



City of Delta
COUNCIL REPORT
Regular Meeting

To: **Mayor and Council**

From: **Corporate Services Department**

Date: **March 11, 2024**

Ladner Village Revitalization Update

The following report has been reviewed and endorsed by the City Manager.

▪ **RECOMMENDATIONS:**

- A. THAT a branding and wayfinding consultant be engaged to develop a Ladner Village brand and signage plan that is supported by the broader community.
- B. THAT the Ladner Village Communications and Engagement Strategy outlined in this report be endorsed.

▪ **PURPOSE:**

The purpose of this report is to provide updates and seek Council's direction on a number of Ladner Village revitalization initiatives planned for 2024.

▪ **BACKGROUND:**

The revitalization of Ladner Village represents a multi-year endeavor to transform Ladner's downtown core and waterfront. This transformation will occur through a combination of private redevelopment and City of Delta projects. To expedite this transformation, the City Manager has established a staff task force to take significant and immediate measures to activate and revitalize Ladner Village and advance initiatives to redevelop Ladner Waterfront. This report introduces the Ladner Village Revitalization Staff Task Force, announces a major City of Delta land acquisition in Ladner Village, proposes a Ladner Village Communications and Engagement Strategy, and provides updates on a number of Ladner Village revitalization initiatives planned for 2024.

▪ **DISCUSSION:**

Ladner Village Revitalization Staff Task Force

The City Manager has established the Ladner Village Revitalization Staff Task Force (the "Task Force") to take significant and immediate measures to activate and revitalize Ladner Village and advance initiatives to redevelop Ladner Waterfront. The Task Force is led by the Director, Corporate Services, coordinated by the Corporate Initiatives Manager, and comprises an interdisciplinary team of senior staff from Engineering, Parks, Recreation

and Culture, Development, Finance, and Communications and Engagement. A list of Task Force departments, roles and responsibilities is included as Attachment A.

Ladner Village Land Acquisition

The City of Delta will acquire the properties at 4940 and 4946 Chisholm Street and 4926 Delta Street pending completion of the transaction and transfer of lands in April 2024 (see Figure 1). All commercial tenants in the buildings at 4940 and 4946 Chisholm Street and 4926 Delta Street will be provided 6-month tenancies, which will allow time for tenants to find new locations to run their business. After which, the City of Delta will begin decommissioning the lands for future development.



Figure 1 – City-owned properties shown in blue; acquisitions pending transfer to Delta shown in orange.

An economic feasibility study for all Delta-owned properties bounded by Delta Street, Chisholm Street and Elliott Street is underway to determine the viability of a mixed-use hotel anchor tenant along the Ladner Waterfront. With limited hotel supply in Delta and across Metro Vancouver (see Attachment B for Economic Analysis of Hotel Supply & Projected Demand in Metro Vancouver, 2023 to 2050), staff believes that a new hotel with a trendy restaurant and bar would be a welcome addition to Ladner Village. A hotel development would also be a nod to the historical use of the area as a waterfront hotel from the late 1880s to 1923 when it was destroyed by a fire (see Figure 2).



Figure 2 - The Delta Hotel located at 4958 & 4952 Chisholm Street, circa 1912 with visiting band posing on the fronting boardwalk

If the feasibility study indicates that a mixed-use hotel development has potential in Ladner Village, the next step would be to issue an Expression of Interest to identify potential proponents and concepts for a development and a formal request for proposals would follow. There will also be the opportunity for public engagement as described further in this report.

Chisholm Street Wharf and Chisholm Street

Chisholm Street Wharf Improvements

The City of Delta is currently working on a number of interim improvements for the Chisholm Street Wharf and the surrounding waterfront area, including:

1. Structural remediation of the Chisholm Street Wharf (complete);
2. Removal of the collapsed Brackman-Ker building foundation beside the Chisholm Street Wharf (underway);
3. General brush / blackberry clean-up to properties around Chisholm Street Wharf (currently underway);
4. Replacement of 6 foot galvanized fencing beside Chisholm Street Wharf with 4 foot fencing (Spring 2024);
5. Chisholm Street Wharf topside improvements including surfacing, railings, fencing, and lighting (Summer 2024).

