

**A REGULAR MEETING
OF THE TOWN OF LADYSMITH COUNCIL
AGENDA
7:00 P.M.**

**Tuesday, January 23, 2024
Ladysmith Seniors Centre
630 2nd Avenue**

Pages

1. CALL TO ORDER AND ACKNOWLEDGEMENT

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

Members of the public may attend meetings in person at the Ladysmith Seniors Centre or view the livestream on YouTube:

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

2. AGENDA APPROVAL

Recommendation

That Council approve the agenda for this Regular Meeting of Council for January 23, 2024.

3. RISE AND REPORT- Items from Closed Session

Item from the Closed Meeting of Council held October 3, 2023

CE 2023-069

That Council direct staff to:

3. Terminate the existing contract for design services [Artist Studio] through Checkwitch Poiron Architects Inc.

Item from the Closed Meeting of Council held December 5, 2023

CE 2023-089

1. That Council authorize staff to enter into annual moorage agreements for slips at the Oyster Bay Marina shown on the map provided at the

December 5th in-camera Meeting of Council for the following purposes:

- a. 46 feet of moorage for the Ladysmith Dragon Boat Society's Dragon Boat;
 - b. Building #1 for the Ladysmith Maritime Society to operate the Maritime Museum;
 - c. Building #3 for an interpretation centre and moorage for heritage vessels owned by the Ladysmith Heritage Society;
 - d. 20 feet of moorage space near Building #3 for moorage of vessels owned by the Ladysmith Heritage Society.
2. That the moorage agreements be subject to the "standard" moorage terms offered by the Oyster Bay Marina, provided at the December 5th, 2023 in camera meeting of Council.
 3. That Council direct staff to include funding for these moorage agreements in the Town's proposed annual budget until the earlier of:
 - a. December 31, 2029; or
 - b. The Oyster Bay Marina cancels the agreements; or
 - c. In the case of the Ladysmith Maritime Society, cease to use the slips or cease to use the slips for the uses under recommendation 1, in which case the moorage space reserved for them would be cancelled;
 - d. In the case of the Dragon Boat Society, cease to use the slips or cease to use the slips for the uses under recommendation 1, in which case the moorage space reserved for them would be cancelled.
 4. That, following agreement with Oyster Bay Marina, staff and the Town's lawyer be authorized to:
 - a. Notify the Ladysmith Dragon Boat Society that the moorage referred to in recommendation 1(a) will be available to the Society for their dragon boat, subject to the terms in recommendations 2 and 3 and that the Town has budgeted to pay the annual moorage fee; and
 - b. Notify legal Counsel for the Ladysmith Maritime Society that the items referred to in recommendations 1(b), 1(c), and 1(d) will be available to the Society, and that the Town has budgeted to pay the annual moorage fee, subject to the following conditions:
 - i. The terms in recommendations 2 and 3;

- ii. Use shall be limited to mooring heritage boats owned by the Society or to provide community programs such as heritage interpretation and harbour tours;
 - iii. Annual moorage payments are subject to annual budget approval and may be withdrawn at the sole discretion of the Town.
5. Rise and report once an agreement with the Oyster Bay Marina has been reached and the Ladysmith Maritime Society and Ladysmith Dragon Boat Society have been notified.

4. MINUTES

4.1 Minutes of the Regular Meeting of Council held January 9, 2024

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Recommendation

That Council approve the minutes of the Regular Meeting of Council held January 9, 2024.

5. DELEGATIONS

5.1 Andrea Rosato-Taylor and Kathy Holmes, Arts Council of Ladysmith & District

6. Committee Minutes

6.1 Committee of the Whole - January 16, 2024

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Recommendation

That Council direct staff to:

- 1. Prepare a report for a future Committee of the Whole meeting regarding the possibility of dedicating 1200 Christie Road, and road allowances at King Road and Gill Road as parkland.
- 2. Prepare a report for a future meeting of Council on requiring subdivisions to allocate active transportation space.

7. REPORTS

7.1 Buller Street Revitalization Project 16

Recommendation

That Council receive for information the report dated January 23, 2024, regarding the Buller Street Revitalization Project.

8. BYLAWS

8.1 Bylaws for Introduction

8.1.1 "Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166" 24

Recommendation

That Council:

1. Give first, second and third readings to "Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166"; and
2. Direct staff to refer Bylaw No. 2166 to the Inspector of Municipalities for approval.

8.2 Bylaws for Adoption

8.2.1 "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163" 28

Recommendation

That Council adopt "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163."

8.3 Bylaw Status Sheet 33

9. NEW BUSINESS

10. QUESTION PERIOD

- A maximum of 15 minutes is allotted for questions.
- Persons wishing to address Council during "Question Period" must be Town of Ladysmith residents, non-resident property owners, or operators of a business.
- Individuals must state their name and address for identification

purposes.

- Questions put forth must be related to items on the agenda.
- Questions must be brief and to the point.
- Questions shall be addressed through the Chair and answers given likewise. Debates with or by individual Council members or staff members are not allowed.
- 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.

11. ADJOURNMENT



MINUTES OF A REGULAR MEETING OF COUNCIL

Tuesday, January 9, 2024

6:30 P.M.

Ladysmith Seniors Centre
630 2nd Avenue

Council Members Present:

Mayor Aaron Stone

Councillor Ray Gourlay

Councillor Amanda Jacobson

Councillor Tricia McKay

Councillor Duck Paterson

Councillor Marsh Stevens

Councillor Jeff Virtanen

Staff Present:

Allison McCarrick

Erin Anderson

Jake Belobaba

Ryan Bouma

Sue Bouma

1. CALL TO ORDER

Mayor Stone called this Meeting of Council to order at 6:30 p.m., in order to retire immediately into Closed Session.

