

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

Tuesday, April 2, 2024
Ladysmith Seniors Centre
630 2nd Avenue

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:

- (b) personal information about an identifiable individual who is being considered for a municipal award or honour, or who has offered to provide a gift to the municipality on condition of anonymity.

3. OPEN MEETING 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>.

4. AGENDA APPROVAL

Recommendation

That Council approve the agenda for this Regular Meeting of Council for April 2, 2024.

5.	RISE AND REPORT- Items from Closed Session	
6.	MINUTES	
6.1	Minutes of the Regular Meeting of Council held March 19, 2024	4
	<u>Recommendation</u> That Council approve the minutes of the Regular Meeting of Council held March 19, 2024.	
7.	DELEGATIONS	
7.1	Nora Arajs and Jane Kilthei, Cowichan Climate Hub	
8.	COMMITTEE MINUTES	
8.1	Parks, Recreation & Culture Advisory Committee - March 20, 2024	10
9.	REPORTS	
9.1	Appropriate Behaviour - Code of Conduct – Recreation Facilities Updates	12
	<u>Recommendation</u> That Council endorse the presented updates to the Town of Ladysmith Appropriate Behaviour – Code of Conduct – Recreation Facilities Policy.	
9.2	Downtown Parking Study	21
	<u>Recommendation</u> That Council receive the Downtown parking study report and presentation dated April 2, 2024 from the Director of Development Services pursuant to policy 2.33 of the Official Community Plan.	
9.3	ToL Utility Kiosk Wrap Design and Locations	31
	<u>Recommendation</u> That Council choose five concept designs from the options provided in the report dated April 2, 2024 by the Director of Parks, Recreation & Culture, to wrap the utility kiosks being installed through F3 Networks Canada Inc at five identified locations.	
10.	BYLAWS	
10.1	Bylaw Status Sheet	40

11. NEW BUSINESS

11.1 Letter of Support to the Province regarding a potential new school at the Ecole Davis Road property

Recommendation

That the Mayor, on behalf of Council, write a letter of support to the Province regarding a potential new school at the Ecole Davis Road property.

12. 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.

13. ADJOURNMENT



MINUTES OF A REGULAR MEETING OF COUNCIL

Tuesday, March 19, 2024

6:02 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

Chris Barfoot

Jake Belobaba

Chris Geiger

Sue Bouma

Andrea Hainrich

1. CALL TO ORDER

Mayor Stone called this Meeting of Council to order at 6:02 p.m., in order to retire immediately into Closed Session.

2. CLOSED SESSION

CS 2024-046

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:

- (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality; and
- (k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public.

Motion Carried

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

Mayor Stone called this Regular Meeting of Council to order at 7:01 p.m., recognizing with gratitude that it was taking place on the unceded territory of the Stz'uminus First Nation.

4. AGENDA APPROVAL

CS 2024-047

That Council approve the agenda for this Regular Meeting of Council for March 19, 2024.

Motion Carried

5. RISE AND REPORT- Items from Closed Session

Council rose from Closed Session at 6:54 p.m. without report.

6. MINUTES

6.1 Minutes of the Regular Meeting of Council held March 5, 2024

CS 2024-048

That Council approve the minutes of the Regular Meeting of Council held March 5, 2024.

Motion Carried

7. PROCLAMATIONS

7.1 International PURPLE DAY® for Epilepsy Awareness

Mayor Stone proclaimed March 26, 2024 as International PURPLE DAY® for Epilepsy Awareness Day.

8. COMMITTEE MINUTES

8.1 Poverty Reduction Task Group - January 23, 2024

CS 2024-049

That Council receive the minutes of the Poverty Reduction Task Group meeting held January 23, 2024.

Motion Carried

8.2 Committee of the Whole - March 12, 2024

CS 2024-050

That Council waive the Grant in Aid Policy prior to approving the Committee of the Whole Grant in Aid recommendations.

Motion Carried

CS 2024-051

That Council:

1. Approve the allocated amounts of the 2024 Grant in Aid requests as follows:

Art Council of Ladysmith and District (Arts on Avenue)	9,250
Cowichan Family Caregivers Support Society	2,750
Ladysmith and District Historical Society	2,000
Ladysmith and District Marine Rescue Society	3,250
Ladysmith Celebrations Society	10,000
Ladysmith Downtown Business Association	5,000
Ladysmith Family and Friends Society	2,500
Ladysmith Festival of Lights	2,500
Ladysmith Little Theater	2,800
Old English Car Club Central Island Branch	750
Big Brothers Big Sisters Central Vancouver Island	2,250
Crisis Intervention and Public Information Society of Greater Victoria - New Applicant	-
Ladysmith Pride Society - New Applicant	10,000

2. Refer the late Grant in Aid application for waiving of fees from the Ladysmith Lion's Club to the Director of Parks, Recreation & Culture.

3. Approve allocating the \$1500 from the returned 2023 FJCC bursary to fund the Ladysmith Senior Improv Team Grant in Aid request.
4. Write a letter to Island Health requesting a meeting to discuss the possibility of turning the area around the Urgent Care Centre into community gardens.
5. Repeal "Town of Ladysmith Downtown Development Cost Charges Reduction Bylaw, 2011, No. 1781".
6. Direct staff, in consultation with all unionized and non-unionized employees, to develop a Diversity, Equity, and Inclusion Policy for the Town, and that regular and recurring training for staff and Council be a product of that policy.

Motion Carried

Councillor Paterson declared a conflict of interest with the following Grant in Aid recommendation due to his involvement with the Ladysmith Show and Shine organization, and vacated the meeting at 7:06 p.m.

CS 2024-052

That Council approve the allocated amount of \$3000 as the 2024 Grant in Aid for the Ladysmith Show and Shine organization.

Motion Carried

OPPOSED: Councillor Jacobson

Councillor Paterson returned to the meeting at 7:07 p.m.

9. PRESENTATION

9.1 Small Scale Multi-Unit Housing

Staff reviewed recent legislation and legislation amendments that will affect housing and residential development in local governments and discussed the tight deadlines related to their implementation. Staff responded to Council's questions.

CS 2024-053

That Council direct staff to "opt in" to the provincial data sharing program for short-term rentals.

Motion Carried

OPPOSED: Councillor Jacobson

CS 2024-054

That Council direct staff to bring forward for Council consideration:

- a) zoning amendments consistent with provincial SSMUH requirements to allow duplexes in restricted zones on all lots between 280-4050m² in size;
- b) zoning amendments consistent with provincial SSMUH requirements to allow one single- family dwelling, one secondary suite and one coach house in restricted zones on lots smaller than 280m²;
- c) OCP amendments to align development permit requirements to be consistent with new SSMUH requirements;
- d) amendments to relevant bylaws to increase fines for illegal nightly rentals, and make existing STR rules clearer and aligned with provincial terminology;
- e) an Amenity Cost Charge Bylaw;
- f) amendments to the Town's DCC bylaw to allow for a DCC charge for a new Fire Hall and shared provincial highway projects;
- g) amendments to the applicable bylaws to delegate the approval of "minor" DVPs to staff; and
- h) amendments to the applicable bylaws to increase range of staff-issuable DPs, including DPs for residential developments of four units or less.

Motion Carried

10. REPORTS

10.1 Proposed Amendments to Corporate Flag Protocol Policy No. 01-0340-A

CS 2024-055

That Council amend the Corporate Flag Protocol Policy No. 01-0340-A to include new wording that states that the Every Child Matters Flag will be flown annually, from September 1-30, under the Stz'uminus Flag at City Hall.

Motion Carried

11. BYLAWS

11.1 Bylaw Status Sheet

12. QUESTION PERIOD

A member of the public commented on the new housing legislation and questioned the incentive for someone to build on their own property with the new Small Scale Multi-Unit Housing requirements. He expressed concern regarding parking issues and asked how DCC and ACC charges would be evaluated.

13. ADJOURNMENT

CS 2024-056

That this Regular Meeting of Council be adjourned at 8:20 p.m.

Motion Carried

CERTIFIED CORRECT

Mayor (A. Stone)

Corporate Officer (S. Bouma)

**Minutes of the Parks, Recreation & Culture Advisory Committee
Wednesday, March 20, 2024 at 7:02pm
Frank Jameson Community Centre**

COMMITTEE MEMBERS PRESENT:

Lynda Baker
Colleen Butcher
Geoff Dean
Gordon Filewych
Bruce Mason

Kim Nakahara
Jane Nettleton
Councillor Duck Paterson

STAFF PRESENT:

Chris Barfoot, Lead
Kim Cheang, Minute Taker

REGRETS:

Jacqueline Huard
Pamela Walker
Terri Merritt-Worden

**CALL TO ORDER AND
ACKNOWLEDGEMENT**

The Chair called the meeting to order at 7:02pm and acknowledged with gratitude that the meeting was taking place on the unceded territory of the Stz'uminus First Nation.

AGENDA

2024-05:
That the Parks, Recreation & Culture Advisory Committee approve the agenda for the meeting as presented.
Motion Carried.

MINUTES

2024-06:
That the Parks, Recreation & Culture Advisory Committee approve the minutes of the February 21, 2024 meeting as presented.
Motion Carried

NEW BUSINESS

Invitation for Sport Tourism Event (STEGS) representative

- G. Dean provided overview and commitment to STEGS.
- C. Barfoot provided background about STEGS.

2024-07:
That the Parks Recreation & Culture Advisory Committee select K. Nakahara as representative and C. Butcher as alternate representative for the Sport Tourism Event Grant Sub-Committee.
Motion Carried

Heart of the Hub phase 2 project update

C. Barfoot provided an update on Heart of the Hub:

- The eastern portion of the Machine Shop has been reactivated, and the tender for a Project Construction Manager has been issued and is closing

March 28. The project includes public facing spaces (i.e.. classroom and meeting space for rental, 2 artist studio)

- The goal of this project is to complete construction by December 2025.