Chisholm Street Improvements

Staff have developed preliminary design options for a paved multi-use cycling / walking pathway along Chisholm Street that will eventually connect users from the Millennium Trail through Ladner Village to Wellington Point Park. Design options for the multi-use pathway will be brought to Council once staff engage with the community and stakeholders.

Major Activations in Ladner Village

Staff has started to look for major activation opportunities to draw people to the Chisholm Street Wharf once improvements are complete. Proposed activations may include pop-up bars / wineries, temporary street closures for markets and special events, conversion of on-street parking spaces to other uses (e.g., seating for adjacent restaurants or parking food trucks), and amenities like public art, busking, landscaping, and seating for sidewalks and public plazas. The goal of these activations is to build a sense of place along the Ladner Waterfront, foster civic pride, enable social connections, support local businesses and artists, attract families, visitors, and residents, encourage walking and cycling, and create a fun village vibe for people of all ages. Activations will be larger in nature than pop-up park programming and require additional budgetary considerations in order to execute. However, given the success of the 2023 Barnside Harvest Festival, staff believes there is significant appetite in the community for major activations, and especially evening activations.

Staff have prepared a brainstormed list of potential major activations for Ladner Village and is seeking Council's initial feedback regarding the size and scope of activations presented on the following page.



Canada Day Street Party on Chisholm Street
with 30 Rink Street Hockey Tournament



"Dinner en Flannel" or Long Table / Farm to Table Dinner on
Chisholm St. with a band and dance on Chisholm St. Wharf



Sunrise Yoga Every Summer Morning at 6:00am
on Chisholm Street Wharf



Sunset Cinemas on Friday Nights in
August and September on the Chisholm Street Wharf



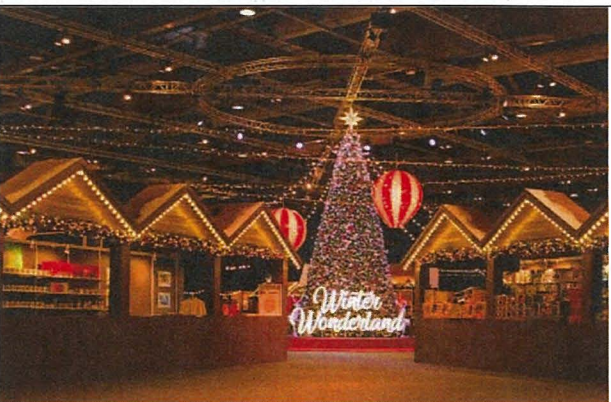
Pop-Up Bar / Food Truck / Patio at Chisholm Street Wharf



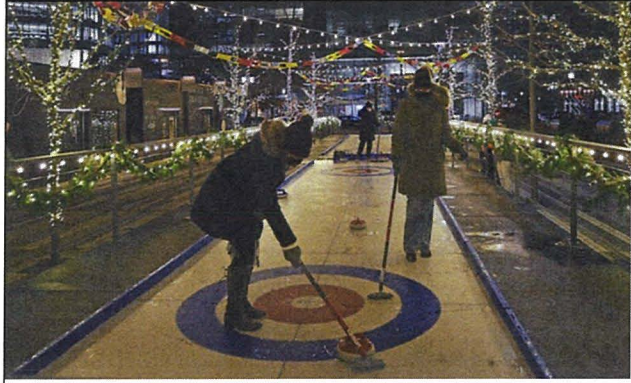
Hay rides from Chisholm Street to Westham Island for summer
berry picking and winter Christmas Light Tours



Work with an artist from Delta, Tsawwassen First Nation and
Musqueam Indian Band to create salmon stencils. Paint Chisholm
Street with colourful salmon and brand it as "The Salmon Run".



