

**THE COMMITTEE OF THE WHOLE  
AGENDA  
6:30 p.m.**

**Tuesday, July 13, 2021**

**This meeting will be held electronically as per Ministerial Order No. M192  
Pages**

**1. ACKNOWLEDGEMENT**

The Town of Ladysmith acknowledges with gratitude that this meeting takes place on the traditional, unceded territory of the Stz'uminus First Nation.

**2. CALL TO ORDER**

**3. AGENDA APPROVAL**

Residents are encouraged to "virtually" attend the meeting by registering here:

[https://zoom.us/webinar/register/WN\\_hY6okuPgSim1Aja3NN8uSQ](https://zoom.us/webinar/register/WN_hY6okuPgSim1Aja3NN8uSQ)

Instructions on how to join the meeting will be sent immediately after you register.

View the livestream on YouTube:

<https://www.youtube.com/channel/UCH3qHAExLiW8YrSuJk5R3uA/featured>.

**4. MINUTES**

**4.1. Minutes of the Committee of the Whole Meeting held May 11, 2021**

**5**

Recommendation

That the minutes of the Committee of the Whole meeting held May 11, 2021 be approved.

## 5. REPORTS

### 5.1. Changes to Cannabis Retail Applications

9

#### Recommendation

That the Committee recommend that Council proceed with first and second readings of “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 39) 2021, No. 2077”, a bylaw to limit the number of cannabis retailers in designated areas.

### 5.2. Alternative Locations for Community Themed Lighting

16

#### Recommendation

That the Committee recommend that Council direct staff to proceed with Option 3 - lighting conversion for Bob Stuart Park with project costs to be funded by remaining funds from the recent themed lighting project at City Hall.

### 5.3. Alternative Water Billing Structures and Subsidies

20

#### Recommendation

That the Committee:

1. Recommend that Council direct staff to draft a Water, Sewer and Solid Waste Subsidy Program bylaw with the benefit of a 50% reduction to the sewer rate, a 50% reduction to the fixed base rate for water only, and a 50% reduction to the solid waste rate, with the following criteria :
  - a. the subsidy is only eligible for single, residential class properties;
  - b. the owner/applicant is over 65 years of age with an annual income less than \$24,878 per person or \$41,049 per household, to be adjusted by BC CPI which is verified annually by the Finance Department based on the most recent federal notice of assessment; and
  - c. the property receives a quarterly individual Town of Ladysmith utility bill and contributes to the respective utility by paying an applicable parcel tax.
2. Direct staff to report back at a future Committee of the Whole meeting the impact of establishing:
  - a. a single family dwelling-with-a-suite rate structure based on 1.5 times the single family dwelling charge, allowing an initial consumption of 37.5m<sup>3</sup> for the quarter; and
  - b. an additional charge for summer water consumption starting at 200m<sup>3</sup> and increasing in increments of 25m<sup>3</sup>, charging

an additional 30% per amounts for the single family dwelling rate and the single family dwelling with a suite structure;  
and

3. Determine whether it wishes to recommend that Council change the number of billings or rate structures for any other water user type.

#### **5.4. Eradicate Graffiti Reward Program**

32

##### Recommendation

That the Committee recommend to Council to not proceed with a Town-run vandalism reporting reward program and direct staff to work with the RCMP in the promotion of the Block Watch programs.

### **6. COUNCIL SUBMISSIONS**

#### **6.1. Community Gardens**

Councillor Paterson has requested that the Committee discuss the possibility of using a portion of the former hospital property for community gardens.

#### **6.2. Brown Drive Park**

Councillor Virtanen has requested that the Committee consider the following resolution ([click here to read the PRC Master Plan](#)):

##### Recommendation

That the Committee recommend that Council request that the Parks, Recreation & Culture Advisory Committee provide recommendations to Council on ways that Brown Drive Park can be used to its full potential, including the possible creation of a Parks Implementation Plan.

#### **6.3. Bike Lanes**

34

Councillor Stevens has requested that the Committee consider the following resolutions:

##### Recommendation

That the Committee recommend that Council direct staff to provide a report for a future meeting of Council with design and costing for painted lines or, preferably, low-level physical barrier bike lanes (both sides) from Bayview to Methuen and key intersection treatment at 1st Avenue and Methuen Street to be included in the 2021-2022 budget.

##### Recommendation

That the Committee recommend that Council direct staff to work with

Ministry of Transportation staff to reduce the shoulder width on the highway from the base of the Bayview bicycle path to Davis Road by moving the no-post barrier over, to leave a wider path for Active Transportation.

**6.4. Town of Ladysmith Street Naming Policy 11-5450-A**

88

Mayor Stone has requested that the Committee consider the following resolution:

Recommendation

That the Committee request staff to recommend amendments to the Road Name Guidelines contained in Town of Ladysmith Street Naming Policy 11-5450-A for consideration at a future Committee of the Whole Meeting

**7. NEW BUSINESS**

**8. ADJOURNMENT**



**MINUTES OF A MEETING OF THE  
COMMITTEE OF THE WHOLE**

**Tuesday, May 11, 2021  
6:06 P.M.**

**This meeting was held electronically as per Ministerial Order No. M192**

**Council Members Present:**

Councillor Tricia McKay, Chair  
Mayor Aaron Stone  
Councillor Amanda Jacobson  
Councillor Rob Johnson

Councillor Duck Paterson  
Councillor Marsh Stevens  
Councillor Jeff Virtanen

**Staff Present:**

Allison McCarrick  
Erin Anderson  
Chris Barfoot  
Jake Belobaba  
Geoff Goodall

Chris Geiger  
Donna Smith  
Mike Gregory  
Sue Bouma

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**1. CALL TO ORDER AND ACKNOWLEDGEMENT**

Councillor McKay, Chair, called this Committee of the Whole meeting to order at 6:06 p.m., and acknowledged with gratitude that this meeting was being held on the traditional unceded territory of the Stz'uminus First Nation.

**2. AGENDA APPROVAL**

**CW 2021-030**

That the agenda for this May 11, 2021 Committee of the Whole meeting be approved as amended to replace pages 18 and 19 under Item 5.2, to include updated information related to motor vehicle incidents in April 2021.

*Motion Carried*

### 3. MINUTES

#### 3.1 Minutes of the Committee of the Whole Meeting held March 9, 2021

##### **CW 2021-031**

That the minutes of the Committee of the Whole meeting held March 9, 2021 be approved.

*Motion Carried*

### 4. DELEGATION

#### 4.1 G.P. Rollo and Associates and the Cowichan Housing Association: Ladysmith Housing Needs Assessment Report

Andrew Wilson and Bev Suderman of the Cowichan Housing Association and George Parker of G.P. Rollo presented the Ladysmith Housing Needs Assessment report. They provided the Committee with a number of themes to consider regarding Ladysmith's housing stock, including the need for:

- more one-bedroom apartments;
- more affordable housing for families;
- more culturally appropriate housing; and
- more non-market options for supportive and emergency housing.

The Committee thanked Mr. Wilson, Ms. Suderman and Mr. Parker for their comprehensive report and presentation.

### 5. REPORTS

#### 5.1 Building Inspector's Report for January to April 2021

##### **CW 2021-032**

That the Committee receive the Building Inspector's Report for the months January to April 2021.

*Motion Carried*

**5.2 Ladysmith Fire/Rescue Reports for January to April 2021**

**CW 2021-033**

That the Committee receive the Ladysmith Fire/Rescue Reports for the months January to April 2021.

*Motion Carried*

**5.3 Coastal Animal Control Services Reports for January to March 2021**

**CW 2021-034**

That the Committee receive the Coastal Animal Control Services Reports for the months January to March 2021.

*Motion Carried*

**5.4 2021 Q1 (January – March) Financial Update**

**CW 2021-035**

That the Committee receive for information the staff report dated May 11, 2021, regarding the 2021 Q1 Financial Update.

*Motion Carried*

**5.5 2020-2023 Strategic Priorities Update**

**CW 2021-036**

That the Committee receive for information the staff report dated May 11, 2021 regarding the 2020-2023 Strategic Priorities Update.

*Motion Carried*

**5.6 Council Code of Conduct**

**CW 2021-037**

That the Committee recommend that Council adopt the proposed Council Code of Conduct.

*Motion Carried*

**6. COMMITTEE SUBMISSIONS**

**6.1 Electric Vehicle (EV) Charging Stations**

**CW 2021-038**

That the Committee recommend that Council refer the issue of Electric Vehicle charging stations including both public and private infrastructure, to the Official Community Plan review process.

*Motion Carried*

**CW 2021-039**

By unanimous consent the Committee recessed at 7:38 p.m. to allow time for technical issues to be resolved.

*Motion Carried*

The Committee reconvened at 7:41 p.m.

**7. UNFINISHED BUSINESS**

**7.1 Request from Paul Manly, MP requesting a Letter of Support regarding Housing Affordability and Homelessness**

Mayor Stone advised that he would invite Paul Manly, MP to attend a future Council meeting and present Council with background information related to his request for a letter of support regarding housing affordability and homelessness.

**8. ADJOURNMENT**

**CW 2021-040**

That this meeting of the Committee of the Whole be adjourned at 7:51 p.m.

*Motion Carried*

CERTIFIED CORRECT:

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Chair (Councillor T. McKay)

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Corporate Officer (D. Smith)



**STAFF REPORT TO COMMITTEE OF THE WHOLE**

**Report Prepared By:** Jake Belobaba, Director Development Services  
**Meeting Date:** July 13, 2021  
**File No:** 3360-21-04  
**Re:** **Changes to Cannabis Retail Applications**

**RECOMMENDATION:**

That the Committee recommend that Council proceed with first and second readings of “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 39) 2021, No. 2077”, a bylaw to limit the number of cannabis retailers in designated areas.

**EXECUTIVE SUMMARY:**

This report provides a bylaw to limit the number of cannabis retailers in designated areas for the Committee’s review and comment, following Council’s direction to refer cannabis retail to the Committee for further review.

**PREVIOUS COUNCIL DIRECTION:**

Resolution	Meeting Date	Resolution Details
CS 2021-081	03/16/2021	That Council refer the topic of cannabis retail sites to a future Committee of the Whole meeting for discussion and consideration.
CS 2021-078	03/16/2021	That Council, having considered the general impact on the community and the views of the residents, pursuant to section 33 of the Cannabis Control and Licensing Act, recommend that the Province not issue a licence for a non-medical cannabis retail store at 411B 1st Avenue (“Local Cannabis Co.”).
CS 2021-079	03/16/2021	That Council, pursuant to section 13.5 of the Cannabis Licensing Regulation, provide the following reasons for recommending that the Province not issue a licence for a non-medical cannabis retail store at 411B 1st Avenue: 1. The application is not the highest and best use of the retail location in that precinct; 2. The proposed location is in close proximity to other existing cannabis retailers; and 3. There is availability of potential locations in other permitted areas.
CS 2020-004	01/07/2020	That Council: 1. Adopt Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2021; 2. Adopt Ladysmith Fees and Charges Bylaw 2008, No. 1644, Amendment Bylaw No. 7 , 2019, No. 2022; and 3. Approve Cannabis Retail Stores Public Notification Procedures Policy 13-641B.



Resolution	Meeting Date	Resolution Details
CS 2019-357	11/04/2019	That Council: 1. Proceed with first and second reading of Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2021; 2. Direct staff to proceed with scheduling and notification of a public hearing for Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2021 as required by section 464(1) of the Local Government Act; 3. Proceed with first, second and third reading of Ladysmith Fees and Charges Bylaw 2008, No. 1644, Amendment Bylaw No. 7 , 2019, No. 2022; and 4. Endorse Cannabis Retail Stores Public Notification Procedures Policy 13-6410-A.
CS 2019-298	09/16/2019	That Council: ... 2. Direct staff to prepare the necessary bylaw amendments to allow the retail sale of cannabis in a specified area of commercially zoned properties generally described as 1st Avenue and Esplanade between Ludlow and Baden-Powell Streets, as well as at Coronation Square. 3. Direct staff to include in the bylaw amendment to allow the retail sale of cannabis in a specified area of properties zoned light industrial in the area generally described as Ludlow Road and Rocky Creek Road. ...
MS 2019-049	09/09/2019	That the Committee recommend to Council that staff be directed to prepare the necessary bylaw amendments to allow the retail sale of cannabis in a specified area of commercially zoned properties including 1st Avenue and Esplanade between Ludlow and Baden-Powell Streets, as well as at Coronation Square.
MS 2019-050	09/09/2019	That the Committee recommend to Council that staff be directed to include in the bylaw amendment to allow the retail sale of cannabis in Ladysmith a specified area of properties zoned light industrial in the area generally described as Ludlow Road and Rocky Creek Road.

**INTRODUCTION/BACKGROUND:**

Recreational Cannabis became legal in Canada on October 16, 2018. Under the regulatory system established by the Federal *Cannabis Act* and the Provincial *Cannabis Control and Licensing Act*, each level of government has a set of regulatory powers to regulate cannabis retail. Municipalities in BC can regulate cannabis retail stores through zoning, business regulation and “veto” powers related to the issuance of a Provincial license.

In March of 2017, the Town passed Bylaw No. 1921, which amended the Zoning Bylaw to prohibit cannabis retail within the Town. From March 2017 to September 2019 public consultation, which included a survey of residents, was carried out.

On September 16, 2019, Council directed staff to bring forward zoning amendments to allow cannabis retail in the downtown (in the area between Esplanade, 1<sup>st</sup> Avenue, Ludlow Road and Baden-Powell Street), Coronation Square and Rocky Creek Road. No proposed limits on the total number of stores were specified (see resolution CS 2019-298).

On January 7, 2020 Council adopted Zoning Amendment Bylaw No. 2021, Fees and Charges Amendment Bylaw No. 2022 and Cannabis Retail Stores Public Notification Procedures Policy 13-641B (Attachment B). These regulations authorize cannabis retail in the above-noted areas, establish a local government consideration and public notification process that complies with provincial requirements and establishes fees for that purpose.

The Town's first two cannabis retailers, both located in the downtown, were approved in early 2020. A third application, for a proposed store at 411B 1<sup>st</sup> Avenue was considered and denied by Council on February 16, 2021. A significant number of public objections to the application were received and Council directed that the matter of "cannabis retail sites" be forwarded to the Committee of the Whole for further review (see resolution CS 2021-081).

Although the existing regulations do not place a "cap" on the number of stores, Council's "veto" powers allow Council to reject any application even without a cap, meaning if Council's preference is to set limits on a case-by-case basis, no policy or bylaw changes are required.

**PROPOSED BYLAW:**

The proposed zoning amendment bylaw would limit the number of stores in the downtown area to two, and one in each of the other two areas. Subsequently, the total number of stores allowed in Ladysmith would be four (two Downtown, one on Rocky Creek Road and one at Coronation Mall). Policy 13-641B would remain unchanged. The Town would still be required to gather resident views on proposed retail sites and Council could still veto any cannabis retail application, even if allowed under the zoning regulations.

**ANALYSIS:**

The proposed bylaw provides a suitable hybrid between the original "market-driven" approach and a formal limit on the number of stores. Aside from the three original designated areas (i.e. Downtown, Rocky Creek Road, Coronation Mall), retail sites are not specified and each area is allocated a reasonable number of stores given the size of the designated area and location.

The proposed approach avoids pre-zoning specific sites that would limit new business opportunities that emerge as stores shut down or retail locations become vacant.

Retailers looking to increase the cap have the option of applying for a rezoning. Staff recommend endorsing the proposed amendments and advancing them to Council for formal consideration.

**ALTERNATIVES:**

The Committee can choose to:

1. Recommend to Council that the current cannabis regulations remain unchanged.
2. Recommend another course of action to Council.

**FINANCIAL IMPLICATIONS:**

N/A

**LEGAL IMPLICATIONS:**

Capping the number of cannabis stores within the designated areas is a lawful exercise of the Town’s zoning powers.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

Should Council give first and second reading to the proposed bylaw, a Public Hearing will be required pursuant to section 464 of the *Local Government Act*.

**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).***

**Allison McCarrick, Chief Administrative Officer**

**ATTACHMENTS:**

- A. Zoning Amendment Bylaw No. 2077
- B. Cannabis Retail Stores Public Notification Procedures Policy 13-641B



TOPIC:	CANNABIS RETAIL STORES PUBLIC NOTIFICATION PROCEDURES		
POLICY No:	13-6410-B		
APPROVED BY:	COUNCIL	RESOLUTION	CS 2020-004
AMENDED BY:			
DATE:	January 7, 2020		

### Purpose

The purpose of this policy is to establish the procedure that the Town of Ladysmith will use to gather the views of residents when Council is determining whether to recommend that a cannabis retail store licence be issued or amended under the *Cannabis Control and Licensing Act*, RSBC 2018 c. 29 (“CCLA”).

### Background

Under the CCLA, a cannabis retail store licence cannot be issued by the Province unless the relevant local government provides a recommendation that the licence be issued. Similarly, an amendment to a cannabis retail store licence that permanently changes the location of the store cannot be issued unless the local government provides a recommendation that the licence be amended.

If a local government decides to give comments and recommendations on the issuance or amendment of a licence, it must first gather the views of residents of an area determined by the local government using one or more methods described in the CCLA. One of the methods of gathering views contained in the CCLA is to receive written comments in response to a public notice of the application.

### Interpretation

In this Policy, the following words have the following meanings:

“Applicant” means a person who has made an application under the CCLA for a cannabis retail store licence or an application to amend an existing cannabis retail store licence to permanently change the location of a store;

“General Manager” means the general manager of the LCRB; and

“LCRB” means the Liquor and Cannabis Regulation Branch;

### Policy

The Town will use the following notification procedure when it receives notice of an application from the General Manager for a cannabis retail store licence or an amendment to a cannabis retail store licence from an Applicant:

1. Public notification and processing of the application will not occur until: the Applicant has:
  - a. the Applicant has paid the processing fee established under Ladysmith Fee and Charges Bylaw 2008, No. 1644; and
  - b. the Applicant has provided:
    - i. a copy of their completed LCRB application;
    - ii. a title search for the subject property (dated within 30 days of submission), including copies of any charges on title, and a corporate registry search (if applicable);
    - iii. if the Applicant is not the registered owner of the subject property, a letter of consent from the registered owner; and
    - iv. a description of the proposed store, including size, proposed hours of operation, and proposed target market.
2. Public notification of the application shall be required as follows:
  - a. Upon the receipt of a complete application, the Town will direct the Applicant to post a notice on the subject property in the form and size prescribed by the Director of Planning that contains the information listed in section 2(d) of this Policy. The sign will be placed on the property, in a conspicuous location, for a minimum of 14 days prior to the Council meeting at which Council is to consider whether to provide a recommendation to the LCRB. In the case where the property is double fronting or a corner lot, additional signs may be required, at the Applicant's cost.
  - b. The Town will send notification of the application to all owners and tenants of land within 60m of the boundary of the subject property.
  - c. The Town will place two consecutive advertisements in a local newspaper, advising the public of the application and the opportunity to provide written submissions to Council. The advertisements must appear not less than 3 and not more than 10 days before the date that Council will determine whether or provide a recommendation
  - d. The public notice sign, written notification, and newspaper advertisements shall state:
    - i. In general terms, the purpose of the application;
    - ii. The land that is subject to the application;
    - iii. The place and times where information on the application are available for viewing by the public;
    - iv. That Council is inviting written comments on the application; and
    - v. The deadline for submission of written comments.
  - e. Comments from the public will be directed to the Planning Department.
3. Applications will processed as they are received.

**STAFF REPORT TO COMMITTEE OF THE WHOLE**

**Report Prepared By:** Richard Frost, Manager of Facility Operations  
**Reviewed By:** Chris Barfoot, Director Parks Recreation & Culture  
**Meeting Date:** July 13, 2021  
**File No:** 0320-20  
**Re:** **Alternative Locations for Community Themed Lighting**

**RECOMMENDATION:**

That the Committee recommend that Council direct staff to proceed with Option 3 - lighting conversion for Bob Stuart Park with project costs to be funded by remaining funds from the recent themed lighting project at City Hall.

**EXECUTIVE SUMMARY:**

At its February 2, 2021 meeting, Council requested that staff prepare a report for a future Committee of the Whole meeting with information for alternative themed community lighting options that could be installed throughout the Town, including costing and potential upgrades to existing electrical services. Since February, LED decorative lights have been installed at City Hall, providing the Town with the opportunity to recognize and acknowledge many community, provincial and national initiatives. Staff recommend converting the flood lights at Bob Stuart Park to colour changing LED which will bring attention to the existing “Ladysmith” sign and complement lighting options that can be achieved using the existing umbrella lights.

**PREVIOUS COUNCIL DIRECTION:**

Resolution	Meeting Date	Resolution Details
CS 2021-034	02/02/2021	That Council direct staff to: 1. Proceed with Option 3 “Down Lighting” described in the report dated February 2, 2021, for the addition of themed lighting at City Hall; 2. Include the themed lighting project in the 2021 Financial Plan using unspent 2020 funds as identified in the staff report; and 3. Develop a program and Themed Lighting Policy to manage community lighting requests.
CS 2021-035	02/02/2021	That Council direct staff to prepare a report for a future Committee of the Whole meeting regarding themed community lighting options throughout the Town, including costs related to potential upgrades to existing electrical services.





## **INTRODUCTION/BACKGROUND:**

Changing the colour scheme of a building or location provides the Town the opportunity to recognize important events and cultural occasions, pay homage to a group or individual, bring awareness to a cause or simply convey the mood of the Town to its residents and visitors.

To date, staff have installed LED lighting at City Hall, which has been an effective tool in recognizing community and Town initiatives. Staff have also replaced the three existing umbrella style lights illuminating the Ladysmith sign located at Bob Stuart Park with LED colour changing bulbs. These light bulbs have multi-colour capabilities, are programmable with the use of a remote control and are similar in cost to the existing standard bulbs.

In order to effectively light up additional buildings or landmarks, various methods can be utilized. This report identifies cost-effective methods to illuminate alternative locations throughout the Town.

### **Option 1 - Aggie Hall**

**Product Option - RGB Colour Changing LED Flood:** This lighting system is currently installed at City Hall and has operated for several months without any issues. This readily available system is ideal for Aggie Hall and is an economic and effective method that provides the opportunity for future expansion at this location. All the proposed lighting is waterproof and designed for exterior use. A dedicated power source for these lights would need to be installed and the wiring installed in such a way that it would not affect the appearance of the building.

ITEM	ESTIMATED COST
Lights and Materials	\$1,100
Electrical	\$5,750
Misc.	\$500
<b>TOTAL</b>	<b>\$7,350</b>

**Advantages:** This is a cost effective lighting system to achieve the desired lighting effect. Replacement parts are readily available. Utilizing LED lighting is an energy efficient method.

**Disadvantages:** The lifespan of these lights is unknown as these are a new product on the market.

**Alternative Product Option:** If commercial grade lighting (BL AREAGRAZE LN2 M215) was used, it would be approximately \$6,800 compared to the \$1,100 for the recommended lighting option.

### **Option 2 - 1<sup>st</sup> Ave Roundabout (Anchor)**

**Product Option - RGB Colour Changing LED Flood Lights:** This location will utilize underground conduit in the foliage around the anchor and will use the existing power source already in place. A small concrete base for the lights will be created, which is necessary to mount and secure the lights. The lights will be positioned around the anchor in such a way that they would enhance seasonal additions such as the Christmas present that is a major component of the Festival of Lights. This will provide the opportunity to create different lighting effects.

ITEM	ESTIMATED COST
Lights and Materials	\$500
Electrical	\$2,070
Misc.	\$500
<b>TOTAL</b>	<b>\$3,070</b>

**Advantages:** Utilizes the same lighting system currently used at City Hall. This is a cost effective lighting system to achieve the desired lighting effect. Replacement parts are readily available. Using LED lighting is an energy efficient method for this application.