2. CLOSED SESSION

CS 2024-001

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:

- (a) 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.

Motion Carried

3. OPEN MEETING AND ACKNOWLEDGEMENT (7:00 p.m.)

Mayor Stone called this Regular Meeting of Council to order a 7:00 p.m., recognizing with gratitude that it was taking place on the unceded territory of the Stz'uminus First Nation.

Mayor Stone wished everyone a Happy New Year.

4. **AGENDA APPROVAL**

CS 2024-002

That Council approve the agenda for this Regular Meeting of Council for January 9, 2024.

Motion Carried

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

Council rose from Closed Session at 6:33 p.m. without report.

2022 Closed Session Resolutions

As noted in the agenda package, Council rose with report on routine closed session resolutions for the period January 2022 to December 2022, as well as the following selected 2022 resolutions related to the business of Council:

- **CE 2022-013 (March 1, 2022)**

That Council direct staff to:

1. Regretfully inform the Arts Council of Ladysmith & District that their request, as outlined in their correspondence dated January 24, 2022, to lease a portion of the Town-owned property at Buller Street for a period of up to ten years, in order to install temporary trailers which will be used as office space and classrooms while the Machine Shop is being renovated is not viable; and
2. Set up a meeting with the Arts Council of Ladysmith & District, staff and Mayor Stone to discuss options.

- **CE 2022-014 (March 1, 2022)**

That Council not rise and report on resolution CE 2022-013 at this time.

- **CE 2022-016 (March 15, 2022)**

That Council approve the agenda for this Closed Meeting of Council for March 15, 2022, as amended to include the following agenda item under New Business: Item 5.1, "Town of Ladysmith COVID-19 Vaccination policy 07-2640-F".

- **CE 2022-028 (May 3, 2022)**

That Council:

1. Defer consideration of the request by Rogers Communications Inc. to install a communications tower at the Town of Ladysmith Public Works yard until staff develop a Cell Tower Siting Policy;
2. Advise Rogers Communications Inc. accordingly; and

3. Not rise and report on this item at this time.

- **CE 2022-040 (June 21, 2022)**

That Council direct staff to advise Rogers Communications Inc. that it must follow the Town's newly-adopted Telecommunications Antenna Structure Policy related to its request to install a communications location at the Town of Ladysmith Public Works Yard at 330 6th Avenue.

- **CE 2022-041 (June 21, 2022)**

That Council not provide approval in principle for the draft Licence Agreement with Rogers Communications Inc. for a communications location at the Town of Ladysmith Public Works Yard at 330 6th Avenue.

- **CE 2022-042 (June 21, 2022)**

By unanimous consent Council agreed not to rise and report on Resolution Nos. CE 2022-040 and CE 2022-041 at this time.

- **CE 2022-082 (December 20, 2022)**

That Council:

1. Receive the final design of the Ladysmith Arts and Heritage Hub Artist Studio building and landscaping, as outlined in the report by the Director of Parks, Recreation & Culture dated December 20, 2022.

6. MINUTES

6.1 Minutes of the Public Hearing and Regular Meeting of Council held December 19, 2023

CS 2024-003

That Council approve the minutes of the Public Hearing and Regular Meeting of Council held December 19, 2023.

Motion Carried

7. PROCLAMATIONS

7.1 Crime Stoppers Month

Mayor Stone proclaimed January 2024 as Crime Stoppers Month in the Town of Ladysmith.

8. REPORTS

8.1 Ladysmith Harbour Economic Development Corporation (formerly DL2016 Holdings Corporation) Annual General Meeting

CS 2024-004

That Council, as the sole shareholder of the Ladysmith Harbour Economic Development Corporation (previously DL 2016 Holdings Corporation) entitled to vote at an annual general meeting resolve that:

1. The financial statements of the Company for the period ended December 31, 2022 are hereby approved;
2. The number of directors of the Company is hereby fixed at five;
3. The following persons, each of whom has consented to act as a director, are hereby elected as directors of the Company, to hold office until the next annual general meeting of the Company (or unanimous resolutions consented to in lieu of holding an annual general meeting) or until their successors are appointed:
 - Allison McCarrick
 - Jake Belobaba
 - Erin Anderson
 - Chief John Elliott
 - Roberta Bowman
4. Grant Thornton, LLP, Certified Public Accountants are hereby appointed auditors for the Company until the next annual reference date of the Company or until a successor is appointed, at a remuneration to be fixed by the directors; and
5. January 9, 2024 is selected as the annual reference date for the Company for its current annual reference period.

These resolutions shall be deemed to be effective as of January 9, 2024.

Motion Carried

8.2 Alternative Approval Process – Buller Street Revitalization Project

CS 2024-005

That Council direct staff to prepare a borrowing bylaw in the amount of \$13,500,000 for the Buller Street revitalization project located on Town owned lands at 1st Avenue and Buller Street and proceed with the Alternative Approval Process to obtain elector assent.

Motion Carried

9. BYLAWS

9.1 Bylaws for Introduction

9.1.1 “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163”

CS 2024-006

That Council give first, second and third readings to “Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163”.