Regional Recreation update

C. Barfoot provided an update on Regional Recreation as we continue to transition to the Regional Recreation model:

- FJCC has now fully transitioned to this model, under the responsibility of the Regional Recreation Commission (Cowichan North). This transition includes the approval of the operational and supplemental capital for FJCC.

OLD BUSINESS

Rutti Park Plan Public Engagement survey update

The Committee reviewed the revised draft survey.

2024-08:

That the Parks Recreation & Culture Advisory Committee support the survey as presented and direct staff to proceed.

Motion Carried

PRC DEPARTMENT UPDATE

PRC Department Update

In addition to the printed department update, C. Barfoot provided the following verbal update:

- SaddleSpan Tent’s purchase, made possible from the Island Economic Trust project grant for \$50,000.00.
- Grant received for the revitalization of the downtown core, which includes hanging lights on 1st Ave, resetting the pavers, wayfinding signs, and an information kiosk.
- Brown Drive Park and Kinsmen Playground

NEXT MEETING

7:00pm on Wednesday, April 17, 2024 at FJCC

ADJOURNMENT

2024-09:

That the Parks, Recreation & Culture Advisory Committee adjourn this meeting at 8:15pm.

Motion Carried

STAFF REPORT TO COUNCIL

Report Prepared By: Chris Barfoot, Director Parks, Recreation & Culture
Reviewed By: Allison McCarrick, Chief Administrative Officer
Meeting Date: April 2, 2024
File No: **7710-01**
Re: Appropriate Behaviour - Code of Conduct – Recreation Facilities Updates

RECOMMENDATION:

That Council endorse the presented updates to the Town of Ladysmith Appropriate Behaviour – Code of Conduct – Recreation Facilities Policy.

EXECUTIVE SUMMARY:

On June 1, 2015, Council adopted the Town of Ladysmith Appropriate Behaviour - Code of Conduct - Recreation Facilities Policy. This policy and corresponding facility signage support staff in managing difficult and challenging behaviours within the Town’s recreation facilities. A review of the Appropriate Behaviour – Code of Conduct – Recreation Facilities Policy was completed and endorsed by the Parks, Recreation & Culture Advisory Committee at their meeting held on February 21, 2024.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CS 2015-209	2015-06-01	That Council adopt the “Appropriate Behaviour Policy/Code of Conduct” as recommended by the Parks, Recreation and Culture Commission.
CS 2015-138	2015-04-20	That Council refer the draft “Appropriate Behaviour Policy and Code of Conduct” to the Parks, Recreation and Culture Commission for review and comments.

INTRODUCTION/BACKGROUND:

The Appropriate Behaviour - Code of Conduct – Recreation Facilities Policy identifies the expected standards of behaviour for public use of Town programs, services, parks and facilities and describes the consequences when violations of the Code of Conduct occur.

The policy is intended to emphasize the importance and shared responsibility of creating safe, inclusive, and welcoming programs, services, parks and facilities. It is also a resource for Town



staff, partners, community groups and organizations to address the rare instances of inappropriate behaviour when they occur, and if deemed necessary, remove or deny access to those who do not abide by the Code of Conduct.

Upon a recent review of the policy and facility signage, staff noted that there are minor inconsistencies between the policy and signage and suggested updates to make the policy more up to date and relevant.

The suggested updates and changes to the policy, can be viewed in Attachment A. Attachment B is the original policy

The overall policy also includes applicable facility signage that is visible by the public interacting within these public spaces. An example of the facility signage is shown in Attachment C.

Making these changes will provide the ability to directly link all signage pertaining to facility rules, guidelines and expectations to the Appropriate Behaviour - Code of Conduct – Recreation Facilities Policy.

ALTERNATIVES:

Council can choose to:

1. Not support the suggested updates and continue using the existing policy.
2. Suggest further edits or changes to the policy.

FINANCIAL IMPLICATIONS:

There is no cost to these suggested changes.

LEGAL IMPLICATIONS:

There are no legal implications to these changes.

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

These changes will bring the policy in alignment with the existing facility signage, allowing patrons to make a direct link with the Appropriate Behaviour - Code of Conduct – Recreation Facilities.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

N/A

ALIGNMENT WITH STRATEGIC PRIORITIES:

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

I approve the report and recommendation.

Allison McCarrick, Chief Administrative Officer

ATTACHMENTS:

- A. Copy of the Appropriate Behaviour Policy with proposed amendments
- B. Original Appropriate Behaviour Policy
- C. Existing Code of Conduct signage

Policy: APPROPRIATE BEHAVIOUR - CODE OF CONDUCT - TOWN OF LADYSMITH RECREATION FACILITIES	
Resolution No: CS 2015-209	Date of Original: 2015-06-01
Approved By: Council	Date of Original: 2024-03-20

PURPOSE

The purpose of this policy is to establish standards of behaviour that are acceptable in Town facilities and to establish a process for responding to patrons who don't comply with these standards.

POLICY

When attending the Town's facilities, Patrons are required to comply with the standards of behavior set out in the Town's Policy "Appropriate Behaviour – Code of Conduct – Recreation Facilities". Patrons who violate facility rules, guidelines, bylaws, commit illegal acts or otherwise violate other expectations as set out in that Policy or in facility signage, may be denied access to the Town's facilities. Additionally and specifically, any patron who engages in abusive, discriminatory, harassing or bullying behavior towards any Town staff will be denied access to the Town's facilities. All such unacceptable behaviours are referred to in this Policy as "Inappropriate Behaviour(s)".

RATIONALE

The Town, as both the provider of public recreation services but also as an employer has obligations to ensure that its facilities are safe; and, has a legal obligation to ensure that its employees are able to work without fear of bullying, harassment or discrimination either directed at themselves or other attendees at the Town's facilities. The Town intends to provide a working and recreational facility which maximizes the safety and security of its employees and other attendees and the protection of personal and public property.

Town of Ladysmith staff and the RCMP work together to prevent, monitor, and respond to any potential risks. Inappropriate, abusive, undesirable, dangerous, or criminal behavior will not be tolerated. Inappropriate behaviour also includes actions and behaviours outlined in the Child Protection Policy. Anyone engaging in inappropriate behavior will be asked to leave the facility and may have facility privileges suspended indefinitely through the Appropriate Behaviour - Code of Conduct - Recreation Facilities Policy. Individuals may be charged by the RCMP under the Criminal Code of Canada.

PROCEDURE

1. When any Patron is observed to be engaging in Inappropriate Behaviour(s), staff (2, if possible) will ask the individual or group of individuals to cease engaging in the offending behaviour(s). If the individual or group refuse to comply with the direction, debate the

direction or are otherwise resistant to the direction, staff will direct that they leave the facility.

*No child(ren) nine (9) years of age or under will be asked to leave unless accompanied by their parent/guardian or police. If incidents involve youth ten (10) years of age or above, staff will attempt to contact the parents/guardian by phone. This attempt or contact will be recorded on the **Incident Report Form** for future reference.*

2. If the individual(s) is/are abusive or refuses to leave, staff will call the RCMP (non-emergency number) and report the difficulty being encountered by staff/public.
3. An **Incident Report Form** is to be completed, dated, and signed by the staff member(s) involved and submitted to the Director or designate.
4. If and where possible, designated staff will secure a photograph of the individual(s) for future reference. The law allows this if the individual(s) are not forced to have their picture taken. Photos from video surveillance, program software, or other sources such as social media may be used. Any information, including photographs collected of the individuals will be dealt with in accordance with the Town's Privacy Policy, once any legal proceedings are concluded. Full notes of any incident will be made by staff and kept in a secure file at the central administration at FJCC. These notes should be dated and signed by any staff involved and the Director or designate.
5. Once the RCMP arrive, staff will report the issue/difficulty and leave it to the RCMP to manage the situation.
6. In the event that any persons attending at the Town's facility are suspected of current or previous incidents of inappropriate behavior as defined in the Child Protection Policy, the RCMP will be contacted and informed of the information available to the Town. Upon confirmation of the facts, the Director or designate will refer to this Policy, inform the individual that they are not welcome, and ask them to leave the facility. The individual will be notified if access has been denied to all other Town of Ladysmith Parks, Recreation & Culture department facilities. (e.g. if the offence is of a violent or sexual nature). The collection, disclosure and retention of this information will be consistent with the Freedom of Information and Privacy Protection Act and the Town's record management practices.
7. Town staff can temporarily suspend access to an individual for up to 24 hours. Longer suspensions require authorization of the Director or designate. All suspensions must be circulated to PRC Supervisors for awareness.
8. If the suspension involves a period beyond 24 hours in total, formal notice is hand-delivered or sent by registered mail to the individual's residence.

9. If it is known the suspended person has an account in the department program software, staff must enter an alert text in program registration such as: ***“Doe, John has received a facility suspension from a location for the period of date length. Staff initials and date. For further information please contact the Director of Parks, Recreation & Culture or designate.”***
10. Once the suspension has expired, the record of the suspension must be recorded in the secure folder on the suspension tracking form **for the removal of the alert in the recreation software.**
11. **Staff must be absolutely certain the individual presents a risk to public safety (e.g. violent or sexual misconduct) before speaking or treating the individual in a manner reflecting that conclusion. Further, if the individual presents such a risk, the RCMP should so inform other providers of municipal recreation programs or services.**
12. **Consideration of an appeal made by the offender should be directed to the Director of Parks, Recreation & Culture or designate.**

DRAFT



**TOWN OF LADYSMITH
POLICIES AND PROCEDURES MANUAL**

TOPIC: Appropriate Behaviour – Code of Conduct – Recreation Facilities
APPROVED BY: Council DATE: June 1, 2015
RESOLUTION #: 2015-209

Policy

Access to facilities or programs may be denied to customers who violate facility rules, engage in inappropriate, abusive, undesirable or dangerous behaviour, conduct solicitation for personal or business gain, contravene a Town of Ladysmith bylaw or commit criminal acts on Town of Ladysmith property. Any such action shall be treated as “inappropriate behaviour” under this policy.

