



City of Delta
COUNCIL REPORT
Regular Meeting

F.14

To: **Mayor and Council**

File No.: **P20-10 and P20-11**

From: **Community Planning & Development Department**

Date: **July 27, 2021**

Ladner Village Revitalization Public Feedback Summary and Next Steps

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

▪ **RECOMMENDATIONS:**

- A. THAT the Ladner Village Revitalization Project Draft Land Use Plan and Waterfront Concept be endorsed and used as the basis for further planning and design development in the next phase of project work.
- B. THAT the Ladner Village Revitalization Project Draft Land Use Plan and Waterfront Concept be referred to a multi-committee meeting.
- C. THAT final community consultation on the Ladner Village Revitalization Project be undertaken as outlined in this report prior to bringing forward proposed bylaw amendments to amend the Ladner Area Plan for Council consideration.

▪ **PURPOSE:**

The purpose of this report is to present results of public feedback received on the Ladner Village Revitalization project during the recent consultation process. This report also presents a draft land use plan for the Village with supporting economic analysis which would form the basis of an update to the Ladner Area Plan for Ladner Village.

▪ **BACKGROUND:**

Following the work of the Ladner Village Renewal Advisory Committee (LVRAC), the City initiated two major projects for the Village. On December 14, 2020, Council approved the awarding of a contract to retain Modus Planning Design & Engagement Inc. (Modus) for consulting services for the Ladner Waterfront Public Lands Development Strategy and Chisholm Street Reconfiguration project. Subsequently, on January 25, 2021, Council also approved the awarding of the Ladner Village Official Community Plan Update to Modus. Since that time, staff and the consultant teams for both projects have been working collaboratively to advance the two projects simultaneously to ensure consistency in the approach to the revitalization of Ladner Village. Modus's "Ladner Village Revitalization Interim Report" is included as Attachment A. A staff presentation is included as Attachment B.

A waterfront stakeholder workshop was held on March 31, 2021 with 21 participants representing landowners, businesses, and developers with interest in the Ladner waterfront. A public webinar followed which allowed interaction with the public (39 attendees) about early directions and to solicit feedback.

Following the input received from the stakeholder workshop, public webinar, and a Council workshop, the vision for Ladner Village and the waterfront were refined. The broader public consultation period including an online survey took place on the City's Let's Talk Delta online platform from June 9, 2021 through June 27, 2021. The survey was presented along with a set of information boards (Appendix 1 of Attachment A), and asked respondents for their input on some of the "big ideas" presented as well as potential changes to the residential height, density, and parking requirements for the Village. The survey had a total of 100 respondents. Responses to the survey are summarized in Appendix 2 of Attachment A.

Generally, there was strong support for the draft vision and guiding principles (82 percent support) and big ideas (80 percent support). The ideas of increasing the residential density of the village to support local business (74 percent support) and providing more housing options (74 percent support) were also well received while the concepts of increasing building height (66 percent support) and relaxing parking requirements (61 percent support) saw a majority of support. Respondents were also asked to provide their top three priorities for public realm enhancement in Ladner Village, with gathering places (57), green space (42), and pedestrian-only streets (35) receiving the most votes. Finally, respondents indicated what made Ladner Village special, with the quaint, small town feel (54), waterfront location and connection to the river (40), Ladner Village market and special events (28), local shops and services (28), and sense of community (28) receiving the strongest support.

▪ DISCUSSION:

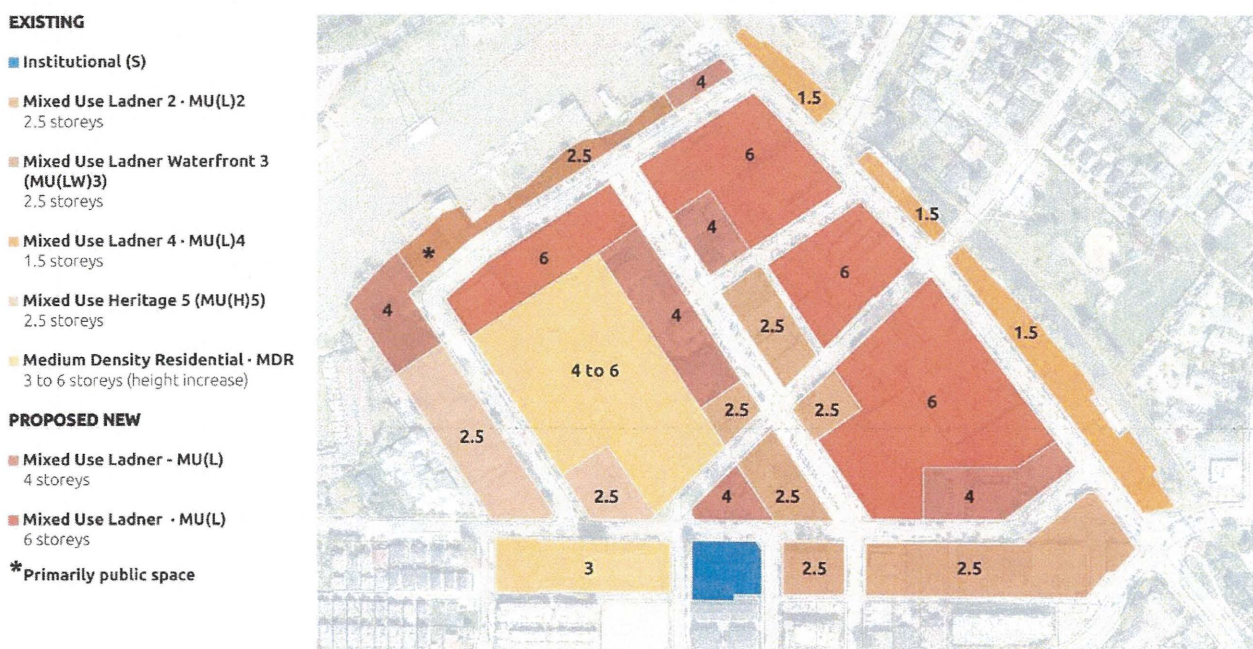
Draft Land Use Plan:

The LVRAC Final Report and the recent community engagement both point towards providing more housing options in Ladner Village and increasing building heights and densities to create vitality. To help support the preparation of the draft land use plan, a preliminary analysis of the redevelopment economics of the Village was also undertaken, as provided in Appendix 3 of Attachment A. In brief, the analysis indicates that heights of approximately four- to six-storeys would be required in order to facilitate redevelopment of properties in the Village. The analysis also points to a need to consider parking rate reductions to ensure viability of redevelopment, similar to a LVRAC recommendation to consider extending the reduced Mixed Use Ladner Waterfront Zone parking regulations to all of Ladner Village. In Ladner Village, there are unique challenges as parking would typically be provided at or above grade, where saleable or leasable building floor space would otherwise be provided. The next phase of project work will include further technical analysis on parking ratios to assess potential impacts. Nevertheless, it is clear at this time that the LVRAC process, the recent economic analysis and the recent community engagement all point towards providing more housing options and greater building heights and densities in Ladner Village.

Based on the findings of the LVRAC process, the recent economic analysis and the recent community engagement, a draft land use plan has been prepared with updated land use designations and heights for the Village to reflect potential changes. Figure 1 shows the proposed building heights associated with the draft land use plan; a copy of the plan can be found on Page 10 of Attachment A. These draft land uses, which were developed based on the recommendations of LVRAC and input from stakeholders, reflect the potential for revitalizing the Village through increased residential and commercial development. Generally, the proposed heights follow the same major ideas as the LVRAC recommendations, with areas between Delta Street and Elliott Street, and between Delta Street and Georgia Street having the greatest potential for higher density, while still being sensitive to the pedestrian experience through terracing or stepping back of the upper storeys of taller buildings along the edges. In comparison to the LVRAC recommendations for height (see Attachment B, Page 7 of 9), there is some reduction in proposed building height along the south side of 48 Avenue and along the slough to maintain the existing land uses, at the intersection of Delta Street and Bridge Street (acknowledging the existing heritage site at the north corner), and along the north side of Chisholm Street between Spot on the Water Park and 4943 Chisholm Street, which is between Delta Street and Elliott Street.

The higher density areas, which are proposed to be designated under new mixed-use land use designations, would permit up to six storeys with commercial on the ground floor and up to five storeys of residential above. In certain areas adjacent to lower height designations or fronting a street, a four-storey maximum designation would help to “step down” development and provide a sensitive transition. Other areas such as along the edge of the Chillukthan Slough, the Mixed Use Heritage 5 (MU(H)5) area on the south side of Georgia Street and the Mixed-Use (Ladner) 2 (MU(L)2) area on the south side of 48 Avenue are not proposed to change.

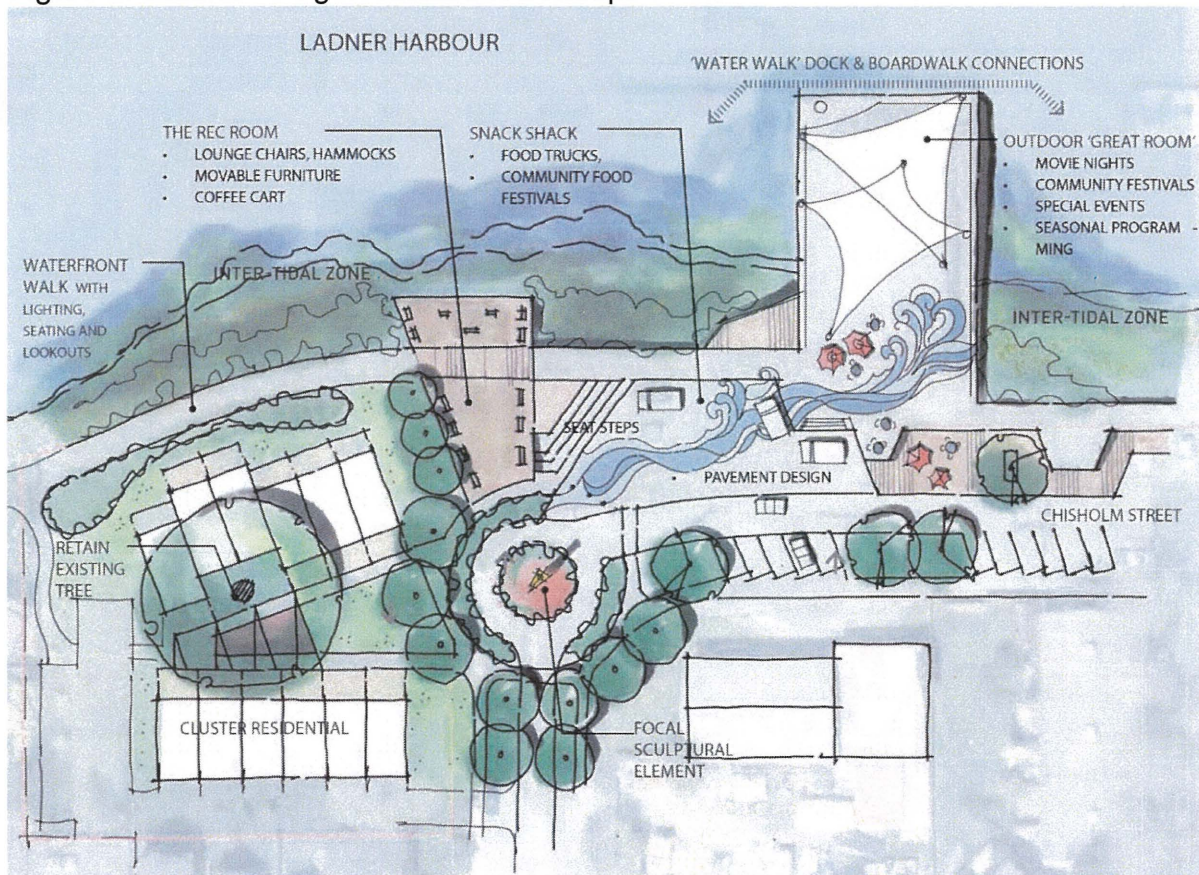
Figure 1: Proposed Ladner Village Building Height Map



Ladner Village Waterfront Concept:

The consultant has presented a draft concept for the western portion of the Ladner Village waterfront (Figure 2). The waterfront concept looks to build on the “big ideas” developed previously with features including a repurposing of the Seven Seas site’s existing foundation for outdoor events, enhanced pedestrian movement along the north side of Chisholm that connects with the pathway to the west, clustered residential on the Spot on the Water site, programmable spaces overlooking the water, and traffic calming at the intersection of Georgia and Chisholm. The concept would be further refined through Council feedback, with elements helping to inform the design of the rest of the Ladner Village waterfront.

Figure 2: Ladner Village Waterfront Concept

**Seven Seas Site:**

Staff have begun to explore conversion of the Seven Seas site into a public space. A structural assessment has been undertaken to determine any work necessary to remove the existing building, maintain the foundation, and install safety equipment such as railings. Staff are exploring cost options as well as open space elements including placemaking ties to the rest of the Village, and would report back to Council separately.

Next Steps:

Staff will continue to evaluate feedback from Council and the public to help refine the land use plan and the design of the entire length of Chisholm Street and the waterfront. Development permit area design guidelines would be drafted to guide the form and character of development in the Village and presented to a multi-committee meeting along with the draft land use plan for information and feedback in the coming months. It is proposed that the multi-committee meeting would include representation from the Advisory Design Panel, Climate Action and Community Liveability Advisory Committee, Heritage Advisory Commission, Mayor's Task Force on Building Permits and Development Applications, Mobility and Accessibility Committee, and Parks, Recreation and Culture Commission. Staff anticipate that the land use plan, waterfront design and design guidelines would be completed in the early fall, with the draft bylaws prepared for final community feedback (i.e. through Let's Talk Delta) and then Council's consideration before the end of the year.

Implications:

Foundation for the Future Implications – The revitalization of Ladner Village offers a great opportunity to support several of the pillars of the Foundation for the Future. The Ladner Village Waterfront Concept and the Ladner Village Revitalization Project directly address the Recreation & Community, Housing the Future, and Community Economic Sustainability pillars while offering potential to indirectly support other key components of the Foundation for the Future.

Financial Implications – Through the Parks, Recreation and Culture Amenity Contribution (PRCAC) policy, Council has exempted developments in the Ladner Village study area from contribution to the PRCAC reserve. The Ladner Village Renewal Advisory Committee recommended strategic incentives to attract development, such as re-examining the South Delta Revitalization Tax Exemption Program and maintaining a low cost for cash-in-lieu of parking in the Village. Work on these incentives will follow in a subsequent stage of work on the Ladner Village Revitalization Project. Staff will also report back on costs for the Seven Seas site at a later date. Continuing work on the project is funded through the contracts previously awarded by Council for the Ladner Waterfront Public Lands Development Strategy and Chisholm Street Reconfiguration and Ladner Village Official Community Plan Update projects.

▪ CONCLUSION:

Feedback from the public and stakeholders on the high level ideas for the revitalization of Ladner Village and the waterfront has informed a draft land use plan and waterfront concept to help drive redevelopment. It is recommended that the Ladner Village Revitalization Project Draft Land Use Plan and Waterfront Concept be endorsed and staff be directed to advance planning and design work for the Land Use Plan and Concept, that the project be referred to a future multi-committee meeting, and that the Ladner Village Revitalization Project be prepared for public consultation prior to bringing forward Ladner Area Plan bylaw updates for Council's consideration.

FOR



Marcy Sangret

Director of Community Planning & Development/Deputy City Manager

Department submission prepared by: Jeremy Keating, Planner
JK/cd/ph

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

Concurring Departments		
Department	Name	Signature
Engineering	Steven Lan	SL
Parks, Recreation & Culture	Ken Kuntz	KK

■ ATTACHMENTS:

- A. Ladner Village Revitalization Interim Report
- B. Staff Presentation
- C. Ladner Village Renewal Advisory Committee Recommended Height Limits

LADNER VILLAGE REVITALIZATION INTERIM REPORT

CITY OF DELTA

Prepared by: MODUS Planning, Design & Engagement Inc.
Version: 4
Date: 26 July 2021

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1 INTRODUCTION

MODUS Planning, Design and Engagement Inc. was retained by the City of Delta in December 2020 to further the vision for revitalization of Ladner Village. This project was initiated based on the recommendations made by the Ladner Village Renewal Advisory Committee (LVRAC) in their 2020 report to Council.

Delta hired MODUS and their consultant team to work on **two initiatives**:

- **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. These include land use, heights, and density within the Village as well as renewed design guidelines for future development.

While these are separate projects, they are interrelated in nature and some aspects, including community engagement, have been combined to facilitate efficiencies and streamline the projects.

1.1 Project Schedule

The **first phase** of this project started in January 2021 and focused on:

- background research of existing reports, policy documents, and design precedents
- preliminary review of economic considerations, including marketable uses on City sites
- engagement with key waterfront stakeholders, City staff and Council, and the public
- exploration of design strategies and early-stage concepts for the waterfront

A public webinar was held in April to provide a project overview and receive input and feedback. Topics that were explored in the webinar included:

- lessons learned and best practices for successful revitalization initiatives
- barriers and opportunities to revitalization
- interests, priorities, and concerns for Village and waterfront revitalization
- review of project timeline and next steps in the process

Delta staff and MODUS gave an update to Council on April 20, 2021 on Phase 1 of the Ladner Village Waterfront project and received feedback on preliminary design concepts for Chisholm Street and the Seven Seas/ Spot on the Water Park.

The **second phase** of the project built on information received in the first phase and included a community survey on 'Let's Talk Delta' to seek feedback on the:

- updated land use plan
- updated design guidelines
- waterfront design concept
- 'Quick Wins' summer program.

The **final phase** of the project will include:

- updated Ladner Village design guidelines
- finalizing the waterfront and Chisholm Street plan
- finalizing Ladner Village's land use plan and policies
- 'Quick Wins' 2021/ 2022 program.

1.2 Overview of the Report

This report includes:

- a summary of the feedback from phase two 'Let's Talk Delta' online survey;
- an economic evaluation to understand redevelopment potential in Ladner Village;
- a draft land use plan for Ladner Village;
- waterfront concept focusing on the western portion; and
- conclusion and next steps.

