a connection have been made in the past. At the time of this report Crown Counsel was

releasing a draft Memorandum of Understanding (MOU), which will hopefully assist with further engagement.

### **Community Survey:**

A community survey was conducted as part of this study to determine both awareness of the program and understanding of RJ practices. Questions included whether or not people had ever heard of RJ, if so, rating their knowledge and how they felt about it, as well as questions on the philosophical aspects, and what people identified as some of the major community safety concerns. Through distribution via social media, presentations and participation in community events, a total of 75 responses were solicited.

EMERGING THEMES: Emerging themes included a strong link between addiction, mental illness and poverty as root causes of criminal behaviour. As well, when asked about the option of restorative justice in the community, there was a strong theme of an increased need for alternative solutions.

CAVEAT: When filling out the survey, people were asked what sectors they identified with. A high proportion (over 60%) identified as either being part of the human services or health sectors. This may have, unfortunately, led to a high response rate in favour of restorative practices and an above average reporting of root causes and links to addiction.

See Appendix Two for survey questions and responses.

### **Presentations to Community Groups:**

As part of the community engagement component, key community groups were identified, which led to presentations to the local Rotary Club, the Downtown Business Association, and the Ladysmith Interagency Committee. As well, Ladysmith Restorative Justice was represented at community gatherings, such as the Annual Health Fair and the Ladysmith Resources Centre Association (LRCA) open house. Groups such as the Rotary Club and the Interagency Committee indicated quite a bit of knowledge related to restorative justice and interest was high, while other groups such as the Downtown Business Association had several members indicate no knowledge of the program or its purpose. Community gatherings, such as the Health Fair provided the opportunity to reach out to the general community. Again many, if not most, people approached had either no or very limited knowledge of restorative justice practices. This indicates that the program has good potential for stakeholder re-engagement, but also faces the challenge of finding ways to better reach out to the general community.

### **Ladysmith Secondary School - SD 68**

Initial engagement with the Principal of Ladysmith Secondary showed strong support for restorative justice practices and the school has been a referral source in the past. It was highly encouraged for the program to have visibility in the school, and to find ways to work together to further integrate the restorative philosophy into the school culture.

As a way of initiating some practical engagement, RJ team members are working with one of the teachers to introduce "Circle Keeping" to grade 12 students as a means of community building and potential conflict resolution. Extensive long-term engagement of this sort was beyond the scope of this project, however these initial activities can be built upon once the program has established increased capacity. For example, the *"Teaching Restorative Practices with Classroom Circles"* guide developed by

Amos Clifford at the Center for Restorative Process, offers a step-by-step 7-week lesson plan for teaching restorative concepts to students.

Overall, restorative justice is viewed as a positive tool for young offenders and encouraged by the Criminal Justice System. (Government of Canada, *Youth Criminal Justice Act*: <https://www.justice.gc.ca/eng/cj-jp/redu/index.html>)

### **First Nations**

At the start of the project, an informal meeting took place between representatives of the Health Centre at Stz'uminus First Nation and Ladysmith Restorative Justice. There was support for the program and initial discussions took place around potential collaboration. This was followed up with an informal presentation at the Elders Luncheon. As well, Ladysmith Restorative Justice representatives were invited to a Reconciliation 'Village Project' in March, to further build relationships and enhance understanding of Indigenous history and how to move forward collaboratively.

At this point, a formalized partnership does not exist, however the above mentioned activities have provided communication channels for further dialog. Engagement and collaboration will need to be relationship focused, rather than outcome focused. This is at least in part due to our position as colonizers, and the fact that restorative practices were a part of the indigenous culture a long time before settlers arrived. So we must be careful not to introduce these practices as if they were a western invention, but rather work with First Nations communities to re-establish what was always theirs, and assist with integrating this wisdom into our modern criminal justice system. "During colonization, the Western legal model often condemned and repressed traditional forms of justice that, although not perfect, were highly functional for those societies." (Zehr, 2015)

### **Restorative Justice Programs on Vancouver Island:**

A central component of the research for this project involved reaching out to other select restorative justice programs on Vancouver Island. We would especially like to thank Warmland Restorative Justice, Victoria Restorative Justice, Nanaimo Restorative Justice administered through the John Howard Society, and Arrowsmith Community Justice Society for their sharing of time and resources.

