

**REGULAR MEETING
OF THE TOWN OF LADYSMITH COUNCIL
AGENDA
6:30 P.M.**

Tuesday, July 20, 2021

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

Pages

1. CALL TO ORDER

Call to Order 6:30 p.m. in Open Session, in order to retire immediately into Closed Session.

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

2. CLOSED SESSION

Recommendation

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

- personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality - section 90(1)(a).

3. OPEN MEETING AND ACKNOWLEDGEMENT (7:00 P.M.)

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

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

https://zoom.us/webinar/register/WN_9-YWy_x4TBaLMLI-tRYBIg

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. AGENDA APPROVAL

Recommendation

That Council approve the agenda for this Regular Meeting of Council for July 20, 2021.

5. RISE AND REPORT- Items from Closed Session

Items from the Closed Meeting of Council held July 6, 2021:

CE 2021-105

That Council:

1. Authorize the Mayor and Corporate Officer to sign the Land Use Agreement with School District No. 68 for use of a portion of the École Davis Road Elementary School site located at 444 Parkhill Terrace, excluding the building, for parks and recreation purposes, for a five year term ending June 30, 2026;
2. Continue to allocate funds in the operational budget for the purposes of maintaining the École Davis Road Elementary School site as outlined in the Agreement; and
3. Rise and report on Recommendation Nos. 1 and 2 once the agreement has been signed by both parties.

6. MINUTES

6.1. Minutes of the Regular Meeting of Council held July 6, 2021

11

Recommendation

That Council approve the minutes of the Public Hearing and Regular Meeting of Council held July 6, 2021.

7. DELEGATIONS

7.1. Regional Emergency Program

22

April Diver, CVRD Emergency Program Coordinator and John Elzinga, CVRD General Manager of Community Services will provide an overview of the recent Emergency Program evaluation and governance model options for a proposed regional emergency program, followed by Council's consideration of the report "CVRD Emergency Program Service".

Recommendation

That Council:

1. Approve the establishment of a single regional Emergency Management Organization for all Cowichan area local authorities including the Town of Ladysmith; and
2. Through the newly established Cowichan Emergency Management Organization, implement through a phased approach, the recommendations in the CVRD “Emergency Management in Cowichan” report completed in December 2020.

8. BYLAWS- OFFICIAL COMMUNITY PLANNING AND ZONING**8.1. Zoning Bylaw & OCP Amendment Application – 10864 Westdowne Road**Recommendation

That Council:

1. Having considered sections 475 and 476 of the *Local Government Act*, and in particular the matters set out in s.475 subsections (2)(a) and (b) related to Zoning Bylaw and Official Community Plan amendment applications for 10864 Westdowne Road, resolve that:
 - i. The following persons, organizations and authorities are the only entities that are appropriate to consult in connection with the Official Community Plan amendment:
 - a. Stz’uminus First Nation;
 - b. School District 68 (Nanaimo-Ladysmith);
 - c. Cowichan Valley Regional District;
 - d. BC Ministry of Transportation and Infrastructure;
 - e. BC Ministry of Environment and Climate Change Strategy;
 - f. Island Health;
 - ii. Consultation should be early, but need not be ongoing;
 - iii. The consultation process described in the staff report dated July 20, 2021 is sufficient in respect to the proposed Official Community Plan amendment; and
 - iv. Staff be directed to refer application 3360-20-08 to the entities set out in 1(i)(a) for consultation in the manner described in the staff report dated July 20, 2021;

2. Give first and second reading to “Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 67) 2021, No. 2081”;
3. Consider Bylaw No. 2081 in conjunction with the Town’s Financial Plan, the Town’s Liquid Waste Management Plan, and the Cowichan Valley Regional District’s Solid Waste Management Plan pursuant to section 477(3) of the *Local Government Act*;
4. Give first and second reading to “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 43) 2021, No. 2082”;
5. Direct staff to proceed with scheduling and notification for a public hearing for Bylaw No. 2081 and Bylaw No. 2082;
6. Require that the owner of the subject property (10864 Westdowne Road), prior to adoption of Bylaw No. 2081 and Bylaw No. 2082:
 - i. Apply for the necessary permits and remediate the damaged riparian area on the subject property, under the supervision of a qualified environmental professional;
 - ii. Provide an assessment from a Registered Onsite Wastewater Practitioner to verify if the existing on-site septic system is in good repair, and to verify its location on the subject property;
 - iii. Register a covenant to the title of the subject property, legally described as Lot A District Lot 72 Oyster District Plan VIP80408, in favour of the Town, at the cost of the property owner, and using the Town’s legal counsel, to secure the following:
 - a. That the subject property be required to connect to the new water main, currently under construction by a neighbouring property owner, within six months of Island Health permitting the connection or within six months of the new main connecting to the Town’s water system, whichever comes first;
 - b. That the property owner be required to complete construction of the new water main up to and including the length of the subject property frontage, should the neighbouring property owner fail to complete the construction; and
 - c. That the subject property be required to connect to municipal sanitary sewer within two years of it being available to the area.

9. COMMITTEE MINUTES

9.1. Committee of the Whole Recommendations - July 13, 2021

109

Recommendation

That Council direct staff to:

1. 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; and
2. Investigate funding options related to Option Nos. 1 and 2 provided in the staff report dated July 13, 2021, and report back to Council.

Recommendation

That Council direct staff to work with the RCMP in the promotion of the Block Watch programs.

Recommendation

That Council direct staff to work with the Vancouver Island Health Authority and the Ladysmith Community Gardens Society to discuss the possibility of using a portion of the former hospital property for community gardens.

Recommendation

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.

Recommendation

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 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.

10. REPORTS

10.1. Public Recognition for Former Mayor Kathleen ‘Kay’ Grouhel 115

Recommendation

That Council direct staff to include \$8,000 in the 2022-2026 Financial Plan for the installation of a historical interpretive sign and a poem embedded into concrete to recognize former Mayor Kathleen Grouhel.

10.2. OCP Engagement Strategy and Expanded Scope 118

Recommendation

That Council:

1. Endorse the Official Community Plan engagement strategy shown in Attachment A of the staff report dated July 20, 2021;
2. Having considered s. 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolve that:
 - a. the Town will consult with:
 - i. The Board of the Cowichan Valley Regional District, and that consultation will be early and ongoing;
 - ii. The Board of the Regional District of Nanaimo and that consultation will be early but need not be ongoing;
 - iii. The Council of the District of North Cowichan and that consultation will be early but need not be ongoing;
 - iv. The Stz’uminus First Nation and that consultation will be early and ongoing;
 - v. The Hul’qumi’num Treaty Group and that consultation will be early but need not be ongoing;
 - vi. The Snuneymuxw First Nation and that consultation will be early but need not be ongoing;
 - vii. School District 68 and that consultation will be early and ongoing;
 - viii. BC Hydro and that consultation will be early but need not be ongoing;
 - ix. The Ministry of Transportation and Infrastructure and that consultation will be early and ongoing; and
 - x. The Agricultural Land Commission and that consultation will be early and ongoing;
 - b. The consultation process described in the staff report

- dated July 20, 2021 is sufficient in respect to the proposed Official Community Plan review; and
3. Increase the Official Community Plan review project budget by \$87,000 with funds to be allocated from the Canada Community-Building Fund revenues and amend the 2021 budget accordingly.

10.3. Parks, Recreation and Culture Fees and Charges

141

Recommendation

That Council direct staff to:

1. Prepare the following amendments to “Town of Ladysmith Community Centre and Facilities Fees and Charges Bylaw 2018, No. 1968”:
 - Increase admission and pass fees by 2 percent per year, effective November 1, 2021, September 1, 2022, and September 1, 2023;
 - Increase facility rental fees, park permit fees and sport field light fees by 2 percent per year, effective November 1, 2021, September 1, 2022 and September 1, 2023;
 - Add the Kinsmen Picnic Shelter Half-Day Rental Rate;
 - Add the Sportsmen Shelter Full-Day and Half-Day Rental Rates; and
2. Begin a consultation process with the primary local sport clubs on the impacts of the introduction of grass sport field rental rates to membership fees.

10.4. BC Active Transportation Infrastructure Grant Application

159

Recommendation

That Council direct staff to amend the 2021-2025 Financial Plan to include the Colonia/Delcourt Active Transportation Project at a cost of \$425,000 with the Town’s portion of \$127,500 to come from the Appropriated Equity Reserve, and submit an application to the BC Active Transportation Infrastructure Grant Program for funding to:

- a. Construct sidewalks, crosswalks, and bike sharing road markings for a priority project along Colonia Drive from Brown Drive Park to Malone Road and along Delcourt Avenue;
- b. Purchase two pedestrian/cyclist counters to monitor the success of newly installed sidewalk and road markings;
- c. Purchase three e-bike charging stations and bike racks, to be installed in the Downtown, Brown Drive Park and Transfer Beach; and

- d. Complete the works identified in (a), (b) and (c) prior to March 2023.

11. BYLAWS

11.1. "Film Bylaw 2021, No. 2045" 162

To regulate film production activities in Ladysmith.

Recommendation

That Council adopt "Film Bylaw 2021, No. 2045".

Recommendation

That Council rescind Town of Ladysmith "Film Production Policy 13-6750-B".

11.2. "Noise Suppression Bylaw 2003, No. 1478, Amendment Bylaw 2021, No. 2046" 172

To exempt sound or noise authorized by a film permit.

Recommendation

That Council adopt "Noise Suppression Bylaw 2003, No. 1478, Amendment Bylaw 2021, No. 2046".

11.3. "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No.62) 2021, No. 2047" 173

To add wording related to temporary works or structures authorized by a film permit.

Recommendation

That Council adopt "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No.62) 2021, No. 2047".

11.4. "Building and Plumbing Bylaw 1994, No. 1119, Amendment Bylaw 2021, No. 2048" 174

To allow temporary construction authorized by a film permit.

Recommendation

That Council adopt "Building and Plumbing Bylaw 1994, No. 1119, Amendment Bylaw 2021, No. 2048".

11.5.	"Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No.31) 2021, No. 2049"	175
	To allow the temporary use of land and temporary structures authorized by a film permit.	
	<u>Recommendation</u> That Council adopt "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No.31) 2021, No. 2049".	
11.6.	"Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644, Amendment Bylaw 2021, No. 2050"	177
	To add schedule of filming fees.	
	<u>Recommendation</u> That Council adopt "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644, Amendment Bylaw 2021, No. 2050".	
11.7.	"Filming Reserve Bylaw 2021, No. 2071"	179
	To establish a reserve fund to promote filming in Ladysmith.	
	<u>Recommendation</u> That Council adopt "Filming Reserve Bylaw 2021, No. 2071".	
11.8.	Bylaw Status Sheet	180
12.	CORRESPONDENCE	
12.1.	Letter dated July 5, 2021 from Ladysmith Resources Centre Association	181
	Request for a letter of support.	
	<u>Recommendation</u> That Council provide a letter of support for the Ladysmith Resources Centre Association grant application through the United Way requesting funding to contribute to an Intake Worker position, as outlined in their letter dated July 5, 2021.	
13.	NEW BUSINESS	

14. QUESTION PERIOD

Residents are encouraged to "virtually" attend the meeting and ask their questions live by registering here:

https://zoom.us/webinar/register/WN_9-YWy_x4TBaLMLI-tRYBlg

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

Alternately, questions can be submitted via email at info@ladysmith.ca during the meeting.

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

15. ADJOURNMENT



MINUTES OF A PUBLIC HEARING AND REGULAR MEETING OF COUNCIL

Tuesday, July 6, 2021

5:00 P.M.

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

Council Members Present:

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

Councillor Duck Paterson
Councillor Marsh Stevens
Councillor Jeff Virtanen

Staff Present:

Allison McCarrick
Erin Anderson
Chris Barfoot
Jake Belobaba
Geoff Goodall

Donna Smith
Christina Hovey
Ryan Bouma
Mike Gregory
Sue Bouma

1. CALL TO ORDER

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

2. CLOSED SESSION

CS 2021-214

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

- personal information about an identifiable individual who is being considered for a municipal award or honour - section 90(1)(b);
- litigation or potential litigation affecting the municipality - section 90(1)(g); and
- negotiations and related discussions respecting the proposed provision of a municipal service - section 90(1)(k).

Motion Carried

3. OPEN MEETING AND ACKNOWLEDGEMENT (6:00 P.M.)

Mayor Stone called the Public Hearing and Regular Meeting of Council to order at 6:00 p.m., recognizing with gratitude that it was taking place on the traditional unceded territory of the Stz'uminus First Nation.

4. AGENDA APPROVAL

CS 2021-215

That Council approve the agenda for this Public Hearing and Regular Meeting of Council for July 6, 2021 as amended to include public submissions received between the publication of the agenda and 3:00 p.m. today regarding the following agenda item:

- "Lounge Area Endorsement - Bayview Brewing Company at 202-204 Dogwood Drive"

Motion Carried

5. PUBLIC HEARING

5.1 "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 40) 2021, No. 2078"

Members of the Public Present: 9

5.1.1 Outline of Public Hearing Process - Mayor Stone

Mayor Stone outlined the Public Hearing process and stated that the public would have the opportunity to provide their comments to Council about Bylaw No. 2078.

He advised that staff would introduce the proposed bylaw amendment, followed by public submissions. He reminded the public that the content of submissions would be made public and form a part of the public record for the Hearing, and that the function of Council at a Public Hearing is to listen rather than to debate the merits of the proposed Bylaw, although they may ask clarifying questions. He advised that once everyone had an opportunity to be heard, the Public Hearing would be closed and no further submissions or comments could be accepted by members of Council.

5.1.2 Introduction of Bylaw and Statutory Requirements - Director, Development Services

Jake Belobaba, Director of Development Services, introduced the following bylaw as the subject of the Public Hearing:

- "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 40) 2021, No. 2078".

Mr. Belobaba advised Council that Bylaw No. 2078 would allow single unit dwellings constructed prior to June 15, 2021 as a permitted use in the C-2, C-4 and R-3 zones.

Mr. Belobaba also confirmed the Public Hearing notification and engagement process. Notice of this Public Hearing was printed in the Ladysmith-Chemainus Chronicle newspaper on June 24, 2021 and July 1, 2021, and was posted on the Town's website as well as on various community notice boards. A copy of the notice, the proposed bylaw, and background information was made available at the front counter of City Hall and Development Services, and on the Town's website for the notice period. Staff in the Development Services office were available to respond to questions prior to the Public Hearing. The Town had not received any written submissions relating to Bylaw No. 2078 by 3:00 p.m. on July 6, 2021.

5.1.3 Submissions

5.1.4 Call for Submissions to Council (Three Times) - Mayor Stone

Mayor Stone called for submissions to Council.

Mayor Stone called for submissions to Council a second time.

Mayor Stone called for submissions to Council a third and final time.

Mayor Stone asked the Corporate Officer, D. Smith, if any submissions had been received via email. The Corporate Officer advised that no submissions had been received.

5.1.5 Declaration that the Public Hearing for Bylaw No. 2078 is Closed - Mayor Stone

Hearing no comments and receiving no submissions, Mayor Stone called the Public Hearing for Bylaws No. 2078 closed and stated that no further submissions or comments from the public or interested persons could be accepted by members of Council.

6. BYLAWS - OFFICIAL COMMUNITY PLAN AND ZONING (SUBJECT OF PUBLIC HEARING)

6.1 "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 40) 2021, No. 2078"

CS 2021-216

That, subject to any additional matters raised at the Public Hearing, Council:

1. Proceed with third reading of "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 40) 2021, No. 2078"; and
2. Direct staff to refer Bylaw No. 2078 to the Ministry of Transportation and Infrastructure pursuant to section 41(3) of the *Community Charter*.

Motion Carried

7. RISE AND REPORT- Items from Closed Session

Council rose from Closed Session at 5:37 pm with report on the following:

CE 2021-100

That Council approve the installation of a historical interpretive sign with a short biography of former Mayor Kathleen 'Kay' Grouhel, including her notable contributions to the Town.

CE 2021-101

That Council direct staff to issue a 'call for poetry' themed around Kathleen 'Kay' Grouhel, with the selected poem stamped (embedded) in concrete along the pathway leading to Transfer Beach.

CE 2021-102

That Council rise and report immediately on Recommendation Nos. 1 and 2 of the staff report dated July 6, 2021 regarding public recognition for former Mayor Kathleen 'Kay' Grouhel.

8. MINUTES**8.1 Minutes of the Public Hearing and Regular Meeting of Council held June 15, 2021****CS 2021-217**

That Council approve the minutes of the Public Hearing and Regular Meeting of Council held June 15, 2021.

Motion Carried

8.2 Minutes of the Special Meeting of Council held June 29, 2021**CS 2021-218**

That Council approve the minutes of the Special Meeting of Council held June 29, 2021.

Motion Carried

9. DELEGATIONS**9.1 Barry Riordan, Economic Development Division, Cowichan Valley Regional District**

Barry O'Riordan, Manager of Economic Development Cowichan, updated Council on the state of the regional economy, highlighting the organization's strategic foci on sector development and business retention, attraction and expansion in the wake of the Covid-19 pandemic.

Council thanked Mr. O'Riordan for his presentation and his work in the region.

10. DEVELOPMENT APPLICATIONS

10.1 Development Permit Application – 340 2nd Avenue

CS 2021-219

That Council issue Development Permit 3060-21-05 to allow for construction of a five unit townhouse at 340 2nd Avenue (Lot B, District Lot 56, Oyster District Plan, VIP65505), subject to the provision of an \$18,065.00 security bond for landscaping.

CS 2021-220

AMENDMENT

That Resolution CS 2021-219 be amended to read "... and provision of a bicycle rack."

Amendment Carried

Resolution CS 2021-219, as amended, reads:

That Council issue Development Permit 3060-21-05 to allow for construction of a five unit townhouse at 340 2nd Avenue (Lot B, District Lot 56, Oyster District Plan, VIP65505), subject to the provision of an \$18,065.00 security bond for landscaping and provision of a bicycle rack.

Main Motion, as Amended, Carried

10.2 Coach House Development Permit Application - 509 Kitchener Street

Christina Hovey, Senior Planner, declared a conflict of interest related to Agenda Item 10.2 as she is a co-owner of the subject property, and vacated the meeting at 6:39 p.m.

CS 2021-221

That Council issue Development Permit 3060-21-09 for a two-storey coach house at 509 Kitchener Street (Lot 5 Block 126 District Lot 56 Oyster District Plan 703A).

Motion Carried

Ms. Hovey returned to the meeting at 6:40 p.m.

10.3 Zoning Amendment Application for Multi-Dwelling Residential at 940 Esplanade Avenue

CS 2021-222

That Council not give readings to “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 41) 2021, No. 2079” and “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 42) 2021, No. 2080”.

Motion Carried

11. COMMITTEE MINUTES

11.1 Public Art Task Group - June 3, 2021

CS 2021-223

That Council receive for information the minutes of the June 3, 2021 meeting of the Public Art Task Group.

Motion Carried

11.2 Parks, Recreation and Culture Advisory Committee - June 16, 2021

CS 2021-224

That Council receive for information the minutes of the June 16, 2021 meeting of the Parks, Recreation and Culture Advisory Committee.

Motion Carried

11.3 Official Community Plan Steering Committee - June 22, 2021

CS 2021-225

That Council receive for information the minutes of the June 22, 2021 meeting of the Official Community Plan Steering Committee.

Motion Carried

12. REPORTS

12.1 Financial Plan Amendment: FJCC Pool Chlorine Conversion

CS 2021-226

That Council direct staff to amend the 2021-2025 Financial Plan to include \$35,000 for a chlorine conversion for the pool at Frank Jameson Community Centre with the funds to come from the Parks & Recreation Appropriated Equity Reserve.

Motion Carried

12.2 Adjustment to Water Billing Account

CS 2021-227

That Council waive the 45-day requirement to make necessary repairs and provide a water leak adjustment for \$3,193.98 for billing account #001 1376000.

Motion Carried

12.3 CCRF Funding Application for Downtown Refresh

CS 2021-228

That Council direct staff to submit a grant application for the Canada Community Revitalization Fund (CCRF) requesting grant funding for the Downtown Revitalization Project and confirm that the Town's portion will be funded from the General Government Reserves and the Real Property Reserve.

Motion Carried

OPPOSED: Councillor Johnson

12.4 Single Axle Gravel Truck

CS 2021-229

That Council award the purchase of a single axle gravel truck to P+R Truck Center for \$253,084.16, including GST.

Motion Carried

12.5 2020 Annual Municipal Report

CS 2021-230

That Council approve the Town of Ladysmith 2020 Annual Municipal Report.

Motion Carried

13. CORRESPONDENCE

13.1 Correspondence dated April 30, 2021 from the Ladysmith Minor Softball Association

CS 2021-231

That Council direct staff to work with the Ladysmith Minor Softball Association to investigate the feasibility of constructing a small two storey building at the Aggie Sports Field closest to Symonds Street for the purpose of storage and scorekeeping, with a clubhouse above and improvements to the existing hillside spectator viewing area, as proposed in the correspondence dated April 30, 2021 from the Ladysmith Minor Softball Association.

Motion Carried

13.2 Correspondence dated June 24, 2021 from Rotary Club of Ladysmith re: Lot 108

CS 2021-232

That Council confirm its previous approval of the Lot 108 Plan and provide a letter for the Rotary Club of Ladysmith's Capital Projects Grant application, confirming support for the following items identified in the Plan:

- construction of a universally accessible walkway around the site perimeter trail of the Lot 108 Community Park;
- installation of outdoor exercise stations; and
- that the Town will manage and control, in perpetuity, from completion of construction and installation of the walkway and the outdoor exercise stations at the expense of the Town.

Motion Carried

14. UNFINISHED BUSINESS

14.1 Lounge Area Endorsement - Bayview Brewing Company at 202-204 Dogwood Drive

Councillor Stevens declared a conflict of interest related to Agenda Item 16.1. as he is a contiguous property owner and friend of the applicant, and vacated the meeting at 7:29 p.m.

CS 2021-233

That Council recommend issuance of a Lounge Area Endorsement by the BC Liquor and Cannabis Regulation Branch to Bayview Brewing Company to be located at 202-204 Dogwood Drive for the following reasons:

- the property is zoned for neighbourhood pub and microbrewery use;
- the hours of operation are proposed to be between 11am and 9pm on Sundays, Mondays, Tuesdays, Wednesdays and Thursdays, and 11am and 11pm on Fridays and Saturdays;
- the limited 30 person indoor capacity and 24 person patio capacity of the lounge;
- the impact of noise on the community in the immediate vicinity of the proposed lounge area is expected to be minimal; and
- the general impact on the community is expected to be minimal.

Motion Carried

Councillor Stevens returned to the meeting at 7:34 p.m.

15. QUESTION PERIOD

The applicant for the 940 Esplanade zoning amendment application commented on the future of the property.

16. ADJOURNMENT

CS 2021-234

That this Regular Meeting of Council adjourn at 7:37 p.m.

Motion Carried

CERTIFIED CORRECT:

Mayor (A. Stone)

Corporate Officer (D. Smith)



Agenda

1. Emergency Program Evaluations – Gaps and Recommendations
2. Governance Model Options & Discussion

Background

- The *Emergency Program Act* identifies Preparedness, Response and Recovery functions required by Local Authorities.
- The CVRD Emergency Program Service provides **some** functions required under the *Emergency Program Act* to municipal and First Nation partners. Other functions fall under the responsibility of the local authorities.
- A presentation/gap assessment of the CVRD Emergency Program Service was provided to the CAOs in December 2020 and March 2021.
- A CVRD Board workshop was held in April to provide background on the gap assessment.



Included/not included in CVRD Emergency Program Service

INCLUDED	NOT INCLUDED
<ul style="list-style-type: none"> • Support for training (delivery of training to established EOCs including tabletop and functional exercises, training for ESS teams, training for ECT) 	<ul style="list-style-type: none"> • Establishing an emergency management organization and strategic plan for that organization
<ul style="list-style-type: none"> • A regional emergency plan 	<ul style="list-style-type: none"> • Establishing a committee (if not covered by policy group) to provide advice and decisions on program
<ul style="list-style-type: none"> • An emergency notification system 	<ul style="list-style-type: none"> • Establishing policy group (authority to declare a State of Local Emergency)
<ul style="list-style-type: none"> • A redundant emergency communications network and support 	<ul style="list-style-type: none"> • A local EOC (stocked, supplied, maintained) and team
<ul style="list-style-type: none"> • Emergency preparedness awareness for the public 	<ul style="list-style-type: none"> • Community specific hazard assessments and plans to ensure an effective response
<ul style="list-style-type: none"> • A REOC and team 	<ul style="list-style-type: none"> • Community-specific mitigation
<ul style="list-style-type: none"> • An ESS program (for small and large incidents) 	<ul style="list-style-type: none"> • Additional training beyond that offered by CVRD Emergency Program Service



1. Emergency Program Evaluations – Gaps and Recommendations



Assessing the gaps

- The local authority emergency programs were assessed using the EMBC Community Emergency Program Self Assessment Tool
- Only tool provided by the provincial government to evaluate local authority and First Nation emergency programs
- Tool provides a defensible benchmark for program development and improvement
- Results reflect current state of our programs including the services provided by the Emergency Program Service

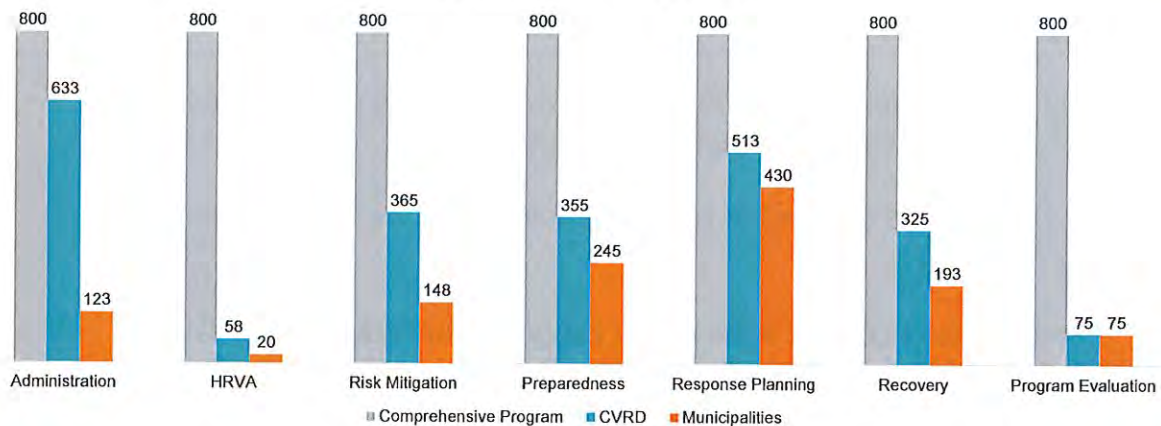


Assumptions and Limitations

- Not all requirements within each category are evenly weighted within the provincial tool.
- Progress for the municipalities has been generalized (some communities may be more advanced or less advanced than others in some areas).
- The evaluation was completed based on available information (historic and current). Any information that was not shared would not be reflected.
- Intended as a comparison against the provincial benchmarks (not each other)



EMBC Self-Assessment Results



Recommendations

- 32 recommendations in the Assessment Report
 - 17 for electoral areas
 - 21 for municipalities
 - 10 for the CVRD Emergency Program Service
- Recommendations focus on critical priorities (not intended to achieve a perfect score in each area but rather address larger risks).



1. Governance and Administration

Recommendation	Risks of not proceeding	EAs	Munis	EPS
1.1 CVRD should update bylaws for electoral areas to reflect desired committee governance.	Delegation of Authority / Roles not clearly defined, non-compliance with Act	✓		
1.2 Municipalities must establish/identify the "Emergency Management Organization" designated to develop and implement plans and other preparedness, response and recovery measures for the whole of the municipality, and establish by-laws and policies indicating same.	Delegation of Authority / Roles not clearly defined, non-compliance with Act		✓	
1.3 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a clear written Emergency Program Overview to include scope, guiding principles, mission, goals, policies/procedures, and a strategic plan with actions and implementation schedule against a defined budget.	Delegation of Authority / Roles not clearly defined, non-compliance with Act	✓	✓	
1.4 All municipalities should identify coordinator to act as central contact and point of program coordination.	No central point of coordination, responsibilities for maintenance of the program are divided up among multiple individuals/depts		✓	



2. Hazard Risk and Vulnerability Assessments

Recommendation	Risks of not proceeding	EAs	Munis	EPS
2.1 Each local authority, or the EMO if a single emergency management organization is established, should complete a fulsome HRVA (inclusive of all community nuances, vulnerabilities and resiliencies). This HRVA should be used to develop plans, procedures and focus the emergency program to address the greatest risks.	Risk assessment informs planning, resources and decisions. Without a current risk assessment, planning/resources may be inappropriate.	✓	✓	



3. Risk Mitigation

Recommendation	Risks of not proceeding	EAs	Munis	EPS
3.1 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should draft an overall resiliency assessment and mitigation plan based on the HRVA (see recommendation 2.1).	Mitigation is applied as-needed and may not be appropriate or reduce largest risks. Mitigation may not be cost effective (doesn't consider existing resiliencies).	✓	✓	
3.2 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a comprehensive FireSmart strategy and program.	Increased vulnerability / lower resilience to wildfire. Current piecemeal approach will only address some risks temporarily.	✓	✓	



4. Preparedness

Recommendation	Risks of not proceeding	EAs	Munis	EPS
4.1 The Emergency Program Service should continue to provide preparedness education and awareness support to community groups, neighbourhood response teams, non-government organizations and other interested parties. An awareness plan should be developed to ensure a strategic, equitable, encompassing, and measurable approach to awareness and education across the Cowichan area with a focus on vulnerable groups and neighborhood emergency teams.	Varying degrees of preparedness throughout Cowichan, ineffective use of resources.			✓
4.2 All partners should collaborate on an annual event to generate awareness and educate residents, visitors and businesses in the Cowichan area.	Other methods may not be as effective (higher cost/ lower benefit)	✓	✓	
4.3 The Emergency Program Service should continue to provide training to EOC and ESS teams under a shared Training and Exercise Plan. This five-year plan should include the training requirements and recommendations for designated roles in a response, and provide a schedule of exercises for each community that increase in complexity over time, culminating in a full scale multi-jurisdictional exercise every three to five years.	Training and exercises may not be appropriately planned (scheduled, benefiting multiple teams) and may have low attendance.			✓
4.4 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should establish a formal After-Action Review process and procedures to clarify when debriefs will be held and how actions will be tracked to completion.	Improvements / change may not occur.	✓	✓	
4.5 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should report annually on continuous improvement measures (and completion of corrective actions) to its council/board and to the public.	Improvements / change may not occur or may not be appropriate.	✓	✓	

5. Response Planning – Emergency Plans

Recommendation	Risks of not proceeding	EAs	Munis	EPS
5.1 Each community (local authority) should develop, implement and maintain a community-specific emergency plan. This plan should be based on the hazards, risks and vulnerabilities identified in the HRVA. It should include specific procedures/people, evacuation routes, muster locations, critical services, and vulnerable groups for that community.	Response/decisions based on generalized information only, less effective responses. Potential for increased threat to life safety.	✓	✓	
5.2 The CVRD or, if a single emergency management organization is established, the designated EMO should implement a community plan template so that plans in the Cowichan area follow a similar format and structure. This will enable interoperability, and reduce training and knowledge barriers when local authorities and First Nations support each other in response to an incident.	Less effective responses.			✓

5. Response Planning – Communications

Recommendation	Risks of not proceeding	EAs	Munis	EPS
5.3 All local authorities should identify the same notification system as the emergency alert system to ensure maximum participation and increased saturation.	Public confusion, risk to life safety, poor coverage/saturation, increased costs.	✓	✓	
5.4 All local authorities should actively advertise and promote the emergency alert system for the Cowichan area.	Risk to life safety if there is poor coverage/saturation. Less effective preparedness/response. More burden on emergency responders during an incident.	✓	✓	
5.5 Each local authority or, if a single emergency management organization is established, the designated EMO should establish trained authorized users for the Emergency Notification System to ensure rapid deployment of public warnings and/or EOC team activations during an incident.	No warnings / delayed warnings, increased threat to life safety.		✓	
5.6 All EOC teams and alternates should be uploaded and maintained in the Emergency Notification System to enable rapid deployment.	Time delay to establish EOC response (impacting support to emergency responders on site).	✓	✓	
5.7 The Disaster Radio program should be refreshed to include training.	Unable to use system in an emergency.			✓
5.8 Emergency Communications exercises should be integrated into the Cowichan Exercise and Training Program.	Less effective communications in an emergency.			✓

5. Response Planning – Operations

Recommendation	Risks of not proceeding	EAs	Munis	EPS
5.9 Each local authority should maintain a current roster for their local EOC. This roster should be updated regularly and should identify at minimum section chiefs (planning, operations, logistics, finance) and management staff (director, liaison, information, risk management). If a regionalized EMO is established, each partner should provide an alternate available for each essential role.	Time delay to establish EOC response (impacting support to emergency responders on site). Individuals may have to fill roles without adequate/knowledge/training.		✓	
5.10 The Regional Emergency Operations Centre should implement incident management tools and systems that support ongoing remote activities.	Remote REOC operations will be less effective, (decreased communications, common picture, less effective decisions, record management challenges).			✓
5.11 Situational awareness and analysis procedures and roles for a response should be formalized for all EOCs/REOC.	Inability to gain adequate situational awareness. Poor decisions during a response, risk to life safety.	✓	✓	
5.12 Damage assessment processes should be formalized and personnel in all jurisdictions trained to implement during an incident.	Inability to assess impact of incident. Poor decisions during a response, risk to life safety.	✓	✓	
5.13 The Cowichan area should continue to build on response team capacity by increasing volunteer engagement. Volunteer teams can provide additional support to staff (which continue to provide a reliable backbone for response in the region).	Increased cost of response and emergency support services as financial reimbursement from province is reduced.			✓

5. Response Planning – Operational Readiness

Recommendation	Risks of not proceeding	EAs	Munis	EPS
5.14 Each local authority should identify a secondary location for an EOC.	Time delay to establish EOC response (impacting support to emergency responders on site).		✓	
5.15 The CVRD (Emergency Program Service), or EMO if a single emergency management organization is established, should implement an operational readiness maintenance and testing plan to ensure regular and established testing and maintenance of equipment, tools and systems.	Equipment and systems may malfunction or be unavailable during a response.			✓
5.16 Each local authority should identify prepositioned disaster supply locations based on community layout and vulnerabilities. These locations should be stocked, maintained, and part of a public awareness campaign.	Equipment and supplies may not be accessible in some areas, impact to life safety and increased reliance on emergency responders in those areas.	✓	✓	
5.17 Secondary reception centres should be identified/confirmed in each community. Baseline requirements for these secondary centres should be established and maintained.	Primary Reception Centres may not be accessible in some areas, impact to life safety and increased reliance on emergency responders in those areas.			✓
5.18 The CVRD, or EMO if a single emergency management organization is established, should assess mobile assets and establish an appropriate fleet procurement and management plan. Vehicles should be appropriate for daily operations as well as response activities.	Vehicles may malfunction or be unavailable during a response. Some assets may not be deployed.			✓