**Disadvantages:** The lifespan of these lights is unknown as these are a new product on the market. These lights are also installed on the ground and could be susceptible to vandalism or theft

**Alternative Product Option:** If commercial style lighting (BL AREAGRAZE LN2 M215) was used, the cost for the lights only would be \$4,800 +/- compared to \$500 for the recommended lighting option.

**Option 3 – Bob Stuart Park (Recommendation)**

**Product Option - RGB Colour Changing LED Flood (up-lighting):** Utilizing the existing 4 floodlight locations at Bob Stuart Park and converting them to the RGB Colour Changing LED Flood lights would complement the lighting options that can now be achieved using the existing umbrella lights. The “Ladysmith” letters have a white background, which will enhance the coloured lighting effect. It is recommended to add a white background to the Ladysmith logo to provide a more distinctive and prominent look.

ITEM	ESTIMATED COST
Lights and Materials (4 in-ground flood lights)	\$575
Electrical	\$1,800
Misc.	\$500
<b>TOTAL</b>	<b>\$2,875</b>

**Advantages:** This is an effective lighting system to achieve the desired lighting effect. Replacement parts are readily available. Utilizing the existing infrastructure and electrical and converting to LED lighting is a cost and energy efficient method.

**Alternative Product Option:** If commercial grade lighting (BL AREAGRAZE LN2 M215) was used, it would be approximately \$4,800 compared to the \$575 for the recommended lighting option.

**ALTERNATIVES:**

Council can choose to:

1. Direct staff to proceed with all three proposed options with the recommended product options presented in the report and include costs associated with the implementation into the 2021 Financial Plan.
2. Not proceed with new lighting options and utilize the existing lights at City Hall and Bob Stuart Park for the Themed Lighting Program.

**FINANCIAL IMPLICATIONS:**

Funds necessary to complete the lighting upgrades would come from remaining funds from the recent themed lighting project at City Hall.

**LEGAL IMPLICATIONS:**

N/A

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

Lighting up Town-owned properties would provide the Town the opportunity to recognize important events and cultural occasions, pay homage to a group or individual, bring awareness to a cause or simply convey the mood of the Town to its residents and visitors.

**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 checked="" 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 checked="" 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).*

**Allison McCarrick, Chief Administrative Officer**

## STAFF REPORT TO THE COMMITTEE OF THE WHOLE

**Report Prepared By:** Erin Anderson, Director of Financial Services  
**Meeting Date:** July 13, 2021  
**File No:**  
**Re:** **ALTERNATIVE WATER BILLING STRUCTURES AND SUBSIDIES**

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**RECOMMENDATION:**

That the Committee:

1. Recommend that Council direct staff to draft a Water, Sewer and Solid Waste Subsidy Program bylaw with the benefit of a 50% reduction to the sewer rate, a 50% reduction to the fixed base rate for water only, and a 50% reduction to the solid waste rate, with the following criteria :
  - a. the subsidy is only eligible for single, residential class properties;
  - b. the owner/applicant is over 65 years of age with an annual income less than \$24,878 per person or \$41,049 per household, to be adjusted by BC CPI which is verified annually by the Finance Department based on the most recent federal notice of assessment; and
  - c. the property receives a quarterly individual Town of Ladysmith utility bill and contributes to the respective utility by paying an applicable parcel tax.
2. Direct staff to report back at a future Committee of the Whole meeting the impact of establishing:
  - a. a single family dwelling-with-a-suite rate structure based on 1.5 times the single family dwelling charge, allowing an initial consumption of 37.5m<sup>3</sup> for the quarter; and
  - b. an additional charge for summer water consumption starting at 200m<sup>3</sup> and increasing in increments of 25m<sup>3</sup>, charging an additional 30% per amounts for the single family dwelling rate and the single family dwelling with a suite structure; and
3. Determine whether it wishes to recommend that Council change the number of billings or rate structures for any other water user type.

**EXECUTIVE SUMMARY:**

Staff have presented proposed criteria establishing a new utility subsidy as well as options for alternative water billing structures. Future direction from the Committee is required prior to further developing the subsidy and/or other billing structures.

**PREVIOUS COUNCIL DIRECTION:**

01/12/2021	That the Committee direct staff to investigate potential alternate water billing structure options for consideration at a future Committee of the Whole meeting.
12/15/2020	That Council direct staff to prepare a report regarding implementation of a hardship grant pilot program related to municipal utility service charges.

**INTRODUCTION/BACKGROUND:**

During the January 12, 2021 Committee of the Whole meeting, the Committee requested information regarding alternate water billing structure options. As well, in December of 2020 Council requested information regarding a water billingsubsidy.. This report presents the requested information for discussion.

**SUBSIDIES**

A water and sewer rate subsidy program was discussed at the [February 25, 2019 Municipal Services meeting](#) and was brought up again at the December 15, 2020 Council meeting.

The Town does not currently offer a utility subsidy program, any new program will result in other ratepayers within the respective utility paying more in order to offset the costs. To implement a program, the Committee would recommend that Council establish, by bylaw, the following criteria:

- 1) Eligibility, such as:
  - a. Only residential properties where individual bills are received;
  - b. Rentals would be excluded;
  - c. Property owner must be contributing to the respective utility by paying a parcel tax;
  - d. Occupant is over 65 years of age; and
  - e. Total annual income does not exceed \$24,878 per person, which is the 2021 basic income before tax income tax deductions or \$41,049 per household.
- 2) Benefit, such as:
  - a. Apply a 50% reduction to the sewer rate, a value of \$181.12 per property per year;
  - b. Apply a 50% reduction to the base rate for water consumption, a value of \$105.32 per property per year;
  - c. Apply a 50% reduction to the solid waste rate, a value of \$84.00 per property per year; and
- 3) Monitoring, such as:
  - a. Annually, provide to the Finance Department a copy of the federal notice of assessment; or
  - b. Annually, receive a referral from the Ladysmith Resources Centre Association based on a copy of the federal notice of assessment.

There is a cost to providing a subsidy; demand will determine the ultimate cost. Estimating that 30 properties utilize the subsidy for each water, sewer and solid waste, the cost, based on the recommendation would be \$5,000 for sewer, \$3,250 for water and \$2,520 for solid waste. To fund the water portion of the subsidy, the Committee could recommend that Council eliminate the Low Flow Toilet Rebate as most toilets sold are already low-flush. The sewer funding would come from an increase in rates, though it would be minimal. The solid waste amounts could be absorbed within the amount reserved from the Recycle BC rebate. As rates change, the cost of the subsidy will also change.

The Town currently offers a Leisure Access Program for recreation (see Appendix E). The program includes different income thresholds than proposed above and works based on a referral option (via LRCA or a Social Service Agency).

**WATER RATE STRUCTURE**

The water rate structure was significantly modified in 2009. At that time, the rate structure was established with the initial 25 cubic meters (m<sup>3</sup>) included in a base rate, and the tiers increase by 25m<sup>3</sup> intervals up to 125m<sup>3</sup> (see Appendix A) for single family dwellings. For all other services, there was a base rate included in the initial 25m<sup>3</sup> and a flat rate per cubic meter after that.

There are two main categories with the current water rates structure:

- (1) Single Unit Dwelling; and
- (2) All Other Users.

Both of the categories are charged the same base rate, which includes 25 m<sup>3</sup>per quarter, but the additional cubic meter rate and the “step charge” differ. The current comparable rate is shown in Appendix A. Based on the water consumption data from 2020, the consumption breakdown per the two main categories is 59% single unit dwelling and 41% all other users.

*Quarterly Billing*

Each quarter, a utility bill is mailed to property owners, which includes water, sewer and solid waste charges. Both sewer and solid waste are charged monthly at a fixed rate; water is billed quarterly based on consumption.

Previous Committees reviewed the idea of tri-annual utility billing, though nothing was changed. There would be savings in staff time for meter reading, billing and processing payments, but potential water leaks would go unnoticed longer, resulting in greater water loss and larger dollar water leak adjustments. Tri-annual billings could result in property owners receiving one significantly large billing over the summer months when consumption is the highest. As well, other statutory deadlines, such as property taxes and tax sale could impact when the billings could take place.

Municipality	Billing Cycle
Ladysmith	4 times a year

Nanaimo	3 - 4 times (every ~112 days)
Duncan	3 times a year
Parksville	2 times a year
Port Hardy	4 times a year

### *Base Charge*

The base charge for both billing categories is \$52.66 for the quarter and includes 25m<sup>3</sup>. Essentially, the first 25m<sup>3</sup> is the most costly per-m<sup>3</sup> charge at \$2.11/m<sup>3</sup>. See Appendix B.

Some municipalities charge a flat rate based on the meter and/or service size; other municipalities charge a base rate that covers the fixed infrastructure cost.

Municipality	Base Charge Residential – 19mm	Equivalent to 90 days with 0 consumption
Ladysmith	\$52.66 includes 25m <sup>3</sup>	\$52.66
Nanaimo	\$0.86093 per day	\$77.48
Duncan	\$20.44 per billing	\$15.33
Parksville	\$89.57 per billing	\$43.29
Port Hardy	\$114.08 per quarter (flat)	\$114.08

### *Types of end-users*

Though there are two billing categories, the Town has further broken down the type of end-user property. The number of end-user properties, based on 2020 Q4 data is:

Metered Water-Industrial	3
Metered Water-Non-Residential	138
Metered Water-Residential 2 to 4 units	188
Metered Water-Residential over 4 units	39
Metered Water-Single Unit Dwelling	2,910

The average consumption per end-user property type for 2020 was: (see Appendix C).

End-User Property Type	Rate Category	Average Consumption
Metered Water-Industrial	All other users	6,569
Metered Water-Non-Residential	All other users	189
Metered Water-Residential 2 to 4 units	All other users	76
Metered Water-Residential over 4 units	All other users	825
Metered Water-Single Unit Dwelling	Single Unit Dwelling	46

**Option #1 – same rate structure for all**

Regardless of how the water is used, i.e., for bathing, cooking, watering lawns, washing vehicles, or other commercial activities, the cost to produce (treat) the water is the same. Some municipalities, such as the City of Nanaimo, charge the same water rates regardless of the type of end-user.

Council could change the rate structure to use a single rate schedule.

If the Town were to charge all properties using a single rate structure (see Appendix A for the different rates), the levy in 2020 would be:

Using the Existing - 2 Rate Structure	Using the Single Dwelling Unit Structure	Using the All Others Structure
\$1,367,586	\$1,472,793	\$1,244,917

If the single dwelling unit structure was used, the overall rates could decrease as the water utility would be generating more funds than necessary, but the high-consumption properties would need time to adjust their water usage and/or change how they collect their fees such as in the case of a strata.

**Option #2 – charge a base rate similar to sewer rate per dwelling**

Sewer is charged per residential unit unlike water which is charged per connection for the base rate plus consumption. For the majority of accounts, the number of units for sewer and water are the same. There is a significant difference when it comes to non-single family dwellings:

	Sewer Charge	Water Charge
Single Family Dwelling	1	1 base rate + SFD consumption
Residential House with suite	2	1 base rate + consumption
Bare-land strata	Per dwelling	1 base rate + consumption
Downtown commercial/residential	1 commercial 1 residential	1 base rate + consumption
Apartment Building	Per unit	1 base rate + consumption

In 2020 Q4, there were 4,103 residential sewer units (see Appendix D) versus 3,137 residential water units.

Adding a base rate to each of the units could see the overall base rate charge decrease. Using a simple calculation of 3,317 water units multiplied by the base rate \$52.66 divided by 4,103 sewer units could see the new base rate of \$42.57 (based on 2021 amounts).



This option would require additional analysis if the base rate included the initial consumption of 25m<sup>3</sup>. Customization to the Town's billing software may be required, which would have a cost.

A variation on the structure could be the establishment of a suite charge at one and a half times the residential rate to \$78.99 (52.66 x 1.5) and include a base consumption of 37.5m<sup>3</sup>. The "all other users" rate would be applicable over 37.5m<sup>3</sup>.

**Option #3 – charge a rate based on meter size**

This option is used in other jurisdictions though it does not necessarily reflect the end use of the water. In some cases, a larger meter is required to ensure regular water use as well as firefighting water use can pass through the meter. An inventory of meter sizes would be required before this option is further pursued; staff time and resources would be required for an inventory count.

**Option #4 – create a season rate structure**

Water consumption is greatest in the spring and summer months; increases in water consumption in these months are often due to outdoor water use. Appendix C shows the average consumption in each of the quarters. If the Committee wishes to target specific times to reduce water consumption in the summer months, a seasonal rate could be determined that would add a premium charge to the summer consumption.

The current rate structure (Appendix A) ends at 125m<sup>3</sup>. A new rate that is effective only for Q2 and Q3 could be added, starting with consumptions over 200m<sup>3</sup> and increasing every 25m<sup>3</sup> by 30%. Any property that uses over the 200m<sup>3</sup> during winter months could be exempted.

**Option #5 – eliminate the initial 25m<sup>3</sup> consumption in base rate**

A property owner using no water for a 3 month period and a property owner using 24m<sup>3</sup> for a 3month period pays the same. The Committee could direct staff to investigate a rate structure that bills purely on consumption.

**FINANCIAL IMPLICATIONS:**

As mentioned in the report, any subsidy will have a financial impact. The demand of the program will determine the ultimate cost of the subsidy.

Depending on the option selection, consulting fee or software customization may be necessary to implement. Apart from those fees, any water rate changes will be a shift within the utility – a re-distribution of how the funds are charged, not necessarily a change in the total amount needed to run the utility.

**LEGAL IMPLICATIONS:**

Legal fees may be required to review any waterworks bylaw revisions.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

A communications plan will be developed depending on the option recommended to Council by the Committee.

**INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:**

Any changes will affect Finance and possibly Public Works Utilities.

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

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

**Allison McCarrick, Chief Administrative Officer**

**ATTACHMENT(S):**

- A. Current rate structure and comparison.
- B. Comparison of the single unit dwelling and the all other users structures using the same consumption:
- C. Annual Data – based on 2020 water data
- D. Number of Sewer Units based on 2020 Q4
- E. Town of Ladysmith Leisure Access Program

**Appendix A – current rate structure and comparison.**

“Waterworks Regulations Bylaw 1999, No. 1298, Amendment Bylaw 2020, No. 2058”:

Ladysmith – 2010 Rate Structure

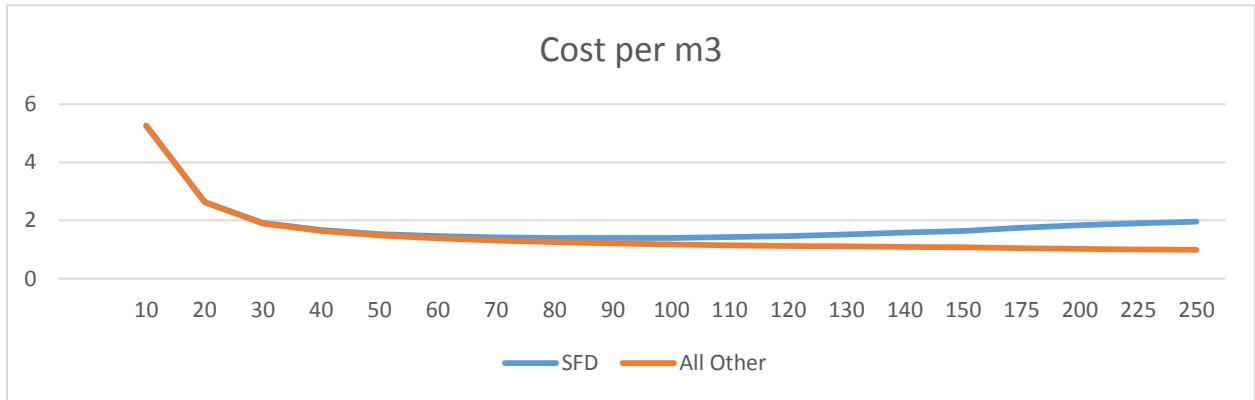
Single Family Dwelling Unit		2010 All other users	
<25m <sup>3</sup>	\$21.00	<25m <sup>3</sup>	\$20.00
26-50 m <sup>3</sup>	\$ 0.50	> 26m <sup>3</sup>	\$ 0.45
51-75 m <sup>3</sup>	\$ 0.60		
76-100 m <sup>3</sup>	\$ 0.75		
101 – 125 m <sup>3</sup>	\$1.00		
>125 m <sup>3</sup>	\$1.35		

Ladysmith – 2021 Rate Structure

Single Family Dwelling Unit		All other users	
<25m <sup>3</sup>	\$ 52.66	<25m <sup>3</sup>	\$ 52.66
26-50 m <sup>3</sup>	\$ 0.9581	> 26m <sup>3</sup>	\$ 0.8709
51-75 m <sup>3</sup>	\$ 1.1322		
76-100 m <sup>3</sup>	\$ 1.3933		
101 – 125 m <sup>3</sup>	\$ 1.8289		
>125 m <sup>3</sup>	\$ 2.4385		

**Appendix B - Comparison of the single unit dwelling and the all other users structures using the same consumption:**

Consumption m3	Single Unit Dwelling		All Other Users	
	\$	\$/m3	\$	\$/m3
50	76.61	1.53	74.43	1.49
90	125.82	1.40	109.27	1.21
120	176.33	1.47	135.40	1.13
150	246.43	1.64	161.52	1.08
200	368.36	1.84	205.07	1.03



## Appendix C – Annual Data – based on 2020 water data

Average Consumption per end-user type

<b>End User Type</b>	<b>2020Q1</b>	<b>2020Q2</b>	<b>2020Q3</b>	<b>2020Q4</b>	<b>Average for the year</b>
Metered Water-Industrial	8,770	3,789	9,725	5,904	6,569
Metered Water-Non-Residential	157	177	296	169	189
Metered Water-Residential 2 to 4 units	59	79	106	66	76
Metered Water-Residential over 4 units	662	867	1,059	860	825
Metered Water-Single Unit Dwelling	37	49	69	40	46

#### Appendix D - # of Sewer Units based on 2020 Q4

<b>Sewer rate category</b>	<b># of sewer units</b>
residential	4,103
rooming house per room	27
restaurant, cafes, dining rooms	23
business	167
laundromat	1
service station no car wash	3
church/hall/lodge	10
per bed	9
service station with car wash	3
school per class room	104
Public or social club with lounge	2
beer parlour	2

Appendix E – Town of Ladysmith Leisure Access Program



## LEISURE ACCESS PROGRAM APPLICATION FORM

<b>ACCOUNT HOLDER:</b>					
Last Name:			First Name:		
Address:		City:	Province:	Postal Code:	
Phone:		Cell Phone:	Work Phone:		
Email:		Male <input type="checkbox"/>	Female <input type="checkbox"/>	Date of Birth (y/m/d):	
<b>SPOUSE:</b>					
Last Name:			First Name:		
Phone:		Cell Phone:	Work Phone:		
Email:		Male <input type="checkbox"/>	Female <input type="checkbox"/>	Date of Birth (y/m/d):	
<b>CHILDREN LIVING IN HOUSEHOLD:</b>					
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
Last Name:	First Name:	Date of Birth (y/m/d):	Male: <input type="checkbox"/>	Female: <input type="checkbox"/>	
<b>Please check one:</b>					
<input type="checkbox"/> Family of 1 gross income < \$20,301	<input type="checkbox"/> Family of 2 gross income < \$25,271	<input type="checkbox"/> Family of 3 gross income < \$31,068			
<input type="checkbox"/> Family of 4 gross income < \$37,772	<input type="checkbox"/> Family of 5 gross income < \$42,782	<input type="checkbox"/> Family of 6 gross income < \$48,253			
<input type="checkbox"/> Family of 7+ gross income < \$53,722					
<p><b>Option 1:</b> You must attach proof of total family income for each person in the household over the age of 19. Please provide a copy of the following:</p> <p><input type="checkbox"/> Most Current Notice of Assessment supplied by Revenue Canada      <input type="checkbox"/> Income Assistance Payment Stub from MHSD</p> <p><input type="checkbox"/> CPP/Long-term Disability Payment Stub      <input type="checkbox"/> BC Seniors Supplement Payment Stub</p>					
<p><b>Option 2:</b> Ministry Approval. This applicant /family is known to me and I verify that they are residents of the Town of Ladysmith, have _____ total approved family members, and have a household income within allowable limits.</p> <p>Staff / Social Worker Name: _____</p> <p>Staff / Social Worker Signature: _____</p>					<div style="border: 1px solid black; width: 100%; height: 100%; display: flex; align-items: center; justify-content: center;">                 Ministry Stamp             </div>
<p>You must attach proof of residency. Please provide a copy of one of the following:</p> <p><input type="checkbox"/> Most recent utility bill      <input type="checkbox"/> Telephone or hydro bill      <input type="checkbox"/> Rental agreement</p> <p><input type="checkbox"/> Other - Please state: _____</p>					
<b>For Office Use Only</b>					
Processed by:					
New Applicant <input type="checkbox"/>		Resident <input type="checkbox"/>		Renewal <input type="checkbox"/>	
				Income info attached <input type="checkbox"/>	

250.245.6400 / info@ladysmith.ca / www.ladysmith.ca  
 410 Esplanade MAIL PO Box 220, Ladysmith, BC V9G 1A2



**STAFF REPORT TO COMMITTEE OF THE WHOLE**

**Report Prepared By:** Erin Anderson, Director of Financial Services  
**Meeting Date:** July 13, 2021  
**File No:**  
**Re:** **Eradicate Graffiti Reward Program**

**RECOMMENDATION:**

That the Committee recommend to Council to not proceed with a Town-run vandalism reporting reward program and direct staff to work with the RCMP in the promotion of the Block Watch programs.

**EXECUTIVE SUMMARY:**

Council requested that staff investigate creating a reward program to report on individuals who are vandalizing property in Town. Staff are not recommending creation of a Town-run program but instead to work with the RCMP in the promotion of the Block Watch programs.

**PREVIOUS COUNCIL DIRECTION:**

CS 2021-209	06/15/2021	That Council refer resolution CS 2021-208, regarding a potential reward offered for information leading to the apprehension of people who use graffiti to vandalize property within the Town, to a future Committee of the Whole meeting and request that staff prepare a report advising whether the Town is able to provide such a reward as well as funding options.
-------------	------------	---

**INTRODUCTION/BACKGROUND:**

At a previous Council meeting, staff were tasked with reporting to this Committee with options for offering an anti-graffiti reward. The intent of the reward was to act as an incentive for people to provide information to the RCMP which would lead to an arrest and conviction for vandalism.

Staff are not recommending creating a stand-alone program for the Town. The logistics for a Town-run program would require additional staff time for monitoring as well as a financial contribution, which is currently not in the 2021-2026 Financial Plan. There are existing programs, such as BC Crime Stoppers that offer rewards. Council could include a line item in a future budget to annually fund a donation to BC Crime Stoppers or the Nanaimo & District Crime Stoppers.

**ALTERNATIVES:**

The Committee can recommend that Council:





1. Include \$2,500 annually in the 2022-2027 Financial Plan for Nanaimo and District Crime Stoppers.
2. Direct staff to include in future budgets an amount for a Town-run program, including reward and additional staff time funding.

**FINANCIAL IMPLICATIONS:**

Funding for a reward program is not in the current Financial Plan.

**LEGAL IMPLICATIONS:**

Legal review would be necessary prior to implementation of a reward program.

**CITIZEN/PUBLIC RELATIONS IMPLICATIONS:**

There is currently a graffiti rebate program available. This program is currently advertised and the [rebate form](#) is available on the Town's website.

**ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:**

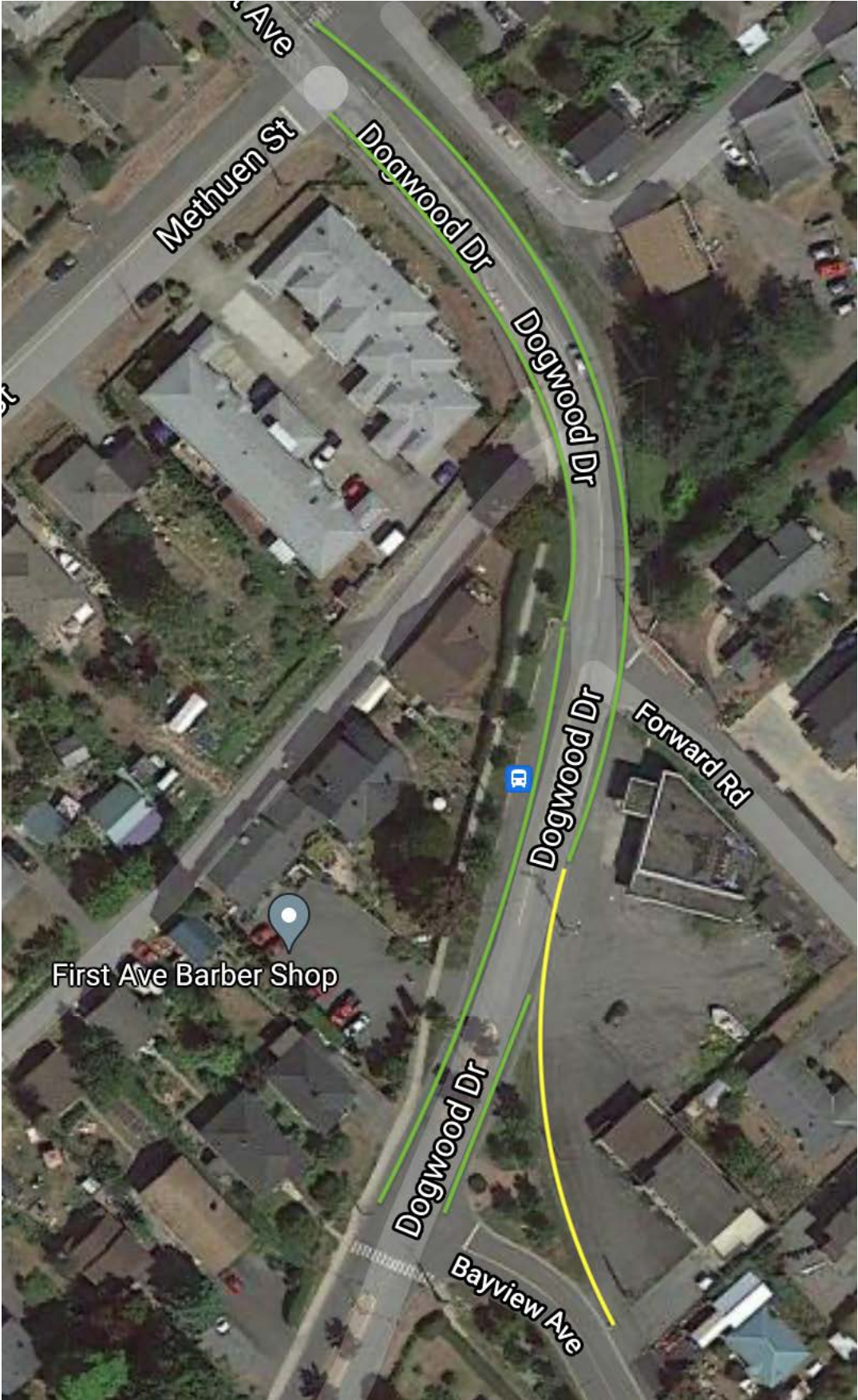
- |  |  |
|--|--|
| <input type="checkbox"/> Complete Community Land Use | <input type="checkbox"/> Low Impact Transportation |
| <input type="checkbox"/> Green Buildings             | <input type="checkbox"/> Multi-Use Landscapes      |
| <input type="checkbox"/> Innovative Infrastructure   | <input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

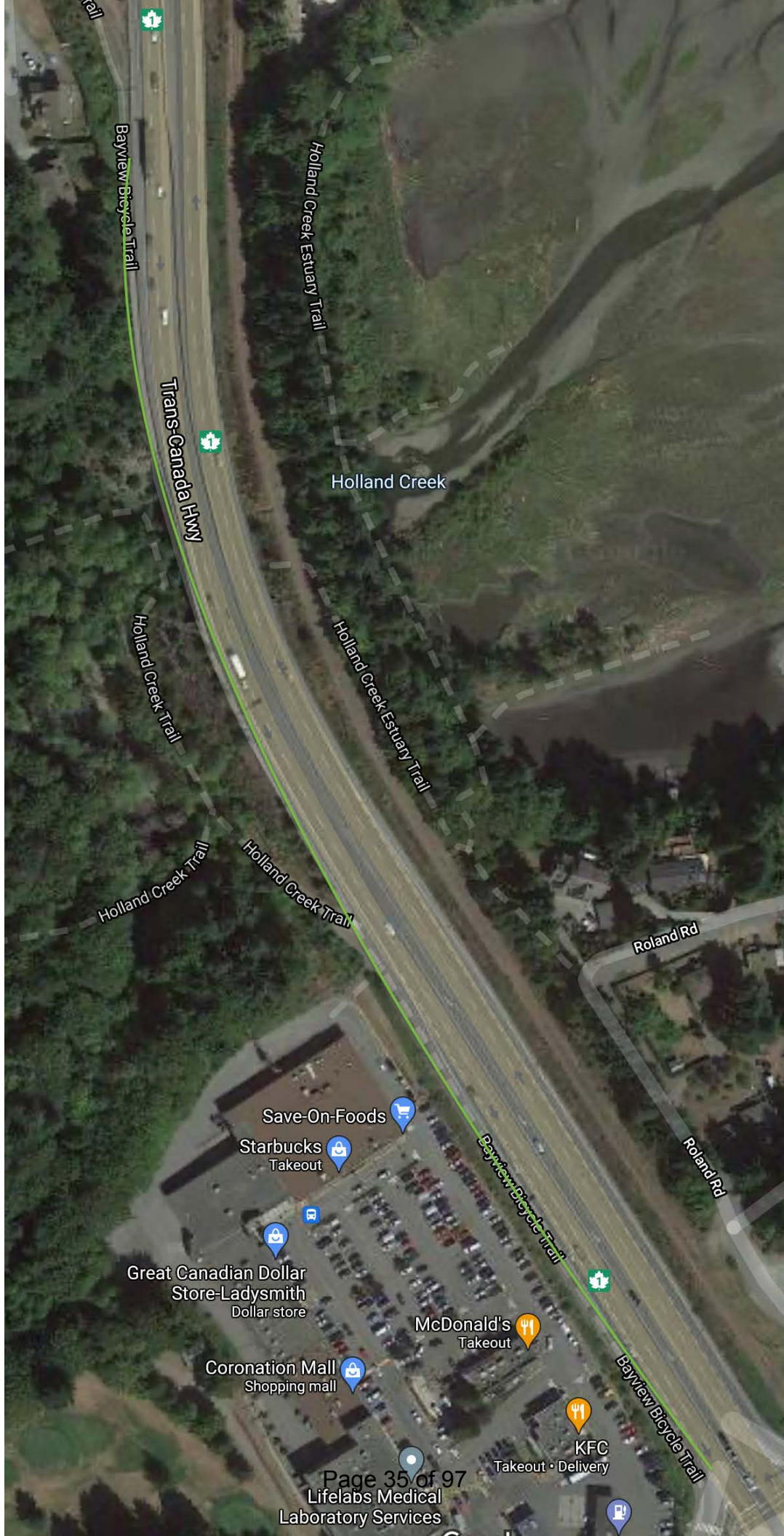
**ALIGNMENT WITH STRATEGIC PRIORITIES:**

- |   |   |
|---|---|
| <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).*

**Allison McCarrick, Chief Administrative Officer**





# Ladysmith Bicycle Plan

December 2009



Submitted by:



with Richard Drdul, P.Eng.

Community Transportation Planner

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**The Town of Ladysmith Bicycle Plan is funded in part by:**  
The Built Environment and Active Transportation Initiative.

B.E.A.T is a joint initiative between BC Recreation and Parks Association and the Union of BC Municipalities and is funded through the BC Healthy Living Alliance.

# 1. EXECUTIVE SUMMARY

This document presents an Updated Bicycle Plan for Ladysmith, BC. The plan consulted with Town staff and the public in order to capture community priorities and concerns, and to create a Bicycle Plan that works for the end-users.

## 1.1.1. Goals and Objectives

The two key goals of the Ladysmith Bicycle Plan are to:

- 🚲 *increase bicycle trips;* and
- 🚲 *increase cyclist safety.*

## 1.1.2. Approach

The approach taken for this plan has been to create a network of attractive facilities that are safe and separated from traffic wherever possible. These high-quality bike routes create a “brand” for cycling in Ladysmith – cyclists, drivers and all other road users know that a designated bike route means something more attractive to cyclists than a typical Ladysmith street.

Separated facilities are increasingly being shown to be the most desirable type of facility for the broadest range of cyclists. It allows those that aren't seasoned veterans of heavy traffic arterials to feel comfortable getting on a bike.

## 1.1.3. Bicycle Route Network

The key feature of the bicycle route network is a connected “spine” of high-quality facilities, linking major destinations. Additional routes commonly used by cyclists connect with this official network.

## 1.1.4. Implementation

A prioritized phasing of route facility construction is introduced, based on the importance of each route in creating a high-quality network, anticipated road maintenance and upgrading, and public feedback. The Bayview connection, Methuen Street and Sixth Avenue routes are the major priorities for official bicycle routes with separated facilities. First Avenue and Chemainus Road routes are identified as second phase priorities. In the future, all of the “routes commonly used by cyclists” should be considered for upgrading and inclusion in the designated bicycle route network.

Average cost/km were prepared for the types of facilities proposed and can be used by Town staff preparing budgets. A list of potential funding options is included.

Bicycle-friendly policies can be used as a tool to help meet community objectives for GHG reductions, community health and livability, among others. A set of policy-specific recommendations are presented, as well as some potential revisions to the existing OCP to acknowledge the goals of the Bicycle Plan.

Finally, a system of monitoring and evaluation is introduced to measure the success of the Bicycle Plan, and to ensure that progress is made towards reaching the Plan's goals.

## 1.1.5. Design Guidelines and Engineering Standards

A collection of potential cross-sections were developed for separated facilities of different types. These include typical 8 - 12 m road ROW widths. The cross-sections to inform the engineering standards are included in the Appendix. A separate document includes Bicycle Facility Design Guidelines.

## 2. INTRODUCTION

The Ladysmith Bicycle Plan was written in December 2009 by HB Lanarc with Richard Drdul for the Town of Ladysmith. A previous Bicycle Plan for the town was written in 2000; the 2009 plan was created to update and revise the previous plan to reflect changes in local context, issues and priorities over the last decade. These changes can be used to further the goals and objectives identified in the Official Community Plan (OCP).

During the process, Town staff from Development Services, Engineering and Public Works Parks, and Recreation and Culture were consulted; a public presentation and workshop was held; information and public input opportunities were presented on the project website; and a presentation and workshop was conducted with a grade 10 class at Ladysmith Secondary School (refer to the *Public Consultation Report*, included in the Appendix). This consultation process has allowed the consultants to co-create a plan with those that will be the end users – cyclists both present and future.

### 2.1. What is a Bicycle Plan?

The key component of the Bicycle Plan is a network of bicycle routes. The route network incorporates a combination of separated cycle tracks and multi-use pathways connecting major destinations in Ladysmith. The plan also identifies:

- 🚲 policies to improve conditions for cyclists, to promote and encourage people to cycle, and to educate cyclists and motorists as to how to safely share the road;
- 🚲 end-of-trip facilities to provide parking for cyclists at key destination;
- 🚲 guidelines for designing bicycle facilities, based on best practices;
- 🚲 an implementation strategy incorporating prioritized phased implementation;
- 🚲 a funding strategy identifying alternative funding to supplement tax-base funding; and
- 🚲 a monitoring program to track increased bicycle use as a result of the Bicycle Plan.

### 2.2. Bicycle Planning Principles

The Bicycle Plan is based on several fundamental principles of bicycle and pedestrian planning, as described below. These principles come from lessons learned in communities across North America, and are used consistently within current bicycle planning practices.

- 🚲 *All cyclists should be able to make use of the bicycle network.* Young or old, experienced or novice, commuting or recreating – the network should accommodate all riders.
- 🚲 *The most attractive facility is one separated from traffic.* Although there will always be some expert cyclists who feel comfortable riding along high-volume roads, the majority of cyclists much prefer to be separated from traffic. However, routing cyclists away from businesses and services does them a disservice as valid users of these facilities; the best option is to acknowledge cyclists as equal members of the road network, and to provide them with facilities that make them feel comfortable using their space.

- 🚲 *Off-street facilities should be useful to all modes of active transportation.* Pedestrians, skateboarders and skaters, babies in strollers, and persons with disabilities should all be accommodated for on pathways and other off-street facilities. This means paying attention to design and surface material, among other considerations.
- 🚲 *Intersections are as important as routes.* An effective crossing treatment can help avoid the majority, and the most severe, of crashes. These most often occur where bicycle routes along local streets and pathways intersect major roads.
- 🚲 *The bicycle network should connect all important destinations.* Just as the road network provides access to commercial, office, institutional, cultural and recreational destinations throughout Ladysmith, so should the bicycle network.
- 🚲 *It is important to provide a “quality” cycling experience.* Perceptions of safety, aesthetics, traffic volumes and noise all influence the routes cyclists prefer to use, and whether or not they choose to ride.

### 2.3. Goals and Objectives

There are two primary goals the Bicycle Plan seeks to achieve.

- 🚲 ***Increase bicycle trips.*** The primary goal of the plan is to increase bicycle use for travel between destinations in Ladysmith. This will also encourage other active means of travel, including walking and rolling (e.g. inline skates, wheelchairs) and promote outdoor physical activity for recreational and health purposes.
- 🚲 ***Increase cyclist safety.*** The design of bicycle facilities can work to reduce the number of incidents between cyclists and motorists, and create a greater feeling of comfort and safety for many cyclists and potential cyclists – further increasing the number of bicycle trips.

A number of objectives support these goals, including:

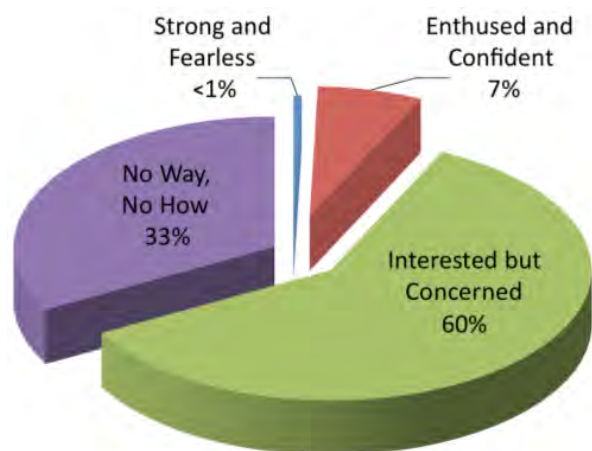
- 🚲 identify problem spots and issues with the existing network, and suggest improvements;
- 🚲 identify new routes, connections and infrastructure to add to the bicycle network;
- 🚲 identify supporting policies;
- 🚲 determine priorities for implementation and order-of-magnitude costs; and
- 🚲 develop design guidelines to address a wide range of circumstances.

### 2.4. Target Markets for Cycling

Recent work in Portland, Oregon (a Gold-level Bicycle-friendly Community) has divided the population into segments according to their likelihood of riding – or “target markets” (see Figure 1). This categorization is also being used in Metro Vancouver by Translink in their Regional Cycling Strategy. The findings from this work suggest that the largest potential market for cycling (nearly two-thirds of the total population) is influenced primarily by bicycle facilities that are separate from traffic.



Figure 1 — Target Markets for Cycling



- 🚲 “*Strong and fearless*” cyclists will cycle in any condition, regardless of whether or not there is a dedicated bicycle facility. These cyclists account for less than 1% of the population.
- 🚲 “*Enthusied and confident*” cyclists are comfortable in traffic with appropriate facilities, such as bicycle lanes. These cyclists account for approximately 7% of the population.
- 🚲 The “*interested but concerned*” market amounts to approximately 60% of the population, and is comprised of cyclists and persons who are not currently cyclists but are interested in cycling. This group is not comfortable in traffic, and are not attracted to bicycle lanes, paved shoulders or other conventional on-street bicycle facilities. They prefer off-street and separated facilities, or bicycle routes on low-volume, low-speed roads.
- 🚲 The “*no way, no how*” group represents approximately one-third of the population who have no interest in cycling.

## 2.5. Community Context

The 2007 *Community Energy and Emissions Inventory* for Ladysmith reported that “on road transportation” accounts for 81% of the total community GHG emissions by sector. Based on 2006 census data, bicycles account for 0.3% of all trips to work in Ladysmith. The provincial average is 2%, though many BC communities are approaching higher amounts. This indicates that Ladysmith has a large potential for community GHG reductions by transforming its local travel patterns, such as shifting vehicle trips to bicycle trips, especially for in-town travel.

As in other cities, development of bicycle routes in Ladysmith has in the past focused on conventional on-street facilities which are attractive only to a small proportion of the population. In order to attract others to cycling, the development of bicycle routes must be shifted to focus on facilities which will appeal to the “interested but concerned” target market. For the Ladysmith Bicycle Plan, this means an emphasis on off-street pathways, separated bicycle lanes or “cycle tracks,” routes on low-volume streets, and intersection and crossing treatments.

This conclusion is supported by findings from the community consultation undertaken as part of the Ladysmith Bicycle Plan process (see Appendix for full report).

## 2.6. OCP Policy Framework

In the years since the 2003 OCP was written, climate change and increased incidence of “lifestyle” diseases such as Type 2 diabetes and heart disease have emerged as issues that require strong policies and vision. The 2008 *Bill 27 Local Government (Green Communities) Statute* requires all BC municipalities to establish targets for reducing their greenhouse gas (GHG) emissions, and requires policies and actions to meet these targets; these amendments must be made to OCPs by May 2010. Active transportation (cycling and walking) has emerged as a viable strategy to assist in meeting Bill 27 targets as well as improve community health.

Throughout the current 2003 OCP, support is shown for the integration of transportation and land use planning in creating a liveable, healthy community. Commitments by the Town include:

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

(from the *2003 Town of Ladysmith OCP*, p.35).

Policies relating to pedestrian and bicycle movement, options for alternative road development standards, and promotion of a greenway system currently exist. Some of the clearest examples of the policy directions are:

The Town will encourage greenway designation and development at time of subdivision. Where possible, greenways will be used for cycling and walking to link different neighbourhoods.

Residents will be encouraged to reduce their reliance upon private vehicles by promoting alternative and multi-modal forms of transportation and complete neighbourhoods.

(from *Section 3.3.3 Environment Policies, 2003 Town of Ladysmith OCP*)

Pedestrian and bicycle movement will continue to be promoted throughout Ladysmith as provided in the Bicycle Plan.

The Town will ensure that appropriate transportation planning and design standards are met, including the exploration of alternative development standards.

The Town will continue to promote Safety Conscious Planning Principles, including all modes of transportation such as vehicle, transit, pedestrian and bike travel.

The Town will encourage land use and transportation initiatives that support Travel Demand Management and Transportation System Management.

Safe and efficient multi-modal access to the Waterfront will be promoted.

(from *Section 3.4.3 Transportation Policies, 2003 Town of Ladysmith OCP*)

### 3. BICYCLE NETWORK

This section describes the various components of the Bicycle Network Plan, including examples of bicycle and parking facilities and a map of the proposed bicycle routes.

#### 3.1. Types of Bicycle Facilities

Within the Bicycle Network Plan, bicycle routes consist of both “on-street” and “off-street” separated facilities. In addition, crossings are required where on-street and off-street routes intersect major roads. These different types of bicycle facilities are described in the following section (and can be found in more detail in the *Bicycle Facilities Design Guidelines*, found in a separate document.)

##### 3.1.1. Route Facilities



*Cycle tracks* use the existing road infrastructure, but provide a physical barrier or separation from the vehicle travel lane and from the pedestrian sidewalk. The barrier can initially be temporary to allow for a less-expensive trial of the facility type, and then upgraded to a more permanent material once the facility is finalized. The typical width of a cycle track is 3 m.



*Multi-use pathways adjacent to roads* provide separation from traffic, but are raised in height to that of a typical sidewalk. These pathways are wider than a traditional sidewalk (3 m is the desirable minimum width, though a 4 m width is preferred for higher volume pathways) and allow for both pedestrians and cyclists. Where pathways are located adjacent a railing, wall or other barrier more than 150 mm high, an additional 0.5 m of horizontal clearance should be provided.



*Multi-use pathways away from roads* are physically separated from roadways. They should be hard-surfaced, using concrete or asphalt. This means that all non-motorized users can be accommodated, including in-line skaters, persons in wheelchairs and cyclists on bicycles with narrow tires. Soft-surfaced pathways may be preferable in environmentally-sensitive areas, and are typically constructed of stable materials such as a compacted aggregate.



*Shared routes* make use of local streets and other minor roads. Because traffic volumes and speeds are generally low, cyclists and motorists are able to safely share the road. In some cases, additional traffic calming may be desired to control traffic speeds (e.g. speed humps).

### 3.1.2. Intersections and Crossings

Crossing treatments can be used at critical locations on a bicycle route or pathway where these facilities intersect major roads. Potential crossing treatments include:



*Marked crossings* are used on lower-volume roadways, where there is a need to identify the crossing to motorists. Crosswalk signage and pavement markings can be supplemented with "special crosswalk" enhancements, such as overhead internally-illuminated signs, which also shine light onto the crossing area. Marked crossings on collector roads and local streets can also be enhanced with raised crosswalks.



*Flashing lights* can be used to enhance marked crossings. Flashing lights are activated by cyclists and pedestrians prior to crossing the road, and provide additional indication to approaching motorists that the crossing is occupied.



*Signalized crossings* are used where the number of persons crossing the roadway is higher, and where traffic volumes and speeds are higher. Signalized crossings can be configured as a pedestrian signal, or with flashing amber lights. Signals can be activated by pushbutton, by detectors embedded in the roadway, or with "high tech" means such as microwave or video detection.



*Raised crossings* are typically used where pathways cross minor roads or channelized turn lanes at intersections. Raising the crossing helps to improve safety for pathway users by slowing traffic at the crossing, and increasing motorists' awareness of the crossing. Raised crossings are typically 80 mm high, with 2 m long ramps.

### 3.1.3. Parking Facilities

Cyclists, like motorists, need somewhere to safely park their “vehicle” when they arrive at their destination. There are various needs and desires for bicycle parking.



*Bicycle racks* provide convenient, short-term parking for cyclists, and can be placed in a wide range of locations. Good bicycle rack designs support the bicycle by the frame (rather than only by the wheel) and enable cyclists to lock their bicycle with a u-lock through the frame and one wheel. Bicycle racks can include an advertising panel which can also be used to provide information for cyclists, such as a map of bicycle routes.



*Secure parking* minimizes the potential for bicycle theft, which otherwise is a significant deterrent to bicycle use. Types of secure parking include bicycle lockers, bike rooms and cages, and attended facilities which operate similar to a coat check. Bicycle lockers are best suited to situations where there is a relatively low demand for secure parking dispersed over a large area. Bike rooms, bike cages and attended facilities are best suited to higher-demand locations.