Consistently, all program leads approached were eager to help and serve as a resource. Information provided included explanations of their models of practice, assistance with policy and procedure considerations, sharing how the programs had evolved and what they had learned (often the hard way) and leads in terms of where to find other resources for the study.

Their valuable contributions helped inform the '*Research Findings and Best Practice*' section of this document.

### **Vancouver Island Region Restorative Justice Association (VIRRJA):**

Ladysmith Restorative Justice is currently a member of the Vancouver Island Region Restorative Justice Association, which serves as a resource for RJ programs on Vancouver Island and the Gulf Islands. Their mandate is to provide a voice and a venue for finding information and resources. Meetings occur quarterly and a Facebook page provides on-line opportunities for connecting between RJ programs.



**Restorative Justice Association of British Columbia (RJABC):**

At the time of this report, the association was in the process of completing a Strategic Plan. It is anticipated RJABC will serve as a province-wide voice for restorative justice practices. This shows a trend towards increased professionalism and standardization of practice. (More in the 'Research Findings and Best Practice' section below).

**COMMUNITY ENGAGEMENT AND PARTNERSHIP DEVELOPMENT**  
**RECOMMENDATIONS**

**(1)**

**Continue regular contact with all relevant stakeholders to keep the established momentum going:**

**Some positive connections have been initiated through the project. It is now important to:**

- (a) Keep the momentum going through regular contact with all relevant stakeholders**
- (b) Send a consistent message to partners, potential partners, and the general community about the program - it's philosophy, services and community benefits**
- (c) Continue assessing community needs**

**(2)**

**Utilize established guidelines for engagement, continue relationship building with the RCMP as the primary referral source:**

**Ongoing relationship building with the RCMP is crucial. The guidelines for engagement developed by the RCMP and cited in this report should be utilized and consistently applied. Survey results indicate there is support, and regular contact will be crucial to establish a change in culture, especially with the unfortunate high turn-over rate at the Ladysmith detachment.**

**(3)**

**Continue to liaise with other restorative justice programs to solicit guidance and assistance:**

**Specifically Warmland Restorative Justice, the Nanaimo program through the John Howard Society, and Victoria Restorative Justice have offered to continue assisting with information sharing and skill development. Their experience and expertise will go a long way in assisting Ladysmith with continued program development.**

**(4)**

**Formalize the existing partnership with Victim Services through a Memorandum of Understanding (MOU):**

**As recent research indicates, restorative justice and victim services are philosophically aligned in many ways and tools exist to help strengthen ties, such as the draft Memorandum of Understanding (MOU) and referral forms accessible through Victoria Restorative Justice.**

**(5)**

**Continue connections with Crown Counsel:**

**Investigate / explore relationship building with Crown Council by accessing and examining their draft Memorandum of Understanding (MOU).**

**(6)**

**Continue school engagement, including pursuing joint learning opportunities for the integration of restorative practices and principles into the classroom environment:**

**There is strong support from the Principal and some of the staff at Ladysmith Secondary for restorative approaches. Regular contact, including planning activities to explore mutual learning opportunities towards the integration of RJ principles and practices into schools, should be initiated and explored.**

**(7)**

**Continue First Nations engagement with a focus on relationship building:**

**Contact with Stz'uminus First Nation has been positive throughout the project. As examined in this report, there are some sensitivities around restorative practices and colonization that need to be kept in mind. Engagement should be relationship focused, rather than goal or outcome focused.**

## **RESEARCH FINDINGS AND BEST PRACTICE**

First published in 2014 and last updated in 2019, the Federal-Provincial-Territorial Ministers Responsible for Justice and Public Safety created a document entitled *"Principles and Guidelines for Restorative Justice Practice in Criminal Matters"*. The intent of the document is to assist restorative justice programs to reflect on, and enhance practice. Although by no means the only document on best practice principles available for restorative initiatives, it serves as a concise starting-place, especially for small programs still under development.