6. Recovery Planning

Recommendation	Risks of not proceeding	EAs	Munis	EPS
6.1 Each local authority or, if a single emergency management organization is established, the EMO should develop templated recovery plans for top hazards as identified in the HRVA. Recovery plans should include the priorities to restore essential services, processes to re-establish community functions, and recovery roles. The plans must be relevant and achievable by local authorities with or without a Disaster Financial Assistance program.	Delayed recovery (increased cost and impact to essential services, some infrastructure and vulnerable groups may not recover if they are not prioritized early).	✓	✓	



7. Program Evaluation

Recommendation	Risks of not proceeding	EAs	Munis	EPS
7.1 Each local authority or, if a single emergency management organization is established, the EMO should develop and implement a program evaluation process and schedule. Progress should be reported at senior levels and summarized for the public.	No continuous improvement, no commitment to the program, lack of public buy-in, reputational damage.	✓	✓	

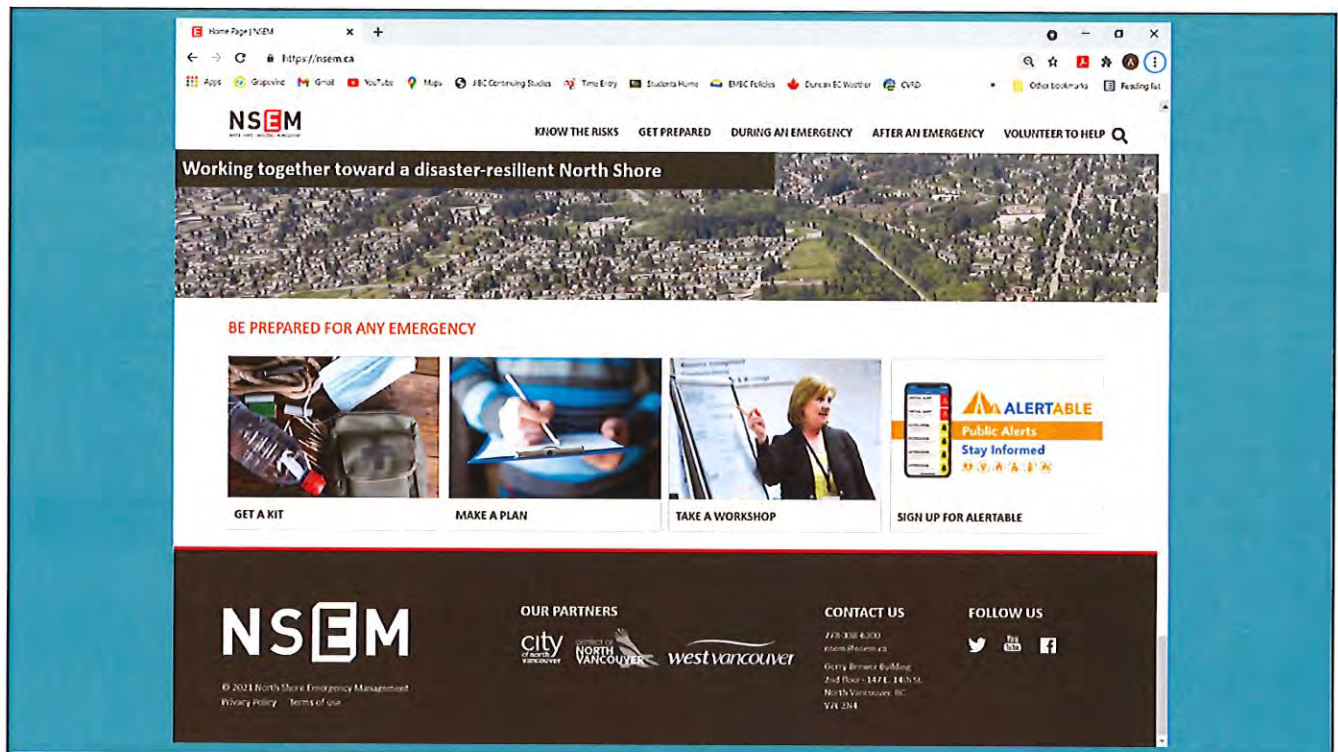
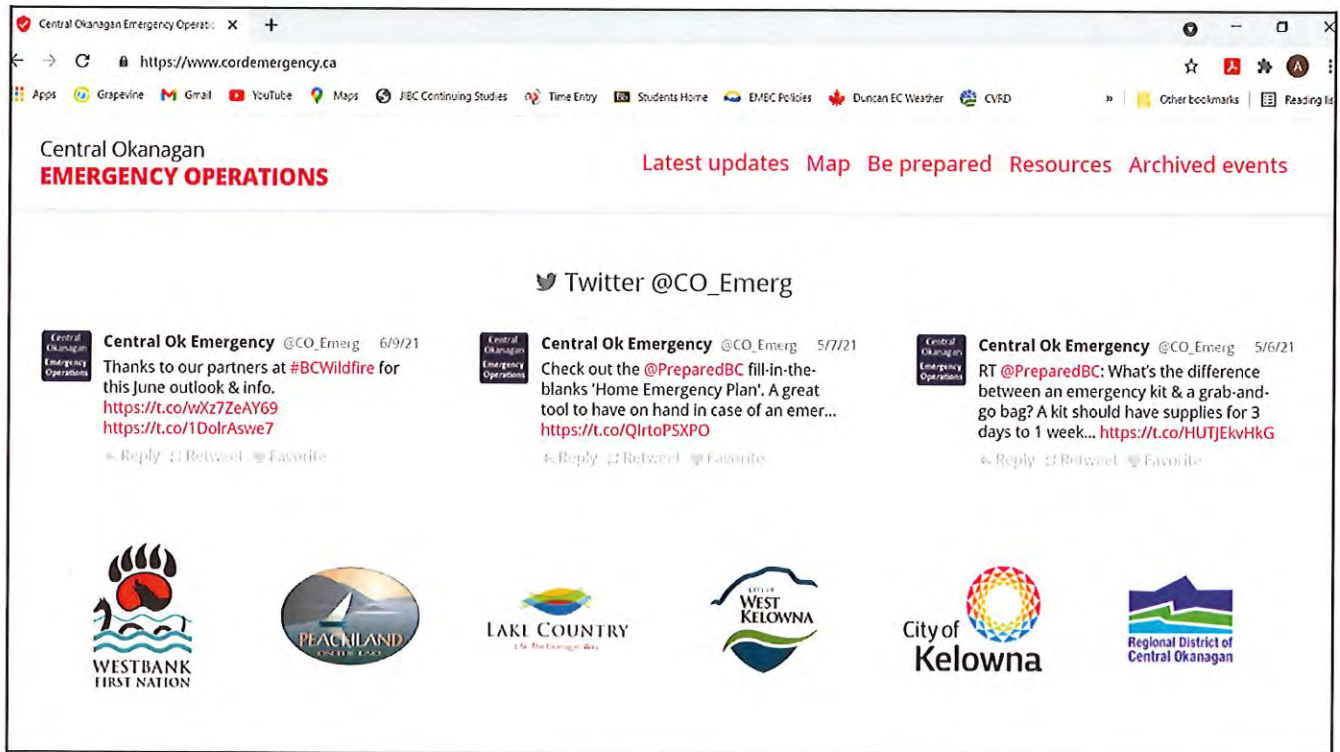
2. Governance Model Options

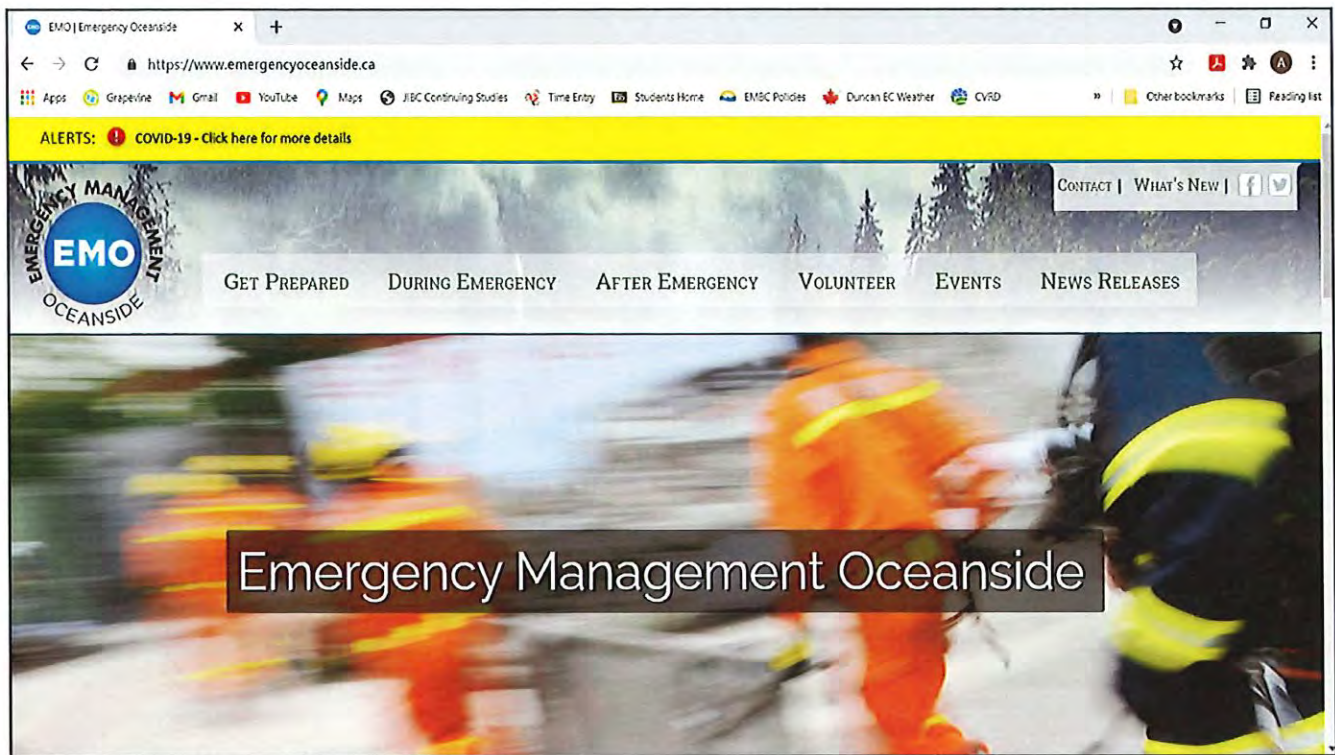
Considerations


- Need to clarify our roles/responsibilities
- Changes to provincial financial support model and the Act will impact all local authorities
- Are we using the best model for all partners?
- Is the model properly funded?
- Will the model need adjustment to appropriately reflect our commitment to reconciliation with First Nations?

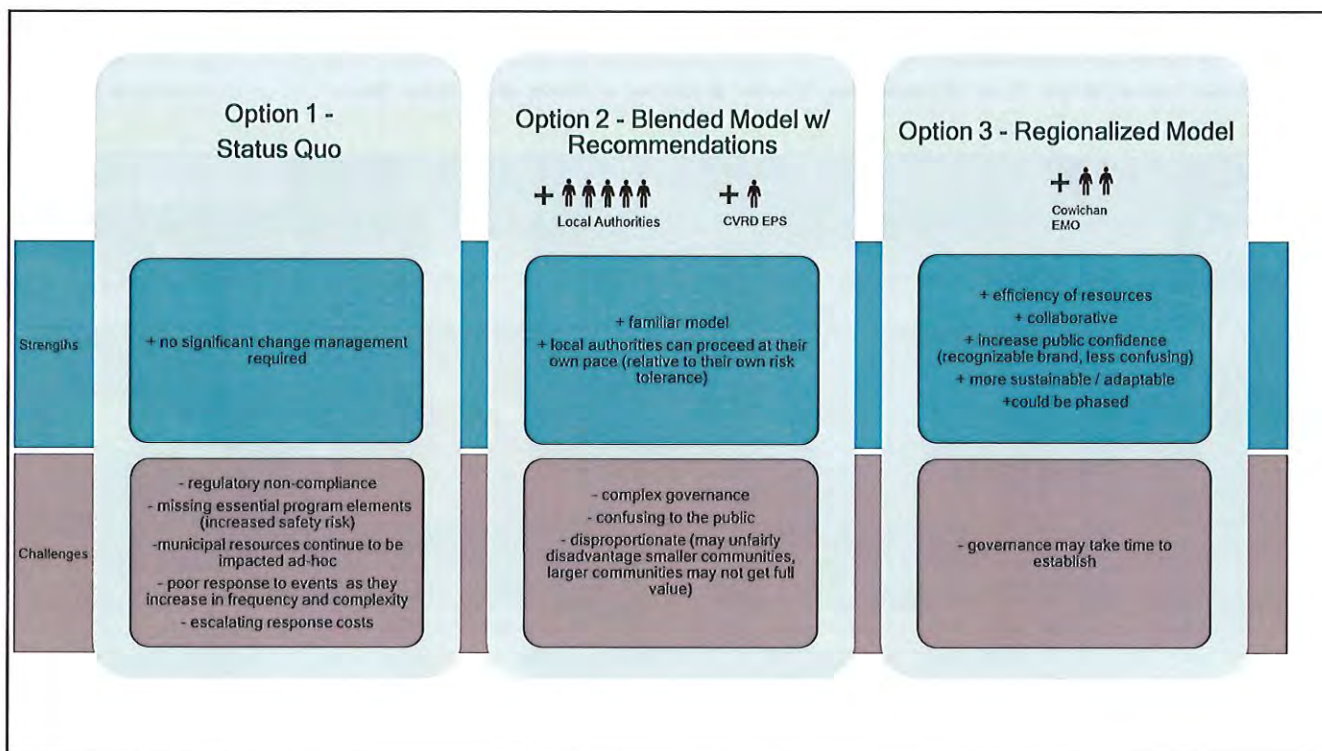


	Regional Model	Blended Model	Single Entity Model
Description	All EM services coordinated/administered by one entity for multiple entities	Some EM services coordinated/administered centrally by one entity for multiple entities, other services coordinated managed by each single entity	Full EM Program managed by single entity
Governance	One governing body / organization	Fee for Service (select services governed by a Regional Board), and governance for the Emergency Program must be set up for each local authority to manage their independent service components	One governing organization for each entity
Program Areas	All centrally managed	Some program areas managed by each entity, some centrally managed	Each entity manages its own full emergency program
Examples	Regional District of Central Okanagan Emergency Management Oceanside North Shore Emergency Management	CVRD	City of Vancouver City of Nanaimo





	Blended Model									Regionalized Model		
	Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
TOTAL HOURS	1202 hours	1037 hours	-	845 hours	904 hours	-	393 hours	752 hours	-	1948 hours	EMO 2136 Partners 86	-
Hours Per Local Authority	1202 hours	1037 hours	-	845 hours	904 hours	-	393 hours	752 hours	-	390 hours	513 hours	
Summary Ongoing Impact	0.75 – 1 FTE*			0.75 FTE			0.5 – 0.75 FTE			1.75 - 2 FTE for the EMO 86 hours per year for each partner (for review, consultation, etc.)		
<div> CVRD</div>												



Financial Impact – Staff Costs

Model	Staff Increase	Financial Impact	2021 Example
Blended Model (Current Model + Recommendations)	1. 0.75 FTE for each Local Authority 2. 0.5 FTE for the CVRD Emergency Program Service	1. Estimate to add role to each local authority will vary depending on existing capacity and desired classification/responsibilities. 2. \$80,936 increase to 205 requisition for CVRD Emergency Program Service.	1. Varies 2. Cost per \$100,000 household - \$3.74 (up from \$3.41)
Regionalized Model (one emergency management organization)	1. n/a 2. 2.0 FTE for the EMO / Emergency Program Service	1. No local authority requirement to add positions – plan for 86 hours per year to support consultation, review and approval of program pieces. 2. \$323,743 increase to 205 requisition for CVRD Emergency Program Service.	1. n/a 2. Cost per \$100,000 household - \$4.70 (up from \$3.41)



Financial Impact - Other Considerations Included

Element	Justification	Development / One Time Cost	Annual Operating Cost
HRVA	Consultant/engineering firm (technical expert) to facilitate process	\$25,000 (per local authority) OR \$35,000 – 50,000 for all under one EMO	n/a
Emergency Planning / Firesmart Program	Consultant/firm to support development of keys plans/programs	\$50,000	n/a
Addition of vehicle(s)	Disaster supplies and 2 nd ESS Trailer require towing. ESS is often required to transport victims and taxis are not available 24/7.	\$120,000	\$10,000



Financial Implications – Not included

Element	Justification	Development / One Time Cost	Annual Operating Cost
Dedicated REOC / Training Centre	Ensures availability of an EOC/REOC for all partners. Options range from renovating the CCC as a dedicated space (lower operational cost than current operational cost) to a new site and lease (higher operational cost).	\$100,000 - \$750,000	Current operating cost is \$58,000/year. New costs could be +/- \$25,000 to 50,000.



Option 3 - Phases

PHASE 1 - 2022

- Establish governance with Local Authorities and First Nations
- Agreed Work Plan for EM Organization
- Grants

PHASE 2 – 2023

- Assess EPA act, implement requirements
- Dedicated regional EOC
- Implement full program



Recommendations:

Establish a single regional Emergency Management Organization (EMO) for all Cowichan area local authorities.

Through the newly established Cowichan EMO, implement the report's recommendations in a phased approach.



STAFF REPORT TO COUNCIL

Report Prepared By: Julie Tierney, Executive Liaison
Reviewed By: Allison McCarrick, CAO
Meeting Date: July 20, 2021
File No: 7130-03
Re: CVRD Emergency Program Service

RECOMMENDATION:

That Council:

1. Approve the establishment of a single regional Emergency Management Organization for all Cowichan area local authorities including the Town of Ladysmith; and
2. Through the newly established Cowichan Emergency Management Organization, implement through a phased approach, the recommendations in the CVRD “Emergency Management in Cowichan” report completed in December 2020.

EXECUTIVE SUMMARY:

The Cowichan Valley Regional District (CVRD) Emergency Program Service is a regional service funded by requisition, grants and user fees to provide emergency management support, tools and resources to the nine electoral areas, four member-municipalities (Town of Lake Cowichan, Town of Ladysmith, Municipality of North Cowichan, and City of Duncan) and four First Nation partners (Malahat, Cowichan Tribes, Halalt and Stz’uminus). This service is not currently intended to meet all local authority requirements under the *Emergency Program Act* (EPA) nor does it provide all essential elements for an effective emergency program.

An assessment report “Emergency Management in Cowichan” (gap analysis) completed in December 2020 by the CVRD (Attachment A) indicates that local governments in the Cowichan area have not formalized their emergency programs to the extent required to address the gaps between local authority responsibilities and the Emergency Program Service supplemental support.

The report proposes 21 recommendations for municipalities and 10 for the CVRD emergency program service. At the foundation of these recommendations, local authorities in the Cowichan region will need to determine the best implementation and governance model for the future of the emergency program.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CS 2017-152	05/01/2017	That Council: 1. Approve the five-year Emergency Management Agreement between the Cowichan Valley Regional District, the City of Duncan, the Corporation of the District of North Cowichan, the Town of Lake Cowichan and the Town of Ladysmith, effective 2017 to 2022; and

Resolution	Meeting Date	Resolution Details
		2. Authorize the Mayor and Corporate Officer to sign the agreement.

INTRODUCTION/BACKGROUND:

The Cowichan area is at risk from a range of natural and human hazards. Incidents have become increasingly prevalent due to climate change, increased urbanization, and increasing vulnerable populations.

The EPA establishes the local authority as responsible for emergency preparedness, response and recovery. In the near future, a new EPA will be coming into force, establishing more stringent requirements and increased local authority responsibilities. New response and recovery financial guidelines (redefining provincial support provided to local authorities) are also anticipated to include more restrictions and limitations on what can be reimbursed.

The CVRD Emergency Program Service was established to provide support for training, a regional plan, an emergency notification system and supplement some emergency preparedness/response functions for local authority and First Nation partners. However, it does not address all local authority and First Nation responsibilities.

An assessment report (Attachment A) was completed by emergency management staff at the CVRD on the state of emergency management in the region. This report provides critical recommendations to local authorities in the Cowichan area and presents three main governance models moving forward. Proposed viable options are to continue under the existing blended model (where some elements continue to be provided under a regional service while other elements must be provided by each local authority independently) or move to a fully regionalized model (where all emergency program elements are provided through one established emergency management organization for all partners).

Currently Cowichan local authorities are operating under a blended model where some elements continue to be provided under the CVRD's regional service, but other elements must be provided by each local authority independently. Local authorities are still responsible for the following:

- Establishing an emergency management organization and strategic plan for the organization;
- Establishing a committee (if not covered by policy group) to provide advice and decisions on the program;
- Establishing policy group (authority to declare a State of Local Emergency);
- A Local Emergency Operations Centre (EOC) (stocked, supplied, maintained) and team;
- Community-specific hazard assessments and plans to ensure an effective response;
- Community-specific mitigation; and
- Additional training beyond that offered by CVRD Emergency Program Service.

With changes to the EPA and the financial guidelines for response and recovery, it is critical for local authorities to have an adaptable and resilient emergency management organization. The current blended model has been operating for several decades but there has been confusion about the roles and responsibilities. Meanwhile the expectations of emergency management have increased without an increase in resources at the local level, leading to degradation of emergency management in Cowichan. A number of critical recommendations for local authorities and the CVRD emergency program service are included in the final report (Attachment A).

Local authority staff have discussed the implementation of a fully regionalized model. This model would enable all emergency program elements to be managed and coordinated for all local authorities through one established emergency management organization (EMO). A single governance structure could be established representative of all partners to set a single strategic plan for the EMO.

The EMO would operate under this strategic plan to achieve mitigation, preparedness, response and recovery objectives for all partners. A centralized budget and consolidated resources would help ensure a consistent and cost-effective program, establishing greater depth of positions (multiple EOC Directors across the region can step into the role for any partner) and improved agility to coordinate new legislative requirements.

ALTERNATIVES:

Council can choose to:

1. Maintain the status quo: make no change to governance and no implementation of recommendations.
2. Implement recommendations, but make no change in governance model. *Under the current blended model, local authorities will be required to invest in resources (employees, funding for supplies) to address critical gaps. The CVRD Emergency Program Service would also require additional resources (increasing the requisition for this service for all municipal partners).*

Future options/changes for the First Nation partnerships have not been explored at length at this time. The services offered to First Nation communities will remain in place and any changes to service levels will only occur as part of a collaborative planning effort with these partners.

FINANCIAL IMPLICATIONS:

Model	Financial Impact	2021 Example
Option 2 Current Blended Model + Recommendations	1. Add 0.75 – 1.0 FTE to each local authority (will vary depending on existing capacity and desired classification/responsibilities). 2. \$80,936 increase to 205 requisition for CVRD Emergency Program Service.	1. Varies depending on local authority 2. Cost per \$100,000 household is \$3.74 (up from \$3.41). This does not include the increase in municipal costs.

Option 3 Regionalized Model *	1. No local authority requirement to add positions – plan for 86 hours per year to support consultation, review and approval of program pieces. 2. To support an increase of 2 FTEs for the region - \$323,743 increase to 205 requisition for CVRD Emergency Program Service.	1. n/a 2. Cost per \$100,000 household is \$4.70 (up from \$3.41)
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* Assumes all local authorities have selected this model

	Requisition (CVRD Function 205)	Cost per \$100,000 Household	Estimate only (uses 2021 assessment numbers)				
			City of Duncan	District of North Cowichan	Town of Ladysmith	Town of Lake Cowichan	Nine CVRD Electoral Areas
Current 2021 Budget	\$867,890	\$3.41	\$43,271	\$289,638	\$73,915	\$24,008	\$437,058
Option 2 - 2022 Blended Model Est.*	\$948,826	\$3.74	\$47,306	\$316,649	\$80,808	\$26,247	\$477,816
Option 3 - 2022 Regional Model Est.	\$1,191,633	\$4.70	\$59,412	\$397,680	\$101,487	\$32,963	\$600,090

LEGAL IMPLICATIONS:

The risks with not proceeding with any particular recommendation are highlighted in Attachment A of the assessment report. Of note, incomplete emergency management programs at the local level pose a risk to life and safety and may be non-compliant with provincial regulations.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The single regional Emergency Management Organization will ensure the residents are provided with a consistent and cost effective program.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Emergency Operations Directors across the region can step into the role for any partner.

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 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

ATTACHMENTS:

- A. CVRD Assessment Report



Emergency Management in Cowichan

A Report on the CVRD Emergency Program Service:
Gaps and Recommendations

Executive Summary

The Cowichan area is at risk from a range of natural and human hazards including structural fires, wildfires, floods, hazardous material releases, windstorms, landslides, earthquakes and pandemics. Over the past few decades, incidents have become increasingly prevalent. There have been multiple Regional Emergency Operations Centre (REOC) activations (e.g. floods 2009, 2020, 2021; windstorms 2018; pandemic 2020). The Emergency Support Services (ESS) program, a component within the regional Emergency Program Service, responds to approximately six small responses per year, and at least one large response every two years (e.g. large apartment fires, flood evacuations). Incidents in the Cowichan area are likely to increase due to climate change, increased urbanization, and increasing vulnerable populations.

The *Emergency Program Act* (EPA) establishes the local authority as responsible for emergency preparedness, response and recovery. The current requirements of the EPA are used as a baseline for requirements in this document, however a new act will be coming into force establishing more stringent requirements and increased local authority responsibilities in the near future.

The CVRD Emergency Program Service, a regional service funded by requisition and user fees, provides emergency management support, tools and resources to nine electoral areas, four member-municipalities (Town of Lake Cowichan, Town of Ladysmith, Municipality of North Cowichan, and City of Duncan) and four First Nations (Malahat, Cowichan Tribes, Halalt and Stz'uminus). Over time the functions of the CVRD Emergency Program Service have become unclear, and the distinction between the emergency program established for the Electoral Areas versus the supplemental regional emergency program service for member municipalities and First Nations has been blurred. The Emergency Program Service includes support for training, a regional plan, an emergency notification system and some other support for emergency preparedness and response. However, it does not address the need for each local authority and First Nation to establish or identify/delegate an emergency management organization, an Emergency Operations Centre (EOC) and team. It is also exclusive of community specific hazard assessments and planning that are both essential to ensure an effective response. Communities in the Cowichan area have not formalized their emergency program to the extent required to address the gaps between local authority responsibilities and the Emergency Program Service supplemental support.

Several emergency program models are discussed herein to provide insight on next steps and possible impacts. A regionalized model (where all Emergency Program elements are provided through one established emergency management organization for all partners) is compared to a blended model (where some elements continue to be provided under a regional service for partners, but other elements must be provided by each local authority independently). A single entity model where all program elements are established and maintained by each local authority is also briefly discussed, though it is likely untenable for most partners given the intensive resource requirements.

Moving forward, all parties would benefit from additional clarity, to which this report intends to provide. Gaps in local authority programs are highlighted as well as potential options and resource requirements to address those gaps. For the purpose of this report, the First Nation partnerships have not been discussed at length as they range in service delivery and funding models, however it will be essential to re-engage these groups going forward.

Table of Contents

PART 1: DISCUSSION & ANALYSIS	4
1. Governance & Administration.....	5
2. Hazard, Risk and Vulnerability Analysis (HRVA)	7
3. Risk Mitigation.....	8
4. Preparedness.....	10
A. Public Awareness/Education	10
B. Training & Exercises.....	11
C. After Action Reviews	12
5. Response Planning	13
A. Emergency Plans	13
B. Communications & Warning	14
C. Response Operations	15
D. Operational Readiness	18
6. Recovery Planning	20
7. Program Evaluation.....	21
PART 2: PROGRAM MODELS.....	22
1. Current State – Blended Model	22
2. Single Entity Model	22
3. Regionalized Model.....	23
PART 3: NEXT STEPS.....	24
Option 1 – Status quo	24
Option 2 - Addressing the gaps with improvements to the blended model.....	24
Option 3 - Moving to a regionalized model	24
Option 3A – Phased approach to regionalization.....	Error! Bookmark not defined.
PART 4: CONCLUSION	26
APPENDIX A: SUMMARY OF RECOMMENDATIONS & RISKS.....	27
APPENDIX B: SUMMARY OF PROGRAM MODELS	30
APPENDIX C: SUMMARY OF NEW RESOURCES AND COSTS – High Level Estimate Only	32
APPENDIX D: SUMMARY OF OPTIONS	37

PART 1: DISCUSSION & ANALYSIS

In January 2021, the Emergency Program Service and related emergency management activities within the partner municipalities were assessed using the Emergency Management BC Community Emergency Program Self Assessment Tool. This is currently the only tool provided by the provincial government to evaluate local authority and First Nation emergency programs. Although the tool has some limitations (not all requirements within categories are evenly weighted), the tool provides a defensible benchmark for program development and improvement.

The tool examines seven (7) program elements:

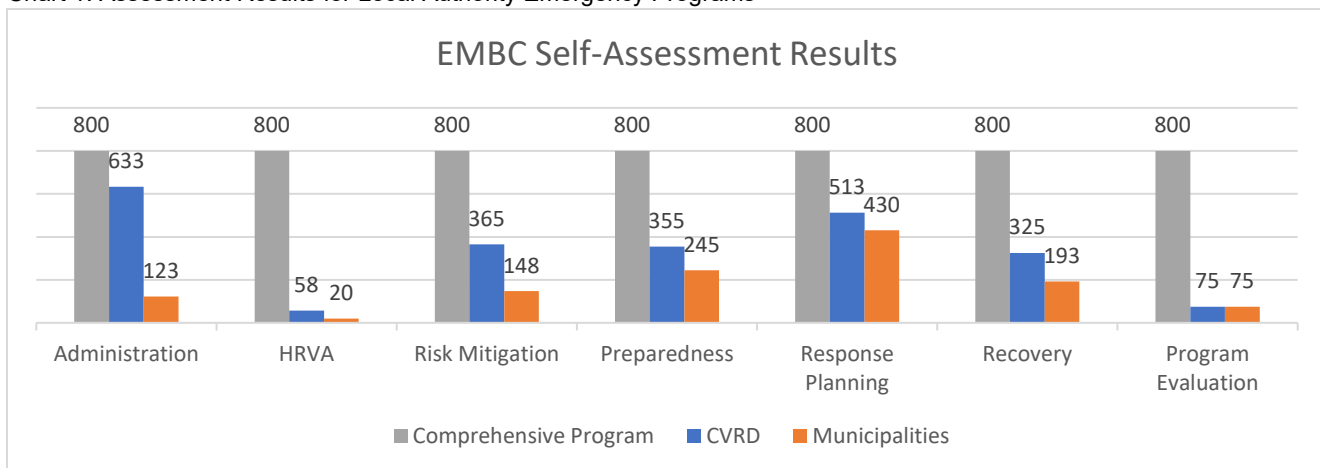
- [Governance & Administration \(Section 1\)](#)
- [Hazard, Risk and Vulnerability Assessments \(Section 2\)](#)
- [Risk Mitigation \(Section 3\)](#)
- [Preparedness \(Section 4\)](#)
- [Response Planning \(Section 5\)](#)
- [Recovery \(Section 6\)](#)
- [Program Evaluation \(Section 7\)](#)

Each element is ranked out of 800 points. Eight hundred points across all elements indicates a fully comprehensive and mature program according to the provincial government (EMBC).

For the Cowichan area, the Self Assessment Tool provided a high level and quick assessment of current state to establish critical gaps and generate options to advance the program(s). Recommendations, provided throughout the following section, identify program improvements to reduce risk in **key** areas and are not representative of the full effort required to achieve top scores. This initial analysis also did not include the First Nation partners and it should be noted that these partners may wish to self-assess or collaborate on future assessments moving forward.

Below is a summary of the findings as assessed in January 2021 for the electoral areas of the CVRD (indicated in blue and labelled CVRD) and for the municipalities (indicated in orange). Results include the Emergency Program Service components. Progress for the municipalities has been generalized (some communities may be more advanced or less advanced than others in some areas). Each element is described in more detail to provide the requirements (legislative and standard-based using CSA Z1600), current state, gaps and recommendations. A summary of the recommendations can also be found in [Appendix A](#).

Chart 1: Assessment Results for Local Authority Emergency Programs



1. Governance & Administration

Includes committees, Emergency Program Coordinator (EPC), legislative compliance, bylaws, policies, and program strategic plans (to define and implement emergency management organization objectives and mission).

Requirements:

Under the Emergency Program Act, a local authority that is a municipal council or the board of a regional district **must** establish and maintain an Emergency Management Organization. It must further reflect its commitment (either in the plan or another document) to provide policy guidance and direction to the emergency management organization it has established, and the procedures by which that guidance and direction is to be provided. Each local authority and regional district **may** appoint committees to advise and assist, and a coordinator.

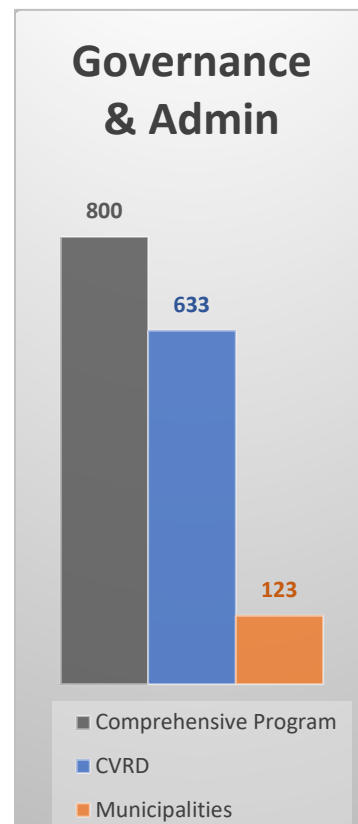
Though not a mandatory requirement, an emergency program coordinator is recommended by both legislation and Canadian emergency management standards (CSA Z-1600) to coordinate and/or lead the development, implementation, evaluation, maintenance, and continual improvement of the program. CSA Z1600 and EMBC both recommend the development of a strategic plan for the emergency program to include mission, goals, policies/procedures, and implementation activities/schedule against a defined budget.

Current State

The CVRD has established a bylaw (1831) for the emergency management of its electoral areas. This includes the administration of the program, the implementation of the plan and declarations of local states of emergency. The CVRD has also established a bylaw (1909) to identify the cost recovery for a regional Emergency Program Service provided to the four municipalities within the Cowichan area – Municipality of North Cowichan, City of Duncan, Town of Lake Cowichan and Town of Ladysmith. The CVRD has also established several agreements with First Nations to share similar services to the Emergency Program Service.

Table 1 CVRD Electoral Area Emergency Management Delegated Authorities

	Designated Emergency Management Organization (EPA, s.3)	Committees Appointed (Bylaw 1831)	Coordinator Appointed (Bylaw 1831)
CVRD Electoral Areas	CVRD Protective Services (now CVRD Emergency Management Division)	<ul style="list-style-type: none"> Protective Services Committee (no longer exists) – ongoing operation of the program Emergency Planning Committee – development and maintenance of the plan and program 	Emergency Program Coordinator – reports to Board through the PS Committee, facilitates preparedness, response and recovery measures, and activates the plan.



Gaps

Generally municipalities, though recipients of the regional Emergency Program Service, do not appear to have established bylaws to designate an emergency management organization. Legislative gaps are summarized below. Furthermore, few local authorities, if any, have formally developed and implemented an emergency program strategic plan.