Motion Carried

9.2 Bylaw Status Sheet

10. NEW BUSINESS

10.1 2024 Conference Attendance

10.1.1 Association of Vancouver Island Coastal Communities

CS 2024-007

That Council appoint Councillors Gourlay, Jacobson, McKay and Paterson to join Mayor Stone at the Association of Vancouver Island and Coastal Communities annual convention to be held April 12-14, 2024 in Victoria.

Motion Carried

10.1.2 Union of British Columbia Municipalities

CS 2024-008

That Council appoint Councillors Gourlay, Jacobson, Paterson and Virtanen to join Mayor Stone at the Union of British Columbia Municipalities annual convention to be held September 16-20, 2024 in Vancouver.

Motion Carried

10.1.3 Federation of Canadian Municipalities

CS 2024-009

That Council appoint Councillor Virtanen to join Mayor Stone at the Federation of Canadian Municipalities 2024 Convention to be held June 6-9, 2024 in Calgary.

Motion Carried

10.1.4 Vancouver Island Economic Alliance

CS 2024-010

That Council appoint Councillors Gourlay, McKay, Paterson and Virtanen to join Mayor Stone at the Vancouver Island Economic Alliance to be held October 23-24, 2024 in Nanaimo.

Motion Carried

11. QUESTION PERIOD

A member of the public asked about the projected cost for the proposed new City Hall and whether there was a contingency plan should costs exceed what had been anticipated.

12. ADJOURNMENT

CS 2024-011

That this Regular Meeting of Council be adjourned at 7:20 p.m.

Motion Carried

CERTIFIED CORRECT

Mayor (A. Stone)

Corporate Officer (S. Bouma)

Committee of the Whole Recommendations to Council January 23, 2024

At its January 16, 2024 meeting, the Committee of the Whole recommended that Council direct staff to:

1. Prepare a report for a future Committee of the Whole meeting regarding the possibility of dedicating 1200 Christie Road, and road allowances at King Road and Gill Road as parkland.
2. Prepare a report for a future meeting of Council on requiring subdivisions to allocate active transportation space.



COMMITTEE OF THE WHOLE MEETING MINUTES

Tuesday, January 16, 2024
6:31 P.M.
Ladysmith Seniors Centre
630 2nd Avenue

Council Members Present:

Councillor Marsh Stevens, Chair
Mayor Aaron Stone *via Zoom*
Councillor Ray Gourlay
Councillor Amanda Jacobson

Councillor Tricia McKay
Councillor Duck Paterson
Councillor Jeff Virtanen

Staff Present:

Allison McCarrick *via Zoom*
Erin Anderson
Jake Belobaba
Ryan Bouma

Trish McConnell
Chris Geiger
Sue Bouma *via Zoom*
Andrea Hainrich *via Zoom*

1. CALL TO ORDER AND ACKNOWLEDGEMENT

Councillor Stevens, Chair, called this Committee of the Whole meeting to order at 6:31 p.m., and acknowledged with gratitude that it was being held on the unceded territory of the Stz'uminus First Nation.

2. AGENDA APPROVAL

CW 2024-001

That the agenda for this January 16, 2024 Committee of the Whole meeting be approved.

Motion Carried

3. MINUTES

3.1 Minutes of the Committee of the Whole Meeting held November 14, 2023

CW 2024-002

That the minutes of the Committee of the Whole Meeting held November 14, 2023 be approved.

Motion Carried

4. REPORTS

4.1 Building Inspector's Report to December 31, 2023

CW 2024-003

That the Committee receive the Building Inspector's Report for the months September to December 2023.

Motion Carried

4.2 Coastal Animal Control Services Reports for August and September 2023

CW 2024-004

That the Committee receive the Coastal Animal Control Services Reports for August and September 2023.

Motion Carried

4.3 Ladysmith Fire/Rescue Reports for November and December 2023

CW 2024-005

That the Committee receive the Ladysmith Fire/Rescue Reports for November and December 2023.

Motion Carried

4.4 Occupational Health and Safety 2023 Year End Report

CW 2024-006

That the Committee receive the 2023 Occupational Health and Safety year end report.

Motion Carried

4.5 2023-2026 Strategic Priorities Update

CW 2024-007

That the Committee receive the 2023-2026 Strategic Priorities Update dated January 16, 2024.

Motion Carried

5. COUNCIL SUBMISSIONS

5.1 Parkland Dedication

CW 2024-008

That the Committee recommend that Council direct staff to prepare a report for a future Committee of the Whole meeting regarding the possibility of dedicating 1200 Christie Road, and road allowances at King Road and Gill Road as parkland.

Motion Carried

5.2 Active Transportation

CW 2024-009

That the Committee recommend that Council direct staff to prepare a report at a future meeting of Council on requiring subdivisions to allocate active transportation space.

Motion Carried

6. ADJOURNMENT

CW 2024-010

That this Committee of the Whole meeting adjourn at 7:28 p.m.

Motion Carried

CERTIFIED CORRECT

Chair (Councillor M. Stevens)

Corporate Officer (S. Bouma)

INFORMATION REPORT TO COUNCIL

Report Prepared By: Mike Gregory, Communications and Engagement Specialist
 Reviewed By: Allison McCarrick, CAO
 Meeting Date: January 23, 2024
 File No: 4200-20
 Re: Buller Street Revitalization Project

RECOMMENDATION:

That Council receive for information the report dated January 23, 2024, regarding the Buller Street Revitalization Project.

EXECUTIVE SUMMARY:

The construction of a new City Hall has been a strategic priority of both the current and previous Councils for close to ten years. Attempts to make the priority a reality have involved consultant work delivering three separate, yet similar proposals, for three different Councils. As each proposal has failed to materialize, the ability of the Town to provide efficient services and superior customer service to its citizens is compromised further.