Themes emerging from this, and other documents providing guidelines towards best practices, include adherence to these core principles:

**Reparation:** Focusing on acknowledgement and reparation of harm caused by crime and meeting the needs of those affected.

**Respect:** Treating all participants with dignity, compassion and respect.

**Voluntariness:** Ensuring participation is voluntary for all involved, based on informed consent.

**Inclusion:** Fostering and supporting meaningful participation by all affected, including victims, offenders, their family, friends or other support people, and the community.

**Empowerment:** Empowering all participants to have an active role in the process.

**Safety:** Attending to the physical, emotional, cultural and spiritual safety of all, and ensuring RJ never results in any further harm.

Accountability: Assisting those who have caused harm to take responsibility for repairing that harm.

Transformation: Providing opportunities for understanding, healing and change to facilitate restoration and reintegration of victims and offenders.

Overall, the research and material review conducted throughout this project pointed strongly in the direction of standardizing practices across RJ programs, both provincially and nationally, with a view towards best practices. This includes models of practice and associated training, operational guidelines and consistent processes, supports for successful outcomes, and ethical considerations for participants, such as victim-centered approaches. As well, there is a strong trend towards the application of restorative principles and practices in schools and other institutional / community settings.

### **Models of Practice and Associated Training:**

Many restorative justice programs in Canada use the Community Justice Forum (CJF) model, and its accompanying national training guide, *Restorative Justice - Recommitting to Peace and Safety*, developed by the RCMP as a basis for establishing partnerships with community programs. Many other models, however, are being implemented to provide responsive programs, reflecting the needs of individual communities, and the types of referrals received and accepted. The various models can be grouped into three overarching categories: victim-offender mediation, family group conferencing, and circle processes. Zehr (2015) points out that all models share some kind of facilitated encounter with key stakeholders, and there is no clear delineation between individual models. Models provide a compass, rather than a map, and should be viewed as a continuum.

Training is often determined by what kinds of models, or blends of models, are most appropriate, given the community safety concerns, demographics and referral sources. As well, complexity of cases may warrant more extensive training, especially when they involve a significant amount of trauma. In those instances, facilitators would require some degree of cross-training and/or professional background to address underlying causes and avoid any unintended further psychological harm.

### **Operational Guidelines:**

To ensure consistent processes for case management, materials reviewed during the study, as well as other RJ programs contacted, pointed to the strong need for an operations manual as a basis for providing services. This would minimally include an overview of the program, screening and training guidelines for volunteers and/or staff, along with case management policies and procedures and ethical considerations.

A draft Operations Manual for the Ladysmith program has been established.

See Appendix Three - Operations Manual Table of Contents

### **Meeting the Needs of Victims:**

Victim's needs are of paramount importance in RJ processes and there has been much research related to victim-centered approaches, with *Crime Victims' Experiences of Restorative Justice: A Listening Project (2019)* as a good example of recent research. This project examined the needs and experiences of victims and to what extent they were satisfied, and what could be improved to further shape RJ processes in Canada to better service victims of crime. Again, this points to considerations for restorative justice and victim services to align philosophically in program delivery.

### **Supports for Outcomes:**

As indicated in previous sections, part of the philosophical underpinnings of restorative justice include recognizing, and when possible addressing, root causes of crime and conflict. Again, much of the research in this area is beyond the scope of this project, but one particular tool used by some RJ programs to address contributing factors is the role of a 'mentor'. Mentors are assigned to cases to help both victims and offenders navigate the restorative process. This has been shown to increase positive outcomes and overall success rates in compliance with resolution agreements. Mentors can also provide a degree of follow-up, which further assists with lower recidivism rates, as well as data collection for program evaluation.