Chisholm Street Christmas Market



Outdoor Synthetic Curling Rinks on Chisholm St. Wharf

Ladner Waterfront New Year's Eve
Family Dance Party with fireworks at 9:00pm

The Task Force will shortlist proposed activations to 1-2 activations for Summer 2024 and report back to Council in Spring 2024 with budget requirements. Activations that require additional resources and planning will be brought forward as part of the 2025 budget process.

Ladner Village Communications and Engagement Strategy

Staff propose to initiate a Ladner Village Communications and Engagement Strategy to support the advancement of the priority actions and recommendations in LVRAC's final report.

The key elements of the Strategy include:

Re-engage the Community (March – April)

Recognizing that the LVRAC report was completed prior to the pandemic and awareness about its priority actions and recommendations may be low, the Strategy recommends beginning with a communications campaign to re-engage the community about the vision, guiding principles and key elements of the LVRAC report. This will include a map of Ladner Village featuring the highlights and projects planned for 2024 and beyond. City of Delta would share the map online and residents would have the opportunity to provide comments to staff through the Let's Talk Delta page. The finalized map could be converted into temporary storyboards installed at specific locations throughout Ladner Village and / or newspaper ads and videos. This work will lay the foundation for advancing initiatives in the area.

Staff will have a notable presence in Ladner Village this spring and summer, as they engage with residents, business owners, stakeholders, and visitors about Ladner Village revitalization plans. An engagement kiosk will be set up during select Ladner Village market days and at events when there is increased activity in the downtown core (e.g., May Days Parade, etc.). Staff will also take a few holes of the mini golf course on a school road show this spring to engage with school-aged children and youth about pop-up park activities and Ladner Village activations.

Staged Engagement on Key Initiatives

With the foundation re-established through widespread communication, the plan recommends conducting project-specific engagement on the following priority initiatives and in the following order:

- **Branding and Wayfinding Signage:** conduct an engagement program, in partnership with a branding and wayfinding signage consultant, that involves the community helping to create the 'look and feel' for Ladner Village. Residents would be invited to contribute sentiments and share their branding and wayfinding ideas with staff, and be given an opportunity to review the recommended plan.
- **Ladner Waterfront and Park:** involve the community in overall phased future planning for the Ladner Waterfront, including Spot on the Water Park which could include amenities such as a destination playground to attract activity to Chisholm Street (Spring 2024). Residents would be invited to participate through each phase of the development of the design - from generating ideas for the area to confirming the recommended plan.
- **Transportation:** involve the community on the design of the Streetscape for Chisholm Street.
- **Major Activations:** involve the community and business stakeholders in the generation of ideas to activate Ladner Village including pop-up parks, and specifically Chisholm Street and the wharves.

A commitment to involve the community in these plans is an important message in the project communications. Staff will seek Council support for the aforementioned projects and provide consultation updates via staff reports during Regular meetings.

Ongoing, Proactive Communication

Community engagement has previously occurred with respect to Ladner Village revitalization and there is strong community support for economic development initiatives, flood protection improvements, and temporary pop-up parks. Nonetheless, ongoing and proactive communication on these items will continue as new information becomes available and as initiatives are further refined. Our initial communications efforts will highlight these elements of the revitalization work and as projects progress, it will be important to share this information in advance of any decisions. Proactive communications is fundamental to building community trust and giving the City the licence to make change.

Staff recommends that the proposed Ladner Village Communications and Engagement Strategy be endorsed by Council.

Implications:

Financial Implications:

The 2024 Financial Plan allocated \$100,000 for Ladner Village branding and wayfinding signage.

Chisholm Street Wharf Improvements – for 2024, \$750,000 has been identified within the Parks, Recreation and Culture Ladner Waterfront capital budget for Chisholm Street Wharf surface treatments, railings and lighting.

Proposed Activation Activities – staff will report back to Council after engagement and consultation has occurred with proposed Ladner Village activations that could be funded this year and / or considered for future funding as part of the 2025 budget planning process.

▪ **CONCLUSION:**

The revitalization of Ladner Village represents a multi-year endeavor to transform Ladner's downtown core and waterfront. This transformation will occur through a combination of private redevelopment and City of Delta projects. To expedite this transformation, the City Manager has established a staff task force to take significant and immediate measures to activate and revitalize Ladner Village and advance initiatives to redevelop Ladner Waterfront including those outlined in this report.