2 SUMMARY OF RESULTS FROM THE COMMUNITY SURVEY

Engagement boards (see Appendix 1) providing context and background were uploaded to the '[Let's Talk Delta Ladner Village Revitalization](#)' webpage on June 6th and the survey was open until June 27, 2021. The survey was advertised in the local paper and posted on the City of Delta's social media platform. Ladner residents were mailed a postcard inviting them to respond to the survey. In total, 100 people responded to the online survey, and two individuals responded by email.

The key takeaways from these responses are as follows:

- **General support and excitement.** Many respondents are excited to see the Village and Waterfront be revitalized into a more pedestrian friendly, vibrant place.
- **Be bolder with environmental protection.** Respondents suggest this project could increase its focus on protecting and rehabilitating the natural environment, especially along the waterfront.
- **Concern that redevelopment will bring increased tourism, overcrowding and affordability issues.** Many respondents referenced fear that Ladner will become too much like Steveston. There is fear that local needs won't be prioritized.
- **We need "made-in-Ladner" solutions.** The Village shouldn't try to replicate something from somewhere else. Instead, build off the local context.

- **Ensure 'heritage' is diverse.** The preservation of Ladner Village's heritage should incorporate Coast Salish and Chinese history. It should also be represented in a variety of ways (public art, walking tours, etc.).
- **Mixed reviews about building heights and parking.** Some respondents supported an increase to building height and relaxation of parking minimums, while others were opposed.
- **More engagement may be needed.** Considering all engagement to date has been virtual, in-person engagement (i.e. pop up tents in the Village) would be beneficial.

The top picks for making Ladner Village feel special include:

- quaint, small-town feel
- waterfront location and connection to the river
- sense of community
- local shops and services, and
- market and special events

The top three priorities for public realm enhancement in the Village include:

- gathering spaces
- green spaces, and
- pedestrian-only streets

Specific to the update for land uses and building heights for the Village:

- 74% of respondents support more people living in the Village if it means more opportunity for local business, while 19% are opposed.
- 74% of respondents support more residential units in the Village to provide housing options for seniors, younger people and moderate-income families, while 19% are opposed.
- 66% of respondents support an increase to building heights in the Village in select locations if new buildings maintain Village character, while 28% are opposed citing concerns about the loss of the unique character of Ladner, relaxing parking requirements and commercial rents increasing.

Specific to the waterfront concept:

- 80% of respondents supported the 'Big Ideas' for waterfront redevelopment such as parkside infill, Seven Seas plaza, dockside floating structures and a waterfront hub, while 19% are opposed citing concerns around accessibility, loss of park space and parking.

For the complete summary of survey results please see Appendix 2.

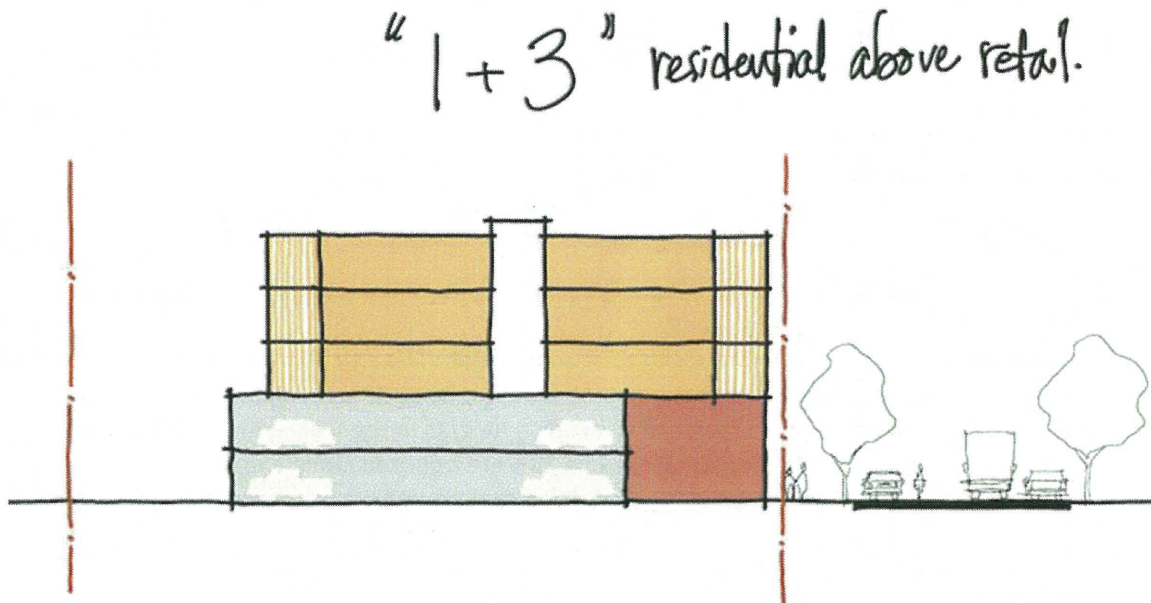
3 REDEVELOPMENT ECONOMICS

Coriolis Consulting Corp, a sub-consultant of the MODUS team was asked to analyze the financial viability of redevelopment of a number of case study sites in Ladner Village. They examined redevelopment opportunities for existing single storey commercial properties that are generally built to existing densities in the range of about 0.4 to 0.6 FSR. They estimated the density (and height) that likely makes an older low density commercial property more valuable as a development site (land value) than as an income

producing property (existing use). If it is more valuable as a development site, then it is financially attractive (viable) to demolish the existing building and redevelop. If not, it is better (at least financially) to keep the site in its existing use.

They analyzed three different height scenarios and two different off-street parking scenarios (six scenarios in total). Three of the scenarios assume that off-street parking is provided as outlined in the existing Mixed Use Ladner Waterfront Zone (LVRAC recommended extending this parking rate to the entire Village), including 1.2 stalls resident and visitor parking per apartment unit and 2.3 spaces/100m² of commercial Gross Floor Area (GFA), and three scenarios assume that off-street parking is reduced to 1.0 stall per unit and the commercial parking is fully waived (but a cash in lieu payment of \$3,200 per stall is provided).

Due to Ladner's high-water table, underground parking is not feasible and structured (above grade) parking behind the commercial units is the likely urban form (see the sketch below).



Overall, at existing parking requirements, we would expect most older low density commercial properties in the Village Core to require a permitted height of 6 storeys to make them financially viable for redevelopment to mixed use commercial and apartment.

Some older commercial properties that are built to low existing densities will likely be financially attractive for redevelopment at a 2 ½ to 4 storey height limit if parking requirements are reduced. However, the number of properties that will be viable for redevelopment will depend on the extent of the parking reduction and the actual density that can be achieved under the height limit. See Appendix 3 for the full evaluation.

4 DRAFT LAND USE PLAN AND DESIGNATIONS

One of the most important factors in the revitalization of Ladner Village is introducing more residential uses. More people living in the Village will increase vibrancy and support local businesses. The proposed draft land use plan allows for more residential uses through an increase in building heights and densities in select locations.

If increased building heights are approved, terracing will be recommended along street edges so that streets maintain their village scale with 3 to 4 storeys maximum along most streets.

Proposed land uses will focus retail on the ground/street level working towards retail continuity and an interesting, walkable streetscape. Multi-family units (apartments) and office space will be allowed on the upper floors.

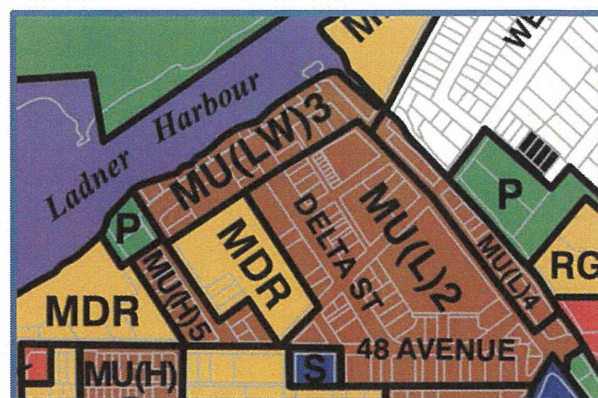
In addition to establishing a framework that recommends increased density, further incentives are recommended in order to encourage revitalization including parking relaxations and tax exemptions.

Updating the Ladner Village design guidelines will be critical to moderating the scale of redevelopment to preserve Ladner's unique character and charm. The design guidelines will help achieve a desired look and scale of development. They will guide design of new buildings to reflect the current era while being compatible with adjacent heritage buildings. The heritage buildings and features including the original road network and narrow lot frontages are important to the overall unique character of Ladner Village and heritage conservation tools will be recommended. We are currently working on updating the design guidelines and will present those to Council at a later date.

4.1 Existing Land Use Plan

The current Ladner land use plan, found in Schedule B.3 of Delta's Official Community Plan (B3-25), is included for reference and contains the following designations:

- Park | P
- Institutional | S
- Mixed Use Ladner 2 | MU(L)2
- Mixed Use Ladner Waterfront 3 | MUL(W)3
- Mixed Use Ladner 4 | MU(L)4
- Mixed Use Heritage 5 | MU(H)5
- Medium Density Residential | MDR



4.2 Proposed Land Use Plan

The proposed land use plan is based on:

- direction from the Ladner Village Renewal Advisory Committee's (LVRAC) Report on building heights (increase to 4-6 storeys for mixed use) and parking standards (using the MULW zone parking regulation for the whole village and a low cash in lieu amount)
- Coriolis Consulting Corp's redevelopment economics evaluation;
- an urban design analysis;
- technical input from Delta staff; and
- feedback from the community through the "Let's Talk Delta" engagement.

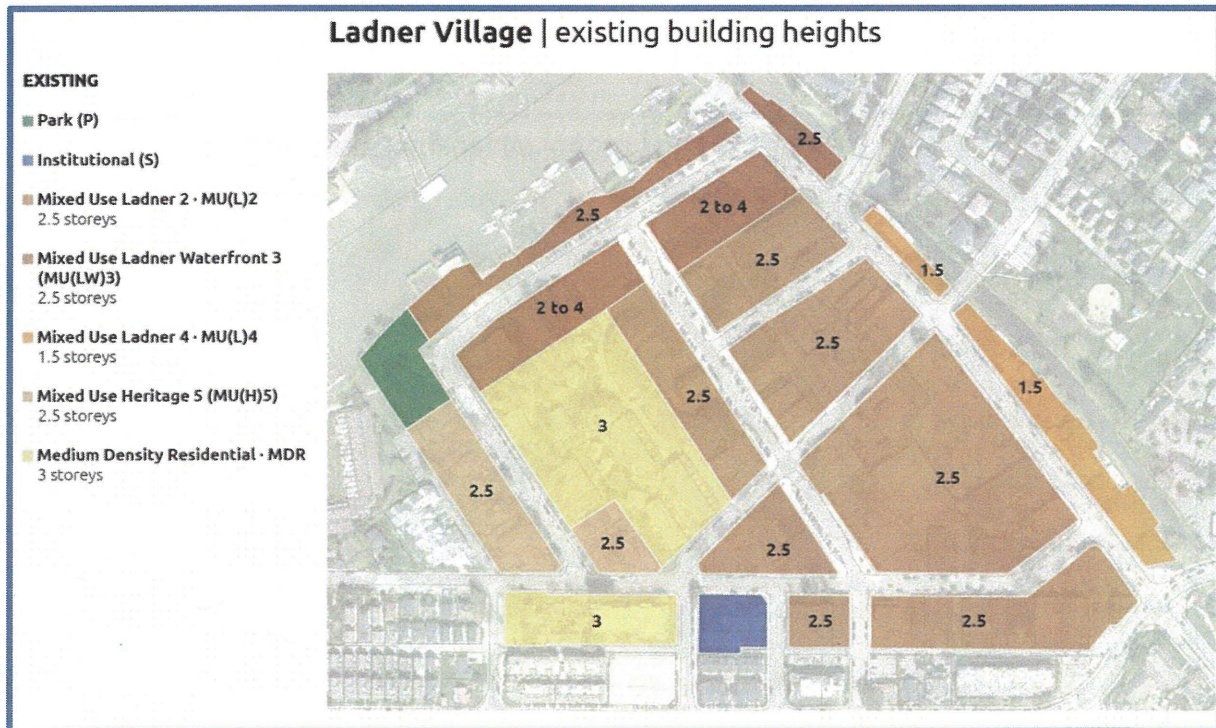
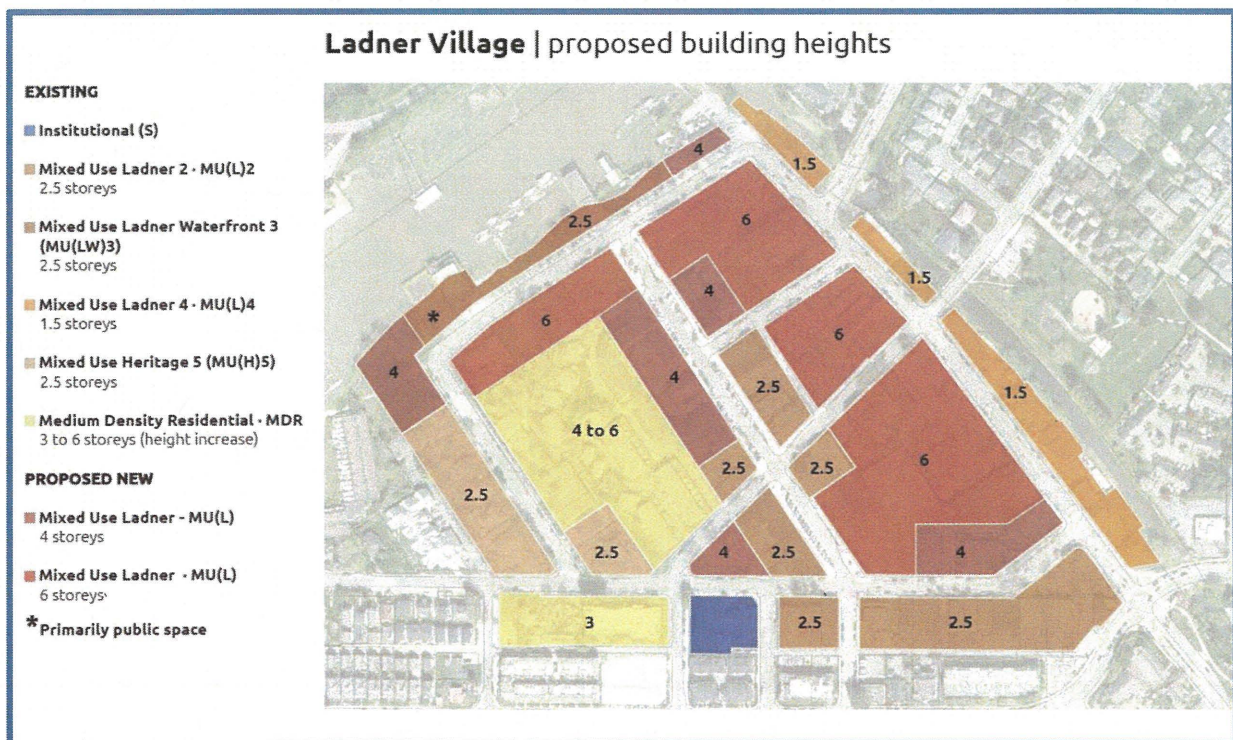
The draft land use plan includes two new designations detailed in the table below to accommodate four and six storey buildings:

- *Mixed Use Ladner / Reddish Brown Colour (maximum 4 storeys), and*
- *Mixed Use Ladner / Orange Colour (maximum 6 storeys)*

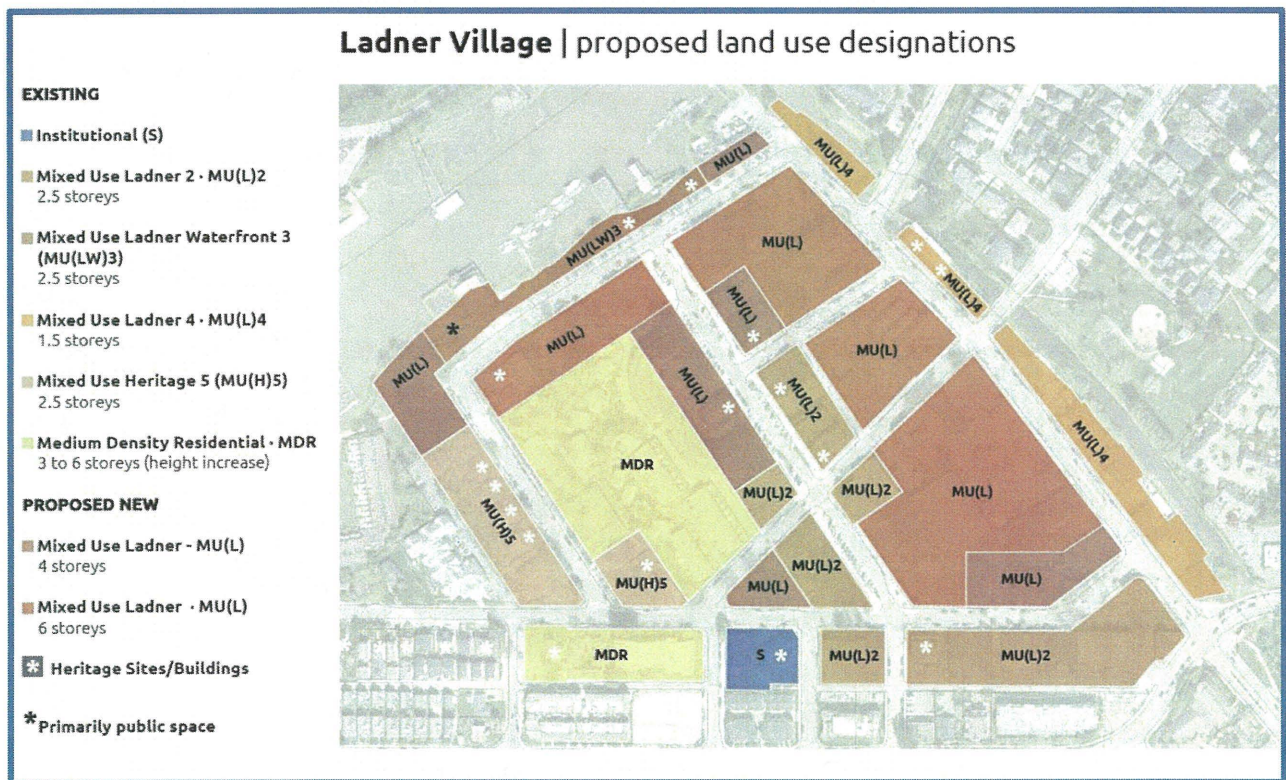
The maximum height in the Medium Density Residential (MDR) designation would increase from 3 to 4-6 storeys in the area between Georgia and Delta Street.