### **Other Considerations:**

For further research related to current trends in Restorative Justice and Best Practice approaches, please see the **References** and **Further Readings** sections at the end of this paper.

#### **BEST PRACTICE RECOMMENDATIONS**

**(1)**

**Ensure all program development activities are considered within the context of emerging best practice:**

**Research into trends in restorative practices continuously points towards increased standardization. Therefore any further program development should occur within the context of emerging and evolving best practice guidelines.**

**(2)**

**Establish a comprehensive Operations Manual:**

**Establishment of a clear, comprehensive and concise Operations Manual will further assist in ensuring best practice and overall consistency in service delivery. A draft document exists, which can serve as a 'living document' responsive to trends in latest research and community needs.**

**(3)**

**Ensure adequate facilitator training in response to referral trends and case complexities:**

**To align with emerging best practice, facilitators adequately training in response to referral trends, as well as case complexities, will ensure professional and ethical services, utilizing flexible models of practice.**

**(4)**

**Ensure consistency in program implementation through a Program Coordinator:**

**Given the trends towards increased standardization in professional practice, as well as ongoing need for community and stakeholder engagement, coordination from someone with the necessary skill set to serve as a consistent 'face of the program' will be necessary moving forward - see also 'Program Administration Recommendations'.**

**(5)**

**Consider the integration of mentors into the program to assist all participants with navigating the process:**

**Integration of a mentorship component to assist both victims and offenders with navigating the process is recommended for increased success rates and program evaluation.**

## **PROGRAM ADMINISTRATION**

As previously mentioned under 'Program History', there has been an ongoing challenge of receiving consistent referrals and having the ability to respond to them with sufficient capacity.

Over the years contributing causes to this lack of sustainability have included:

- \* An isolated governance structure: Although a part of the LRCA, the program ran independently for many years with overall lack of formalized linkages of governance, communications and infrastructure between the program volunteers and the LRCA leadership. This meant that to a large degree there was no administrative framework for establishment of policies and procedures and consistent record keeping, including statistical information. In short, the resources of the LRCA appeared to be under-utilized.

- \* Inconsistency in ideologies and 'ownership' of the program: The fact that the program operated in isolation and detached from the LRCA governance structure appeared to lead to fluctuations in ideologies, as well as confusion over 'ownership' of the program. For example, some volunteers of the program were not on record as volunteers of the LRCA, and therefore not aware of overarching agency guidelines and policies, as well as agency resources.

- \* Leadership transitions: Leadership changes within the program, as well as the LRCA as a whole, led to a lack of sustainability planning and lack of overall documentation to grow the program.

- \* Ongoing capacity challenges: The lack of strategic direction and planning over the years contributed largely to capacity challenges such as the misalignment of number of referrals vs. number of volunteers, putting further strain on the program's ability to survive.

- \* Inconsistent partnership and community engagement: Due to the challenges listed above, collaboration and partnership efforts have been lacking momentum, and consistent messaging about the program to the general public has been weak.

The above program challenges are not unique and can be overcome. Research into other restorative justice programs and not-for-profit management tools indicate that programs do well if they:

- \* Are run by an organization that instills confidence in service recipients, service providers and funders;

- \* Have the ability to address at least some of the root causes of crime and conflict;

- \* Have the ability to handle administrative aspects such as policy and procedure development, data collection and safe storage, human resource management and a history of securing funding;

- \* Are centrally located to minimize geographical barriers for accessing services;
- \* Provide physical facilities suitable for program needs, such as private meeting rooms to ensure confidentiality and safety for volunteers, staff and program participants.