Staff recommends that City of Delta engage a branding and wayfinding / signage consultant to develop a "Village Vibe" brand for Ladner Village that would be supported by the broader community. Staff also recommends that City of Delta initiate a Ladner Village Communications and Engagement Strategy to support the advancement of the priority actions and recommendations in LVRAC's final report.



Mike Brotherston
Director, Corporate Services

Department submission prepared by: Ladner Village Revitalization Staff Task Force Members - Paula Kolisnek (Corporate Initiatives Manager), Eric Freudenreich (Lands Manager), and JoAnne Kleb (Manager of Engagement)

This report has been prepared in consultation with the following listed departments.

Concurring Departments		
Department	Name	Signature
Engineering	Steven Lan	SL
Finance	Navin Chand	NC
Parks, Recreation & Culture	Trent Reid	TR

▪ **ATTACHMENTS:**

- A. Ladner Village Revitalization Staff Task Force roles and responsibilities
- B. Economic Analysis of Hotel Supply & Projected Demand in Metro Vancouver, 2023 to 2050

Ladner Village Revitalization Staff Task Force Roles and Responsibilities

Department	Roles and Responsibilities
Corporate Services	• Task Force facilitation / coordination / reporting to Council • Land acquisition and optimization • Property owner engagement • Economic development / tourism / business partnerships • Street activation and FUN-iture planning • Wayfinding, signage, branding • Indigenous engagement and partnership opportunities • Funding / grant proposals
Engineering	• Road and utility design and construction • Multi-use pathway and cycling design and construction • Highway use permits for patios and street closures • Short and long-term dike improvements / planning • Funding / grant proposals
Parks, Recreation, and Culture / Major Projects	• Waterfront wharf development concepts / implementation • Spot on the Water Park concepts / implementation • Street Activation and FUN-iture implementation / operation • Recreational and cultural programming of public spaces • Major project construction
Development	• OCP and Zoning amendments including pre-zoning of Delta lands • Residential / Mixed Use development opportunities • Commercial development opportunities
Finance	• Budget coordination • Procurement
Communications and Engagement	• Engagement with residents, businesses, and stakeholders • Communication campaign design, graphics, media



Destination Vancouver

Economic Analysis of Hotel Supply & Projected Demand in Metro Vancouver, 2023 to 2050

Summary

If the number of hotel rooms does not increase in Metro Vancouver to keep pace with a forecast increase in demand, a significant amount of revenue, and therefore tax and employment, will be foregone. This analysis compares forecast visitor volumes (demand) against three hotel room number (supply) scenarios.

Results

Demand Forecast

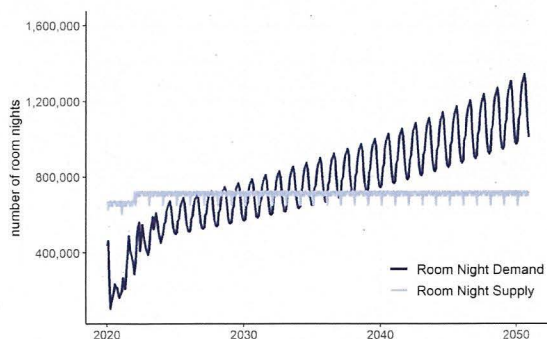
Visitation to Metro Vancouver is forecast to increase to the point that there will be demand for up to 10.7 million room nights by 2040, and 13.9 million by 2050.