The approach attempts to maintain the historic character of Ladner Village yet allows for redevelopment activity that will provide residential density that will support local businesses and unlock revitalization in the village core. It is important to note the any building lower than six storeys will likely require further parking relaxation from the recommended Mixed Use Ladner Waterfront standard for re-development to be feasible.

The maps below compare the existing building height limits with the proposed height limits.



The map below shows the proposed land use designations, identifies the Seven Seas site that will be used mainly as public space and identifies heritage sites.

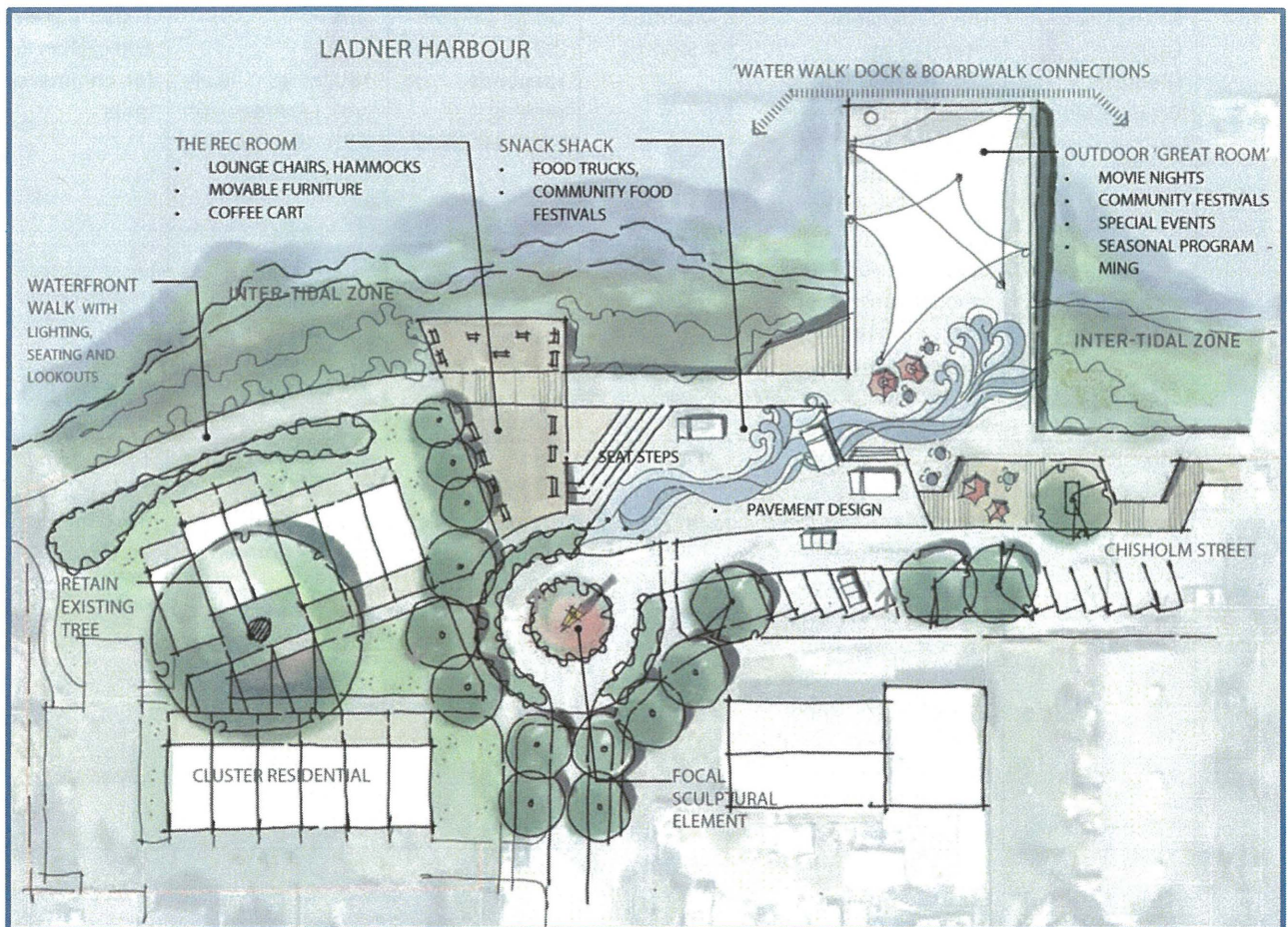


The table below describes the uses, heights, density and parking requirements of the new designations. Based on the preliminary economic evaluation, parking requirements will have a significant impact on both the ability for certain parcels to develop and the density to which they must be developed to be economically feasible. In a 4 storey form, there are few sites in the Village that would be redevelopment candidates at the MULW parking rates. By further relaxing parking requirements, a significant number of sites in the Village could redevelop in a 4 storey form. With a 6 storey model form, the necessary parking relaxation is dependent upon the existing building on a potential redevelopment site. With reduced parking requirements, sites with slightly higher existing density can have greater opportunity for redevelopment, whereas they may not be developable under the MULW parking rates. See Appendix 3 for more details on the preliminary economic evaluation.

Proposed New Designation	Uses	Height	Density	MULW Parking Requirement	Relaxed Parking
Mixed Use Ladner (Reddish Brown Colour)	This designation is intended for pedestrian-oriented retail commercial use on the ground floor and residential uses above. The emphasis is on pedestrian-oriented streetscapes. Upper floors may contain general commercial, residential and institutional uses.	Maximum 4 Storeys	Up to 1.6 FSR – 2.2 FSR (depends on parking requirements)	N/A *Buildings likely won't re-develop with this parking requirement	1 stall per unit and cash in lieu for commercial units
Mixed Use Ladner (Orange Colour)	This designation is intended for pedestrian-oriented retail commercial use on the ground floor and residential uses above. The emphasis is on pedestrian-oriented streetscapes. Upper floors may contain general commercial, residential and institutional uses.	Maximum 6 storeys	Up to 3.0 FSR - 3.25 FSR (depends on parking requirements)	1.2 stalls per unit plus 2.3 spaces/100m ² of commercial GFA	1 stall per unit and cash in lieu for commercial units

5 WATERFRONT CONCEPT

The overarching goal for re-energizing the waterfront revolves around providing varied and meaningful ways of engaging with the harbour. Building on the 'Big Ideas' presented in Board 5 and 6 (attached), the concept plan below focuses on the western portion of the waterfront. Developing the 'spot on the water' for residential uses will enable opportunities to create public open space in and around the Seven Seas site. The existing concrete slab provides a blank canvas for numerous community programming events to occur including movies under the stars, Diner en Blanc, dance festivals and special events. The existing concrete walls/load areas at the Seven Seas are ideal for a community food hub highlighting food trucks or seasonal food events. The waterfront concept will continue to be refined based on Council feedback and a complete concept will be presented in the fall and will include a redevelopment strategy.



6 CONCLUSION & NEXT STEPS

We look forward to receiving feedback from Council on the information presented. We will report back to Council in the fall with the:

- updated draft Ladner Village design guidelines, which will include critical information on heritage
- final waterfront concept, Chisholm Street plan and waterfront redevelopment strategy
- final Ladner Village land use plan and policies, and
- 'Quick Wins' 2021/2022 program.

We look forward to helping to make the vision of revitalization of Ladner Village a reality.

APPENDIX 1: 'LET'S TALK DELTA' ENGAGEMENT BOARDS

LADNER VILLAGE REVITALIZATION: PROJECT CONTEXT

The City of Delta is updating the community vision for revitalization of Ladner Village

TWO ALIGNED PROJECTS

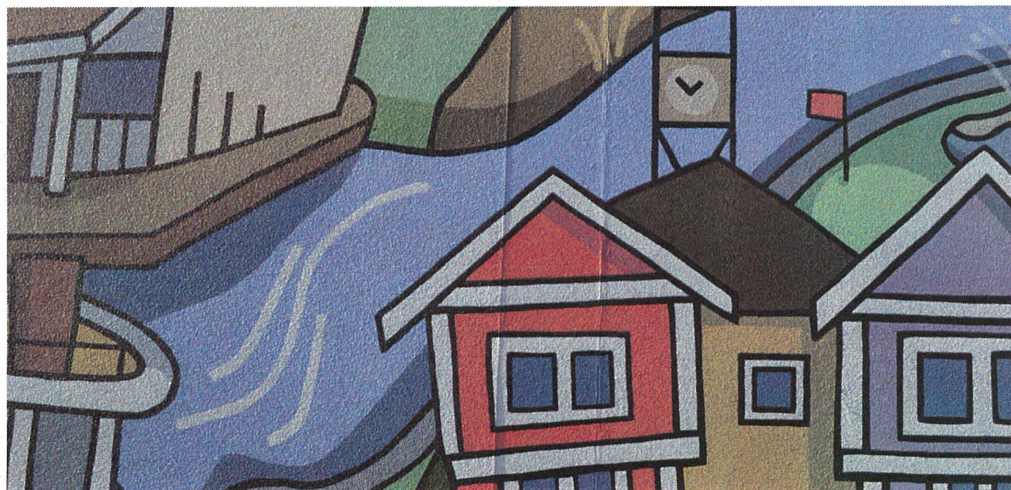
The Ladner Waterfront Redevelopment Strategy asks...

How might we **redesign and redevelop the Ladner Waterfront** to catalyze Village revitalization?

The Ladner Village OCP Update asks...

How might we **unlock revitalization potential** through **land use** designations, **building height & density** policy, and **design** guidelines?

The City initiated these projects based on recommendations from the Ladner Village Renewal Advisory Committee (2019 - 2020) (LVRAC) in their 2020 report to Council.



TIMELINE

Phase 1 Spring 2021

- Background research
- Preliminary engagement
- Early stage-design strategies

Phase 2 Summer 2021

- Preliminary design concepts
- Engagement (June)
- Draft design guidelines
- Update policies and land use
- Implementation strategy
- "Quick Wins" summer program

Phase 3 Fall 2021

- Finalize waterfront and Chisholm Street plan
- Finalize Ladner Village policies and design guidelines
- "Quick Wins" fall program

implementation

WE ARE HERE

REDEVELOPMENT & REVITALIZATION

Redevelopment refers to individual land parcels and/or buildings that are transformed from previous uses to new ones.

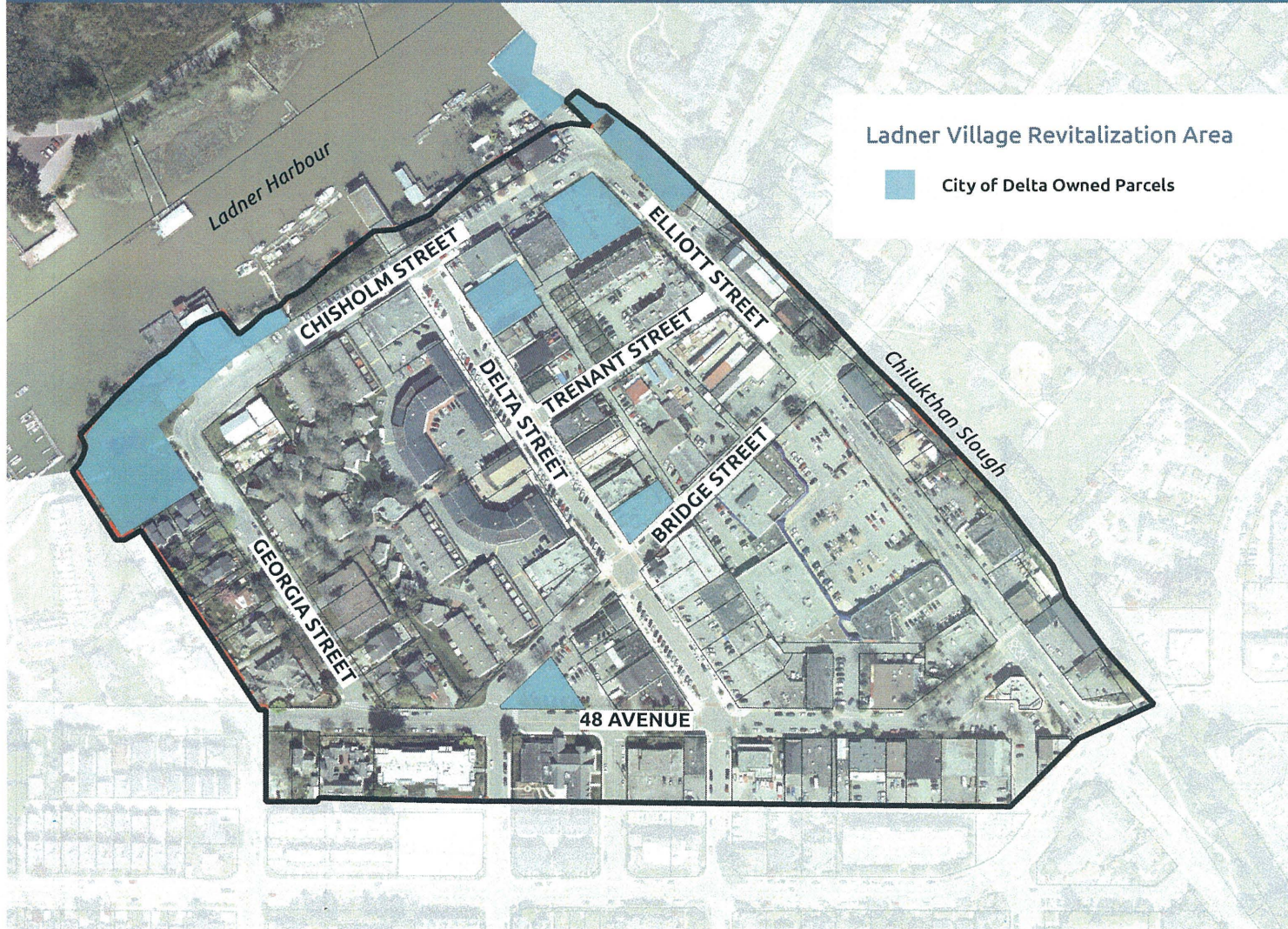
Revitalization transforms more extensive areas – at the scale of a neighbourhood or village centre – through coordinated investment in public space and infrastructure (streets, parks, etc.), key redevelopment sites and amenities.

The following pages present our early understanding and design thinking, including:

- a summary of what we've heard
- a unifying vision and guiding principles (draft)
- existing/ongoing constraints
- a logical framework for design
- preliminary "big ideas" for waterfront redevelopment
- a range of "quick start" opportunities; and,
- tools to moderate and mitigate development.

OUR STUDY AREA: LADNER VILLAGE AND HARBOUR

Highlighting City-owned lands as opportunity sites... and potential catalysts for revitalization



INTIMATE SCALE AND BIG OPPORTUNITY

City of Delta-owned lands (as seen highlighted in blue) within the study area offer additional opportunity to leverage public lands and actively support revitalization of the Village.

The 'walkable village' of Ladner is further understood as a collection of distinct places, each contributing unique qualities and affording distinct opportunities for revitalization:

- Elliott and Delta Streets frame the commercial Village core and lead to the waterfront along the short length of Chisholm Street;
- Georgia Street holds a quiet, tree-lined residential edge to the Village with more compact and mixed-use residential uses transitioning eastward to Delta Street.
- 48th Street transitions from residential uses to the 'main street' gateway and hosts the Ladner Village Market;

WHAT WE'VE HEARD SO FAR

Revitalization is an all-hands-on-deck effort... let's do it!

WATERFRONT STAKEHOLDER WORKSHOP

(March 31, 2021)



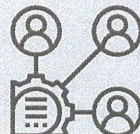
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PARTICIPANTS
Landowners,
businesses,
developers

Key themes

- Action is needed now!
- **Concerns & barriers:** Planning and development uncertainty, lack of commercial viability and costly technical constraints
- **Requirements for success:** Flexibility to meet dynamic market conditions, favourable zoning, trusted partnership between City and private sector and active City involvement/leadership

STAFF IMPLEMENTATION WORKSHOPS

(April 6 and 7th, 2021)



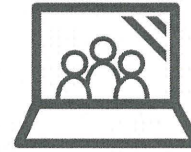
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PARTICIPANTS
City staff,
departmental
heads

Key themes

- Municipality must actively champion the revitalization effort
- The City of Delta is open to all options – including acquisition and/or disposition of key sites – to catalyze revitalization
- A clear plan and project “path” is required to ensure implementation, mitigate risk and recover cost
- City funding may be available for upfront investment: “quick wins” are cost effective (pre-zoning and/or public realm enhancements)
- The City will seek partnership with the Tsawwassen and Musqueam Nations and stakeholders to develop and implement the long-term vision.

PUBLIC WEBINAR

(April 8 2021)



39
ATTENDEES
Members of
the public

Key themes

- General support of revitalization
- Need for cycling and pedestrian routes within and beyond Village
- Need to retain small lots while allowing for commercial anchors; the Village needs more residential space to support business
- Design and program ideas: public elevated viewing platform, interactive art, light projections, temporary building at Seven Seas

KEY TAKEAWAYS

Community members and stakeholders are keen to make revitalization happen.

Redevelopment of a more accessible, active waterfront is a priority and is recognized as a catalyst for revitalization of the greater Ladner Village Action is needed now.

The City can achieve a number of “quick wins” through programming (events, markets, etc.) and short-term design interventions (benches, public art, flower planters).

A coordinated effort among partners is essential for implementation. Key partnerships with the City, local stakeholders and the public, Provincial and Federal Agencies and local First Nations will ensure long term success.

DRAFT VISION & GUIDING PRINCIPLES

Charting the course for our Village and its Waterfront

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 a vision and guiding principles (shown in **black text** below). Our project team has built upon the LVRAC vision and principles (shown in *blue italic text* below).

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

Our waterfront connects the Village to our past and future: historical forms and functions support an active mix of public spaces and active places for our community. Active investment restores our connection to the waterfront and revitalizes Ladner Village.