Table 2 Legislative Gaps Amongst Local Authorities

	Designated Emergency Management Organization (EPA, s.3)	Committees Appointed	Coordinator Appointed
CVRD Electoral Areas	-	<ul style="list-style-type: none">• Protective Services Committee no longer exists – using Community Service Committee• Emergency Planning Committee – unclear purpose, included members of municipalities and FNs	-
Town of Lake Cowichan	None identified	<ul style="list-style-type: none">• Emergency Program Management Committee (Town of Lake Cowichan Bylaw No. 1039-2020)	Not formally
City of Duncan	None identified	None identified	None identified
Municipality of North Cowichan	None identified	None identified	Acting role identified
Town of Ladysmith	None identified	None identified	None identified

Recommendations

- 1.1 CVRD should update bylaws to reflect desired committee governance.*
- 1.2 Municipalities must establish and/or identify the “Emergency Management Organization(s)” designated to develop and implement plans and other preparedness, response and recovery measures for the whole of the municipality, and establish bylaws and policies indicating same.*
- 1.3 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a clear written Emergency Program Overview to include scope, guiding principles, mission, goals, policies/procedures, and a strategic plan with actions and implementation schedule against a defined budget.*
- 1.4 All municipalities should identify an Emergency Program Coordinator to act as central liaison and point of program coordination.*

2. Hazard, Risk and Vulnerability Analysis (HRVA)

Includes risk assessments (Hazard Risk Vulnerability Assessments) and the analysis which will be used to define and implement emergency management organization objectives.

Requirements

The *Local Authority Emergency Management Regulation* requires that “a local authority must reflect in the local emergency plan prepared by it under section 6(2) of the Act:

- a) The potential emergencies and disasters that could affect all or any part of the jurisdictional area for which the local authority has responsibility, and
- b) The local authority’s assessment of the relative risk of occurrence and the potential impact on people and property of the emergencies or disasters referred to in paragraph (a).”

Both the provincial government and the CSA Z1600 emphasize the importance of risk assessment and impact analysis to inform emergency planning and the emergency program. An up-to-date Hazard Risk and Vulnerability Assessment prepares organizations for the most likely/high risk hazards, and enables them to set priorities for action, resourcing, and targeted training.

Current State

Participating jurisdictions are included in the Local Authority CVRD Emergency Plan (Regional Emergency Plan), which was based on a high-level Hazard, Risk and Vulnerability Analysis.

Gaps

Most local authorities do not have a community-specific all-Hazard, Risk and Vulnerability Assessment. The HRVA used in the development of the Regional Plan was a preliminary assessment only and has not been updated in several years. When the HRVA was initially developed, it did not follow the recommended fulsome process which involves a large working group including community members, vulnerable group representatives, engineers, environmentalists, hazard subject matter experts, and requires collaboration, community engagement and traditional knowledge.

Recommendations

- 2.1 Each local authority, or the EMO if a single emergency management organization is established, should complete a fulsome HRVA (inclusive of all community nuances, vulnerabilities and resiliencies). This HRVA should be used to develop plans, procedures and focus the emergency program to address the greatest risks.*



3. Risk Mitigation

Mitigation is action taken proactively to prevent or minimize a hazardous event from occurring by eliminating the hazard, or reducing the potential impact.

Requirements

The current EPA does not include any specific requirements related to mitigation or prevention. Under CSA Z1600, the organization shall develop strategies to mitigate, limit or control the consequences, extent or severity of an incident. Furthermore, the organization shall develop strategies which focus on incident prevention.

Current State

The Corporate Strategic Plan includes a strategic objective for the Board to “identify and prioritize natural hazard assessments for wildfire, flooding, sea level rise, and landscapes, to inform local and sub-regional land use planning decisions”. The CVRD has recently implemented a Natural Hazard Risk Tolerance Policy to guide land planning/use decisions and engineering pre-requisites. Under the Environment Division of the CVRD and outside of the Emergency Program Service, a CVRD Natural Hazards Disaster Risk Reduction Strategy was developed and some natural disaster mitigation activities have been and are carried out including flood mitigation planning, dike management, and National Disaster Mitigation Program grant opportunities and projects (primarily flood focused). These programs include one or two municipal and/or First Nation members depending on the territory under examination and the opportunities available through grant programs.

The Cowichan area has a current Community Wildfire Protection Plan (CWPP) which was substantially updated in 2017. Some communities are in the process of developing their own CWPP. Some FireSmart program elements have been applied as one-off measures in select areas by local authorities (e.g. some fire prescriptions/treatments applied). Various small activities have been carried out when grant funding for one-off projects has become available.

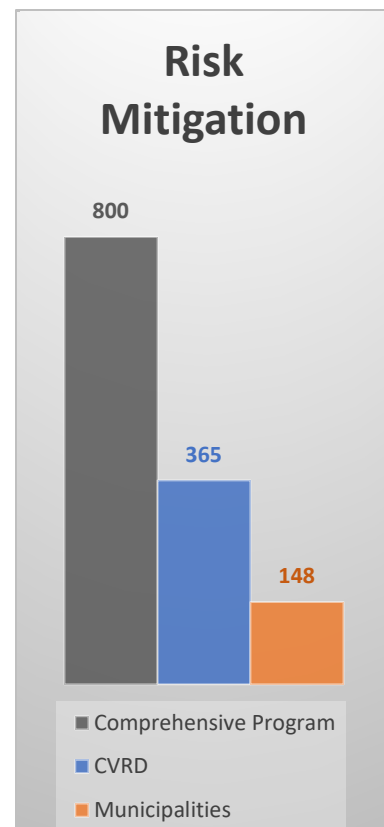
Gaps

There is currently no fulsome resiliency assessment and mitigation strategy to include all hazards, all vulnerabilities, all partners and a range of risk controls has not been developed. Some high-risk hazards have only been included at a very preliminary level.

Wildfire threats, a high and likely risk in the Cowichan area, would be more thoroughly mitigated under a comprehensive FireSmart strategy and program to include awareness, preparedness, fuel management, other mitigation measures, and training. Currently small portions of the FireSmart program have only been implemented temporarily in the Cowichan area. The program has not been universally or consistently adopted by all electoral areas, local authorities or First Nations.

Recommendations

- 3.1 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should draft an overall resiliency assessment and mitigation plan based on the HRVA (see recommendation 2.1).*



- 3.2 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a comprehensive FireSmart strategy and program.*

4. **Preparedness**

Includes training, exercises, public awareness and After-Action Reviews (post event/exercise debriefs and related corrective actions).

A. Public Awareness/Education

Requirements

There are no legislated requirements in BC to provide awareness and education to the public about emergencies.

CSA Z1600 recommends that the organization develop and implement public awareness and education programs where the public is potentially impacted by an incident.

Though not legislatively required, preparedness of communities, neighborhoods, families, businesses, and visitors is essential to reducing the burden on emergency responders and local governments during a significant incident. Preparedness reduces the impact of an incident and plays a direct role in reducing harm.

Most communities in BC provide some awareness/education to the public either passively (through websites, printed information in municipal offices) or more actively (through community presentations, preparedness events).

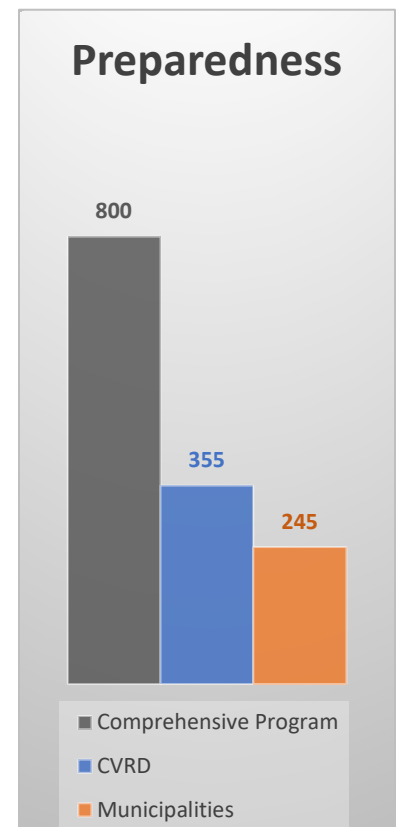
Current State

The CVRD currently delivers approximately 40-60 presentations per year to various groups in the Cowichan area as requested. The CVRD maintains and stores a large collection of education materials to support residents, business and visitors. All local authority websites provide some general information about preparedness. The CVRD, as part of the Emergency Program Service has also developed a neighborhood emergency program which provides tools and training to empower community groups to be prepared and to participate in the response/recovery. This program has been deployed to some Cowichan areas.

Gaps

Preparedness presentations are provided as requested, but there is no strategic plan to ensure consistent coverage and reach across all areas of the Cowichan and into all groups. There is currently no target measures or methodology to measure success of this program element.

The CVRD neighborhood emergency program was initially developed and implemented with a few groups, but due to limited capacity implementation has been sporadic. Training and tools are in many cases out of date and need to be refreshed. These groups require re-engagement and annual support to ensure they can be sustained and operational in a wide spread emergency.



Recommendations

- 4.1 The Emergency Program Service should continue to provide preparedness education and awareness to community groups, neighbourhood response teams, non-government organizations and other interested parties. An awareness plan should be developed to ensure a strategic, equitable, encompassing and measurable approach to awareness and education across the Cowichan area with a focus on vulnerable groups and neighborhood emergency teams.*
- 4.2 All partners should collaborate on an annual event to generate awareness and educate residents, visitors and businesses in the Cowichan area.*

B. Training & Exercises

Requirements

The EPA requires that each local authority must “establish and maintain for all emergency response staff to whom responsibilities are assigned in the [emergency] plan (i) a program of emergency response exercises and (ii) a training program”.

CSA Z1600 states that an organization should implement a training and educational strategy. It should have a plan for training that includes competencies, the scope, frequency, and records. It goes on to add that exercises should validate individual essential elements, interrelated elements, or the entire plan(s) and the results should be documented.

Current State

The CVRD Emergency Program Service currently provides training to local authority EOC teams and ESS teams. EOC training is coordinated as needed in consultation with the local authority. REOC training has been provided annually. ESS training is delivered with more frequency (as new volunteers join the ESS Level 1 team), but is primarily online through the Justice Institute of BC (JIBC). Reception centre training is delivered approximately every two years. Exercises are held several times a year, community participation varies.

Gaps

There is currently no established training and exercise strategy for all local authorities. Exercises for example should be delivered with increasing complexity as teams gain competence and confidence. Though training is occurring, an established frequency and schedule which ensures coverage across all areas/teams has not been implemented.

- 4.3 The Emergency Program Service should continue to provide training to EOC and ESS teams under a shared Training and Exercise Plan. This five-year plan should include the training requirements and recommendations for designated roles in a response, and provide a schedule of exercises for each community that increase in complexity over time, culminating in a full scale multi-jurisdictional exercise every three to five years.*

C. After Action Reviews

Includes post event and post exercise debriefs and actions of lessons learned.

Requirements

Under CSA Z1600, organizations should conduct exercises to validate individual essential elements, interrelated elements, or the entire emergency plan(s) and have the results documented. Organizations should use the exercise results to identify plan gaps and limitations, and improve and revise the plans. The organization shall take corrective actions on deficiencies, gaps, and limitations identified and documented during the [...] exercises, and tests. The organization must also establish change management, and continual improvement processes.

Current State

Post event reviews are regularly held by CVRD for significant REOC and ESS events. A debriefing is held to identify corrective actions, and these actions are assigned for completion. It is encouraged but unknown whether some municipalities may be reviewing events independently. Exercises generally incorporate some form of after-action review/debrief.

Gaps

Corrective actions are not currently being shared across all local authorities. There is currently no formalized reporting to the CVRD Board or Committees on corrective actions. There is also currently very limited capacity to track the completion of action items. Some corrective actions remain outstanding and are raised again in subsequent events.

- 4.4 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should establish a formal After-Action Review process and procedures to clarify when debriefs will be held and how actions will be tracked to completion.*
- 4.5 Each local authority or, in the event a single Emergency Management Organization is established, the EMO should report annually on continuous improvement measures (and completion of corrective actions) to its council/board and to the public.*

5. Response Planning

Includes emergency plans, communications and warning, response operations, emergency support services, and operational readiness.

A. Emergency Plans

Includes regional response plans and community-specific response plans including evacuation route planning.

Requirements

The EPA requires that “a local authority must prepare or cause to be prepared local emergency plans respecting preparation for, response to, and recovery from emergencies and disasters” (S.6[2]). This also includes a “periodic review and updating of the plan(s)” and “procedures for updating the plan(s)”.

The *Local Authority Emergency Management Regulation* requires that “a local authority must reflect in the local emergency plan prepared by it under section 6(2) of the Act:

- c) The potential emergencies and disasters that could affect all or any part of the jurisdictional area for which the local authority has responsibility.

Current State

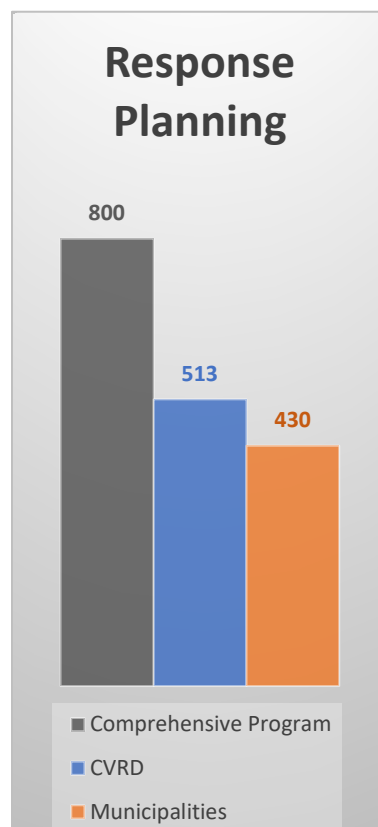
Participating jurisdictions are included in the Local Authority CVRD Emergency Plan (Regional Emergency Plan), which meets current legislative planning requirements. It includes general EOC Operational Guidelines for communities and the REOC to implement. Additionally, some communities have begun to develop Evacuation Route Plans (e.g. some electoral areas) through grant funding.

Gaps

Most local authorities do not have community-specific plans that are maintained, distributed and exercised. Existing Plans are not regularly exercised. With the exception of the regional emergency plan, there is currently no standardization or consistency between operational plans (so that neighbouring teams can easily support operations during an expanding incident). EOC guidelines are available to all communities however the tools, systems, people, and set-ups may not be established in each area to implement the plan.

Recommendations

- 5.1 *Each local authority should develop, implement and maintain a community-specific emergency plan. This plan should be based on the hazards, risks and vulnerabilities identified in the HRVA. It should consider and include specific procedures/people, evacuation routes, muster locations, critical services, and vulnerable groups for that community.*
- 5.2 *The CVRD or, if a single emergency management organization is established, the designated EMO should implement a community plan template so that plans in the*



Cowichan area follow a similar format and structure. This will enable interoperability, and reduce training and knowledge barriers when local authorities and First Nations support each other in response to an incident.

B. Communications & Warning

Includes internal and external communication to directly support response to an incident, e.g. radio systems, responder communication tools, EOC communication tools, public warning systems.

Requirements

Under the EPA, a Local Authority is required to “establish procedures by which those persons who may be harmed or who may suffer loss are notified of an emergency or impending disaster” (s.2e).

Under CSA Z1600, the organization shall implement its communication and warning strategy to address the needs for communication before, during, and after incidents. This should include a communications assessment, establishment of communication systems including the need for redundancy, interoperability, and security of those systems, procedures for the effective flow of information through the selected communication systems, emergency communication and warning capability to advise the affected populations of hazards and threats to people, property, the environment, and/or the continuity of services, a central point of contact for the social and designated media resources, and procedures to gather, monitor, and disseminate emergency information.

Current State

A central emergency notification system is provided by the CVRD for use by all partners. The system is primarily designed to be a public warning system where people who have registered receive emergency notifications from participating Local Authorities and First Nations via text, voice call and email, and mobile application. It can be used to notify and activate internal teams to respond to an emerging issue.

The region maintains an emergency communications network to support EOC and first responders in large scale events including:

- 30-person volunteer communications team
- Portable radio gateway (joins disparate radio networks for inter-operability)
- Deployable two-way radios (mobile, portable)
- Pre-positioned disaster radios in critical facilities throughout the region
- Portable VHF radio repeater
- Regional VHF radio network
- Portable MSAT satellite telephone
- Radio communications facility (dispatch capability)
- Access to communications trailer with multiple technologies available
- Radio technician and support vehicle w/ test equipment

Gaps

The emergency notification system relies largely on individuals to sign up before they will receive notifications. Promotion of the tool among residents and visitors is therefore critical to ensure adequate coverage can be achieved (25-30% target). Current coverage is estimated at 2%. Efforts are needed by partners to ensure a successful public warning platform. All local authority EOC teams should also be loaded into a notification tool to ensure they can be quickly activated. These lists

require some maintenance to ensure they are accurate. Knowledge of the Cowichan disaster radios is low, and some users may struggle with its use in a widespread emergency.

Recommendations

- 5.3 All local authorities should identify the same notification system as the emergency alert system to ensure maximum participation and increased saturation.*
- 5.4 All local authorities should actively advertise and promote the emergency alert system for the Cowichan area.*
- 5.5 Each local authority or, if a single emergency management organization is established, the designated EMO should establish trained authorized users for the Emergency Notification System to ensure rapid deployment of public warnings and/or EOC team activations during an incident.*
- 5.6 All EOC teams and alternates should be uploaded and maintained in the Emergency Notification System to enable rapid deployment.*
- 5.7 The Disaster Radio program should be refreshed to include training for all partners and sites.*
- 5.8 Emergency Communications exercises should be integrated into the Cowichan Exercise and Training Program.*

C. Response Operations

Includes teams (EOC and ESS), incident management systems and tools, and standard operating procedures.

Requirements

The EPA requires that “a local authority is at all times responsible for the direction and control of the local authority’s emergency response” (S.6[1]). Furthermore “a local authority may, in writing, delegate any of its powers and duties under this Act to the committee, emergency management organization or coordinator, except the power to make a declaration of a state of local emergency” (S.6[4]). The *Local Authority Emergency Management Regulation* requires that a local authority must “coordinate the provision of food, clothing, shelter, transportation and medical services to victims of emergencies and disasters” (S.2.3f).

CSA Z1600 emphasizes the importance of establishing an incident management system to control, direct and coordinate response, continuity and recovery activities. This should include organizational hierarchy, roles, and responsibilities for each incident management function. Under the BC Emergency Management System, communities should use a comprehensive response management system based on Incident Command System to ensure a coordinated and organized response to emergencies and disasters. Furthermore, under CSA Z1600, the organization must further have operational procedures for response, procedures to conduct damage and impact assessments (situational analysis), and procedures to allow for a transfer of leadership during response.

Current State

The *Emergency Management Agreement* (signed November 2017) between all local authorities in the Cowichan area states that local authority Emergency Operations Centres are established for emergency events affecting only a single jurisdiction, whereas the Regional Emergency Operations Centre may be established for electoral area incidents or larger, multi-jurisdictional events.

Several municipalities have identified Emergency Operations Centre (EOC) teams. The CVRD has established a Regional Emergency Operations Centre (REOC) team. All teams use the Incident Command System (or some variation) to identify roles and responsibilities. With increasing remote requirements due to COVID-19, the CVRD uses a trial version of D4H to support a virtual REOC.

The Emergency Program Service currently provides Emergency Support Services (ESS) for all communities in the Cowichan area. This short-term temporary support to victims of emergencies and disasters is provided in both level 1 events (e.g. house fire where only one or two families impacted) and in large events (with multiple households impacted such as floods, wildfire evacuations). ESS is currently provided by both CVRD and Ladysmith staff, and a recently developed team of volunteers.

Gaps

Not all groups have maintained a current EOC team. Some roles are missing from these teams which may create a gap in a response. Situational analysis and damage assessment processes have not been formalized, nor roles identified to complete these functions.

The ability to operate EOCs and the REOC remotely, continue as the threat of COVID-19 remains. Virtual tools, such as D4H were only purchased temporary but have now become increasingly embedded in processes and procedures.

Changes are forthcoming to the provincial government's financial disaster assistance guide which will reduce cost reimbursement eligibility during response. Local authorities will likely have to cover any human resource costs to run EOCs and ESS. To help manage these costs, the region must continue to support staff response capacity and build additional volunteer capacity (in particular to support the ESS program).

Recommendations

- 5.9 Each local authority should maintain a current roster for their local EOC. This roster should be updated regularly and should identify at minimum section chiefs (planning, operations, logistics, finance) and management staff (director, liaison, information, risk management). If a regionalized EMO is established, each partner should provide an alternate available for each essential role.*
- 5.10 The REOC should implement incident management tools and systems that support ongoing remote activities.*
- 5.11 Situational awareness and analysis procedures and roles for a response should be formalized for all EOCs/REOC.*
- 5.12 Damage assessment processes should be formalized and personnel in all jurisdictions trained to implement during an incident.*

5.13 The Cowichan area should continue to build on response team capacity by increasing volunteer engagement. Volunteer teams can provide additional support to staff (which continue to provide a reliable backbone for response in the region).

D. Operational Readiness

Includes managing resources such as vehicles, trailers, facilities, equipment and supplies to ensure a state of readiness and ensuring the right procedures exist to request resources, procure support and manage extraordinary expenses.

Requirements

The EPA requires that a local authority “identify the procedures by which emergency resources, including, without limitation, personnel, equipment, facilities, and financial resources, may be obtained from sources within or outside of the jurisdictional area for which the local authority has responsibility”.

According to CSA Z1600 organizations must establish primary and alternative EOCs (physical or virtual), capable of supporting the management of emergency and continuity response operations. Organizations must conduct tests to confirm the functionality and interoperability of critical systems, equipment, and technology.

Current State

The CVRD currently maintains number of caches and facilities aimed to provide response support during an incident. These resources are available to all local authorities under the Emergency Program Service.

Table 3 Emergency Management Resources (available under the Emergency Program Service)

Vehicles	<ul style="list-style-type: none">• 1 1/2 (1 Passenger/SUV & 1/2 Truck)
Trailers	<ul style="list-style-type: none">• 1 Emergency Support Services Trailer (Mobile Reception and Pet Care Unit)• 1 Sprinkler Protection Unit
Storage Units & Supplies	<ul style="list-style-type: none">• 5 Storage Containers (Bing’s Creek) with significant quantities of various disaster supplies and equipment
Facilities	<ul style="list-style-type: none">• 1 Primary REOC• 4 Primary Reception Centres (one maintained by Ladysmith)
Other Equipment/Supplies	<ul style="list-style-type: none">• Evacuation Kits (distributed to RCMP detachments)• Disaster Radios at key infrastructure/services

All municipalities have identified a location for a primary local EOC.

Gaps

The CVRD has some mobile units, but a limited capacity to tow these units. Only one part-time tow-capacity vehicle (split between two services) is available to the Emergency Program.

Most supplies are stored in fixed locations, centrally located and a significant event could prevent access.

In isolation, all local authorities have only a primary EOC. It is unknown if these EOCs are regularly maintained. Secondary EOCs within each jurisdiction have not been identified. Secondary reception

centres have also not been formally identified, though some informal secondary reception centres do exist.

Disaster supplies are in a centralized location which may be difficult to access in a widespread and devastating event.

There is no established testing or maintenance schedule for facilities or supporting equipment, for CVRD or for local authorities.

Recommendations

- 5.14 Each local authority should identify a secondary location for an EOC.*
- 5.15 The CVRD (Emergency Program Service), or EMO if a single emergency management organization is established, should implement an operational readiness maintenance and testing plan to ensure regular and established testing and maintenance of equipment, tools and systems.*
- 5.16 Each local authority should identify prepositioned (fixed) disaster supply locations based on community layout and vulnerabilities. These locations should be stocked, maintained, and part of a public awareness campaign.*
- 5.17 Secondary reception centres should be identified/confirmed in each community. Baseline requirements for these secondary centres should be established and maintained.*
- 5.18 The CVRD, or EMO if a single emergency management organization is established, should assess mobile assets and establish an appropriate fleet procurement and management plan. Vehicles should be appropriate for daily operations as well as response activities.*

6. Recovery Planning

Recovery involves the steps and processes taken/ implemented to repair communities affected by an emergency event, restore conditions to an acceptable level, or improve them where possible, and to restore self-sufficiency and increase resilience. In this context, it includes essential service recovery and community recovery.

Requirements

The *Local Authority Emergency Management Regulation* requires that each local authority must “establish the priorities for restoring essential services provided by the local authority that are interrupted during a disaster” S.2(3.g), and “recommend to service providers for restoring essential services not provided by the local authority that are interrupted during an emergency or disaster” S.2(3.h).

Under CSA Z1600, the organization shall execute procedures to restore and return operations from the temporary measures adopted during an incident to support normal business/operations requirements after an incident. The organization shall also provide recovery plans for short-term and long-term priorities for restoration of functions, services, resources, facilities, programs, and infrastructure.

Current State

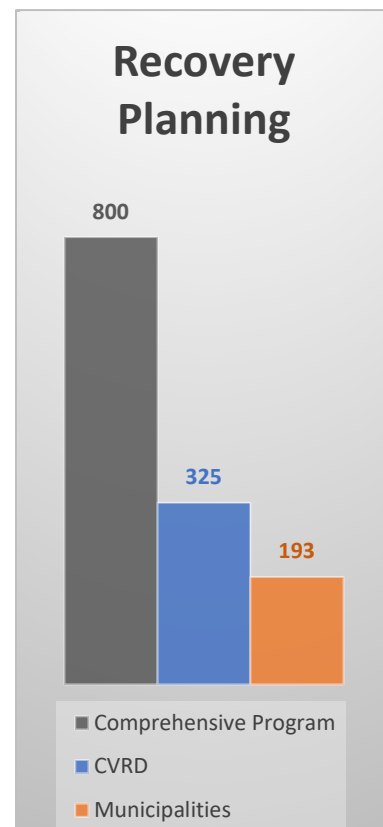
Several local authorities have taken some initial steps towards business continuity planning, especially given the impact of COVID-19, but most do not have any formal recovery plans (either for short term or long-term recovery). In a significant event, most local authorities in the Cowichan Area would rely on Disaster Financial Assistance funding (provided in some cases after a widespread event has occurred) to establish a recovery coordinator and develop a plan.

Gaps

Recovery planning “at the time of the event” can be ineffective. While recovery is being planned, valuable time passes during an incident and additional damages may be compounded (e.g. mold in a flood). The recovery role of the EOC team and other local authority staff may not be clear and may create additional delays.

Recommendations

- 6.1** *Each local authority or, if a single emergency management organization is established, the EMO should develop templated recovery plans for top hazards as identified in the HRVA. Recovery plans should include the priorities to restore essential services, processes to re-establish community functions, and recovery roles. The plans must be relevant and achievable by local authorities with or without a Disaster Financial Assistance program.*



7. Program Evaluation

Includes self reviews, internal reviews, and audits. After Action Reviews (post event or post exercise) are not included in this section – see instead Section 4 Preparedness.

Requirements

CSA Z1600 requires that “the organization shall conduct scheduled evaluations to validate conformance to strategies, plans, and procedures, and have the results documented.” This also includes taking corrective actions on “deficiencies, gaps, and limitations identified and documented during the program evaluation [...] and audit and review processes”. The standard includes the provision that “senior management shall review the emergency and continuity management programs at planned intervals” to ensure accountability at all levels.

The organization shall ensure that the program review process incorporates ongoing analysis and evaluation, as well as corrective action planning and review.

Current State

There have been no formal emergency program evaluations in the past ten years for any local authorities in the Cowichan area outside of this report. Due to limited resources and increasing incident, most local authorities in the Cowichan area have not engaged in program review activities outside of any After Action Reviews (which are captured and evaluated under in Section 4 – Preparedness).

Gaps

For all local authorities, there have been no formal program-wide evaluations or measures of success outside of post-event reviews (which focus solely on the improvements that can be made as discovered during an incident). There has been no formal annual report on progress shared with partners. Community engagement on program effectiveness has been informal to date.

Recommendations

- 7.1** *Each local authority or, if a single emergency management organization is established, the EMO should develop and implement a program evaluation process and schedule. Progress should be reported to senior levels and summarized for the public.*



PART 2: PROGRAM MODELS

Across BC, the approach and implementation of emergency response and management programs is varied. There are several emergency program governance models available to local authorities and First Nations. The models, described below, and variations of the same can be found across BC. A summary of program models can be found in [Appendix B](#).

1. Current State – Blended Model

Currently Cowichan local authorities are operating under a blended model where some elements continue to be provided under a regional service for partners, but other elements must be provided by each local authority independently.

The CVRD's Emergency Program Service provides the following:

- Support for training (delivery of training to established EOCs including tabletop and functional exercises, training for ESS teams, training for ECT);
- A regional emergency plan;
- An emergency notification system;
- A redundant emergency communications network and support;
- Emergency preparedness awareness for the public;
- A REOC and team; and
- An ESS program (for small and large incidents).

Local Authorities (including the CVRD for its Electoral Areas) are each responsible for the following:

- Establishing an emergency management organization and strategic plan for the organization
- Establishing a committee (if not covered by policy group) to provide advice and decisions on program
- Establishing policy group (authority to declare a State of Local Emergency)
- A Local EOC (stocked, supplied, maintained) and team
- Community specific hazard assessments and plans to ensure an effective response
- Community-specific mitigation
- Additional training beyond that offered by CVRD Emergency Program Service

As the cost and resource requirements to implement some program elements are shared, this model can be cost-effective where needed. Partners can maintain control and individual identity in other elements of the program. However, this model requires a more complex governance system to ensure both the autonomy of some program pieces and joint decisions for other program elements. Although this model has been in operation in the Cowichan area for several decades, there has been confusion about the roles and responsibilities of each partner which may have led to a degradation of the program as a whole.

2. Single Entity Model

A single entity model requires each local authority to manage, operate and deliver all elements of its own emergency program. The local authority must establish its own emergency management organization and manage all program areas under a single strategic plan. Some portions may be contracted out to third parties/private entities (e.g. emergency alert system) but the local authority still administers and has primary responsibility for each element of the program.

The single entity model is primarily seen in large rural municipalities where the population base (and therefore funding mechanism) is substantial. This model allows the local authority to maintain control over all elements of its program, however it can be resource intensive. Single entity emergency management programs must take extra care to develop agreements, build partnerships, and train/exercise with other partners to ensure interoperability (as this is not already established as a natural part of their daily governance structure). Changes in guidelines and legislation (such as the proposed changes to the EPA and forthcoming changes to the Financial Assistance for Response and Recovery Guide) are more impactful to the single entity. It is likely that this model may not be achievable for most local authorities in the Cowichan area given the intensive resource requirements and effort required to establish, maintain and improve a program.

3. Regionalized Model

A regionalized model is where all emergency program elements are managed and coordinated for multiple partners through one established emergency management organization (EMO). A single governance structure is established representative of all partners to set a single strategic plan for the EMO. The EMO operates under this strategic plan to achieve mitigation, preparedness, response and recovery objectives for all partners. A centralized budget and consolidated resources help ensure a consistent and cost-effective program. One EMO for all can leverage regional grant opportunities and establish greater depth of positions (multiple EOC Directors across the region can step into the role for any partner). Local authority interoperability is built naturally into daily operations, and becomes second nature during a response.

A notable recent example of this model is the Regional District Central Okanagan EMO. The RDCO EMO is a regional service working under a single bylaw and governance structure for all municipal, regional district CAOs and in partnership with Westbank First Nation. The EMO derives its authority from the Regional District Board of Directors which is made up of 13 elected and appointed representatives from the Electoral Areas and the member municipalities. In addition, a non-voting member is appointed to represent the Westbank First Nation. The Regional Board delegates its full authority to the Emergency Management Organization comprised of the Chief Administration Officers (CAOs) from each member municipality plus the Emergency Program Coordinator (EPC). It is also based on the continuation of a Service Agreement with the City of Kelowna for the provision of an EPC, support staff and the Emergency Operations Centre itself.

PART 3: NEXT STEPS

The options and resource impacts of proceeding are discussed below – working within the current model to address gaps, or moving towards a regionalized model to address the gaps as one organization. The human resource requirement for both models is summarized below as generalized estimates only.

A detailed analysis of the resource impact is also available in [Appendix C](#).

Option 1 – Status quo

Municipalities and the CVRD may choose to maintain status quo. The risks with not proceeding with any particular recommendation are highlighted in [Appendix A](#) and do include regulatory non-compliance. Generally, the recommendations that are contained in this report were selected as they are either the most effective way or the only way to address a high-risk gap. The recommendations and this report are not focused on low risk items.

Option 2 - Addressing the gaps with improvements to the blended model

To implement the recommendations in this report, while still maintaining the current governance model, each municipality will require 0.75 – 1.0 fulltime position to implement and maintain their portion of the emergency program as described in this report. This position would act as municipal EPC/liaison and take on the development, implementation and maintenance of the required components of the emergency program while still being supported by the offerings of the Emergency Program Service. Municipalities would also need to invest in appropriate EOC and disaster supplies, personal protective equipment (PPE), and potentially a vehicle to support the recommendations. Grant funding may provide some relief to initial development efforts.

To support the ongoing emergency program requirements for its electoral areas, the regional district will need to add 0.75 of a fulltime employee. This additional resource is required to address the local authority gaps that exist in the electoral area program, not the regional Emergency Program Service.

The Emergency Program Service, delivered by the CVRD, will require an additional investment of one 0.75 fulltime employee to address any current service area gaps and support the recommendations described in Part 1 for all partners. This above the 0.75 fulltime employee described above to support the electoral areas.

Option 3 - Moving to a regionalized model

Given the escalation of incidents and pivotal changes in future legislation, as well as the benefit of pooled resources to adapt to change, a regionalized model is worth strong consideration.

If all local authorities agree to move to a fully regional model, the establishment and operation of a regionalized EMO would require the addition of two fulltime employees. This also aligns to other BC examples of staff compliment required to support multiple local authorities. The roles for a regionalized EMO could be established by discipline as seen in chart 2, or by jurisdiction as seen in chart 3. Initial efforts would be focused on establishing governance and planning including developing a strategic plan for a regionalized emergency management organization, completing HRVAs and developing/updating community emergency plans.

The governance of a regionalized model is also an essential consideration, as the organization itself may best report directly to all CAOs. Like the Emergency Program Service currently, it could continue to be accountable to the Board. Additional consideration should be given to our First Nation Partners

who may also wish to engage with a future EMO and derive benefits from a collaborative approach. This would be an important consideration when designing the governance structure for such an organization.

Chart 2 – Roles by Function

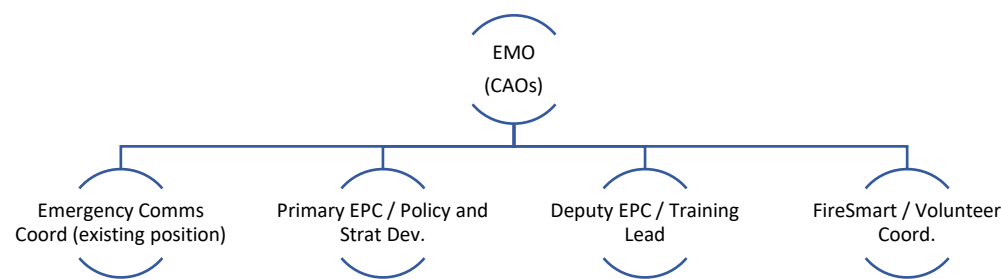
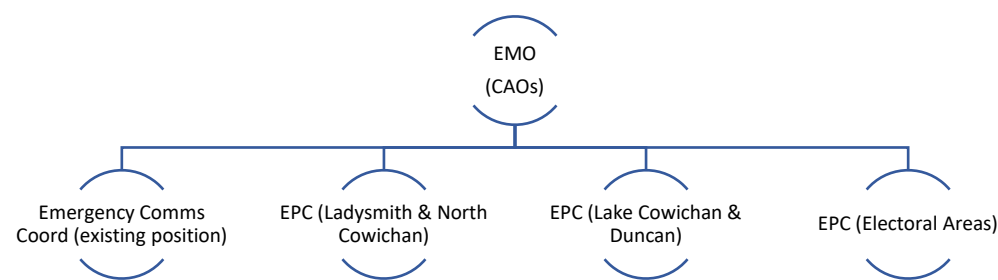


Chart 3 – Roles by Jurisdiction



A summary and comparison of the above options – option 1, 2, and 3 - is included in [Appendix D](#).