Rationale

The Town of Ladysmith values the safety and security of visitors and staff, and the protection of personal and public property at Town of Ladysmith recreation facilities.

Town of Ladysmith staff and the RCMP work together to prevent, monitor, and respond to any potential risks. Inappropriate, abusive, undesirable, dangerous or criminal behaviour will not be tolerated. Anyone engaging in inappropriate behaviour will be asked to leave the facility and may have facility privileges suspended indefinitely through the Appropriate Behaviour Policy. Individuals may be charged by the RCMP under the Criminal Code of Canada.

Procedures

1. When any inappropriate behaviour is displayed, staff (2 if possible) will ask the individual or group of individuals to cease the inappropriate behaviour. If the individual or group is disrespectful or continues or resumes the behaviour, staff will ask them to leave and escort them from the facility. *No child(ren) nine (9) years of age or under will be asked to leave unless accompanied by their parent/guardian or police. If incidents involve youth ten (10) years of age or above, staff will attempt to contact the parents/guardian by phone. This attempt or contact will be recorded on the incident form for future reference.*

15-7710-A

2. If the individual(s) is/are abusive or refuse to leave, staff will call the RCMP if warranted, and report the details. (i.e. causing a disturbance, intimidating staff/public).
3. An Incident Form is to be completed, dated, and signed by the staff member involved and submitted to the Director.
4. Facility, reception, program, and maintenance staff have the ability to temporarily suspend access. Longer suspensions must be authorized by the Director.
5. If the suspension involves a period beyond twenty-four hours, formal notice is hand-delivered or sent by registered mail to the individual's residence.
6. If it is known the suspended person has an account in the department program software, staff must enter an alert text in program registration such as: ***"Doe, John has received a facility suspension from location for the period of date length. Staff initials and date"***
7. Copies of the incident reports must be forwarded to supervisors and the Director.
8. Once the suspension has expired, the record of the suspension must be recorded in the secure drive on the suspension tracking form by the Director or designate.
9. Where the conduct may present a significant risk to public safety (e.g. violent or sexual misconduct) this information will be shared with the RCMP, who may advise to further notify the providers of municipal recreation services in the region.

Consideration of an appeal made by the offender should be directed to the Director of Parks, Recreation and Culture.

15-7710-A

CODE OF CONDUCT

1. I am responsible for and will control my behaviour.
2. I will interact with others in a safe, courteous, and respectful manner.
3. I will treat all facilities and equipment with respect.

Failure to comply at all times with code of conduct may result in limits on use of facilities and equipment and/or immediate suspension from facilities.



STAFF REPORT TO COUNCIL

Report Prepared By: Jake Belobaba, Director of Development Services
Reviewed By: Allison McCarrick, CAO
Meeting Date: April 2, 2024
File No: 6410-20
Re: **Downtown Parking Study**

RECOMMENDATION:

That Council receive the Downtown parking study report and presentation dated April 2, 2024 from the Director of Development Services pursuant to policy 2.33 of the Official Community Plan.

EXECUTIVE SUMMARY:

This report summarizes the findings and deliverables from the 2023 Downtown Parking study.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution
CS 2023-112	2023-05-02	That Council: ... 3. Adopt "Official Community Plan Bylaw 2022, No. 2200".

INTRODUCTION/BACKGROUND:

On May 2, 2023, Council adopted “Ladysmith Unparalleled”, the Town’s new OCP. Policy 2.33 of Part 2 (Transportation) calls for a parking study to be completed every two years to determine if parking utilization exceeds 85%. The 85% threshold represents the optimal balance between parking supply and demand.

Once the 85% threshold is consistently met, policies 2.34 and 2.35 apply:

2.34. If and when parking occupancy is consistently meeting or exceeding the 85% threshold, then include other indicators in data collection such as parking duration and turnover to understand how long vehicles are parking for and the overall productivity of the parking spaces.

2.35. Adopt a parking optimization policy for the Downtown that provides direction on how to manage parking if and when the 85% occupancy threshold is consistently exceeded. This includes, in the following order of priority:



- Investment in active transportation and transit.
- Establishing time limited parking with shorter term time restrictions (e.g., 15-minutes, 30-minutes) to increase parking turnover.
- Utilizing real-time parking information displays for off-street lots to indicate overall parking availability.
- Implementing paid parking on-street and/or in off-street lots to balance demand.
- If occupancy remains above the 85% target, then invest in new parking facilities.

Carrying out the parking study is a short-term implementation priority under Part D of the OCP. Subsequently, in the summer of 2023, staff initiated the study with the aim of collecting data over the summer and winter of 2023.

METHODOLOGY

The parking study consisted of four components:

1. Inventorying and categorizing existing parking spaces in the Downtown.
2. Conducting car counts at regular intervals to determine utilization.
3. Compiling and analyzing collected data.
4. Summarizing and reporting the findings of the study.

Each of these four components is described in detail below:

1. Inventorying and categorizing parking spaces

In the summer of 2023 staff carried out surveys on foot to count and categorize parking spaces. Spaces were categorized by use restrictions¹, location², time restrictions³ and type of space⁴. Geographic data for the spaces was also recorded, including coordinates, street and block. Only public parking (i.e. parking on land leased or owned by the Town) was inventoried.

In total, there are 739 public parking spaces in the Downtown. 542 of these spaces are defined spaces and the majority of spaces (667) are on-street spaces. Tables 1 and 2 provide a summary of parking spaces downtown.

¹ Categories included accessible spaces, EV parking spaces, RV parking spaces, customer only parking spaces and spaces with no posted use restrictions.

² In this context, location means on-street or off-street parking.

³ The categories included 24 hour, 2 hour and 15 minute parking.

⁴ This includes two categories of “defined” spaces (i.e. spaces clearly marked by wheel stops and/or lines) or “undefined” spaces (i.e. “spaces” without markings, but where it is lawful to park). In the case of undefined spaces, measurements were taken to determine a parking space equivalency based on the *Motor Vehicle Act* and bylaw rules and standard parking space dimensions.

Table 1: Number of spaces by use and time restrictions.

Use Restriction	15 Minute	2 Hour	24 Hour	Total
None	18	164	521	703
Accessible	0	0	18	18
Customer Parking Only	0	4	6	10
EV	0	2	4	6
RV	0	2	0	2
Total	18	172	549	739

Table 2: Number of spaces by use and location.

Use Restriction	Off-Street	On-Street	Total
None	59	644	703
Accessible	3	15	18
Customer Parking Only	6	4	10
EV	4	2	6
RV	0	2	2
Total	72	667	739

2. Utilization counts

The Ladysmith Fire Department collected air photos of Downtown using drones on Saturday, August 12th, Wednesday, August 23rd, Saturday, December 2nd, and Tuesday, December 5th. These dates were specifically chosen to:

1. avoid special events with road closures that would skew results,
2. obtain counts in peak summer (i.e. after July 1st and before September 1st) and peak winter (i.e. during peak holiday shopping season following Light Up) visitor seasons,
3. avoid statutory holidays when businesses and employers are more likely to be closed, and
4. reflect typical weekday and weekend use, by avoiding Mondays and Fridays (when commuters are more likely to take days off and businesses are more likely to be closed) and Sundays (when many Downtown businesses and employers are closed).

Flights were scheduled each day at 8am, 11am, 2pm and 5pm. These times were selected to reflect the range of daily utilization and were informed by randomized visits to the Downtown between 6am and 6pm, where general observations were made about utilization patterns.

Due to weather and lighting conditions, some of the scheduled 5pm winter flights occurred at approximately 4pm. Additionally, due to an equipment malfunction during the December 2nd flights, counts from this date were supplemented with data collected on February 24, 2024.

Parking areas and drone photos were layered using ArcGIS Pro software, and utilization for each parking area was determined by counting the number of cars in the area and dividing by the number of parking spaces.

3. Compiling and analyzing collected data

Car counts and space data were analyzed in Microsoft Excel and Power BI and summarized and analyzed to determine total average annual utilization as well as other noteworthy characteristics of utilization and parking supply.

4. Summarizing and reporting the findings of the study.

The results of the study are summarized below under ‘Analysis’ and in an interactive web-hosted Power BI report which will be available on the Town’s webpage. A presentation and demonstration of the Power BI dashboard accompanies this report to Council.

ANALYSIS:

The 85 % threshold

For the purposes of policy 2.33, the results of the study revealed that parking utilization in the Downtown is not consistently meeting the 85% threshold. Average utilization in the Downtown is 36% with peak utilization (occurring between 11am and 2pm) below 60%. There was little weekday/weekend or summer/winter variation in average utilization as shown in Figures 1 and 2.

The 85% threshold was exceeded in limited areas and during limited times. Generally speaking, these occurrences were limited to the Diversity Square area over the 11am and 2pm collection periods with utilization within a two-minute walk of Diversity Square area remaining low. This is highlighted in Table 3 and Figure 3 which summarize utilization at 11am on August 23rd for blocks in the vicinity of Diversity Square. Within a 2-minute walk (250 meters) of Diversity Square, there are a total of 142 spaces available, and average utilization for the area is 70%.