GUIDING PRINCIPLES

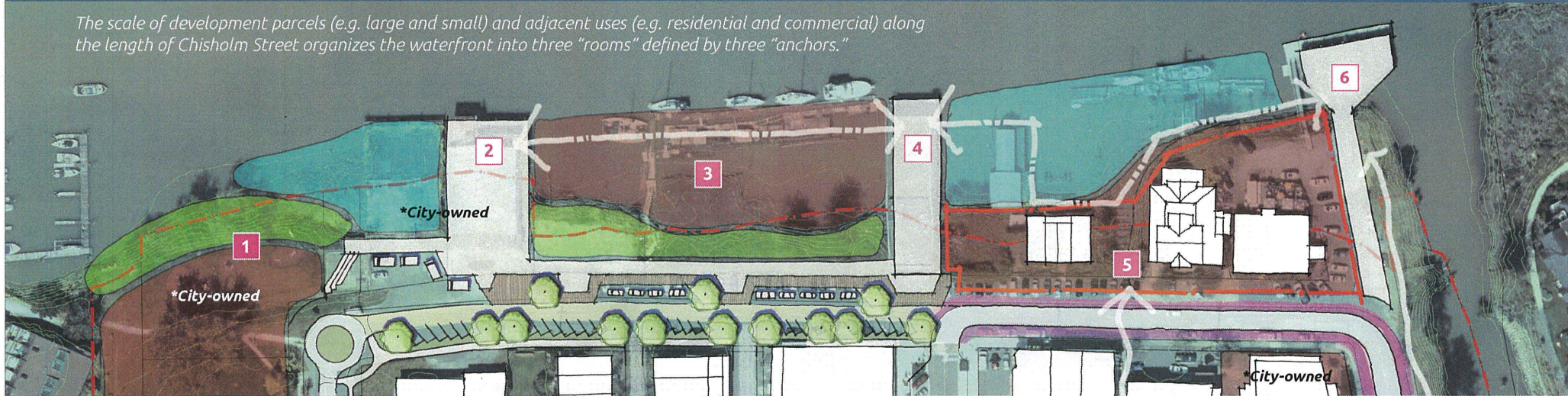
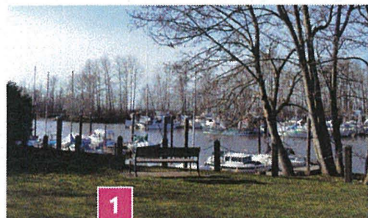
- Encourage a range of housing through smart densification in the Village core.
- Activate the waterfront *through and* for commercial development and public access.
- Support business sustainability and increased vibrancy in the Village *through active investment and redevelopment of the waterfront.*
- Make the Village a special place for people by *honouring* our past and embracing our future.
- *Optimize the City's leadership in support of waterfront redevelopment and Village revitalization.*
- *Ensure success in long-term implementation through acting in partnership with owners/operators, key stakeholders and the public; government agencies and Tsawwassen and Musqueam Nations.*



UNDERSTANDING & RE-IMAGINING OUR WATERFRONT

Varied edge conditions and constraints offer a mix of design opportunities along Chisholm Street.

The scale of development parcels (e.g. large and small) and adjacent uses (e.g. residential and commercial) along the length of Chisholm Street organizes the waterfront into three "rooms" defined by three "anchors."



1

PARKSIDE (ROOM)

"Spot on the Water" holds great promise for enhancement of the public waterfront edge and infill development. Green space and habitat restoration could complement.



2

SEVEN SEAS (ANCHOR)

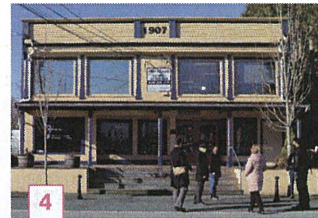
The site enjoys a prominent location, perched above and extending over the water. Removal of the building and public (re)use of the concrete foundation can serve as an instant destination waterfront.



3

DOCKSIDE (ROOM)

Small and shallow parcels and a high cost of construction lends itself to the development of floating structures on the water, accessed by the public via a network of floating docks and gangways.



4

MASSEY MARINE (ANCHOR)

This beautiful heritage building acts as the visual terminus of Delta Street and frames the western edge of the Waterfront Hub 'room.' A water-side public dock utilizes the building's north edge as a mid-point gateway.



5

WATERFRONT HUB (ROOM)

Larger parcels hold more substantial redevelopment potential on both sides of Chisholm Street, creating a bustling hub of destination activity while reinforcing the connection to the Village (Elliott to Chisholm to Delta Street).



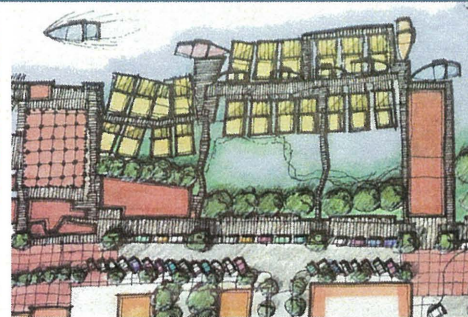
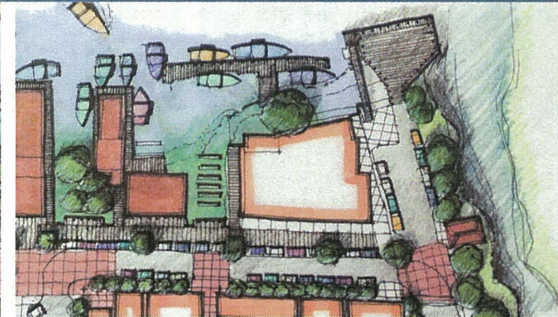
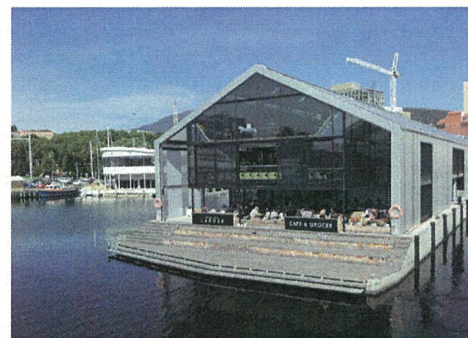
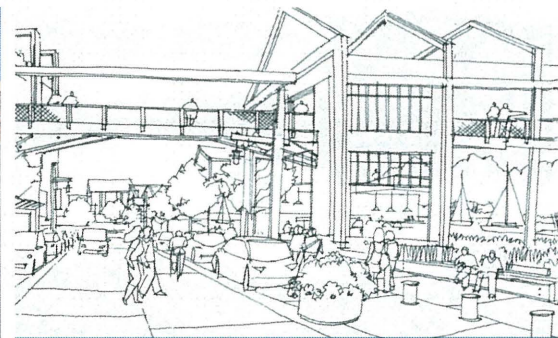
6

ELLIOTT ST WHARF (ANCHOR)

Building on current seasonal programming and activities, redesign serves to enhance the wharf as a destination terminus to the Chilukthan slough. Opportunities include street furniture, public art, event programming and signage.

BIG IDEAS: EXPLORING REDEVELOPMENT OPPORTUNITIES

A closer look at preliminary design concepts for waterfront redevelopment



PARKSIDE INFILL

A quaint and quiet waterfront park edge framed by a boutique hotel or small residential building.

The public waterfront walkway links to the Seven Seas site and is animated by the activity of the hotel cafe and boathouse (illustrated above in concept).

SEVEN SEAS PLAZA

An active and ever-changing waterfront destination for all ages and seasons.

Long-term redevelopment could include enclosed structures (atop the re-purposed foundation slab), boardwalks and gangways, providing a direct pedestrian water access connection to the water-side network of boat docks and gathering decks.

DOCKSIDE

Floating structures are more resilient to changing water levels and better (re)connect people to the water.

Commercial opportunities include uses such as a "flotel" (illustrated above in concept) or a destination fish market/cafe (pictured above in concept) to add to the eclectic interest of Ladner Village.

WATERFRONT HUB

An active and bustling commercial corner that links Elliott Street to Chisholm Street to Delta Street and the heart of Ladner Village.

Shopfronts frame both sides of Chisholm Street and a pedestrian bridge (illustrated above in concept) serves as a iconic gateway to the Ladner Village waterfront.

QUICK WINS THROUGH ENHANCEMENT OF PUBLIC SPACE

Cost-effective interventions and programming celebrate the waterfront and build project momentum

Ladner Village revitalization will “take a village” ...and implementation will be measured in years.

That being said, the City can enhance the public realm within the immediate/short term with a series of “quick wins”, aimed at cost-effective enhancements to City-owned parcels and the public realm.

Building on last summer’s successful adirondack chairs on the Elliott Street Wharf, the City is rolling out a Street FUN-iture Program this year. This includes a Pop Up Park on Bridge Street and picnic tables, bocce court and patio lights on the Elliott Street Wharf. Separately, a new plaza is also being planned at the Stokes and Cullis building (Elliott Street and 47A Avenue) and will provide a gateway to welcome people to Ladner Village.

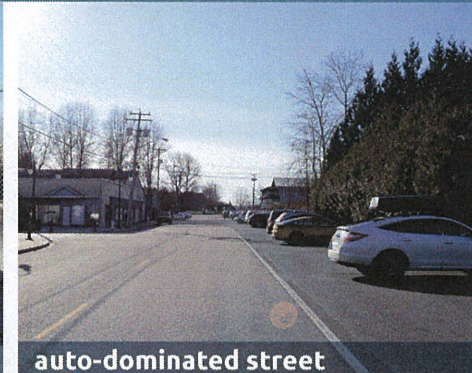
Chisholm Street – and its public right-of-way – is an area of particular opportunity, due to its waterfront adjacency and current underutilization. Design interventions and events programming within these areas can create safe, comfortable and enjoyable spaces for the community to come together and reconnect with the waterfront.

By partnering with local festivals and arts associations, the City can program consistent events to activate the waterfront and light a spark in the overall effort towards Village revitalization.

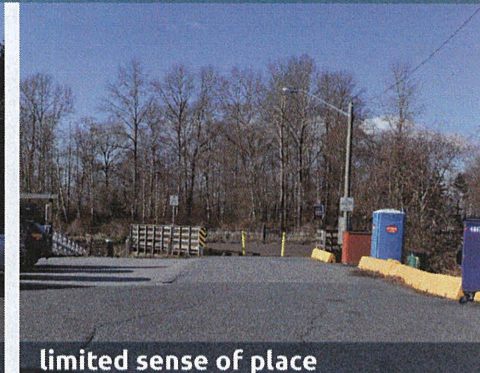
TODAY



inaccessible waterfront



auto-dominated street



limited sense of place

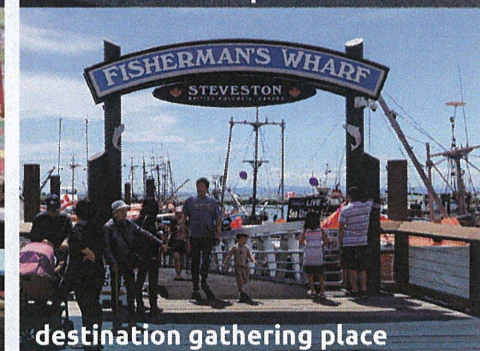
PROPOSED



waterfront event space



pedestrian-friendly greenway



destination gathering place

SEVEN SEAS

Pop-up programming – from ballroom dancing (pictured above in concept) to skate parks to projection art and food court on market days – occupies the repurposed foundation slab and activates this destination waterfront amenity.

CHISHOLM STREET

Coloured paint, planters and street furniture – within the reconfigured street parking along Chisholm Street – create a safe, comfortable and enjoyable pedestrian space that links the eastern and western edges of the Ladner Village waterfront.

ELLIOTT STREET WHARF

Enhanced signage and seasonal programming further activate this underutilized public space along the eastern edge of the waterfront, setting the stage for the water-side dock and boardwalk-way.

UNLOCKING OPPORTUNITIES FOR VILLAGE REVITALIZATION

Overcoming constraints, attracting investment and supporting redevelopment feasibility

Owing to a range of constraints – including bio-physical, regulatory and financial (summarized at right) – the Ladner Waterfront has seen little change over the past two decades.

To unlock revitalization for the benefit of the larger Ladner Village community, redevelopment must overcome these barriers through a coordinated effort, including:

- community, agency and First Nation partnerships;
- seasonal programming and strategic placemaking;
- updates to land use policy and regulation; and,
- cost sharing, creative funding and long-term financing.

The exploration of preliminary design concepts further focuses understanding of these barriers and reveals opportunities to address them through planning, detailed design and implementation phases.

BIO-PHYSICAL CONSTRAINTS



HABITAT along the shoreline must be considered, protected and enhanced



EXISTING INFRASTRUCTURE adds cost to redevelopment for upgrades / relocation



FLOOD PROTECTION infrastructure (e.g. dike upgrades) must be constructed

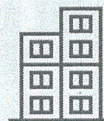


GEOTECH & SEISMIC requirements significantly increase costs for design and construction

REGULATORY AND FINANCIAL CONSTRAINTS



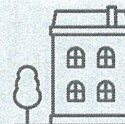
WATER LOT LEASES – and their limited terms – can be a barrier to long-term investment



BUILDING HEIGHT limits overall project scale and impacts financial feasibility of redevelopment



PARKING requirements add significant costs (e.g. additional land and/or structure).



LACK OF HOUSING limits all-hours vibrancy and reduces commercial viability in the Village

KEY STEPS FOR IMPLEMENTATION

- **Develop partnerships** (with government agencies and First Nations)
- **Build critical infrastructure** (e.g. flood protection) to de-risk investment and add value (e.g. public space enhancement)
- **Explore incentives** to reduce development costs (e.g. parking relaxations), risk (e.g. pre-zoning catalyst sites) and timelines (e.g. streamlined process) to attract investment.
- **Further reduce barriers to implementation** through cost sharing and exploring financing and funding opportunities.
- **Align land use policy and zoning regulation** to support redevelopment feasibility and allow for increased height and residential density in the Village.
- **Update building design and heritage guidelines** to moderate the impact of larger building forms (as a result of redevelopment) and retain Ladner Village's unique character and charm.

THE 'SIMPLE MATH' OF REDEVELOPMENT ECONOMICS

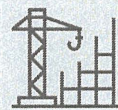
Village revitalization depends on the viability of individual redevelopment efforts

Acknowledging significant barriers and associated investment risk, we recognize that for development to occur it must ultimately be viable. That is to say: projected revenues must cover costs... with an added margin to address unforeseen challenges that arise in implementation.

Understanding redevelopment potential of existing properties is slightly more complex insofar as it must weigh the status quo condition (e.g. income-generation) against the potential "upside" of redevelopment.

A review of the underlying land economics of Ladner Village suggests that older, low-density commercial properties in the Village would require a permitted height of 4-6 storeys (commercial at grade with residential above) to compel redevelopment.

FOR DEVELOPMENT TO OCCUR project revenue must cover costs



COSTS

(e.g. land, labour, capital, financing, etc.)



REVENUE

(e.g. real estate sales and/or rental income from commercial and/or residential leases)

PARKING REQUIREMENTS can 'make or break' feasibility

Ladner's high water table translates to significant project cost in order to accommodate off-street (surface or structured) parking solutions.

Within the current context of a 'complete and walkable' Ladner Village, relaxation of parking requirements may be considered to further support project viability while reducing the overall scale of redevelopment proposals.

FEASIBILITY AND 'FIT'

If such measures to support feasibility are to be considered, amendments to Ladner Village's land use plan and zoning bylaw must be approved by Council.

Far from a 'one-size-fits-all' solution, select locations may be chosen to allow for the sensitive infill and/or redevelopment of taller buildings. Other locations may be designated/zoned to preserve the status quo scale and character of Ladner Village.

Beyond redevelopment, other opportunities to support revitalization of the Village include seasonal and/or special events programming within the existing 'fabric' of the Village.

While the exploration of preliminary design concepts has been developed with input from City staff, local stakeholders and technical experts in coastal engineering, transportation, landscape architecture and architecture, additional detailed investigations will further refine cost considerations, inform detailed design and ensure success upon implementation.

FOR A BUILDING TO REDEVELOP the proposed use must be more valuable than the existing use

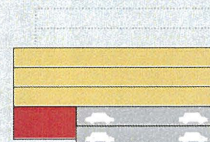


EXISTING USE

2 TO 3 STOREYS + SURFACE PARKING

Income Producing Property

This site won't be redeveloped into another 2 to 3 storey building as revenue potential doesn't outweigh the cost/risk to redevelop



PROPOSED USE

4 TO 6 STOREYS + STRUCTURED PARKING

Potential Redevelopment Site

Increased building height can accommodate additional revenue-generating space, mitigate risk and incentivise redevelopment.

SENSITIVITY TO HERITAGE, FORM & CHARACTER

Policies and guidelines to ensure redevelopment doesn't change what we love about Ladner Village.

Over time, revitalization of Ladner Village will bring about change.

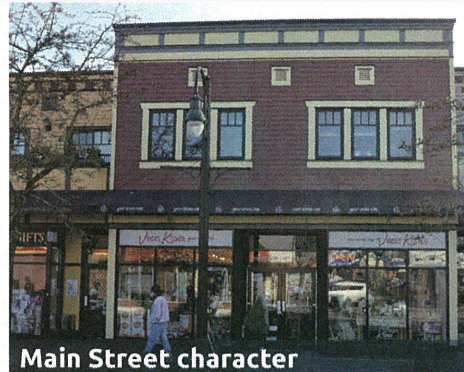
With rising costs to develop (e.g. land, labor, materials and code requirements), project feasibility and relative affordability are both products of scale.

Redevelopment and revitalization will inevitably result in some larger buildings being built, some taller buildings being built.

We will use a robust "toolkit" – including policies and guidelines for public realm design, heritage preservation, and the form & character of multi-family, commercial and mixed-use buildings – to mediate between the scale of new (re)development and its potential impact on defining qualities of Ladner Village.

Policies and guidelines will be updated, building from the foundational work held within existing bylaws, waterfront guidelines and Heritage Conservation Studies.

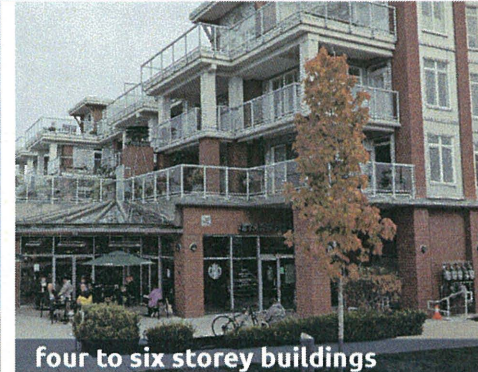
Ultimately, we seek to honour and enhance the unique qualities and characteristics of Ladner Village.



