



LADNER VILLAGE REVITALIZATION

Design Brief • Spring 2021





Table of Contents

DESIGN BRIEF PURPOSE	4
PROJECT SUMMARY	5
LVRAC VISION & GUIDING PRINCIPLES	7
LADNER VILLAGE THROUGH THE AGES	8
LADNER WATERFRONT TODAY	10
CHISHOLM STREET	12
CONSTRAINTS TO WATERFRONT REDEVELOPMENT	14
PRELIMINARY DESIGN STRATEGIES	18
LOCAL EXAMPLES AND INSPIRATION	24
CLOSING QUESTIONS	27

Design Brief Purpose

This design brief summarizes key information related to revitalization of Ladner Village and the Waterfront, including:

- Project & site context
- Summary of constraints
- Preliminary design strategies
- Local examples and inspiration

INTENDED AUDIENCE

- The consulting team
- Stakeholders
- Community members
- City of Delta Staff and Council

PROJECT TIMELINE & OPPORTUNITIES TO PARTICIPATE

The **first phase** of the Ladner Village Revitalization Project is underway. During this phase, we host key workshops & events. The design brief will inform each event:

Strategy Workshop March 31

Workshop with key stakeholders to understand stakeholder needs and observations.

Public Webinar April 8

To provide a project overview to the public and receive input to guide the revitalization strategies and design concepts.

Design Workshops April 12 - 14

Three-day working session for the design team to develop design concepts. City Staff and Council will provide input throughout the workshops.

Feedback from the above events will guide the creation of revitalization strategies and design concepts, to be further reviewed and refined as a part of the **second phase** of the project.

Project Summary

Furthering the vision for revitalization of Ladner Village, the City of Delta has retained consultant teams to work on two initiatives:

- Ladner Waterfront Redevelopment Strategy
- Ladner Village Official Community Plan Update

These projects were initiated based on the recommendations made by the Ladner Village Renewal Advisory Committee (LVRAC) in their 2020 report to Council. For reference, additional background information on the origin and mandate LVRAC is provided below.

LADNER WATERFRONT REDEVELOPMENT STRATEGY

This project explores redevelopment of the Ladner Waterfront as a key element of Village revitalization. Opportunities include reconfiguration and redesign of Chisholm Street to address flood protection measures and pedestrian realm enhancements. In addition, a site redevelopment strategy and concept for the revitalization of Delta-owned former Seven Seas site and Spot on the Water will form a central element in the strategy.

LADNER VILLAGE OFFICIAL COMMUNITY PLAN (OCP) UPDATE

This project considers updates to the OCP in service of revitalization objectives. Areas to be explored include land use, building heights and density within the Village as well as renewed design guidelines for form and character of future development.





Redevelopment vs. Revitalization

*Generally speaking, **REDEVELOPMENT** refers to the transformation of individual land parcels and/or buildings from previous uses to new ones. By comparison, **REVITALIZATION** is more comprehensive in scope and transforms extensive areas through coordinated investment in public space and infrastructure (streets, parks, etc.), key redevelopment sites and amenities. Revitalization breathes new life into entire neighbourhoods and communities.*

LVRAC Vision & Guiding Principles

The Ladner Village Renewal Advisory Committee (LVRAC) was established by Council in January 2019 to provide advice to Council on the renewal of Ladner Village. The Committee developed the following vision and guiding principles.

VISION

Ladner Village is a walkable, people-friendly place to live, work, shop, visit and play, with vibrant public spaces including opportunities to access and enjoy the waterfront and celebrate heritage features.

The Village has year-round vitality, strong businesses and varied housing options for people to live and work in the heart of the community.