Figure 1: Average utilization weekday vs. weekend

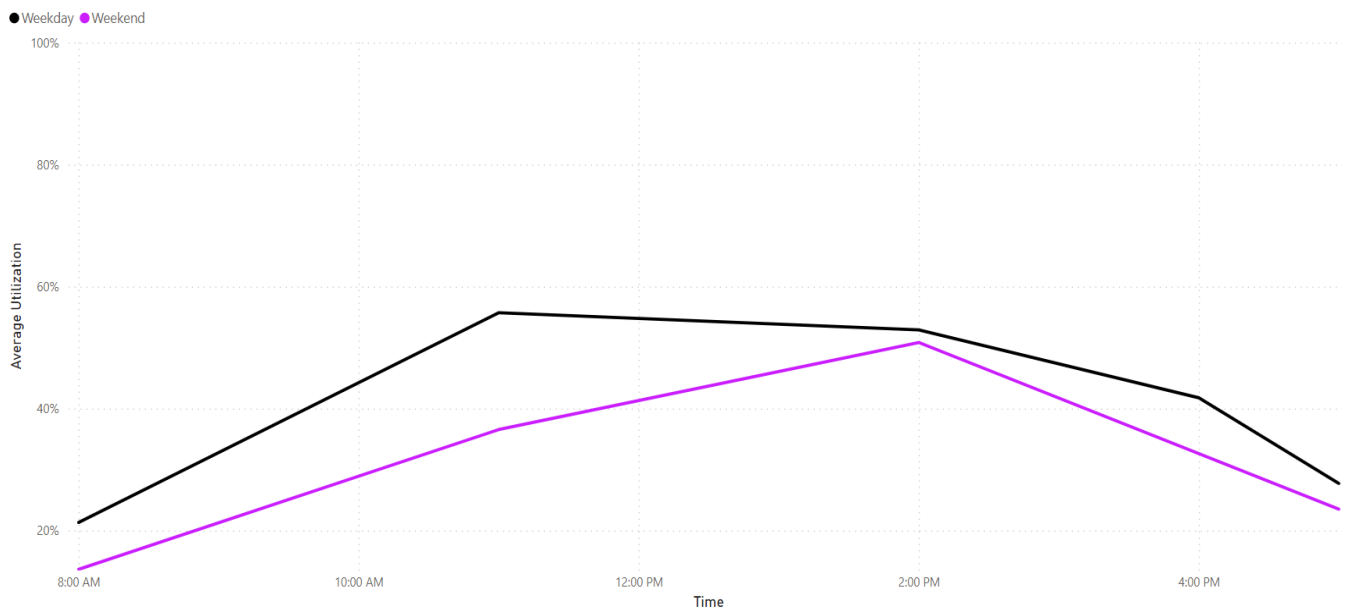


Figure 2: Summer vs. winter utilization.

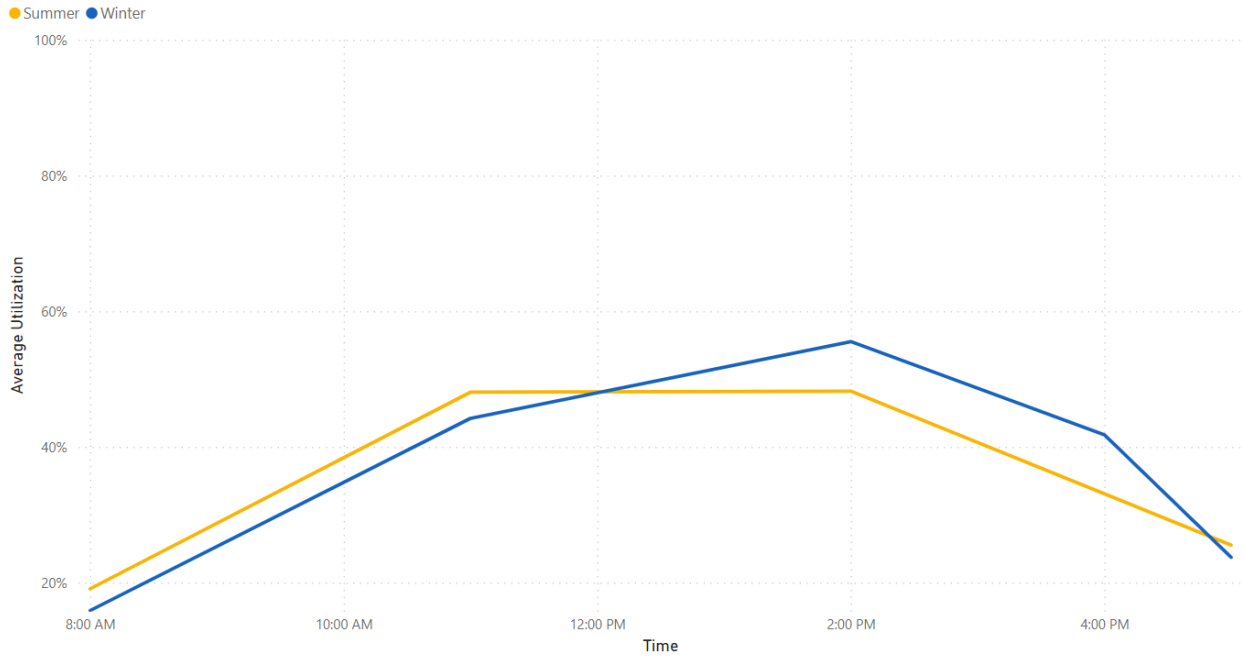
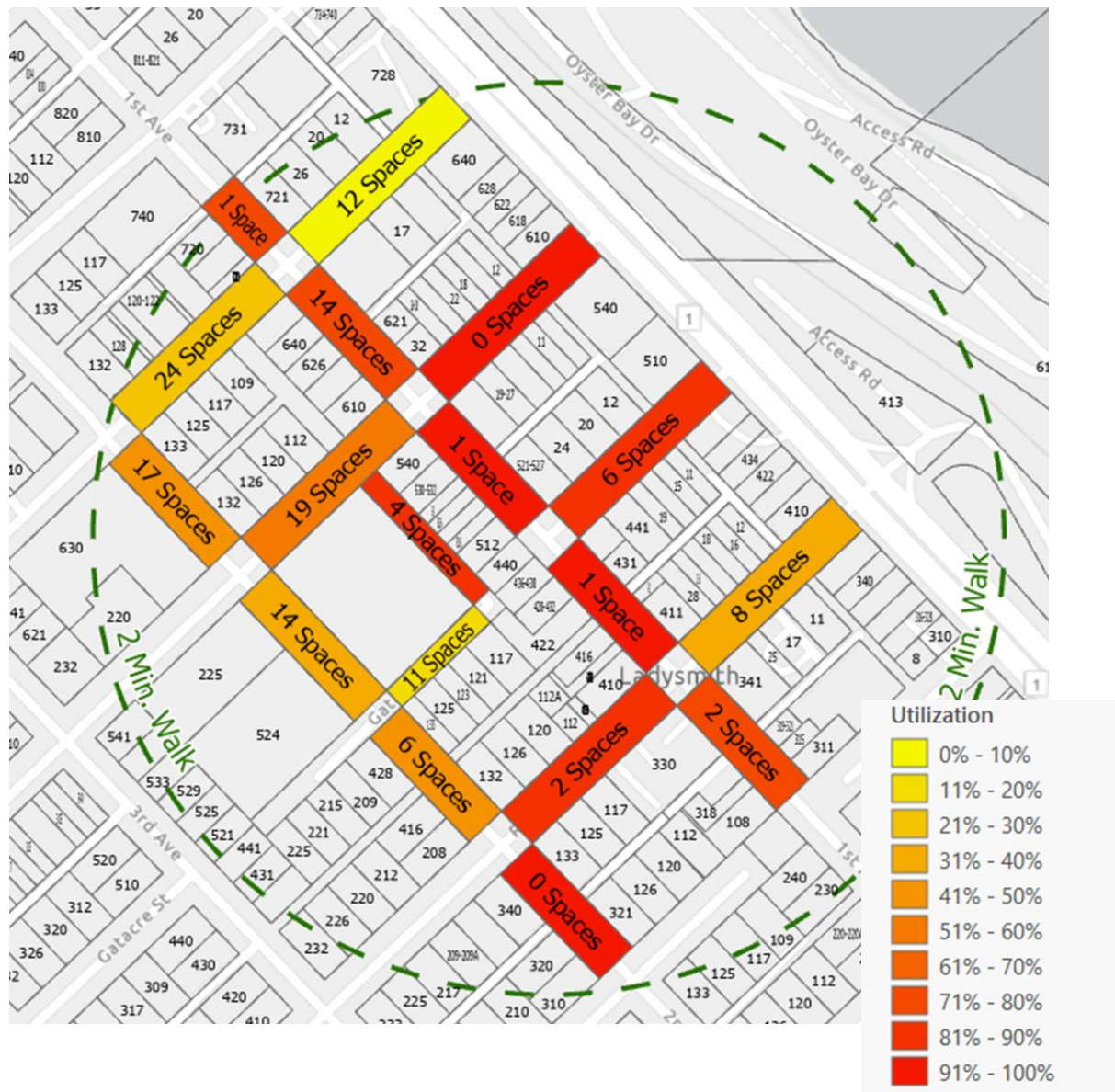


Table 3: On-street utilization and available spaces near Diversity Square at 11am on August 23rd

Street and Block	Utilization	Available Spaces
300 Block of Second Ave.	100%	0
Lower High St.	100%	0
Lower High St.	100%	0
500 Block of First Ave.	99%	1
400 Block of First Ave.	98%	1
100 Block of Roberts St.	88%	2
Gatacre/High Street Connector	87%	4
Lower Gatacre St.	85%	6
300 Block of First Ave.	80%	2
700 Block of First Ave.	80%	1
600 Block of First Ave.	71%	14
100 Block of High St.	56%	19
400 Block of Second Ave.	50%	6
600 Block of Second Ave.	49%	17
Lower Roberts St.	38%	8
500 Block of Second Ave.	33%	14
100 Block of Buller St.	21%	24
100 Block of Gatacre St.	13%	11
Lower Buller St.	0%	12
Grand Total	70%	142

It is possible the isolated incidents of utilization exceeding the 85% threshold are driven by low turnover. In some cases, drone photos had a sufficient resolution to estimate turnover between flights. This is illustrated in Figure 4, which shows the 400 block of 1st Avenue at 11am and 2pm on December 5, 2023. Vehicles circled in red have likely remained in place for both periods, contrary to the posted 2-hour limit. Seven out of 25 (28%) of the parking spaces with a 2-hour time limit appear to have been used contrary to the limit—i.e. it appears seven cars have not moved. It is conceivable that increased turnover may lead to a decrease in utilization in the Diversity Square area. However, these observations are inconclusive and have limited reliability⁵.