PART 4: CONCLUSION

An emergency management program is an essential and regulated service. Local Authorities will need to determine the best strategy to support a sustainable and adaptable emergency management program in the Cowichan area. Regardless of the selected model for Cowichan local authorities, an investment into resources and effort is required by all respective local authorities and the regional emergency program service to address critical gaps. This investment is essential to address the increasing frequency and severity of incidents and risk, as well as meet current regulatory requirements.

APPENDIX A: SUMMARY OF RECOMMENDATIONS & RISKS

Below is a table summary of recommendations and risks for electoral areas (EAs), municipalities (generalized) and the Emergency Program Service (EPS) provided by the CVRD. It takes into consideration the current coverage of the CVRD Emergency Program Service and assumes that all local authorities will continue to operate under a blended approach to emergency management (local authority program + Emergency Program Service).

Table 4 Emergency Program Recommendations, Risks and Responsible Party

DESCRIPTION			Responsible		
Program Element	Recommendation / Deliverable	Risks of not proceeding	EAs	Munis	EPS
1. Governance & Administration	1.1. CVRD to update bylaws for electoral areas to reflect desired committee governance.	Delegation of Authority / Roles not clearly defined, non-compliance with Act	✓		
	1.2. Municipalities must establish/identify the “Emergency Management Organization” designated to develop and implement plans and other preparedness, response and recovery measures for the whole of the municipality, and establish by-laws and policies indicating same.	Delegation of Authority / Roles not clearly defined, non-compliance with Act		✓	
	1.3. Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a clear written Emergency Program Overview to include scope, guiding principles, mission, goals, policies/procedures, and a strategic plan with actions and implementation schedule against a defined budget.	Delegation of Authority / Roles not clearly defined, non-compliance with Act	✓	✓	
	1.4. All municipalities should identify coordinator to act as central contact and point of program coordination.	No central point of coordination, responsibilities for maintenance of the program are divided up among multiple individuals/depts		✓	
2. Hazard, Risk and Vulnerability Analysis	2.1. Each local authority, or the EMO if a single emergency management organization is established, should complete a fulsome HRVA (inclusive of all community nuances, vulnerabilities and resiliencies). This HRVA should be used to develop plans, procedures and focus the emergency program to address the greatest risks.	Risk assessment informs planning, resources and decisions. Without a current risk assessment, planning/resources may be inappropriate.	✓	✓	
3. Risk Mitigation	3.1. Each local authority or, in the event a single Emergency Management Organization is established, the EMO should draft an overall resiliency assessment and mitigation plan based on the HRVA (see recommendation 2.1).	Mitigation is applied as-needed and may not be appropriate or reduce largest risks. Mitigation may not be cost effective (doesn't consider existing resiliencies).	✓	✓	
	3.2. Each local authority or, in the event a single Emergency Management Organization is established, the EMO should develop and implement a comprehensive FireSmart strategy and program.	Increased vulnerability / lower resilience to wildfire. Current piecemeal approach will only address some risks temporarily.	✓	✓	
4. A) Preparedness – Public Awareness	4.1. The Emergency Program Service should continue to provide preparedness education and awareness support to community groups, neighbourhood response teams, non-government organizations and other interested parties. An awareness plan should be developed to ensure a strategic, equitable, encompassing, and measurable approach to awareness and education across the Cowichan area with a focus on vulnerable groups and neighborhood emergency teams.	Varying degrees of preparedness throughout Cowichan, ineffective use of resources.			✓
	4.2. All partners should collaborate on an annual event to generate awareness and educate residents, visitors and businesses in the Cowichan area.	Other methods may not be as effective (higher cost/ lower benefit)	✓	✓	

DESCRIPTION			Responsible		
Program Element	Recommendation / Deliverable	Risks of not proceeding	EAs	Munis	EPS
4. B) Preparedness – Training & Exercises	4.3. The Emergency Program Service should continue to provide training to EOC and ESS teams under a shared Training and Exercise Plan. This five-year plan should include the training requirements and recommendations for designated roles in a response, and provide a schedule of exercises for each community that increase in complexity over time, culminating in a full scale multi-jurisdictional exercise every three to five years.	Training and exercises may not be appropriately planned (scheduled, benefiting multiple teams) and may have low attendance.			✓
4. C) Preparedness – After Action Reviews	4.4. Each local authority or, in the event a single Emergency Management Organization is established, the EMO should establish a formal After-Action Review process and procedures to clarify when debriefs will be held and how actions will be tracked to completion.	Improvements / change may not occur.	✓	✓	
	4.5. Each local authority or, in the event a single Emergency Management Organization is established, the EMO should report annually on continuous improvement measures (and completion of corrective actions) to its council/board and to the public.	Improvements / change may not occur or may not be appropriate.	✓	✓	
5. A) Response Planning – Emergency Plans	5.1. Each community (local authority) should develop, implement and maintain a community-specific emergency plan. This plan should be based on the hazards, risks and vulnerabilities identified in the HRVA. It should include specific procedures/people, evacuation routes, muster locations, critical services, and vulnerable groups for that community.	Response/decisions based on generalized information only, less effective responses. Potential for increased threat to life safety.	✓	✓	
	5.2. The CVRD or, if a single emergency management organization is established, the designated EMO should implement a community plan template so that plans in the Cowichan area follow a similar format and structure. This will enable interoperability, and reduce training and knowledge barriers when local authorities and First Nations support each other in response to an incident.	Less effective responses.			✓
5. B) Response Planning – Communications & Warning	5.3. All local authorities should identify the same notification system as the emergency alert system to ensure maximum participation and increased saturation.	Public confusion, risk to life safety, poor coverage/saturation, increased costs.	✓	✓	
	5.4. All local authorities should actively advertise and promote the emergency alert system for the Cowichan area.	Risk to life safety if there is poor coverage/saturation. Less effective preparedness/response. More burden on emergency responders during an incident.	✓	✓	
	5.5. Each local authority or, if a single emergency management organization is established, the designated EMO should establish trained authorized users for the Emergency Notification System to ensure rapid deployment of public warnings and/or EOC team activations during an incident.	No warnings / delayed warnings, increased threat to life safety.		✓	
	5.6. All EOC teams and alternates should be uploaded and maintained in the Emergency Notification System to enable rapid deployment.	Time delay to establish EOC response (impacting support to emergency responders on site).	✓	✓	
	5.7. The Disaster Radio program should be refreshed to include training.	Unable to use system in an emergency.			✓
	5.8. Emergency Communications exercises should be integrated into the Cowichan Exercise and Training Program.	Less effective communications in an emergency.			✓
5. C) Response Planning –	5.9. Each local authority should maintain a current roster for their local EOC. This roster should be updated regularly and should identify at minimum section chiefs (planning, operations,	Time delay to establish EOC response (impacting support to emergency responders on site).		✓	

DESCRIPTION			Responsible		
Program Element	Recommendation / Deliverable	Risks of not proceeding	EAs	Munis	EPS
Response Operations	logistics, finance) and management staff (director, liaison, information, risk management). If a regionalized EMO is established, each partner should provide an alternate available for each essential role.	Individuals may have to fill roles without adequate/knowledge/training.			
	5.10. The Regional Emergency Operations Centre should implement incident management tools and systems that support ongoing remote activities.	Remote REOC operations will be less effective, (decreased communications, common picture, less effective decisions, record management challenges).			✓
	5.11. Situational awareness and analysis procedures and roles for a response should be formalized for all EOCs/REOC.	Inability to gain adequate situational awareness. Poor decisions during a response, risk to life safety.	✓	✓	
	5.12. Damage assessment processes should be formalized and personnel in all jurisdictions trained to implement during an incident.	Inability to assess impact of incident. Poor decisions during a response, risk to life safety.	✓	✓	
	5.13. The Cowichan area should continue to build on response team capacity by increasing volunteer engagement. Volunteer teams can provide additional support to staff (which continue to provide a reliable backbone for response in the region).	Increased cost of response and emergency support services as financial reimbursement from province is reduced.			✓
5. D) Response Planning – Operational Readiness	5.14. Each local authority should identify a secondary location for an EOC.	Time delay to establish EOC response (impacting support to emergency responders on site).		✓	
	5.15. The CVRD (Emergency Program Service), or EMO if a single emergency management organization is established, should implement an operational readiness maintenance and testing plan to ensure regular and established testing and maintenance of equipment, tools and systems.	Equipment and systems may malfunction or be unavailable during a response.			✓
	5.16. Each local authority should identify prepositioned disaster supply locations based on community layout and vulnerabilities. These locations should be stocked, maintained, and part of a public awareness campaign.	Equipment and supplies may not be accessible in some areas, impact to life safety and increased reliance on emergency responders in those areas.	✓	✓	
	5.17. Secondary reception centres should be identified/confirmed in each community. Baseline requirements for these secondary centres should be established and maintained.	Primary Reception Centres may not be accessible in some areas, impact to life safety and increased reliance on emergency responders in those areas.			✓
	5.18. The CVRD, or EMO if a single emergency management organization is established, should assess mobile assets and establish an appropriate fleet procurement and management plan. Vehicles should be appropriate for daily operations as well as response activities.	Vehicles may malfunction or be unavailable during a response. Some assets may not be deployed.			✓
6. Recovery Planning	6.1. Each local authority or, if a single emergency management organization is established, the EMO should develop templated recovery plans for top hazards as identified in the HRVA. Recovery plans should include the priorities to restore essential services, processes to re-establish community functions, and recovery roles. The plans must be relevant and achievable by local authorities with or without a Disaster Financial Assistance program.	Delayed recovery (increased cost and impact to essential services, some infrastructure and vulnerable groups may not recover if they are not prioritized early).	✓	✓	
7. Program Evaluation	7.1. Each local authority or, if a single emergency management organization is established, the EMO should develop and implement a program evaluation process and schedule. Progress should be reported at senior levels and summarized for the public.	No continuous improvement, no commitment to the program, lack of public buy-in, reputational damage.	✓	✓	

APPENDIX B: SUMMARY OF PROGRAM MODELS

Table 5 Emergency Program Implementation Models

	Regionalized Model	Blended Model	Single Entity Model
Description	All EM services coordinated/administered by one entity for multiple entities	Some EM services coordinated/administered centrally by one entity for multiple entities, other services coordinated managed by each single entity	Full EM Program managed by single entity
Governance	One governing body / organization	Fee for Service (services governed by a Regional Board), and governance for the Emergency Program must be set up for each local authority to manage their independent program components	One governing organization for each entity
Program Areas	All centrally managed	Some program areas managed by each entity, some centrally managed	Each entity manages its own full emergency program
Examples	Regional District of Central Okanagan, Emergency Management Oceanside	CVRD	City of Vancouver, City of Nanaimo
Benefits	<ul style="list-style-type: none"> • Efficiency - pools resources (benefits small players), maximizes grant opportunities (benefits large players), increases response efficiency and depth • Increases preparedness – one source of truth • Less administration (one governing body / organization) • Collaborative approach 	<ul style="list-style-type: none"> • Some cost savings • Some collaboration 	<ul style="list-style-type: none"> • Full autonomy

Challenges	<ul style="list-style-type: none"> • Newer model, may take some time to implement (stand up an organization to act as the organization) – PHASED APPROACH could be used 	<ul style="list-style-type: none"> • Disproportionate benefits • Complex governance • Role/responsibility confusion • Public confusion 	<ul style="list-style-type: none"> • Requires significant resources to implement all areas or some areas/functions are not addressed • May not be feasible for all groups • May create silos • Increasing demands
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APPENDIX C: SUMMARY OF NEW RESOURCES AND COSTS – High Level Estimate Only

DESCRIPTION		BLENDED MODEL									NEW REGIONALIZED MODEL		
		Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
Program Element	Deliverable	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
Governance & Administration	1.1 CVRD to update bylaws, confirm/re-establish committee	-	-	-	20 hrs	40 hrs	-	-	-	-	-	-	-
Governance & Administration	1.2 Establish/identify the municipal “Emergency Management Organization(s)”, supporting By-laws and policies.	60 hrs	40 hrs (quarterly committee meetings and prep)	-	-	-	-	-	-	-	60 hrs	EMO - 40 hrs Partners-10 hrs (committee attendance)	-
Governance & Administration	1.3 Emergency Program Overview (Strategic Plan) with actions and implementation schedule against a defined budget.	40 hrs	20 hrs	-	40 hrs	20 hrs	-	-	-	-	50 hrs (additional consultation effort)	EMO - 20 hrs (maintain strategic plan, budget)	-
Governance & Administration	1.4 Establish Municipal EPCs (or additional staff as required to provide an EMO)	40 hrs (interviews/onboarding)	150 hrs (Liaison and Incident Response/Recovery activities only, other hours captured under each deliverable)	Vehicle/mileage to support work activities and site response /support, PPE, Training, office	-	-	-	-	-	-	-	EMO - 105 hrs (to account for additional incident response/recovery support, liaison)	-
Hazard, Risk and Vulnerability Analysis	2.1 Updated HRVA	70 hrs	20 hrs	Subject matter experts, community feedback would be needed.	70 hrs	20 hrs	Subject matter experts, community feedback	-	-	-	EMO - 140 hrs (for all areas)	EMO - 40 hrs Partner (review) – 5 hrs	Subject matter experts, community feedback
Risk Mitigation	3.1 Community Disaster Resilience Plan	120 hrs	20 hrs (bi-annual review/update)	Impacts other areas of local authority administration – community planning, bylaws, development, waste mgmt., utilities etc.	60 hrs (mitigation plans for some hazards already in progress)	10 hrs (bi-annual review/update)	Impacts other areas of local authority administration – community planning, bylaws, development, waste mgmt., utilities etc.	-	-	-	120 hrs	EMO - 40 hrs (bi-annual review/update) Partners – 10hrs	Impacts other areas of local authority administrations

DESCRIPTION		BLENDED MODEL									NEW REGIONALIZED MODEL		
		Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
Program Element	Deliverable	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
Risk Mitigation	3.2 FireSmart Program	300 hrs	450 - 600 hours (depending on size of municipality)	Grant funding is sometimes available for this function	300 hrs	600 hours (full program requires a 0.5 FTE)	Grant funding is sometimes available for this function	-	-	-	450 hrs	EMO - 600 hrs (full program requires a 0.5 FTE)	Grant funding is sometimes available for this function
Preparedness	4.1 Regional public awareness strategy	-	-	-	-	-	-	35 hrs	100 hours (likely to identify substantially more opportunities than are currently in the program)	-	35 hrs	EMO - 140 hrs (likely to identify substantially more opportunities than are currently in the program)	Updated materials
Preparedness	4.2 Cowichan Emergency Preparedness Annual Event	-	70 hours 70 hours (set-up, promotion, attendance)	-	-	70 hours (set-up, promotion, attendance)	-	35 hrs (planning event)	-	-	-	EMO - 70 hrs	-
Preparedness	4.3 Five-Year Cowichan Training & Exercise Plan to include 5.8 Communications Exercises)	-	105 hours (to attend additional training which is likely to be annual instead of roughly every 2 yrs under ad hoc system)	-	-	- (already attending annually)	-	35 hrs	70 hours (Trainer impact only, REOC staff already attend annual training) currently delivered)	-	70 hrs	EMO - 105 hrs (plan maintenance, development of exercises, and additional opportunities) Partners – 50 hrs (joint training opportunities may reduce training burden)	-
Preparedness	4.4 After Action Review Process	35 hrs	-	Tracking tool	20 hrs (process mostly established)	-	Tracking tool	-	-	-	20 hrs	-	Tracking tool
Preparedness	4.5 Annual report on continuous improvement post incident	-	10 hrs (assumes one significant event every 2 years)	-	-	5 hrs (AARs already completed regularly, only reporting is not currently provided)	-	-	-	-	-	EMO - 25 hrs (assumes one significant event per area every 2 years)	-
Response Planning	5.1 Community-Specific Emergency Plan	140 hrs	20 hrs	Speciality, generally contracted or, at minimum, requires GIS support	120 hrs (Several electoral areas already completed)	60 hrs	GIS	-	-	-	240 hrs	EMO – 140 hrs Partners Review – 10 hrs	GIS, Partner feedback

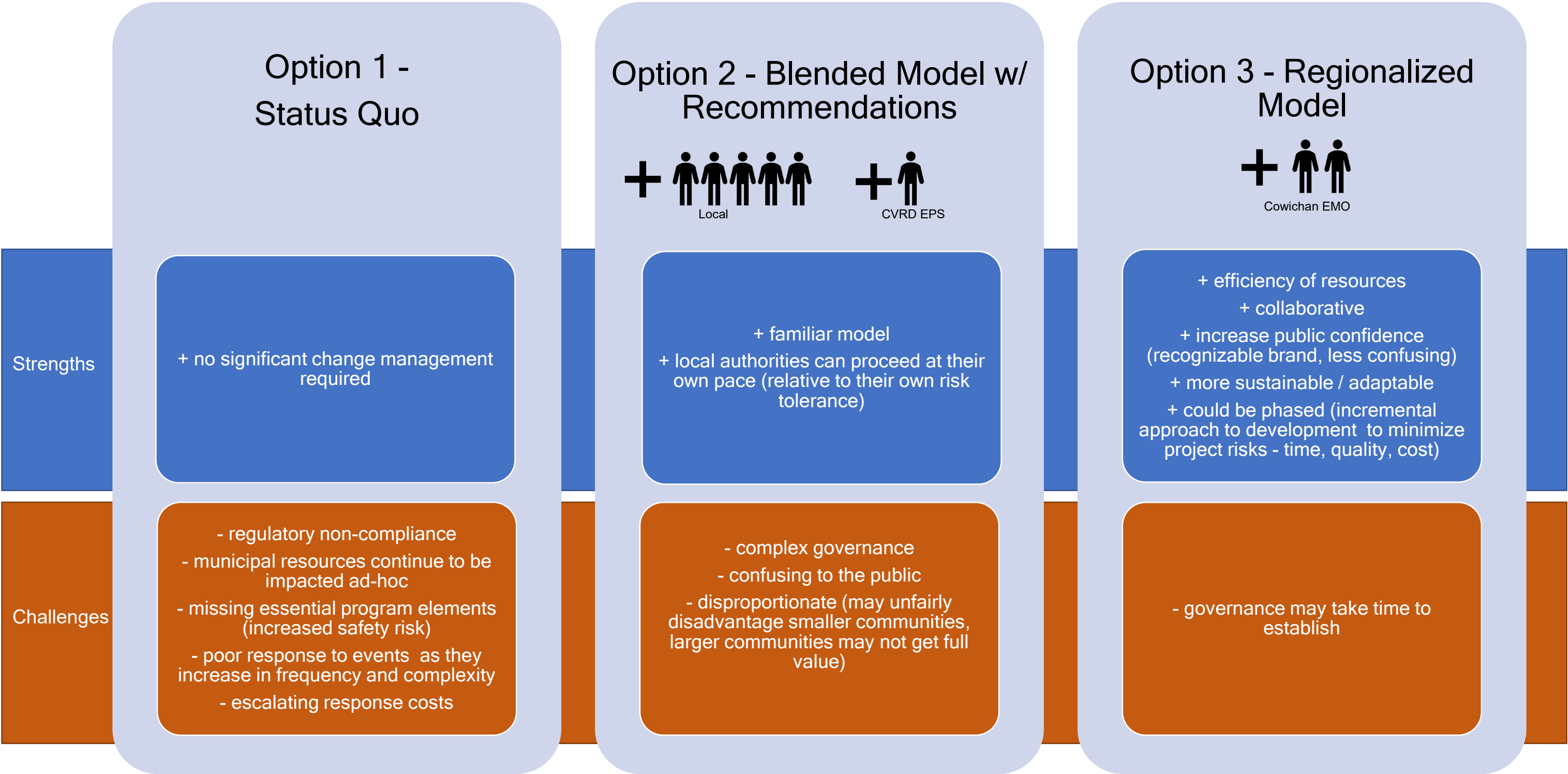
DESCRIPTION		BLENDED MODEL									NEW REGIONALIZED MODEL		
		Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
Program Element	Deliverable	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
Response Planning	5.2 Community Plan template	-	-	-	-	-	-	70 hrs	-	-	70 hrs	-	-
Response Planning	5.3 Confirm single Emergency Notification System	10 hrs (to update messaging/ media)	-	-	-	-	-	-	-	-	-	-	-
Response Planning	5.4 ENS Promotion	10 hrs	10 hrs	Advertising costs, materials	10 hrs	10 hrs	Advertising costs, materials	-	-	-	10 hrs	EMO - 10 hrs	Advertising costs, materials
Response Planning	5.5 Trained users for ENS	-	6 hrs (annual training, each user, 3 users)	-	-	6 hrs (annual training, each user, 3 users)	-	10 hrs (agreements, user procedures/ policies)	2 hrs (deliver training online to all users)		-	EMO – 6 hrs (activates for any community when requested)	-
Response Planning	5.6/5.9 EOC Roster Maintenance and inclusion in ENS	-	4 hrs (quarterly update)	-	-	4 hrs (quarterly update)	-	-	-	-	-	EMO - 10 hrs Partner - 1 hr (quarterly update for all partners)	-
Response Planning	5.7 Update Disaster Radio Program	-	-	-	-	-	-	40 hrs	10 hrs	-	40 hrs	EMO - 10 hrs	-
Response Planning	5.8 Comm Ex Plan (included under 4.3)	-	-	-	-	-	-	-	-	-	-	-	-
Response Planning	5.9 Sufficient depth on key EOC Team roles	20 hrs (role specific training for additional recruits)	-	-	-	-	-	-	-	-	-	-	-
Response Planning	5.10 Incident Management Tool/Application	-	-	-	-	-	-	70 hrs	35 hrs (training, record retention, post incident clean up)	Solution annual license cost	70 hrs	35 hrs (training, record retention, post incident clean up)	Solution annual license cost
Response Planning	5.11 Situational Analysis Roles and Procedures	20 hrs	-	GIS mapping, displays, situation status boards	10 hrs	-	-	-	-	-	20 hrs (all primary and secondary EOCs)	-	-
Response Planning	5.12 Damage Assessment Roles and Procedures	20 hrs	10 hrs (annual training)	-	20 hrs	10 hrs (annual training)	-	-	-	-	20 hrs	EMO - 10 hrs (annual training)	-
Response Planning	5.13 Volunteer Team Mgmt	-	-	-	-	-	-	-	450 hrs	PPE for additional recruits, rewards	-	EMO - 450 hrs	PPE for additional recruits, rewards

DESCRIPTION		BLENDED MODEL									NEW REGIONALIZED MODEL		
		Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
Program Element	Deliverable	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
Response Planning	5.14 Secondary EOCs	70 hrs	4 hrs	Supplies / storage back-up power, grant applications and approval	-	-	-	-	-	-	140 hrs (bring all EOCs to same standard)	EMO - 20 hrs	Supplies (Regional grant)
Response Planning	5.15 Operational Readiness Cycle	2 hrs	14 hrs (checks on EOC, etc.)	-	-	-	-	14 hrs	20 hrs (quarterly checks on REOC, annual check on disaster supplies, ESS supplies, trailers)	-	14 hrs	EMO - 50 hrs (Rotation of checks and exercises, leverage volunteers)	-
Response Planning	5.16 Pre-stocked Disaster Supply Locations	70 hrs (plan, implement)	- (captured above)	Storage and supplies (\$25,000) – potentially grant funded	- (Exists in reception centres)	-	-	-	-	-	70 hrs (plan, implement regional approach)	- (captured above)	Storage and supplies (100,000) – potentially grant funded
Response Planning	5.17 Secondary Reception Centres	-	-	-	-	-	-	70 hrs	30 hrs	Supplies (potentially grant funded)	70 hrs	EMO - 30 hrs	Supplies (potentially grant funded)
Response Planning	5.18 Fleet Management	-	-	-	-	-	-	14 hrs	35 hrs (for four vehicles)	Additional vehicle required for trailer and to replace old EPC vehicle	14 hrs	EMO - 35 hrs (for five vehicles)	Additional vehicles required - for trailer and to replace old EPC vehicle, for any new positions
Recovery	6.1 Recovery plans	140 hrs	14 hrs (Bi-annual review)	-	140 hrs	14 hrs (Bi-annual review)	-	-	-	-	200 hrs (develop one template for use by all)	EMO - 40 hrs (bi-annual review of plans)	-
Program Evaluation	7.1 Program Evaluations	35 hrs (determine process, schedule, standards, reporting)	35 hrs	-	35 hrs (determine process, schedule, standards, reporting)	35 hrs	-	-	-	-	35 hrs (determine process, schedule, standards, reporting)	EMO - 105 hrs (reviewing one encompassing program for all partners)	-

DESCRIPTION		BLENDED MODEL									NEW REGIONALIZED MODEL		
		Estimate per Municipality			Estimate for CVRD (filling the gap for EAs)			Estimate for gap in Emergency Program Service			Estimate for Combined EMO		
Program Element	Deliverable	Development (per Municipality)	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required	Development	Annual Operations / Ongoing	Other resources required
TOTAL HOURS		1202 hours	1037 hours	-	845 hours	904 hours	-	393 hours	752 hours	-	1948 hours	EMO 2136 Partners 86	-
Hours Per Local Authority		1202 hours	1037 hours	-	845 hours	904 hours	-	393 hours	752 hours	-	390 hours	513 hours	
Summary Ongoing Impact*		0.75 – 1 FTE**			0.75 FTE			0.5 – 0.75 FTE			1.75 - 2 FTE for the EMO 86 hours per year for each partner (for review, consultation, etc.)		

*A full-time emergency management position has approximately 1,200 working hours. Calculation based on 35 hours per week for 52 weeks (1820 hrs), minus 12 Stats and Xmas closure (112 hrs), 6 weeks vacation/illness/leave (210 hrs), 10% admin e.g. payroll, reviews, organizational admin (150 hrs), 10% response (150 hrs) = 1198 working hours per FTE.

**Average requirement, may vary from municipality to municipality



Option 2 & 3 Funding Examples

Model	Financial Impact	2021 Example
Option 2 Current Blended Model + Recommendations	1. Add 0.75 – 1.0 FTE to each local authority (will vary depending on existing capacity and desired classification/responsibilities). 2. \$80,936 increase to 205 requisition for CVRD Emergency Program Service.	1. Budget increase varies depending on local authority. 2. Cost per \$100,000 household is \$3.74 (up from \$3.41). This does not include the increase in municipal or electoral area costs.
Option 3 Regionalized Model *	1. No local authority requirement to add positions – plan for 86 hours per year to support consultation, review and approval of program pieces. 2. To support an increase of 2 FTEs for the region - \$323,743 increase to 205 requisition for CVRD Emergency Program Service.	1. n/a 2. Cost per \$100,000 household is \$4.70 (up from \$3.41)

* Assumes all local authorities have selected this model

Requisition Examples

	Requisition (CVRD Function 205)	Cost per \$100,000 Household	Estimate only (uses 2021 assessment numbers*)				
			City of Duncan	District of North Cowichan	Town of Ladysmith	Town of Lake Cowichan	Nine CVRD Electoral Areas
Current 2021 Budget	\$867,890	\$3.41	\$43,271	\$289,638	\$73,915	\$24,008	\$437,058
Option 2 - 2022 Blended Model Est.**	\$948,826	\$3.74	\$47,306	\$316,649.00	\$80,808	\$26,247	\$477,816
Option 3 - 2022 Regional Model Est.	\$1,191,633	\$4.70	\$59,412	\$397,680	\$101,487	\$32,963	\$600,090

* For comparison purposes only. Actual requisition would depend on 2022 assessment numbers.

** Does NOT include financial impact to local authority’s budget to implement their portion of the program in a blended model.

STAFF REPORT TO COUNCIL

Report Prepared By: Julie Thompson, Planner
Reviewed By: Jake Belobaba, Director of Development Services
Geoff Goodall, Director of Infrastructure Services
Meeting Date: July 20, 2021
File No: 3360-20-08
Re: Zoning Bylaw & OCP Amendment Application – 10864 Westdowne Road

RECOMMENDATION:

That Council:

1. Having considered sections 475 and 476 of the *Local Government Act*, and in particular the matters set out in s.475 subsections (2)(a) and (b) resolve that:
 - i. The following persons, organizations and authorities are the only entities that are appropriate to consult in connection with the Official Community Plan amendment:
 - a) Stz'uminus First Nation;
 - b) School District 68 (Nanaimo-Ladysmith);
 - c) Cowichan Valley Regional District;
 - d) BC Ministry of Transportation and Infrastructure;
 - e) BC Ministry of Environment and Climate Change Strategy;
 - f) Island Health;
 - ii. Consultation should be early, but need not be ongoing;
 - iii. The consultation process described in the staff report dated July 20, 2021 is sufficient in respect to the proposed Official Community Plan amendment; and
 - iv. Staff be directed to refer application 3360-20-08 to the entities set out in 1(i)(a) for consultation in the manner described in the staff report dated July 20, 2021;
2. Give first and second reading to "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 67) 2021, No. 2081";
3. Consider Bylaw No. 2081 in conjunction with the Town's Financial Plan, the Town's Liquid Waste Management Plan, and the Cowichan Valley Regional District's Solid Waste Management Plan pursuant to section 477(3) of the *Local Government Act*;
4. Give first and second reading to "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 43) 2021, No. 2082";

5. Direct staff to proceed with scheduling and notification for a public hearing for Bylaw No. 2081 and Bylaw No. 2082;
6. Require that the owner of the subject property (10864 Westdowne Road), prior to adoption of Bylaw No. 2081 and Bylaw No. 2082:
 - i. Apply for the necessary permits and remediate the damaged riparian area on the subject property, under the supervision of a qualified environmental professional;
 - ii. Provide an assessment from a Registered Onsite Wastewater Practitioner to verify if the existing on-site septic system is in good repair, and to verify its location on the subject property;
 - iii. Register a covenant to the title of the subject property, legally described as Lot A District Lot 72 Oyster District Plan VIP80408, in favour of the Town, at the cost of the property owner, and using the Town's legal counsel, to secure the following:
 - a) That the subject property be required to connect to the new water main, currently under construction by a neighbouring property owner, within six months of Island Health permitting the connection or within six months of the new main connecting to the Town's water system, whichever comes first;
 - b) That the property owner be required to complete construction of the new water main up to and including the length of the subject property frontage, should the neighbouring property owner fail to complete the construction; and
 - c) That the subject property be required to connect to municipal sanitary sewer within two years of it being available to the area.

EXECUTIVE SUMMARY:

An application has been submitted to rezone the 6,110m² (0.611ha) subject property located at 10864 Westdowne Road to allow commercial outdoor storage as a principal permitted use. The applicant is proposing outdoor commercial storage of RVs, boats, and vehicles. Staff recommend that the application proceed for first and second reading and that a Public Hearing be scheduled. Staff recommend that approval of the application be subject to a number of conditions related to connecting the property to municipal servicing and remediating a riparian area that has been damaged.

PREVIOUS COUNCIL DIRECTION:

N/A

INTRODUCTION/BACKGROUND:

The 0.611ha subject property is located at 10864 Westdowne Road. It currently contains a house and a small cabin. A tributary of Stocking (Kerr) Creek and riparian area are located on the property (see Figure 1). Land uses in the vicinity of the subject property are summarized in Table 1.

Table 1: Surrounding Land Uses

North	The property immediately adjacent to the north is located in the CVRD and contains a commercial storage facility, and industrial uses.
East	TransCanada Highway and forested CVRD lands.
South	Peerless Road Recycling Centre and industrial (I-2) zoned lands.
West	Peerless Road Recycling Centre and industrial (I-2) zoned lands.

The property owner is proposing to use the subject property for outdoor commercial storage of RVs and boats, possibly as an expansion of the outdoor storage use occurring on the property to the north, which is located within the Cowichan Valley Regional District (CVRD). Additionally, the owner operates a mechanic business on the same neighbouring property to the north, and stores vehicles waiting for repair on the subject property. The proposed outdoor commercial storage would also include storage of the vehicles awaiting repair.

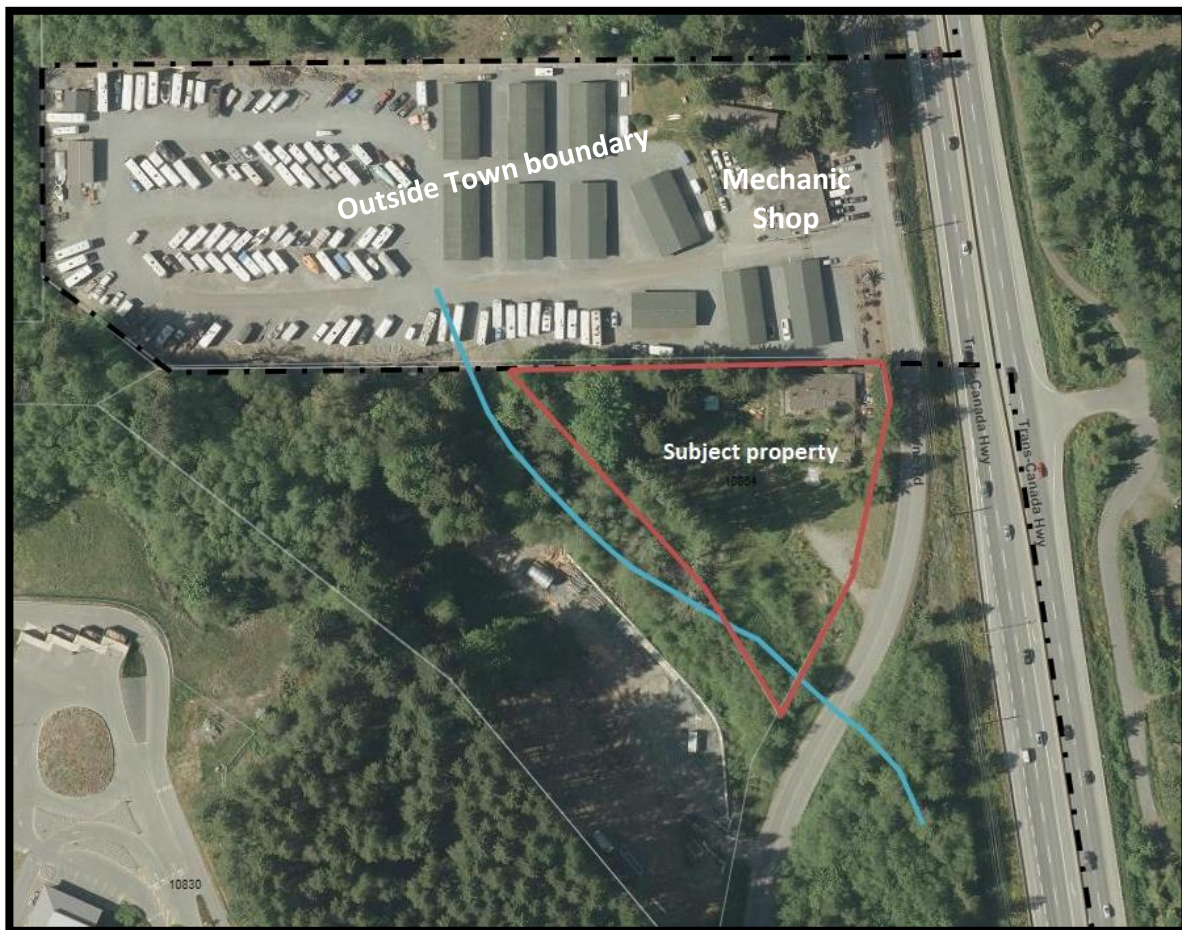


Figure 1: Subject property map and location of Stocking (Kerr) Creek. The black dotted line represents the Town's municipal boundary. Property to the north is located in the CVRD.