The Town is currently in a position to move ahead with this priority in a strategic and financially prudent fashion by combining the project with a much-needed housing development.

This report is to provide the “why” the Town requests to borrow funds on a Town-owned land revitalization project.

PREVIOUS COUNCIL DIRECTION:

CS 2015-249	2015-07-06	That Council: 1. Enter into a loan agreement with the Municipal Finance Authority for an amount up to \$920,000 for a maximum period of 5 years, ending in July 2020, to purchase the properties located at 721 1 st Avenue, 12 Buller Street, 20 Buller Street, and 26 Buller Street, Ladysmith, as authorised by section 175 of the Community Charter; 2. Acknowledge that, in accordance with section 175 of the Community Charter, the term of this loan may not be extended without the approval of the electors; and, 3. Amend the Financial Plan accordingly.
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INTRODUCTION/BACKGROUND:

The current Ladysmith City Hall at the corner of Roberts Street and Esplanade Avenue opened to the public in 1952, operating as a shared building with both the RCMP detachment and the library board.

Since that time, the Ladysmith community has grown from a population of 2,094 residents to 8,890 residents in 2021, as well as almost 500 businesses.

Over this period the Town has been the primary occupant of the civic building, while the other entities have long since moved on to buildings that more adequately accommodate their respective operational capacities and functions.

Due to the age of the building, capital funds continue to be allocated to maintain City Hall in a state that is appropriate for employees to serve the public.

Including a new City Hall as part of the proposed Buller Street Revitalization Project will allow the Town to deliver excellence in customer service through the consolidation of civic offices in the heart of downtown while offering the public a missing middle housing initiative.

A potential partnership with the Provincial and Federal governments is in the early stages and may not come forward again. This funding approval would allow the Town to proceed with the Buller Street Revitalization Project, which is proposed to include housing, civic offices and institutional space.

The approval to borrow is a long process of up to 6 months and is also a pivotal step. Without the borrowing, the City Hall would be delayed once again.

Consolidation of Office Space

The existing City Hall is on the Town's heritage register and occupies a prominent location at the corner of Roberts Street and the Trans-Canada Highway. However, City Hall has reached its maximum capacity for office space and its useful life as a City Hall.

According to the Official Community Plan (OCP), between 2021 and 2050, the population is expected to grow at an estimated annual rate of 1.2% to reach a total of 10,125 people by 2030, 11,345 by 2040, and 12,712 people by 2050.

Due to the limited space at City Hall, Development Services, which currently has eight staff, leases a building at Roberts and 2nd Avenue. The annual cost of leasing this office space was \$32,277 in 2023.

Additionally, staff in areas such as Information Technology, Bylaw, Protective Services and Engineering do not currently have offices at City Hall. They are spread among varying Town-owned buildings within Ladysmith.

A new City Hall would consolidate staff from these areas under one roof, thereby improving the Town's overall efficiency in carrying out business and responding to resident inquiries.

In addition, municipal governments across BC continue to take on new responsibilities. Local governments are now responsible for managing regulatory changes, grant-based funding for new programs, health and social services, climate change mitigation, emergency services and housing. These new responsibilities demand an increase in staff, resources and capacity and the current strained office space allocation will not be able to accommodate these increases.

Current Condition of City Hall

As already mentioned, the availability of usable space in City Hall is an ongoing challenge, and the building is at a maximum capacity. Individual offices are too small to conduct a meeting of more than two people and therefore the previous Council Chamber is used for this purpose. This space is booked daily and is at its capacity for use. Council meetings have been moved to the Ladysmith Resources/Senior's Centre building to safely accommodate the public's participation at Council meetings and public hearings.

In addition, City Hall does not have enough space to house and keep safe all of its corporate files. As a result, the Town stores some of its corporate files off-site at an annual cost of just under \$8,000.

City Hall also lacks a shipping and receiving area, resulting in packages and other deliveries being stored in corridors, creating obstacles and posing safety issues. This makeshift storage accommodation reduces the accessibility for patrons using the back entrance, and generally adds clutter and disorganization.

The Accessible BC Act requires that organizations develop a plan to "identify, remove and prevent barriers to individuals in or interacting with the organization". City Hall is currently not an accessible building. The back door entrance is the only stair-less access point to the building, but once inside, internal stairs make it impossible for people with poor mobility to access the front desk or to make payments. Washrooms are not equipped to handle wheelchairs. The new city hall will be fully accessible.

Upgrades to City Hall

Council approved \$435,000 as part of the 2023 Capital Budget to complete necessary improvements to the building.

A review of the building determined that investments in a new roof, windows and HVAC system were all required if the Town were to ensure the continued operation of City Hall at the current location.

The proposed improvements quickly became necessities -in recent months, City Hall was forced to close to address flooding caused by the aging roof. The failing roof drains that were causing leaks inside the building were replaced with a completely new system.

In addition, the recent cold snap has underscored the need to deal with the building's heating and cooling inefficiencies. These temperature inconsistencies are currently being addressed.

The upgrades to City Hall have progressed steadily throughout the latter half of 2023, highlighted recently with the completion of the windows and roof.

It is anticipated that these upgrades will make City Hall a functional and comfortable space for a new potential tenant if the Buller Street Revitalization Project were to proceed in the future.

Public Attendance Space at Council Meetings

Due to the COVID-19 pandemic and requirement for additional physical distancing space, Council transitioned to meeting in the Seniors Centre building rather than the City Hall Council Chambers. This also provided the necessary meeting space at the City Hall for operational use.