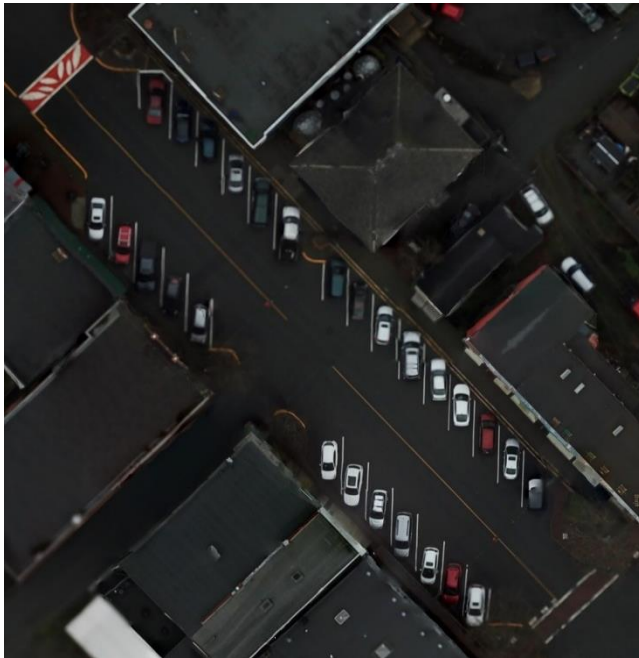
Figure 3: On-street utilization and available spaces near Diversity Square at 11am on August 23rd



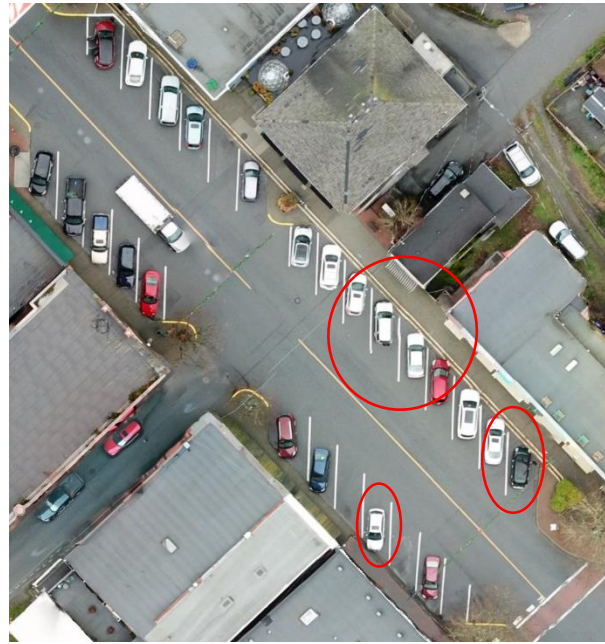
⁵ There were only a few instances where consecutive photos were clear enough to identify specific vehicles, and even in those cases, it is possible to mistake different vehicles for the same vehicle (e.g. vehicles that are a similar type and colour).

Turnover could be more conclusively determined concurrently with increased enforcement of parking limits (See Alternative 1). This is not needed to meet Policy 2.33 (since overall average utilization is well below 85%) but may be desirable for other reasons, such as making more spaces available for customers (assuming it is commuters or similar types of drivers who are using spaces for extended periods of time).

Figure 4: Example of Ad Hoc Turnover Analysis



400 Block of 1st Ave: December 5, 2023 11:00 am



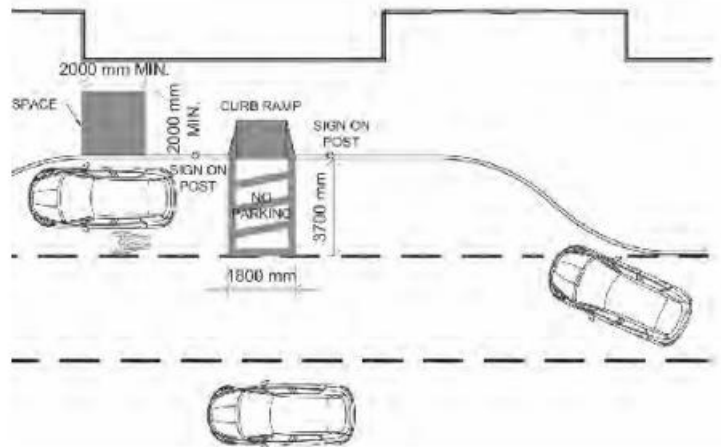
400 Block of 1st Ave: December 5, 2023 2:00 pm

Other notable observations

The study produced a robust dataset offering opportunities to make other observations about parking conditions in the Downtown. Some key observations were:

- Accessible parking spaces have similar daily, seasonal and locational variations in utilization. However, overall utilization is almost 15% lower at 22%. It is unclear if this lower utilization results from accessibility barriers in the Downtown. It is possible that if the opportunity to construct van-accessible spaces on 1st Avenue under OCP policy 2.36 arises (e.g. grants), utilization of accessible parking spaces in the Downtown would increase.

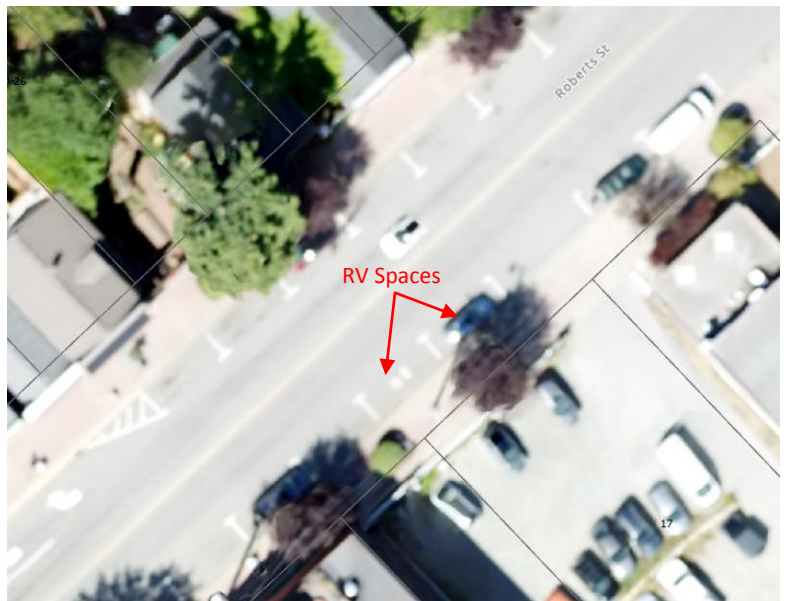
Figure 5: Van Accessible Parking Spaces as Described in the OCP



- Utilization of 15 Minute parking spaces (all of which are located near Diversity Square) has similar daily and seasonal variations and comparable overall utilization for nearby 2-hour spaces (57% vs 43%), suggesting these spaces are well-used despite the time limit.

Figure 6: RV Parking Spaces on Saturday August 12th 2023 at 2pm shows an RV parking space being used by a passenger vehicle.

- Utilization of 2-hour parking spaces is slightly higher than the overall average at 43%.
- The Downtown's Two RV parking spaces see moderate overall utilization at 19%. Actual use by RVs is lower, as a number of drone photos showed passenger vehicles using these spaces (see Figure 6).
- Utilization of EV parking spaces is 20%. It was not possible to determine from the drone photos if any of this utilization is attributable to non-EV vehicles.



- There are no designated motorcycle spaces in the Downtown.
- Utilization of undefined on-street spaces is only slightly lower than defined on-street spaces (31% vs 38%).

- Streetscape improvements and walking routes (e.g. defined parking spaces, sidewalks, lanes, wayfinding etc.) may play a role in parking utilization. For example, lower High Street and the 100 Block of High Street are effectively the same distance from Diversity Square with similar topography. However, peak utilization (e.g. as shown in Figure 3) is significantly lower on the 100 Block of High Street. It is notable that 32% of parking spaces in the 100 block are unserved by an adjacent sidewalk. Similarly, the 100 Block of Gatacre Street is a short distance from Diversity Square but has low utilization. This block lacks sidewalks, and the most direct walking routes to Diversity Square and 1st Avenue is via lanes.

Summary of findings and observations

Average utilization of parking in the Downtown is consistently well below the 85% threshold, with some isolated occurrences of utilization exceeding 85% in the vicinity of Diversity Square. Subsequently, staff are not recommending acting on Policies 2.34 and 2.35 at this time. Investing in streetscape improvements and accessible parking (which are identified in other OCP policies) are warranted as opportunities arise.

ALTERNATIVES:

Council can choose to:

1. Receive the report and direct staff to increase enforcement of parking time limits in the vicinity of Diversity Square.
2. Refer the parking utilization study back to staff for further study and/or review.