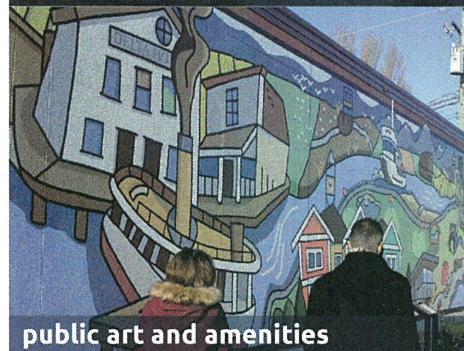
Main Street character



preserving heritage



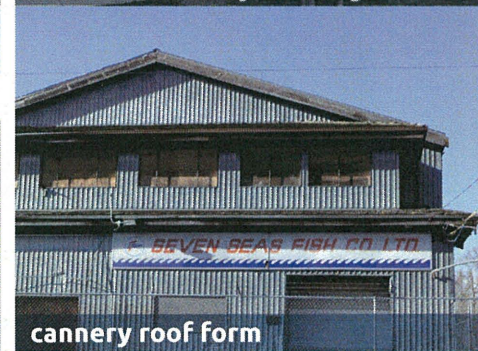
four to six storey buildings



public art and amenities



restoring slough habitat



cannery roof form

PUBLIC REALM

Design guidelines can define a range of public amenities such as wider sidewalks and street furniture, traffic-calmed streets and street trees, murals and public art, and the small-scale plazas and "parklets" throughout the Village.

HERITAGE

To honour our connection to place and our past, heritage guidelines can support a range of values, from habitat restoration of the Chillukthan Slough, to recognition of distinct character areas, to preservation of heritage buildings.

FORM & CHARACTER

Increasing building height to four to six storeys will make redevelopment economically possible. Architectural form - such as the cannery roof - can be integrated into new buildings to maintain the distinct character of the Village.

APPENDIX 2: FULL SUMMARY OF COMMUNITY ENGAGEMENT RESULTS

ENGAGEMENT SUMMARY

CITY OF DELTA, LADNER VILLAGE REVITALIZATION

Prepared by: MODUS Planning, Design & Engagement Inc.
Version: 1.0
Date: 04 July 2021

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1 INTRODUCTION

The Ladner Village Revitalization project is in its second phase of engagement. In the first phase, we facilitated two waterfront stakeholder workshops and a public webinar. In the second phase, we invited community members to respond to an online survey on the 'Let's Talk Delta' webpage. Due to the COVID-19 public health orders, all engagement activities were virtual.

The purpose of these engagement activities was to:

- Update residents and stakeholders on the progress of the Ladner Village Revitalization project
- Share key elements of early concepts for the waterfront redesign, land use plan and design guidelines
- Gather feedback on the work to date to understand if we are moving in the right direction

This engagement summary report outlines 'what we did' and 'what we heard'.

2 'WHAT WE DID'

2.1 Engagement Activities

Phase one of this project started in January 2021 and focused on: background research; preliminary review of economic considerations, including marketable uses on City sites; **a waterfront stakeholder workshop, staff implementation workshop and public webinar**; exploration of design strategies and early-stage concepts for the waterfront.

Phase two of the project built on information received in the first phase and included **a survey on 'Let's Talk Delta'** to seek feedback on: the project vision and guiding principles, waterfront design concept and redevelopment strategy, the 'Quick Wins' summer program and preliminary design guideline information. The survey was advertised in the local paper and posted on the City of Delta's social media platform. Ladner residents were mailed a postcard advising them of the survey.



3 'WHAT WE HEARD'

This section summarizes 'what we heard' from the workshops, webinar and survey. In total, 100 people responded to the online survey, and we received two email submissions.

3.1 'What We Heard' in Phase One

3.1.1 Key Takeaways

- Community members and stakeholders are keen to make revitalization happen.
- Redevelopment of a more accessible, active waterfront is a priority and is recognized as a catalyst for revitalization of the greater Ladner Village Action is needed now.
- The City can achieve a number of "quick wins" through programming (events, markets, etc.) and short-term design interventions (benches, public art, flower planters).
- A coordinated effort among partners is essential for implementation. Key partnerships with the City, local stakeholders and the public, Provincial and Federal Agencies and local First Nations will ensure long term success.

Waterfront Stakeholder Workshop	Staff Implementation Workshops	Public Webinar
Action is needed now!	Municipality must actively champion the revitalization effort	General support of revitalization
Concerns & barriers: Planning and development uncertainty, lack of commercial viability and costly technical constraints	The City of Delta is open to all options – including acquisition and/or disposition of key sites – to catalyze revitalization	Need for cycling and pedestrian routes within and beyond Village
Requirements for success: Flexibility to meet dynamic market conditions, favourable zoning, trusted partnership between City and private sector and active City involvement/leadership	A clear plan and project "path" is required to ensure implementation, mitigate risk and recover cost	Need to retain small lots while allowing for commercial anchors; the Village needs more residential space to support business
	City funding may be available for upfront investment: "quick wins" are cost effective (pre-zoning and/or public realm enhancements)	Design and program ideas: public elevated viewing platform, interactive art, light projections, temporary building at Seven Seas
	The City will seek partnership with the Tsawwassen and Musqueam Nations and stakeholders to develop and implement the long-term vision.	

3.2 'What We Heard' in Phase Two

3.2.1 Survey Key Takeaways

For the survey, respondents were asked to reference the Information Boards (attached). The survey questions were tailored to the information on these boards.

Throughout the survey, open ended responses were optional. The main takeaways from these responses are as follows:

- **General support and excitement.** Many respondents are excited to see the Village and Waterfront be revitalized into a more pedestrian friendly, vibrant place.
- **Be bolder with environmental protection.** Respondents suggest this project could increase its focus on protecting and rehabilitating the natural environment, especially along the waterfront.
- **Concern that redevelopment will bring mass tourism, overcrowding and affordability issues.** Many respondents referenced fear that Ladner will become too much like Steveston. There is fear that local needs won't be prioritized.
- **We need "made-in-Ladner" solutions.** The Village shouldn't try to replicate something from somewhere else. Instead, build off the local context.
- **Ensure 'heritage' is diverse.** The preservation of Ladner Village's heritage should incorporate Coast Salish and Chinese history. It should also be represented in a variety of ways (public art, walking tours, etc).
- **Mixed reviews about building heights and parking.** Some respondents strongly supported an increase to building height and relaxation of parking minimums, while others were strongly opposed.
- **More engagement may be needed.** Considering all engagement to date has been virtual, in-person engagement (i.e. pop up tents in the Village) would be beneficial. The public should be further engaged on the 'Quick-Wins'.

3.2.2 Summary of Ideas

Throughout the survey, respondents provided many ideas, which are summarized below.

Environment and Nature

- Leverage the natural assets in the area (Bird Sanctuary, West Coast Seeds, Bird and Biodiversity Strategy)
- Opportunity to leverage bird tourism
- Landscape with native wildlife and plants, remove invasive species
- Don't move into the inter-tidal zone
- Focus more on connecting people to nature (biophilic design)

Urban Design and Pedestrian Realm

- Footbridge from western Ladner Harbour to connect with Village
- Public dock for boats and kayakers; Ferry between Steveston and Village
- Public washrooms and garbage cans
- Ensure physical accessibility (including parking for those with mobility needs)
- Consider the gateways into the Village
- Activating Delta St and Elliott St is more important than the Waterfront
- Place a speed bump on River Road to slow down traffic
- Look to Victoria's Fisherman's Wharf for inspiration
- Be more pedestrian oriented
- Ferry to Steveston

Heritage

- Massey Building: divide into small retail shops (reference: Sidney BC)
- Retain heritage buildings on the waterfront (see Britannia Cannery for inspiration)
- Maintain heritage feel on 48th Avenue
- Turn Seven Seas into a museum

Art and Culture

- Encourage arts, crafts, antiques
- More public art
- Consider the role of the craft economy for local employment

Housing

- Make most new housing affordable (below market)
- No condos on waterfront
- Make places for families
- Need to create a diverse Village for all demographics and incomes
- New housing – give preference to locals (Horseshoe Bay Revitalization)
- Be sensitive to existing homeowners' needs

Business

- Support local businesses with affordable leases
- Smaller retail units (600-700 sf) would be ideal
- Would love to see more pubs, bars, restaurants, breweries, antique stores

Regulation

- Consider faster approval processes
- Relax parking requirements
- New buildings must have a green space
- Create small lot parcels for small developers and business owners –large developers shouldn't assemble all the land

Alignment with other projects

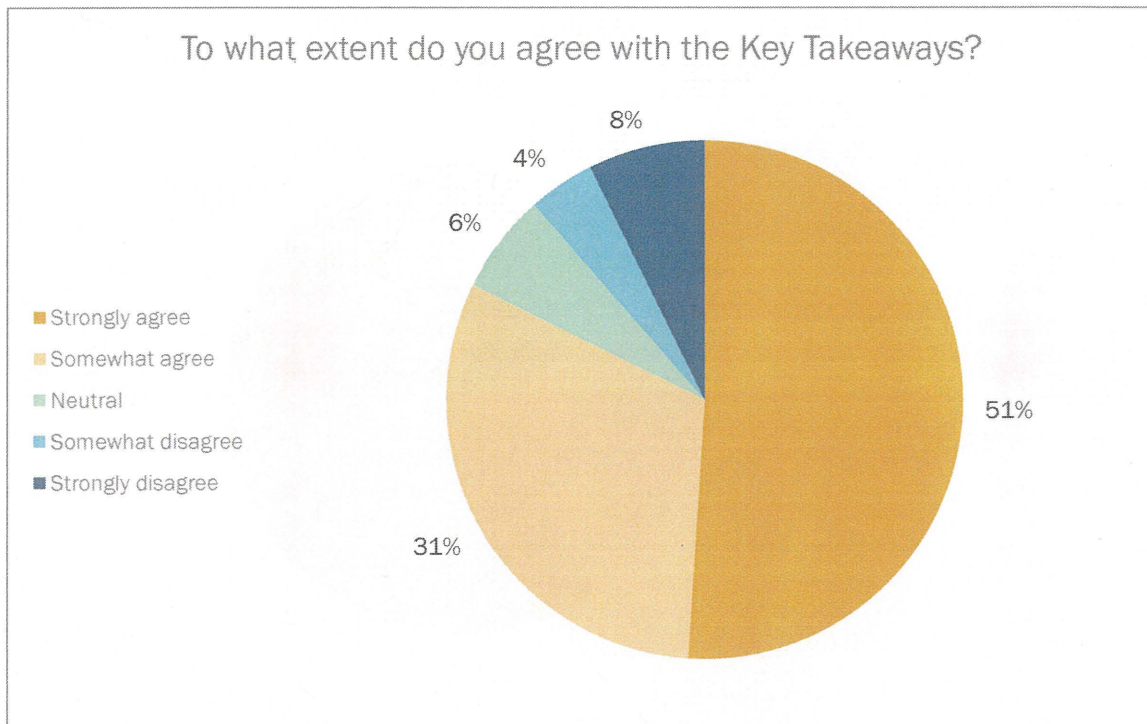
- Integrate cycling plan with waterfront revitalization
- Integrate the City's Bird and Biodiversity Strategy

Project Next Steps

- "Quick wins" should receive further input from citizens/visitors' ideas (it's too vague)
- Detailed scenarios would be helpful (going beyond concept planning)
- Need real input by developers
- Consider a 'funding thermometer' for these ideas where people could contribute money
- Big industries (banks, real estate, etc.) should be urged to contribute to a fund that will be used for bigger engagement and planning process

3.2.3 Survey Results

1. To what extent do you agree with the Key Takeaways from the Phase 1 Engagement Summary (Board #3)?

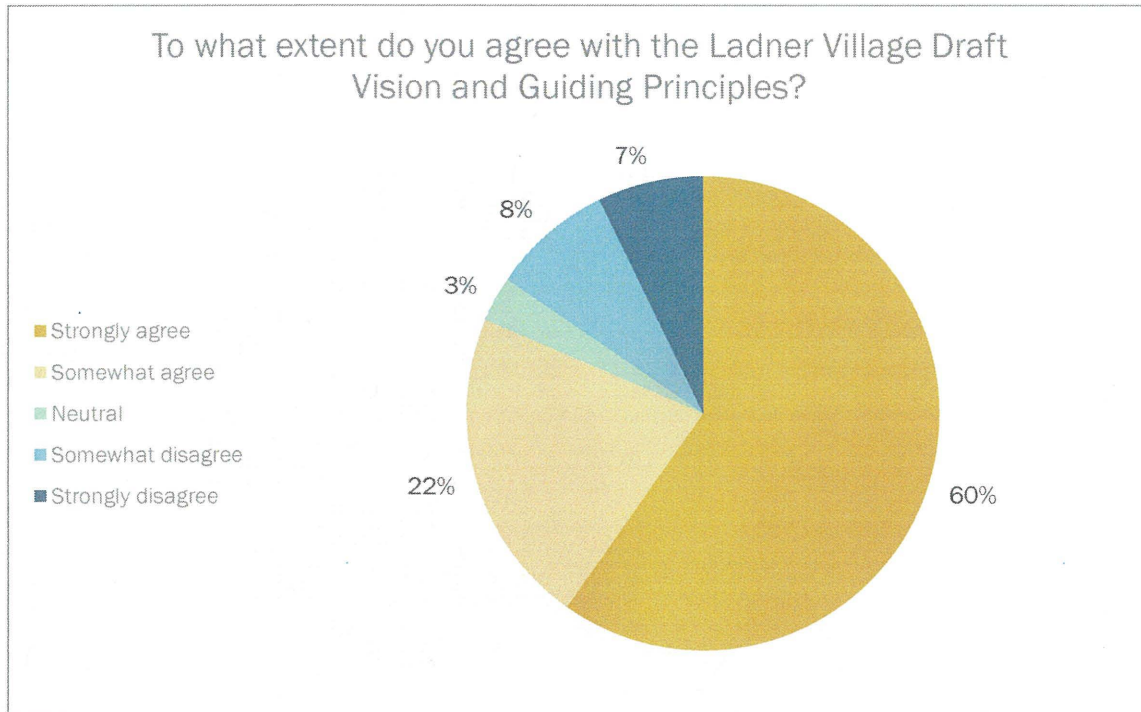


82%
agree
(somewhat or strongly)

12%
disagree
(somewhat or strongly)

6%
neutral

2. To what extent do you agree with the Ladner Village Draft Vision and Guiding Principles (Board #4)?



82%
agree
(somewhat or strongly)

15%
disagree
(somewhat or strongly)

3%
neutral

3. Is there anything missing from the Draft Vision and Guiding Principles?

General comments

- **The vision could be more ambitious** (5 responses). The vision could further emphasize pedestrian/micro-mobility (2 responses) new housing units (1 response), and more density (1 response)
- **The guiding principles could include more factors**, including livability for current residents (1 response), active transportation (1 response) and protection of the environment (1 response).
- **Opportunity for further engagement** (2 responses). The community should be engaged in more depth about this project.

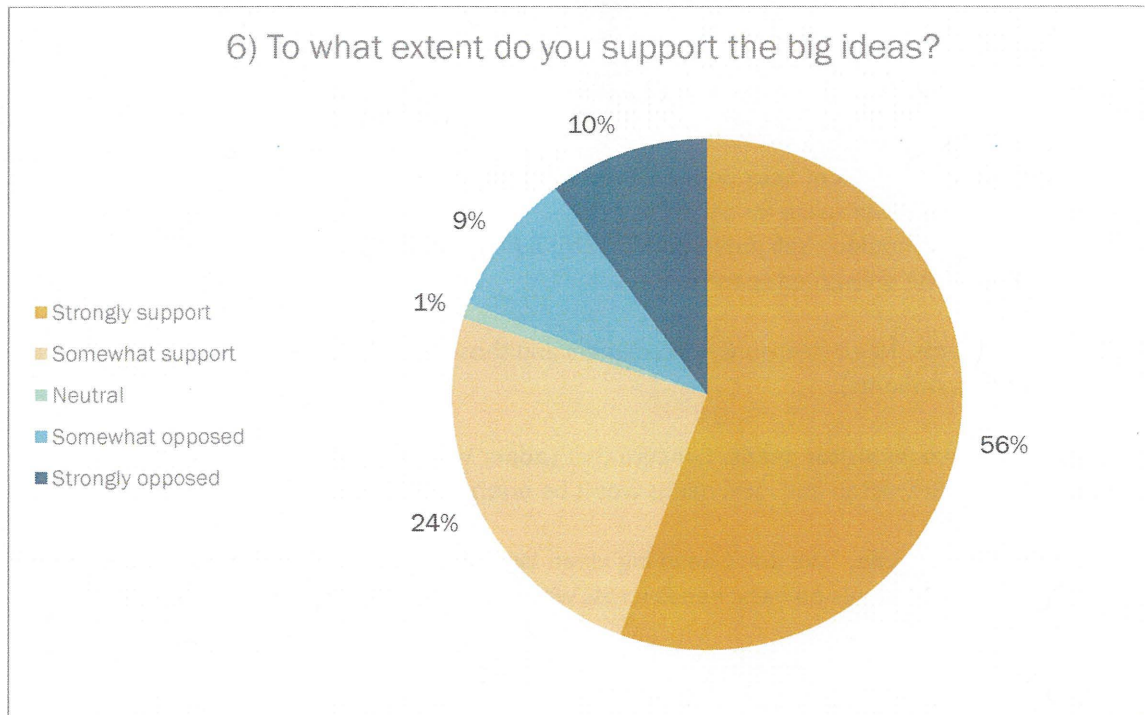
Support

- **General support and excitement** (8 responses)

Concern

- **Ladner Village is not Steveston/Granville Island** (10 responses). Concern that revitalization will impact the small village character of Ladner Village. Reference to Steveston and Granville Island and concern about tourism/overcrowding.
- **Height/density concern** (3 responses). Increased building heights would lead to a population increase and more traffic/noise.
- **Parking concern** (2 responses). Concern that reduced parking would lead to lack of accessibility for seniors.
- **Environmental concern** (1 comment). Concern that redevelopment would result in tree loss and environmental degradation.
- **Spot on the Water concern** (1 comment). Opposition to development on Spot on the Water Park.