DISCUSSION:

Official Community Plan (OCP):

The subject property is located within the Industrial designation in Official Community Plan Bylaw No. 1488. The Industrial designation is intended to accommodate industrial development and employment centres. It provides for a range of industrial and light industrial uses, and limited commercial uses to support industrial parks. The subject property also falls within the South Ladysmith Area Plan (Schedule D of the OCP). The subject property is within the Industrial designation in the South Ladysmith Area Plan, intended to provide larger land parcels with reasonable costs to attract value added forest sector uses, as well as other industrial uses.

The following OCP policies are relevant to the proposal:

- 3.3.3(6) - Fish bearing and non-fish bearing riparian areas shall be protected from unnecessary intrusion and development.
- 3.3.3(11) - Riparian corridors will be protected for their contribution as linkages between ecosystems.
- 3.5.3(7) - Industrial development is directed to the newly created industrial park areas in Ladysmith. Serviced industrial locations are currently designated in the Plan for the north waterfront in the northeast sector of the Town. A new industrial area in the south sector of Town is planned for a rural level of servicing in the interim, and is to be fully serviced in the long term.
- 3.7.3(6) - Direct urban development growth through sequential extensions to the existing infrastructure servicing distribution systems. Interim rural servicing standards are allowed in the recently incorporated South Ladysmith area for industrial and agricultural uses, with connection to full municipal services when made available.

The following South Ladysmith Area Plan policies are relevant to the proposal:

- 2.2.1 - Permit industrial development in the area designated Industrial.
- 2.2.2 - Industrial uses are intended to permit the range of uses anticipated for an industrial park, including land-extensive heavy industry associated with the forest sector, primary processing, manufacturing, warehousing, wholesaling and storage, product assembly and service, transportation and distribution uses.
- 2.2.4 - New development in the industrial designation on parcels of a minimum 2.0ha and uses with minimal water supply and sewage flow demands can be serviced with municipal or private well water and a private sanitary system. Parcels less than 2.0ha are required to be on municipal services.
- 4.1.2 - Interim servicing standards are permitted for industrial, commercial and agricultural uses with parcel areas above 2.0ha and requiring minimal water supply and sewage flows. Sanitary service can be provided through private septic systems subject to Health Act regulations. Water service can be provided by connection to municipal water or private well.

While the proposed use is consistent with the industrial designation and policies within the main OCP, the parcel is less than 2.0ha in size and is not currently serviced by municipal sanitary sewer. It is currently serviced by CVRD community water. Sanitary sewer is not yet available to the area and is not expected to be available in the near future. The South Ladysmith Area Plan was written in 2002, and the policies had anticipated extensive infrastructure and servicing upgrades in the plan area which have not been implemented. An OCP amendment is required to allow the proposed development to occur in the absence of municipal sewer as the parcel is smaller than 2.0ha in size. However, other OCP policies support on-site “rural” servicing in the interim, until municipal servicing becomes available, as well as supporting on-site servicing where the uses would have minimum sewage flow demands. Since the proposed use consists of a parking area for vehicles to be stored in an outdoor setting and construction of plumbed buildings would not be necessary to implement the use, a sewage disposal system may not be necessary for the proposed use while municipal servicing remains unavailable.

Servicing of the property is discussed in more detail in ‘Servicing’.

Proposed Bylaw No. 2081

Bylaw No. 2081 would amend two South Ladysmith Area Plan policies, section 2.2.4 and section 4.1.2, both of which restrict development on parcels less than 2.0ha in size without community sewer and water systems. The amendment would support new development on parcels less than 2.0ha with on-site servicing, provided that the parcels were created prior to the adoption of the OCP (June 16, 2003). Section 4.1.2 of the South Ladysmith Area Plan is proposed to be deleted as it is a redundant policy that is already captured by sections 2.2.4, 2.3.4, and 2.4.6.

Zoning:

The subject property is located within the Light Industrial (I-1) zone in Zoning Bylaw No. 1860. The I-1 zone does not permit the proposed use for commercial outdoor RV, boat and vehicle storage, therefore a zoning bylaw amendment is required. Staff note that there is a need for outdoor temporary storage of RVs and boats in Ladysmith as this use is not legally established anywhere within the municipal boundary.

Section 5.23 of the Zoning Bylaw requires all uses permitted under the bylaw to be connected to community water and community sewer. Since community sewer is not available to the subject property, an amendment to this provision is also required to allow the proposed use.

Proposed Bylaw No. 2082

To capture the proposed use, a definition for a new ‘Commercial Outdoor Storage’ use is proposed as follows:

Commercial Outdoor Storage means the *Use of Land* outside where *Boats, Recreation Vehicles*, motor vehicles, and any trailer meant to be towed by a motor vehicle may be stored in spaces that are available for rent to the public.

Bylaw No. 2082 proposes to add 'Commercial Outdoor Storage' as a site specific principal permitted use on the subject property, provided that it is screened with landscaping or a fence from view of the adjacent roads (Westdowne Road and the Trans-Canada Highway).

Bylaw No. 2082 also proposes to allow the 'Commercial Outdoor Storage' use on the subject property in the absence of a connection to the community sanitary sewer system (required by section 5.23 of the Zoning Bylaw), provided that the use doesn't include any buildings that would contain or require indoor plumbing.

Table 2: Summary of Proposed Bylaw No. 2082

Provision	Current Zoning	Proposed
Permitted Uses	<ul style="list-style-type: none"> - Various light industrial uses permitted. - Commercial Outdoor Storage not permitted. - All uses require connection to community water and sanitary sewer systems. 	<ul style="list-style-type: none"> - Commercial Outdoor Storage as a site specific principal use. - Requires visual screening via fencing or landscaping. - Does not require connection to community sanitary sewer if no buildings requiring or containing indoor plumbing are proposed.

Servicing:

The existing single family dwelling is serviced with an on-site septic system and with water service from the CVRD's water system.

Sewer Service:

Municipal sanitary sewer service is not available to the subject property. While the proposed outdoor commercial storage use may not warrant a sewer system (provided that there are no plumbed buildings), the OCP requires that all parcels be connected to municipal services when available.

Staff have the following recommendations regarding sewer service, as conditions of rezoning:

- That the applicant be required to provide an assessment from a Registered Onsite Wastewater Practitioner that the existing on-site system is in good repair and to verify its location on the property.
- That a covenant be registered to title to require connection to municipal sanitary sewer within two years of it being available to the area.

Water Service:

The subject property is connected to the CVRD's water system. The water connection is connected to a water main located on the opposite side of the Trans-Canada Highway and is routed through the neighbouring property (see Figure 2). This is an unusual configuration; in general, each property should be connected directly to the water system. The Town's Engineering Department has recommended that the subject property be required to connect to a new water main currently under construction along Westdowne Road, and to connect to this new main. The owner of a neighbouring property to the north is currently constructing the main, which will pass along the subject property frontage.

In the short term, the new main will connect to the CVRD's Saltair water system. In the future, Engineering expects that this new main will become a part of the Town's water system and will also service other properties along Westdowne Road.

However, connection to the new main will not be possible until it is authorized by Island Health. In August 2020, Island Health issued a water contravention order for the Saltair Water System under section 26 of the *Drinking Water Protection Act*. Island Health is not currently permitting new connections to the Saltair water system. The CVRD is currently working with the Province and Island Health to upgrade the Saltair water system to meet the regulations.

Based on the situation described above, staff recommend that as a condition of rezoning approval, a covenant be registered to the subject property title to secure the following:

- That the subject property be required to connect to the new water main within six months of Island Health permitting the connection, or within two years of the new main connecting to the Town's water system, whichever comes first.
- That the property owner be required to complete construction of the new main, up to and including the length of the subject property frontage, should the neighbouring property owner fail to complete the construction.

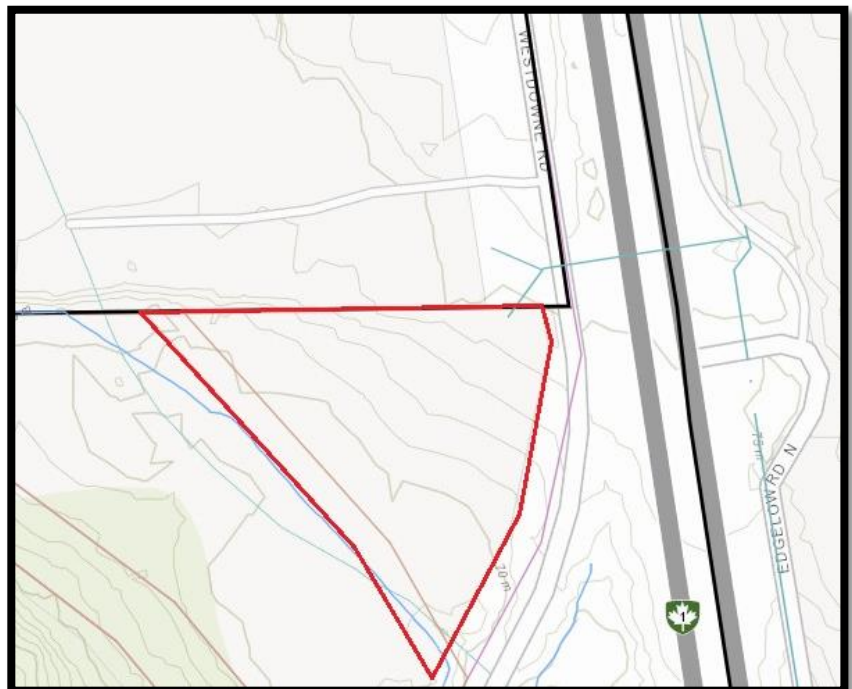


Figure 2: Subject property and neighbouring CVRD property sharing a water connection to CVRD water main opposite TCH.

It is noted that the property owner may be required to pay latecomer fess for connection to the new main being constructed by a neighbouring property owner.

Development Permit Areas (DPA):

The subject property is located within Development Permit Area 5 – Industrial and Development Permit Area 6 – Riparian, pursuant to the OCP.

Prior to establishing the proposed ‘Outdoor Commercial Storage’ use, a Development Permit (DP) will be required. A DP application would require submission of a Riparian Areas Protection Regulation (RAPR) assessment, to also be submitted and approved by the Province in accordance with the RAPR. A future RAPR assessment and DP would evaluate the proposed development in more detail and provide specific protection measures for the watercourse located on the property.

The applicant has submitted an Environmental Impact Assessment (EIA) report from a registered biologist (Attachment C). According to the report, fill has been imported into the DPA without a permit and approximately 80-100m² of the fill is within the Streamside Protection and Enhancement Area (SPEA) adjacent to the creek. The biologist recommends that the fill should be removed from the SPEA and that the site should be stabilized from surface erosion to prevent sedimentation of Stocking (Kerr) Creek.

The remediation is required regardless of the outcome of the rezoning application, but staff recommend that the property owner be required to remediate the damaged riparian area prior to adoption of the proposed bylaws. Remediation requires issuance of a riparian DP, and oversight from a Qualified Environmental Professional, such as a biologist. A “complete by” date and a security bond can be incorporated into the DP to ensure that the remediation will be completed within a reasonable timeframe. A subsequent DP to implement the use, as described above, would be required if the proposed bylaws are adopted.

Community Planning Advisory Committee (CPAC):

The application was referred to the CPAC on March 3, 2021 (Attachment D). CPAC passed the following resolution pertaining to the application:

“It was moved, seconded and carried that the Community Planning Advisory Committee (CPAC) supports in principle Zoning Bylaw Amendment application 3360-20-08 provided that the riparian area remediation is completed in accordance with the Environmental Impact Assessment (Aquaparian Environmental Consulting, February 8, 2021) submitted by the applicant. CPAC recommends that Council consider the following items:

- a) Best practices for developments adjacent to riparian areas, including preventing silt from entering the creek;*
- b) Requiring impervious paving and an oil/water separator for the area where vehicles are proposed to be parked and stored;*
- c) Requiring landscaping or screening along the road frontage.”*

Regarding CPAC's recommendations, staff have the following comments:

- The applicant has been advised of the DP requirement for the remediation of the riparian area adjacent to Stocking (Kerr) Creek. Remediation will be overseen by a QEP in accordance with the existing DPA 6 guidelines and RAPR regulations.
- Suitable surfacing of the proposed storage area is being investigated by staff. Since a DP is required prior to establishing the storage area, appropriate surfacing can be specified in the DP.
- Proposed Bylaw No. 2082 requires that the storage area be visually screened from the adjacent roads.

Community Amenity Contribution Policy:

Through the Town's Community Amenity Contribution (CAC) Policy, Council encourages rezoning applicants to consider proposing CACs towards needed infrastructure and amenities as a way of ensuring that the proposed development makes a positive contribution to the neighbourhood and community at large.

Staff are not recommending a CAC for the proposed development as the rezoning is minor, the proposed density is not changing and the parcel is already zoned for industrial purposes.

ALTERNATIVES:

Council can choose to:

1. Not give readings to Bylaw Nos. 2081 and 2082.
2. Amend Bylaw No. 2081 or 2082 and give the bylaw(s) first and second readings as amended.
3. Amend the proposed conditions of adoption of Bylaw Nos. 2081 and 2082.
4. Refer the application back to staff for further review as specified by Council.

FINANCIAL IMPLICATIONS:

Section 477(3)(a) of the *Local Government Act* requires that Council consider OCP amendments in conjunction with the Town's Financial Plan following first and second reading of the amending bylaw. The application was referred to the Financial Services department for comment. Financial Services notes that the subject property is currently assessed as residential and if the principal use changes, staff would expect to see a corresponding change in the assessment classes which may result in higher property taxes.

LEGAL IMPLICATIONS:

[Section 475](#) of the *Local Government Act* requires that when considering an amendment to an OCP, the local government must provide consultation opportunities to stakeholders it considers will be affected and consider whether the opportunities for consultation should be early and ongoing. If Council wishes to proceed with the application, staff recommend that the application be referred to the Stz'uminus First Nation, the CVRD, the BC Ministry of Transportation and Infrastructure, the BC Ministry of Environment and Climate Change Strategy and VIHA.

[Section 476](#) of the *Local Government Act* requires that the local government consult with the local school district board of education where an OCP amendment is proposed for the purpose of planning for school facilities. If Council wishes to proceed with the report recommendations, the application will be referred to the School District 68 (Nanaimo Ladysmith) Board of Education.

[Section 477\(3\)\(a\)](#) of the *Local Government Act* requires that Council consider OCP amendments in conjunction with the Town's Liquid Waste Management Plan (LWMP) and the CVRD's Solid Waste Management Plan following first and second reading of the OCP amendment bylaw.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

If the application proceeds for further consideration, the applicant will be required to hold a Neighbourhood Information Meeting (NIM) prior to the Public Hearing in accordance with "Town of Ladysmith Development Procedures Bylaw 2008, No. 1667". NIMs are required for all OCP amendment applications.

If the application proceeds, a Public Hearing will be required in accordance with the [Local Government Act](#).

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The application has been referred to the Town's Engineering, Infrastructure Services, Financial Services and Building Inspection departments and the Fire Chief. Engineering's comments form the basis of the recommended approval conditions with regards to servicing.

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 checked="" type="checkbox"/> Local, Diverse Economy |
| <input type="checkbox"/> Not Applicable | |

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|--|---|
| <input checked="" type="checkbox"/> Infrastructure | <input 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. Bylaw No. 2081
- B. Bylaw No. 2082
- C. Environmental Impact Assessment (Aquaparian Environmental Consulting, February 8, 2021)
- D. CPAC Minutes March 3, 2021

TOWN OF LADYSMITH

BYLAW NO. 2081

A Bylaw to amend "Official Community Plan Bylaw 2003, No. 1488"

The Council of the Town of Ladysmith in open meeting assembled enacts the following amendments to "Official Community Plan Bylaw 2003, No. 1488":

1. Schedule A – South Ladysmith Area Plan:
 - a. Delete section 2.2.4 and replace it with the following:
"New development in the Industrial designation on parcels of a minimum 2.0 hectares, or uses with a minimum water supply and sewage flow demands can be serviced with municipal or private well water and a private sanitary system. Parcels of less than 2.0 hectares that were created after June 16, 2003, are required to be on municipal services."; and
 - b. Delete section 4.1.2 in its entirety.

Citation

2. This Bylaw may be cited for all purposes as "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 67) 2021, No. 2081".

READ A FIRST TIME on the day of ,

READ A SECOND TIME on the day of ,

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

READ A THIRD TIME on the day of ,

ADOPTED on the day of ,

Mayor (A. Stone)

Corporate Officer (D. Smith)



February 8, 2021

[REDACTED]

[REDACTED]

**RE: ENVIRONMENTAL IMPACT ASSESSMENT
10864 WESTDOWN ROAD LADYSMITH BC**

1.0 INTRODUCTION

Aquaparian Environmental Consulting Ltd (Aquaparian) was retained to complete an Environmental Impact Assessment for a proposed zoning amendment for 10864 Westdown Road in Ladysmith BC.

As understood, the property is zoned I-1 Light Industrial and the owner wishes to add vehicle storage activities to the existing zoning. The intent is to lease additional storage space to the neighbouring business, Ladysmith Mini Storage Centre for vehicle / boat / trailer storage.

A review of the Town of Ladysmith maps identifies the property is subject to Development Permit Area 5 (DPA 5) – Industrial. A tributary of Stocking Creek, locally known as Kerr Creek, forms the western boundary and therefore DPA 6 should apply, though the town map does not indicate the riparian DPA beside the mapped stream. This stream is subject to the provincial Riparian Areas Protection Act and Regulation as it flows into Stocking Creek – a fish bearing watercourse.

A site location map is included with this report as Figure 1. A series of photographs taken by Aquaparian during the site visit is included as Appendix A.

2.0 PROVINCIAL REGULATIONS

Riparian Areas Protection Regulation. The RAPR calls on local governments to protect riparian areas during residential, commercial, and industrial development by ensuring that a Qualified Environmental Professional (QEP) conducts a science-based assessment of proposed activities to determine the appropriate riparian setback and prescribes measures to protect the setback from the proposed development. This regulation applies to fish bearing watercourses

and tributary streams connected to fish bearing watercourses. For streams, the Riparian Assessment Area extends 30m; if land alteration is proposed in this area, a RAPR assessment is to be conducted before development is allowed to proceed. The assessment will determine the Streamside Protection and Enhancement Area (SPEA) and prescribe measures to protect the SPEA from Development.

Provincial Water Sustainability Act (2016).

Works in and about a stream under Section 11 of the *Water Sustainability Act* requires that a person may only make “changes in and about a stream” under an Approval or Notification. “Changes in and about a stream” means: *any modification to the nature of the stream including the land, vegetation, natural environment or flow of water within the stream, or any activity or construction within the stream channel that has or may have an impact on a stream.* A Notification is used for specified low risk changes in and about a stream that have minimal impact on the environment or third parties. Notifications are used for specified low risk changes in and about a stream that have minimal impact on the environment or third parties. The work must meet the requirements of the Water Sustainability Regulation, and comply with any conditions set out by a habitat officer in response to a notification. Notifications are to be submitted at least 45 days prior to the scheduled work and within the same calendar year as the proposed work. Exceptions exist for certain emergency situations but must be reported to province.

3.0 RESULTS

Aquaparian (Sarah Bonar R.P.Bio) completed a site assessment on February 3, 2021 to document the existing site conditions and environmental attributes of the property.

The property is roughly triangular in shape fronting Westdown Road on the eastern side of the parcel. The property is bounded on the north by the Ladysmith Mini Storage Centre. The western boundary is formed by a wetland reach of a tributary of Stocking Creek, a fish bearing watercourse. The Ladysmith Mini Storage Centre is comprised of a number of storage buildings and a levelled gravel yard for storing recreational trailers, boats, utility trailers and vehicles. Kerr Creek is culverted from one side of this property to the other discharging into the subject parcel and adjacent property across the creek.

The property is developed with a house located within a fenced portion of the yard located in the northeast corner near the road. A small, unused cabin is located in the back of the property near the northern boundary. A number of vehicles in various states of disrepair and one fifth-wheel are parked near the driveway. The driveway is dirt and has recently had fill imported and graded to level an area proposed for additional vehicle storage. As understood, a pile of old fill left by the previous landowner was levelled out and additional fill has also been deposited and graded into the riparian area of the creek.

The remaining riparian vegetation is comprised of a ~5m wide strip of young red alder trees and reed canary grass and patches of salmonberry. A row of ten mature Lombardi poplar trees is located along the edge of the floodplain roughly in the middle of the parcel. A couple of larger trees are located toward the north end of the property. The primary environmental feature is Kerr Creek which is a linear wetland reach with wide floodplain areas to either side of the main flow channel. The floodplain edges are dominated by reed canary grass.

In 2012 Aquaparian completed a Riparian Areas Regulation Assessment of the parcel located across the creek. Results of the assessment determined the Streamside Protection and Enhancement Area for this reach of the stream is 15m starting from the edge of the active floodplain. Based on the channel morphology, and the parcel being on the north side of the creek, the SPEA will be the same 15m on the subject parcel. Aquaparian placed flagging along the stream channel, at the edge of the active floodplain, at the approximate 15m SPEA and the approximate 30m DPA to determine the encroachment of the fill and plan remediation requirements. The flagging along the 15m SPEA also provides a visual reference to indicate the maximum allowable developable area. Approximately 80 to 100m² of the 15m SPEA has been impacted by fill placement.

A review of the most recent Google Earth image (May 20, 2020) shows riparian vegetation was green up to the edge of the driveway. The edge of the driveway was approximately located at the 15m SPEA boundary. A review of the property on Google Earth street view dated June 2016 taken from Westdown Road shows most of the riparian area was vegetated by grass, a row of young red alder trees, a few shrubs and the row of Lombardi poplars. A small pile of soil was located in the middle of the lawn area and a triangular driveway entrance appears to be recently gravelled. The area of new fill placement appears to have been over the area of grass extending almost to the row of red alder trees that are located along the edge of the floodplain.

As per the RAPR, any alteration of land within 30m of the stream should have been subject to a Development Permit. If this process had been followed, a RAPR assessment would have been completed and a 15m SPEA would have been identified as the limit of disturbance allowed. Measures would have been prescribed to carry out the project while protecting the SPEA from development – in this case fill placement to create a larger level storage area. The province does not allow RAPR assessments to be conducted retroactively when there is already and impact within the SPEA – instead an impact and remediation assessment report is to be submitted to the municipality to address the bylaw violation. Remediation of the site will likely be a condition for the rezoning and future development plan of the property.

3.0 CONCLUSIONS AND RECOMMENDATIONS

Based on site observations and measurements, fill was imported within the 30m DPA without a permit and approximately 80 to 100m² of the fill is within the SPEA. The maximum area that the parcel can be developed for storage is up to the 15m SPEA boundary. Therefore, the fill should be removed from the SPEA as soon as possible and the site should be stabilized from surface erosion to prevent sedimentation of Kerr Creek.

The following measures are recommended prior to rezoning:

- The 15m SPEA boundary should be more accurately located by a surveyor;
- Remove the fill from the 15m SPEA down to the original ground – it is recommended to remove at least one more meter back from the SPEA in order to have a stable slope, manage sediment migration and allow space for a future retaining wall if required;
- If fill is stored on site for future land development, it is to be stored outside the 30m DPA and covered with a tarp to prevent sediment migration;
- Install a row of silt fence along the section of SPEA beside the fill placement to prevent sediment migration into the creek. The bottom skirt of the silt fence is to be buried as per required installation methods;
- Cover the newly exposed soils within the SPEA with grass seed and straw to prevent surface erosion.
- Fill is to be clean and free of contaminants;
- All heavy equipment is to be clean and free of leaks and have spill management materials on board;
- Any spills of deleterious substances to watercourses are to be reported to EMBC at 1-800-663-3456.

The following will be required for future storage area development:

The property is subject to the Industrial Development Permit Area and the Riparian Development Permit Area. As such, a Development Permit application is to be submitted to the Town prior to any future development of the property.

Between the 15m SPEA and 30m DPA, future development of the storage area is expected to require additional fill, grading of fill, installation of a lock block or armour rock retaining wall, gravel placement and fencing. The small cabin may also be demolished. Some vegetation may be removed between the 15m SPEA and the 30m DPA. As understood, development of the additional storage area is to be undertaken by Ladysmith Mini Storage Centre once a lease agreement is negotiated.

Prior to any further alteration within the 30m DPA, a RAPR Assessment is to be completed which is to be submitted to the province for Approval prior to the Town of Ladysmith issuing a Development Permit. The RAPR assessment will require a legal survey of the site showing the watercourse, 30m DPA, 15m SPEA and proposed storage area. The report will prescribe measures to be implemented to protect the SPEA from construction and future land use. Recommendations are expected to include fencing along the SPEA or top of retaining wall if installed along the SPEA boundary to prevent future encroachment. The 15m SPEA is to be allowed to revegetate naturally and is to be considered a no-go area.

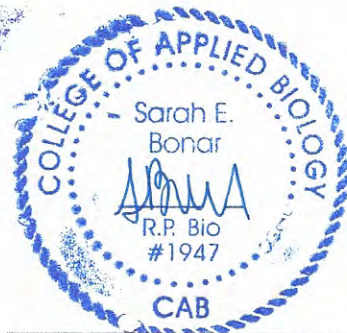
4.0 CLOSURE

This report has been based on a site assessment, past project experience and in accordance with generally accepted biological practices. No other warranty is made, either expressed or implied. Aquaparian trusts that the information provided in this report meets your requirements. Any questions regarding information provided in this document, please contact the undersigned at (250) 591-2258.

Sincerely,

AQUAPARIAN ENVIRONMENTAL CONSULTING LTD

Prepared by:

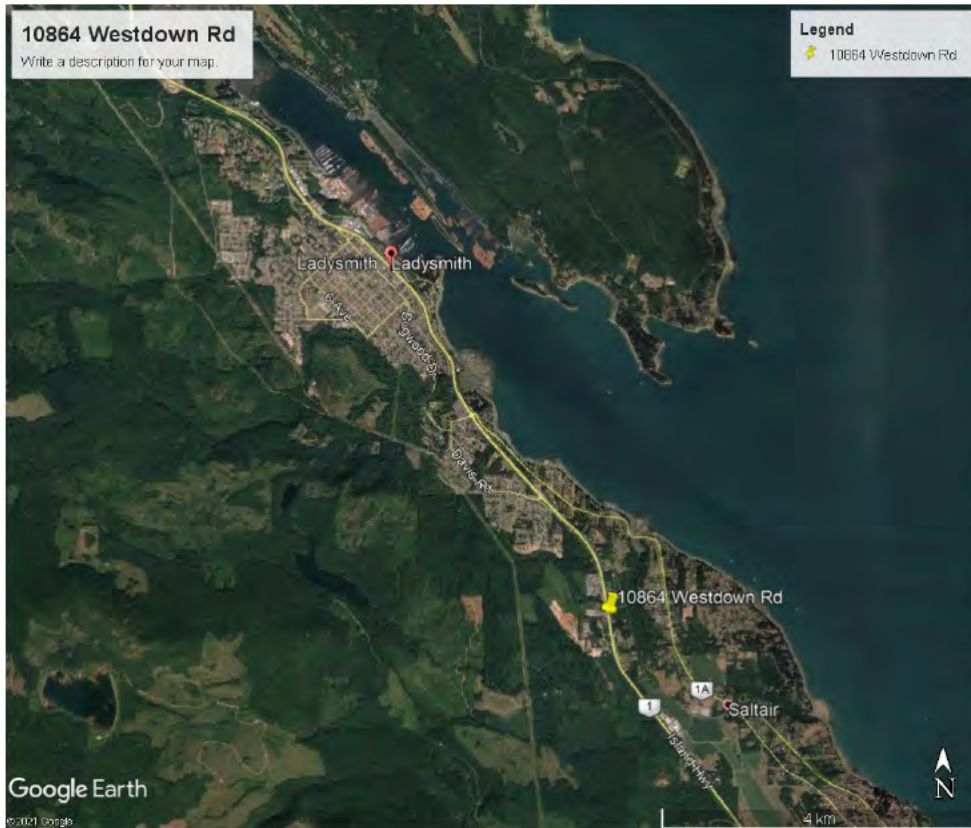


Sarah Bonar B.Sc., R.P.Bio
Biologist/Principal

Y:\PROJECTS\PROJECTS\N710 10864 WESTDOWN RD\10864 WESTDOWN RD EIA.DOC

FIGURE 1
SITE LOCATION MAP

10864 WESTDOWN ROAD LADYSMITH SITE LOCATION MAP



APPENDIX A

SITE PHOTOGRAPHS

10864 WESTDOWN ROAD
Photo Sheet 1



Photo 1. Google Earth Street View of the property taken in 2016 showing limited riparian vegetation dominated by grass and a row of immature red alder and several Lombardi poplar trees.



Photo 2. Showing the same view where the fill has been placed in the 30m DPA of Kerr Creek up to the row of red alder trees.



Photo 3. Showing a portion of the fill within the 15m SPEA looking toward Westdown Road.



Photo 4. Showing another portion of the fill within the 15m SPEA up to the edge of the active floodplain.

Photo Sheet 3



Photo 5. Showing the fill within the 30m DPA .



Photo 6. Showing the largest portion of the fill within the 30m DPA.



Photo 7 & 8. Showing the northern property boundary and the 15m SPEA and 30m DPA flagging on the fence line shared with the Ladysmith Mini Storage property.



Photo Sheet 5



Photo 9 & 10. Showing the poorly defined stream channel within a floodplain reach characteristic of a linear wetland dominated by reed canary grass, red osier dogwood and salmonberry. Red alder trees are growing along the edge of the active floodplain.





MINUTES

Community Planning Advisory Committee

Wednesday, March 3, 2021 at 7:00 p.m.
via Zoom

PRESENT: Chair – Jason Harrison; Members – Abbas Farahbakhsh, Brian Childs, Steve Frankel, Tamara Hutchinson; Council Liaison – Tricia McKay; Director of Development Services – Jake Belobaba; Senior Planner & Recorder – Christina Hovey; Planner – Julie Thompson

ABSENT: Members – Jennifer Sibbald, Tony Beckett,

GUESTS: Applicants – Shane Seifried (File No. 3360-20-08); Kris Kennedy (File No. 3360-20-08); Donna Hais (File No. 3360-20-09); Angela Quek (File No. 3360-20-09)

The meeting was called to order at 7:05 p.m., the Chair acknowledged with gratitude that the meeting was taking place on the traditional territories of the Stz'uminus People.

1. AGENDA APPROVAL

It was moved, seconded and carried that an update from staff on "Building Schemes and Building Design Guidelines" be added to the agenda as New Business.

It was moved, seconded and carried that the Agenda of March 3, 2021 be approved as amended.

2. ADOPTION OF MINUTES

It was moved, seconded and carried that the Minutes of February 3, 2021 be approved.

3. COUNCIL REFERRALS

- a. Official Community Plan & Zoning Bylaw Amendment application
3360-20-08 – 10864 Westdowne Road

Staff (Julie Thompson) provided a brief introduction to the file. CPAC members asked questions of staff and the applicant relating to rehabilitation of the riparian area, stormwater management, past and potential contamination of the riparian area/groundwater, and the appearance of the property from the Trans-Canada Highway.

It was moved, seconded and carried that the Community Planning Advisory Committee (CPAC) supports in principle Zoning Bylaw Amendment application 3360-20-08 provided that the riparian area remediation is completed in accordance with the Environmental Impact Assessment (Aquaparian Environmental Consulting, February 8, 2021) submitted by the applicant. CPAC recommends that Council consider the following items:

- a. Best practices for developments adjacent to riparian areas, including preventing silt from entering the creek;
- b. Requiring impervious paving and an oil/water separator for the area where vehicles are proposed to be parked and stored;
- c. Requiring landscaping or screening along the road frontage.

b. Official Community Plan & Zoning Bylaw Amendment application
3360-20-09 – 336 Belaire Street

Staff (Christina Hovey) provided a brief introduction to the file. Donna Hais and Angela Quek gave a brief presentation including a video showing a 3D visualization of the proposed building. CPAC members asked questions of staff and the applicant relating to the community reaction to the current and previous zoning applications on the property, stormwater management, shadowing and overlook of neighbouring buildings, and street frontage considerations relating to streetlights and sidewalks.

It was moved, seconded and carried that the Community Planning Advisory Committee recommend to Council that the rezoning proceed and recommend that Council ensure that all public safety concerns be considered.

4. **NEW BUSINESS**

a. Council Committee Structure

Councillor McKay provided some background information on the previous and existing Council Advisory Committee Structure including information about two studies commissioned by Council (the Development Application Review Project and the Commission and Committee Review).

CPAC members discussed the process for how the Committee receives feedback on the projects they review. Staff committed to providing updates on files through the "monthly briefing".

b. Building Schemes and Building Design Guidelines

It was moved, seconded and carried that this item be referred to the next meeting of the Community Planning Advisory Committee.

5. **MONTHLY BRIEFING**

None.

6. **NEXT MEETING – TBD**

7. **ADJOURNMENT**

It was moved, seconded and carried that the meeting be adjourned at 9:12 p.m.

Jason Harrison

Jason Harrison (May 9, 2021 12:57 PDT)

Chair (J. Harrison)

RECEIVED:

Donna Smith

Corporate Officer (D. Smith)

Committee of the Whole Recommendations to Council July 20, 2021

At its July 13, 2021 meeting, the Committee of the Whole recommended that Council:

1. Direct staff to
 - a. 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; and
 - b. Investigate funding options related to Option Nos. 1 and 2 provided in the staff report dated July 13, 2021, and report back to Council.
2. Direct staff to work with the RCMP in the promotion of the Block Watch programs.
3. Direct staff to work with the Vancouver Island Health Authority and the Ladysmith Community Gardens Society to discuss the possibility of using a portion of the former hospital property for community gardens.
4. 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.
5. 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.
6. 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.



COMMITTEE OF THE WHOLE MEETING MINUTES

Tuesday, July 13, 2021
6:30 P.M.

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

Council Members Present:

Councillor Rob Johnson, Vice Chair
Mayor Aaron Stone
Councillor Tricia McKay

Councillor Duck Paterson
Councillor Marsh Stevens
Councillor Jeff Virtanen

Council Members Absent:

Councillor Amanda Jacobson

Staff Present:

Allison McCarrick
Erin Anderson
Chris Barfoot
Jake Belobaba

Geoff Goodall
Ryan Bouma
Donna Smith
Sue Bouma

1. CALL TO ORDER

Councillor Johnson, Chair, called this Committee of the Whole meeting to order at 6:32 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 2021-041

That the agenda for this July 13, 2021 Committee of the Whole meeting be approved.