## 3.2. Bicycle Routes in Ladysmith

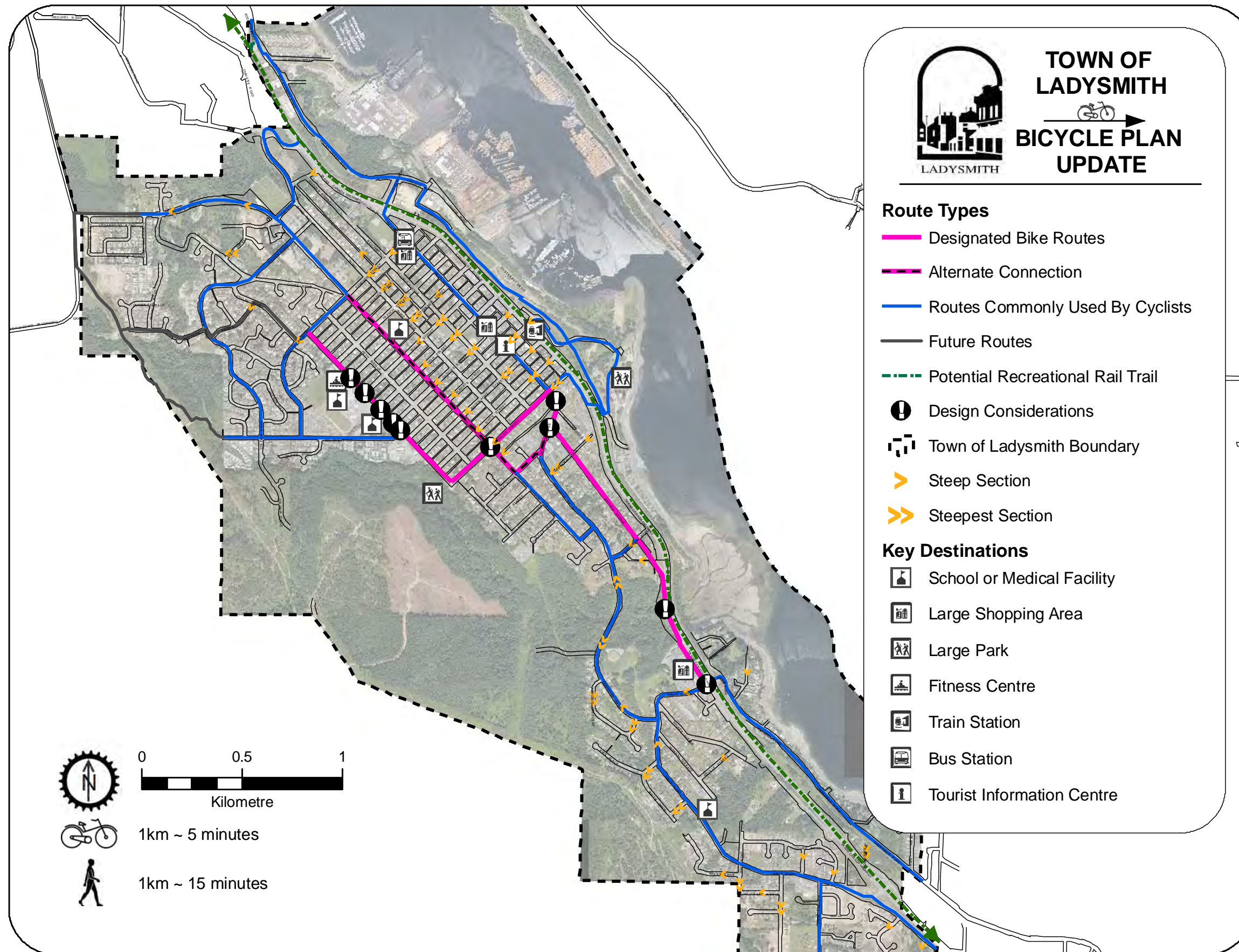
The key feature of the bicycle route network is a connected “spine” of high-quality facilities, linking major destinations. The intent in developing a system of routes primarily separated from traffic addresses a major barrier to cycling – the fear of traffic. Additional routes that are commonly used by cyclists connect with this designated bike route network, and should be integrated into the designated network as opportunities arise (e.g. through scheduled road maintenance, new development, etc.) The Trans Canada Trail regional bicycle route also feeds in to the bicycle route network, supporting regional connections in and out of Ladysmith.

Routes are divided into three categories on the Bicycle Route Network (Figure 2):

1. *Designated Bicycle Routes.* These are the spine of the network, and consist of high-quality facility types appealing to a broad spectrum of cyclists.
2. *Routes commonly used by cyclists.* While these routes are not currently part of the designated network, it is acknowledged that they are used by cyclists to connect to the network. Over time, these facilities may be added to the designated network as funding permits.
3. *Future Routes.* These routes are recommended for re-visiting in the next Bicycle Update.

Other facilities will complement and support the Bicycle Route Network, including bicycle racks at locations throughout Ladysmith and signage to identify official bicycle routes.

Figure 2 – Bicycle Route Network



## 4. IMPLEMENTATION

Developing a high-quality bicycle network will require time and funds. As a result, this section identifies several short-term key moves that will provide the greatest “return on investment” in terms of achieving the goals of the Bicycle Plan – namely, increasing cycling and improving safety.

The implementation section also acknowledges the role that policies can play in reaching the Bicycle Plan goals. Recommendations for these are described in Section 4.4.

Bicycle facilities are categorized in the following manner:

- 🚲 *Priority facilities* include improvements which should be programmed for implementation within the next five years, as funding permits. These are generally more costly improvements or require more planning and design to implement, but will provide the greatest improvements to the network. They may be able to be combined with existing planned road maintenance or upgrading when opportunities arise.
- 🚲 *Lower Priority facilities* include improvements to address existing minor safety issues and low-cost improvements which are relatively simple to implement. Although they may be easier to implement, they do not offer the same potential for network improvement as the higher priority improvements.
- 🚲 *Future improvements* include facilities that will likely be built in the 10+ year time frame. It is recommended that a future Bicycle Plan update look at these facilities in more detail.

*Design Considerations* are also indicated on the Bicycle Route Network and detailed in the following tables. These are locations where:




- a) key intersections between designated bicycle routes and higher-traffic roads call for additional treatment to ensure safety and easy linkages between routes;
- b) The designated bicycle route passes a major destination, where providing a crossing treatment would facilitate easier access to the destination; or
- c) a wider multi-use path along the highway bridge across Holland Creek would create a more pleasant user experience for cyclists and pedestrians.

While these priorities for the designated bicycle routes are recommended at the time of this report creation in December 2009, it should be noted that the Bicycle Plan should be periodically reviewed and adjusted to reflect progress, upcoming maintenance and new priorities in the network.




Priority improvements, upgrading facilities and future improvements are summarized in Tables 1, 2, and 3, below.

They are also shown on a map (Figure 3) following the tables.

Table 1 - December 2009 “Priority” Bicycle Facility Improvements

Category	Item	Existing Condition	Photo	Recommendation
Primary routes	6 <sup>th</sup> Ave	<p>Moderate-traffic street with no bicycle route facilities.</p> <p>Connects to schools, rec centre and several other institutions.</p>		<p>Separated facility along 6<sup>th</sup> Ave from Dunsmuir Cr. to Methuen St.</p> <p>Key intersection treatments at Kitchener St., Buller St., High St., Gatacre St., and Malone Rd. to connect to recreation facility and schools.</p> <p>See Appendix 5.1 for facility design ideas.</p>
	Methuen St.	<p>Low-traffic street with least uphill slope. Connects to 1<sup>st</sup> Ave downtown, underpass to waterfront, and Dogwood Dr.</p> <p>Doesn't require as many direction changes and challenging intersection crossings as the alternate “Bayview to 4<sup>th</sup> Ave Ext” route.</p>		<p>Separated facility on Methuen St. from 1<sup>st</sup> Ave to 6<sup>th</sup> Ave.</p> <p>Key intersection treatment at 1<sup>st</sup> Ave and 4<sup>th</sup> Ave.</p> <p>See Appendix 5.1 for facility design ideas.</p>
	Bayview St. Connection	<p>Low-traffic street connected to pedestrian sidewalk on old street ROW, leading to sidewalk alongside highway.</p>		<p>Combination of shared road and separated facility on Bayview St. from Davis Rd. to Methuen St.</p> <p>Traffic calming measures (speed humps) may be required along Bayview if traffic speeds are a problem.</p> <p>Additional width to be added to the existing sidewalk (3 m total width) from the</p>



				<p>end of Bayview St. alongside highway to Coronation Mall.</p> <p>Key intersection treatments at Davis Rd. and at Dogwood Dr. due to major street crossings.</p> <p>See Appendix 5.1 for facility design ideas..</p>
**Alternate Routes	4 <sup>th</sup> Ave	<p>Moderate-traffic street with bicycle route signs.</p> <p>Poor pavement condition.</p> <p>Route doesn't connect to as many major destinations as the primary "6<sup>th</sup> Ave" route.</p>		<p>Separated facility along 4<sup>th</sup> Ave from Symonds St to Methuen St.</p> <p>Key intersection treatment at Kitchener St. to connect to the school.</p> <p>See Appendix 5.1 for facility design ideas.</p>
	Bayview to 4 <sup>th</sup> Ave Ext	<p>Moderate-traffic street with median in some sections.</p> <p>Several direction changes along this route with challenging intersections (uses three different roads).</p>		<p>Separated facility connecting Bayview to 4<sup>th</sup> Ave Extension, using Dogwood and Belaire.</p> <p>Key intersection treatment at Bayview and Dogwood due to major street crossing and route direction change.</p> <p>See Appendix 5.1 for facility design ideas.</p>

\*\*Note: Alternate Routes are included as options for consideration should any road maintenance or utility upgrades occur on these routes. They are secondary (less ideal) alternatives.

Table 2 – December 2009 “Lower Priority” Bicycle Facility Improvements





Category	Item	Existing Condition	Photo	Recommendation
Secondary routes	1 <sup>st</sup> Ave	<p>High-traffic street with angled on-street parking.</p> <p>Low traffic speeds (30 kph limit).</p> <p>Frequent pedestrian crossings.</p>		<p>Supportive signage and bicycle decals on the road.</p> <p>Increased number of bike racks to allow cyclists to park their bikes and access downtown shopping and services on foot.</p> 
	Chemainus Rd	<p>Separated multi-use and bi-directional facility.</p> <p>Multiple residential driveways crossing the facility.</p> <p>Sidewalk ramps are narrower than sidewalk width, creating a funnel.</p>		<p>Remove (or discontinue maintenance of) line &amp; decals separating pedestrians and bikes. Use signage to indicate desired pathway etiquette.</p> <p>Increase width of curb drop onto sidewalk to match width of sidewalk.</p> 

Table 3 – December 2009 “Future” Bicycle Facility Improvements




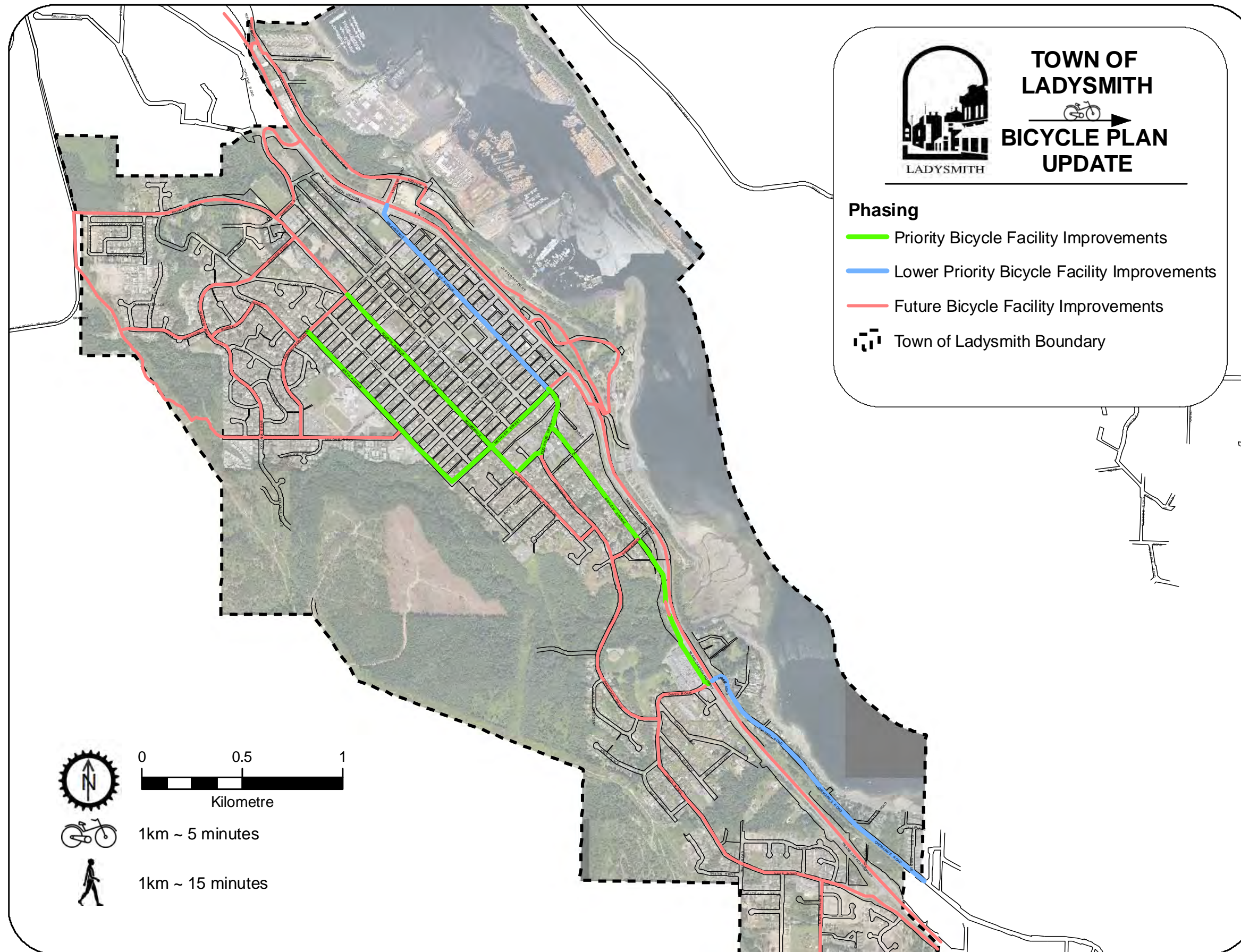
Category	Item	Existing Condition	Photo	Recommendation
Future routes	All routes commonly used by cyclists	Various street standards. Some painted shoulder bike lanes.		<p>Separated facilities.</p> <p>See Appendix 5.1 for facility design ideas.</p>
	Bayview Connection across Holland Creek bridge	<p>Pedestrian sidewalk beside highway on bridge across Holland Creek.</p> <p>Separated from highway with no-post barriers.</p>		<p>While current width on this short section of the Bayview route is sufficient for low-volume use, if usage increases, widening the pathway is recommended.</p> <p>Work with Ministry of Transportation to reduce the shoulder width on highway along the bridge section to allow no-post barrier to be moved over, leaving a wider path for multi-use bicycle and pedestrian travel.</p> <p>Mark with “path narrows” signage as needed.</p>
Recreational routes	TCT rail-trail	Active rail line with 30 m ROW.		<p>Rail trail from north to south edges of town, extending to regional TCT connections.</p> <p>See Appendix 5.1 for facility design ideas.</p>

Figure 3 – Priority Route Construction



## 4.1. Cost Estimates

Based on potential road cross-sections for the Bicycle Plan (refer to Appendix 5.1), costs per linear metre are presented below (including pavement markings and signage allowances). These costs include a typical cost for Design and Administration (15% of cost) and Contingency (15% of cost). It is important to note that these linear metre costs are intended to provide guidance for budgeting purposes only. Town of Ladysmith staff should prepare more detailed cost estimates for bicycle facilities when designs are prepared for these facilities.

🚲 **BASIC CYCLE TRACK ON EXISTING ROADWAY** (See cross-section 5.1.1 in Appendix as an example)

\$55 / linear metre

🚲 **EXPAND EXISTING ROADWAY WITH CYCLE TRACK** (See cross-section 5.1.3 in Appendix as an example)

(Adding 1.5m asphalt to existing roadway for 3m cycle track)

\$175 / linear metre

🚲 **MULTI-USE PATHWAY ALONG ROAD** (See cross-section 5.1.5 in Appendix as an example)

2.5m asphalt \$215 / linear metre

3m asphalt \$249 / linear metre

🚲 **INFILTRATION SWALE (BIO SWALE)** (See cross-sections 5.1.8 in Appendix as an example)

\$190 / linear metre

🚲 **PUSH BUTTON SIGNALIZED CYCLE CROSSING (with solar panel LED)**

\$15,600

## 4.2. Bicycle-Supportive Policies

While the Town of Ladysmith does have existing policies and bylaws that are complementary towards the goals of the Bicycle Plan, it is recommended that a strong vision for a bicycle-friendly community be more fully integrated into all facets of planning and design. This stretches from the high-level vision and guiding principles, into the more detailed policies and bylaws.

This section includes recommended policy refinements and additions at both high-level and strategic levels. Specific text changes are indicated in ***italic bold***, and current page numbers in the 2003 OCP are given.

## 4.2.1. High Level Recommendations

### Vision Statement (p.i)

- Ladysmith is a complete community that balances the need for economic growth with environmental [**and climate**] protection, ensuring a diversity of housing [**and transportation choice**], while maintaining and developing the necessary support facilities. Ladysmith supports cultural and environmental stewardship through partnerships that foster community ownership. Economic benefits are derived from planned, sustainable growth and development.

### Guiding Principles

- It is recommended that an additional guiding principle be written that relates directly to climate protection and GHG reduction. This would reference the provision of alternative transportation, including cycling, walking, and transit, as a major priority.

### Language used

While both walking and cycling are promoted in the OCP, often these two modes are grouped together under the term “pedestrian.” It should be noted that the needs of these two transportation modes, while sometimes complementary, are not the same. Language should be used that reflects this distinction. For example:

#### Key Issues

- 1.8.4 Transportation (p.9)

#### Pedestrians and Bicycles

In the past, sidewalks and bike pathways were not built in all new developments. Community feedback suggests that sidewalks and bikeways are important to ensure safe alternative modes of transportation. Pedestrian and bicycle movement through the community is desirable so that traffic is reduced and personal health is promoted. The Community Plan should consider means of promoting a pedestrian [**and bicycle-friendly**] environment.

#### 3.4.1 Transportation Goals (p.36)

- Ladysmith will . . .
  - promote downtown parking and safe and efficient pedestrian and vehicle movement to ensure that the Downtown remains a vibrant commercial district.
  - promote Smart Growth planning principles by integrating transportation and land use decision making, including the exploration and adoption of

alternative road standards, bicycle **[facilities<sup>1</sup>]**, pedestrian movement and mixed use so that residents can work and shop close to home.

- explore alternative forms of Downtown parking, including off street parking facilities.
- explore and promote its regional role as a transportation centre.
- explore the development of Transit.
- promote pleasant safe pedestrian **[and bicycle]** travel as a primary means of movement and an important quality of life attribute.

#### 3.4.2 Transportation Objectives (p.37)

- 5. Develop supportive land use and transit policies, including **[streets that support cycling and walking]**, identification of appropriate transit routes and bus stops, and transit friendly land use patterns.
- 9. Create human scale development that encourages walking **[and cycling]**.

#### 3.4.3 Transportation Policies (p.38)

- 12. The Town will continue to promote Ladysmith as a pedestrian **[and cyclist]** friendly community in which pedestrian **[and cycling]** facilities are established and integrated with planning for transit service.
- 16. Future waterfront development will be pedestrian **[and cyclist]** friendly and provide public access to the water's edge.

### 4.2.2. Policy-specific Recommendations

🚲 The Town will act on the recommendations of the 2009 Ladysmith Bicycle Plan update.

*To transform a plan into reality takes Council support and staff direction.*

🚲 The Town will explore a Complete Streets strategy that supports all users (cyclists, pedestrians, transit, vehicles) on planned and current streets. Complete Streets solutions will be context specific.

*This would update the road network functional classification to a more integrated user approach, acknowledging needs of all users rather than prioritizing vehicles.*

🚲 The Town will explore partnerships to offer school-age bicycling safety. Potential partners include ICBC and the Green Communities Active & Safe Routes to School program.

*Increasing confidence and safety on bicycles at a young age is important for developing the skills to commute by bike throughout life; it also provides travel independence for older children and youth.*

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<sup>1</sup> Currently, the text refers to bicycle “lanes.” It is noted that a bicycle lane is one type in a suite of bicycle facilities, which should be adopted according to specific context.

- 🚲 The Town will consider offering Bike Safety courses (e.g. CAN-BIKE) and bicycle repair courses through its recreation programming.

*Empowering cyclists with necessary skills to ride confidently in traffic and to maintain their bicycles are basic ingredients to increasing the number of cyclists in town.*

- 🚲 The Town will consider including an End of Trip facility requirement in the Zoning Bylaw, requiring commercial, institutional, mixed use, and multifamily residential developments to provide covered bicycle parking and other facilities (e.g., showers, change rooms).

*This could be in exchange for a reduction in parking requirements or density bonusing. Reduced parking requirements and cash-in-lieu reserve funds to support alternative transportation are encouraged in Bill 27.*

- 🚲 The Town will provide bike parking racks at all major civic destinations, including provisions for weather protection whenever possible.

*All cyclists are pedestrians at some point in their trip, and they require safe, secure locations to store their bike. Offering weather protected parking reduces barriers to cycling in poor weather.*

- 🚲 The Town will integrate a regular maintenance program for bicycle routes (sweeping and lane/signage repainting) into its existing public works maintenance program.

*Keeping bicycle routes clean and open is imperative to them being used. Broken glass, gravel, and other debris on the road can be dangerous to cyclists.*

- 🚲 The Town will explore requirements for developers to integrate cycling facilities into proposed developments. Suggestions include reduced driveway entrance curb cuts along designated bicycle routes to limit vehicular crossing, and provision of adequate pathways and other pedestrian and bicycle facilities.

*Development Cost Charges can be used to fund bicycle facility creation and improvement.*

- 🚲 The Town will promote active transportation to the public.

*A community awareness or social marketing campaign for healthy active lifestyles such as walking and cycling can help increase public health as well as encourage people to try alternate modes of transportation. A promotion campaign may involve partnering with other groups and/or seeking funding to implement new programs.*

- 🚲 The Town will promote cycling through special events, such as a Bike to Work Day or week. Events can be accompanied by food, workshops, music, and other programming to provide a festive atmosphere.

*Cycling is still often seen as a fringe or purely recreational activity. "Normalizing" transportation cycling contributes to increased acceptance and community uptake.*

- 🚲 The Town will support the existing cycling community to form a Cycling Advisory Committee to liaise with Town staff on cycling-related issues.

*A formalized committee will assist the Town with advice and guidance, and will show a commitment to becoming a cycling-friendly community.*



- 🚲 While the Bicycle Plan focuses primarily on commuter cyclist routes, the Town acknowledges the need for recreational cycling activities and will pursue opportunities for recreational trails.

*The existing railway ROW provides an excellent opportunity for a community recreational trail.*

### 4.3. Funding Opportunities

The Town of Ladysmith should pursue all available public and private sector sources of funding for bicycle facilities and programs, including the potential sources of funding identified below. It is important to note that to take advantage of many of these public sector funding opportunities requires that the Town have previously completed detailed designs and corresponding accurate cost estimates. The costs of preparing detailed designs are typically not eligible for cost share funding — only the capital costs of construction are eligible.

#### Funding Options

- 🚲 *Shifting priorities for the municipal transportation budget.* The Town should consider shifting a percentage of its current budget spent on road infrastructure to focus on active transportation improvements such as cycling and pedestrian infrastructure. This is increasingly being done by municipal governments that want to see real change in their modal split. Edmonton City Council recently endorsed 1.5% of the transportation department's capital budget to be directed at active transportation projects within the city (this amounts to \$22 million). Councillors recommended ramping up this amount to 5% between 2012 and 2022.
- 🚲 *LocalMotion* is a provincial program intended to improve air quality, improve safety, reduce energy consumption and encourage British Columbians to be more active. The program provides \$40 million for investment in capital projects, including bicycle facilities, pathways and greenways, and projects that improve accessibility for people with disabilities. Applications for LocalMotion grants are based on a 50/50 provincial/municipal cost-sharing basis, with a provincial contribution of up to \$1 million a year. The total \$40 million is available over four years.
- 🚲 *BikeBC* is a recently-announced program which provides a total of \$31 million for bicycle-related infrastructure throughout BC. Details regarding the program have not yet been published.
- 🚲 *The Cycling Infrastructure Partnerships Program (CIPP).* Through this program, the Ministry of Transportation and Infrastructure provides up to 50% cost-sharing (to a maximum of \$250,000 per project) for new and improved bicycle facilities on secondary highways and classified arterials. Under the roads section of the Provincial Revenue Share Act, grants are awarded to assist in the development of major municipal roads, and bicycle facilities are eligible under this program.
- 🚲 *LiveSmart BC.* The LiveSmart BC Green Cities Awards is a program offering funds to leading edge communities for initiatives aimed at making them greener and healthier.