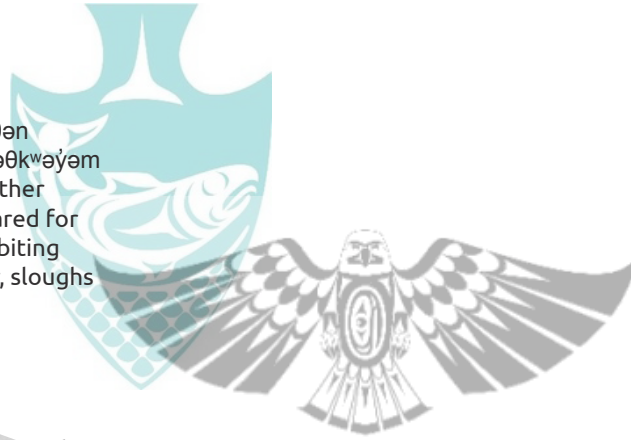
GUIDING PRINCIPLES

- Encourage a varied range of housing through smart densification in the Village core.
- Activate the waterfront for commercial development and public access.
- Support business sustainability through increased vibrancy in the Village.
- Make the Village a special place for people by preserving our past and embracing our future.

Ladner Village through the ages

8000 years ago

For thousands of years the scawaθən məsteyəxʷ (Tsawwassen) and xʷməθkʷəy̓əm (Musqueam) peoples, along with other Hun'qumi'num speaking people, cared for the land now known as Delta, inhabiting settlements along the Fraser River, sloughs and flatlands.



1700s-1800s

Europeans first sight the land. The British Ladner brothers claim the land in the mid 1800s.



1895

The flood down Delta Street (looking north).



1920

Ladner Community Hall was built at Elliot & Chisholm. The above photo shows a dance in the 1960s. The hall burnt down in 1968 and is now a city-owned parking lot.

1900

Ladner's Landing



1930

Delta Street looking south





1960s

View of Ladner looking north. Buildings near the waterfront include Seven Seas, Brackman Ker and Community Hall.



2021

Ladner is home to 22,000 residents who have many reasons to visit the Village, including fresh food markets and charming local shops.

1984

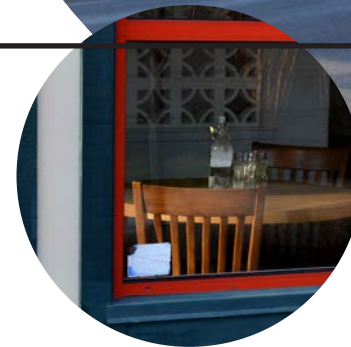
Brackman Ker warehouse and deck, Chisholm Street. This deck was built in the 1800s and collapsed in 2010. In 2020, funding was put in place to remove the deck.



1990s-2000s

In the 1990s, the Tsawwassen First Nation (TFN) enters a formal treaty-making process.

Since Treaty negotiations were finalized in 2007, TFN has led many development projects, including two large malls (1.8 million sf of retail space). These malls changed the retail landscape in Delta.



2020

COVID-19 has significant economic impacts on many local businesses.

Ladner Village has a rich history. Its modest scale harkens back to a near past and reflects a relatively slow pace of growth relative to other communities in the Lower Mainland.