Given the above, the LRCA, with its current mandate and successful infrastructure, as well as capacity to administer a wide range of community programs and services, seems an ideal 'home' for the Ladysmith Restorative Justice program. Implementation of the recommendations from this project should alleviate the current barriers between the Ladysmith Restorative Justice program, the agency which administers it (LRCA), as well as community partners and the general public, thus helping the program to reach its full potential.

**PROGRAM ADMINISTRATION**  
**RECOMMENDATIONS**

**(1)**

**Continue administering Ladysmith Restorative Justice as a program of the Ladysmith Resources Centre Association (LRCA):**

**It is recommended that Ladysmith Restorative Justice continues as a program of the LRCA, given all the advantages outlined in this report with respect to supporting a young program still under development.**

**(2)**

**Engage a permanent paid Program Coordinator to assist with implementation of all recommendations, and to be a consistent 'face' of the program:**

**To assist with the ongoing capacity challenges outlined throughout this report, it is recommended that the program is administered with the help of a permanent Coordinator who possesses the necessary skill sets to implement the other recommendations outlined in this document. This would include (a) the ability to work with vulnerable populations, specifically within the context of mental health and trauma informed practice (TIP), (b) an understanding of the criminal justice system, specifically with respect to the police, victim services and probation, (c) volunteer management experience within a larger organizational structure, and (d) an understanding of local community needs. It is recommended that this be a paid position to ensure long-term sustainability and accountability.**

**(3)**

**Develop a program-specific Strategic Plan:**

**Given the lack of strategic direction for the program during the past years, it is recommended that a Strategic Plan be developed specific for the RJ program, to address challenges, build on strengths, and provide focus for the next 2 to 3 years.**

## **FINAL REMARKS**

Restorative Justice offers a new paradigm for our modern society, rooted in ancient traditions of repairing harm, restoring harmony and societal re-integration. This shift in thinking and reacting to harm and conflict is proving to be a viable and humane option, informing public policy, judicial reform and social justice.

This project provided the opportunity for a close examination of what restorative justice services can and should look like for the Ladysmith area. The recommendations and research in this report are intended to serve as a guide and general roadmap for next steps towards growing capacity in order to be responsive to, and meet the restorative needs of the Ladysmith community.

## APPENDIX ONE

### RCMP Survey - Ladysmith Restorative Justice

1. Have you had any contact with the Ladysmith Restorative Justice program?

If so, please briefly explain:

No x 5

Yes - some of my files went to RJ

Yes - successful case in 2014

Yes - long time ago - now retired

2. Have you ever participated in a Restorative Justice process?

If so, where and when?

Yes - previous post

Yes

Yes- Duncan

Yes - North Van 1998 and after

Yes - Ladysmith

Yes - Duncan 5 years ago

Yes - helped create RJ program in Port Hardy and participated in RJ in Prince George

No x1

3. What made it a good or not so good experience?

Felt that very little "justice" occurs and it is used as a scapegoat for more serious offences

Limited consistency in how it is implemented

No experience

Mostly good experience

Good experience - engagement from all parties connected to file - healing process for all - appropriate consequences to address wrongdoing - more effective than court process with young offenders

Healing experience for offender

If a minor, possibly great if but if offender and their family don't buy in, no recourse

Community involvement

4. What information would be of use to you to consider a referral to Restorative Justice?

Check all that apply.



Clarity on referral process (7 / 8)

Types of appropriate cases (6 / 8)

Time commitment involved (4 /8)

Procedures for ensuring compliance (4 /8)

Procedures in case of non-compliance and referral back to RCMP (5 /8)

5. What do you consider to be the most pressing community safety issues in the Ladysmith area?

Road safety x 2  
Drugs  
Theft  
Property crime  
Domestic violence

6. Do you have any recommendation on how the RCMP and Ladysmith Restorative Justice can work better together?

Easy checklists and processes  
Same mandate  
More visible presence of RJ representative in engaging with detectives

7. Did you know it is not mandatory for RCMP to attend Restorative Justice conferences / circles?

YES (5 / 8)

NO (3 / 8)

8. What questions do you have about Restorative Justice processes?

Can it be made easy and not time consuming?  
Effectiveness -  
Who is the liaison for the detachment?