The Town invested \$92,000 in the municipally-owned Seniors Centre (630 2nd Avenue) to adequately accommodate the return to in-person Council meetings.

These funds were allocated from the Provincial government COVID relief funds and were used to purchase a new audiovisual system and other IT upgrades.

While the capacity at the Seniors Centre is an improvement over the former Council Chambers at City Hall, it still does not adequately accommodate a larger public hearing and it is still not cost effective due to meeting set up/take down costs and extra janitorial requirements.

A meeting requiring greater capacity would need to be held at either Aggie Hall, or a hall rental, such as Eagles Hall. A new City Hall would allow for meetings to occur at one location while avoiding the additional costs that are necessary when changing venues.

City Hall as a Strategic Priority

The Town's purchase of the Buller Street property in 2015 was the first step forward in one day achieving Council's long-standing strategic priority to build a new City Hall.

The project is included in the current Council's 2023-2026 Strategic Plan and is being brought forward now by staff after a potential partnership with senior levels of government was identified to include high-density housing.

The unprecedented synergy of resources and capital funds on a redevelopment project of this type will likely never occur again in Ladysmith if the Town were to abandon its interest.

The project aligns with the Ladysmith Official Community Plan, which supports optimizing infill development in the downtown as this area is already walkable and provides good access to employment opportunities, shops, services, and other amenities.

The revitalization of Buller Street would mark a significant economic investment in the downtown area, creating temporary jobs during construction and ultimately much-needed housing as our community grows.

Since purchasing the property, funding has been directed for both staff and consultants to study the configuration of City Hall, using assumptions for both institutional, commercial and/or housing space.

These consultants' reports were received by previous Councils, including cost estimates which have increased exponentially.

The construction of a new City Hall has been expressed in these reports as a necessary inevitability for the reasons described in detail above, and costs will only continue to rise.

A 2016 report to Council by Process Four explained how municipalities should make an effort to limit the number of visits between facilities. Ladysmith requires customers to make multiple trips to receive information or complete transactions, thereby creating inefficiencies in our administrative processes, frustrating patrons and contributing to more vehicle trips.

In 2017, Council asked staff to bring forward a financial strategy and spacing requirements for a new City Hall. Staff were also directed to explore partnerships for the project and despite these discussions taking place, no decision was ever reached on how to proceed, although project timing and financial restraints may have been contributing factors.

In 2020, Urban Systems prepared an update looking at options for a new City Hall. The report included a financial analysis showing escalating costs and a range of options for commercial, and / or rental residential, noting the success of this model in other jurisdictions. Potential partnerships were explored in this scenario, with no further action. Again, project timing and financial restraints may have been contributing factors.

The City of Rossland recently completed Rossland Yards, a different type of partnership development that includes a City Hall. An artist rendering and an image showing the completed build has been included as an example of what can be accomplished through partnership.

SAMPLE ONLY



The above artist rendering and project photo is not the design of the proposed Buller Street Revitalization Project and is only being provided as an example of a civic building combined with residential development through government partnerships.

Rossland Yards is the result of a partnership between the Province through BC Housing, the City of Rossland, Columbia Basin Trust, the Federation of Canadian Municipalities' Green Municipal Fund and non-profit operator the Lower Columbia Affordable Housing Society (LCAHS). The mixed-use building features Rossland City Hall on the ground level with 37 housing units above.

The COVID-19 pandemic resulted in a change to how society views office space and in-person gatherings, such as meetings. The Town modified the front counter of our offices to safely reopen to the public. As mentioned, Council meetings were shifted to the Seniors Centre until a new permanent solution can be reached in the new City Hall.

Staff capacity and the configuration of City Hall in its current state continues to expose the town staff and patrons to risk if another outbreak were to occur again in the future.

The “why” of including a new City Hall in the Buller Street Revitalization Project is presented now to Council, and the community, with eight years of exploratory studies and a strong case to move ahead with the backing of potential partners.

The short answer to “why” fund a new City Hall within the Buller Street Revitalization Project

- Increase the effective and efficient provision of public services.
- Increase operational workspace capacity.
- Increase operational efficiency.
- Provide fiscal responsibility.
- Deliver sound asset management.
- Increase housing supply.

- Implement an overdue strategic priority.

The “what and how” will be brought back to Council and the public if the funding is approved.

FINANCIAL IMPLICATIONS:

Project borrowing

The Town’s portion of the project (i.e. the cost of constructing the City Hall portion) is estimated to be approximately \$13.5 million dollars and is not eligible for grant funding. As the cost is greater than the limit set in the *Municipal Liabilities Regulation*, the Town is required to obtain electoral approval to debt finance this amount.

For a municipality to borrow funds, it must adhere to specific Provincial borrowing legislation. A municipality’s debt servicing costs (principal and interest payments) cannot exceed 25% of the specific municipal revenue.

The Town currently has 5 long-term debt agreements. As of December 31, 2023, there was:

- \$1,185,000 owing on the RCMP detachment building from 2006,
- \$5,312,000 owing on the Water Filtration Plant from 2019,
- \$673,000 owing on Water improvements from 2012, and
- \$6,500,000 owing on the Waste Water Treatment Plant from 2016.

The debt servicing costs (interest and principal) for these executed long-term borrowings in 2023 was \$1,133,293. There is an additional \$6.2 million dollars in approved debt for Water Supply Improvements, though this debt has not been executed and the Town does not pay interest or principal payments.