Ladner Waterfront today

Ladner Wharf



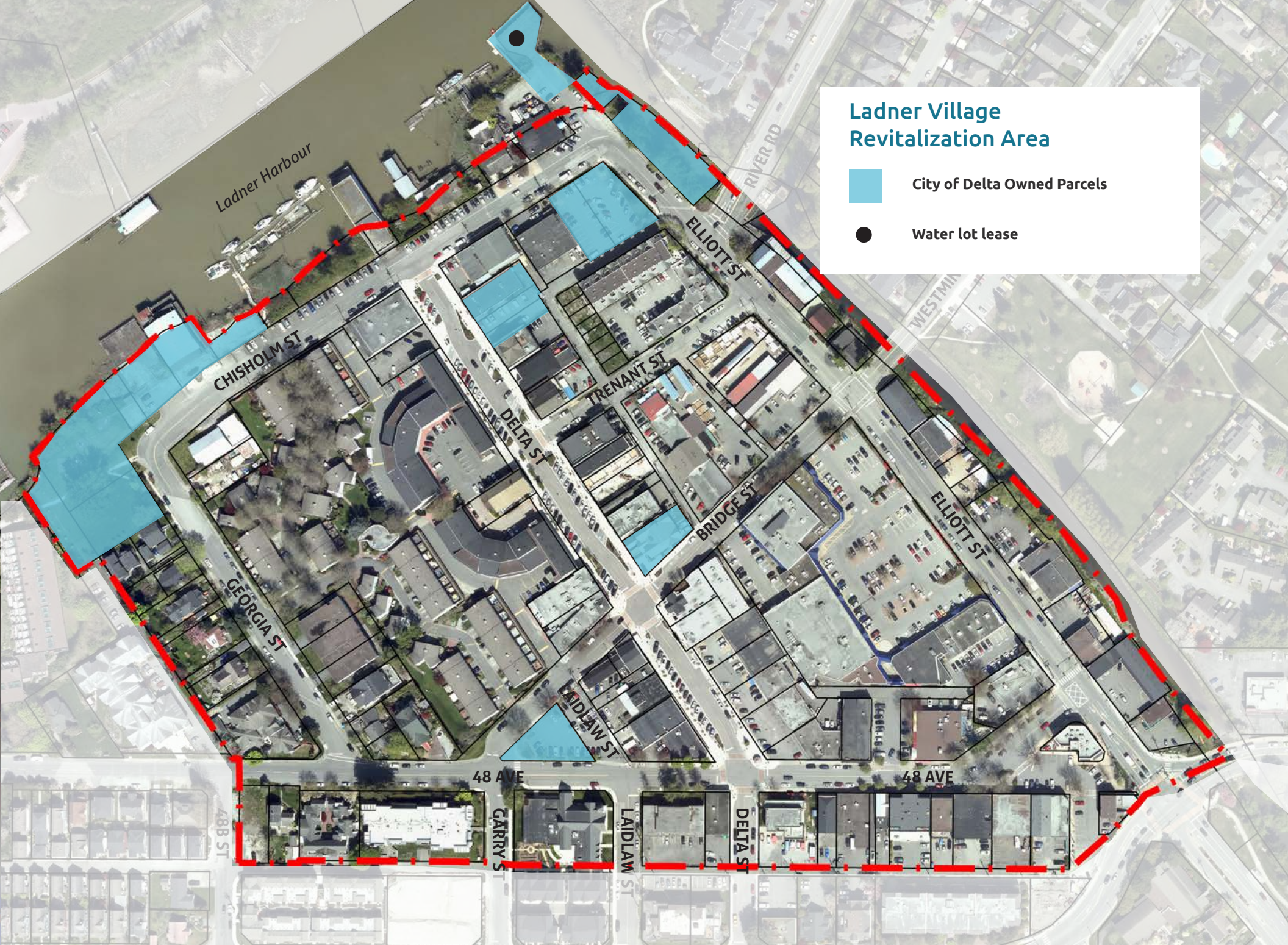
Chisholm Street



Spot on the Water Park & Seven Seas Building



Chisholm Street Storefront



Ladner Village Revitalization Area

-  City of Delta Owned Parcels
-  Water lot lease

Chisholm Street

As per the LVRAC Recommendation #4 ("Study the viability of Chisholm Street reconfiguration further"), additional investigation of the transportation network and parking configurations is underway. Initial observations include:

ROAD CLASSIFICATION

- Chisholm Street and other main roads in Ladner Village are classified as local roads.

TRANSIT & PARKING

- There is no transit service nearby.
- Free parking is on Chisholm Street

TRAFFIC VOLUMES

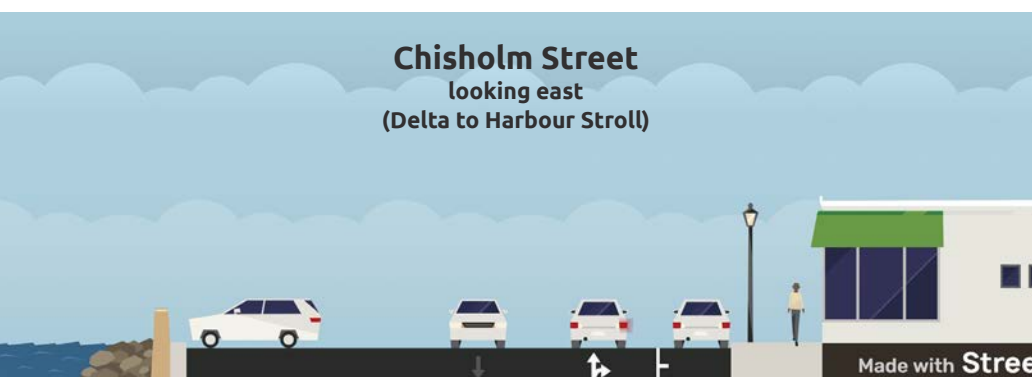
- Traffic volumes on Chisholm Street are low
- Avg. weekday volume: **1,068 vehicles per day**
- Highest volumes are westbound: 758 per day and 88 per hour (average)
- Peak hour: **3 to 4 pm** with 121 vehicles per hour (1 car per ~30 seconds)