4. To what extent do you support the “Big Ideas” for waterfront redevelopment (Board #6)?



80%
agree
(somewhat or strongly)

19%
disagree
(somewhat or strongly)

1%
neutral

5. Do you have any questions, comments, or suggestions about these "Big Ideas"?

General comments

- **Action is needed now!** (4 responses)
- **Think of larger connections** (2 responses) and connect to the River Road (to the northeast), across the slough, and to the Village. The walkway/boardwalk should not have dead ends – one big loop!

Support

- **General support** (11 responses). Reference to flexible zoning, waterfront walkway, floating docs, pedestrian bridge, Seven Seas dock or café.

Concern

- **Accessibility not considered adequately.**
 - Floating docks + pedestrian bridge could present accessibility challenges
 - Showcase accessibility by design
 - Parking needed for accessibility
 - Consider needs of people with visible and non-visible disabilities.
 - Consider washrooms
- **Oppose redevelopment of Spot on the Water** (6 comments)
 - Need to retain space for children
 - The city shouldn't sell public parkland for infill development
 - This is the only green space in the area
- **Parking concerns.** Need to ensure homeowners and those with mobility challenges can still park in Ladner (5 comments).
- **Prioritize local over visitor needs.** Concern that Ladner Village will become overcrowded and expensive like Steveston and local needs won't be prioritized (4 comments).
- **Keep the ideas simple.** "We don't need big ideas. We only need maintenance and enhancement of what we have." Focus on basic needs (cross walks, lighting, bike lane) before 'big ideas'. (2 comments).
- **Affordability concerns.** Development may make housing and commercial leases more expensive.

6. Do you have any questions, comments or suggestions about 'Unlocking Opportunities for Revitalization' including the bio-physical and /or regulatory and economic constraints (Board #8)?

General comments

- **Be bold with the environmental commitment** (4 comments). Consider sea level rise, conduct an environmental impact assessment. Be innovative and cutting edge with environmental design and programming (LEED, rainwater capture, habitat education, etc).
- **Sewage management plan is needed for houseboats and vessels** (3 comments). Need access to a pump-out station for boater's sewage tanks. As well as proper signage and education about garbage and recycle.

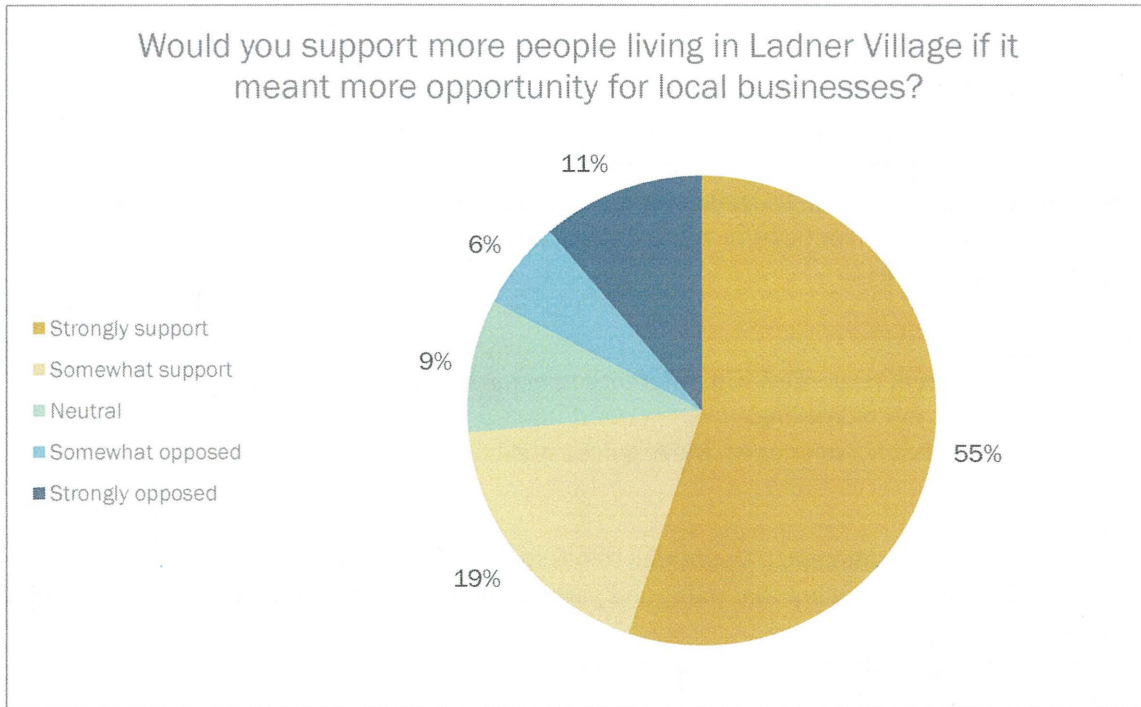
Support

- **General support** (4 responses) with reference to enhancement of public space, 4-6 storey building height, mix of housing.
- **Support to act fast** (2 comments). Move quickly and boldly.

Concern

- **Building height** (2 comments). Opposition to 4-6 storey building height.
- **Traffic and parking** Concern that traffic and parking will get worse with more people and relaxed parking minimums.
- **Safety concerns** around floating dock area (1 comment)

7. Would you support more people living in Ladner Village if it meant more opportunity for local businesses?

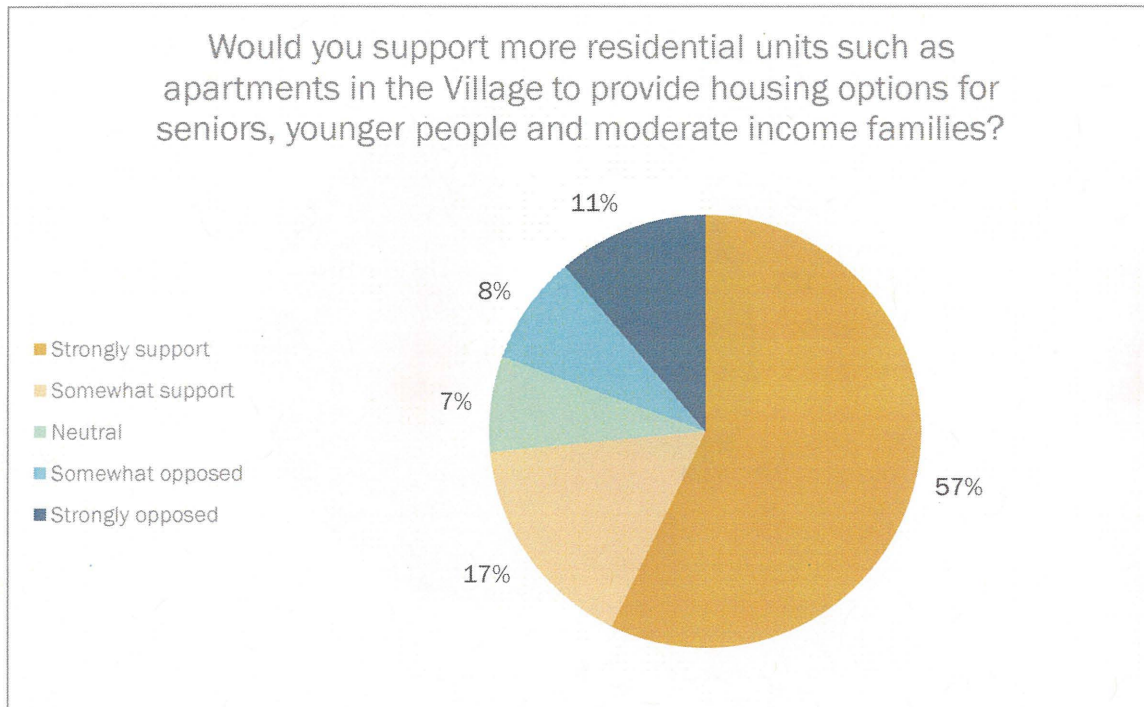


74%
support
(somewhat or strongly)

17%
opposed
(somewhat or strongly)

9%
neutral

8. Would you support more residential units such as apartments in the Village to provide housing options for seniors, younger people and moderate-income families?

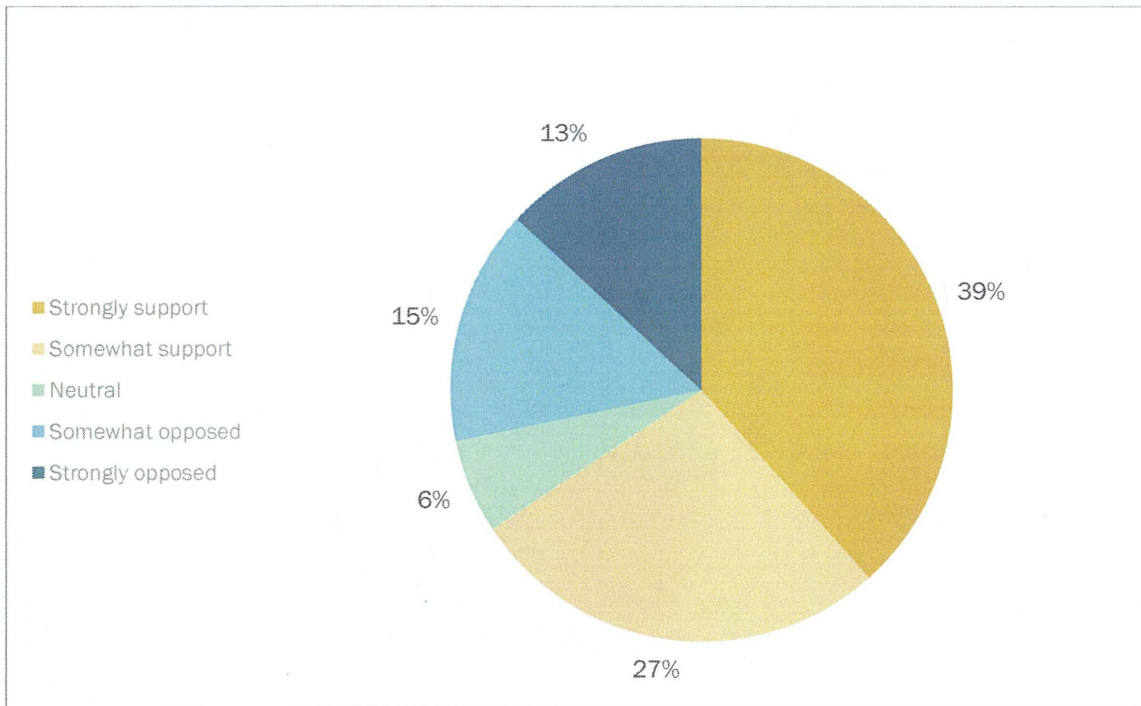


74%
support
(somewhat or strongly)

19%
opposed
(somewhat or strongly)

7%
neutral

9. Would you support an increase to building heights in Ladner Village in select locations if the new buildings maintained Village character?

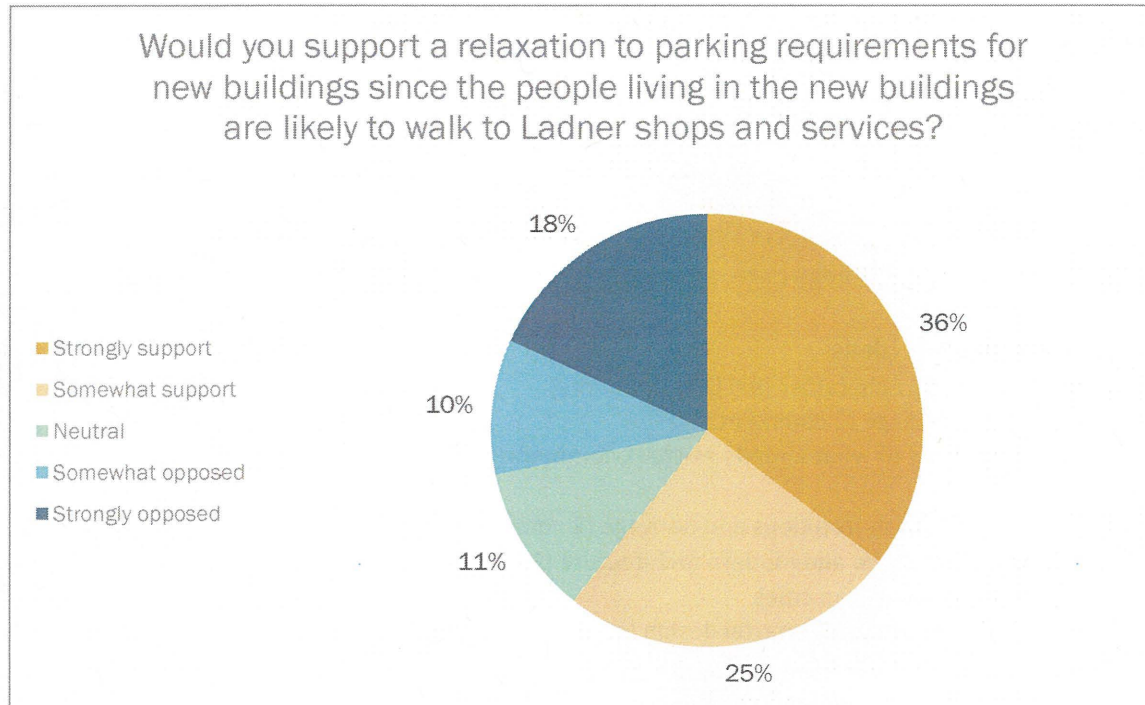


66%
support
(somewhat or strongly)

28%
opposed
(somewhat or strongly)

6%
neutral

10. Would you support a relaxation to parking requirements for new buildings since the people living in the new buildings are likely to walk to Ladner shops and services?



61%
support
(somewhat or strongly)

28%
opposed
(somewhat or strongly)

11%
neutral

11. Do you have any questions, comments or suggestions about 'Redevelopment Economics' in Ladner Village (Board# 9)?

Support

- **General support** (6 comments)
- **Housing** is needed for small families, couples, low-income, etc (3 comments)
 - "As I approach retirement age and think of being an empty-nester in 10 years or so, I would love to sell my 4+ bedroom house and still find a smaller, modern condo that would let me stay in Ladner. A place in the village would be ideal."
- Support for **parking** inside the buildings (2 comments)
- Increased **height** is necessary (2 comments)

Concern

- **Parking** relaxation concern (3 comments)
- The concept will change the **village character** (3 comments)
- **Commercial rents are already too high** – redevelopment will only make this worse (2 comments)

- **Height/density concern** (2 comments)
- **General concern / opposition** (1 comment)
- Concern that Council is being pressured by developers to maximize profit from redevelopment. (1 comment)
- Redevelopment not needed, just small pedestrian improvements (1 comment)
- Opposed to condos (1 comment)
- The ideas must be scaled down (1 comment)
- Too much like Steveston (1 comment)

12. Do you have any questions, comments or suggestions about the design (form and character) of new buildings (size, shape, look of exterior, etc.) (Board #10)?

General Comments and Ideas

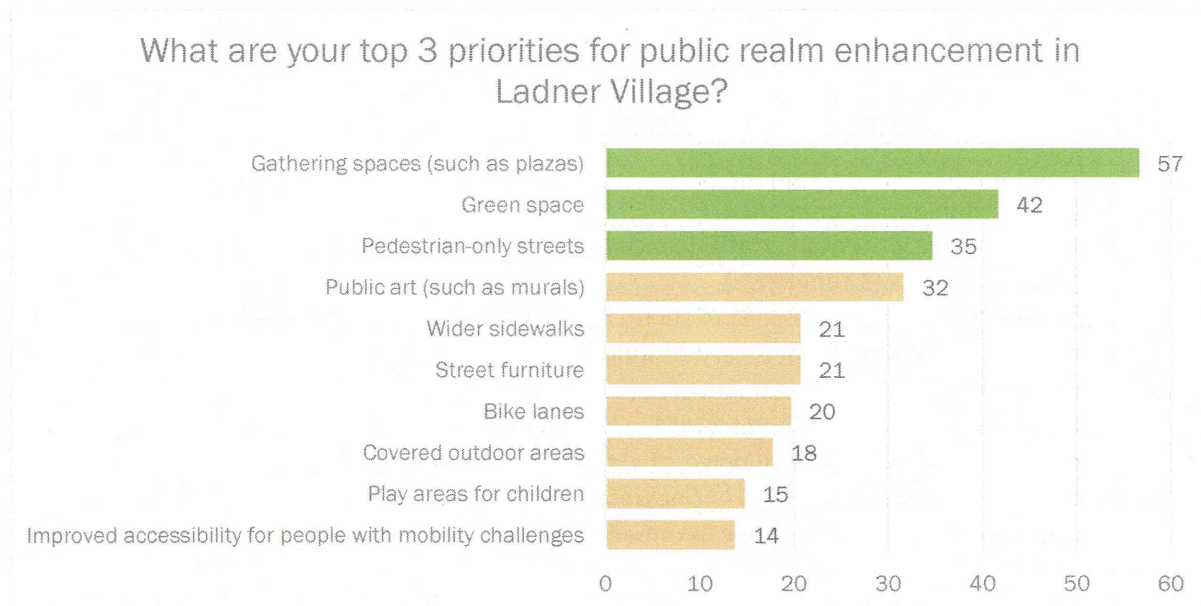
- Focus on heritage / character feel (23 comments)
 - Fishing village (2 comments)
 - Use styles of what already exists (1 comment)
- Prioritize Coast Salish traditions and heritage (2 comments)
- Careful mix of heritage and modern architecture (2 comments)
 - Look to European cities
 - Modern industrial/coastal design (cedar, glass, stone)
- Height concern (5 comments)
 - No more than 3-4 storeys (3 comments)
 - Buildings on the waterfront should be lower heights to allow for the benefit of best views
 - Buildings along the slough should be kept low (3 storeys or less)
 - Buildings on Delta street should be maximum 3 storeys
- Add height (5 comments)
 - Increase density (up to 29 storeys)
 - Maintain its character with careful addition of lower-rise buildings (3-6 stories)