- 🚲 *Federal programs.* At any given time, there are usually one or more Federal grant programs for which bicycle facilities would be eligible. As an example, in the past, Environment Canada provided grants through the Environmental Partners Fund for bicycle-related projects which demonstrated a benefit to the environment and which formed partnerships with the community. It is important to note that eligibility for some Federal programs is limited to not-for-profit organizations. By forming partnerships with local not-for-profit organizations, the Town can access a number of alternative funding sources and grant programs for bicycle projects. It is important to note that because the primary applicant for funds is the not-for-profit group, they are nominally in charge of the project.
- 🚲 *Infrastructure Canada* manages several programs which provide funding for environmental and local transportation infrastructure projects in municipalities across Canada. Typically, the Federal government contributes one-third of the cost of municipal infrastructure projects. Provincial and municipal governments contribute the remaining funds, and in some instances, there may be private sector investment as well.
- 🚲 *Green municipal funds.* The Federation of Canadian Municipalities manages the Green Municipal Fund, with a total allocation of \$550 million. This fund is intended to support municipal government efforts to reduce pollution, reduce greenhouse gas emissions and improve quality of life. The expectation is that knowledge and experience gained in best practices and innovative environmental projects will be applied to national infrastructure projects.
- 🚲 *Rural Infrastructure Fund.* The Canada/BC Municipal Rural Infrastructure Fund is a grant program for infrastructure in communities with populations less than 250,000. Its purpose is improving municipal and rural infrastructure to ensure that communities are sustainable, competitive and healthy centres of economic growth.
- 🚲 *ecoACTION.* EcoMOBILITY is an initiative under the Canadian ecoACTION program aiming to reduce passenger transportation emissions by promoting less polluting forms of transportation, such as walking, cycling, public transit and ridesharing.
- 🚲 *ICBC* has in the past provided funding for bicycle facilities, particularly where these have the potential to reduce crashes and claims costs to ICBC. Funding is available through ICBC's Road Improvement Program and Safer City Program.
- 🚲 *New developments.* As part of new developments in Ladysmith, the Town can negotiate with developers to provide pathways and other pedestrian and bicycle facilities through Development Cost Charges.
- 🚲 *Deeds, donations and dedications.* In many communities, multi-use pathways have been funded in part and in whole by local residents who purchased "deeds" to sections of the pathway. For example, development of a greenway along Mission Creek in Kelowna was partially funded through community donations. Similar to park bench dedication programs, a dedication program can be set up for residents and corporations to donate bicycle facilities, such as bicycle racks or lockers. In many cases, these deeds, donations and dedications are tax-deductible where they are administered by a not-for-profit agency.

- 🚲 *Advertising.* Ads can be located on bicycle racks or on a published bicycle route map to generate revenue to support additional cycling infrastructure initiatives.
- 🚲 *Parking revenues.* A Transportation Demand Management strategy can use pay-parking to generate revenue to support alternative transportation methods as an effective way of reducing vehicle trips.

## 4.4. Monitoring

Monitoring allows the Town to ensure the goals of the Bicycle Plan are being forwarded. It allows Town staff to determine whether the plan is being implemented effectively, and also allows for the justification of continued expenditures and allocation of funds and resources for bicycle facilities and programs.

Initially, baseline information is collected during the first year of monitoring. Following this, subsequent data can then be measured against this baseline to allow for comparison. After data have been collected and summarized in the first year, it will also be possible to establish targets to be achieved within a specific time period.

Monitoring can be conducted by Town of Ladysmith staff, as part of on-going data collection and management activities. Assistance with data collection could also be provided by volunteers recruited through the existing cycling community.

### 4.4.1. Measures of Success

In order to clearly and reliably evaluate the success of the Bicycle Plan, the monitoring program should collect data which can be used to calculate the following performance measures:

- 🚲 *Mode share.* Data available from Statistics Canada indicate that the bicycle mode share for work within Ladysmith is 0.3%. A trend increase in the bicycle mode share of all trips and of work trips will be a key indicator of the success of the Bicycle Plan.
- 🚲 *Usage of routes.* Annual bicycle counts at selected locations on the bicycle network will provide a method of annual comparison of bicycle use. A trend of increased numbers of cyclists will be a key indicator of the success of the Bicycle Plan.

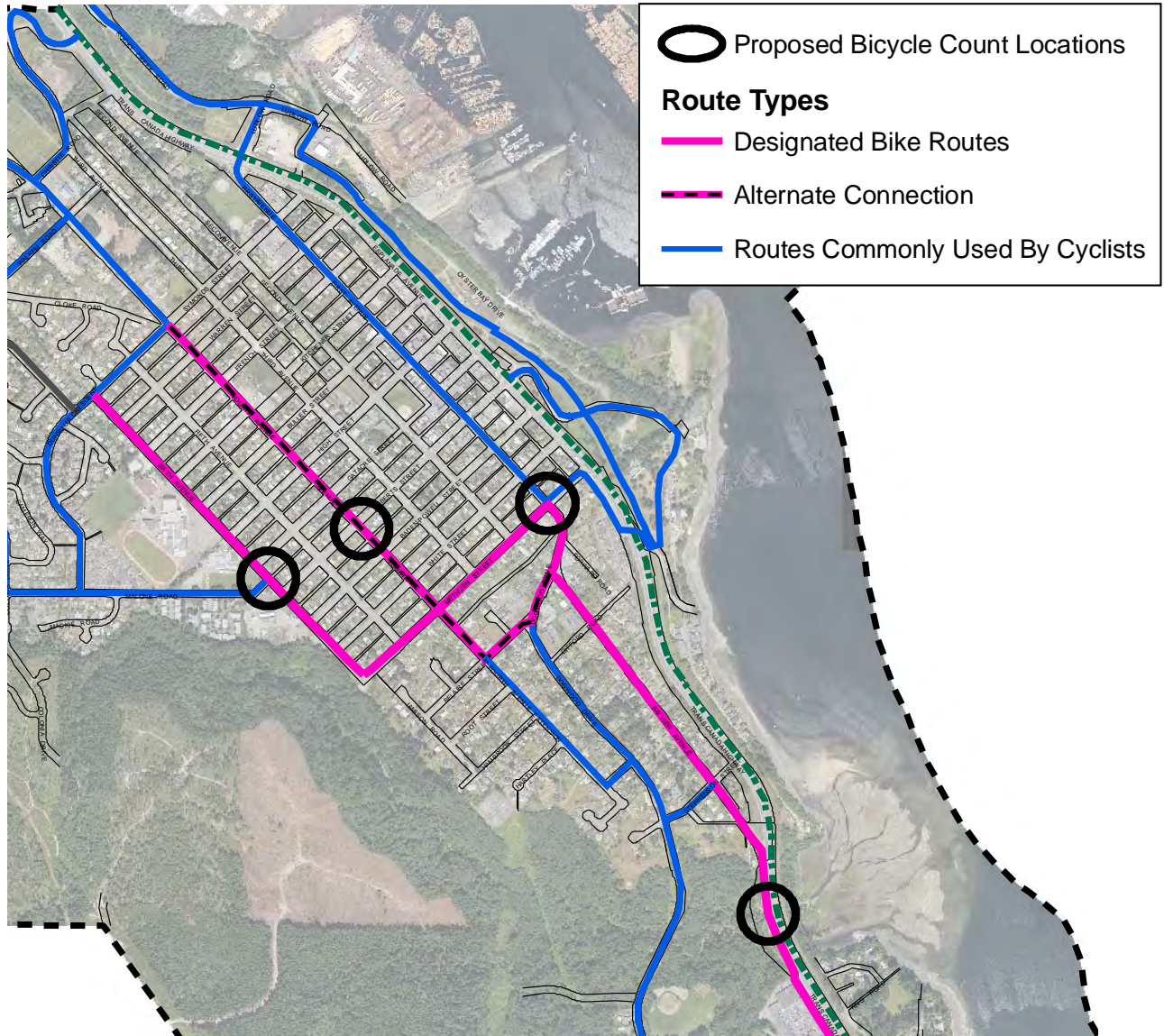
### 4.4.2. Data Collection

Bicycle counts should be undertaken on a screenline basis so that shifts in bicycle travel to a new or improved route do not skew usage calculations. For consistency, counts should be undertaken at the same locations each year, and at the same times of the year and the same times during the day. A recommended schedule would take counts from 7:30 – 10 a.m.; 11 a.m. – 1 p.m.; and 3 – 6 p.m. The optimum time to undertake counts is in late September/early October (avoiding the Thanksgiving holiday), as schools are in session at this time, and the weather is generally good.

Bicycle counts should be undertaken at 4 locations throughout Ladysmith. Figure 4 illustrates suggested count locations. In addition to bicycle counts, any traffic counts undertaken by the

Town or Ministry of Transportation should record bicycles separately from motor vehicles and pedestrians.

Figure 4 — Bicycle Count Locations

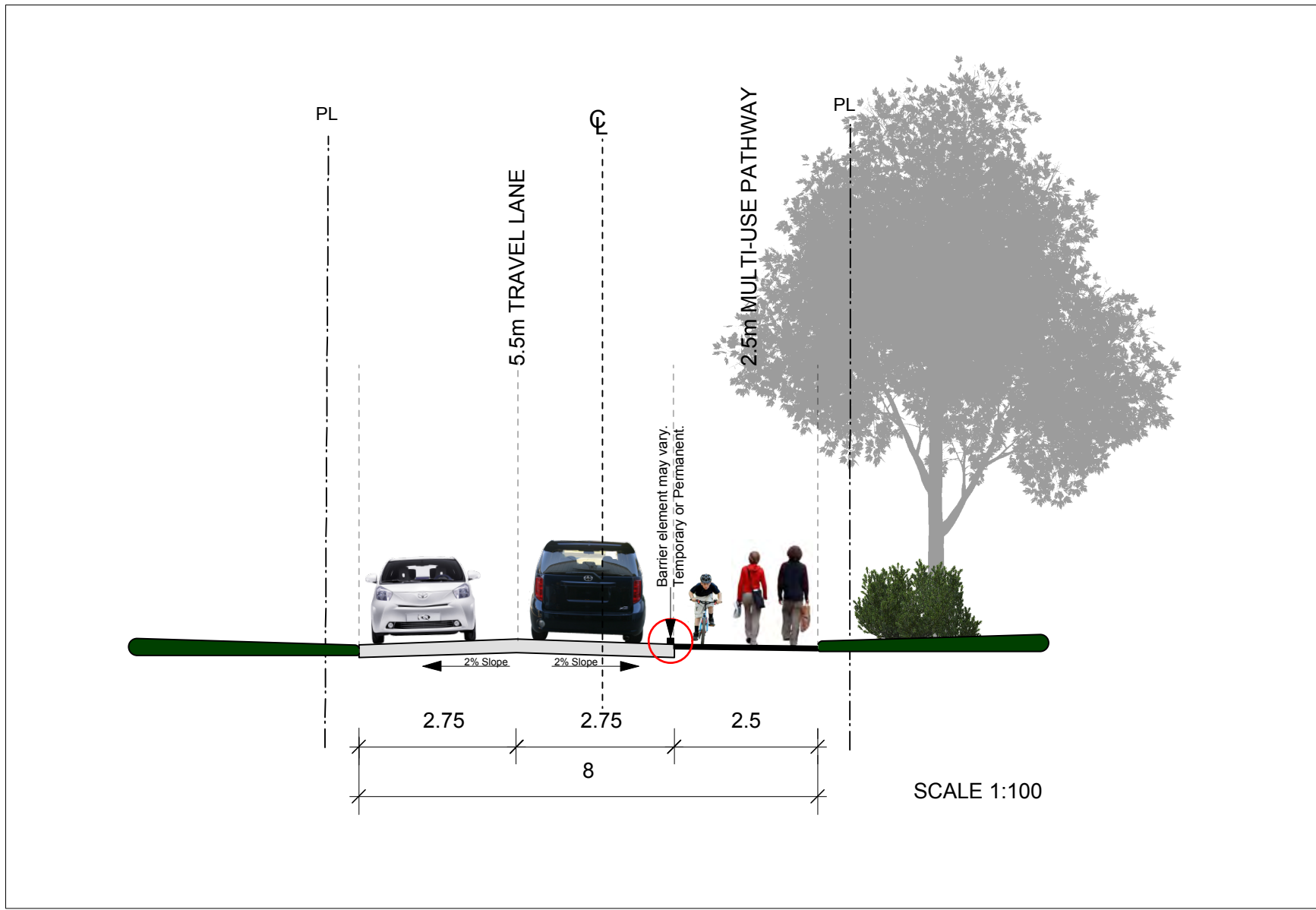


## 5. APPENDIX

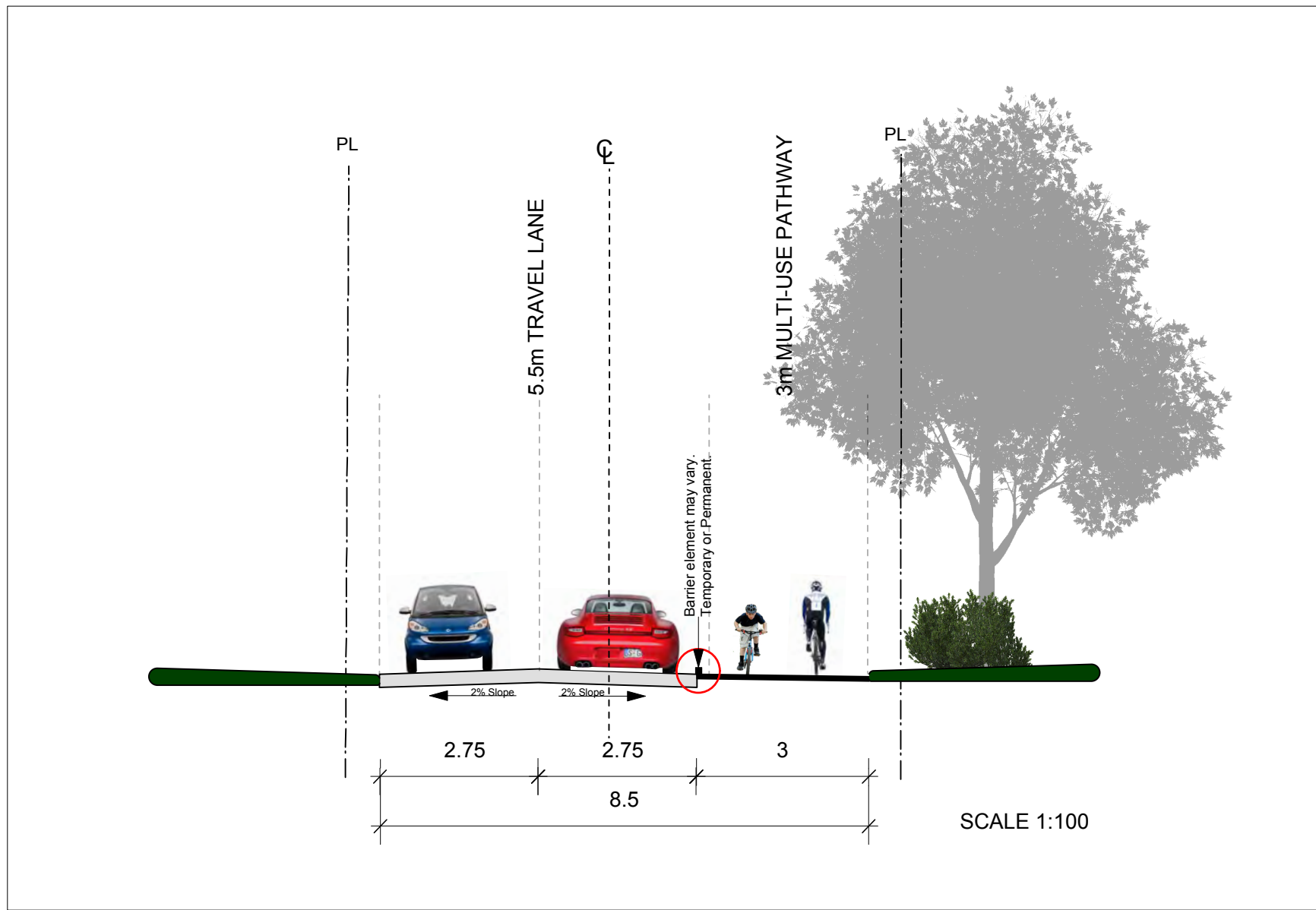
### 5.1. Cross Sections for Engineering Standards

### 5.2. Public Consultation Report with Survey

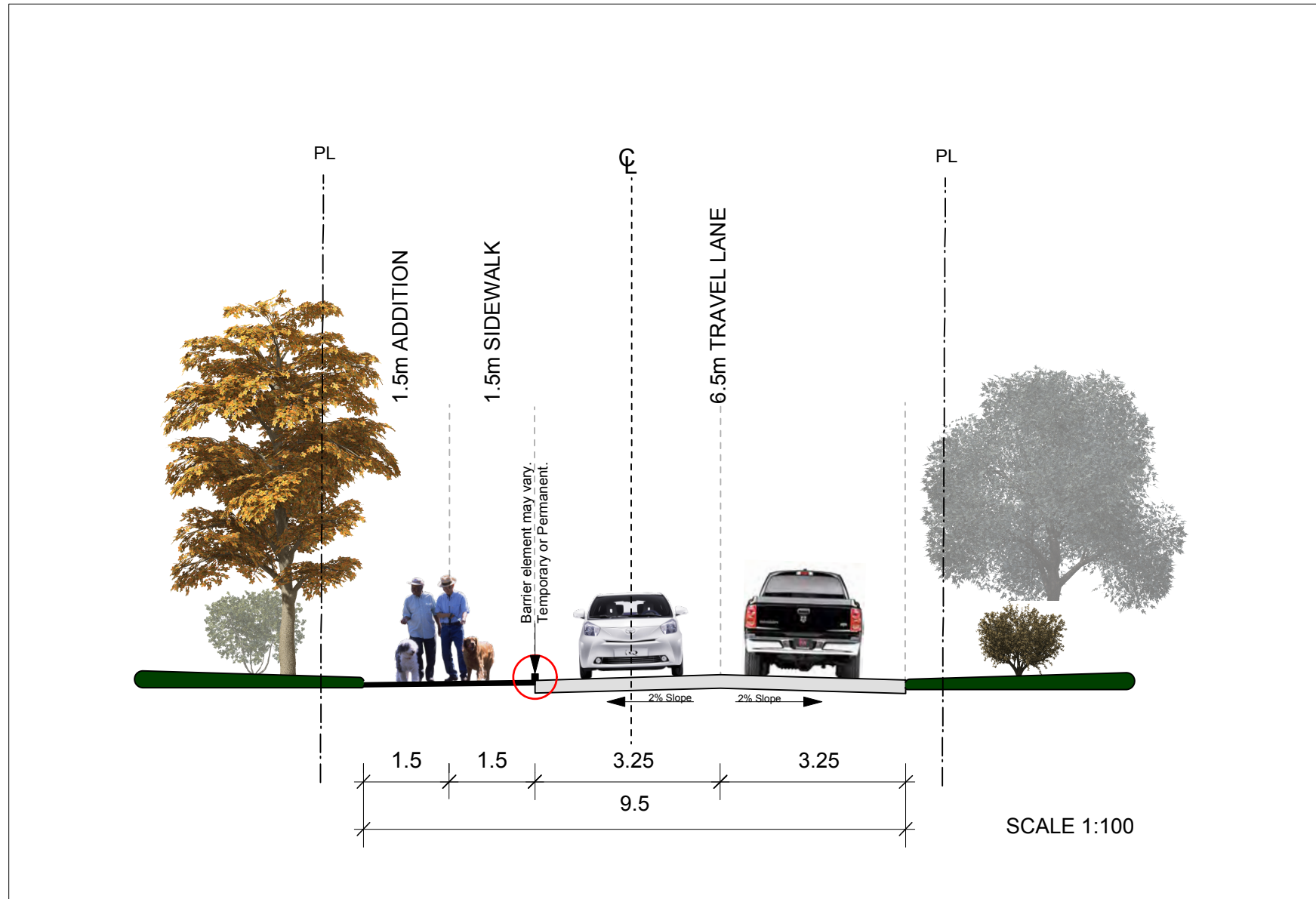




A 2.5m multi-use pathway is suitable for this section only. Existing parameters allows for a 5.5m travel lane. Pathway may be reversed.

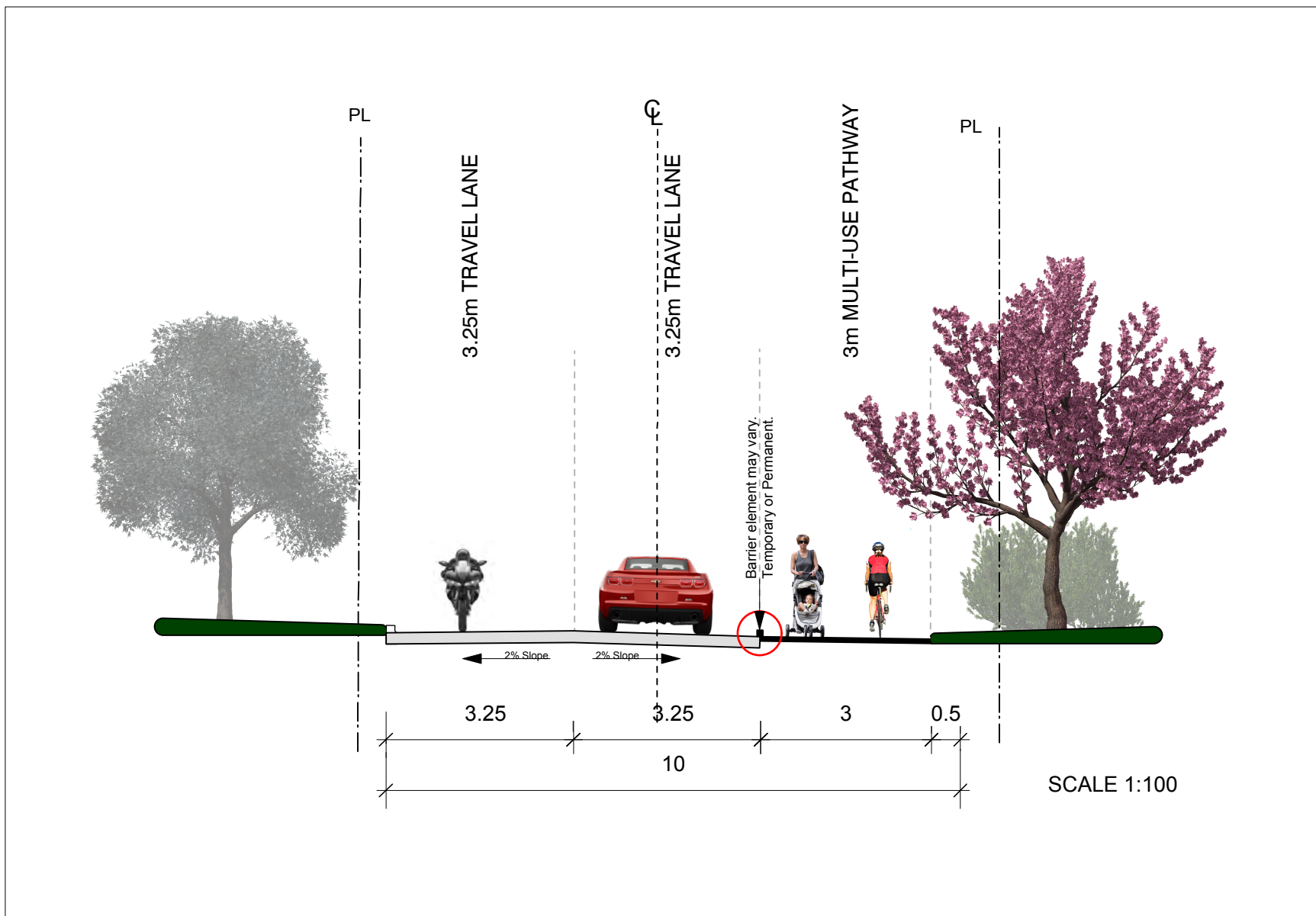


A preferred 3m multi-use pathway is suitable for this section. Existing parameters allows for a 5.5m travel lane. Pathway may be reversed.