ICBC COLLISION DATA

- From 2015 to 2019, there was **one minor collision on Chisholm Street** (at the intersection of Elliot Street).



CURRENT CONDITION



In its current configuration, Chisholm street dedicates only approximately **15% to pedestrian space** (in the form of a ~10' sidewalk on the south side of the street).

By comparison, more than **85% of the street** right-of-way (~55') is **dedicated to vehicle travel and parking**.

Design concepts should consider alternative street configurations and complimentary uses of the public realm to make best use of the waterfront edge.

CONCEPTUAL ALTERNATIVES



Constraints to Waterfront Redevelopment

The Ladner Waterfront and Village face various constraints that can challenge redevelopment. Many of the following constraints were provided in a technical memo from Westmar Advisors.

HABITAT

High marine habitat value

Portions of the existing shoreline along Chisholm Street is classified as having high marine habitat value.

Environmental assessment reviews

Provincial and federal regulations have criteria for automatically requiring environmental assessment reviews.

WATER LOTS & NAVIGABLE WATERS

Water lots

The existing water lots extend into the harbour beyond the existing and historic structures on the site. Water lot lease terms are short, which poses uncertainty for long-term investment.

Dredging

Regular maintenance dredging will occur in Ladner Harbour (every 3-4 years).

SOILS

Potential contamination

It is possible that the riverbed soils in the area around the wharf structure have high levels of PAH from timber piles treated with creosote or that other deleterious substances could have been deposited through the wharf deck. An aerial view of the shoreline at low tide indicates that there are historic structures that have collapsed along the shoreline and are now resting on the riverbed and will require removal.

Seismic designs

Seismic design approaches, and related costs, permitting, and land usage, can vary depending upon the location and type of redevelopment options proposed.



DIKE & FLOOD PROTECTION

Changing sea levels

The maximum water levels that guide short term and long-term dike elevations are influenced by sea levels and freshet flooding volumes. Climate change will also affect the times of year when the highest and lowest river volumes will occur.

Fluctuating water levels

Tidal levels shift throughout the day and year.

Dike considerations

Storm surge and waves caused by wind influence the dike elevation and the elevation of structures located near, or overtop, of dikes.

EXISTING STRUCTURES & INFRASTRUCTURE

Sanitary Line

There is a 100 mm diameter sanitary line that goes through the east side of the Spot on the Water Park and under Ladner Harbour.

Existing Structures

There are many existing structures located along the shoreline in varying stages of disrepair.



PARKING, TRAFFIC, TRANSIT

High cost of underground parking

Underground parking is expensive to build due to the high water table.

Increasing traffic

Revitalization of the village may increase traffic (until transit service is warranted).

FINANCIAL VIABILITY

Lack of commercial anchor

Ladner Village lacks a strong commercial anchor that attracts a high number of visitors to the area and can help support other commercial spaces.

Fragmented ownership and small lots

This makes assembly and viable redevelopment challenging (particularly along the waterfront).

LACK OF VIBRANCY

Lack of residents

The small "captive audience" of downtown residents challenges the medium-term viability of commercial development.

Lack of "critical mass"

Limited options and hours of operation precludes lasting vibrancy in the Village.

What have we missed? What else makes redevelopment of the waterfront risky, costly or challenging?

Use the worksheet below... or send us an email at ladnervillage@delta.ca

<p>Theme</p> <hr/> <p>Description</p>	<p>Theme</p> <hr/> <p>Description</p>	<p>Theme</p> <hr/> <p>Description</p>
---------------------------------------	---------------------------------------	---------------------------------------

Preliminary Design Strategies

The following preliminary design strategies – formulated to address known constraints – are shared to stimulate creative thinking and input in advance of the design workshops (April 12-14).