The Current Gap

If the supply of hotel rooms remains at its current level, the demand for hotel rooms will exceed supply by:

- 2026: in the summer months in the City of Vancouver
- 2028: in the summer months in the rest of Metro Vancouver
- 2040: every month of the year across Metro Vancouver

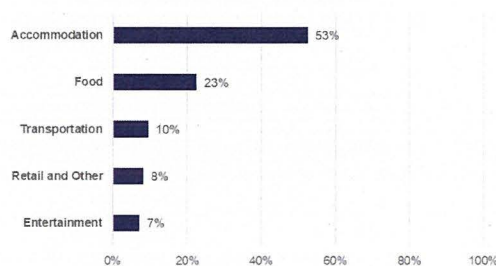
Metro Vancouver room night demand and current supply



Foregone economic impacts across Metro Vancouver:

- Annual visitor spending: \$570 million by 2037, \$1 billion by 2041, \$2.2 billion by 2050

Visitor spending by Category



Total foregone direct, indirect, and induced economic impacts¹, cumulative 2023–2050:

- Visitor spending: \$20.8 billion
- Total GDP: \$16.6 billion
- Total Tax revenue for all three levels of government: \$7.5 billion
- Employment: 168,570 full-time equivalents (FTEs)²

¹ Direct impacts are the activity at the businesses providing services to visitors, indirect impacts is the activity at suppliers to businesses providing services to visitors and induced impacts

arise from the spending of employment income by employees of businesses providing services to visitors and their suppliers.

² One FTE is equivalent to one person year of full-time employment.



Closing the Gap with New Hotel Construction

New hotels are currently in various stages of development across Metro Vancouver. Research shows that roughly 3,450 new rooms could be added by 2030. If

- these are completed,
- construction continues at the same pace to 2050, and
- none of the existing hotels close,

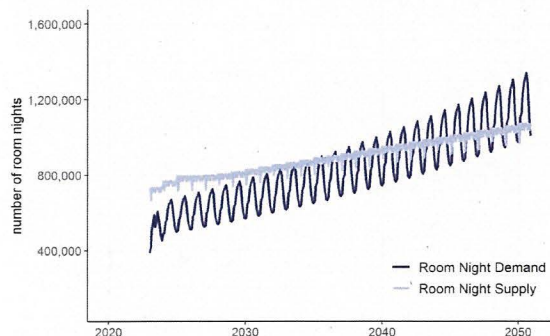
there would be approximately 18,800 hotel rooms in the City of Vancouver and 15,700 in the rest of Metro Vancouver.

With this increase in hotel room stock, the economic impact of foregone rooms is reduced but not eliminated.

In this scenario, demand will exceed supply on the following timetable:

- 2031: in the summer months in the City of Vancouver
- 2040: in the summer months in the rest of Metro Vancouver
- 2050: some capacity remains November–January

Metro Vancouver room night demand and forecast supply



Total foregone direct, indirect, and induced economic impacts, cumulative 2023–2050:

- Visitor spending: \$4.1 billion
- GDP: \$3.2 billion
- Tax revenue: \$1.4 billion
- Employment: 32,590 FTEs

Eliminating the Gap

The above estimates of foregone economic impacts are based on the assumption that there will be a gap between the demand for hotel rooms and the available supply.

With very conservative assumptions, it is estimated that to eliminate the gap between demand and supply, nearly 20,000 additional hotel rooms will be required by 2050 in Metro Vancouver. This is nearly double the existing stock of 23,292 rooms.

Background

In 2022, there were 23,292 hotel rooms operating in Metro Vancouver. Of these, 13,290 hotel rooms were in 78 properties in the City of Vancouver. This is down from 2002, when there were 15,242 rooms. Similarly, in 2022 in the rest of Metro Vancouver there were 10,002 rooms in 85 hotel properties, down from 14,424 rooms in 2002.

In 2019, prior to the COVID-19 pandemic and travel restrictions, hotels in Metro Vancouver experienced a 90% occupancy rate during the peak summer months, including 92% in the hotels in the City of Vancouver.

Key Assumptions

This analysis assumes that tourism visitation returns to the levels seen prior to the pandemic in 2025, and that visitation grows at 2.7% per year until 2030, and then 2.0% annually from that point. This is roughly the same rate of growth in visitor volume that Metro Vancouver saw in the decade prior to 2019.

It was assumed that hotels will operate at 100% occupancy each month. It was also assumed that some visitors who were initially seeking a hotel would find shared accommodation, and that half of the excess demand in the City of Vancouver would seek accommodation elsewhere in Metro Vancouver.