FINANCIAL IMPLICATIONS:

The parking utilization study was carried out with existing Town resources and within existing budgets. Under policy 2.33 of the OCP there is no requirement to invest in further parking studies or parking space development for the Downtown at this time.

LEGAL IMPLICATIONS:

N/A

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The interactive Power BI report will be available on the Town's website and allows residents to explore the data compiled as part of the study. Additionally, the Downtown parking map on the Town's webpage was updated following the inventory and will also be made available on the Town's webpage.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

Development Services worked with the Fire Department to coordinate drone practice with data collection and with Infrastructure Services and Bylaw Enforcement to ensure accurate inventories of existing spaces. Parking space inventories occurred following the summer line painting season by Public Works to ensure accurate space counts. Additionally, the inventories noted a number of issues with the existing parking inventory (e.g. missing, damaged or incorrect signage) and these deficiencies were noted and provided to public works for repairs.

ALIGNMENT WITH STRATEGIC PRIORITIES:

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

ATTACHMENT:

None

STAFF REPORT TO COUNCIL

Report Prepared By: Chris Barfoot, Director Parks, Recreation & Culture
Reviewed By: Allison McCarrick, Chief Administrative Officer
Meeting Date: April 2, 2024
File No: **0510-20, 5500-04**
Re: **TOL UTILITY KIOSK WRAP DESIGN AND LOCATIONS**

RECOMMENDATION:

That Council choose five concept designs from the options provided in the report dated April 2, 2024 by the Director of Parks, Recreation & Culture, to wrap the utility kiosks being installed through F3 Networks Canada Inc at five identified locations.

EXECUTIVE SUMMARY:

Council requested that staff present wrap design options, including archival photographs, for utility kiosks soon to be installed in various Town locations through F3 Networks Canada Inc. The installation locations have been determined and are shown in Attachment A, and design options are shown in Attachment B. It is unknown at this time whether more kiosks will require wrapping beyond those locations presented in this report.

PREVIOUS COUNCIL DIRECTION:

Resolution	Meeting Date	Resolution Details
CS 2024-041	2024-03-05	FINAL RESOLUTION AS AMENDED BY CS 2024-042 That Council direct staff to bring forward utility box wrap design and respective location recommendations for Council’s consideration, including archival photographs, volunteer recognition, Indigenous, cultural and/or artistic designs, for up to 15 utility boxes. Main Motion, as Amended, Carried

INTRODUCTION/BACKGROUND:

Historical photos are a unique way to share the history and culture of a community as it continues to grow and change over time. They have the potential to share the stories and history of specific locations or the overall community. There are five utility kiosk locations determined for installation and each will offer the opportunity to have a decorative wrap installed on them.



Staff have presented fifteen options for consideration for the five current identified locations and future locations should an opportunity arise. With a short timeframe, staff are proposing a design that consists of a single historical and landscape image for each location of the proposed utility kiosks for the existing project, with no cost borne by the Town.

The fiber optics utility kiosk locations are:

1. Corner of Symonds St. and 4th Avenue
2. Corner of Gatacre St. and 3rd Avenue
3. Corner of Methuen St. and 2nd Avenue
4. Corner of Bayview Ave. and Gilford Road
5. Corner of Davis Rd. and Farrell Road.

For future utility kiosk designs, the options presented would be used or further developed showing various layout concepts and ideas. Although there are currently only a minimal number of existing Town of Ladysmith kiosks, having templates and parameters established for future projects will allow staff to proceed with wrapping existing and future Town of Ladysmith kiosks. These will also be useful for existing utility providers' kiosks should similar opportunities present themselves in the future. Each standard size utility kiosk, including design, has an average cost of approximately \$1,500-\$2,000 to install if completed by the Town. For the inclusion of an artistic application, the cost would include an artist fee with designs that could be applied to more than one kiosk.

Existing utility kiosk decorative programs include partial funding support. One example of these programs is the [BC Hydro Decorative Wrap Grant Program](#) (partial funding - up to \$700 per project). Many municipalities, including those within the region, have developed their own artistic/cultural programs to address the decorative wrapping of utility kiosks.

ALTERNATIVES:

Council can choose to:

1. Direct staff to develop a different design for the current five utility kiosks.
2. Not apply decorative wraps to the proposed utility kiosks.
3. Direct staff to choose the designs for the current five utility kiosks.

FINANCIAL IMPLICATIONS:

- Current utility kiosk expenses will be borne by F3 Networks Canada Inc. installing the utility kiosks.
- For future Town kiosks, expenses would be the responsibility of the municipality at an average cost of \$1500-\$2000.
- Partially funded programs do exist for utility infrastructure that is not owned or is not the responsibility of the Town.

LEGAL IMPLICATIONS:

N/A

CITIZEN/PUBLIC RELATIONS IMPLICATIONS:

The wrapping of utility boxes is commonplace in communities and can enhance the streetscape, promote opportunities for education and conversation, and help create a sense of identity for the surrounding neighborhoods.

INTERDEPARTMENTAL INVOLVEMENT/IMPLICATIONS:

This project will be led by Infrastructure Services.

ALIGNMENT WITH STRATEGIC PRIORITIES:

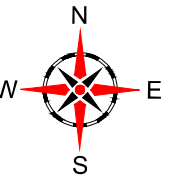
- | | |
|---|--|
| <input type="checkbox"/> Core Infrastructure | <input type="checkbox"/> Economy |
| <input type="checkbox"/> Official Community Plan Implementation | <input type="checkbox"/> Leadership |
| <input type="checkbox"/> Waterfront Area Plan | <input checked="" type="checkbox"/> Not Applicable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

I approve the report and recommendations.

Allison McCarrick, Chief Administrative Officer

ATTACHMENTS:

- A. Map showing Locations and pictures of current utility kiosks.
- B. Design options for consideration.