The design workshops will explore, apply and test these and other additional strategies (TBD) to develop a range of preliminary concepts.

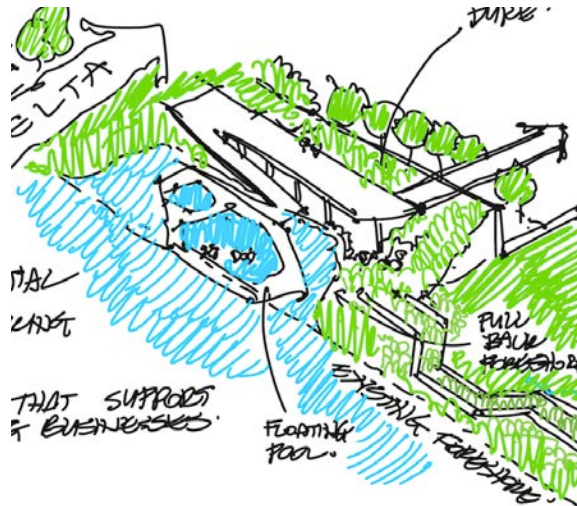


OFFLOAD THE WATERFRONT

Design low-impact and naturalized spaces and avoid large scale development along the waterfront.

CONSTRAINTS BEING ADDRESSED

- Water lot leases / Navigable waters
- Shoreline habitat
- Existing structures & infrastructure (costly to deal with)
- Soils - seismic and contamination



RECONFIGURE CHISHOLM STREET

Optimize pedestrian space and/or waterfront improvements through the reconfiguration and/or segmentation of the Chisholm Street design.

CONSTRAINTS BEING ADDRESSED

- Water lot leases
- Small parcel size





MAKE IT FLOAT!

Explore boardwalks, buildings and other improvements/amenities that float on the water.

CONSTRAINTS BEING ADDRESSED

- Soils - seismic and contamination
- Changing sea levels



Brook Street Pier, Australia

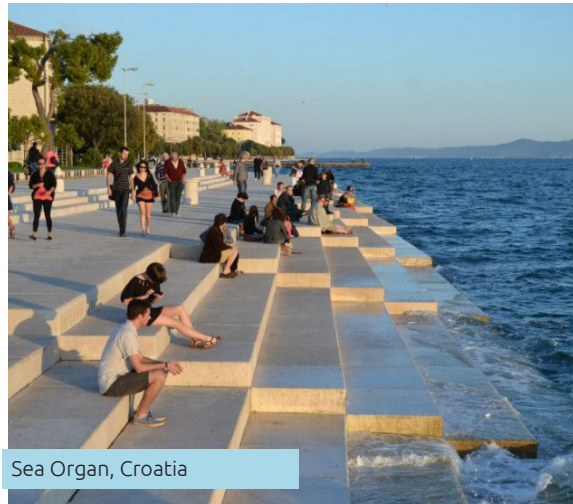


TIDAL INTERACTION

Consider public space, art, structures that interact with the water (e.g. changing tides and sea level /salinity)

CONSTRAINTS BEING ADDRESSED

- Fluctuating water levels



Sea Organ, Croatia



MULTI-PURPOSE DIKE

A dike that includes building structures or parkade and earthen materials.

CONSTRAINTS BEING ADDRESSED

- Changing sea levels
- Flood protection / dike



2. Dike as public urban domain



4. Dike as an integrated building

Design Strategies, continued

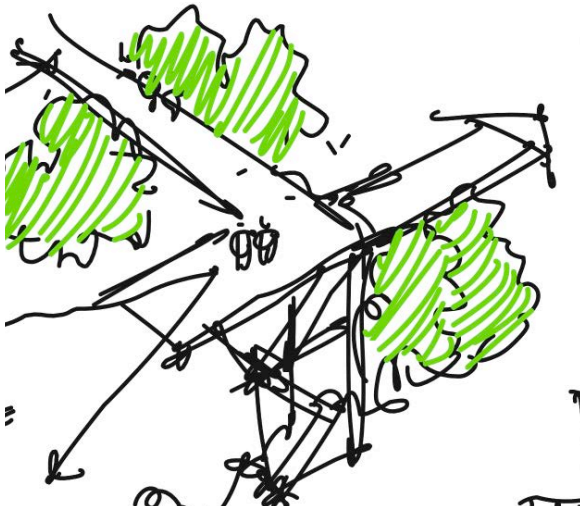


SKYWALK

Build an elevated pathway or boardwalk that overlooks the water.