Motion Carried

3. MINUTES

3.1 Minutes of the Committee of the Whole Meeting held May 11, 2021

CW 2021-042

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

Motion Carried

4. REPORTS

4.1 Changes to Cannabis Retail Applications

The Committee received the report.

4.2 Alternative Locations for Community Themed Lighting

CW 2021-043

That the Committee recommend that Council direct staff to:

1. 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; and
2. Investigate funding options related to Option Nos. 1 and 2 provided in the staff report dated July 13, 2021, and report back to Council.

Motion Carried

4.3 Alternative Water Billing Structures and Subsidies

Councillor Virtanen requested that the Committee consider the recommendations seriatim.

CW 2021-044

That the Committee 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.

Motion Defeated

OPPOSED: Mayor Stone and Councillors Johnson, Paterson and Virtanen

CW 2021-045

That the Committee 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 37.5m³ for the quarter; and
- b. an additional charge for summer water consumption starting at 200m³ and increasing in increments of 25m³, charging an additional 30% per amounts for the single family dwelling rate and the single family dwelling with a suite structure.

Motion Carried

4.4 Eradicate Graffiti Reward Program

CW 2021-046

That the Committee recommend that Council direct staff to work with the RCMP in the promotion of the Block Watch programs.

Motion Carried

5. COUNCIL SUBMISSIONS

5.1 Community Gardens

CW 2021-047

That the Committee recommend that Council direct staff to work with the Vancouver Island Health Authority and the Ladysmith Community Gardens Society to discuss the possibility of using a portion of the former hospital property for community gardens.

Motion Carried

5.2 Brown Drive Park

CW 2021-048

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.

Motion Carried

5.3 Bike Lanes

CW 2021-049

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 budget.

Motion Carried

CW 2021-050

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.

Motion Carried

5.4 Town of Ladysmith Street Naming Policy 11-5450-A

CW 2021-051

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

Motion Carried

6. ADJOURNMENT

The Committee briefly discussed upcoming community events and noted that the public is anticipating them with great enthusiasm.

CW 2021-052

That this meeting of the Committee of the Whole adjourn at 7:57 p.m.

Motion Carried

CERTIFIED CORRECT:

Vice Chair (Councillor R. Johnson)

Corporate Officer (D. Smith)

STAFF REPORT TO COUNCIL

Report Prepared By: Chris Barfoot, Director Parks, Recreation and Culture
Report Reviewed By: Allison McCarrick, CAO
Meeting Date: July 20, 2021
File No:
Re: Public Recognition for Former Mayor Kathleen 'Kay' Grouhel

RECOMMENDATION:

That Council direct staff to include \$8,000 in the 2022-2026 Financial Plan for the installation of a historical interpretive sign and a poem embedded into concrete to recognize former Mayor Kathleen Grouhel.

EXECUTIVE SUMMARY:

Mayor Kathleen 'Kay' Grouhel played an important role in the vision for much of Ladysmith's defining amenities, most notably Transfer Beach. At its closed meeting held July 6, 2021, Council approved the installation of a historical interpretive sign as well as a poem embedded in concrete along the pathway leading to Transfer Beach, in her honour.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CE 2021-100	07/06/2021	That Council approve the installation of a historical interpretive sign with a short biography of former Mayor Kathleen 'Kay' Grouhel, including her notable contributions to the Town.
CE 2021-101	07/06/2021	That Council direct staff to issue a 'call for poetry' themed around Kathleen 'Kay' Grouhel, with the selected poem stamped (embedded) in concrete along the pathway leading to Transfer Beach. OPPOSED: Councillor Johnson

INTRODUCTION/BACKGROUND:

At the encouragement of her father, Kathleen 'Kay' Grouhel ran for office and was elected Ladysmith's first female mayor in 1964. During her term, Kay also became the first female president of the Union of BC Municipalities in its 70 year history.

She had a distinguished career as mayor of Ladysmith for twelve years, played an integral role in the vision of Transfer Beach, and achieved many other accomplishments, including:

- the building of the fire hall and public works buildings;
- acquiring the Town's first new fire truck in years;

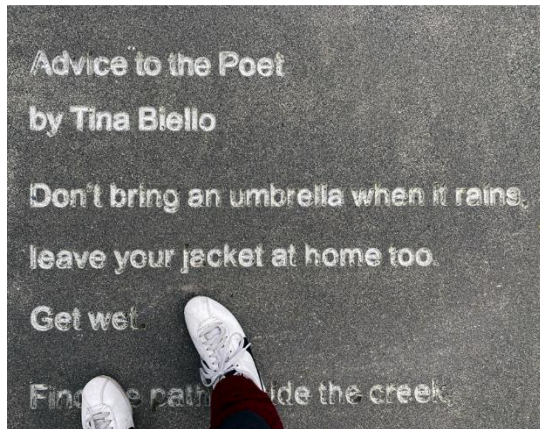
- the planting of Dogwood trees along the highway (since removed); and
- the redesign of the sidewalks downtown to improve appearance and increase pedestrian safety.

This last initiative earned her the nickname of “Concrete Kay”.

Council has approved the installation of a historical interpretive sign with a short biography of Kathleen Grouhel and her contributions to the Town as well as placement of a poem stamped (embedded) in concrete along the pathway leading down to Transfer Beach. The poem embedded into the sidewalk will not only recognize the contributions Ms. Grouhel made for the Town, but will also promote art and literature. This is an effective method of placemaking by transforming ordinary elements of the public realm, such as sidewalks in this proposal, into something unique and exciting.

Staff have been in contact with Ms. Grouhel’s family members who are in support of the initiative. The family will be invited to participate in the development of the poem to be embedded into the concrete.

Two examples of stamped concrete are shown below.



ALTERNATIVES:

Council can choose to:

1. Provide input and direct staff to investigate alternative options.

FINANCIAL IMPLICATIONS:

	<i>ESTIMATED COSTS</i>
Interpretive Signage (Design and Installation)	\$2,500
Poem Embedded into Concrete	\$5,000
Poet Honorarium	\$500
ESTIMATED TOTAL	\$8,000

The cost of the project is expected to be \$8,000; annual maintenance is anticipated to be minimal. If approved, the project will be included in the Capital Plan for 2022 with the funds to come from property taxation.

LEGAL IMPLICATIONS:

N/A

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

N/A

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

N/A

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

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

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|---|---|
| <input type="checkbox"/> Infrastructure | <input type="checkbox"/> Economy |
| <input 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 COUNCIL

Report Prepared By: Jake Belobaba, Director of Development Services
Reviewed By: Allison McCarrick, CAO
Meeting Date: July 20, 2021
File No: 6480-20
Re: OCP Engagement Strategy and Expanded Scope

RECOMMENDATION:

That Council:

1. Endorse the Official Community Plan engagement strategy shown in Attachment A of the staff report dated July 20, 2021;
2. Having considered s. 475 of the *Local Government Act*, and in particular the matters set out in subsections (2)(a) and (b), resolve that:
 - a. the Town will consult with:
 - i. The Board of the Cowichan Valley Regional District, and that consultation will be early and ongoing;
 - ii. The Board of the Regional District of Nanaimo and that consultation will be early but need not be ongoing;
 - iii. The Council of the District of North Cowichan and that consultation will be early but need not be ongoing;
 - iv. The Stz'uminus First Nation and that consultation will be early and ongoing;
 - v. The Hul'qumi'num Treaty Group and that consultation will be early but need not be ongoing;
 - vi. The Snuneymuxw First Nation and that consultation will be early but need not be ongoing;
 - vii. School District 68 and that consultation will be early and ongoing;
 - viii. BC Hydro and that consultation will be early but need not be ongoing;
 - ix. The Ministry of Transportation and Infrastructure and that consultation will be early and ongoing; and
 - x. The Agricultural Land Commission and that consultation will be early and ongoing;
 - b. The consultation process described in the staff report dated July 20, 2021 is sufficient in respect to the proposed Official Community Plan review; and

3. Increase the Official Community Plan review project budget by \$87,000 with funds to be allocated from the Canada Community-Building Fund revenues and amend the 2021 budget accordingly.

EXECUTIVE SUMMARY:

This report provides an engagement strategy for the OCP review for Council's endorsement and recommends expanding the project scope and funding to undertake detailed modeling, analysis and policy development with regards to climate change mitigation and adaptation.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CS 2020-332	11/17/2020	That Council: <ol style="list-style-type: none"> 1. Approve the Official Community Plan Steering Committee Terms of Reference attached as Appendix A to the report from the Director of Development Services; 2. Approve the Official Community Plan Project Charter attached as Appendix B to the report from the Director of Development Services; 3. Endorse a legal budget of \$7,000 and incidentals budget of \$10,000 for the Official Community Plan Review ; and 4. Direct staff to increase the Official Community Plan Development budget from \$150,000 to \$220,000 with \$200,000 to come from Gas Tax, \$10,283 to come from the OCP Reserve, and \$9,717 to come from General Government Reserves.
CS 2020-320	11/03/2020	That Council adopt the following resolution related to the Official Community Plan Development report presented at the Special Committee of the Whole Meeting held October 27, 2020 Resolution CW 2020-048. That Council endorse a comprehensive review of the existing Official Community Plan using previously completed plans, growth projections and background materials as a foundation with a project budget of \$200,000, excluding legal and incidentals, and an estimated timeline of 18-21 months.
CS 2020-321	11/03/2020	That Council adopt the following resolution related to the Official Community Plan Development report presented at the Special Committee of the Whole Meeting held October 27, 2020 Resolution CW 2020-049. That Council direct staff to bring the proposed Project Charter and Steering Committee Terms of Reference, including amendments to membership numbers and descriptors, consultant selection process and desired level of engagement to the November 17, 2020 Council meeting for Council consideration.
CS 2020-271	09/15/2020	That Council: <ol style="list-style-type: none"> 1. Confirm the kickoff date of February 2021 to commence community engagement for the new Official Community Plan; 2. Approve that the scope for the Official Community Plan review will be comprehensive/new; and 3. Direct staff to schedule a Special Committee of the Whole Meeting for October 2020, dedicated to discussing the Official Community Plan review process.
CW 2020-037	09/08/2020	That the Committee recommend that Council:

		<ol style="list-style-type: none"> 1. Confirm the kick-off date of February 2021 to commence community engagement for the new Official Community Plan; 2. Approve that the scope for the Official Community Plan review will be comprehensive/new; and 3. Direct staff to schedule a Special Committee of the Whole Meeting for October 2020 dedicated to discussing the Official Community Plan review process.
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INTRODUCTION/BACKGROUND:

‘Ladysmith Unparalleled 2049’ kicked off in early 2021 and is now transitioning into stakeholder engagement phases. Engagement activities and background research are now under way. The consulting team (Ahne) has developed an engagement strategy (Attachment A) which is now ready for Council endorsement.

Additionally, s. 475 of the *Local Government Act* (LGA) requires Council to pass a resolution related to if and how to engage with specific consultees. This is outlined in greater detail under ‘Legal Implications’.

The engagement strategy in Attachment A, contains a section outlining how the Town will meet its obligations under s. 475 of the LGA. The engagement strategy also outlines engagement objectives, stakeholders, methods, schedule, and risks. The engagement plan is a fluid document that can be amended as circumstances change.

The scope of work in Ahne’s proposal included a detailed climate change modelling and analysis add on which is currently not in scope for the OCP review. Council received a presentation on this option on March 23, 2021 and the option to undertake this component of the OCP remains open. If approved, the climate change analysis component should be initiated soon to meet project milestones. The cost of the climate change component is \$87,000, which can be broken down as follows:

Component	Cost
Detailed energy and emissions modeling to explore low-carbon pathways and determine precise climate actions.	\$65,000
Climate action financial modeling (including transportation, buildings, and waste);	\$12,000
Online energy and emissions data visualization dashboard	\$5000
Carbon budget development	\$5000
Total	\$87,000

The climate action financial modeling, online energy and emissions data visualization dashboard and carbon budget development are extras that could be omitted from the project scope for a savings of \$22,000 (see Alternative 1).

PROPOSAL:

Staff are recommending that Council endorse the engagement strategy in Appendix A and pass a resolution to meet the requirements of s. 475 of the LGA. Additionally, staff recommend that the scope of the project be expanded to include the climate change analysis component, with funds to come from the Canada Community-Building Fund (formally the “Gas Tax”). The proposed additional scope includes four components:

1. Detailed energy and emissions modeling: The main component of the expanded scope is detailed inventorying of GHG emissions and scenario modeling/analysis to determine precise actions to mitigate climate change. This component will lead to policies and targets that allow Ladysmith to reach its climate change goals. For example, the exercise might reveal growth/no growth areas and key infrastructure investments.
2. Climate action financial modeling: Financial analysis is increasingly important to identifying economic development opportunities and mobilizing investment to support GHG emissions targets. This analysis will provide detailed strategic-level planning on the financial impacts of actions, return on investment, net present value, and internal rate of return. These parameters are useful for the development of investment strategies.
3. Online energy and emissions data visualization dashboard: This online dashboard shows modelled energy, emissions, costs, and maps by emissions sector and end-use for the community. Users can zoom in on themes of particular interest or download data for additional analysis. As a dynamic, interactive data display, the dashboard can help with analysis and public engagement.
4. Carbon budget: Carbon budgets directly align GHG emissions reduction targets with the latest science on what is required to limit warming to 1.5 or 2 degrees. The consultant can calculate an annual carbon allocation until 2050 for the community. The municipality can then align its annual actions with its carbon budget, knowing what the maximum allowable carbon emissions volumes are year-over-year.

ANALYSIS:

The proposed engagement strategy meets the Town’s obligations under the LGA and offers a robust and adaptable engagement strategy to support the development of an OCP.

Recent events (e.g. the record-breaking heat wave and related deaths and wildfires throughout BC in early July) highlight the need for a concerted, realistic effort to mitigate and adapt to climate change. Background research undertaken to date for Ladysmith Unparalleled 2049 has revealed a lack of useful data on local GHG emissions, which hinders effective policy development in this sphere. Incorporating a robust GHG data collection analysis and modeling into the OCP will lead to growth and investment scenarios that, if followed, will aid Ladysmith’s transition to a carbon neutral future.

Staff recommend undertaking the full scope of the GHG review, noting that the additional \$22,000 for the financial modeling, online dashboard and carbon budget will ensure that OCP policies are practical, transparent and guide the Town to achieve its climate action goals.

ALTERNATIVES:

Council can choose to:

1. Endorse the Engagement Plan and not authorize any changes to the project scope.
2. Endorse the Engagement Plan and authorize the expanded project scope for GHG Analysis but exclude the online energy and emissions data visualization dashboard, carbon budget development. (Cost reduction from \$87,000 to \$77,000)
3. Endorse the Engagement Plan and authorize the expanded project scope for GHG Analysis but exclude the climate action financial modeling, online energy and emissions data visualization dashboard, carbon budget development. (Cost reduction from \$87,000 to \$65,000).
4. Refer the matter back to staff and the consultant for further review as specified by Council.

FINANCIAL IMPLICATIONS:

The additional \$87,000 required to cover the cost of the climate change analysis is available from the Canada Community-Building Fund, which is a federal transfer of fuel taxes to Local Governments for qualifying expenses. The funds will not come from municipal tax revenues.

Long term financial implications of resultant climate change policies in the OCP can be expected to be upfront investments in GHG reductions and energy efficiency, recovered with long-term cost savings in areas such as energy consumption—i.e., the consultants will work with the Town to develop a framework of initiatives and policies that pay for themselves over time.

LEGAL IMPLICATIONS:

Section 475 of the LGA requires Council to:

1. Consider whether consultation with specific stakeholders should be early and ongoing.
2. Specifically consider whether consultation is required with the following:
 - a. The board of the Cowichan Valley Regional District (CVRD);
 - b. The board of the Regional District of Nanaimo;
 - c. The council of the District of North Cowichan;
 - d. First Nations, including, the Stz'uminus First Nation, the Hul'qumi'num Treaty Group and Snuneymuxw First Nation;
 - e. School District 68; and
 - f. The Provincial and Federal Governments and their agencies.

The above resolution and attached engagement plan will ensure the Town meets its consultation obligations. No additional consultation with the consultees listed under section 475(2)(b) of the LGA is recommended at this time. However, the plan recognizes that consultees may request additional consultation, in which case the consultation plan can be adapted to accommodate such requests.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The proposed engagement plan exceeds the requirements of the LGA and includes a wide range of engagement strategies to be inclusive of all stakeholders.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

All Town departments are actively engaged in the OCP review process. Expanding the scope of the project to include climate change modelling and budgeting will benefit the entire organization.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

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

ALIGNMENT WITH STRATEGIC PRIORITIES:

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

I approve the report and recommendation(s).

Allison McCarrick, Chief Administrative Officer

ATTACHMENT:

- A. Engagement Strategy.

Community Engagement Plan

Ladysmith Official Community Plan | April 2021



Land Acknowledgement

The Town of Ladysmith sits within the unceded traditional territories of the Stz'uminus First Nation, whose people have been the inhabitants and stewards of the lands and waters since Time Immemorial.

The Stz'uminus First Nation are partners of the Town of Ladysmith. Chief Harris and Ray Gauthier – CEO of the Coast Salish Development Corporation – sit on the Official Community Plan (OCP) Steering Committee, which will provide input and guidance throughout the OCP process. Additional means of participation is being determined by the Stz'uminus First Nation.

This Document

This Community Engagement Plan is intended to guide the planning and delivery of engagement activities over the life of the project. It covers:

1. Project Background
2. Engagement Objectives
3. Participation Level
4. Stakeholders and Partners
5. Engagement Activities and Schedule
6. Risks and Mitigation Approaches
7. Evaluation

This plan is a living document and will be updated as lessons are learned and circumstances change over the life of the planning process.

1. Project Background

Project Objectives

Ladysmith Council's Strategic Plan provides direction to update Ladysmith's OCP to set the vision and a road map to build the community it wants over the next quarter century. Project objectives include:

- Meaningful, inclusive, and comprehensive stakeholder engagement
- Indigenous participation and engagement with a focus on reconciliation and partnership
- Meet legislative requirements for OCP and adoptions
- Adaptable process

OCP Scope

An OCP is a policy document that influences how people live, gather, play, shop, work, and move around their community. At its heart, OCP is about managing land use and physical growth of the Town. It dictates:

- The location, amount, type, and intensity of homes
- The location, amount, and type of land uses for businesses and offices, industry, institutions, agriculture, recreation, and public utilities and facilities

It must also include:

- GHG reduction targets and policies to achieve them
- Affordable, rental, and special needs housing
- Land use restrictions on hazardous and environmentally sensitive lands
- Approximate location and phasing of major infrastructure
- Location and area of suitable sand and gravel deposits

It also has the option of including:

- Policies relating to social needs, social well-being, and social development
- Agricultural policies
- Protection and restoration of the natural environment
- Development Permit Area Designations and Guidelines – which are similar to design and development guidelines – that influence the form and character of buildings, energy and water conservation, and more.

These elements of the OCP are prescribed in [Sections 473 and 474 of the Local Government Act](#). As a result of these elements, an OCP influences transportation choices, housing choices, heritage and community character, vitality of local businesses, street life and public life, protection of ecological and agricultural areas, resource management, how much it costs to pay for Town services such as pipes and streets, and other community attributes. An OCP can help a community meet its goals related to reconciliation, climate action, equity, and more.

2. Engagement Objectives

Community engagement is integral to the OCP process because: people deserve to be part of planning processes that affect their lives; people are experts in their own lived experiences and therefore have inherent expertise to share; and people's input strengthens the plan and planning process.

Provincial legislation also requires that local governments “must provide one or more opportunities it considers appropriate for consultation with persons, organizations, or authorities it considers will be affected” (Section 475 (1) of the Local Government Act). According to Section 475 (2) of the Act, local governments must also: “consider where the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing; and specifically consider whether consultation is required with” the local and neighbouring regional districts, Councils of neighbouring municipalities, First Nations, senior level of government and their agencies, and boards of education, greater boards, and improvement district boards. Part 4 of this documents outlines how each of these groups will be engaged.

Objectives for community engagement for the Ladysmith OCP process include:

- To glean the hopes of the community in shaping the OCP vision and goals
- To glean the inherent expertise within the community to help shape the OCP
- To build awareness and understanding about how the OCP influences the lives of all residents, and to connect the dots between the OCP and the community's ability to meet its goals
- To build awareness and understanding about how different people may experience Ladysmith differently
- To create an inclusive, safe, and enjoyable process in which the voices of all residents are welcomed, including those often not heard during planning processes (e.g. youth, equity-deserving people)
- To reach as many people as possible
- To enable trust and galvanize excitement about the OCP process, building support for the process and its outcome

3. Participation Level

Community involvement is integral to the OCP process. The engagement level – as defined by the International Association of Public Participation (IAP2) Framework's [Spectrum of Public Participation](#) – is **"collaborate"**.

This means that the Town and consulting project team will *"partner with the public in each aspect of the decision-making"*. The promise to the community is that *"we will look to you for advice and innovation and incorporate this in decisions as much as possible."*

4. Stakeholders and Partners

Broad Engagement

This engagement process will seek to reach as many residents in the Ladysmith area as possible, recognizing that everyone has a stake in the OCP. In this way, the broad public is a stakeholder.

Focused Engagement

For a variety of reasons, some people require more focused or deliberate engagement. As noted in Part 2 of this Plan, some stakeholders are specifically identified for consideration in Section 475 (2) of the *Local Government Act*.

Some groups are less likely to participate in planning processes due to barriers that include lack of time, interest, literacy, and ability to access engagement activities. Sometimes unintended structural discrimination embedded into planning structures and processes results in inequitable opportunities for participation. **Under-represented groups** typically include:

- Children and youth
- Older seniors
- Equity-deserving groups including low income people, people without homes, racialized people, and persons with disabilities and those dealing with mental health and addictions

Organizations representing equity-deserving groups have been consulted in the creation of this Plan.

On the other hand, some groups are organized and have **specific expertise and interests**. These groups include:

- Art Council of Ladysmith and District
- Cowichan Trails Stewardship Society, Ladysmith Chapter (CTSS)
- Ladysmith Chamber of Commerce
- Ladysmith and District Historical Society (LDHS)
- Ladysmith Downtown Business Association (LDBA)
- Ladysmith Family and Friends (LAFF) – this organization includes representation of some of the equity-deserving groups described above
- Ladysmith Maritime Society
- Ladysmith Resources Centre Association (LRCA) – this organization also includes representation of the equity-deserving groups described above
- Nanaimo Airport

Others may play a role in **implementation, service delivery, or some level of oversight**. These include:

- Agricultural Land Commission
- BC Hydro
- District of North Cowichan
- Ministry of Transportation
- Regional District of Nanaimo
- School District 68 (SD68)

Section 475 of the *Local Government Act* requires that these stakeholders/agencies – as well as other stakeholders and partners – be considered for consultation by the local government during the development of an OCP. Engagement methods and other details are outlined in a table at the end of this section.

Advisors and decision-makers include Council, the OCP Steering Committee, the Community Planning Advisory Committee (CPAC), and the Parks, Recreation, and Cultural Advisory Committee.

The **OCP Steering Committee** is a Select Committee of Council pursuant to Section 142 of the *Community Charter*. Its mandate is to consider and inquire into matters related to the OCP review process and to reports its findings and opinions to Council, staff, and consultants. Voting membership is to be diverse, with representation that reflects: gender, age, and racial diversity; and a broad cross section of stakeholder interests, such as neighbourhood/community of residents, property and business ownership, and employment. The OCP Committee will be engaged in regular meetings throughout the life of the process, with specific attention given to key project milestones.

Members of Council sit on the OCP Committee and will provide input through that forum, while broader Council engagement will take place at important milestones over the life of the process.

As noted previously, the Stz'uminus First Nation is a partner and has representation on the OCP Steering Committee. Broader community engagement with the Nation will be as directed by the Nation.

Local Government Act (LGA) – “Consultation during development of OCP” – Considerations						
LGA Section	Category	Agencies/ Stakeholders/ Partners	Affected by the OCP	Nature of Engagement	Notes	Methods of Engagement
475(2)(b)(i)	Surrounding Regional District	Cowichan Valley Regional District (CVRD)	Yes	Early and ongoing	The Town and the CVRD’s land use planning are intrinsically linked	Letter advising that the Town is undertaking an OCP review. Refer draft OCP for comment if requested.
475(2)(b)(ii)	Adjacent Regional District	Regional District of Nanaimo	Yes	Early	Neighbouring regional districts impact and are impacted by regional land use and transportation patterns	Letter advising that the Town is undertaking an OCP review.
475(2)(b)(iii)	Adjacent Municipality	District of North Cowichan	Yes	Early		Refer draft OCP for comment if requested.
475(2)(b)(iv)	First Nations	Stz’uminus First Nation	Yes	Early and ongoing	Ladysmith sits on the traditional territory of the Stz’uminus First Nation. There are active Statements of intent over areas in and near Ladysmith by the Hul’qumi’num Treaty Group and the Snuneymuxw First Nation.	Member of the project Steering Committee. Direct engagement on key issues. Youth Liaison. Refer draft OCP for review. Town will welcome and support requests for additional engagement made by Stz’uminus First Nation.
		Hul’qumi’num Treaty Group (Cowichan Tribes, Halalt, Lyackson, Ts'uubaa-asatx, and Penelakut)	Yes	Early and possibly ongoing (see “Engagement Activities” in next section)		Letter advising that the Town is undertaking an OCP review. Town will welcome and support requests for additional engagement made by one or more of these Nations.
		Snuneymuxw First Nation	Yes			

475(2)(b)(v)	Board of Education	School District 68	Yes	Early and ongoing	Population growth and land use patterns impact the three local schools.	Letter advising that the Town is undertaking an OCP review. Refer draft OCP for comment.
475(2)(b)(vi)	Provincial Government Agency	BC Hydro	Yes	Early	Energy conservation is an important facet of the OCP.	Letter advising that the Town is undertaking an OCP review. Refer draft OCP for comment if requested.
		Ministry of Transportation and Infrastructure	Yes	Early and ongoing	MOTI matters are of relevance to the OCP, particularly as Highway #1 bisects Ladysmith.	
	Provincial/ Federal Government	Province of BC	No	None	N/A	None
	Provincial/ Federal Government	Government of Canada	No	None	N/A	None
475(4)	Agricultural Land Commission	Agricultural Land Commission	Yes	Early and ongoing	ALR land is in the Ladysmith area.	Letter advising that the Town is undertaking an OCP review. Refer draft OCP for comment.

5. Engagement Activities and Schedule

A Four Phase Process

The planning process and engaged process are integrated, whereby the community participates in every phase of the process:

1. **Gathering Knowledge and Creating a Baseline** | February through May 2021 – This phase involves: kick-off meetings; background research; and launching the engagement process.
 - *Purpose of engagement:* to raise awareness about the OCP process including opportunities for involvement; and to glean early input on community assets, issues, and aspirations.



OCP Planning Process Snapshot

2. **Co-Creating a Vision and Exploring Future Scenarios** | June through November 2021 – This phase involves: community-wide visioning; development of a business-as-usual scenario outlook for greenhouse gas emissions; creation of a vision, goals, and set of growth scenarios; and testing of vision, goals, and set of growth scenarios with the community.
 - *Purpose of engagement:* to glean aspirations and ideas for the future of Ladysmith, to educate on the relationship between OCP policy topics and community goals, to test a draft vision, goals, and growth scenarios with the community, and to co-create policy directions/strategies.
3. **Developing the Plan** | December 2021 through March 2022 – This phase involves: drafting the OCP; and engaging the community on the draft.
 - *Purpose of engagement:* to seek input on the draft OCP.
4. **Making the Plan Real** | April through October 2022 – This phase involves: refining the draft OCP; referring the OCP to public agencies and undertaking a legal review; engaging the community on the final draft OCP; and preparing the final OCP for the approvals process.
 - *Purpose of engagement:* to co-create a plan for a catalyst or demonstration to kick start OCP Implementation; and to seek input on the refined draft and final OCP.

Engagement Activities

The following activities are planned over the life of the first two phases. Following evaluation of the success of activities in phases 1 and 2, engagement activities will be confirmed for the last two phases. Details for each of the activities will be established at the outset of their preparation.

Town Council, the OCP Steering Committee, and other Town advisory committees will be engaged frequently throughout the process and are not included in the activities in the following pages.

Engagement Activity	Timing	Targeted Participants	Desired Outcome	Roles
Phase 1: Gathering Knowledge and Creating a Baseline				
Ladysmith Visioning Survey – This is a MetroQuest survey that includes both online and paper versions	May – July 2021	Everybody (general public)	-Awareness is raised about the process -Input is received on assets, issues, and vision/goals, as well as different pathways for growth	Consultants: Develop online and paper surveys; launch online survey; collect and summarize input Town: Advertise; distribute (e.g. pop-up engagement in various locations around Town and via stakeholder organizations) and collect paper version of survey; coordinate award for survey participation
Phase 2: Co-Creating a Vision and Exploring Future Scenarios				
Community and Stakeholder Virtual Workshops – These are a series of interactive workshops held online through Zoom. Some will be open to the general public while others will target	June	General public and targeted stakeholder groups identified in Part 4	-Input is received to inform vision and goals, as well as different pathways for growth	Consultants: Plan, host, and facilitate workshops Town: Advertise workshops and extend invitations to stakeholders; manage registration

Engagement Activity	Timing	Targeted Participants	Desired Outcome	Roles
specific stakeholder organizations.				
Play Package / Children's Activity Sheets – This is an interactive activity to be included in play packages distributed to families and children through LAFF, Canada Day kits, and other means.	June-August	Children and families with children, including equity-deserving groups	-Input is received to inform vision and goals	Consultants: Create interactive activity; liaise with LAFF
Youth Engagement – This involves working with Stz'uminus First Nation and Ladysmith youth on the planning and rollout of youth-targeted engagement. Specific activities TBD.	June-September	Stz'uminus and other Ladysmith youth	-Input is received to inform vision and goals, and different pathways for growth	Consultants: Liaise with youth to create and deploy engagement activities
Out and About Survey – This is a geospatial crowdsourcing survey in which residents participate "on the ground", in which they get outside and moving while also following health restrictions related to the pandemic	July	Everybody (general public)	-Input is received on important spaces and their attributes, to inform vision and goals	Consultants: Develop online platform; launch survey; collect and summarize input Town: Advertise

Engagement Activity	Timing	Targeted Participants	Desired Outcome	Roles
Stz'uminus First Nation Community Engagement – The nature of this engagement will be determined by the Stz'uminus First Nation.	September	Stz'unminus First Nation community members	-Input is received to inform vision and goals, and different pathways for growth. Coast Salish knowledge and perspectives on planning will be gratefully welcomed.	Consultants: Work with Stz'uminus First Nation on the creation of materials and deployment of engagement activities
Walkshops – These are walking workshops that allow residents to offer observations and insights on specific areas of Ladysmith.	September	General public (everybody)	-Input is received on neighbourhood or area-specific assets, issues, and planning/design ideas.	Consultants: Plan and attend/host walkshops Town: Advertise; manage registration
Pop-Up Engagement / Sounding Boards – These are interactive stations located in different areas of Ladysmith. Some can be left to stand alone in storefronts and indoor public locations, while others can be staffed for 2-3 hours at a time in various locations.	November (with other possible dates that take advantage of major community events such as Light Up)	General public (everybody)	-Input is received on the draft vision, goals, and growth scenarios. Planning/design ideas are co-created.	Consultants: Create engagement materials Town: Staff pop-up stations where appropriate

Engagement Activity	Timing	Targeted Participants	Desired Outcome	Roles
Community Ideas Fair – This is an in-person event for the whole family that includes multiple interactive stations for sharing input and ideas.	November	General public (everybody)	-Input is received on the draft vision, goals, and growth scenarios. Planning/design ideas are co-created.	Consultants: Create materials; plan and facilitate event
Growth Pathways Survey – This is a MetroQuest survey that includes both online and paper versions.	November	Everybody (general public)	- Input is received on the draft vision, goals, and growth scenarios. Planning/design ideas are co-created.	Consultants: Develop online and paper surveys; launch online survey; collect and summarize input Town: Advertise; distribute (e.g. pop-up engagement stations and via stakeholder organizations) and collect paper version of survey; coordinate award for survey participation
In-School Engagement – This involves engaging elementary and high school students in their classrooms through interactive activities.	November	Children and youth	- Input is received on the draft vision, goals, and growth scenarios. Planning/design ideas are co-created.	Consultants: Develop materials for activities Town: Attend classes to distribute and introduce materials

Engagement Activity	Timing	Targeted Participants	Desired Outcome	Roles
Phase 3: Developing the Plan				
Activities in this phase are TBD at a later date, once the success of previous activities can be evaluated. Engagement will include review of the draft Plan.				
Phase 4: Making the Plan Real				
Activities in this phase are TBD at a later date, once the success of previous activities can be evaluated. Engagement will include review of the final draft Plan.				

6. Potential Risks and Mitigation Approaches

The pandemic has reinforced the importance of being adaptive and responsive to unforeseen challenges. The following risks and mitigation approaches are accounted for in this engagement process:

Risk: Social distancing requirements preclude the use of some commonly-used engagement tools, and in-person meetings are rarely possible. This can make engagement challenging, particularly with harder-to-reach populations including those who do not have access to online/virtual platforms. Many also are suffering from “online/zoom fatigue”.

Mitigation Approach: This engagement plan includes a diversity of options for engagement that include going directly to where people congregate/shop/recreate/learn, and linking into existing programs provided by community organizations to equity-deserving populations. Surveys include both virtual and physical versions.

Risk: Participation is not representative. In engagement processes there is often under representation of children/youth and equity-deserving groups.

Mitigation Approach: Some of the engagement activities specifically target youth and children, as well as equity-deserving groups. Demographic information is also collected through the surveys, which allow input from under-represented groups to be brought to the surface.

Risk: The complexity of planning issues prevents participants from meaningfully contributing.

Mitigation Approach: All engagement materials will be designed to be accessible for diverse audiences. Likewise, engagement activities include elements that enable education, allowing participants to connect the dots between land use and community goals. This further enables informed participation and decision making.

Risk: Participants do not feel that engagement activities adequately collect their input.

Mitigation Approach: Most of the engagement activities include a component in which participants can offer input on the activity itself (refer to Part 7). This process will continue evaluate its effectiveness and can adapt as it progresses. This is why the activities in the last two phases have not yet been prescribed. In addition, all engagement activities will be summarized and made publicly available. In each subsequent engagement phase, participants will have the opportunity to learn how input informed elements of the plan.

Risk: The recent devastating discoveries of unmarked graves at former residential schools sites has been retraumatizing for many Indigenous peoples. More than ever, it is important for planning and engagement processes to be respectful of unique needs, including the possible requirement for longer participation timelines.

Mitigation Approach: This engagement process is intended to be adaptive, which is a core objective of the project as directed by Council and as laid out in the Ladysmith OCP Project Charter (as well as in Section 1 of this document). This Plan has already been revised to move engagement with Stz'uminus First Nation community members into the fall, and can be further accommodate changes as needed.

7. Evaluation

The appropriateness and effectiveness of engagement activities will be gauged through:

- Questions embedded in surveys and other interactive materials
- Exit surveys for both virtual and in-person workshops and events
- General feedback from staff, Council, the OCP Steering Committee, and others directly interfacing with community members during the engagement process

Based on this feedback, future engagement activities will be further adapted. The evaluation of success for the first two phases of the engagement process will directly inform the design of participation activities in phases three and four.