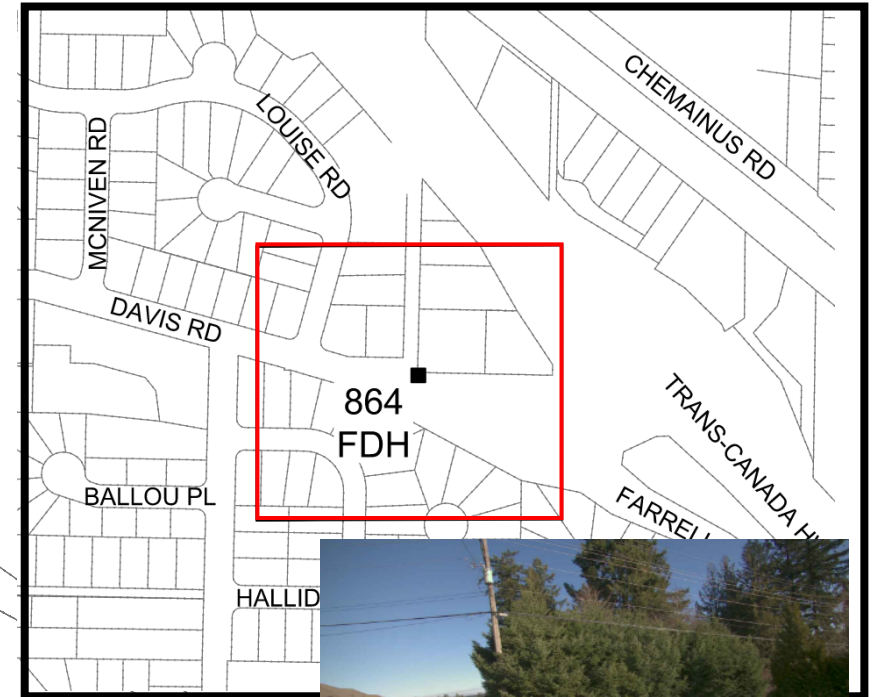


ATTACH
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SYMONDS ST



DAVIS RD



GATACRE ST
3RD AVE



MATHUEN ST

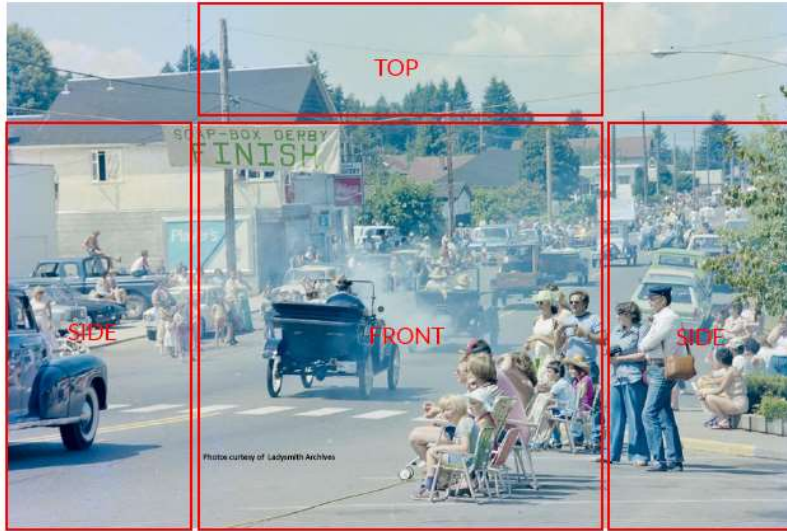


BAYVIEW AVE

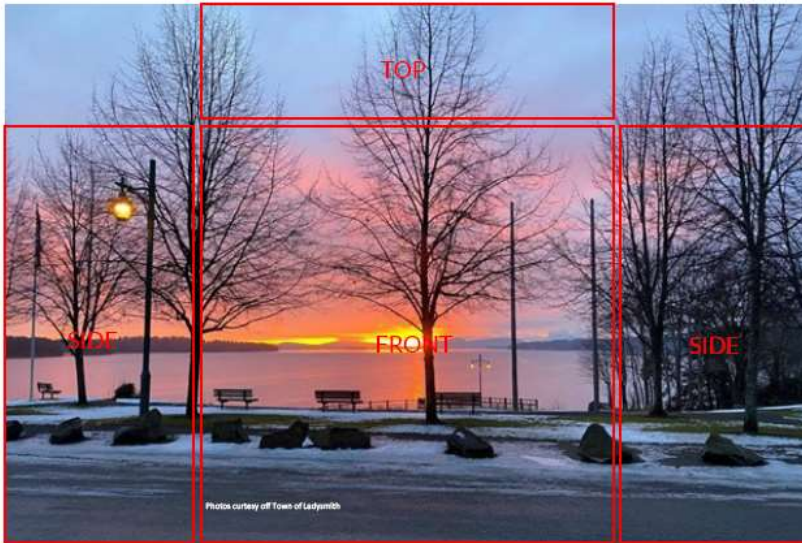


Attachment B

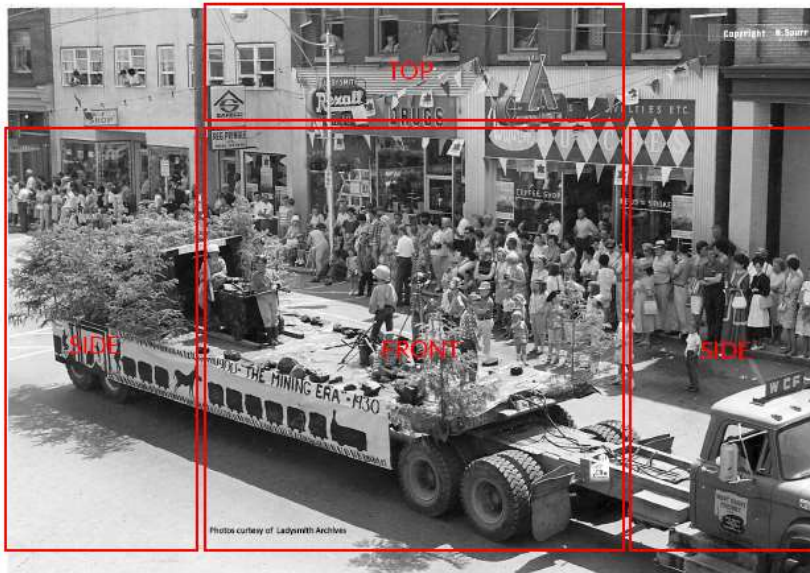
KIOSK Option 1



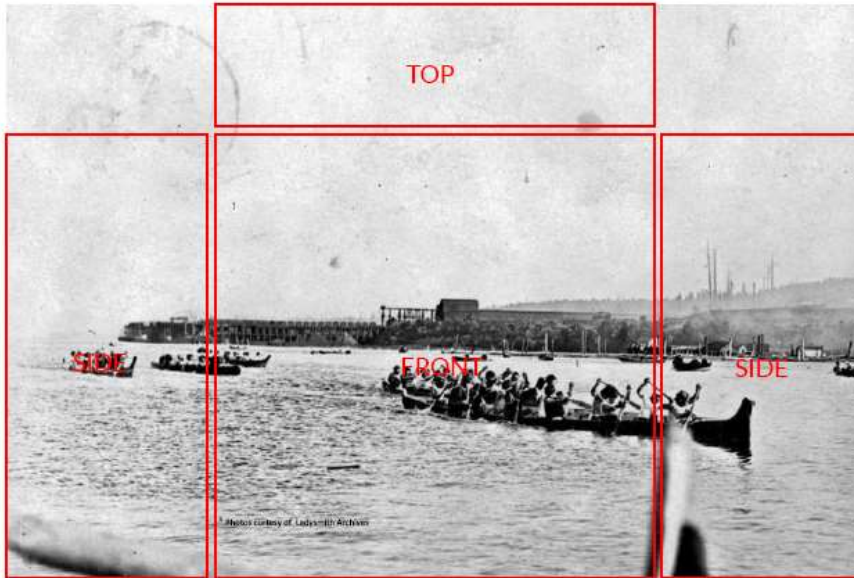
KIOSK Option 2



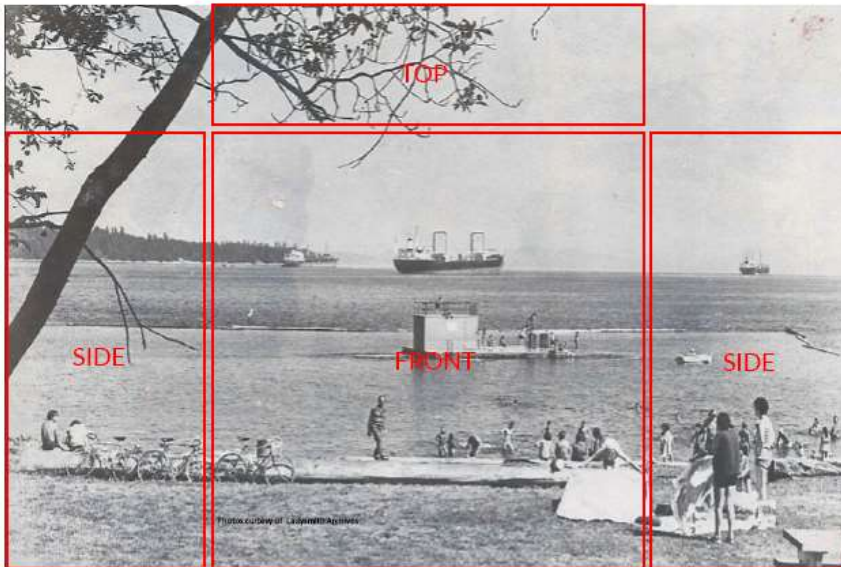
KIOSK Option 3



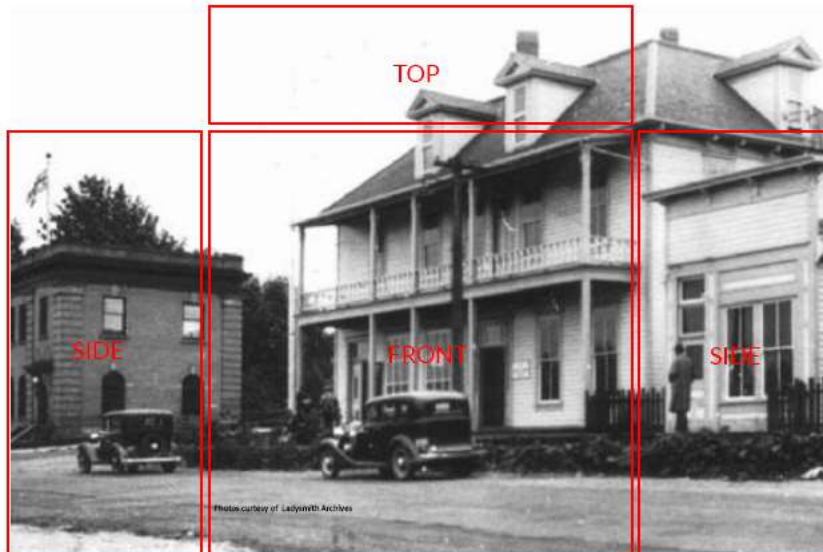
KIOSK Option 4



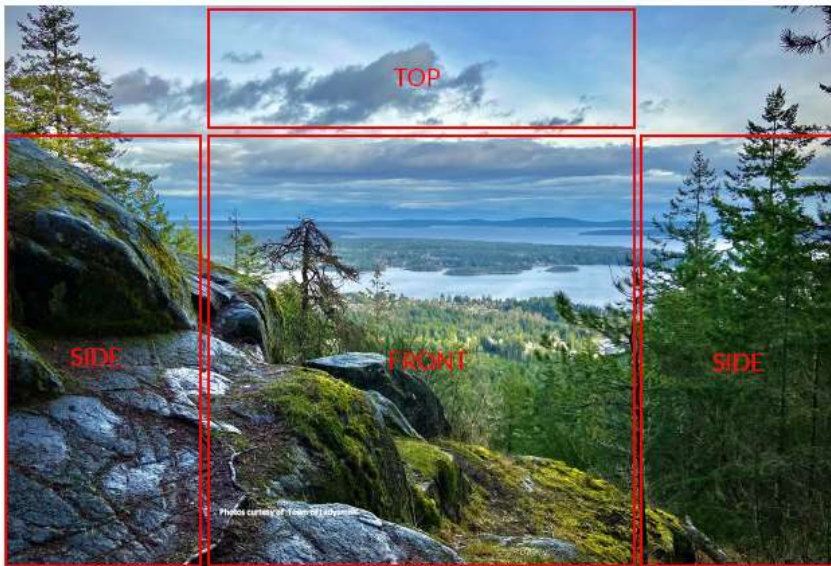
KIOSK Option 5



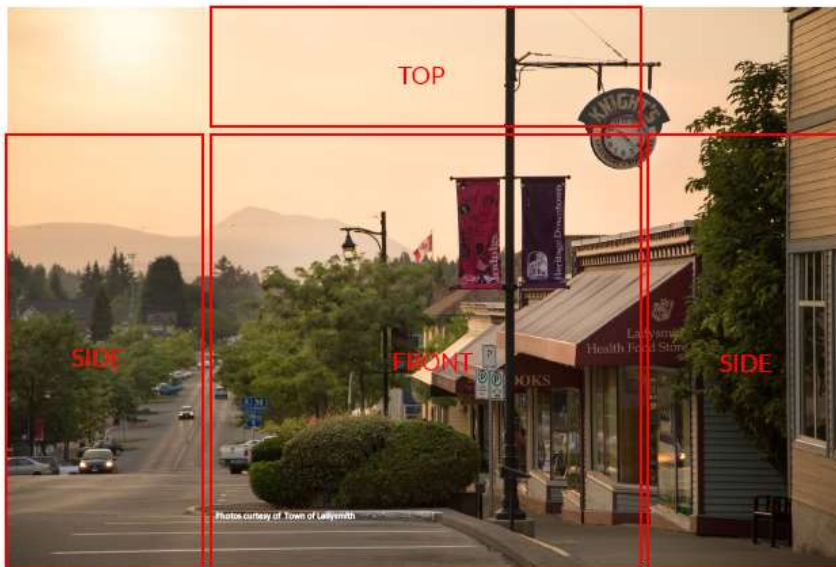
KIOSK Option 6



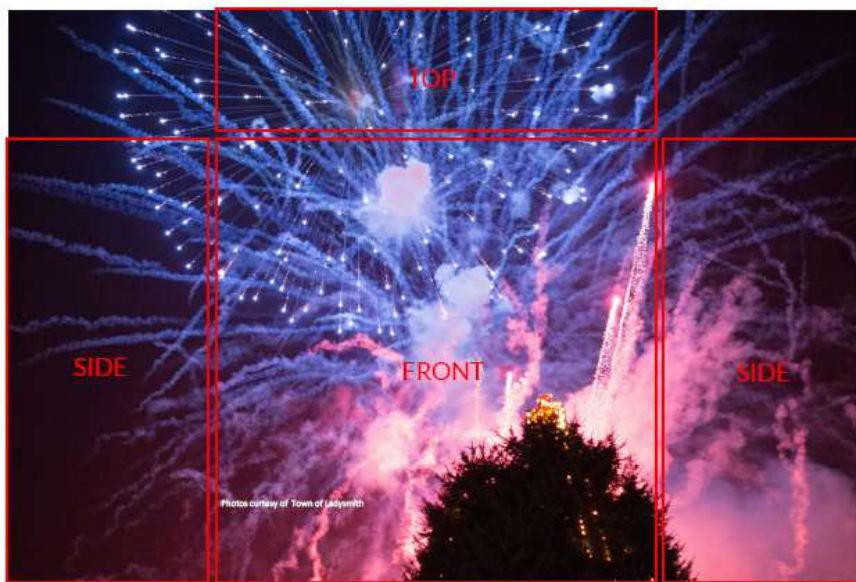
KIOSK Option 7



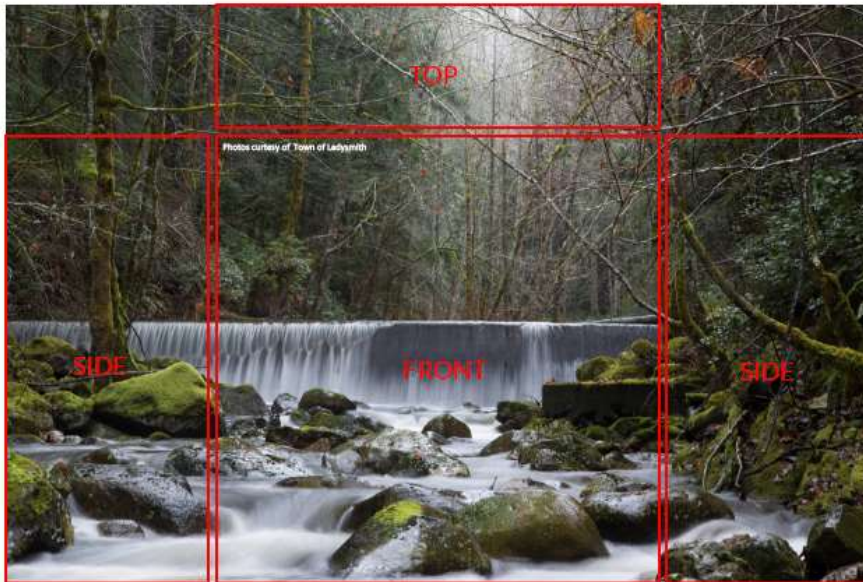
KIOSK Option 8



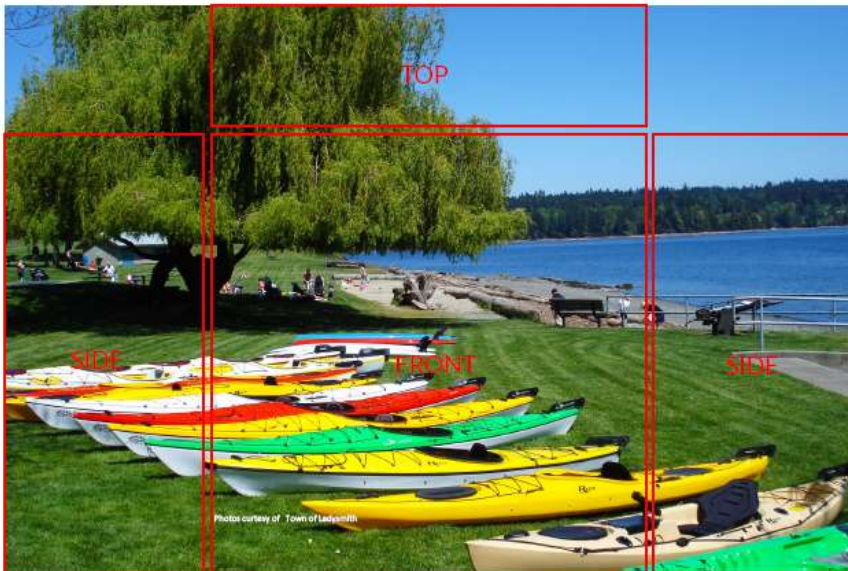
KIOSK Option 9



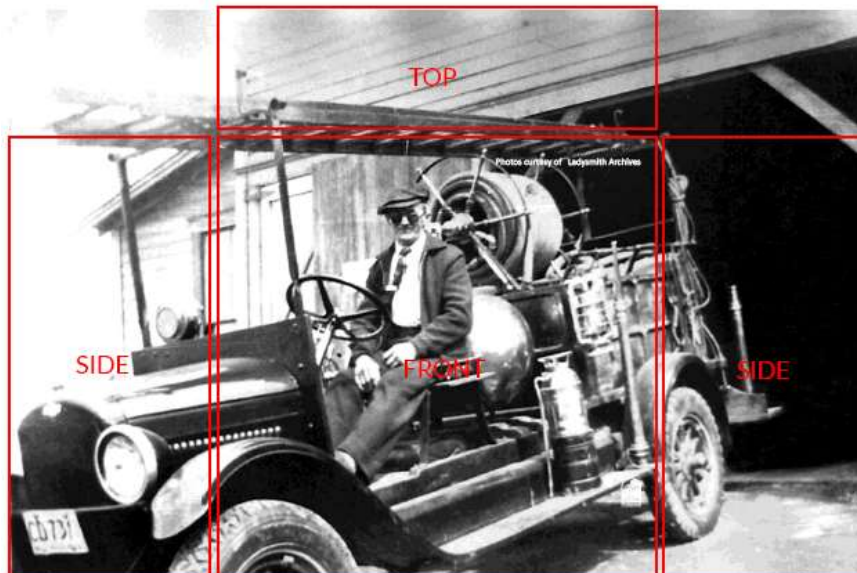