The Town also borrowed monies to fund the purchase of 3 fire trucks. The total debt outstanding at December 31, 2023 for the fire vehicles was \$2.8 million and the debt servicing costs for these trucks was \$217,668 in 2023.

This proposed debt is expected to add an additional \$860,520 in debt servicing payments for a total of \$3,534,456 in debt servicing payments including unexecuted debt. This amount is less than the latest Provincially approved legislative cap on debt servicing for the Town of \$4,870,390.

LEGAL IMPLICATIONS:

The municipal borrowing process is highly legislated through the *Community Charter*¹.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The process for public input regarding this potential project begins once the preliminary steps have been taken for loan approval via a borrowing bylaw. “Town of Ladysmith City

¹ Community Charter s.179 & 180

Hall Loan Authorization Bylaw 2024, No. 2166” appears later in tonight’s agenda. Once Bylaw No. 2166 receives first three readings and approval from the Inspector of Municipalities, the process for engaging the public via an Alternative Approval Process (AAP) will be brought back to Council and citizen engagement will begin shortly thereafter.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

The Finance Department will lead the borrowing process and Corporate Services will lead the AAP.

ALIGNMENT WITH STRATEGIC PRIORITIES:

- | | |
|---|---|
| <input checked="" type="checkbox"/> Core Infrastructure | <input type="checkbox"/> Economy |
| <input type="checkbox"/> Official Community Plan Implementation | <input type="checkbox"/> Leadership |
| <input type="checkbox"/> Waterfront Area Plan | <input type="checkbox"/> Not Applicable |

I approve the report and recommendation.

Allison McCarrick, Chief Administrative Officer

INFORMATION REPORT TO COUNCIL

Report Prepared By: Sue Bouma, Manager of Corporate Services
Reviewed By: Allison McCarrick, CAO
Meeting Date: **January 23, 2024**
File No:
Re: **Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166**

RECOMMENDATION:

That Council:

1. Give first, second and third readings to “Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166”; and
2. Direct staff to refer Bylaw No. 2166 to the Inspector of Municipalities for approval.

EXECUTIVE SUMMARY:

The purpose of Bylaw No. 2166 is to enable the Town to borrow up to \$13.5 million dollars over a term of 30 years to fund the construction of a new City Hall.

PREVIOUS COUNCIL DIRECTION:

At the January 9, 2024 Regular Meeting, Council passed the following resolution:

Resolution	Resolution Details
CS 2024-005	That Council direct staff to prepare a borrowing bylaw in the amount of \$13,500,000 for the Buller Street revitalization project located on Town owned lands at 1st Avenue and Buller Street and proceed with the Alternative Approval Process to obtain elector assent.

DISCUSSION:

Under the *Community Charter*, long-term borrowing (for a term of more than five years) by a local government requires the adoption of a Loan Authorization Bylaw. After first three readings, the Bylaw must receive approval by the Inspector of Municipalities (to ensure that our borrowing bylaw complies with all legislative requirements) and then by electors. The Alternate Approval Process will begin after Bylaw No. 2166 receives the Inspector’s approval.

I approve the report and recommendation.

Allison McCarrick, Chief Administrative Officer



ATTACHMENT:

- A. "Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166"

TOWN OF LADYSMITH

BYLAW NO. 2166

A bylaw to authorize the borrowing of the estimated cost of a new City Hall

WHEREAS it is deemed desirable and expedient to construct a new City Hall on lands within the Town of Ladysmith located at 1st Ave and Buller Street;

AND WHEREAS the estimated cost of the works including expenses incidental thereto is the sum of \$13,500,000 of which the sum of \$13,500,000 is the amount of debt intended to be borrowed by this bylaw;

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

1. The Council is hereby empowered and authorized to undertake and carry out or cause to be carried out works for a new City Hall generally in accordance with general plans on file in the municipal office and to do all things necessary in connection therewith and without limiting the generality of the foregoing:
 - a) To borrow upon the credit of the Municipality a sum not exceeding \$13,500,000.00.
 - b) To acquire all such real property, easements, rights-of-way, licenses, rights or authorities as may be requisite or desirable for or in connection with the construction of the said City Hall.
2. The maximum term for which debentures may be issued to secure the debt created by this bylaw is 30 years.

Citation

3. This bylaw may be cited as “Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166”.

READ A FIRST TIME on the _____ day of _____, 2024

READ A SECOND TIME on the _____ day of _____, 2024

READ A THIRD TIME on the _____ day of _____, 2024

RECEIVED the approval of the Inspector of Municipalities on the _____ day of _____, 2024

NOTICE of intention to proceed with this bylaw was published on the _____ day of _____, 2024 on the Town of Ladysmith website and on the _____ day of _____, in the Ladysmith Chronicle newspaper, circulating in the Town of Ladysmith, pursuant to section 94.2 of the *Community Charter*.