STAFF REPORT TO COUNCIL

Report Prepared By: Chris Barfoot, Director Parks, Recreation & Culture
Reviewed By: Allison McCarrick, CAO
Meeting Date: July 20, 2021
File No: 8160-01
Re: Parks, Recreation and Culture Fees and Charges

RECOMMENDATION:

That Council direct staff to:

1. Prepare the following amendments to “Town of Ladysmith Community Centre and Facilities Fees and Charges Bylaw 2018, No. 1968”:
 - Increase admission and pass fees by 2 percent per year, effective November 1, 2021, September 1, 2022, and September 1, 2023;
 - Increase facility rental fees, park permit fees and sport field light fees by 2 percent per year, effective November 1, 2021, September 1, 2022 and September 1, 2023;
 - Add the Kinsmen Picnic Shelter Half-Day Rental Rate;
 - Add the Sportsmen Shelter Full-Day and Half-Day Rental Rates; and
2. Begin a consultation process with the primary local sport clubs on the impacts of the introduction of grass sport field rental rates to membership fees.

EXECUTIVE SUMMARY:

Staff have reviewed the current “Town of Ladysmith Community Centre and Facilities Fees and Charges Bylaw 2018, No. 1968” as amended, including a market analysis, inflationary costs, and ensuring fees are still comparable within the region. Staff are recommending continuing with a 2 percent increase to pass fees, facility rental fees, park permit fees and sport light fees each year for the next three years.

Upon investigating the rental rates, grass sport field rentals were identified for further review and analysis. This review would involve consultation with the local sport organizations to gain a better understanding of impacts of rental rates on participant fees.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CS 2018-214	06/18/2018	That Council adopt “Town of Ladysmith Community Centre and Facilities Fees and Charges Bylaw 2018, No. 1968”.

INTRODUCTION/BACKGROUND:

In September 2018, Council authorized a 2 percent increase per year in Admission and Pass fees and committed to continue waiving admission for seniors over the age of eighty and children under the age of three. Council also authorized a 2 percent increase per year for facility rental fees, park permit fees and sport field light fees. It is recommended that an annual increase of 2 percent be implemented for the next three years (2021-2023). The proposed fees are shown in Attachments A and B.

Staff have completed a review of the existing fees and charges. During this review, staff used the attached Fees and Charges Policy guidelines seen in Attachment H to develop recommendations. Staff considered market analysis and inflationary costs and ensured that fees are still comparable within the region.

Facility Fees and Charges

Rental Charge

In determining appropriate rental rates, staff compared neighboring communities and similar facilities. Due to various facility sizes, amenities offered and rental requirements, an overall average was used for the rental fee comparison. This analysis confirmed that Ladysmith's fees for facility rentals are comparable in the region and in many cases lower than comparable facilities.

Continuing with the 2 percent annual increase on rental rates will provide the opportunity to maintain operational budget recovery percentages, and continue to provide access for community usage. All facility rentals are based on full charges, with registered non-profit societies receiving a 50 percent discount on fees associated with rentals not including the swimming pool. In 2020, Council approved the introduction of a 15% subsidy to local aquatic youth non-profits, ensuring the ability to provide aquatic community based programming.

Further Review and Analysis

As maintenance expenses necessary to maintain the Town's grass sport fields continue to rise between 2-5 percent, staff recommend consulting user groups to analyze impacts of applying rental rates. Conducting this review over the next 3 years will provide an opportunity to find a viable solution to lessen the burden on taxpayers and reduce the impacts to the primary local sport organizations utilizing the fields and participant membership fees.

While comparing rental rates for the picnic shelters located at Transfer Beach, it was identified that there is no fee listed in the existing bylaw for the rental of the Sportsman Shelter. However, there is an option to rent the Kinsmen Shelter. It would be beneficial to capture the rental fee for the Sportsman Shelter in the Bylaw.

Admission and Passes

Similar to the facility rental fees, admission and pass fees have been reviewed on a marketplace comparison for similar services, programs and amenities within the region. The proposed increase of 2 percent is consistent with what has been utilized in the past by Ladysmith and within the market.

ALTERNATIVES:

Council can choose to:

1. Maintain the current fees structure.
2. Change the proposed fees and charges to a different percentage increase.

FINANCIAL IMPLICATIONS:

The financial impact resulting from the proposed annual 2 percent increase for passes and admissions is anticipated to be approximately \$6,000 each year based on pre-COVID attendance numbers. Facility rental fee increases for the same period would result in a projected revenue increase of approximately \$2,500.

LEGAL IMPLICATIONS:

N/A

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

It's anticipated that the proposed admission fee increase will have minimal impact on user participation. Ladysmith residents with financial barriers have the opportunity to participate in the Leisure Access Program, which provides eligible participants the opportunity to receive a 50 percent discount on admissions and passes.

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

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|---|---|
| <input type="checkbox"/> Infrastructure | <input checked="" 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

ATTACHMENTS:

- A. Proposed Fees (2021-2024)
- B. Proposed Facility Rental Fees (2021-2024)
- C. Current Regional Single Admission Comparison
- D. Current Regional Pass Comparison
- E. Current Regional Facility Rental Fee Comparison
- F. Current Pool Rental Fees and Charges
- G. Current Fees and Charges Matrix
- H. Fees and Charges Policy

Appendix A

Proposed Fees 2021-2024 (GST NOT INCLUDED)

Single Admissions				
Type	Current	2021/22	2022/23	2023/24
Child 0-3 yrs	FREE	FREE		
Child 3-12 yrs	3.02	3.08	3.14	3.20
Youth 13-18 yrs	4.12	4.20	4.29	4.37
Adult 19-59 yrs	5.91	6.03	6.15	6.27
Senior 60-79 yrs	4.12	4.20	4.29	4.37
Senior 80 & up	FREE	FREE		
Family*	11.14	11.36	11.59	11.82
10 X Pass				
Type	2020/21	2021/22	2022/23	2023/24
Child 0-3 yrs	FREE	FREE		
Child 3-12 yrs	25.56	26.08	26.60	27.13
Youth 13-18 yrs	35.26	35.97	36.68	37.42
Adult 19-59 yrs	49.93	50.93	51.95	52.99
Senior 60-79 yrs	35.26	35.97	36.68	37.42
Senior 80 & up	FREE	FREE		
Family	94.11	95.99	97.91	99.87
30 X Pass		REMOVE		
Type	2020/21	2021/22	2022/23	2023/24
Child 0-3 yrs	FREE	FREE		
Child 3-12 yrs	61.36	62.59	63.84	65.12
Youth 13-18 yrs	93.55	95.42	97.33	99.28
Adult 19-59 yrs	131.77	134.41	137.10	139.84
Senior 60-79 yrs	93.57	95.44	97.35	99.30
Senior 80 & up	FREE	FREE		
Family	248.34	253.31	258.38	263.54
1-Month Pass				
Type	2020/21	2021/22	2022/23	2023/24
Child 0-3 yrs	FREE	FREE		
Child 3-12 yrs	N/A	N/A		
Youth 13-18 yrs	41.76	42.59	43.45	44.31
Adult 19-59 yrs	52.25	53.30	54.36	55.45
Senior 60-79 yrs	41.76	42.59	43.45	44.31
Senior 80 & up	FREE	FREE		
Family	98.48	100.45	102.46	104.51
12-Month Pass				
Type	2020/21	2021/22	2022/23	2023/24
Child 0-3 yrs	FREE	FREE		
Child 3-12 yrs	N/A	N/A		
Youth 13-18 yrs	404.53	412.62	420.87	429.29
Adult 19-59 yrs	507.19	517.33	527.68	538.23
Senior 60-79 yrs	404.53	412.62	420.87	429.29
Senior 80 & up	FREE	FREE		
Family	955.87	974.99	994.49	1,014.38

Appendix B

Proposed Facility Rental Fees 2021-2024 (GST NOT INCLUDED)

Facility	2020/21	2021/22	2022/23	2023/24
Frank Jameson Community Centre				
Meeting Room Hourly Rate	24.81	25.31	25.81	26.33
Meeting Room Hourly with Pool	22.86	23.32	23.78	24.26
Meeting Room Daily Rate	99.13	101.11	103.14	105.20
Gymnasium Hourly Rate	44.68	45.58	46.49	47.42
Gymnasium Daily Rate	385.04	392.74	400.60	408.61
Lower Program Room Hourly Rate	44.05	44.93	45.83	46.75
Lower Program Room with Pool	22.86	23.32	23.78	24.26
Lower Program Room Daily Rate	176.21	179.73	183.33	186.99
Lower Rec Room Hourly Rate *NEW	44.69	45.58	46.49	47.42
Lower Rec Room Daily Rate *NEW	385.04	392.74	400.60	408.61
Locker Rental - small	0.25	0.25	0.25	0.25
Locker Rental - large	0.50	0.50	0.50	0.50
One Pool	83.28	84.95	86.64	88.38
Two Pools	122.34	124.78	127.28	129.82
Aggie Hall				
Aggie Hall Hourly Rate (no kitchen)	44.68	45.58	46.49	47.42
Aggie Hall Hourly Rate (with kitchen)	75.47	76.98	78.52	80.09
Aggie Hall Daily Rate (includes kitchen)	205.96	210.08	214.28	218.57
Aggie Hall Receptions Party, Dance	404.85	412.95	421.21	429.63
Transfer Beach				
NEW - Transfer Beach Kin Shelter HALF DAY		33.82	34.50	35.19
Transfer Beach Kin Shelter FULL Day	55.37	56.47	57.60	58.76
NEW - Transfer Beach Sportsmen Shelter HALF DAY		33.82	34.50	35.19
NEW - Transfer Beach Sportsmen Shelter FULL DAY		56.47	57.60	58.75
Transfer Beach Amphitheatre – Full Day Private Family Function	101.95	103.98	106.06	108.19
Transfer Beach Amphitheatre – Half Day Private Family	58.24	59.40	60.59	61.80
Transfer Beach Amphitheatre – Full Day Public Special Event	393.25	401.12	409.14	417.32
Transfer Beach Amphitheatre – Performances per Hour	27.86	28.41	28.98	29.56
Park Permit (parking lot, upper beach, or lower beach) Full Day	101.95	103.98	106.06	108.19
Park Permit (parking lot, upper beach, or lower beach) Half Day	58.24	59.40	60.59	61.80
Park Permit (parking lot, upper beach, or lower beach) per Hour	27.86	28.41	28.98	29.56
Sports Fields				
Aggie Ball Diamonds per Hour Youth	NO CHARGE	NO CHARGE	NO CHARGE	NO CHARGE
Aggie Ball Diamonds per Hour Adult	16.88	17.22	17.57	17.92
Aggie Ball Diamonds Tournament per Day	145.08	147.98	150.94	153.96
High Street Little League Diamonds per Hour Youth	NO	NO CHARGE	NO CHARGE	NO CHARGE
High Street Little League Diamonds Tournament per Day	145.08	147.98	150.94	153.96
Holland Creek Ball Diamonds per Hour Youth	NO	NO CHARGE	NO CHARGE	NO CHARGE
Holland Creek Ball Diamonds per Hour Adult	16.88	17.22	17.57	17.92
Holland Creek Ball Diamonds Tournament per Day	145.08	147.98	150.94	153.96
Forrest Field per Hour Youth	7.47	7.62	7.77	7.92
Forrest Field per Hour Adult	26.71	27.24	27.79	28.34
Forrest Field per Day Youth	48.47	49.44	50.43	51.44
Forrest Field per Day Adult	180.23	183.83	187.51	191.26
Miscellaneous				
Chairs (25)	23.61	24.08	24.56	25.05
Forrest Field Half Lights per Hour	12.52	12.77	13.03	13.29
Forrest Field Full Lights per Hour	16.25	16.58	16.91	17.25
Aggie Field Lights	6.26	6.39	6.51	6.64
FJCC Field Lights	6.26	6.39	6.51	6.64

Appendix C

Current Regional Single Admission Comparison (GST NOT INCLUDED)

COMMUNITY	CHILDREN	YOUTH	SENIORS	ADULTS	FAMILY
Campbell River (Strathcona Gardens)	3.00	4.00	4.25	5.75	11.50
Comox Valley Sports Centre (SC) - All Facility Access - Including Pool	3.15	3.70	5.00	5.90	12.65
Cowichan Aquatic Centre	3.10	4.45	4.70	6.20	14.00
Cowichan Arena	3.25	4.25	4.25	6.00	13.00
Cowichan Lake Recreation - Cowichan Lake Sports Arena (CLSA)	3.50	4.00	4.25	5.25	15.00
Esquimalt	2.75	3.00	4.25	5.75	11.50
Fuller Lake	3.10	4.45	4.70	6.20	N/A
Gold River	3.55	4.05	4.40	5.55	11.45
Mill Bay (2020/21)	3.25	4.25	4.25	5.50	13.50
Nanaimo	3.75	5.25	5.25	7.00	14.00
Oak Bay	3.40	5.25	5.25	6.75	13.50
RDN Parksville (Oceanside Place) & Qualicum (Ravensong Aquatic Centre)	3.35	4.47	5.00	6.39	12.98
Port Hardy Aug. 2020-2021	3.40	4.10	3.40	5.40	11.75
Powell River	3.60	4.90	5.40	6.45	13.30
Sidney/North & Central/Saanich - Panorama Recreation	3.50	3.50	5.50	6.75	13.50
Sooke (effective September 1/2019)	3.00	3.50	4.75	6.50	13.00
Saanich CW Place	4.00	4.00	6.00	7.00	14.00
City of Victoria (Crystal Pool & Fitness)	3.05	3.60	4.65	5.80	11.70
Sunshine Coast - SCRD - (Pender Harbour Aquatic and Fitness Centre)	3.75	4.50	5.00	5.50	10.00
Westshore Parks and Rec	3.55	4.75	5.15	6.85	13.69
AVERAGE	3.35	4.20	4.77	6.12	12.84
Ladysmith Current	3.02	4.12	4.12	5.91	11.14
Ladysmith Proposed	3.08	4.20	4.20	5.79	11.14

Appendix D

Current Regional Pass Comparison (current fees - no increase)

	Nanaimo	RDN	North Cowichan	CVRD	Ladysmith
10 X Pass					
Child (0-36 mos)	FREE	FREE	18.85		FREE
Child (3-12yrs)	30.00	30.15	28.05	27.40	25.56
Youth (13-18yrs)	42.00	40.26	39.80	33.30	35.26
Adult (19-59yrs)	56.00	57.55	56.10	53.10	49.03
Senior*	42.00	44.68	42.35	45.00	35.26
Family		116.80			94.11
30 X Pass					
Child (0-36 mos)	N/A				FREE
Child (3-12yrs)					61.36
Youth (13-18yrs)					93.55
Adult (19-59yrs)					131.77
Senior*					93.57
Family					248.34
1 Month Pass					
Child (0-36 mos)		N/A	18.35		FREE
Child (3-12yrs)	22.00		27.55	37.80	N/A
Youth (13-18yrs)	42.00		39.80	44.40	41.76
Adult (19-59yrs)	56.00		52.00	70.80	52.25
Senior*	30.00			60.00	41.76
Family					98.48
12 Month Pass					
Child (0-36 mos)			232.25		FREE
Child (3-12yrs)	270.00	235.14	351.90	249.48	N/A
Youth (13-18yrs)	378.00	314.01	492.65	293.05	404.53
Adult (19-59yrs)	500.00	448.90	703.80	467.30	507.19
Senior*	378.00	350.87	527.85	396.00	404.53
Family	1,000.00	911.06			955.87

*Ladysmith children under the age of 3years and seniors the age of 80 years are free

Appendix E

Current Regional Facility Sports Field Hourly Rental Fees Comparison

Community	Grass Field (Youth)	Artificial Turf (Youth)	Grass Field (Adult)	Artificial Turf (Adult)
CVRD	\$ 12.00	\$ 12.00	\$ 20.25	\$ 20.25
Duncan	\$ 10.00	\$ 10.00	\$ 10.00	\$ 10.00
North Cwichean	No Charge	\$ 15.30	No Charge	\$ 30.60
Nanaimo	\$6-12	\$ 12.00	\$26-34	\$ 34.00
Ladysmith	No Charge	\$ 7.47	\$ 16.55	\$ 26.71

Appendix F
Current Regional Pool Rental Fee Comparison (GST NOT INCLUDED)

COMMUNITY	SWIM MEET RATE PER HOUR 2021/2022	FULL POOL RATE PER HOUR 2021/2022	PER LANE RATE PER HOUR 2021/2022
Campbell River	133.87 (included 2 guards)	161.70 full pool (guards @ actual cost) 50.92 shared	10.50/minor sports 24.41/masters 27.03 adult/commercial
Comox Valley Sports Centre (SC)	125.30	Youth 86.10 Adult 164.30	Youth 14.35 Adult 22.85, other 27.40
Comox Valley Aquatic Centre (AC)	167.10	Youth 114.80 Adult 219.00	Youth 14.35 Adult 22.85, other 27.40
Cowichan Aquatic Centre	Full Day Rates: 1589.35 Half Day Rate: 847.65 (includes full aquatic side, staffing and two party rooms)	Prime Time/Non Prime Commercial: 316.45 / 269.00 Private: 158.20 / 134.50 Schools: 94.95 / 80.70 Non Prof: 118.65 / 100.90	Prime Time/Non Prime Commercial: 40.70 / 34.60 Private: 20.35 / 17.30 Schools: 12.20 / 10.40 Non Prof: 15.25/12.95
Esquimalt Recreation Centre	N/A	170.00/hour plus 26.50/hour for each lifeguard needed	Commercial: 21.75/hour Not for profit: 13.75/hour
Gold River	59.15	135.15 (2 hr minimum)	22.25
Ladysmith	Not Applicable due to space limitations	121.04	13.26
Nanaimo	Private/Adult = 21.72/lane Youth=10.86/lane	NAC=845.73 Beban=417.85	Private/Adult = 21.72 Youth=10.86
Oak Bay	N/A	N/A	14.75
Port Hardy Aug. 2020/2021	N/A	88.75	21.16
Powell River	N/A	107.45 youth/161.15 adult/251.85 commercial	17.95 Youth/ 26.90 Adult
Ravensong (Parks/Qualicum) RDN	Pool All - Minor 143.36/Adult 213.66/Commercial 382.19	Minor 95.53/Adult 142.45/Commercial 238.11	Minor 15.45/Adult 22.73/Commercial 37.79
Saanich Commonwealth Place	non profit 16.28/lane	Leisure Lap Pools Only 142.28 After Hours 166.69	29.66
Saanich (Gordon Head)	non profit 16.28/lane		29.66
Sidney/North & Centre Saanich (Panorama)	Youth 115.00	Youth 115.00	Youth 14.70
Sooke (effective Septempber 1/19)	adult commercial 25.00	includes 2 guards 150.00	Youth 13.00
Sunshine Coast Non Profit - (Gibsons & District Aquatic Facility)	75.00	75.00	20.00
Sunshine Coast Commercial - (Gibsons & District Aquatic Facility)	90.00	90.00	25.00
Sunshine Coast Non Profit - (Sechelt Aquatic Facility)	145.00 Competition and or leisure Tank	145.00 Competition and or leisure Tank	19.00
Sunshine Coast Commercial - (Sechelt Aquatic Facility)	275.00 Competition and or Leisure Tank	275.00 Competition and or Leisure Tank	25.00
Sunshine Coast Non Profit - (Pender Harbour Aquatic and Fitness Centre)	85.00/hour (includes 2 lifeguards)	85.00/hour (includes 2 lifeguards)	21.25
Sunshine Coast Commercial - (Pender Harbour Aquatic and Fitness Centre)	n/a	85.00/hour (includes 2 lifeguards)	21.25
Westshore Parks & Rec.	144.00/youth commrc/swim clubs	264.00/commercial	18.00 non profit 33.00 commercial

Appendix G

Current Fees Matrix (2018-2021)

Single Admissions				1-Month Pass			
Type	2018/19	2019/20	2020/21	Type	2018/19	2019/20	2020/21
Child 0-3 yrs	FREE			Child 0-3 yrs	FREE		
Child 3-12 yrs	2.90	2.96	3.02	Child 3-12 yrs	N/A		
Youth 13-18 yrs	3.96	4.04	4.12	Youth 13-18 yrs	40.14	40.94	41.76
Adult 19-59 yrs	5.68	5.80	5.91	Adult 19-59 yrs	50.22	51.23	52.25
Senior 60-79 yrs	3.96	4.04	4.12	Senior 60-79 yrs	40.14	40.94	41.76
Senior 80 & up	FREE			Senior 80 & up	FREE		
Family*	11.14	11.14	11.14	Family	98.48	98.48	98.48
10 X Pass				12-Month Pass			
Type	2018/19	2019/20	2020/21	Type	2018/19	2019/20	2020/21
Child 0-3 yrs	FREE			Child 0-3 yrs	FREE		
Child 3-12 yrs	24.57	25.06	25.56	Child 3-12 yrs	N/A		
Youth 13-18 yrs	33.89	34.57	35.26	Youth 13-18 yrs	388.82	396.60	404.53
Adult 19-59 yrs	48.00	48.95	49.93	Adult 19-59 yrs	487.49	497.24	507.19
Senior 60-79 yrs	33.89	34.57	35.26	Senior 60-79 yrs	388.82	396.60	404.53
Senior 80 & up	FREE			Senior 80 & up	FREE		
Family	94.11	94.11	94.11	Family	955.87	955.87	955.87
30 X Pass							
Type	2018/19	2019/20	2020/21				
Child 0-3 yrs	FREE						
Child 3-12 yrs	58.98	60.16	61.36				
Youth 13-18 yrs	89.92	91.72	93.55				
Adult 19-59 yrs	126.66	129.19	131.77				
Senior 60-79 yrs	89.94	91.74	93.57				
Senior 80 & up	FREE						
Family	248.34	248.34	248.34				

TOPIC:	Fees & Charges – Department: Parks, Recreation & Culture
POLICY No:	05-1810-E
APPROVED BY:	Council
ORIGINAL DATE:	October 7, 2002
AMENDMENT DATE(S):	August 18, 2020

Criteria to Use When Considering Grant Requests

1 (low) through 5 (high)

- Indirect benefit to residents of the community
i.e. Youth Event. Proactive approach to policing / social services
Event designed to encourage positive behaviour amongst youth.
- Socially worthwhile
i.e. Contributes to sense of community
- Immediate economic impact within the community
- Long term economic impact / exposure to the community
- Contributes to the quality of life experience for all residents

* Minimum score of 15 to be advanced for resolution.

FEES AND CHARGES POLICY

The following policy pertains to the Department's three major service areas of pre-registered programs, general admissions and facility rentals. This policy is consistent with, and derived from, the preceding Fees and Charges principles and Leisure Services justification. It will provide the guidelines for the development of the additional policy, which may be necessary to address specific and at times, changing community needs, e.g., employee wellness, economically disadvantaged, etc.

Fees and charges policy development, implementation and evaluation is a dynamic process. Regular policy review and adjustment will occur to ensure that the policy addresses current community needs. Fees and charges will be reviewed annually and any pricing adjustments will be effective September 1st.

A. PRE-REGISTERED PROGRAMS*Principles:*

Fees for programs sponsored directly by the Department will be based on the following principles:

- The fees will be partially based on recovery of direct cost.
- The fees will encourage maximum public participation and at the same time, minimize, within reason, the tax subsidy.
- Users will be responsible for financially contributing to their recreation activity.

Direct Cost Recovery:

Registered programs are to recover the direct costs of the program. Direct program costs include:

- **Materials:** Includes all items necessary to ensure the program meets recognized standards. This includes items such as arts and crafts supplies, balls and nets, camping equipment, vehicle and equipment rental, tools and parts, stationery and printing, program cards and badges, candidate fees, etc.
- **Leadership:** Includes all persons directly involved in the teaching, coaching and immediate supervision of a program or activity. This category refers to all leaders, instructors and activity supervisors, whether paid by wage, honorarium (and/or contract).
- **Transportation:** Includes vehicle lease, rentals, tolls, fuel and labour costs.
- **Facilities:** Includes admission rates or rentals of non-district recreation facilities.
- **Administrative Surcharge:** A 10% surcharge, (15% for aquatic programs) based on the total amount of all other direct program costs, will be included as part of the Direct Program Cost. The surcharge is to compensate for other indirect costs associated with the program production, e.g., administration / supervision, facility fixed charges, advertising, etc.

Pricing for programs will reflect fees based on staff and material costs and contribute a portion to administrative services.

Target margin:

Dryland Programs
 Preschool programs – 5%
 Youth programs – 10%
 Adult programs – 20%

Aquatic Programs
 Beginners – 15%
 Advanced – 25%

Fees will be determined through a program cost analysis to be reviewed annually.

Factors for Consideration:

Other factors which may be taken into account when establishing program fees are:

- Program fees charged by other agencies and municipalities for similar services.
- Grants: If the Department is successful in obtaining provincial or federal grant funding or funding from corporate sponsors, the standard program fees may be decreased in order to encourage greater participation, e.g. summer playgrounds, community special events, special interest programs, etc.
- Developmental Programs: May not initially recover costs but are continued at a loss in order to encourage and promote interest. It is expected however, that over a period of time, these programs will break even.
- “Loss Leader” or “Service” programs are programs which provide service to patrons of other functions within the operation. These “Loss Leaders” are considered necessary for the success of other “profitable” operations within the facility, e.g. child minding, free introductory sessions, etc.

B. GENERAL ADMISSION PROGRAMS

The Town of Ladysmith is one of several leisure delivery agencies operating within the geographic region of the CVRD. If one organization is not price consistent with other agencies providing comparable service, the demand for their service will vary accordingly.

Consistent with the principle outlined in this policy, general admission fees should not be so high as to prohibit the participation of the majority of the public, but not so low as to ignore the obligation of the user to pay for service and minimize the cost to the taxpayer.

In consideration of the above, and within the principles and rationale of the Fees and Charges policy, the following General Admission pricing policy will apply.

User Classifications:

Adult	19 years of age and older
Senior Citizens	60 years of age and older
Youth	13 years of age to 18 years
Child	3 years of age to 12 years
Tot	0 to 36 months of age

Family – Parent(s) or guardian(s) with dependent children aged 18 or under.

*Family rate pays for one or both parents/guardians plus up to four (4) children, whether related or not, or all the children in the same family even if there are more than four.

General Admission Programs will include but not necessarily be limited to: swimming, aerobics and recreational sports. A base rate for all General Admission Programs which will be equal to the adult admission rate and will be determined by:

- a) a market analysis of comparable services in the CVRD and
- b) consideration of inflationary costs providing the service.

Degree of Subsidy:

The fee structure as a percentage of the base rate for the respective user classification will be as follows:

0%	Adult	→
25%	Seniors	
50%	Children	
25%	Students	
100%	Pre-school	
	Families	The rate equal to 2 adults

Free General Admission access to any member of the community who is 80 years or older.

Strip or multiple admission tickets may be available for up to 20% off applicable single rates for multiple admissions.

Other passes may be developed where appropriate to facilitate long term use, e.g. three to twelve month passes may be available at 24 and 75 times their respective single admission rates.

The Director of Parks, Recreation & Culture will have the authority to waive or reduce set fees for programs and services not identified in the Fees and Charges scheduled to provide for unusual, promotional and /or experimental purposes.

C. FACILITY RENTALS

Principles:

Fees for facilities run by the Department will be consistent with the rationale and principles described in this policy and with specific consideration given to:

- CVRD market rate for facility services of same or similar nature.
- Users contribution to the voluntary provision of recreation opportunities for the Ladysmith community.
- Users ability to pay.
- The encouragement of responsible and efficient use of facilities.
- Maximize revenue potential to recover maintenance, capital and labour costs and minimize financial burden to the taxpayer.
- Ensure fee equity to facilities of same or similar size and quality.

The base rate for all facility rentals will be established and consistent with the rate of same or comparable facilities in the CVRD market. Variations of the base rate in consideration of the aforementioned principles will be designated to various categories of use. The categories are as follows:

User Categories:

- 1.) Official Town functions and special status groups/events sanctioned by the Town of Ladysmith.
- 2.) Registered non-profit volunteer groups that use facilities for the provision of leisure-oriented activities that are open to all citizens or the neighbourhood and/or community.
- 3.) Private, educational, religious, labour, government, political and social service agencies, social/sports clubs, groups, and/or individuals.
- 4.) Commercial / Business

Degree of Subsidy:

Facility subsidy will increase with the degree to which the user group generally supports and/or contributes to the Municipality's mandate of providing public leisure services and are as follows (figures shown reflect percentage subsidy of regular rate):

	Users	Percentage of Subsidy
1	Town	100
2	Registered non-profit volunteer community leisure groups/service clubs	50
3	Private, Religious, Political, Government	0
4	Registered non-profit youth swim club	15
5	Commercial/Business	(20)

The above subsidies apply to the rental fees only of general purpose program spaces within the Department's Community Recreation Facilities. Additional direct costs such as materials, custodial services, etc., will be borne 100% by the renter. Reductions in fees may be made for groups and low priority times to facilitate maximum use of facilities in conjunction with other section managers.

Requests for Waiving of Fees:

The Department cannot waive fees but it can work cooperatively with organizations on joint programs where there is clear proof of benefit. All requests for joint initiatives will be addressed to the Director of Parks, Recreation & Culture and forwarded to the Parks and Recreation Commission for their consideration.

Council will not waive the fee but will provide a grant to the group to cover all, or a portion of the fee.

The following items should be considered in recommending whether Council provides a grant:

- a) Parks, Recreation & Culture Department recommendation
- b) grants will be limited to fund raising events
- c) grants will only be considered for Ladysmith-based non-profit organizations.
- d) only one grant per organization will be considered in one calendar year
- e) Criteria rating form.

NOTE* Volunteer non-profit groups will be provided space at no charge for public service functions such as registrations, equipment swaps, etc. Each group would be limited to three per year and provided only on availability of the facility.

STAFF REPORT TO COUNCIL

Report Prepared By: Jake Belobaba Director of Development Services
Geoff Goodall, Director of Infrastructure Services
Ryan Bouma, Sr. Engineering Technologist

Reviewed By: Allison McCarrick CAO

Meeting Date: July 20, 2021

File No: 1855-21-08

Re: **BC Active Transportation Infrastructure Grant Application**

RECOMMENDATION:

That Council direct staff to amend the 2021-2025 Financial Plan to include the Colonia/Delcourt Active Transportation Project at a cost of \$425,000 with the Town's portion of \$127,500 to come from the Appropriated Equity Reserve, and submit an application to the BC Active Transportation Infrastructure Grant Program for funding to:

- a) Construct sidewalks, crosswalks, and bike sharing road markings for a priority project along Colonia Drive from Brown Drive Park to Malone Road and along Delcourt Avenue;
- b) Purchase two pedestrian/cyclist counters to monitor the success of newly installed sidewalk and road markings;
- c) Purchase three e-bike charging stations and bike racks, to be installed in the Downtown, Brown Drive Park and Transfer Beach; and
- d) Complete the works identified in (a), (b) and (c) prior to March 2023.

EXECUTIVE SUMMARY:

Staff recommend that Council endorse an application to the BC Active Transportation Infrastructure Grant Program to obtain funding to construct a sidewalk along Colonia Drive from Brown Drive Park to Malone Road and along Delcourt Avenue, purchase pedestrian/cyclist counters and install e-bike charging stations at Brown Drive Park, 1st Avenue, and Transfer Beach. If the funding application is successful, the proposed works must be completed before March 2023.

PREVIOUS COUNCIL DIRECTION:

N/A

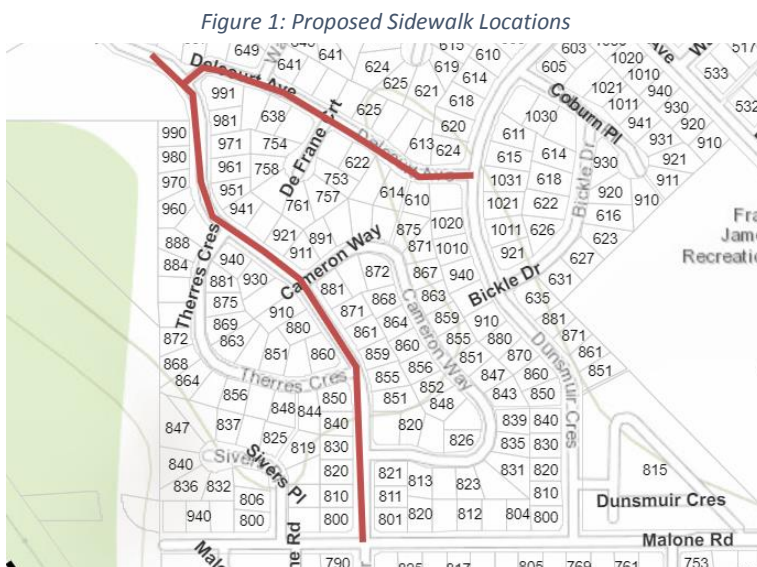
INTRODUCTION/BACKGROUND:

The BC Active Transportation Infrastructure Grant Program offers two grant options for local governments: an Active Transportation Network Planning Grant and an Active Transportation Infrastructure Grant. Staff recommend applying for the Active Transportation Infrastructure Grant. To be eligible, projects must be "shovel ready", be part of an active transportation

network plan or equivalent and open to the public. Under the program, the Province will provide up to 70% of construction costs to a maximum of \$500,000.

PROPOSAL:

Staff are recommending that Council endorse an application to construct a 1.8 metre wide, concrete sidewalk along Colonia Drive from Brown Drive Park to Malone Road and the full length of Delcourt Avenue (see Figure 1). Most of the other roads in this area have existing sidewalks so completing the proposed sidewalk will provide important pedestrian connections to key locations such as the Frank Jameson Community Centre, Ladysmith Secondary, Ladysmith Primary, and the Holland Creek Parks and Trails Network.



The Engineering Department is currently working on a design to submit as part of the application, which is due July 30, 2021. Staff recommend requesting funding to purchase trail counters to track pedestrian and cycling movements along the streets before and after installation to meet reporting requirements of the grant. The counters can be used for future projects or active transportation research later. The combined cost of the two units is approximately \$15,000.

Staff also recommend seeking funding to install three e-bike charging stations with racks: one Downtown in the plaza at 1st Avenue and Gatacre Street, one at Brown Drive Park and one at Transfer Beach. Staff estimate the combined purchase and installation costs of the three units to be \$10,000. The project must be complete before March 2023 and engineered drawings are required to be submitted with the application package.

ANALYSIS:

If the Town's grant application is successful, the sidewalks will provide key pedestrian connections in an existing residential neighbourhood. The project is simple enough that staff can complete the required design work by the July 30, 2021 deadline. Purchasing the pedestrian/cyclist counters will allow the Town to meet reporting requirements for the grant program and are tremendously useful for trail and active transportation planning. This equipment is a good long-term investment. E-bikes have exploded in popularity and can be expected to be extremely popular in Ladysmith due to its hilly terrain. Charging stations expand the range of e-bikes and allow riders to use a higher assist factor¹, both of which will lead to greater uptake of cycling in Ladysmith.

¹ E-bikes typically have settings that allow the rider to control how much power is supplied by the electric motor. A higher assist factor makes it easier to pedal but has a higher power drain. In hilly terrain like Ladysmith, riders are likely to use a higher assist setting more frequently, which in turn decreases range and requires more frequent charging.