Other Ideas

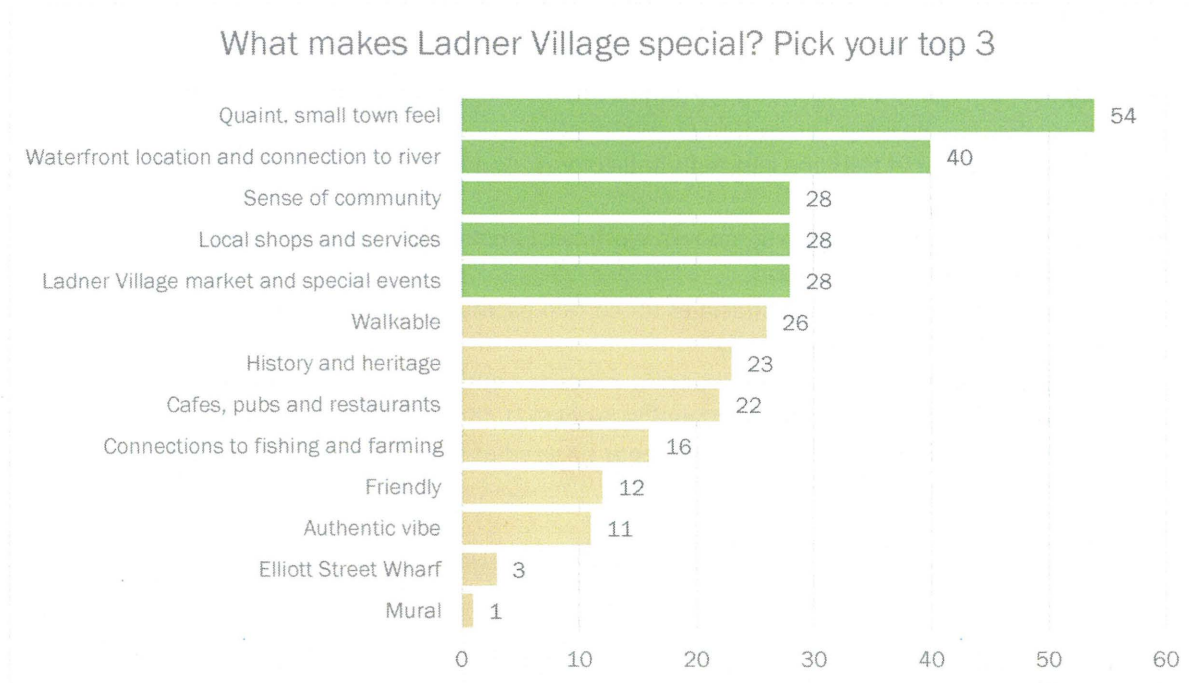
- Resist large block developments
 - Respect history but not “Disney” replication
 - Adopt the Standard for Bird Friendly Building Design (CSA A460:19)
 - Dog friendly outdoor patio option
 - Wide sidewalks
 - No blank facades
 - Embrace variety, reject uniformity
 - Consider materials – no vinyl
 - Heritage patterns in roof lines and façade
 - Heritage colours
 - Need more public consultation
13. Do you have any questions, comments or suggestions about how to integrate heritage elements into revitalization efforts for Ladner Village (Board# 10)?

- Prioritize incorporating First Nations heritage (6 comments)
- Consider Ladner's Chinatown history (1 comment)
- Tell the story of Delta's birdlife (1 comment)
- Respect heritage in a variety of ways (public art, building decorations, etc) (2 comments)
- Do not create a heritage Disneyland (1 comment)
- Consider traditional cladding materials and colours. Combine with larger windows. (1 comment)
- Preserve heritage
- Mix old with the new (including modern west coast architecture) (2 comments)
- More bike parking (1 comment)
- Consider controlled rent with subsidies for certain businesses (1 comment)
- Don't cut down trees (1 comment)
- Self-guided walking tours that incorporate education and nature (1 comment)
- Keep major developers out of the planning process (1 comment)
- Ensure new businesses cater to local's needs (instead of tourist needs) (1 comment)

14. What are your top 3 priorities for public realm enhancement in Ladner Village?



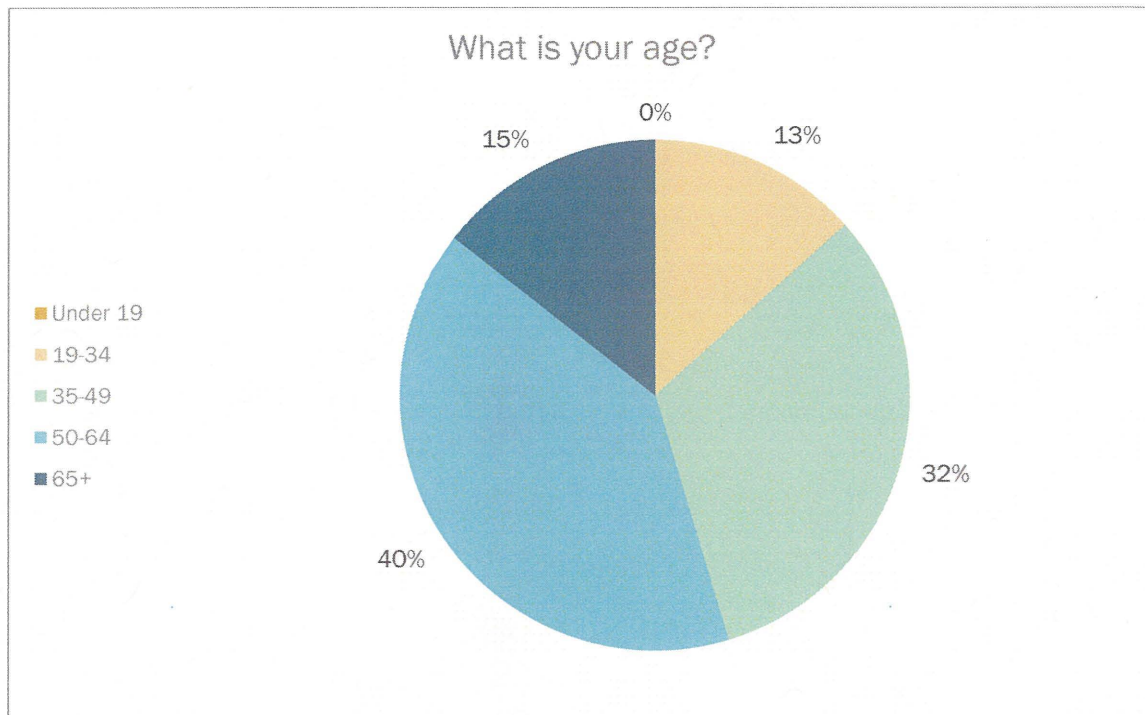
15. What makes Ladner Village special? Pick your top 3:



16. Is there anything else you would like to add?

- General excitement (8 comments)
- Opposed to more visitors and traffic (concern about mass tourism) (6 comments)
- This is long overdue (3 comments)
- Consider cyclist connections (idea to set up bus stop after Massey Tunnel) (2 comments)
- Connection to the waterfront is very exciting (2 comments)
- Pedestrian walkway to harbour park area (1 comment)
- Solutions must be unique to Ladner Village (1 comment)
- Incorporate with the Bird and Biodiversity Strategy (1 comment)
- Hope we can support local, small businesses (1 comment)
- Do more engagement, give people informed development scenarios to choose from (1 comment)
- Include three elements of the Village: First Nations land, fishing community, farming community (1 comment)
- Include better wayfinding in the Village (1 comment)
- Need all-inclusive housing (1 comment)
- Do not remove Spot on the water park (1 comment)
- Need to pay more attention to traffic and parking (1 comment)

17. What is your age?



APPENDIX 3: SUMMARY OF EVALUATION OF REDEVELOPMENT ECONOMICS IN LADNER VILLAGE

DATE: 14 May 2021
TO: City of Delta, Community Planning and Development
FROM: Blair Erb, Coriolis Consulting Corp.
RE: Summary of Preliminary Evaluation of Redevelopment Economics in Ladner Village

The City of Delta has retained consulting team led by Modus Planning, Design & Engagement to update the Ladner Village Community Plan.

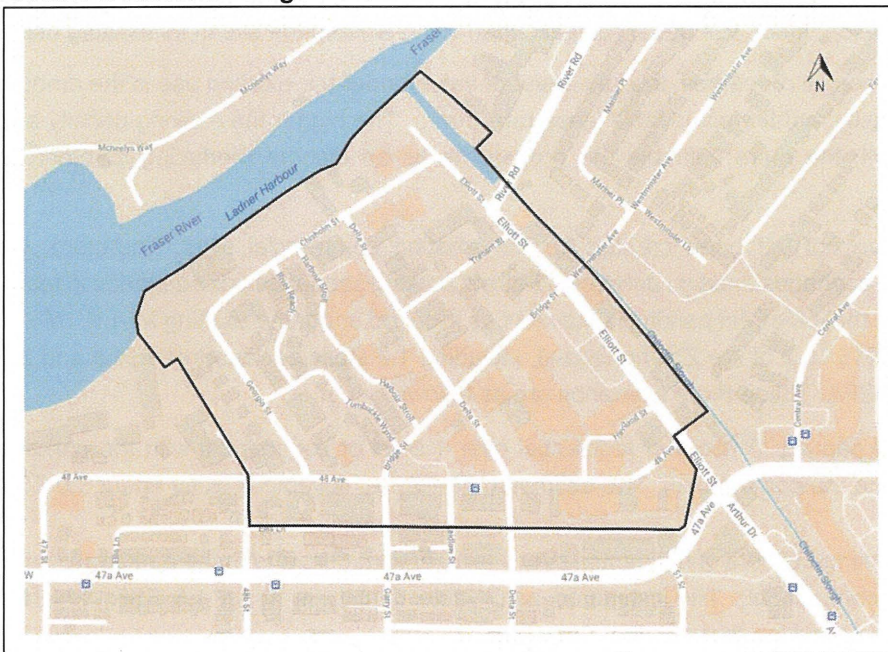
As input to the planning process Coriolis Consulting was asked to analyze the financial viability of redevelopment of existing properties in the Historic Village Core. As a first step, we completed a preliminary evaluation of the likely economics of redevelopment of properties currently improved with older low density (single story) commercial buildings in the Village Core.

This memo summarizes the findings of our preliminary analysis. More detailed financial analysis will be completed as the planning process proceeds.

Study Area and Types of Properties Evaluated

The approximate boundaries of the Historic Village Core are shown in Exhibit 1.

Exhibit 1: Historic Village Core



The Village Core includes a wide variety of different types of existing properties, including:

- Properties improved with low density commercial buildings, including retail, service and office uses.
- Properties improved with older service commercial/industrial buildings.
- Residential and mixed use buildings.

Most properties in the Village Core are improved with older buildings.

Based on input from the planning team and City staff, our evaluation focused on the redevelopment economics of the sites improved with older low density commercial buildings. These types of properties make up the majority of properties that are the likely candidates for redevelopment in the Village Core.

Therefore, our financial analysis focuses on examining redevelopment opportunities for existing single storey commercial properties that are generally built to existing densities in the range of about 0.4 to 0.6 FSR. Examples of the types of properties in the Village Core that are in this category include:

- The Apex Glass site at 4924 Delta Street, which is built to an existing density of about 0.53 FSR.
- The Delta Museum Annex site at 4868 Delta Street, which is built to an existing density of about 0.37 FSR.
- The strip commercial property located at the corner of Delta Street and 48th Avenue that includes the Thrift Shop and Sapporo Kitchen, which is built to an existing density of about 0.46 FSR.
- The Ladner Harbour Centre Site at 4857 Elliott Street, which is built to an existing density of about 0.42 FSR.
- The commercial buildings at 4809 to 4817 Delta Street (including Panago Pizza), which are built to an existing density of about 0.63 FSR.

Approach to to Analysis

Our financial analysis focused on estimating the density (and height) that likely makes an older low density commercial property more valuable as a development site (land value) than as an income producing property (existing use). If it is more valuable as a development site, then it is financially attractive (viable) to demolish the existing building and redevelop. If not, it is better (at least financially) to keep the site in its existing use.

For the older low density commercial properties, the key driver of value under the existing use is the amount of existing built floorspace/density and the achievable lease rate (rent). The higher the existing density and the higher the achievable rent, the more valuable the property is as an income producing commercial property.

Redevelopment concepts have not yet been created for the existing commercial sites. Therefore, we analyzed three different height scenarios and two different off-street parking scenarios (six scenarios in total). Three of the scenarios assume that off-street parking is provided as required under the existing MULW (Mixed Use Ladner Waterfront) Zone (15.10.7 of the Zoning Bylaw), including 1.2 stalls per apartment unit and 2.3 spaces/100m² of commercial GFA. These three scenarios are as follows:

- 6 storeys with 2 levels of parking (5 floors of residential over 1 level of commercial with the parkade located above grade behind the commercial). The estimated density achievable is likely about 3.0 FSR (or more).
- 4 storeys with 1 level of parking (3 floors of residential over 1 level of commercial with the parkade located above grade behind the commercial). The estimated achievable density is about 1.6 FSR, which is constrained by the amount of parking that needs to be provided.
- 2 ½ storeys with surface parking (or tuck-under parking). This assumes 1 level of commercial with 1 ½ levels of residential above. The estimated achievable density is about 1.2 FSR, which is constrained by the amount of parking that needs to be provided.

Three of the scenarios assume that off-street parking is reduced to 1.0 stall per unit and the commercial parking is fully waived (but a cash in lieu payment of \$3,200 per stall is provided). These three scenarios are as follows:

- 6 storeys with 2 levels of parking (5 floors of residential over 1 level of commercial with the parkade located above grade behind the commercial). The estimated density that is achievable increases to about 3.25 FSR, with the reduced parking.
- 4 storeys with 1 level of parking (3 floors of residential over 1 level of commercial with the parkade located above grade behind the commercial). The estimated density that is achievable increases to about 2.0 to 2.2 FSR, with the reduced parking.
- 2 ½ storeys with surface parking (or tuck-under parking). This assumes 1 level of commercial with 1 ½ levels of residential above. The estimated density that is achievable increases to about 1.6 FSR, with the reduced parking¹.

These scenarios are hypothetical and may not be appropriate (or achievable) for some properties.

For each redevelopment scenario, we created a land residual proforma to estimate the land value supported by the scenario. The main steps in the land residual analysis are as follows:

- Estimate the revenues/value that could be generated by the completed proposed development project.
- Deduct the estimated total costs of the development project (excluding land).
- Deduct a developer's target profit margin of 15% of total project costs.
- Calculate the residual, which is the land value supported by the development concept².

If the estimated land value for the redevelopment scenario is higher than the estimated value of a property under its existing use, then the redevelopment concept is financially attractive.

Findings and Implications

Exhibit 2 identifies the maximum existing built commercial density below which an existing commercial property is likely to be a redevelopment candidate for mixed commercial and apartment use. Any site that is built to a higher existing density would likely be more valuable under its existing use and would probably not be redeveloped in the foreseeable future.

¹ It is possible that the density could be increased even further if each apartment unit is relatively large. However, this is not consistent with the types of apartment units currently being marketed in Ladner.

² As a check, we compared the results of our land residual analysis with available information about actual development site sales and listings to ensure the results of our analysis are consistent with actual development site transactions

Exhibit 2: Summary of Preliminary Financial Analysis

	Existing Parking Requirements			Reduced Parking Requirements		
Building Height	6 Storeys	4 Storeys	2 ½ Storeys	6 Storeys	4 Storeys	2 ½ Storeys
Assumed Maximum FSR	3.0	1.6	1.2	3.25	2.2	1.6+
Levels of Residential	5	3	1 ½	5	3	1 ½
Levels of Commercial	1	1	1	1	1	1
Levels of Structured Parking (behind commercial space)	2	1	none	2	1	none
Approximate Maximum Existing Built FSR Below Which a Site is a Redevelopment Candidate	0.4 to 0.5 FSR	0.3 to 0.4 FSR	0.2 to 0.3 FSR	0.6 to 0.7 FSR	0.5 to 0.6 FSR	0.3 to 0.4 FSR

Under the existing parking requirements, we estimate that sites improved with older commercial buildings are financially viable for redevelopment to:

- 6 storey mixed use apartment and commercial if the existing building is built to about 0.4 or 0.5 FSR or less. A significant number of properties in the Village Core would likely be built to this existing density or less.
- 4 storey mixed use if the existing building is built to about 0.3 to 0.4 FSR or less. Few existing properties would likely be redevelopment candidates at this height limit.
- 2 1/2 storey mixed use if the existing building is built to about 0.2 to 0.3 FSR or less. Few (if any) existing commercial properties would likely be redevelopment candidates at this height limit.

If parking requirements are reduced to 1 stall per apartment unit with no commercial parking requirement, we estimate that sites improved with older commercial buildings would be financially viable for redevelopment to:

- 6 storey mixed use if the existing building is built to about 0.6 or 0.7 FSR or less. A significant number of properties in the Village Core are likely built to this existing density or less.
- 4 storey mixed use if the existing building is built to about 0.5 to 0.6 FSR or less. A significant number of properties in the Village Core are likely built to this existing density or less.
- 2 1/2 storey mixed use if the existing building is built to about 0.3 to 0.4 FSR or less. Few existing commercial properties would likely be redevelopment candidates at this height limit.

Overall, at existing parking requirements, we would expect most older low density commercial properties in the Village Core to require a permitted height of 6 storeys to make them financially viable for redevelopment to mixed use commercial and apartment. Few existing commercial properties are likely attractive for redevelopment at densities of 4 storeys or less.

Some older commercial properties that are built to low existing densities will likely be financially attractive for redevelopment at a 2 ½ to 4 storey height limit if parking requirements are reduced. However, the number of properties that will be viable for redevelopment will depend on the extent of the parking reduction and the actual density that can be achieved under the height limit.

The results of this analysis should be considered preliminary as we have made a number of assumptions about the density that is likely achievable under each of the different redevelopment scenarios that we tested. The density assumptions and analysis will be updated and refined as the plans for Ladner Village progress.