KIOSK Option 10



KIOSK Option 11



KIOSK Option 12



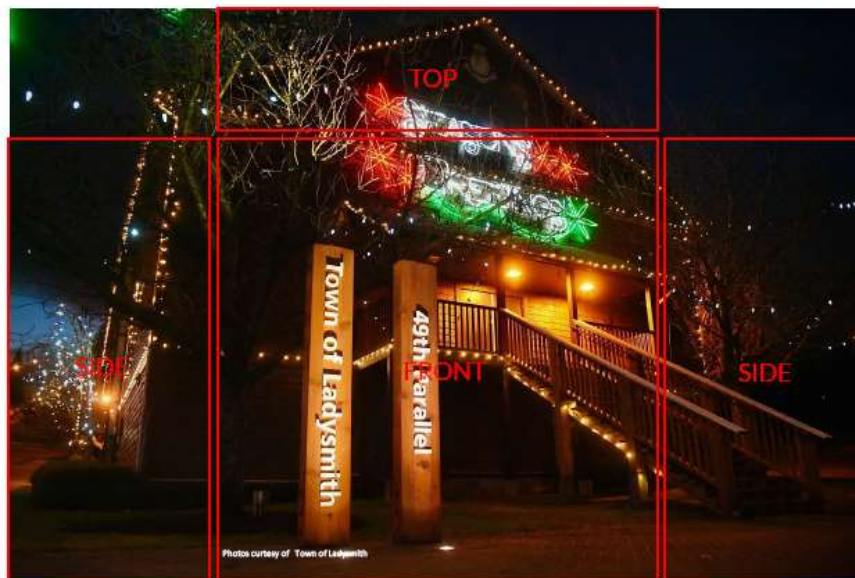
KIOSK Option 13



KIOSK Option 14



KIOSK Option 15



BYLAW STATUS SHEET April 2, 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 received January 15, 2024. Awaiting covenant.
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. Waiting on applicant to submit Development Permit per Council Resolution.
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. Awaiting covenant.
2166	"Town of Ladysmith City Hall Loan Authorization Bylaw 2024, No. 2166". 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.	First, second and third readings, January 23, 2024. Inspector of Municipalities approval received February 26, 2024. Approval of the electors required through an Alternative Approval Process.