CONSTRAINTS BEING ADDRESSED

- Changing sea levels
- Flood protection/Dike

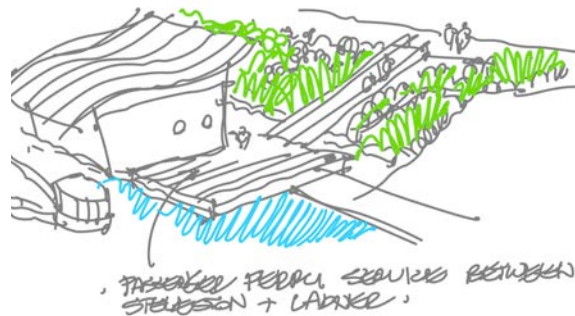


FERRY TERMINAL

Develop a ferry terminal that connects the Ladner Harbour to Steveston, allowing cyclists and pedestrians to move freely between the two destinations.

CONSTRAINTS BEING ADDRESSED

- Getting there - difficult to arrive in Ladner without a car
- Not a destination / lack of residents



Sketches by Derek Lee, PWL



PARK OUTSIDE THE VILLAGE

Pedestrianize areas of the Village, and accommodate (shared) parking within easy walking distance (within adjacent areas).

CONSTRAINTS BEING ADDRESSED

- Cost of underground parking



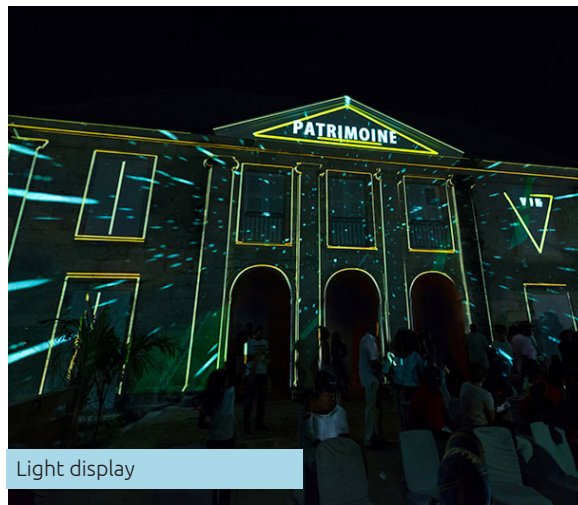
Canmore, Alberta

QUICK START ACTIVATIONS

Activate Chisholm Street and the Village with short-term interventions and/or installations, such as adirondack chairs, light displays, etc.

CONSTRAINTS BEING ADDRESSED

- Cost of redevelopment
- Development risk on the Waterfront
- Lack of vibrancy (not a destination)



Light display

PUBLIC ART

Commission public art that nods to Ladner's history

CONSTRAINTS BEING ADDRESSED

- Lack of vibrancy (not a destination)



Franklin Court, PA

MIXED-USE COMMUNITY

Encourage mixed-use development that brings residents to the Village.

CONSTRAINTS BEING ADDRESSED

- Lack of vibrancy (not a destination)



Allentown, PA

Design Strategies, continued



WATERFRONT DESTINATION

Iconic structure at the waterfront that attracts visitors from all over. Event centre, commercial market, etc.

CONSTRAINTS BEING ADDRESSED

- Lack of vibrancy (not a destination)



St. Petersburg Pier, Florida



ADAPTIVE RE-USE

Reuse the existing structures on the waterfront (i.e. Seven Seas building) to build a market hall or coworking space, etc.

