

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.

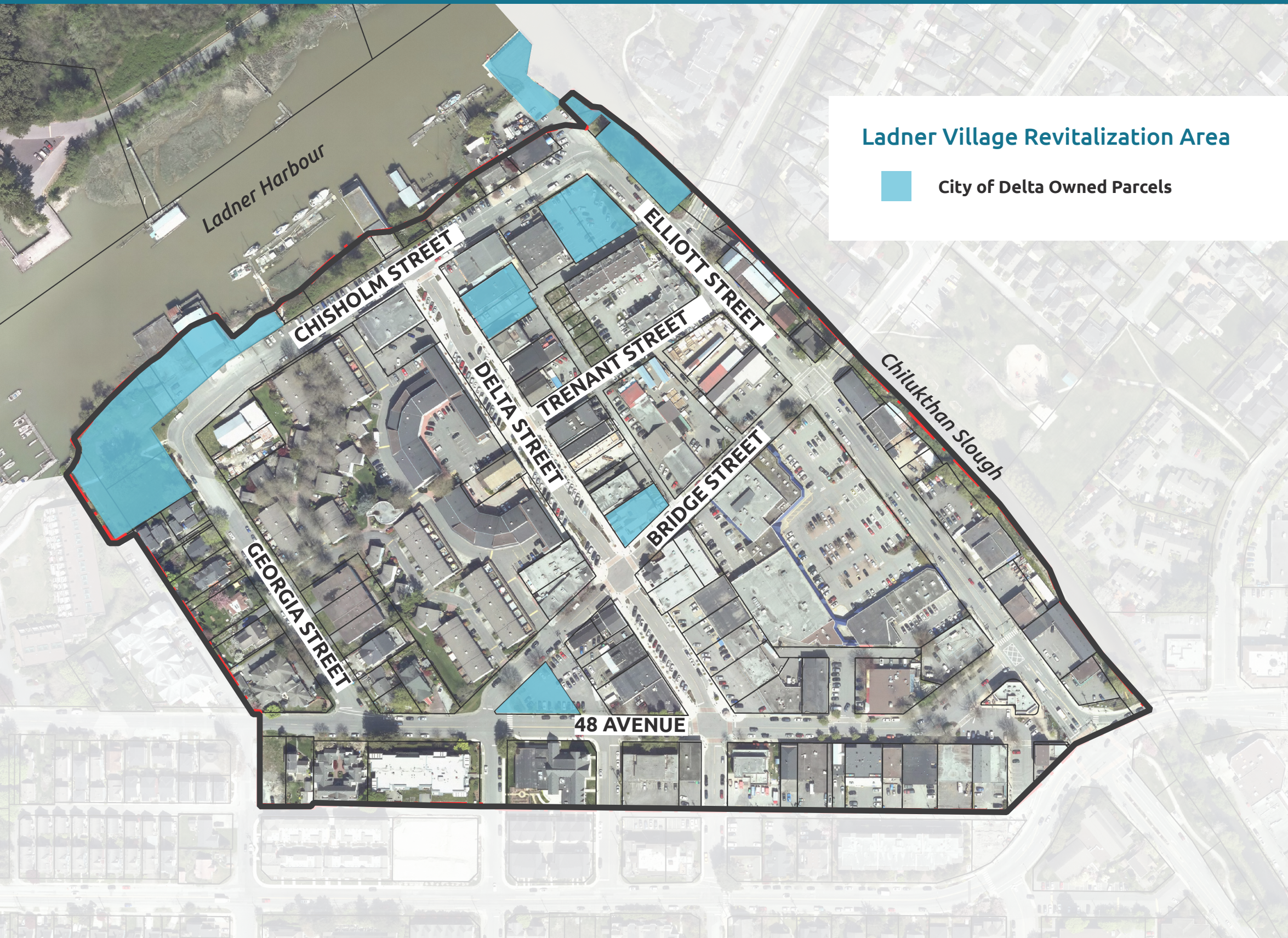
The following pages present our early understanding and design thinking, including:

- 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)



21

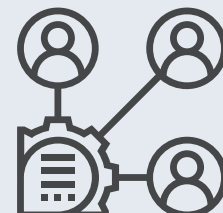
PARTICIPANTS
Landowners,
businesses,
developers

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)