9. If you had to list ONE concern / hesitation about making a Restorative Justice referral, what would it be?

It has not worked for me  
Appropriateness in cases if it's trivial (minor theft and repeat offenders)  
Lack of cooperation  
Appropriate cases for referral where clients consent to participate  
Repeat offenders NO  
What is recourse to non-compliance?

Effective follow-up concerns (cannot refer back for enforcement or referral to Crown)

10. Are you aware of the Division E document: ***A Blueprint for increasing RCMP Detachment Restorative Justice Referrals to Community Accountability Programs in British Columbia?***

Yes (1 / 8)

No (5 / 8)

## APPENDIX 2

### LADYSMITH RESTORATIVE JUSTICE COMMUNITY SURVEY

- (1) Have you heard of Restorative Justice?

63 yes / 12 no

- (2) How would you rate your knowledge about Restorative Justice?

Never heard of it - 11

I have heard of it - 14

I have some knowledge - 30

I know a fair bit - 12

I know a lot - 7

- (3) Did you know Ladysmith has a Restorative Justice Program?

47 yes / 27 no

- (4) Have you ever been part of a restorative justice process?

10 yes / 65 no

- (5) If you have been part of a Restorative Justice process, please rate your experience:

I had a negative experience - 0

I had a somewhat negative experience - 0

My experience was neutral - 5

My experience was overall positive - 7

I had a great experience - 2

- (6) Below is a list of restorative justice characteristics, values and principles. How important are they to you?

**The focus is on repairing harm, not punishment**

Very important (58)      Somewhat important (12)      Not important (3)

**The victim has an equal voice in the process**

Very important (62)      Somewhat important (10)      Not important (2)

**The offender MUST take full responsibility**

Very important (64)      Somewhat important (7)      Not important (1)

**The restorative justice process offers the opportunity to address the root cause of the crime or conflict.**

Very important (55)      Somewhat important (15)      Not important (1)

(7)      In the context of crime and conflict, what do you consider the most pressing community safety issue?

Theft  
Assault  
Sexual Assault  
Domestic violence  
Violent crimes  
Social media and underage safety  
Drugs and Addiction  
Opioid crisis  
Homelessness  
Mental Illness  
Poverty and poverty driven solutions  
Isolation  
Senior safety  
Addressing root causes  
Lack of resources for personal change and preventing recidivism  
Lack of housing and transportation  
Property crime  
Protection from criminals after re-entering community (no longer being at risk of re-offending)  
Healthier ways of handling justice - education and collaborative approaches - include community leaders, victims, perpetrators  
Not enough education  
Lack of policing at night  
Lack of understanding of crime (root causes)

(8)      Is there anything else you would like to share with us about the option of Restorative Justice in the Ladysmith area?

Use RJ more - progressive way of dealing with conflict  
Current RJ program needs to resolve internal issues  
The RJ program needs a solid foundation, more professionalism and proper credentials  
Lack of RJ resources  
There will be a steep learning curve  
Ensure victim's needs are met  
More info about RJ needed - how it works, etc.  
More community control

Tough on crime doesn't work  
Keep the criminals in jail

(9) Which sector(s) do you most closely identify with?

Human Services (31)

Business (8)

Government (5)

First Nations (4)

Education (4)

Health (16)

Senior / Retired (25)

Arts and Culture (6)

Other (5)

(10) Are you interested in receiving more information about Restorative Justice and/or becoming involved?

If so, please leave us your contact information:

**15 people left contact information**

# **APPENDIX 3**

## **LADYSMITH RESTORATIVE JUSTICE**

### **OPERATIONS MANUAL**

#### **TABLE OF CONTENTS - DRAFT**

(Note: This table of contents is reflective of the Operations Manual currently in draft form. Both are subject to change as the program progresses. However, although incomplete, this gives a good indication of the areas to be covered for minimal operational standards.)