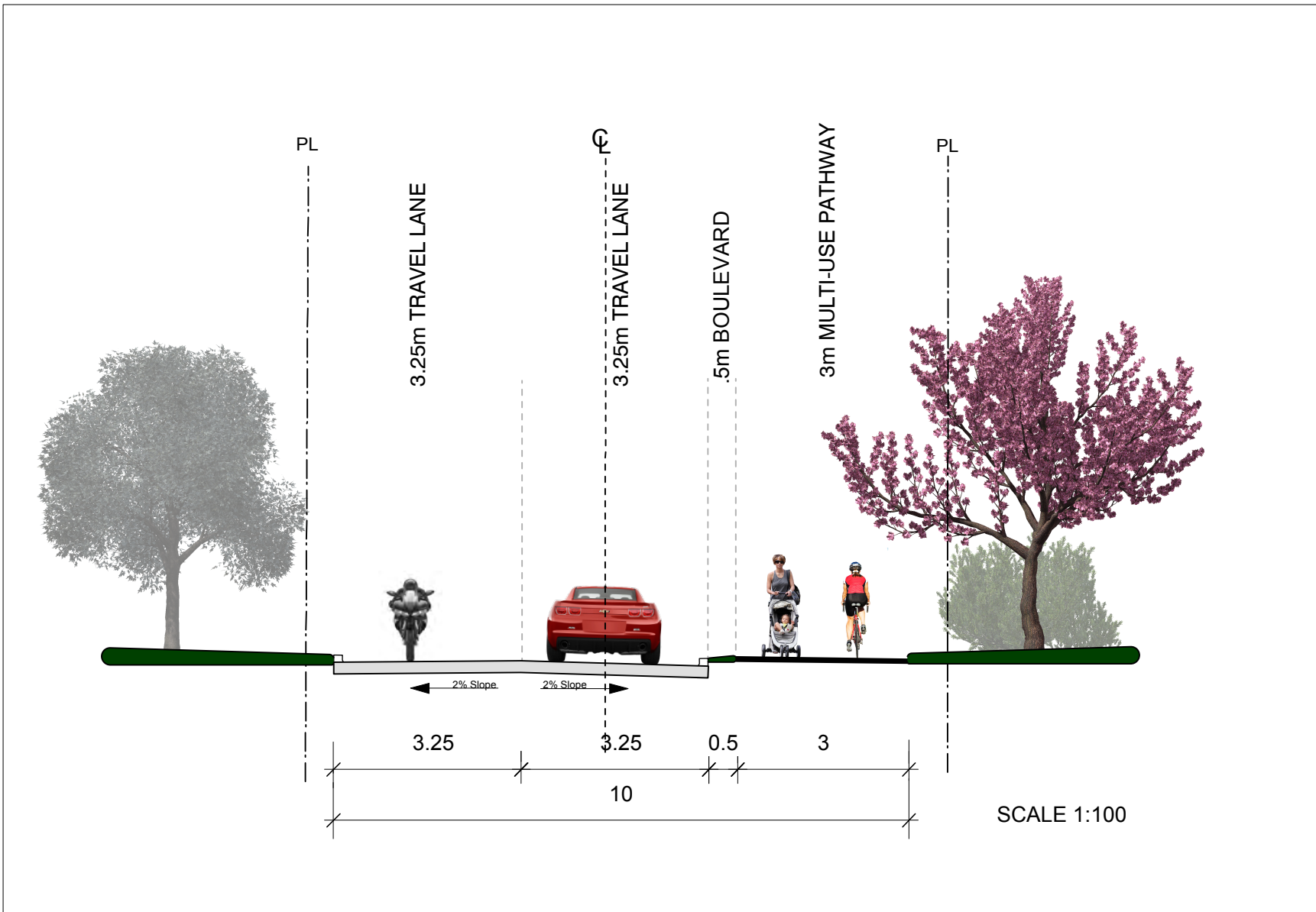
A 3m multi-use pathway developed from an existing 1.5m sidewalk. A 1.5m asphalt addition is an equivalent. Existing parameters allows for a 6.5m travel lane. Pathway may be reversed.





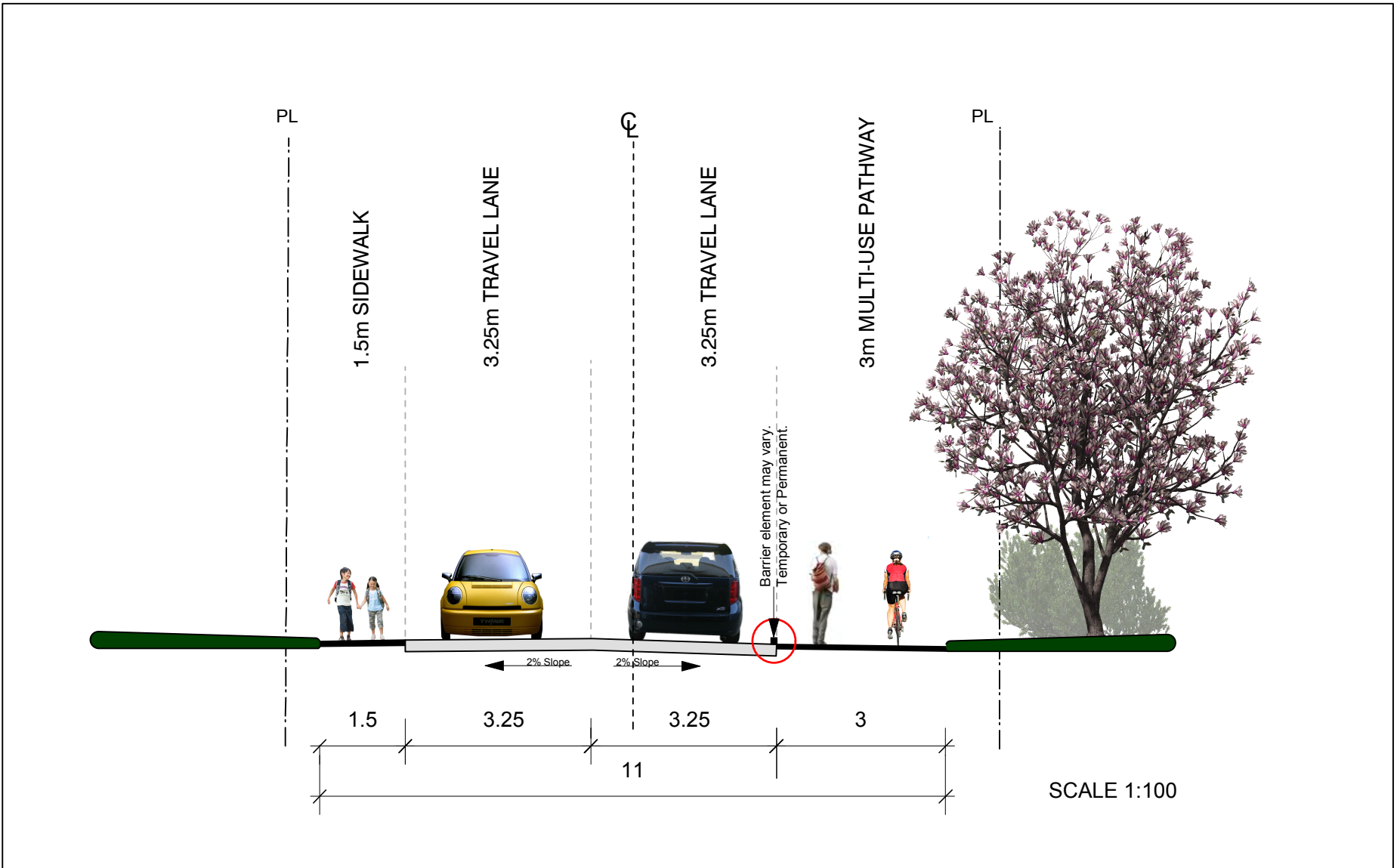
A preferred 3m temporary pathway created from existing roadway is suitable for this section. Existing parameters allows for a 5.5m travel lane. Pathway may be reversed.

10m (Ladysmith, BC)



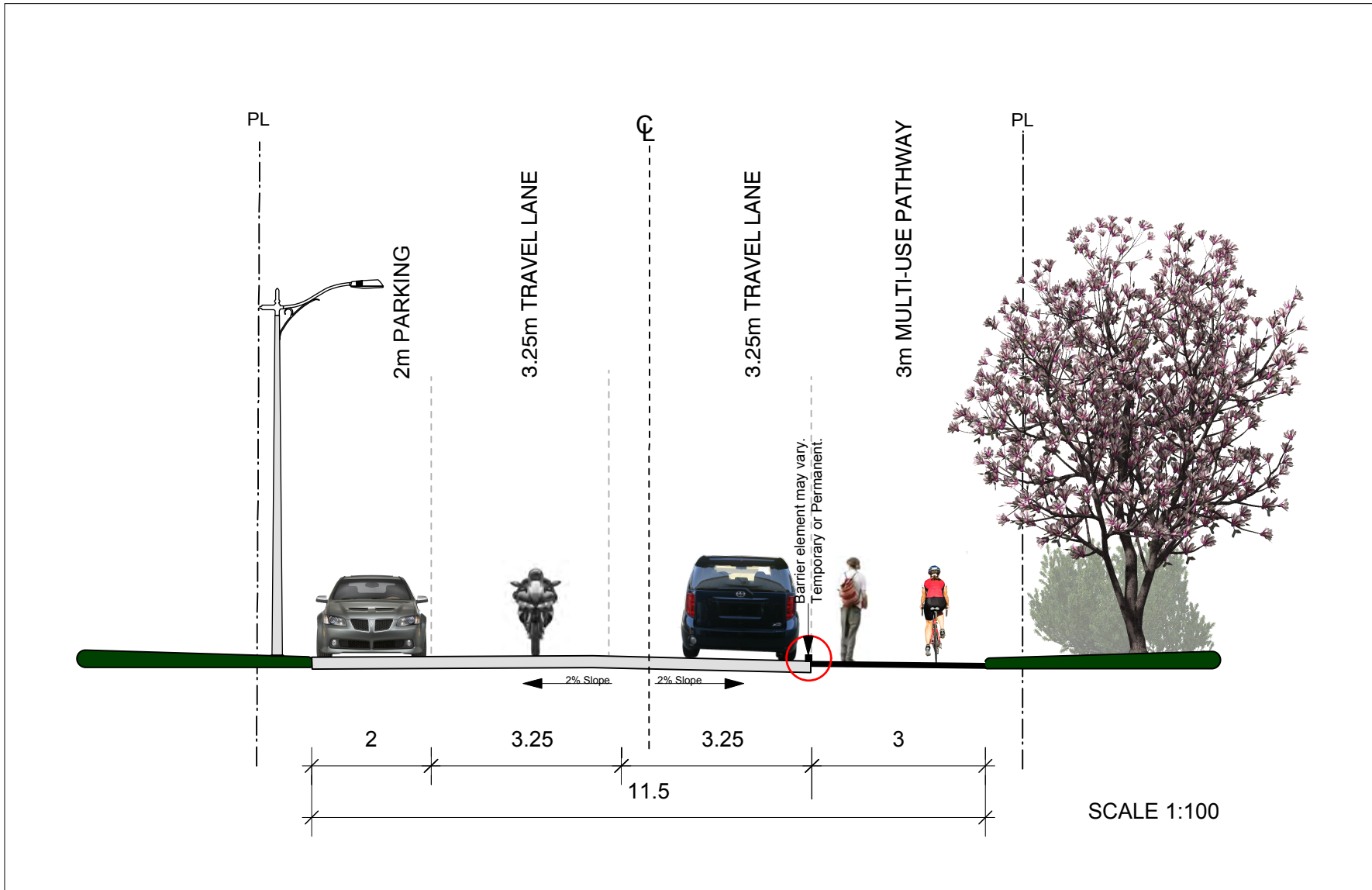
A preferred 3m permanent multi-use asphalt pathway, elevated from existing roadway. Pathway divided by a curb and .5m boulevard is suitable for this section. Existing parameters allows for a 5.5m travel lane. Pathway may be reversed.

10m (Ladysmith, BC)



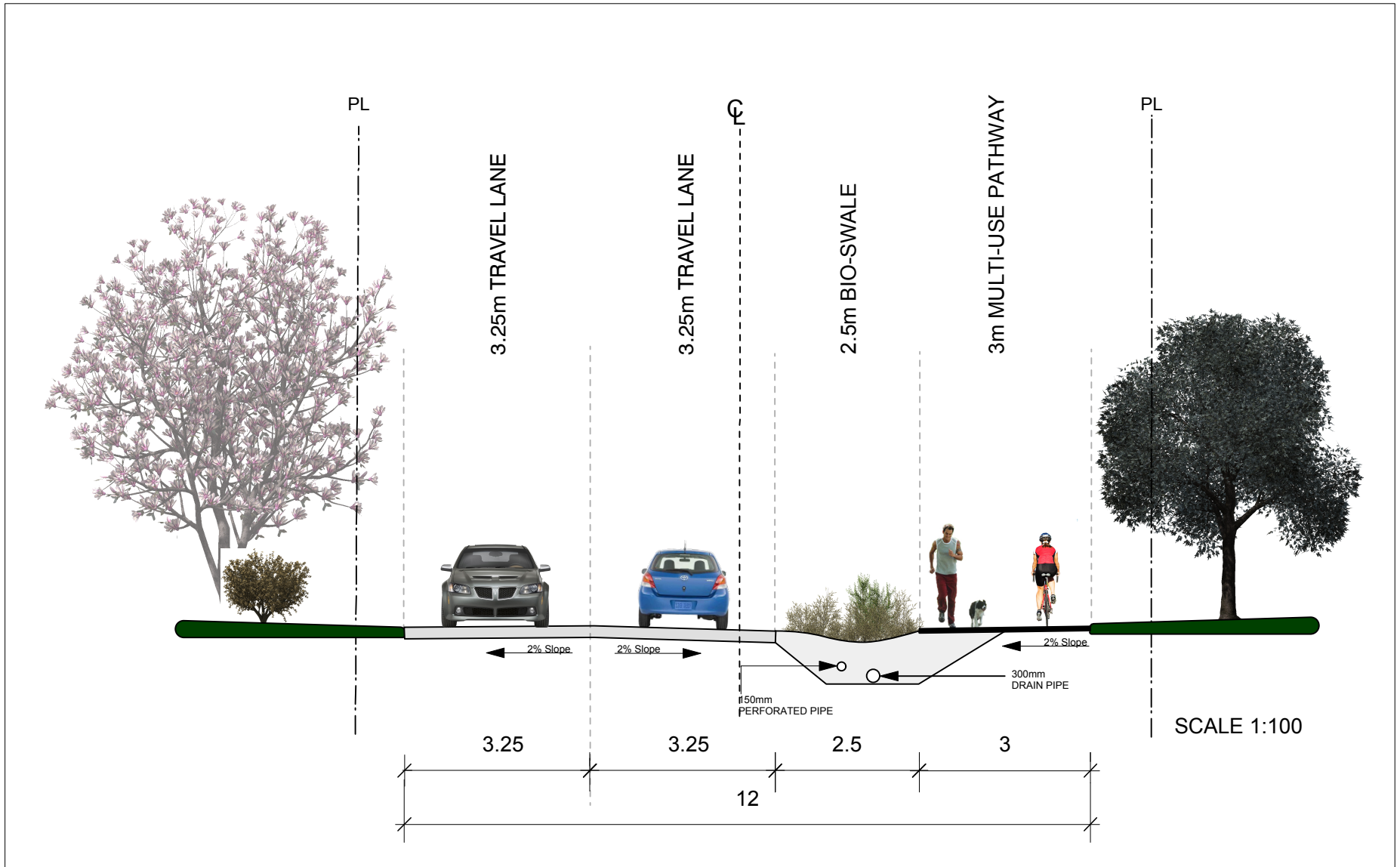
A preferred 3m multi-use pathway, divided from roadway with a temporary or permanent barrier.  
 A 1.5m sidewalk on opposite side of pathway.  
 Existing parameters allows for a 6.5m travel lane.  
 Pathway and sidewalk may be reversed.

11m (Ladysmith, BC)

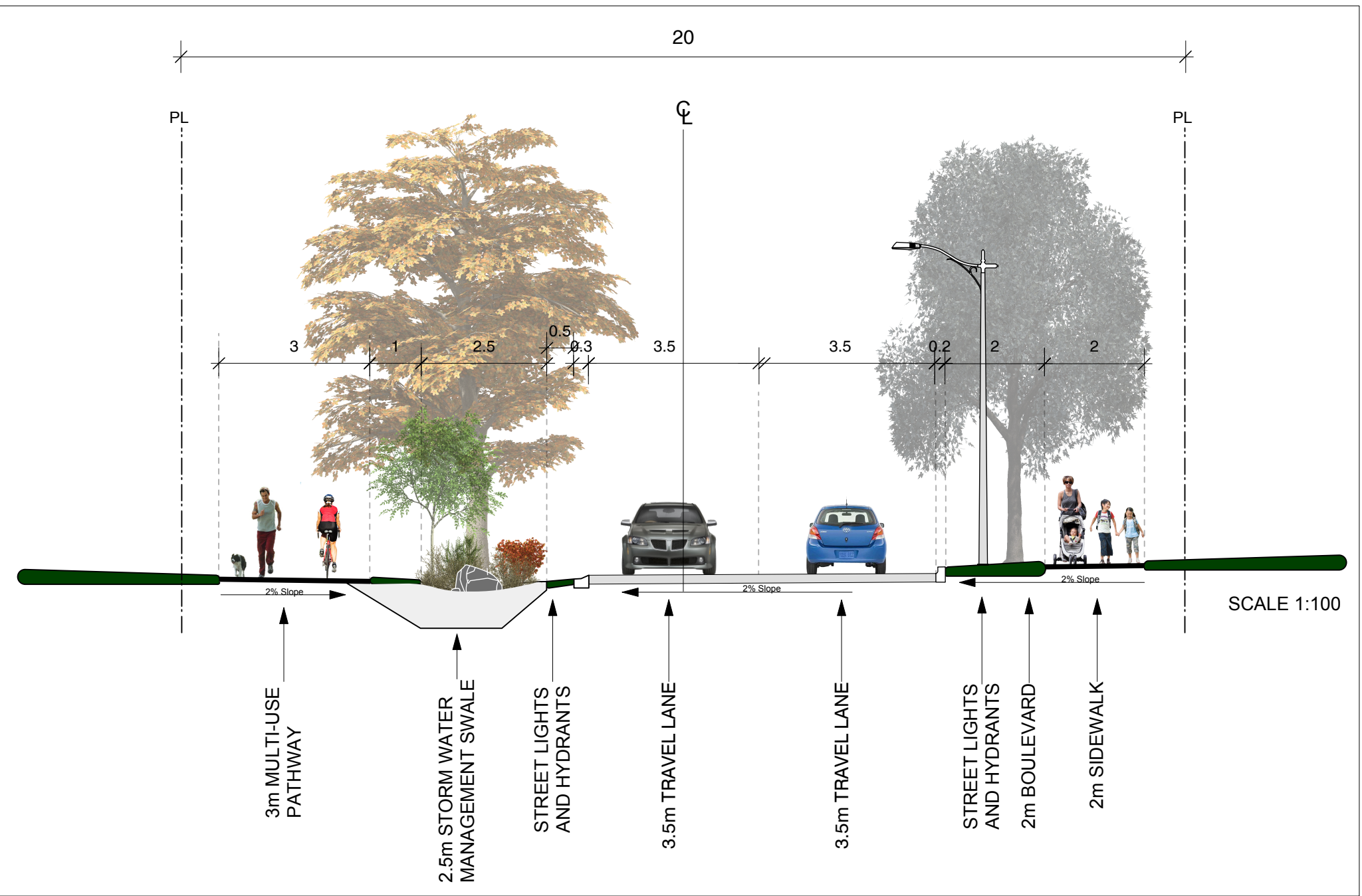


A preferred 3m multi-use pathway is suitable for this section.  
Existing parameters allows for a 6.5m travel lane.  
2m parking option available.  
Pathway may be reversed.

A street light can be added to both sides of the road.

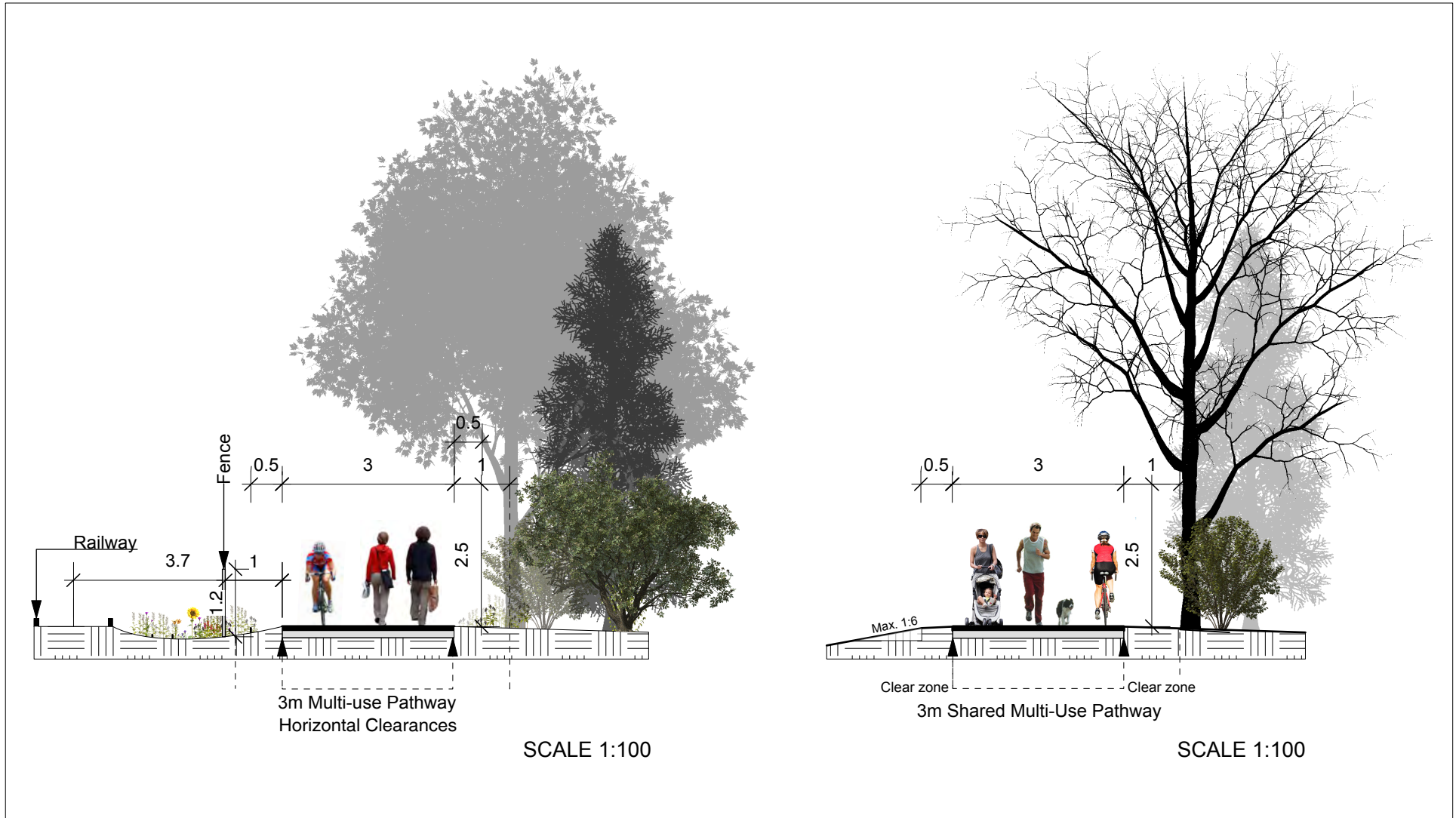


**A preferred 3m multi-use pathway is suitable for this section. Existing parameters allows for a 6.5m travel lane. 2.5m Bio-swale optional. Pathway and Bio-swale may be reversed.**



**UTILITIES:**  
All utility services located underground.  
The Town of Ladysmith will work with utility providers to locate gas and hydro

-Street lights to be placed on opposite side of the street from the multi-use pathway.  
-3m Multi- use pathway and Bio-swale may be reversed.