LADNER VILLAGE
REVITALIZATION

Delta

Ladner Village Revitalization

Regular Meeting | August 9, 2021



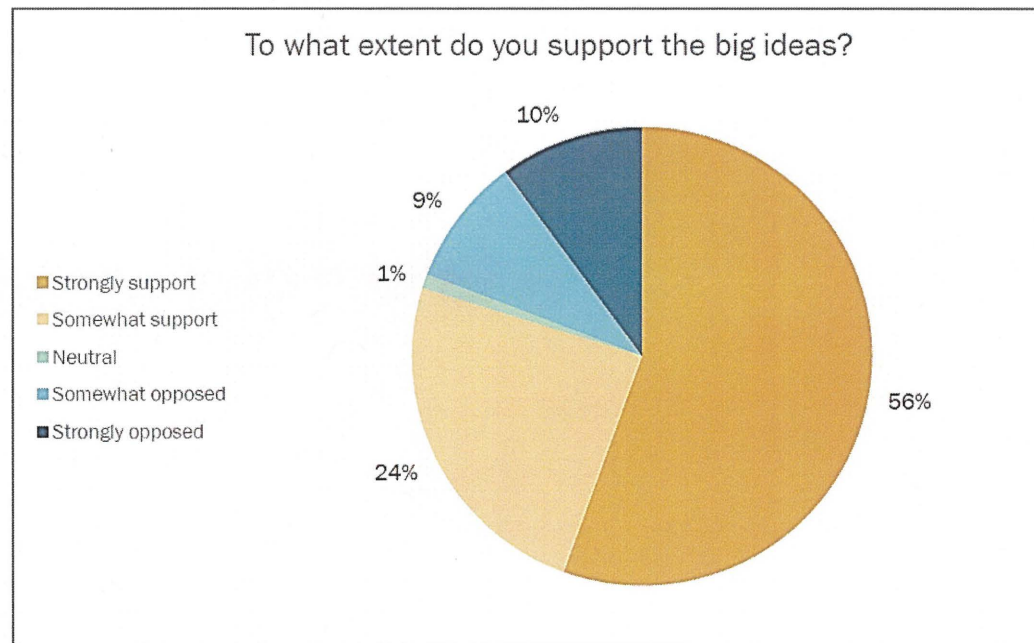
Project History

- February 2020 - Ladner Village Renewal Advisory Committee (LVRAC) report received by Council
- December 2020 & January 2021 - Contract awards for “Ladner Waterfront Public Lands Development Strategy and Chisholm Street Reconfiguration” and “Ladner Village Official Community Plan Update” projects
- March - April 2021 - Workshops and a public webinar
- June 9 - 27, 2021 - Virtual public engagement on early concepts for the Village and the waterfront



Engagement Findings

- General support and excitement for revitalization of the Village
- Some “Big Ideas” for the Village were presented, including potential infill around the Spot on the Water Park area, reuse of the Seven Seas Plaza, floating structures, and a waterfront hub between Elliott and Delta Streets

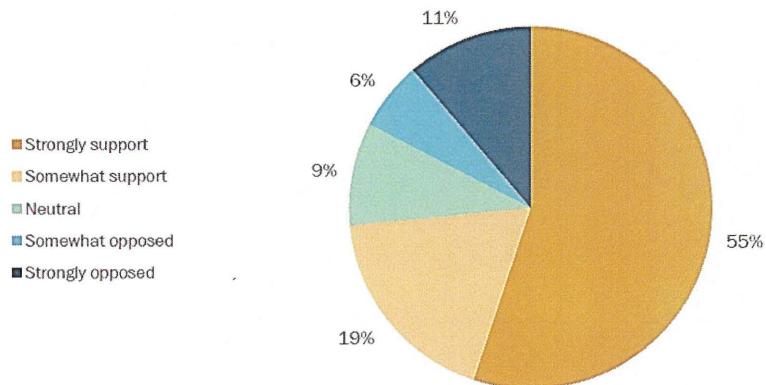




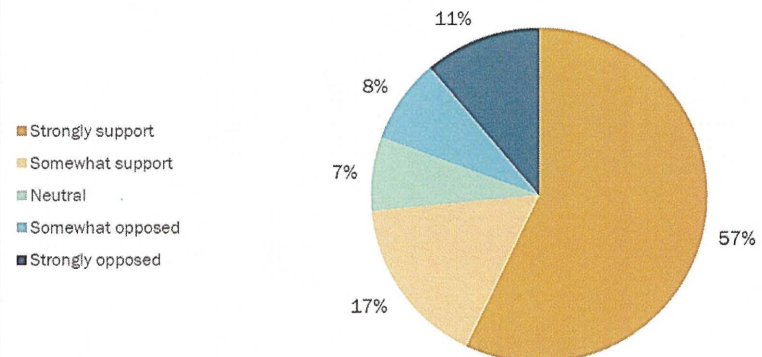
Engagement Findings

Participants were asked about the potential for more residential in the Village to support local businesses and provide more housing options.

Would you support more people living in Ladner Village if it meant more opportunity for local businesses?



Would you support more residential units such as apartments in the Village to provide housing options for seniors, younger people and moderate income families?

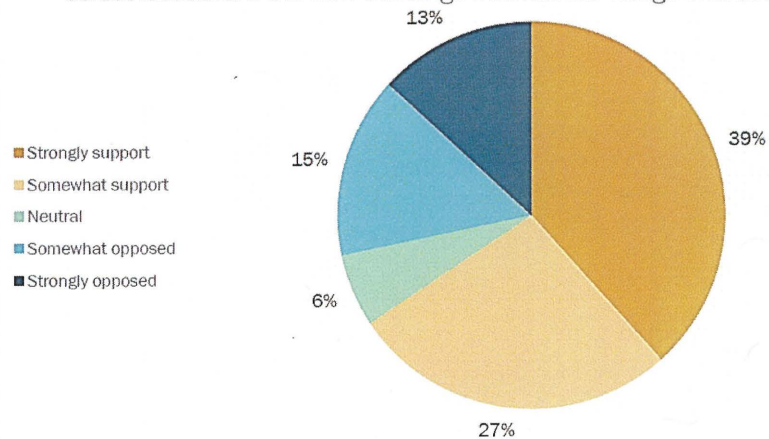




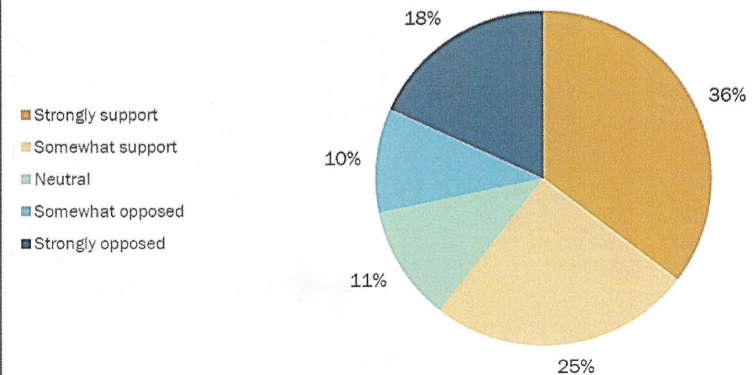
Engagement Findings

Participants were asked about the potential for increased height and parking relaxations in the Village

Would you support an increase to building heights in Ladner Village in select locations if the new buildings maintained Village character?



Would you support a relaxation to parking requirements for new buildings since the people living in the new buildings are likely to walk to Ladner shops and services?





Proposed Ladner Village Building Height Map

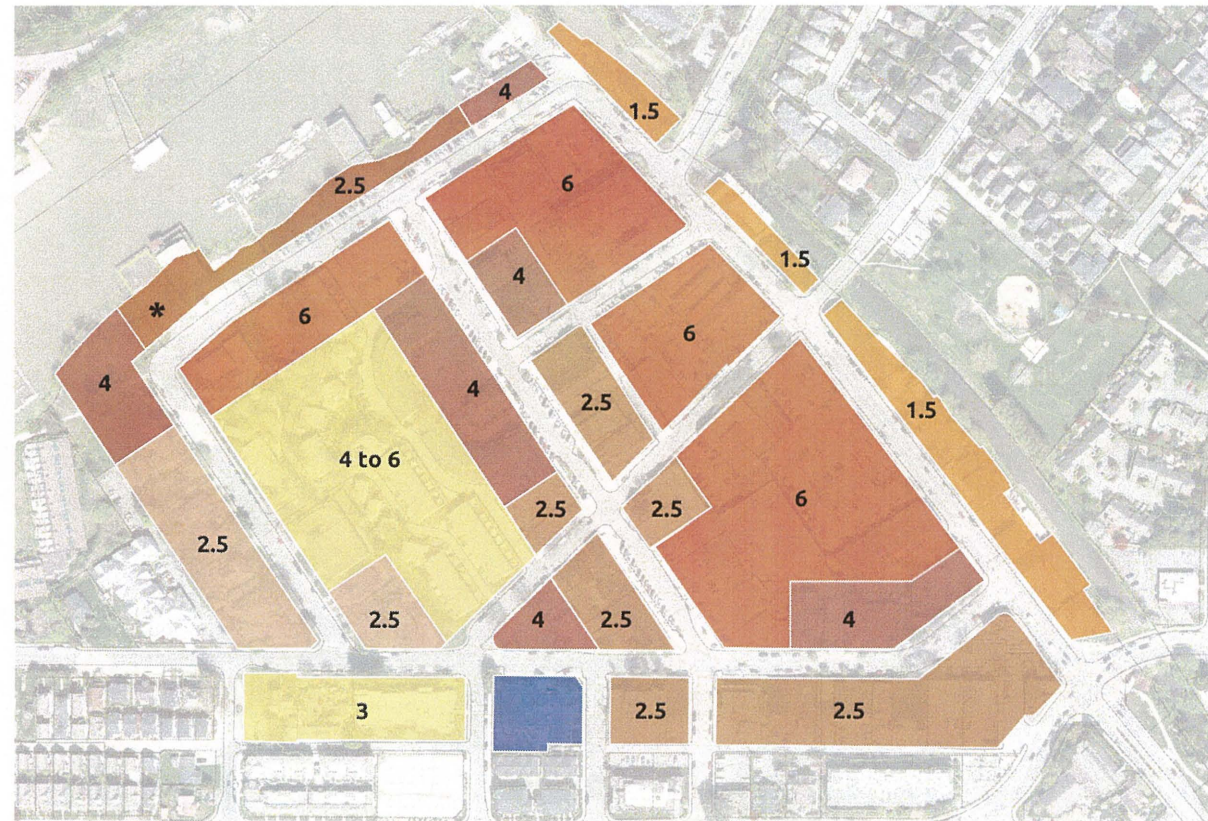
Ladner Village | proposed building heights

EXISTING

- Institutional (S)**
- Mixed Use Ladner 2 • MU(L)2**
2.5 storeys
- Mixed Use Ladner Waterfront 3 (MU(LW)3)**
2.5 storeys
- Mixed Use Ladner 4 • MU(L)4**
1.5 storeys
- Mixed Use Heritage 5 (MU(H)5)**
2.5 storeys
- Medium Density Residential • MDR**
3 to 6 storeys (height increase)

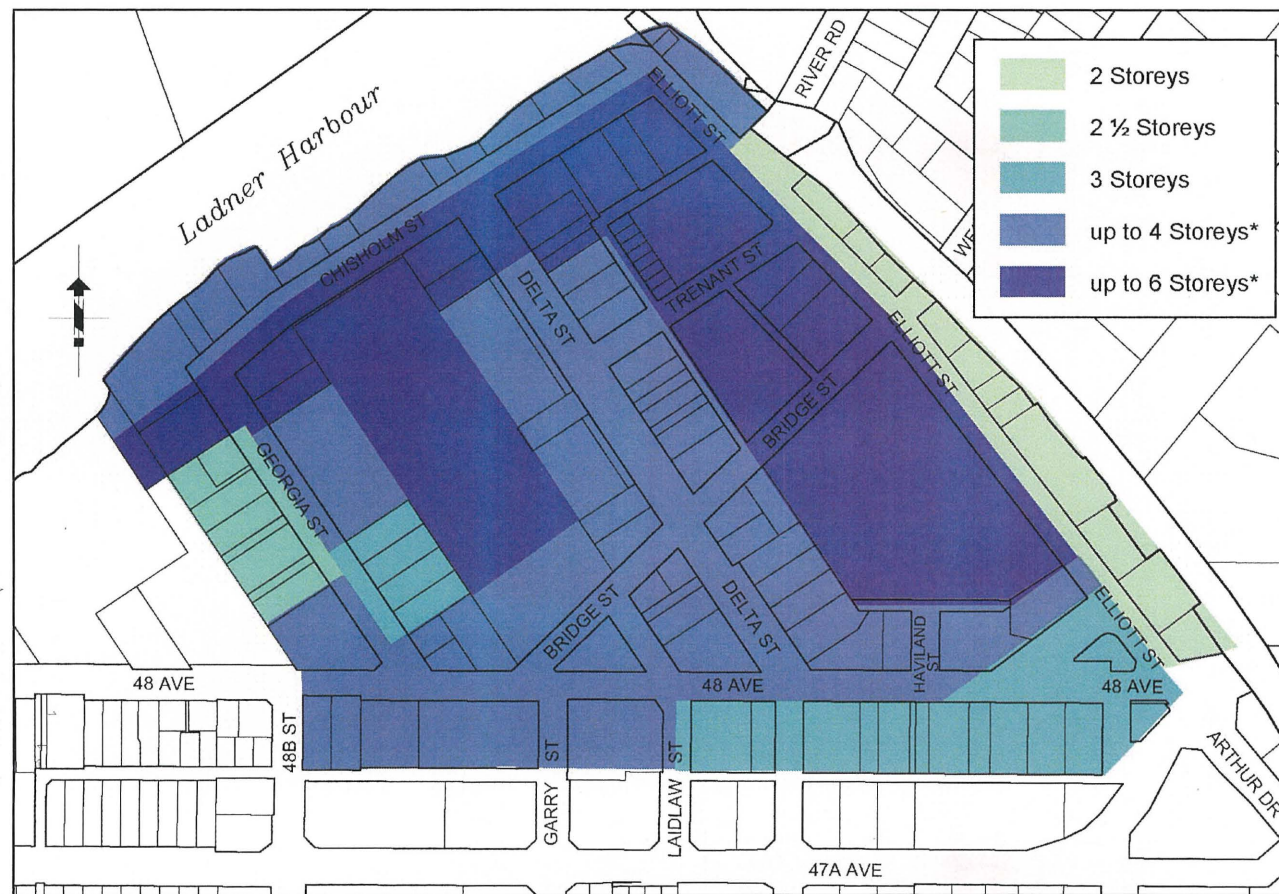
PROPOSED NEW

- Mixed Use Ladner • MU(L)**
4 storeys
- Mixed Use Ladner • MU(L)**
6 storeys
- * Primarily public space**



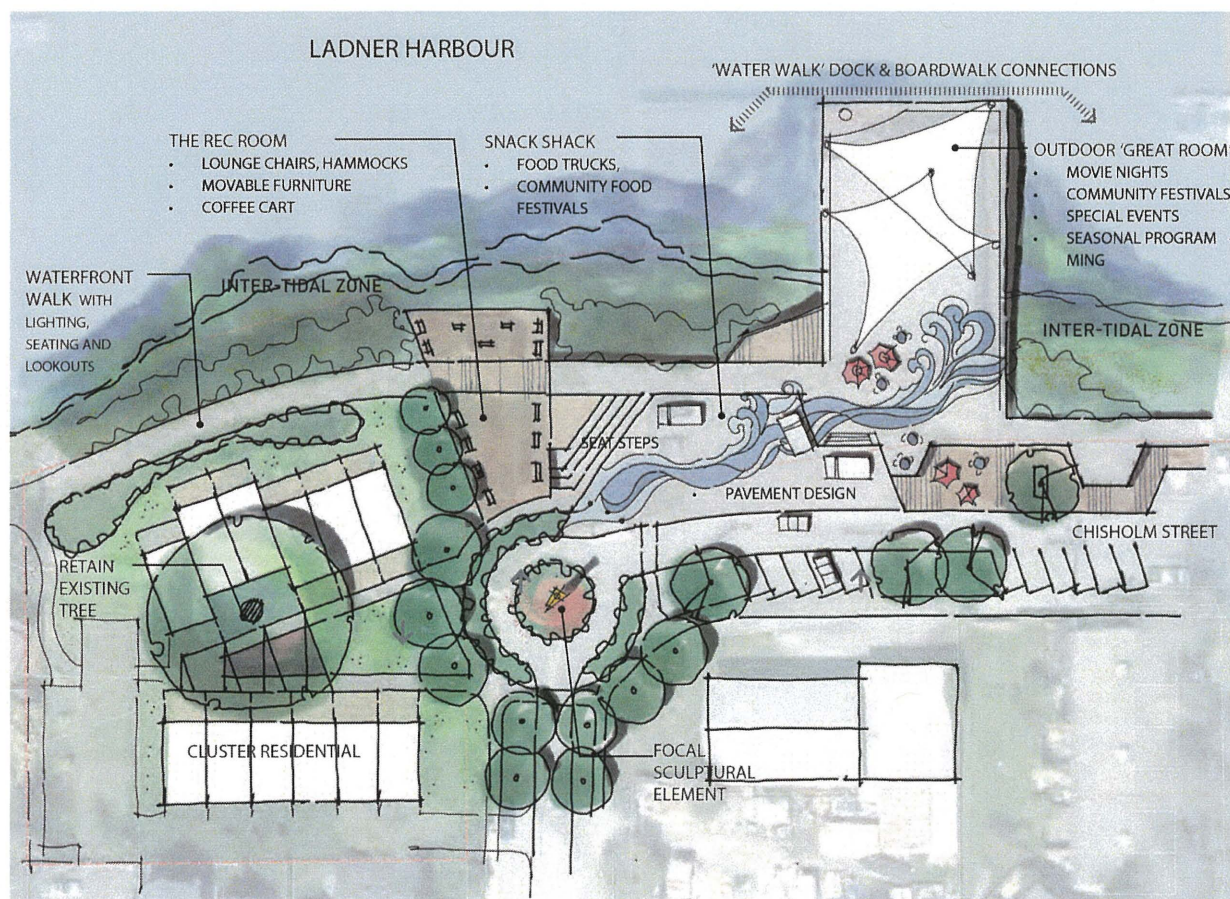


Ladner Village Renewal Advisory Committee Recommended Height Limits





Waterfront Concept





Recommendations and Next Steps

Staff recommend that:

- The Ladner Village Revitalization Project be endorsed and used as the basis for further design development
- The project be referred to a multi-committee meeting
- Staff be directed to prepare the project for public consultation prior to bringing bylaw amendments forward for Council consideration