1. Defining Restorative Justice
2. Mandate, Mission, Values
3. Process Overview
  - 3.1 Referrals
  - 3.2 Intake and Assessment
  - 3.3 Preparatory Meetings
  - 3.4 The Forum / Dialog / Circle
  - 3.5 Resolution Agreements
  - 3.6 Case Follow-Up
4. Agreement to Participate Form (Adult)
5. Agreement to Participate Form (Youth)
6. Agreement to Participate Form - Affected Party
7. Agreement to Participate Form - Responsible Party
8. Confidentiality Agreement - Volunteers
9. Consent to Share Information
10. Volunteer Facilitator Application Form
11. Facilitator Interview Questions
12. Volunteer Screening and Training

- 12.1 Volunteer Screening Policy and Procedure
  - 12.2 Facilitator Qualifications Policy and Procedure
- 13. Position Descriptions
  - 13.1 Coordinator
  - 13.2 Facilitators
- 14. Referral Forms
  - 14.1 Restorative Justice to Victim Services
  - 14.2 Victim Services to Restorative Justice
  - 14.3 Schools
- 15. Follow-Up and Handling of Incomplete Cases
- 16. Record Keeping and Data Collection
- 17. Emotional and Physical Safety Policy
- 18. Evaluation Processes
  - 18.1 Volunteer Evaluations
  - 18.2 Staff Evaluations
- 19. Grievance Procedures
- 20. Critical Incidents Reporting
- 21. Request for Funding

## REFERENCES

Abbotsford Restorative Justice and Advocacy Association. Available at <http://www.arjaa.org/history-of-restorative-justice>

Bargen, C., Lyons, A., Hartman, M. (2019) Crime Victims' Experiences of Restorative Justice: A Listening Project

Clifford, A. Teaching Restorative Practices with Classroom Circles. San Francisco United School District. Available at: <https://www.healthiersf.org/RestorativePractices/Resources/documents/RP%20Curriculum%20and%20Scripts%20and%20PowePoints/Classroom%20Curriculum/Teaching%20Restorative%20Practices%20in%20the%20Classroom%207%20lesson%20Curriculum.pdf>

Cooley, J. & Baker, S. (2010) Restorative Justice: Recommitting to Peace and Safety. Royal Canadian Mounted Police

Diplock, J., Munroe, D. A Blueprint for Increasing RCMP Detachment Restorative Justice Referrals to Community Accountability Programs in British Columbia

Federal-Provincial-Territorial Ministers Responsible for Justice and Public Safety (2019) Principles and Guidelines for Restorative Justice Practice in Criminal Matters

Government of Canada - Youth Criminal Justice Act - <https://www.justice.gc.ca/eng/cj-jp/redu/index.html>

Restorative Justice Victoria. (2016). Strengthening Ties to Better Serve Victims: A Partnership Guide for Police-Based Victim Services & Restorative Justice Agencies in British Columbia. Available at [file:///C:/Users/New%20User%20Admin/Downloads/restorative\\_justice-victim\\_services\\_partnership\\_guide\\_from\\_bc\\_june\\_9\\_2016.pdf](file:///C:/Users/New%20User%20Admin/Downloads/restorative_justice-victim_services_partnership_guide_from_bc_june_9_2016.pdf)

United Nations Working Group on Restorative Justice in National Criminal Justice Reference Service. Available at: <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=178049>

Zehr, H. (2015). The Little Book of Restorative Justice, Revised and Updated, Delaware, Skyhorse Publications Inc.