Min. 3-4m Recreational Pathway (Rails with Trails) (Ladysmith, BC)

Min. 3-4m Recreational Pathway (Ladysmith, BC)





## Ladysmith Bicycle Plan Update

### Introduction

There were two main engagement activities for the Ladysmith Bicycle Plan Update process: a school workshop at Ladysmith Secondary School for a grade 10 class of 23 students, and a public event held that evening for the general public (22 attendees). In addition, three community-identified commuter cyclists were interviewed to get their insights and ideas. While an online format was set up at the website [www.bikeladysmith.ca](http://www.bikeladysmith.ca), only one resident used this tool to map their route and identify trouble spots; no online surveys were completed. However, the website had 40 unique visitors to the site. While the total engagement represents only a small portion of Ladysmith's population, and has an acknowledged sampling bias towards existing cyclists (in the case of those attending the public event), the input is still valuable to identify improvements to the network and methods to encourage more cycling more often.

The workshop and public event had a similar format: a brief presentation outlining the project process and initial findings; a survey; a community mapping activity; and a cycling budget priorities "voting" station. These components were all geared towards the following goals:

- Identify travel patterns including origins and destinations of residents
- Identify any problem spots in the existing network
- Generate visual preferences for different facility and route types
- Prioritize spending on cycling-related programs and infrastructure
- Identify existing barriers preventing residents from cycling
- Identify programs to entice residents to cycle more often

### Findings

#### Travel Habits:

Currently, Ladysmith residents primarily rely on their cars to get around. While walking is the second highest transportation mode – a good indication of the pedestrian-friendly nature of the town – cycling is a small portion of the overall travel done in the town (see Figure 1). These percentages are also inflated due to the sampling bias of the survey respondents (as cyclists and as students too young to drive).

While many Ladysmith residents work in another town (e.g. Nanaimo, Duncan), many do their shopping, social activities and use local services in Ladysmith. These types of trips may have the highest potential to switch mode types from vehicle to bicycle, as the travel distances required between Ladysmith facilities are estimated to be less than 2 km.

## Public Consultation

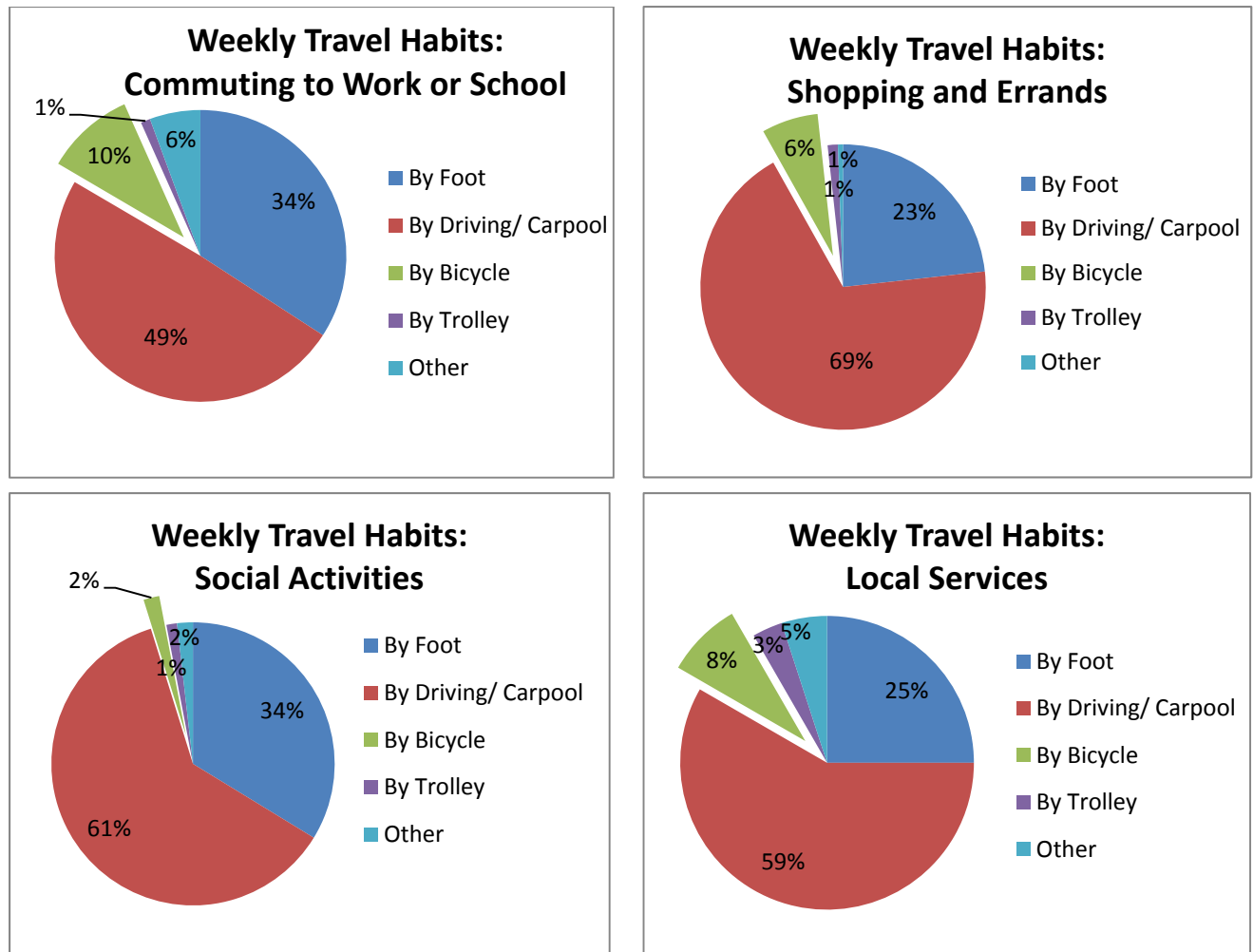


Figure 1: Travel Habits of survey respondents

### Origins and Destinations, Problem Spots:

The map on the following page indicates the most common origins and destinations for Ladysmith residents (Figure 2). The majority of the destinations were expected, including schools, fitness centre, downtown shopping area, Coronation Mall, and recreation areas/parks. The mapping activity did emphasize the regional, out of town connections that are being made on a frequent basis.

Problem spots are also indicated on the map. Common reported problems were:

- Poor road conditions; debris on roads
- Unsafe or busy intersections
- Conflict between users (pedestrians, cars, bikes)
- Parking in bicycle lanes or intersections
- Speed of vehicle travel
- “Stranger Danger” – unsafe area

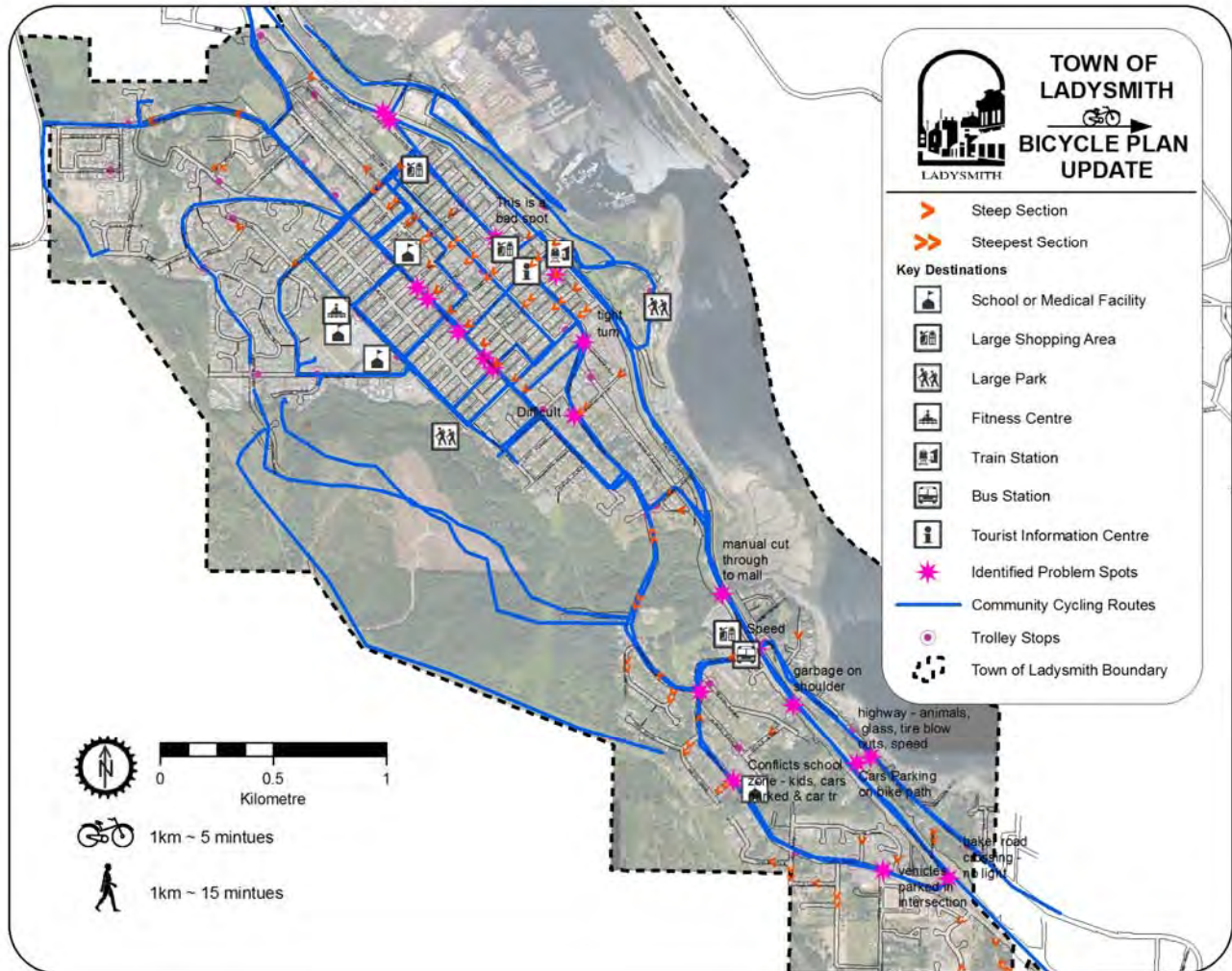


Figure 2 Map of origins, destinations and problem spots

Visual Preferences:

Survey respondents showed preference for separated cycling routes, multi-use pathways, and bike lanes. Shared roadways were not as desirable. This supports existing literature on common preferences for off-street facilities. While utilitarian design bike racks as well as more artistic styles were favoured slightly, there does not seem to be a need for larger capacity, secure bike storage. Sheltered racks were also indicated favourably. Ratings were out of five; average ratings are shown in Figure 3.

In relation to infrastructure and amenities, survey respondents favoured ideas to make their commute more comfortable, with rest stops and amenities such as benches and water fountains along their routes. Cyclist-triggered traffic lights were also popular. Land use planning solutions such as designated bicycle-only streets and shops and services along the route were favourable. (See Figure 4).

Road types



**Cycle Track**  
**4.2**



**Multi-use Pathway**  
**4.0**



**Bike Lane**  
**3.8**



**Shared Roadway**  
**2.6**

Racks



**Bike rack – Large**  
**3.2**



**Bike rack - Utility**  
**3.1**



**Bike rack – Art**  
**3.0**



**Bike shelter**  
**3.0**



**Bike storage lockers**  
**2.6**



**Bike compound**  
**2.6**



**Bike cage**  
**2.5**

Figure 3 Visual preferences for road types and storage facilities

## Amenities, Infrastructure and Planning



**Rest areas**

**3.7**



**Bicycle amenities along route**

**3.7**



**Bicycle dedicated street**

**3.5**



**Cycling push-button signals**

**3.4**



**Shops along routes**

**3.2**



**Bike lift**

**3.2**



**Small scale cycling infrastructure**

**3.1**



**End of ride facilities**

**3.1**

Figure 4 Visual preferences for cycling related amenities, infrastructure, and planning

## Prioritized Spending

Residents were asked to act as “Council for a Day,” and use poker chips to allocate percentages of the Town’s bicycle network budget on what they felt were priorities. Multi-use pathways were by far the top spending choice at the public event, followed by bike lanes and cycle tracks. At the school workshop, students prioritized spending on shared roadway routes, cycle tracks and a “bike lift” running up the hill downtown. (See Figure 5). It should be noted that the accuracy of the student workshop results are somewhat dubious, due to some of the students playing around with the allocation of chips.

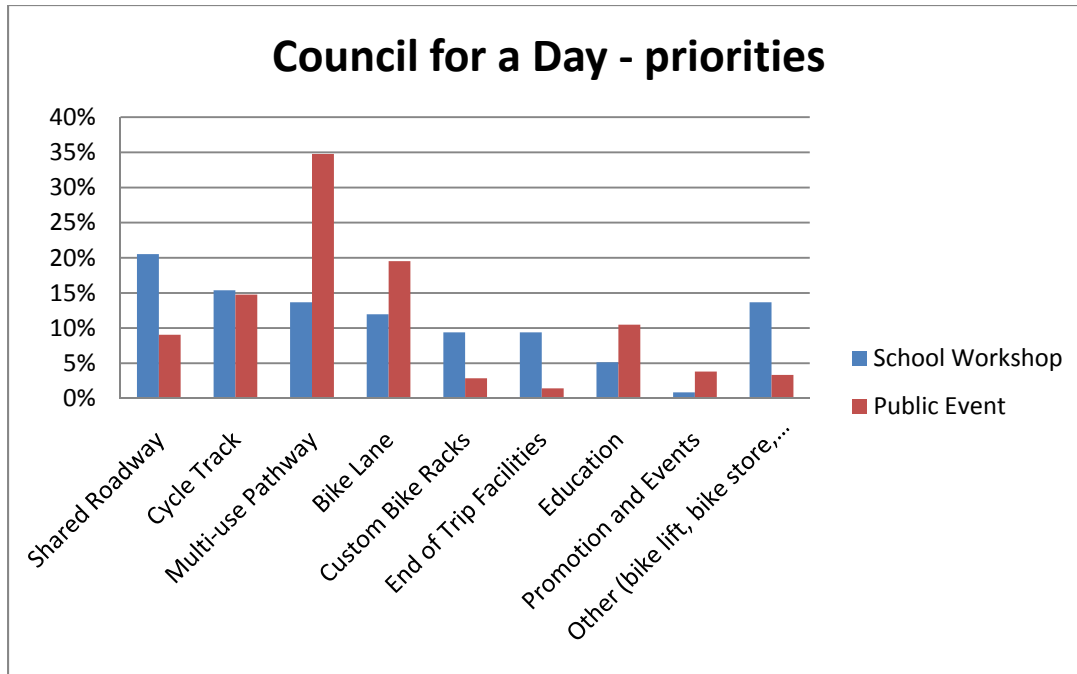


Figure 5 Prioritized cycle budget spending

**Barriers to Cycling**

Identifying conditions that discourage cycling behavior can clarify what improvements are needed. Primary barriers were road conditions, terrain, safety and security issues, and weather (see Figure 6). While some of these items (such as weather conditions and topography) are beyond our control, others can be improved using policy tools and infrastructure improvements.

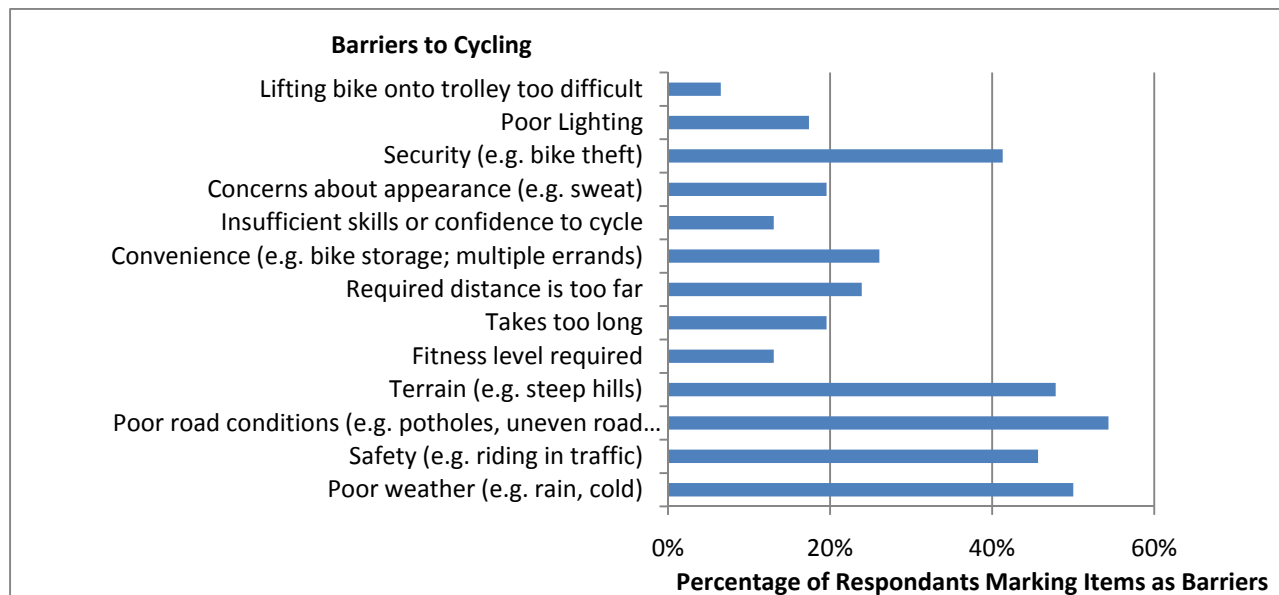


Figure 6 Barriers to Cycling

## Encouragement of Cycling

Residents were asked what programs and policies would encourage them to cycle more often. Slow traffic speeds, bike maintenance training and access to tools, and a commuter skills course were top picks (see Figure 7). Other ideas were given as notes and suggestions written on a large sheet of paper in answer to the question “What would be the best thing to make riding a bike more fun (and safer) in Ladysmith?” Many of the comments reflected opinions found in the survey, but various new ideas were also given: bicycle clubs, regional cycling trail connections, bike shop, and better signage. A complete list can be seen in Figure 8.

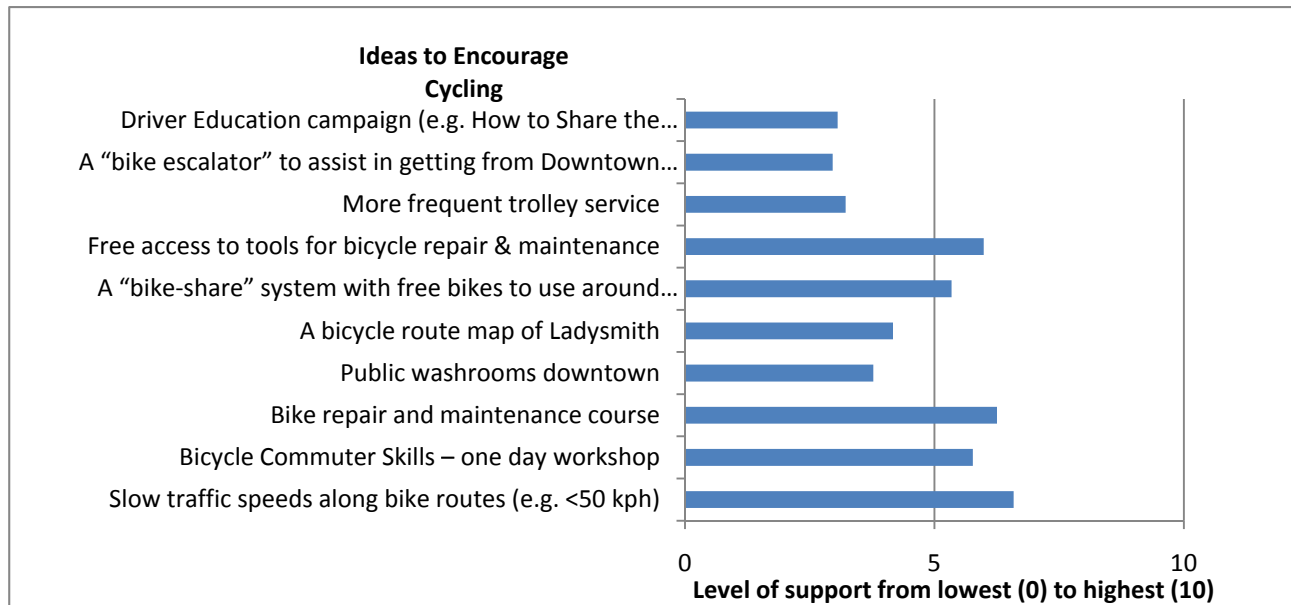


Figure 7 Ideas to Encourage Cycling

Q. What would be the best thing to make riding a bike more fun (and safer) in Ladysmith?

- Escalators on Symonds
- Tow rope on every steep hill!
- Easy path from out of town – extended parkway out of Ladysmith
- Bike clubs
- More paved trails / smooth side paths
- More water fountains that work
- Main bike route on Dogwood
- Bike trail all through Ladysmith
- Another tunnel
- A bike lift for big hills like Symonds St.
- More trails everywhere
- A bike shop in Ladysmith
- More bike lanes
- Bike stops (with washrooms, showers, racks...)
- Commuter routes to Nanaimo and Duncan
- Commuter route all the way to Chemainus/Nanaimo
- Bike store/ cycling coalition / advocacy
- Safety
- Rain: covered storage
- Bike clubs
- Vancouver Island Cycle Touring
- Use the railway (paved or properly surfaced trail, such as Lochside Trail)
- More bike lanes on roads (dedicated lanes)

- Connecting neighbourhoods / communities
- Engineering (curbs on Saltaire are too high and steep at intersection)
- Broken road edges on 4<sup>th</sup> Ave (and other roads)
- Better signage for bike routes
- Alternate / dedicated routes not only within town but friendly connections to Chemainus, Duncan, Cedar, Nanaimo
- Sea-side bike path route connecting from Nanaimo to Chemainus

Figure 8 Ideas to make cycling safer and more fun

### Cyclist Interviews

Interviews with three commuter cyclists were conducted to get a more in-depth perspective on issues, and highlights of cycling in Ladysmith. A summary of these comments is shown below (Figure 9).