ALTERNATIVES:

Council can choose to:

1. Direct staff not to submit an application to the BC Active Transportation Infrastructure Grant Program.
2. Direct staff to apply for funding from the BC Active Transportation Infrastructure Grant Program for a different project as specified by Council.

FINANCIAL IMPLICATIONS:

The cost of this project is \$425,000. The maximum grant funding is 70% of total project costs, meaning the Town's portion of the project cost will be \$127,500. Funds are available in the Appropriated Equity Reserve (Transportation Future Project) to cover the Town's portion.

LEGAL IMPLICATIONS:

N/A

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

Public consultation is a requirement of the grant program. Staff will work with the grant writing consultant to determine the best form of public consultation for the project.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Planning, Engineering and Parks & Recreation will work together on project planning and design, and Finance will administer the grant reporting and financial requirements of the grant.

ALIGNMENT WITH SUSTAINABILITY VISIONING REPORT:

- | | |
|---|---|
| <input checked="" type="checkbox"/> Complete Community Land Use | <input checked="" 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

TOWN OF LADYSMITH

BYLAW NO. 2045

A bylaw to regulate film production activities in the Town of Ladysmith

The Council of the Town of Ladysmith, in open meeting assembled enacts as follows:

Interpretation

1. In this Bylaw, unless the context otherwise requires:

- a) “emergency” means a present or imminent event or circumstance, inside or outside the boundaries of the Town, that requires prompt action or resources of the Town to prevent death, injury, damage to public infrastructure, environmental damage, disruption of essential services or social or economic losses;
- b) “essential service” means services vital to the health, well-being and essential needs of residents and includes health care providers, pharmacies and government offices;
- c) "Film Coordinator" means the Director of Development Services, the Director of Infrastructure Services, the Corporate Officer, the Director of Financial Services the Director of Parks, Recreation and Culture or the Chief Administrative Officer
- d) "Filming Guidelines" means the guidelines for filming attached to and forming part of this Bylaw as Schedule "A";
- e) “film crew” means any person, other than a Town employee or Royal Canadian Mounted Police (RCMP) officer, employed by or otherwise providing services to the film company including contractors, actors, directors and production assistants;
- f) “filming” means the production of a television show, movie, commercial or similar media and any activities incidental to such production, but excludes filming for the purposes of journalism or personal use;
- g) “firearm” means a firearm as defined in the *Criminal Code* [R.S.C., 1985, c. C-46] as amended;
- h) “highway” means a highway as defined under the *Transportation Act* [SBC 2004] Chapter 44 as amended;
- i) “local liaison” means a representative of the film company who has been given the authority by the film company to coordinate film activities, work with the Town on behalf of the film company, and pause, alter or stop filming activities if requested to do so by the Town;
- j) “municipal property” means any land owned or otherwise controlled by the Town, and includes highways, sidewalks, parks, statutory rights of ways, easements and property leased by the Town;
- k) “professional engineer” means a professional engineer as defined by the *Engineers and*

Geoscientists Act of BC [RSBC 1996] Chapter 116, as amended;

- l) "set" means, in the context of locations where filming occurs, any area where filming and related activities are taking place and includes vehicle parking, "circuses", storage and staging areas;
- m) "student film" means a film production undertaken by one or more students enrolled in an accredited educational institution that is produced primarily for academic use as a requirement of the educational institution's curriculum;
- n) "traffic control device" has the same meaning as in "Town of Ladysmith Streets & Traffic Bylaw 1998, No. 1309", as amended or replaced from time to time; and
- o) "travel-tourism film" means a film production intended to promote Ladysmith as a tourism destination.

Film Permits

- 2. Any person proposing to carry out filming on:
 - a) municipal property; or
 - b) subject to section 124(13) of the *Motor Vehicle Act* [RSBC 1996] Chapter 318 as amended, any portion of the Trans-Canada Highway that is within the boundaries of the Town; must apply for and be granted a valid film permit.
- 3. Filming occurring entirely on private property does not require a film permit, however, any person proposing to carry out such filming shall notify the Town's Bylaw Department, the Town's Fire Department and RCMP if filming will involve special effects, firearms or pyrotechnics.
- 4. Film permit applications must be submitted to the Film Coordinator.
- 5. A film permit application shall be in the form prescribed by the Film Coordinator and must include the supporting documentation and attachments specified from time to time by the Film Coordinator necessary to determine whether the application complies with the requirements of this Bylaw.
- 6. Where an application for a film permit is for filming on fee simple municipal property, a Licence of Use is required in the form prescribed by the Film Coordinator from time to time.
- 7. Where the film permit application has met the requirements of this bylaw, including the Filming Guidelines, the Film Coordinator is delegated the authority to:
 - a) approve the application for a film permit;
 - b) approve the application for a film permit conditions to at the sole cost of the applicant :
 - i) lessen the impacts of filming on the community, such as off-site highway closures, traffic control and parking restrictions; and
 - ii) lessen the impacts of filming on the provision or alteration of municipal services;
 - c) enter into a Licence of Use for filming on fee simple municipal property;
 - d) enter into agreements with the film company pertaining to copyrights and the use of recordings;
 - e) in order to facilitate filming, place traffic control devices to give notice that parking is prohibited;
 - f) tow or otherwise remove vehicles and other items from municipal property to facilitate filming; and

- g) authorize the provision of works and services provided by the Town.
- 8. Film companies must comply with the requirements of this bylaw, and any other applicable bylaw of the Town and all applicable statutes, regulations, rules, codes, and all orders of a federal, provincial or local government authorities having jurisdiction. The Town reserves the right to revoke a film permit in the event of a contravention of this bylaw including the attached guidelines, or any other applicable bylaw, statute or regulation.
- 9. The Town reserves the right to revoke a film permit or otherwise shut down filming, without notice, in the event of an emergency. The Town is not responsible for any loss or damages incurred by the film company resulting from an emergency shut down.
- 10. A film production that is applying for, or issued a film permit must comply with the requirements in the Filming Guidelines attached to this bylaw as "Schedule A".

FEES AND BONDS

- 11. Fees for services and facilities provided by the Town are payable pursuant to "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644".
- 12. The Film Company is required to pay for all direct costs incurred by the Town for the use of its land, facilities and services, including labour costs calculated in accordance with "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644".
- 13. Labour costs associated with services provided by the Town shall be calculated in accordance with "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644".
- 14. Where in the opinion of the Film Coordinator filming may result in damages to public infrastructure, the environment or municipal assets or create an unsafe condition, the Film Coordinator may require a deposit, equal to 125% of estimated costs of repairing any damage or correcting the unsafe condition.
- 15. Film permit application fees are payable at the time of application for a film permit and are non-refundable. For all other fees, the estimated fee must be paid in advance, and the film company will be will be refunded for any unused services.
- 16. Any quotes provided by the Town for services provided by the Town are non-binding. The Town reserves the right to charge for its actual costs, as calculated in accordance with this bylaw and the "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644".

Enforcement

- 17. The Film Coordinator may suspend or cancel a film permit where the permit holder has failed to comply with the terms and conditions of the film permit or provisions of this bylaw.
- 18. A person who contravenes, violates or fails to comply with any provision of this bylaw, or who suffers or permits any act or thing to be done in contravention or violation of this bylaw, or who fails to do anything required by this bylaw, commits an offence and shall be liable upon conviction to a fine of not more than ten thousand dollars (\$10,000.00) and not less than two hundred dollars (\$200.00) the

cost of prosecution and any other penalty or order imposed pursuant to the *Community Charter* [SBC 2003] Chapter 26 as amended or the *Offence Act* [RSBC 1996] Chapter 338, as amended. Each day that an offence against the bylaw continues or exists shall be deemed to be a separate and distinct offence.

Severability

19. If any part, section, subsection, clause or subclause of this bylaw is, for any reason held to be invalid by the court of competent jurisdiction, such decision does not affect the validity of the remaining portions of this bylaw.

Citation

20. This bylaw may be cited as "Film Bylaw 2021, No. 2045".

READ A FIRST TIME	on the	4 th	day of	May,	2021
READ A SECOND TIME	on the	4 th	day of	May,	2021
READ A THIRD TIME	on the	4 th	day of	May,	2021
ADOPTED	on the		day of		2021

Mayor (A. Stone)

Corporate Officer (D. Smith)

SCHEDULE "A"

Town of Ladysmith Filming Guidelines

Purpose

The purpose of these guidelines is to ensure filming in Ladysmith supports the film industry without unduly burdening the community, or creating unnecessary safety or environmental risks. Compliance with these guidelines is necessary to obtain and maintain a film permit.

Background

Ladysmith's unique character and amenities make the community an excellent location for filming. When properly managed, film productions bring economic benefits to the Town and surrounding region. Ladysmith prides itself on its ability to provide a world-class venue for filming through small-town resourcefulness and hospitality. Film companies are expected to plan and carry out filming activities accordingly.

These guidelines were developed with the intention of balancing the needs of the film companies with those of residents. They were developed considering processes and rules from other local governments in BC, the experiences of the Town during past film productions and the unique needs of the community. Subsequently, many requirements in these guidelines are unique to Ladysmith and are necessary to ensure film productions are accepted and welcomed into the community. By understanding and following these guidelines, film companies can expect efficient, high-quality service from the Town and the support and excitement of the community.

Interpretation

For the purposes of these Guidelines, any reference to "film company" includes a reference to any person who has obtained or has applied to obtain a film permit.

Guidelines

Permit applications

1. A film permit application must be submitted to the Development Services Department a minimum of five business days prior to filming.
2. All film companies should notify the Film Coordinator of filming proposals as soon as possible. As a small community, it can be difficult for Ladysmith to accommodate film productions on short notice. Large productions, or productions requiring extensive use of Town facilities and resources, should notify the Film Coordinator at least 20 days in advance of filming.

General Requirements

3. Filming must not:
 - a. compromise the safety of participants or the public;
 - b. pose a risk to the environment;
 - c. unreasonably disrupt essential services; or
 - d. unreasonably disrupt municipal services, or special events.

4. Filming must not generate undue negative impacts on residents and businesses, such as service disruptions, extended highway or public parking closures or noise and other nuisances.
5. As a condition of any permit issued under this bylaw, the film company is responsible for:
 - a. maintaining filming areas in a clean condition;
 - b. any required cleanup and restoration following filming;
 - c. the cost of correcting any damage or unsafe condition directly resulting from filming;
 - d. the cost of repairing or replacing any damaged or missing Town equipment resulting from filming; and
 - e. ensuring the professional and appropriate conduct of the film crew.
6. Filming must generate a zero net increase in costs to the Town. All services provided to the film company by the Town before, during and after filming will be provided on a cost recovery basis. All costs incurred by the Town as a result of filming will be charged to the film company.

Firearms and pyrotechnics

7. Filming involving pyrotechnics or similar fire risks may require the approval of the Ladysmith Fire Department.
8. The use of firearms or replica firearms, may require the written approval of the RCMP.
9. Where in the opinion of the Film Coordinator potential emergencies arising from filming activities may exceed the capabilities of the Town's emergency services, the film company will be required to provide an emergency response plan and additional emergency response resources, at their cost, and to the satisfaction of the Film Coordinator.

Highway, parking and sidewalk closures and traffic control

10. A traffic management plan approved by the Film Coordinator is required for any filming that will include:
 - a. full or partial closure to vehicle traffic on any highway within the Town; or
 - b. vehicle traffic control on any highway within the Town.
11. Traffic control services are not provided by the Town. Where filming will include highway closures or traffic control, the film company must provide certified traffic control technicians in accordance with an approved traffic management plan at the film company's cost.
12. Filming affecting traffic along the Trans-Canada Highway requires approval of the Ministry of Transportation and Infrastructure (MOTI). The film company must obtain MOTI approval and submit MOTI authorization prior to issuance of a film permit.
13. Filming affecting public transit requires the approval of appropriate transit authorities including the Province, Regional District of Nanaimo and the Cowichan Valley Regional District. The film company must obtain transit authority approval and submit transit authority authorization prior to issuance of a film permit.
14. Filming must not obstruct access by emergency vehicles. Sets and equipment on a highway must

facilitate emergency access or alternative access must be arranged and provided in advance. The Town reserves the right to damage, destroy or move any set or filming equipment, reopen a highway closed for filming or otherwise halt or disrupt filming in the provision of emergency services and bears no responsibility for any resulting cost incurred by the film company.

15. Highway closures must not disrupt essential services. A film company may be required to provide, at their cost, alternative service arrangements or written endorsement from the essential service provider.
16. A film permit may require traffic control or highway closures in excess of those requested by the film company to be provided at the film company's cost.

Structures and building alterations

17. Temporary structures or buildings will not require a building permit, development permit or rezoning. Temporary alterations to existing buildings or structures may require a building permit pursuant to the Town's building bylaw, but will not require a development permit or rezoning.
18. Where Guideline 17 exempts a temporary building or structure from the requirement to obtain a building permit that would otherwise be required under the "Ladysmith Building and Plumbing Bylaw 1994, No. 1119" as amended, the Film Coordinator may require written assurances from a professional engineer that the works will be designed and constructed in accordance with good engineering practice, are safe for the use intended and do not pose a risk to users, occupants or the public
19. To promote environmental sustainability and good will from local residents and businesses, film companies are encouraged to incorporate set features that create a lasting benefit to the Town such as new awnings, building paint, signage, street furniture and parks and playground equipment. Set features of this type will be subject to the following requirements:
 - a. Where additional permits are required (e.g. building permit or development permit) the film company may submit these applications, together with the required fees and property owner authorization, in conjunction with a film permit application.
 - b. To expedite filming, the Town may issue a film permit authorizing these works as temporary works under Guideline 17 while additional permits are under review. The Town may issue additional permits to the property owner after filming has ceased. If no additional permits are issued, the film company must remove the works.
 - c. The Town may require a deposit when a film permit is issued to cover fees payable when additional permits are issued (e.g. development cost charges, landscape bonds etc.) or for demolition costs if additional permits cannot be issued.

Public Notification

20. Where in the opinion of the Film Coordinator, filming is expected to result in extensive or lengthy disruptions to residents and businesses, the Film Coordinator may require a film company to prepare a joint communications plan with the Town.

21. The film company must make reasonable efforts to obtain written consent of affected property owners and tenants if filming will:

- a. block any pedestrian or vehicle access or egress serving private property such as a driveway or door;
- b. block, interfere with or render unusable any feature intended to provide access or egress to private property for persons with disabilities;
- c. create a nuisance on private property as defined in "Ladysmith Nuisance Abatement Bylaw 2015, No. 1893" As amended.; or
- d. disconnect or disrupt electrical, water, gas, telephone, internet, solid waste collection, transit, sewer or similar services to private property.

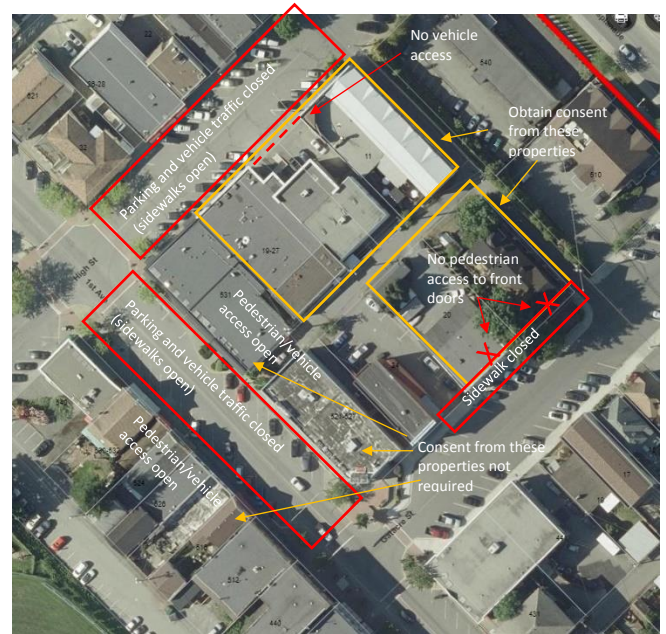


Figure 1: Example of when owner consent is required

22. The Film Coordinator may issue a film permit if the film company is unable to obtain consent under Guideline 21 if, in the opinion of the Film Coordinator, all reasonable attempts to obtain consent were made and impacts to property owners and tenants have been adequately addressed or are negligible.

23. It is recommended that, prior to filming, film companies notify the Ladysmith Downtown Business Association (if filming in the downtown) and the Ladysmith Chamber of Commerce and make a presentation to Council.

24. The film company is responsible to provide public notification, to the satisfaction of the Film Coordinator, as follows:

- a. Written notice must be delivered to all adjoining tenants and owners where any highway, parking or sidewalk fronting their property will be closed for filming activities.
- b. Filming involving the closure or extensive use of municipal property open to the public, other than a highway, requires signage posted at all commonly-used public entrances or other conspicuous locations.
- c. For an intensive or lengthy disruption to a neighbourhood, the Film Coordinator will require written notification to all properties within 60 meters of areas where filming is occurring.
- d. All notifications and signage shall include:
 - i. the name of the film company;
 - ii. the name, phone number and email address of the film company; and
 - iii. the date(s) and time(s) the film company will be working in the area with a brief description of what the activity and the impacts will be on those receiving the notice.

- e. Written notification shall be delivered and signage shall be posted no less than three days prior to filming. For an intensive or lengthy disruption to a neighbourhood, the Film Coordinator may require notification to be delivered more than three days prior to filming.

Local Liaison

- 25. The film company must designate a local liaison.
- 26. The local liaison must:
 - a. provide to the Film Coordinator an email address and mobile phone number where the local liaison can be reached during filming;
 - b. be within Ladysmith and available by mobile phone during filming, setup and tear down; and
 - c. be available for site meetings or inspections that may be required by the Town to complete its review of the application or in an emergency.
- 27. The Town reserves the right to provide the contact number for the local liaison to members of the public with questions or concerns about filming activities.

Vehicles and Mobile Equipment

- 28. All vehicles and equipment used by the film company must display a clearly visible sign or tag with the name of the film company and the name and phone number of either the film company or the operator of the equipment or vehicle.
- 29. Vehicles parked on highways open to the public must be parked pursuant to the Town's bylaws and the *Motor Vehicle Act*. The Town reserves the right to ticket or tow vehicles that have been parked contrary to the conditions Town bylaws, including in areas that have been marked with traffic control devices pursuant to section 8(e) of the Film Bylaw.

Towing

- 30. The Film Coordinator may authorize the towing of vehicles left on municipal property when filming is scheduled to occur provided that:
 - a. the film company has posted notice prior to filming, indicating that vehicles may be towed; and
 - b. the costs of towing, impound and other fees will be covered by the film company.

Works and Services on Municipal Property and Assets

- 31. Unless otherwise approved by the Film Coordinator, works on municipal property, assets and infrastructure, such as sign and street furniture removal and snow removal must be done by Town work crews at the cost of the film company.
- 32. A film permit application must include a list of works under Guideline 31. The Town will determine staffing and equipment requirements or authorize the film company to complete the works.
- 33. If Town employees will be present on the set, the film company must account for the presence of

Town staff in its workplace health and safety plan and the Town may request a copy of the film company's workplace health and safety plan.

Community Contributions

34. Film companies are encouraged to work with and support local not-for-profits, impacted residents and businesses and business associations to create goodwill within the community. The Film Coordinator can provide lists of organizations that can support filming in the community.
35. A portion of film permit fees will be deposited into the Town of Ladysmith's Filming Reserve Bylaw. Funds from this reserve are used to attract and promote filming in Ladysmith. Film companies may also make voluntary contributions to this reserve.

Insurance and Indemnification

36. A film permit shall contain an indemnification clause indemnifying and saving harmless the Town from all claims, arising from in connection with the film production.
37. A film permit must be signed by an authorized representative of the film company.
38. The film company must provide proof of insurance with a minimum coverage limit of \$5,000,000 Commercial General Liability insurance against third party claims for bodily injury, death, property, and loss of use.
39. For higher risk filming activities the Film Coordinator may require, higher coverage.
40. All required insurance policies must include:
 - a. a cross liability clause;
 - b. an additional insured endorsement naming the Town of Ladysmith, its elected officials,, employees, officers, agents and volunteers as "Additional Insured" with respect to liability arising out of the activities conducted by or on behalf of the named insured; and
 - c. 15 days written notice for cancellation or any material change that will reduce the coverage of the policy.
41. Prior to the issuance of a film permit the film company must provide:
 - a. a completed copy of the Town's Standard Insurance Certificate as prescribed by the Film Coordinator from time to time; and
 - b. proof of current WorkSafe BC registration and coverage.

TOWN OF LADYSMITH

BYLAW NO. 2046

A Bylaw to amend "Noise Suppression Bylaw 2003, No. 1478"

The Council of the Town of Ladysmith in open meeting assembled enacts that "Noise Suppression Bylaw 2003, No. 1478" is amended as follows:

1. Section 12 (Exempt Noise) is amended by adding the following item:

"m) Any sound or noise authorized by a filming permit issued under "Town of Ladysmith Film Bylaw 2021, No. 2045"."

Citation

2. This bylaw may be cited for all purposes as Town of Ladysmith "Noise Suppression Bylaw 2003, No. 1478, Amendment Bylaw 2021, No. 2046".

READ A FIRST TIME	on the	4 th	day of	May,	2021
READ A SECOND TIME	on the	4 th	day of	May,	2021
READ A THIRD TIME	on the	4 th	day of	May,	2021
ADOPTED	on the		day of		

Mayor (A. Stone)

Corporate Officer (D. Smith)

TOWN OF LADYSMITH

BYLAW NO. 2047

A Bylaw to amend "Official Community Plan Bylaw 2003, No. 1488"

The Council of the Town of Ladysmith in open meeting assembled enacts that "Official Community Plan Bylaw 2003, No. 1488" is amended as follows:

1. Section 4 ('Exemptions') of Schedule A.1 (Development Permit Areas) is amended by adding the following item:

"(m) temporary works or structures, including temporary alterations to the exterior of a building, for the purposes of filming for which a valid film permit has been issued pursuant to Town of Ladysmith "Film Bylaw 2021, No. 2045".

Citation

2. This bylaw may be cited for all purposes as "Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No.62) 2021, No. 2047".

READ A FIRST TIME on the 4th day of May, 2021

READ A SECOND TIME on the 4th day of May, 2021

PUBLIC HEARING held pursuant to the provisions of the *Local Government Act*
on the 1st day of June, 2021

READ A THIRD TIME on the 1st day of June, 2021

ADOPTED on the day of

Mayor (A. Stone)

Corporate Officer (D. Smith)

TOWN OF LADYSMITH

BYLAW NO. 2048

A Bylaw to amend "Building and Plumbing Bylaw 1994, No. 1119"

The Council of the Town of Ladysmith in open meeting assembled enacts that "Building and Plumbing Bylaw 1994, No. 1119" is amended as follows:

1. Section 3.8 is amended by adding the following:

"3.8.4 No permit shall be required for temporary construction for the purposes of filming for which a valid film permit has been issued pursuant to Town of Ladysmith "Film Bylaw 2021, No. 2045"."

Citation

2. This bylaw may be cited for all purposes as "Building and Plumbing Bylaw 1994, No. 1119, Amendment Bylaw 2021, No. 2048".

READ A FIRST TIME	on the	4 th	day of	May,	2021
READ A SECOND TIME	on the	4 th	day of	May,	2021
READ A THIRD TIME	on the	4 th	day of	May,	2021
ADOPTED	on the		day of		

Mayor (A. Stone)

Corporate Officer (D. Smith)

TOWN OF LADYSMITH

BYLAW NO. 2049

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

The Council of the Town of Ladysmith in open meeting assembled enacts that "Town of Ladysmith Zoning Bylaw 2014, No. 1860" is amended as follows:

1. Part 6 (Specific Use Regulations) is amended by adding the following:

"6.1(f). The temporary use of land and temporary structures for the purposes of filming for which a valid film permit has been issued pursuant to "Town of Ladysmith Film Bylaw 2021, No. 2045".

Citation

2. This bylaw may be cited for all purposes as "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No.31) 2021, No. 2049".

READ A FIRST TIME on the 4th day of May, 2021

READ A SECOND TIME on the 4th day of May, 2021

PUBLIC HEARING held pursuant to the provisions of the *Local Government Act*
on the 1st day of June, 2021

READ A THIRD TIME on the 1st day of June, 2021

APPROVED by the Ministry of Transportation & Infrastructure
on the 29th day of June, 2021

ADOPTED on the day of

Mayor (A. Stone)

Corporate Officer (D. Smith)

TOWN OF LADYSMITH

BYLAW NO. 2049

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

The Council of the Town of Ladysmith in open meeting assembled enacts that "Town of Ladysmith Zoning Bylaw 2014, No. 1860" is amended as follows:

1. Part 6 (Specific Use Regulations) is amended by adding the following:

"6.1(f). The temporary use of land and temporary structures for the purposes of filming for which a valid film permit has been issued pursuant to "Town of Ladysmith Film Bylaw 2021, No. 2045".

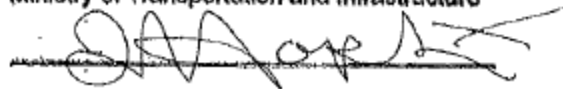
Citation

2. This bylaw may be cited for all purposes as "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No.31) 2021, No. 2049".

READ A FIRST TIME	on the	1 ST	day of	June , 2021
READ A SECOND TIME	on the	1 ST	day of	June , 2021
READ A THIRD TIME	on the		day of	,
ADOPTED	on the		day of	,

Approved pursuant to section 52(3)(a) of
the *Transportation Act*

this 29th day of June 2021
Ministry of Transportation and Infrastructure



JAMIE LEIGH HOPKINS
A Commissioner for taking affidavits
within the Province of British Columbia
2100 Labieux Road, Nanaimo BC V9T 6E9

Mayor (A. Stone)

Corporate Officer (D. Smith)

TOWN OF LADYSMITH

BYLAW NO. 2050

A Bylaw to amend "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644"

The Council of the Town of Ladysmith in open meeting assembled enacts that "Town of Ladysmith Fees and Charges Bylaw 2008, No. 1644" is amended as follows:

1. Add a new Schedule 4 "Filming Fees" as attached to this bylaw.

Citation

2. This bylaw may be cited for all purposes as "Town of Ladysmith Fees and Charges Bylaw 2008, No.1644, Amendment Bylaw 2021, No. 2050".

READ A FIRST TIME	on the	4 th	day of	May,	2021
READ A SECOND TIME	on the	4 th	day of	May,	2021
READ A THIRD TIME	on the	4 th	day of	May,	2021
ADOPTED	on the		day of		

Mayor (A. Stone)

Corporate Officer (D. Smith)

**SCHEDULE 4
FILMING FEES
"TOWN OF LADYSMITH FEES AND CHARGES BYLAW 2008, NO. 1644"**

Permit Processing and Application Fees	
Travel-tourism Film Permit	No charge
Student Film Permit	No charge
Documentary Film Permit	\$500
All other Film Permit applications based on film crew size:	
less than 10	\$300
11- 50	\$ 750
51- 99	\$1,000
100 +	\$1,500
Labour Costs	
Unionized staff*	Rate payable under collective agreement and employment contracts + 15%
Exempt staff*	Rate payable under employment contract + 15%
RCMP	Applicable overtime rate
* Labour costs directly related to permit processing are included in permit fees	
Parking Lots/Spaces	
On-street parking spaces	\$3.00/space/day
Off-street parking spaces	\$5.00/space/day
Equipment Rates	Equal to annual equipment charge out rates
Parks and Recreation Facilities	
Sports field or ball diamond	\$225/day
Other parkland	\$0.10/m ² /day
Trail	
Requires full closure to public	\$200/day
Does not require full closure to public	No charge
Playground, picnic shelter, outdoor sports court, horseshoe pitch, community garden or similar	\$75/day
Outdoor washroom, concession, change room or similar	\$14/day
Outdoor water park	\$100/hour
Aggie Hall	\$90/hour or \$247/day
Transfer Beach Park Amphitheatre	\$500/day
Frank Jameson Community Centre	
Gymnasium	\$60/hour or \$460/day
Meeting room or change room	\$25/hour/room or \$100/day/room
Lower program room	\$53/hour or \$212/day
Lower rec room	\$53/hour or \$462/day
Pool	\$147/pool/hour
Miscellaneous Municipal Lands and Facilities	
Undeveloped land or road allowance	\$0.08/m ² /day
Building space	\$0.52/m ² of floor area/day
Developed road allowance (e.g. sidewalk, tread way, lane)	No charge

TOWN OF LADYSMITH

BYLAW NO. 2071

A Bylaw to establish a reserve fund to promote filming in Ladysmith

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

1. A reserve fund is established under the provisions of the *Community Charter* [SBC 2003] Chapter 26 as amended, to be known as the "Filming Reserve Fund".
2. Voluntary community contributions from the film industry shall be deposited into this reserve unless such contributions are expressly provided for another purpose.
3. Two (2) percent of all filming permit fees shall be deposited to this reserve.
4. Money set aside until required to be used, may be invested in the manner provided by the *Community Charter* [SBC 2003] Chapter 26 as amended.
5. Money set aside and any interest earned thereon shall be expended solely for:
 - a. Promoting Ladysmith as a destination for filming including marketing costs, and payments to local, regional, provincial, national or international organizations that promote Ladysmith as a filming destination;
 - b. Community improvements, including amenity and infrastructure improvements in areas where filming typically occurs;
 - c. Community improvements, including amenity and infrastructure improvements that support filming in Ladysmith; or
 - d. Staff and consulting costs directly related to attracting and supporting the film industry in Ladysmith.
6. This bylaw may be cited for all purposes as "Filming Reserve Bylaw 2021, No. 2071".

READ A FIRST TIME	on the	4 th	day of	May	, 2021
READ A SECOND TIME	on the	4 th	day of	May	, 2021
READ A THIRD TIME	on the	4 th	day of	May	, 2021
ADOPTED	on the		day of		,

Mayor (A. Stone)

Corporate Officer (D. Smith)

BYLAW STATUS SHEET

July 20, 2021

		Status
2045	Film Bylaw 2021, No. 2045	First, second and third reading, May 4, 2021.
2046	Noise Suppression Bylaw 2003, No. 1478, Amendment Bylaw 2021, No. 2046 (Filming)	First, second and third reading, May 4, 2021.
2047	Official Community Plan Bylaw 2003, No.1488, Amendment Bylaw (No.62) 2021, No. 2047 (Filming)	First and second reading, May 4, 2021. Referred to Stz'uminus First Nation and School District 68. Public Hearing and third reading June 1, 2021.
2048	Building and Plumbing Bylaw 1994, No. 1119, Amendment Bylaw 2021, No. 2048 (Filming)	First, second and third reading, May 4, 2021.
2049	Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No.31) 2021, No. 2049 (Filming)	First and second reading, May 4, 2021. Public Hearing and third reading June 1, 2021. MOTI approval received June 29, 2021.
2050	Town of Ladysmith Fees and Charges Bylaw 2008, No.1644, Amendment Bylaw 2021, No. 2050 (Filming)	First, second and third reading, May 4, 2021.
2060	Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 63) 2021, No. 2060 (670 Farrell Road)	First and second reading, March 16, 2021. Public Hearing, and third reading April 6, 2021.
2061	Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 33) 2021, No. 2061 (670 Farrell Road)	First and second reading, March 16, 2021. Public Hearing and third reading April 6, 2021. MOTI approval received May 3, 2021.
2064	Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 35) 2021, No. 2064 (630 Farrell Rd)	First and second reading, April 20, 2021. Public Hearing and third reading May 18, 2021. MOTI received June 8, 2021.
2067	Road Closure and Dedication Removal Bylaw 2021, No.2067. (1130 Rocky Creek Rd)	First and second reading, June 1, 2021. Notice provided and published in Chronicle on June 3 and 10, 2021. Public Hearing and third reading June 15, 2021. MOTI approval required prior to adoption.
2068	Official Community Plan Bylaw 2003, No. 1488, Amendment Bylaw (No. 65) 2021, No. 2068 (1130 Rocky Creek Rd)	First and second reading, June 1, 2021. Public Hearing and third reading June 15, 2021. Conditions to be met prior to adoption
2069	Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 37) 2021, No. 2069 (1130 Rocky Creek Rd)	First and second reading, June 1, 2021. Public Hearing and third reading June 15, 2021. MOTI approval required. Conditions to be met prior to adoption
2071	Filming Reserve Bylaw 2021, No. 2071	First, second and third reading May 4, 2021.
2078	Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 40) 2021, No. 2078 (pre-existing single detached dwellings)	First and second reading June 15. Public Hearing and third reading July 6, 2021. MOTI approval required prior to adoption.



LADYSMITH RESOURCES CENTRE ASSOCIATION

Heart on the Hill



Town of Ladysmith
410 Esplanade
Ladysmith, B.C.
V9G 1A2

July 5, 2021

To Mayor and Council members,

I am writing to request a letter of support for the Reaching Home Program. The LRCA has been providing The Reaching Home services in Ladysmith and area for the past year and a half.

The LRCA works hard to reduce and prevent homelessness in Ladysmith through a coordinated systems approach. The Reaching Home Program funds contribute towards providing a key Intake Worker who supports people in meeting core housing needs and securing sustainable housing. Our worker helps to reduce homelessness by integrating case management services for people who are at risk of homelessness and individuals who identify as having no home.

The people we serve have complex barriers to sustaining housing, and our coordinated approach assists them in building capacity. We work with our clients to set and meet goals, connect them to permanent housing through rent subsidies and offering direct support that will increase agency coordination and support clients with housing loss prevention and basic living needs support.

I must submit the LRCA proposal to the United Way before July 23. We appreciated your letter of support in our initial grant proposal and look forward to your continued support.

Please do not hesitate to reach back if you have any questions,

Regards

Karen Laing

Karen Laing
Executive Director

Working on the traditional and unceded territory of the Stz'uminus People



non-profit registered society

P 250 245 3079 | F 250 245 3798 | info@lrca.ca | 630 2nd Avenue, Box 1653, Ladysmith, BC V9G 1B2

[facebook.com/ladysmithresourcecentre](https://www.facebook.com/ladysmithresourcecentre) | [@ladysmithcares](https://twitter.com/ladysmithcares)

www.lrca.ca

October 22, 2019

File: 0230-20 LRCA

To Whom It May Concern:

Re: 2020-2021 Reaching Home Funding Application: Letter of Support for Ladysmith Resource Centre Association

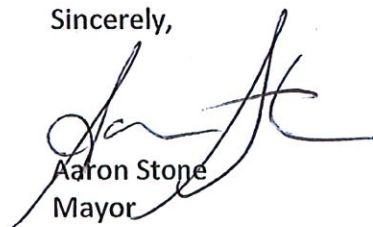
On behalf of the Town of Ladysmith Council, I am pleased to provide this letter of support for the Ladysmith Resource Association's (LRCA) application for funding under the 2020-2021 Reaching Home program.

Currently, the LRCA receives this funding to provide Housing Support Services in the Ladysmith area. These services deliver much needed support to community members for emergency housing assistance by contributing funds for rent or utilities, therefore preventing homelessness during a critical time when there is limited housing supply not only in Ladysmith but across the Cowichan Region.

Funding under this program also allows the LRCA to employ a housing support worker who fills the important role of building relationships with community members to identify the full spectrum of support that may be required and then connects them to additional programs and services outside of the LRCA. These services also provide support to apply for identification, file income taxes and apply for income assistance.

The Town of Ladysmith supports the LRCA's application for funding and appreciates their commitment to providing vulnerable Ladysmith residents with support and resources when needed the most.

Sincerely,



Aaron Stone
Mayor

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

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 cowichan