## FURTHER READING

Abramson, A. & Giesbrecht, A., & Palfreyman, J. (2019). Educating for Change: Honouring the Voices of Restorative Justice Participants in BC, Final Report. K'wantlen Polytechnic University

Bargen, C., Edwards, A., Hartman, M., Haslett, J., Lyons, A. (2018). Serving Crime Victims Through Restorative Justice: A resource guide for leaders and practitioner. Alberta Restorative Justice Association

Cooley, J. & Blaker, S. (2010). Restorative Justice, recommitting to peace and safety. Queens Printer, Victoria, BC.

Government of Canada: Department of Justice . Reducing Delays and Modernizing the Criminal Justice System. Available at: <https://www.justice.gc.ca/eng/cj-jp/redu/index.html>

Lyons, A., Paras, C., Abramson, A., Lindquist, G., Grant-Warmald, S., Field, J., Kalaski, T. (2016) Recommended Principles and Standards for Restorative Justice Providers in Criminal Matters

Moore, S.A. (2008). Rights-Based Restorative Practice Evaluation ToolKit  
Human Rights Centre, University of Minnesota

Zehr, H. (2005) Changing Lenses: A New Focus for Crime and Justice. Herald Press, Scottsdale, PA.

April 28, 2020

Dear Mayor Stone and Ladysmith Town Council

I hope this email finds you, your families and your staff healthy and safe.

It has been a very busy time for me and my team as we help constituents and businesses in our community deal with the COVID-19 crisis. I am in continual contact with various ministers and parliamentary secretaries, as well as on daily technical briefings and weekly committee meetings, all of which are opportunities for me to bring forward issues that constituents, businesses and organizations are dealing with. I have been busy identifying gaps in the relief programs and working with the government to fill those gaps and suggesting solutions for helping Canadians further.

For the past month, I have been advocating for a municipal bail-out to help with the drop in revenue from closed facilities, the loss of user fees and the increase in costs related to the crisis. I am also aware that businesses and home-owners have been requesting deferred property taxes and service fees, and that defaults on these payments will only exacerbate problems for municipalities. Despite the drop in revenues, municipalities are expected to continue to provide a list of essential services for their communities including fire, police, water, sewage and waste management.

The Federation of Canadian Municipalities made a presentation to the Finance Committee last week that received some push-back from the official opposition. I want you to know that the Green Party caucus supports the requests from the FCM. We will continue to advocate strongly for financial help for municipalities.

I am writing to you today to see if there are any specific needs or requests you have for federal government assistance during this crisis to help alleviate financial strain, and for ways that your residents could be better served. I am also checking in to see what needs and opportunities you have identified for the recovery and revitalization of our economy. Some parts of the economy are going to be easier and more practical to revive than others. For example it will be some time before we will see a revival of international tourism in our region.

The indications we have received from the government are that projects that provide safe employment, improve the quality of life for people, and help with the transition to a clean economy, are going to be the priority for stimulus spending for the recovery. If there are shovel-ready projects on your books that help to address the climate crisis, the affordable housing crisis, and create a more resilient and regenerative economy, those are projects that should be promoted to the federal government.

As we work through this crisis and start to think about a post crisis revival please feel free to reach out to me at any time. My staff are answering calls and emails from 9-5 Monday to Friday. The office number is 250-734-6400 and the email address is [Paul.Manly@parl.gc.ca](mailto:Paul.Manly@parl.gc.ca). I am working from my home office. You can reach me directly through my personal email address [Paul.Manly.P9@parl.gc.ca](mailto:Paul.Manly.P9@parl.gc.ca) or my cell 250-729-1254.

All the best

Paul Manly



**Paul Manly**

Member of Parliament for Nanaimo-Ladysmith | Député de Nanaimo-Ladysmith  
Constituency Office: Suite 103 495 Dunsmuir St. Nanaimo BC V9R 6B9 | t: 250-734-6400  
Hill Office: Room 313, Confederation Bldg. Ottawa, ON K1A 0A6 | t: 613-992-5243  
[paul.manly@parl.gc.ca](mailto:paul.manly@parl.gc.ca)