#### Issues:

- 1<sup>st</sup> Ave from High St until Baden-Powell (especially Roberts to Baden) is very congested
- 4<sup>th</sup> Ave is a good route, but needs road upgrades
- Lots of traffic on all cross-streets to 5<sup>th</sup> Ave, so cyclists need to stop at all stop signs. Stops momentum. Not a good route for crossing town
- Symonds is a VERY steep hill, but this is the designated bike route?!
- During winter, most streets are salted except Symonds and High St. (Check with Engineering)
- Bayview access to highway is a little tricky
- No bicycle repair or supply shops in town – forced to drive to Nanaimo or Duncan
- People backing out of parking on 1<sup>st</sup> Ave don't look behind them
- Winter has very frosty roads, especially in the morning. Salting of bike routes is very important
- Very little signage indicating bike routes, etc.
- Most critical intersection is 1<sup>st</sup> and Roberts
- Very few people signal while driving: "small town feel"
- Lots of elderly drivers, perhaps shouldn't be driving anymore
- Lack of awareness of cyclists by drivers – not used to seeing people on bikes/interacting with them on the streets. Driver Education would be VERY helpful
- Repairs on streets are poorly done (e.g. potholes)
- Formalized cycling groups are in Duncan or Nanaimo rather than local
- People with young families – find it hard to schedule transportation with kids
- No public washroom downtown
- Dogwood Dip – very few lights at night

#### Opportunities:

- Usually about 15 – 20 kids bike to elementary school. A few teachers (e.g. Terry Boyle) also ride
- Bel Aire is the best for going uphill (even better is alley way between Bel Aire and Methuen – goes from 1<sup>st</sup> to 4<sup>th</sup>, quite a reasonable grade)
- Would be great to get from the Marina to town, perhaps a route connecting the tunnel, Transfer Beach, and Marina on water side of the highway



- Gravel roads on water side of highway near Transfer Beach, to Symonds side of town – could be a great opportunity.
- Bayview is close to presenting an option to the Dogwood Dip, just needs better connectivity
- Can offer programs through the Rec centre
- Small group of mountain bikers (mainly through high school)
- Highway shoulders are pretty good (though scary in merge and turn lanes)
- Rec centre, schools have showers and change rooms
- Rail Trail would be a great opportunity
- Transfer Beach is awesome community amenity during the summer – tie cycling network to this
- Overall, pretty safe community. Bike theft isn't a huge issue

### Conclusion

While improvements and additions to the road network are important to encourage Ladysmith residents to cycle more often and will be addressed by the Bicycle Network Plan update, smaller scale, less expensive options also exist to improve the cycling experience. These can include a more comprehensive signage and way-finding system, workshops on commuter skills and bike maintenance, a driver education campaign, and supportive programs and events such as cycling clubs and organized bike rides.



## Bicycle Plan Survey

This survey will take about 10 minutes to complete. The goal of the Ladysmith Bicycle Plan Update is to improve the bicycle routes, facilities and programs to make it easier for you to choose your bicycle over your car. Please answer these questions so the Town of Ladysmith is aware of areas you believe are the most important in creating our Bicycle Plan.

\*By completing this survey (either in hard copy today, or online at [www.bikeladysmith.ca](http://www.bikeladysmith.ca) by Nov.12, 2009) you will be entered in a draw to win great prizes! \*

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

Contact info (phone or email): \_\_\_\_\_

### Transportation Habits:

1a. How many people are in your household?

b. How many bicycles are in your household (if any)?

c. How many cars (if any)?

2a. Do you work and/or go to school in Ladysmith? Y or N

b. Do you primarily do your shopping and other errands in Ladysmith? Y or N

c. Do most of your social and recreational activities occur in Ladysmith? Y or N

3. **How many times a week** on average do you travel – count each trip direction separately (home to work = 1 trip, work to home = another trip)

	By Foot	By Driving/ Carpool	By Bicycle	By Trolley	Other
To commute to work or school?					
To do errands or shopping?					
To get to a social activity (e.g. friend's house, community event)?					
To get to local services (e.g. doctor's office, haircut, etc)?					
For other reasons?					



### Visual Preference:

4. For each of the following photos, please indicate how much the item would appeal to you as a cyclist or a potential cyclist on a scale of 1 to 5 (1 = least appealing; 5 = most appealing).

#### Route Types



**Shared Roadway**

- Designated by signs as open to bicycle travel.
- Shared with other vehicle traffic.
- Usually doesn't have pavement markings.

1      2      3      4      5

Don't Like —————> Like



**Multi-use Pathway**

- Path shared by many types of non-vehicular users (bikes, pedestrians, in-line skates).
- Located away from a road.

1      2      3      4      5

Don't Like —————> Like



**Bike Lane**

- Portion of road designated exclusively for bicycles.
- Identified by signs and/or pavement marking.

1      2      3      4      5

Don't Like —————> Like



**Cycle Track**

- Path assigned to cyclists. 1 way or 2 way travel.
- Physically separated by barrier or open space.

1      2      3      4      5

Don't Like —————> Like



### Bike racks and storage opportunities



#### Bike rack

- Utilitarian design.
- Fits into most types of places.
- Good for single or double bike parking only.

1      2      3      4      5



#### Bike rack

- Public art emphasis.
- Custom design allows for almost any shape.

1      2      3      4      5



#### Bike rack – large

- Designed for multiple bikes.
- Comes in different sizes.

1      2      3      4      5



#### Bike storage lockers

- Vertical bike storage + room for gear.
- High security factor.

1      2      3      4      5



#### Bike shelter

- Weather-protected bicycle parking.
- User-orientated info, eg. Bike map.
- Easy access to streets and adjacent buildings.

1      2      3      4      5



#### Bike storage – high volume

- Limits access to known users.
- Can be installed in parking lots/apartments or other buildings.

1      2      3      4      5



**Bike compound**

- Highly functional bike locker, showers, change room and storage.
- Weather – protected storage; secure.

1      2      3      4      5



**On Street bike racks**

- Street access parking opportunities to keep sidewalks open and free for pedestrians.

1      2      3      4      5

**Slope assistance ideas**



**Bicycle lift**

- Similar to a ski lift, drive train and foot peg move you up a hill while on your bike.
- Expensive to install.

1      2      3      4      5



**Bicycle dedicated street**

- Pedestrian and bicycle dedicated street.
- Allows for slower speeds without auto traffic frustrations.

1      2      3      4      5



**Bicycle stops along routes**

- Attractive destinations along routes with slopes, eg. cafe, food store, neighborhood convenience store, bike shops, etc.

1      2      3      4      5



**Bicycle and pedestrian rest areas**

- Pocket parks and rest areas along routes.
- Possible public washroom facilities.

1      2      3      4      5



## Bicycle amenities/infrastructure



### Bicycle amenities along route

- Small public amenities along route eg. drinking fountain, bench.

1      2      3      4      5



### Cycling push-button signals

- Road crossing push-button lighting system for convenience while cycling.

1      2      3      4      5



### Small scale cycling infrastructure

- Bicycle ramp on stairs.
- Cycling orientated signage.

1      2      3      4      5



### End of ride facilities

- Storage lockers, and/or shower facilities at place of work/school.

1      2      3      4      5

## Programs:

5. Please rank the following ideas for their ability to encourage you to try cycling more often. Assign one rank per item (e.g. 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, etc.). NOTE: list continued on next page.

	Rank
Slow traffic speeds along bike routes (e.g. <50 kph)	
Bicycle Commuter Skills – one day workshop	
Bike repair and maintenance course	
Free access to tools for bicycle repair & maintenance	
A “bike-share” system with free bikes to use around town	



A bicycle route map of Ladysmith	
More frequent trolley service	
Driver Education campaign (e.g. How to Share the Road)	
Public washrooms downtown	
A “bike escalator” to assist in getting from Downtown to 4 <sup>th</sup> or 6 <sup>th</sup> Ave	

If you have additional ideas for programs or other support, please suggest them here:

### Barriers to Cycling:

6. Which of the following items is a barrier to you cycling? Mark all that apply. If there are additional barriers, please add them to the list.

Poor weather (e.g. rain, cold)	
Terrain (e.g. steep hills)	
Fitness level required	
Takes too long	
Required distance is too far	
Convenience (e.g. bike storage; multiple errands)	
Insufficient skills or confidence to cycle	
Concerns about appearance (e.g. sweat)	
Perceived social norms	
Security (e.g. bike theft)	
Safety (e.g. riding in traffic)	
Lifting bike onto trolley is too difficult	
Poor street lighting	
Poor road conditions (e.g. potholes, uneven road surfaces)	

Other comments or suggestions?

Thank you for responding to the Bicycle Plan Survey!

**TOWN OF LADYSMITH  
POLICIES AND PROCEDURE MANUAL**

TOPIC: **STREET NAMING**

APPROVED BY: **COUNCIL**                      DATE: **FEBRUARY 23, 1987**

RESOLUTION #: **N/A**                                      (for amendments see page 11)

That Council establish a policy whereby the lists of veterans names as received from the Royal Canadian Legion, Branch #171, would be considered when naming any new roads in the Town of Ladysmith.

MOTION CARRIED.

Amendment: April 5, 1994  
Resolution # 369

That in naming any new roads in the Town of Ladysmith the following names shall be utilized:

- Vets of World War I
  - Vets of World War II
  - Vets of the Korean War
- (see attached)

- Names of long term residents and/or names of citizens who have provided service to the Town which have been submitted and approved by Council.

MOTION CARRIED.

Amendment: July 4, 1994  
Resolution #761

That the road name guidelines received from the Cowichan Valley Regional District, with respect to the 9-1-1 implementation, be incorporated into Council's policy regarding suggested street names.

MOTION CARRIED.

(see attached)



## ROAD NAME GUIDELINES

- We support a Notice of Intent format to follow when road names are being proposed, so that all concerned can have an opportunity to review proposed names, and suggest a checklist be created on the bottom of a form which includes all parties to be included in the review.
- The length of a road name shall not exceed eighteen (18) characters inclusive of spaces and suffix.
- The road name shall not include hyphens nor an apostrophe.
- That a strict interpretation of the various terms be formulated, such that common usage is intended for “Road, Way, Lane, Street, Place, Terrace, Avenue, Crescent, Boulevard, Highway, Trail, Route, Path, Alley”. Also that standard abbreviations be adopted for the above.

We interpret “drive” to be relatively long roads, “lane and alley” to be secondary accesses, “road, street, avenue, and passable terrace” to be generic terms, “place or way” to be used on smaller dead end roads. “Crescent” to be used on a road that loops from one street back to the same street in another location, and “trail, route and path” as inappropriate for new names. “Highway” should only be used on a provincially designated basis.

- Where numbers are used for road names, then they shall appear numerically: 4<sup>th</sup> St.
- We support using theme names in areas such as “Scotchtown” having roads such as McKay, Maxwell, Robertson Cochrane Crescent, and downtown Chemainus having tree names such as Cedar, Oak, Pine, Willow etc., and Crofton having names such as Robert, Joan, Bertha, Pauline, Charlotte etc.

We do not support confusing names such as Wildwood, Woodland, Woodgrove, Highwood, Oakwood, on various roads not necessarily near each other, and with developments known as Woodmere nearby.

- No road name shall be approved that is similar in spelling or similar phonetically to any other road name within an area as described below for each jurisdiction.
- We do not support development names that differ from the main street into the development. For instance, Park Meadows does not relate to any of the streets within nor does Harmony Estates, while Garth Way is an obvious for “The Garth” as is Stonehouse Way for Stonehouse Estates. A subdivision should not be named in any way similar to an existing street (e.g. park meadows subdivision where we have a Meadow Park Road).
- We do not support “foreign language” names, where both the words and the pronunciation are unfamiliar to users.
- We support historical names where there may be some relationship with the history of property with the proposed road names.

- Avoid duplicate road names with different suffixes, e.g. Arbutus Road, Arbutus Drive. Do not use directional terms East, West, etc.
- We do not support allowing private roads (i.e. driveways) to be named with signs in public right of ways.
- The terms of this guideline shall apply, to public roads, and wherever possible, private roads and common property.
- Roads that cross or span jurisdictional boundaries shall have the same name as determined by each jurisdiction.
- This guideline applies to the naming of new roads and the renaming and respelling of existing roads.
- We support names such as mountain, lakes, flowers, historical names, etc. as opposed to obscure names that are not easily remembered.
- Frontage roads should be named.

**AIR FORCE**

ADAMS, W.H.  
ARBUTHNOT, L.E  
ARMSTRONG, J.  
AUTY, C.  
BAILLIE, T.  
**BALLOU, H.E.**  
BERKEY, L.C.  
BERTO, H.  
BISS, F.  
**BROWN, J.B.**  
**BROWN, J.T.**  
**BROWN, L.**  
BUBRICK, J.  
BURNS, R.  
BURRILL, F.  
BURRILL, J.  
CAMPBELL, J.  
CULLUM, A.J.  
CULLUM, P.E.  
DADY, A.  
**DAVIS, D.J.**  
DOW, W.  
EXELL, F.L.  
FERGUSON, D.C.  
FERRERO, G.  
**GILL, D.R.**  
**GILL, J.**  
**GOURLAY, C.**  
**GOURLAY, J.L.**  
GRANTHAM, R.  
GREGSON, D.A.R.  
**GROUHEL, J.**  
HAROLD, T.C. YOUNG, W.A.

McDONALD, C.  
McLEOD, W.  
McMILLAN, I.C.  
McMURTRIE, I.  
MATSON, D.H.  
MICHAEL, T.B.  
MILLAR, W.  
MILROY, R.J.  
NONN, J.  
PELTER, G.  
POPOVICH, M.  
QUAYLE, D.A.  
ROGERSON, J.  
ROGERSON, R.  
**RYAN, P.L.**  
**SCHUBERT, G.**  
**SHARP, D.D.**  
SMITH, J.W.  
**SPURLING, F.**  
**SPURLING, R.**  
STEVENS, K.E.  
**SYMONDS, E.**  
**THICKE, A.J.**  
**THICKE, D.A.**  
VANDECASTEYEN, L.  
**WALKER, G.B.**  
WATTS, T.  
WEIR, F.D.P.  
WILLIAMS, L.  
WILLIAMS, M.G.  
WILSON, J.A.  
WREAN, J.H.

**MERCHANT NAVY**

AITKEN, D.  
ANSCOMB, F.  
DeWILDE, E.  
POLLOCK, G.  
POLLOCK, J.  
**RUSSELL, C.**  
TELFORD, W.

**WOMENS SERVICES**

BARRETT, M  
BRANCH, B.  
DOW, G.  
GALLAGHER, L.  
**GILSON, R.**  
GOIA, H.  
GOIA, M.  
GOLOBAR, A.  
GUILHAMOULIE, A.  
JADOSH, A.  
**KING, C.**  
McADAM, A.  
MILLAR, G.  
MILLAR, M.  
**MORGAN, E.**  
MORLEY M.  
PARKS, F.  
QUAYLE, L.  
**SANDERSON, S.M.**  
**SELINGER, R.**  
WILSON, E.

**ARMY**

ADDISON, J.  
 ALLSOP, W.J.  
 ANDREWS, J.J.  
 ANDRULONIS, F.  
 ASCHACKER, P.  
**ASHWELL, G.**  
**BATTIE, J.**  
 BERKEY, R.R.  
**BROWN, D.**  
 BROWN, D. Jnr.  
 BROWN, W. Snr.  
 BROWN, W. Jnr.  
 BROWN, W.T.  
 BURNETT, T.D.  
 BUXTON, L.B.  
 CAMPELL, G.A.  
 CAMPELL, R.  
 COLE, G.E.  
 COMLEY, H.E.  
 CARMICHAEL, B.  
 CARMICHAEL, G.  
 CARMICHAEL, R.  
 COTTON, G.E.  
**DAVIDSON, J.**  
**DAVIDSON, R.**  
 DICK, J.  
**DOUGLAS, J.**  
 DOW, W.  
 DUNCAN, R.J.  
 EVANHOFF, R.  
 FERGUSON, W.H.  
 GALLOWAY, J.  
 GEORGESON, W.A.  
**GOURLAY, K.**  
**GOURLAY, W.B.**  
 SMITH, T.H.  
**STIRLING, J.**  
**TAYLOR, F.**  
 TOMCZYK, G.K.  
 WEAVER, J.R.  
 WOOD, J.H.

**GREENHORN, D.**  
 HALHED, B.  
**HALLIDAY, J.**  
**HALLIDAY, R.**  
**HAWLEY, C.**  
 HAWRYLUK, P.  
 HEYES, H.  
 HILL, D.O.  
 HOGGAN, N.  
 HUNTER, A.  
 HUNTER, J.  
 JACKSON, W.  
 JAMES, J.  
 JAMES, L.  
 KENNEY, F.  
**KENYON, J.**  
 KERR, G.H.  
 KERR, M.S.  
 KILPATRICK, A.  
 KULAI, G.  
 LAFLEUR, G.S.  
 LAUNCHBURY, H.W.  
 LEANDER, A.F.  
 LIPTAK, J.W.  
 LOVELL, J.H.  
 LOVELL, W.H.  
 McDONALD, A.  
 McDONALD, E.R.  
 McDONALD, J.M.  
 McINNES, M.D.  
**McKINLEY, A.H.**  
 McLEOD, J.B.  
 McMILLAN, A.  
 MAINWARING, A.J.  
 MASON, J.C.  
**STEELE, H.G.**  
**SWETTENHAM, J.**  
 TIMOTHY, E.  
 TORHJELM, C.C.  
 WILKINSON, C.B.G.  
 WOOD, J.M.

MATHESON, N.  
 METCALFE, F.  
 MILLER, A.H.  
**MORGAN, W.T.**  
 MORRIS, J.  
 MULLEN, H.  
 MULLEN, J.  
 NISBETT, H.O.  
**OLIVER, F.R.**  
 OMAN, R.  
 ORR, D.  
 PALMERLEY, W.H.  
**PEERLESS, E.H.**  
**PEERLESS, J.H.**  
 POPOVICH, J.  
 PORTER, F.R.  
**POULAIN, A.L.**  
 PROVIS, L.  
 RAINFORTH, W.J.  
 RALLISON, J.  
 RAYER, K.  
 RICKARD, J.J.  
**RIDGWAY, C.H.**  
 ROLLISTON, W.F.  
 ROSS, H.F.  
**RUSSELL, J.H..**  
**RUSSELL, W.**  
**RYAN, C.O.**  
**SANDERSON, R.S.**  
 SCHOONARTS, G.R.  
**SHARP, G.M.**  
 SIMPSON, H.  
 SMILLIE, A.  
 (continued..)  
 SMITH, J.P.  
**STILLIN, R.**  
**TASSIN, V.**  
 TIMOTHY G.  
 WATSON, A.  
 WILLIAMS, A.  
 WROTNOWSKY, P.

**NAVY**

BERTO, J.  
**BROWN, D.E.**  
BROWN, J.E.  
BUCKNER, J.  
**CAREY, A.**  
**CLOKE, J.R.**  
COPP, A.  
CULLUM, W.  
DALBY, R.  
**DAVIS, J.**  
**DEFRANE, A.**  
DEWILDE, E.  
DICK, L.J.  
**DOUGLAS, S.**  
FERRARD, A.  
FRANCIS, S.J.  
GALLAGHER, G.  
GALLAGHER, J.G.  
GRAHAM, S.  
**GROUHEL, W.**  
**HALBERG, R.**  
**HALLIDAY, A.**  
HAYDEN, H.  
HERLINVEAUX, D.  
TOMPKINS, D.  
**WALKER, D.A.**  
WRIGHT, A.

HERLINVEAUX, K.  
HEYES, E.  
HINDMARCH, R.  
HOUSTON, J.  
**JAMESON, F.E.**  
JOHNSON, L.  
KENT, E.  
KERR, J.B.  
KILPATRICK, A. Jnr  
LEAF, A.  
LAVANDUSKY, W.  
McADAM, J.  
McADAM, T.H.  
McCARTNEY, L.  
McDONALD, J.  
McKAY, P.S.  
McMURTRIE, L.E.  
McMURTRIE, V.R.  
MAHAFFEY, L.  
MALLI, V.  
MILLAR, J.  
MILLAR, R.  
MITCHELL, H.  
**MORGAN, D.R.**  
TRUDELL, N.  
WANLESS, J.H.  
WRIGHT, E.G.

**MORGAN, R.**  
NOVELLI, G.  
O'BRIEN, J.  
**OLIVER, J.R.**  
PATRICK, A.  
**PEERLESS, E.G.**  
PLATT, V.  
PLANT, R.B.  
PLANT, W.A.  
POPOVICH, R.M.  
PORTER, H.A.  
RADOVICH, W.  
REID, A.  
ROBERTSON, J.K.  
ROSS, W.  
ROZANNO, J.  
SMILLIE, W.  
SMITH, A.H.  
**SNAITH, L.**  
**SWETTENHAM, J.**  
**TASSIN, P.**  
**TAYLOR, G.**  
TIMOTHY, T.  
THOMSON, A.  
TWENTYMAN, T.B.  
WILSON, F.

**Continued...(Amendments to Street Names by Council Resolution)**

**NAMES OF CITIZENS WHO HAVE PROVIDED SERVICE TO THE TOWN  
WHICH HAVE BEEN SUBMITTED AND APPROVED BY COUNCIL**

<u>DATE</u>	<u>RES.#</u>	<u>MOTION</u>
JUN.20.94	754	That the name " <b>LOUISE</b> " be added to the suggested street name policy. (Motion Carried)
FEB.19.96	120	That due to long term residency (since 1900) and involvement in the community, the name Ira E. Lowe be recognized by adding " <b>LOWE</b> " to the suggested street name policy.
APR.15.96	241	That the name " <b>VERCHERE</b> " be added to the suggested street name policy.
JAN.18.99	064	That the name " <b>HANINGTON</b> " be added to our street name list.
FEB.15.99	138	That the name " <b>ULINDER</b> " be added to our street name list.
MAR.01.99	163	That the name " <b>KNIGHT</b> " be added in recognition of the family's contribution to the community through volunteer activities and for the long-standing association of Ray Knight and his efforts to preserve the history of Ladysmith.
JUL.19.99	491	That the " <b>KINSMEN</b> " name be added to the street naming policy.
SEP.20.99	590 a.	That the name " <b>HARTLEY</b> " be added to the street naming policy.
SEP.20.99	597	That the Waterfront Road "A" is to be called " <b>OYSTER BAY DRIVE</b> ".
JAN. 20.2003	034	That the name " <b>NETTLETON</b> " be added to the street naming policy.
<b>AUG. 16.2004</b>	<b>415</b>	<b>That the name "HAWORTH" be added to the list of approved street names...</b>
<b>AUG. 31.2004</b>	<b>(exec)</b>	<b>... That the name "FOURMEAUX" be added to the list of approved street names...</b>

MAR. 21, 2005	#125	That the name "JOSEPH MAIRS" be added to the list of approved street names...
OCT. 17, 2005	#466	That the name "HOLLAND CREEK" be added to the list of approved street names.
NOV. 7, 2005	#484	That the name "GILSON" be added to the list of approved street names.
APR. 18, 2006	#174	That the name "FLO FOSTER" be added to the list of approved street names in honour of the first Ladysmith-born centurion for her respective contributions to our community.
OCT. 03, 2006	#433	That the street naming policy be amended to include the name "ERSKINE" on the list of approved street names.
JUNE 18, 2007	#306	That the names "TIMOTHY" and "LOWE" be added to the approved list of names in the street naming policy. (NOTE: staff noted that Timothy is already listed under both the Navy and Army name lists.)
MARCH 3, 2008	#116	That the name "EDWARDS" be added to the approved list of street names for the Town of Ladysmith.
MAY 5, 2008	#234	That the name "MCINTYRE" be added to the approved list of street names for the Town of Ladysmith.
SEPTEMBER 2008		Add the name "CONTI" to the official list of street names
NOV. 3, 2008	#579	That "GIOVANDO WAY" be added to the official list of street names for the Town of Ladysmith.
SEPT. 15, 2009	#473	That the name "OUELLETTE" be added to the approved list of street names for the Town of Ladysmith.
FEB. 16, 2015	#010	That Council direct staff to update the Town's list of street names by including "ROLLIE ROSE" on the list in honour of the Town's former Mayor.



FEB. 13, 2018

#046

That Council direct staff to add the name "DABB" to the list of approved street names as per Policy 5450 A.

11 5450 A