RECEIVED the approval of the electors of the Town of Ladysmith on the _____ day of _____, 2024

ADOPTED on the _____ day of _____, 2024

Mayor (A. Stone)

Corporate Officer (S. Bouma)

TOWN OF LADYSMITH

BYLAW NO. 2163

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

The Council of the Town of Ladysmith in open meeting assembled enacts the following amendments to “Town of Ladysmith Zoning Bylaw 2014, No. 1860”:

1. Schedule A – Zoning Bylaw Text is amended as follows:

- a. by deleting “or in the Live/Work Residential (R-2-LW) Zone” from subsection 5.20(e);
- b. by deleting the text in subsection 6.4(a)(ii) and replacing with the following text
“*Secondary Suites in Single Unit Dwellings shall not exceed a floor area of 90 square metres, except Secondary Suites in Single Unit Dwellings in the R-2 and R-2-A zones.*”;
- c. by deleting subsection 6.9(a)(v);
- d. by deleting from the table in subsection 9.1(a):

Live/Work Residential	R-2-LW
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- e. by deleting Section 10.9 “Live/Work Residential (R-2-LW)” in its entirety, including all subsections, and replacing with Section 10.9 “Residential D (R-2-D2) – Reserved for Future Use”;
- f. by adding the following principle uses to subsection 11.2(1):
 - i. “Live/Work Unit”.
 - ii. “Two Unit Dwelling, lawfully constructed prior to December 19, 2023”
 - iii. “Gas Bar lawfully constructed prior to December 19, 2023”
 - iv. “Service Station lawfully constructed prior to December 19, 2023”
 - v. “Dwelling Unit, subject to Section 11.2(8).”
 - vi. “Motor Vehicle Body Shop” lawfully constructed prior to December 19, 2023”;
- g. By deleting subsection 11.2(2)(a);
- h. By adding the following accessory uses to the to subsection 11.2(2):
 - i. “Secondary Suite, lawfully constructed prior to December 19, 2023 and subject to Part 6, Section 6.4.”
 - ii. “Coach House Dwelling, lawfully constructed prior to December 19, 2023 and subject to Part 6, Section 6.5.”
 - iii. “Urban Agriculture.”
 - iv. “Motor Vehicle Sales or Rental, accessory to Service Station Use and lawfully constructed prior to December 19, 2023”;
- i. By replacing subsection 11.2(4)(a) with:
“a) The Floor Space Ratio shall not exceed:
 - i. 3.3 for parcels where at least one parcel line abuts a *Street* other than 1st Avenue or a *Lane*; and
 - ii. 3.0 for all other parcels”;
- j. By replacing subsection 11.2(4)(b) with “notwithstanding subsection (a), for a *Gas Bar* or *Service Station Use*, the maximum *Gross Floor Area* is 500.0 square metres and the maximum *Parcel Coverage* is 75.0 percent.” ;

- k. By replacing “75” in subsection 11.2(4)(c) with “100”;
- l. By replacing subsection 11.2(5)(a) with the following:
 - “a) No *Principal Building* or *Structure* shall exceed a *Height* of:
 - i. 21 metres for parcels where at least one parcel line abuts a *Street* other than 1st Avenue or a *Lane*; and
 - ii. 18.0 metres for all other *Parcels*.”;

- m. By replacing the table in subsection 11.2(5)(c) with the following:

Parcel Line	Minimum Setback
<i>Front Parcel</i> or <i>Exterior Side Parcel Line</i> : First, Second and Third Storeys	0.0 meters
<i>Front Parcel</i> or <i>Exterior Side Parcel Line</i> : Fourth Storey	2.7 meters
<i>Front Parcel</i> or <i>Exterior Side Parcel Line</i> : Fifth Storey	5.4 meters
<i>Front Parcel</i> or <i>Exterior Side Parcel Line</i> : Sixth Storey	8.1 meters
<i>Interior Side Parcel Line</i>	0.0 meters
<i>Rear Parcel Line</i>	0.0 meters

- n. By replacing subsection 11.2(8) as follows:
 - “8. Mixed Use/ Residential Regulations
 - a. Notwithstanding section 11.2.1, within the first *Storey* of any *Building*, *Residential Use* is prohibited, within 15 metres of a *Parcel Line* abutting 1st Avenue.
 - b. Notwithstanding subsection (a), up to 25 percent of a *Parcel line* along 1st Avenue may be used to provide a separate outdoor entrance for a *Residential Use*.”;
 - o. By deleting subsections 11.2(10)(a), 11.2(10)(c) and 11.2(10)(f);
 - p. By deleting clauses (i) and (ii) from subsection 11.2(10)(g);
 - q. By deleting “2.7 metres from the Front Parcel Line and” from clause (iii) in subsection 11.2(10)(g);
 - r. By deleting subsection 11.2(10)(h)(vi) in its entirety, including all subsections, and replacing with : “vi) Despite section 11.2.7(b), a total of 4 off-street parking spaces shall be provided” ; and
 - s. By changing section numbering and references to reflect the changes herein.
- 2. Schedule B is amended to rezone all areas within the Downtown that are currently zoned Live/Work Residential (R-2-LW) and Highway Service Commercial (C-3) to Downtown Commercial (C-2) as shown in Schedule A of this bylaw.

Citation

2. This Bylaw may be cited for all purposes as "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163".

READ A FIRST TIME on the 9th day of January, 2024

READ A SECOND TIME on the 9th day of January, 2024

PUBLIC HEARING not held in accordance with section 464(2) of the *Local Government Act*

READ A THIRD TIME on the 9th day of January, 2024

APPROVED BY THE MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE on the 15th day of January, 2024

ADOPTED on the day of , 2024

Mayor (A. Stone)

Corporate Officer (S. Bouma)

Citation

- 2. This Bylaw may be cited for all purposes as "Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163".