CONSTRAINTS BEING ADDRESSED

- Existing structures & infrastructure
- Lack of vibrancy (not a destination)



Simmons Building, Calgary AB



DESIGN STRATEGY

Description

CONSTRAINTS BEING ADDRESSED

EXAMPLE

What have we missed? What other opportunities or strategies do you imagine?

Use the worksheet below... or send us an email at ladnervillage@delta.ca



DESIGN STRATEGY

Description



DESIGN STRATEGY

Description



DESIGN STRATEGY

Description

CONSTRAINTS BEING ADDRESSED

CONSTRAINTS BEING ADDRESSED

CONSTRAINTS BEING ADDRESSED

EXAMPLE

EXAMPLE

EXAMPLE

Local Examples and Inspiration

The following examples are intended to stimulate thinking about what activities could be accommodated for in Ladner Village.

PIER PARK

New Westminster BC

Relevance to Ladner Village

- Pier Park activates the waterfront, dealt with contaminated soil, includes a concession, 600m boardwalk, programmed public space, and nods to the industrial history of the waterfront



STEVESTON WHARF

Richmond BC

Relevance to Ladner Village

- Working waterfront with adaptive re-use of buildings.
- Many activated commercial and public spaces.



FORT LANGLEY WATERFRONT

Fort Langley BC

Relevance to Ladner Village

- Continuous public pathway along waterfront.
- Cafe and Cultural Centre near waterfront.



WHITE ROCK WATERFRONT

White Rock BC

Relevance to Ladner Village

- Continuous waterfront walkway
- Pedestrian-oriented, active commercial spaces fronting Marine Drive / Waterfront



OLD MILL DISTRICT

Bend OR (USA)

Relevance to Ladner Village

- Bend has a similar population size to Delta (~100,000)
- Pedestrian commercial district
- Repurposed historic structures and new buildings
- Restored buffers for fish and wildlife
- Tourist destination
- Continuous walkable public waterfront



DUWAMISH GARDEN

Tukwila WA (USA)

Relevance to Ladner Village

- Habitat restoration project
- Public park and trail
- Comparable scale to waterfront (3 acres)
- First Nations partnership & collaboration—actively reclaimed by Muckleshoot Tribe to revive the salmon and riparian habitat. The project is reconnecting the Tribe with its traditional river landscape.



Precedents, continued

THE WATERFRONT Vancouver WA (USA)

Relevance to Ladner Village

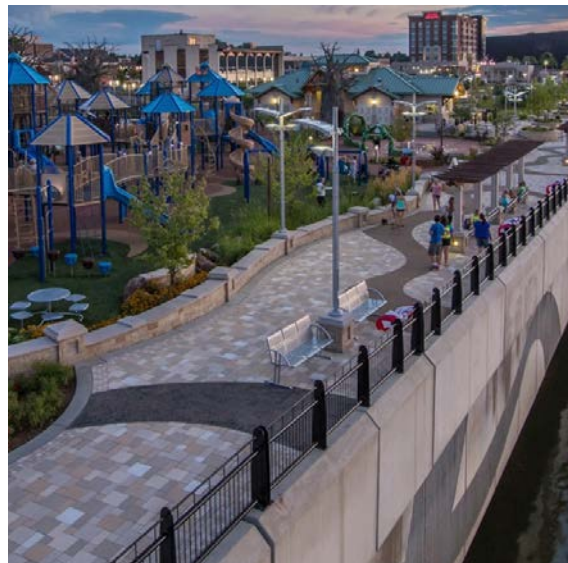
- Transformation from industrial sites to vibrant publicly accessible area
- Continuous public pathway
- Restaurant on the waterfront - catalyzes the area
- Combination of commercial & office space, public space and mixed-housing



SMOTHERS PARK Owensboro KY (USA)

Relevance to Ladner Village

- Comparable scale to waterfront (5 acres)
- Public space activates the area
- Constrained site
- Creative playground design attracts visitors from all over



THE PORT Chelsea MA (USA)

Relevance to Ladner Village

- The frame of an existing structure was used to create an outdoor public space.
- The area is contemporary with an ode to its past



Closing Question

What does a revitalized Ladner Village look like to you?

Use the worksheet below... or send us an email at ladnervillage@delta.ca