13

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

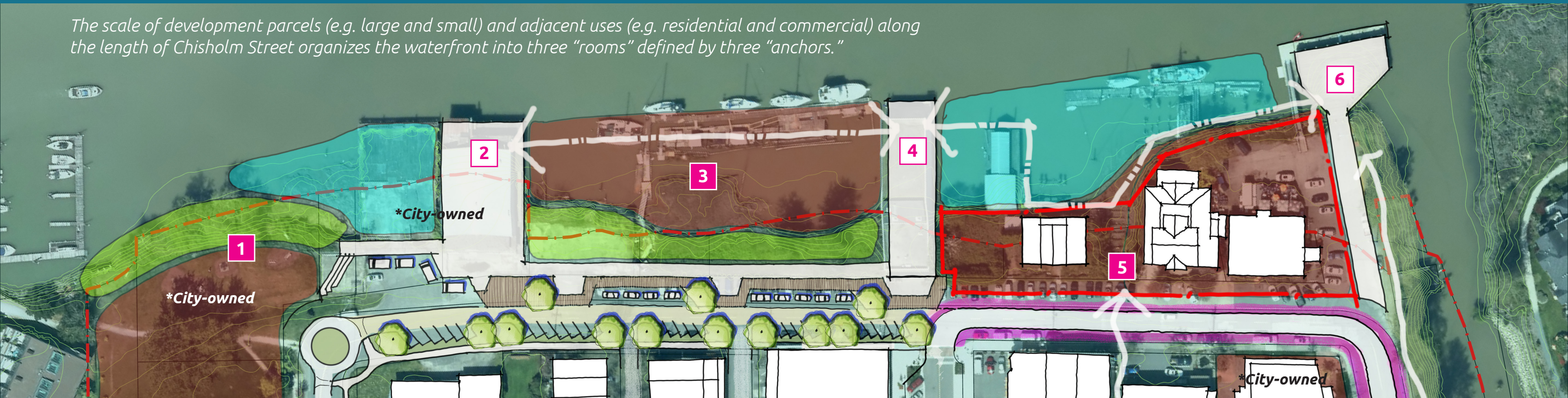
- Encourage a range of housing through smart densification in the Village core.
- Activate the waterfront *through and* for commercial development and public access.
- Support business sustainability and increased vibrancy in the Village *through active investment and redevelopment of the waterfront.*
- 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).

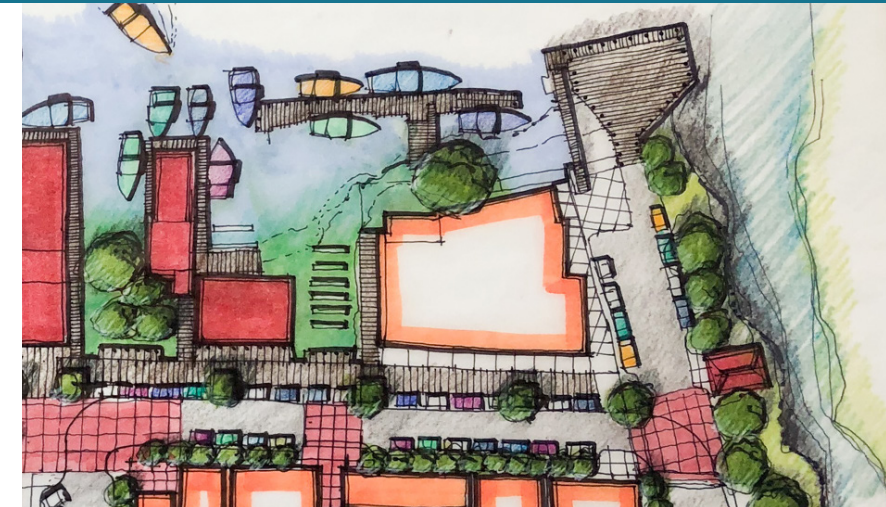


6

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



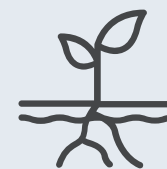
HABITAT along the shoreline must be considered, protected and enhanced



EXISTING INFRASTRUCTURE adds cost to redevelopment for upgrades / relocation



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

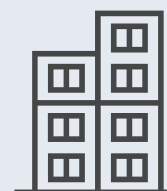


GEOTECH & SEISMIC requirements significantly increase costs for design and construction

REGULATORY AND FINANCIAL CONSTRAINTS



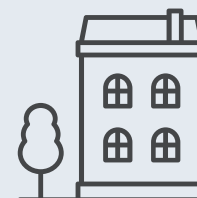
WATER LOT LEASES – and their limited terms – can be a barrier to long-term investment



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'

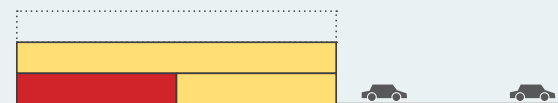
If such measures to support feasibility are to be considered, amendments to Ladner Village's land use plan and zoning bylaw must be approved by Council.

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

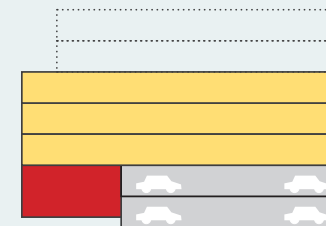


EXISTING USE

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



public art and amenities

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.



preserving heritage



restoring slough habitat

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.



four to six storey buildings



cannery roof form

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.