READ A FIRST TIME on the 9th day of January, 2024

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PUBLIC HEARING not held in accordance with section 464(2) of the *Local Government Act*

READ A THIRD TIME on the 9th day of January, 2024

APPROVED BY THE MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE on the day of
, 2024

ADOPTED on the day of , 2024

CERTIFIED TO BE A TRUE AND CORRECT
COPY OF THE ORIGINAL

Sue Bouma
SUE BOUMA
COMMISSIONER FOR TAKING AFFIDAVITS
FOR BRITISH COLUMBIA

Mayor (A. Stone)

Corporate Officer (S. Bouma)

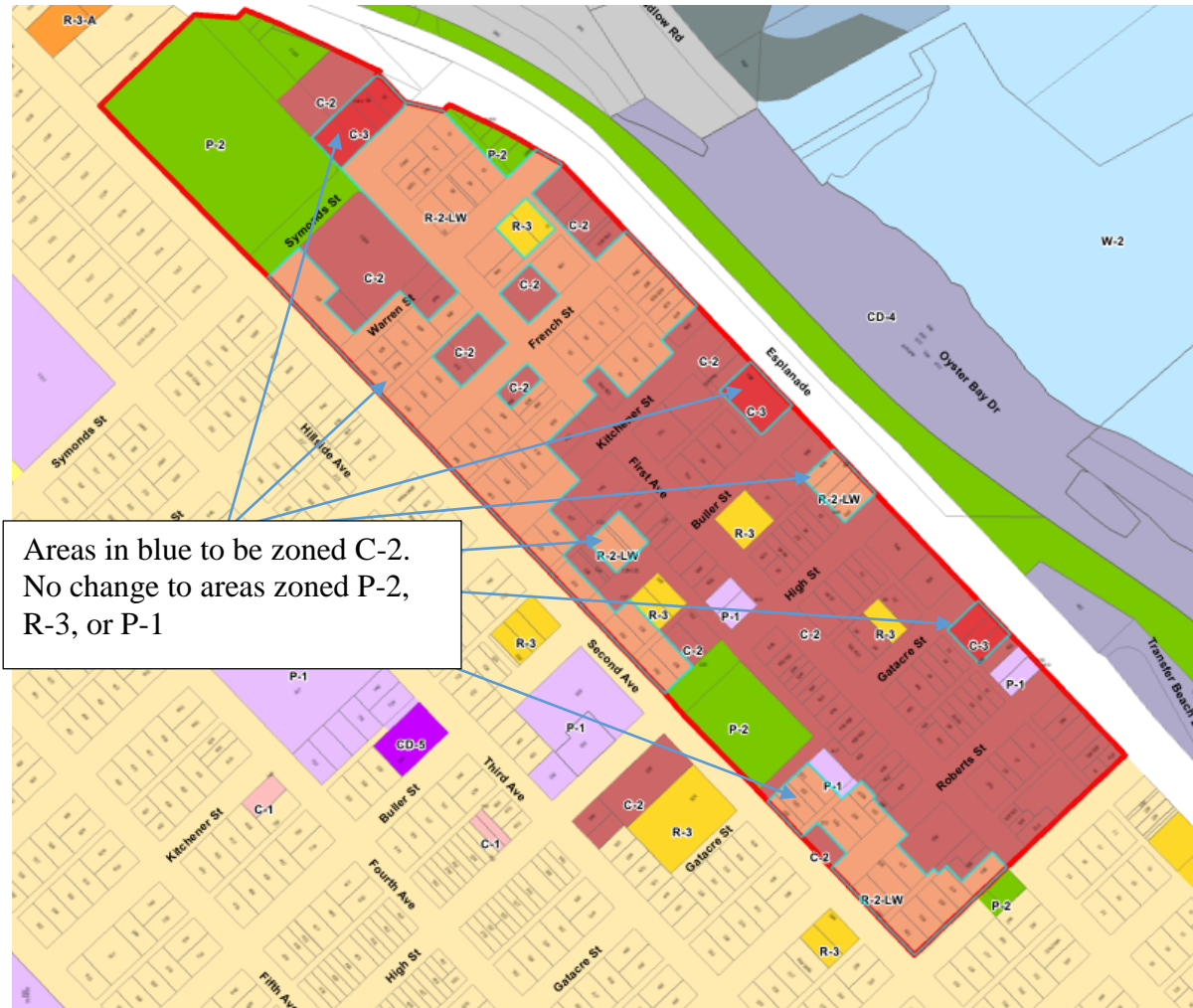
Approved pursuant to section 52(3)(a) of
the *Transportation Act*

this 15th day of January 2024
Ministry of Transportation and Infrastructure

DA

 Development Services (D. Atchison)

Schedule A



BYLAW STATUS SHEET
January 23, 2024

Bylaw #	Description	Status
2131	"Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 54) 2022, No. 2131" (10940 Westdowne Rd.) Changes zoning from Rural Residential (RU-1) to Manufactured Home Park (MHP-1).	First and second readings, December 20, 2022. Public Hearing and third reading December 19, 2023. MOTI approval required.
2133	"Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw (No. 56) 2023, No. 2133". Allows convenience store at 1132-1142 Rocky Creek Rd.	First and second readings, January 10, 2023. Public Hearing required. MOTI approval required.
2161	"Official Community Plan Bylaw 2022, No. 2200, Amendment Bylaw 2023, No. 2161". To expand the mobile home park at 10940 Westdowne Road.	First and second readings, November 21, 2023. Second reading rescinded, second reading as amended, December 5, 2023. Public Hearing and third reading December 19, 2023.
2163	"Town of Ladysmith Zoning Bylaw 2014, No. 1860, Amendment Bylaw 2023, No. 2163". To allow for greater density and height downtown.	First, second and third readings, January 9, 2024. MOTI approval received January 15, 2024