

Bylaw No. 1950 - Schedule A

1. Schedule "A" – "Town of Ladysmith Community Plan" is amended as follows:

(a) Amending Section 1.8.1 "Population and Economy" as follows:

- (i) Under the heading "Key Issues," the paragraph below the title "Waterfront" is deleted and replaced with the following.

"The Waterfront Area Plan (2018) provides goals, objectives and policies for land use in the Waterfront area. A mix of uses including parks and open space and residential, and employment generating uses such as marina and moorage, commercial, institutional and industrial are considered as appropriate to create a vibrant, diverse welcoming people place."

(b) Amending Section 1.8.2 "Community Form and Character" as follows:

- (i) Under the heading "Key Issues," the paragraph titled "Mixed Use Waterfront" is deleted and replaced with the following.

"Waterfront Area Plan

- The waterfront defines much of the character of Ladysmith. The Waterfront Area Plan provides an overall concept plan for a mix of uses and provides the basis for the creation of a vibrant character and pedestrian scale form. Community members strongly support foreshore enhancement and a waterfront walkway as important elements in the development of the waterfront. Recognizing the history of both the Stz'uminus First Nation and the Town in the form and character of the area are key goals as outlined in the Waterfront Area Plan (2018)."

(c) Amending Section 1.8.3 "Land Use" as follows:

- (i) Under the heading "Key Issues," the paragraph titled "Waterfront Development" is deleted and replaced with the following.

"Waterfront Area Plan

- Upland development of the waterfront will include a mix of uses and activities, including park and open space, institutional, commercial, mixed-use, industrial and residential development. Foreshore development will include marina and moorage uses and related uses as outlined in the Waterfront Area Plan (2018)."

(d) Amending Section 2.1 "Guiding Principles" such that the title and text in item 6 is deleted and replaced with the following.

"6. Vision for the Waterfront

One heart + one mind: Itst uw'hw-nuts'ul-wum (we are working as one) to create a waterfront for now and future generations.

Located on the un-ceded traditional territory of the Stz'uminus First Nation, the waterfront area will bring our Stz'uminus and Ladysmith communities together to build a shared legacy in the spirit of mutual respect and benefit. The waterfront area will be a place of enriching public life, living, learning, creativity, and economic activity. The respectful development of this special place will create the opportunity for community prosperity, ecological regeneration and brownfield restoration while honouring past, present, and future generations."

(e) Amending Section 3.1 "Growth Management" by deleting the five bullets and last sentence under the sentence "Ladysmith has five areas where future population growth can be accommodated:" and replacing them with the following.

“Ladysmith has five areas where future population growth can be accommodated.

- Holland Creek area: potential population of 1,900;
- North Ladysmith: potential additional population of 2,090;
- South Ladysmith: potential additional population of 1,170;
- Waterfront: potential population 750; and
- Infill surrounding downtown: potential additional population of 255.

The Town’s population estimate is 8,949 (BC Statistics, 2017). It is estimated that these five areas can accommodate a potential additional population of about 6,165 people. The five areas are shown in Figure 4 – Potential Population Growth.”

- (f) Before Figure 4, add a new ‘Figure 3.1 – Potential Population Growth’ as shown in **Schedule A.1** attached to and forming part of this bylaw.
- (g) Deleting Section 3.1.4(2) and replacing it with the following:
- “2. Future residential growth will occur in five general areas: North Ladysmith, Downtown, Holland Creek Area, South Ladysmith, and the Waterfront Area as shown in ‘Figure 3.1 – Potential Population Growth’.”
- (h) Amending Section 3.2 “Land Use Planning and Community Design” by:
- (i) Deleting the sentence “Ladysmith has identified several key future long-term development areas” and related bullet list and replacing it with the following:
- “Ladysmith has identified several key future long-term development areas as shown in ‘Figure 3.1 – Potential Population Growth’. They are:
- North Ladysmith;
 - Downtown;
 - South Ladysmith;
 - Holland Creek Area – refer to the Holland Creek Local Area Plan (2016); and
 - Waterfront Area– refer to the Waterfront Area Plan (2018).”
- (ii) Making subsequent amendments to replace the two paragraphs about the Waterfront Area Plan and the Holland Creek area with the following:
- “For a description of the land use and development potential of the Waterfront and the Holland Creek Area, please refer to the Waterfront Area Plan (2018) and the Holland Creek Local Area Plan (2016).”
- (i) Amending Section 3.5.3 “Economic Development Policies” by deleting policy #10 and replacing it as follows.
- “10. Mixed-use development to include economic activity in the areas of eco-tourism, marina and moorage, marine services, arts, culture and heritage, institutional and live-work alternatives, is directed to the waterfront area.”
- (j) Amending Section 3.8.1 “Land Use Designations” by deleting the title “Mixed Use Waterfront” and related paragraph and replacing it with the following:
- “Waterfront Area Plan
The Waterfront Area Plan designation is applied to the core area of the waterfront as shown on Map 1 – Land Use. The land use designations and policies that apply to this area can be found in the Waterfront Area Plan (2018).”
- (k) Amending Section 3.8.2 by deleting the list of three Area Plans at the end of the paragraph and replacing it with the following:

- “Waterfront Area Plan (2018)
- Holland Creek Local Area Plan (2016)
- South Ladysmith Area Plan (2002)”

2. Official Community Plan “Map 1 – Land Use” is amended as follows:

- (a) Amending the “Legend” by deleting the text “MIXED USE WATERFRONT” and replacing it with the text “WATERFRONT AREA PLAN”.
- (b) Placing the “Waterfront Area Plan” designation on the area as shown on **Schedule A.2** attached to and forming part of this Bylaw.
- (c) Amending the “Area Plan Limits” for the Waterfront Area Plan to the area as shown on **Schedule A.2** attached to and forming part of this Bylaw.
- (d) Placing the “Industrial” land use designation on the subject property legally described as Lot A, District Lots 24 and 38, Oyster District, Plan VIP71248 (1130 Rocky Creek Road) as shown on **Schedule A.3** attached to and forming part of this Bylaw.
- (e) Placing the “Parks and Open Spaces” designation on the area shown as “Mixed Use Waterfront” as shown on **Schedule A.5**.

3. Official Community Plan “Map 2 – Development Permit Areas” is amended by:

- (a) Removing “DPA 1” and placing the words “Refer to the Waterfront Area Plan” on the area as shown on **Schedule A.2** attached to and forming part of this Bylaw.
- (b) Removing “DPA 1” and placing “DPA 3/5” on the subject property legally described as Lot A, District Lots 24 and 38, Oyster District, Plan VIP71248 (1130 Rocky Creek Road) as shown on **Schedule A.3** attached to and forming part of this Bylaw.
- (c) Removing “DPA 1” and placing “DPA 5” on the subject properties legally described as:
 - Lot A, District Lot 24, Oyster District, Plan VIP83303 except part in Plan VIP83837 (1031 Oyster Bay Drive);
 - Lot 2, District Lot 24, Oyster District, Plan 45800, except that part in plan VIP73654 (930 Ludlow Road);
 - Lot 1, District Lot 24, Oyster District, Plan VIP81464 (940 Oyster Bay Drive); and
 - Lot B, District Lot 24, Oyster District, Plan VIP83303 (941 Oyster Bay Drive);
 as shown on **Schedule A.4** attached to and forming part of this Bylaw.
- (d) Removing “DPA 1” from the area shown on **Schedule A.5** attached to and forming part of this Bylaw.

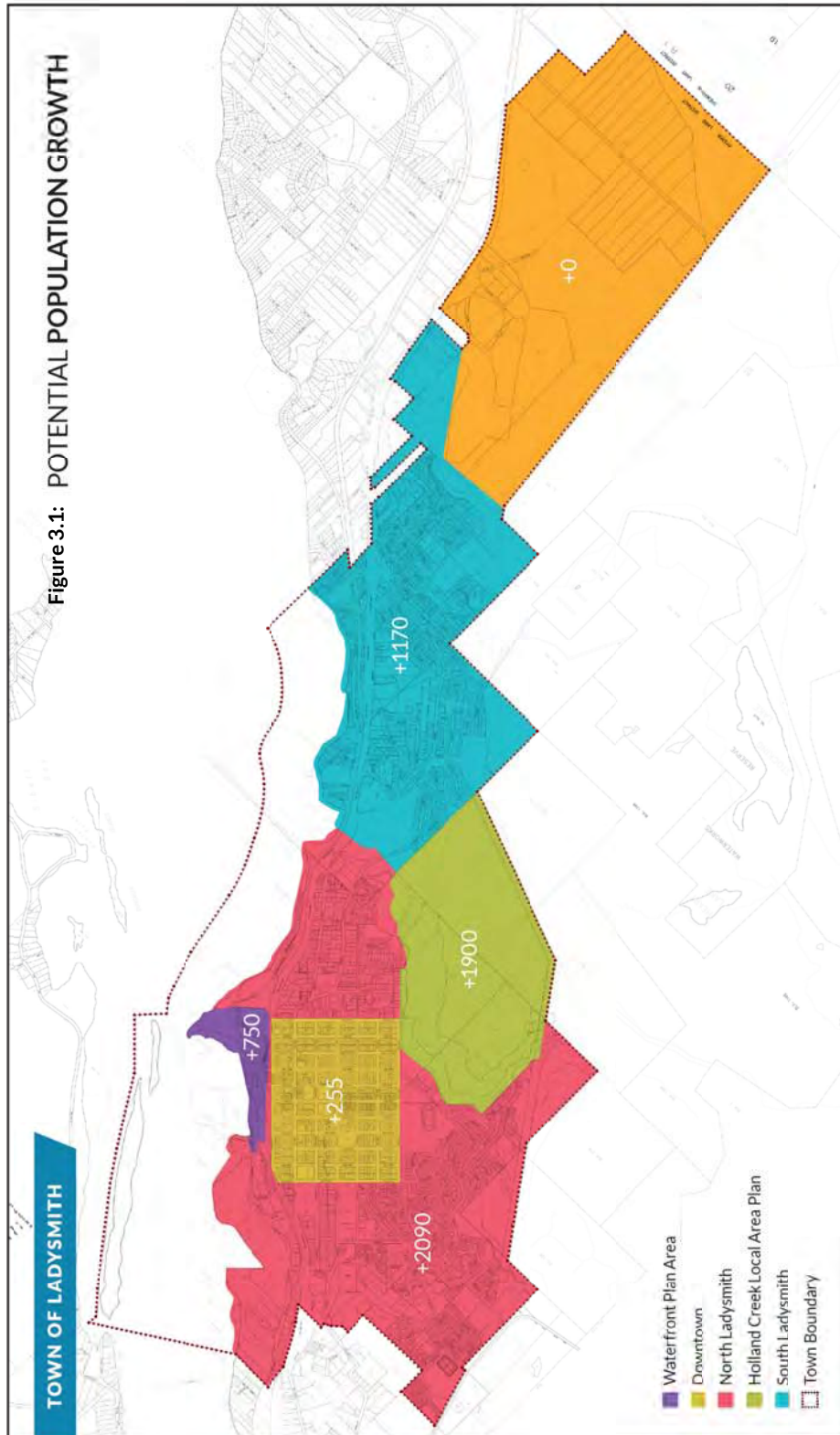
4. Official Community Plan “Map 3 – Transportation” is amended by:

- (a) Placing the words “Refer to the Waterfront Area Plan” on the area as shown on **Schedule A.2** attached to and forming part of this bylaw.

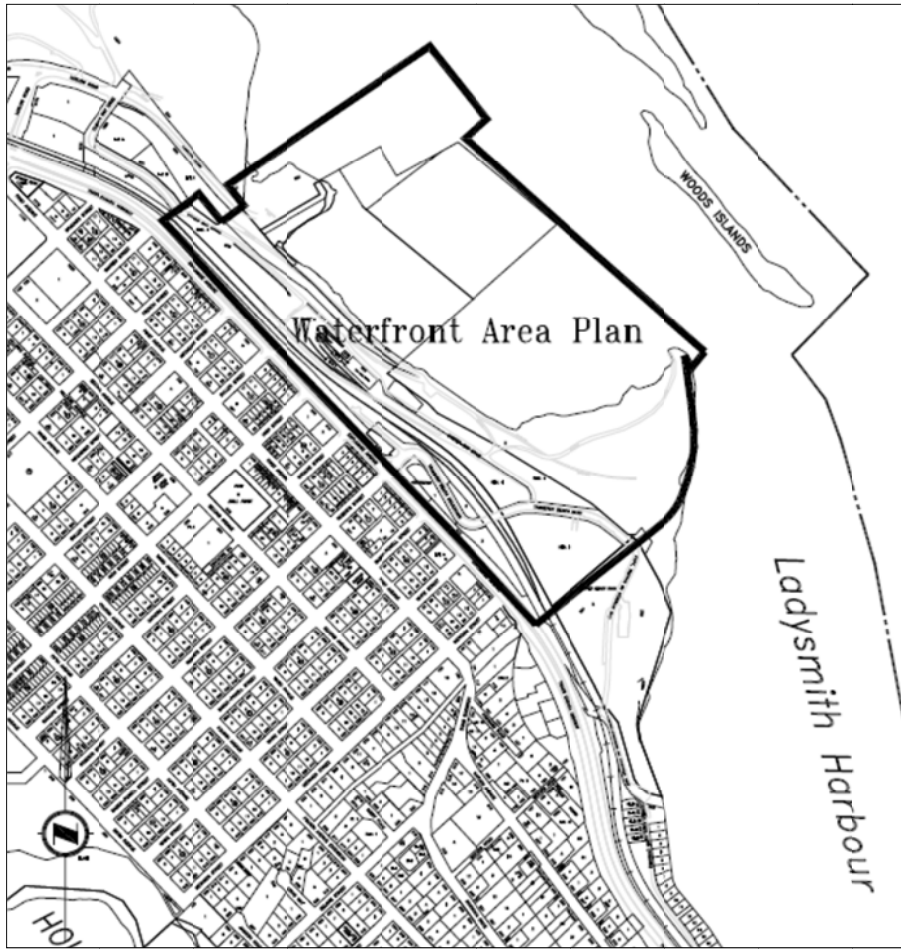
5. Official Community Plan Schedule A.1 “Town of Ladysmith Development Permit Areas” is amended as follows:

- (a) Amending the ‘Table of Contents’ by replacing “DEVELOPMENT PERMIT AREA 1 – WATERFRONT – DPA 1” with the following:
 “DEVELOPMENT PERMIT AREA 1 – MARITIME – DPA 1”
- (b) Amending the “Introduction” and “Exemptions” by:
 - (i) In section 2(a), replacing “Development Permit Area 1 – Waterfront (DPA 1)” with “Development Permit Area 1 – Maritime (DPA 1).”
 - (ii) In section 3(c), replacing the text “Waterfront DPA 1” with “Maritime (DPA 1).”

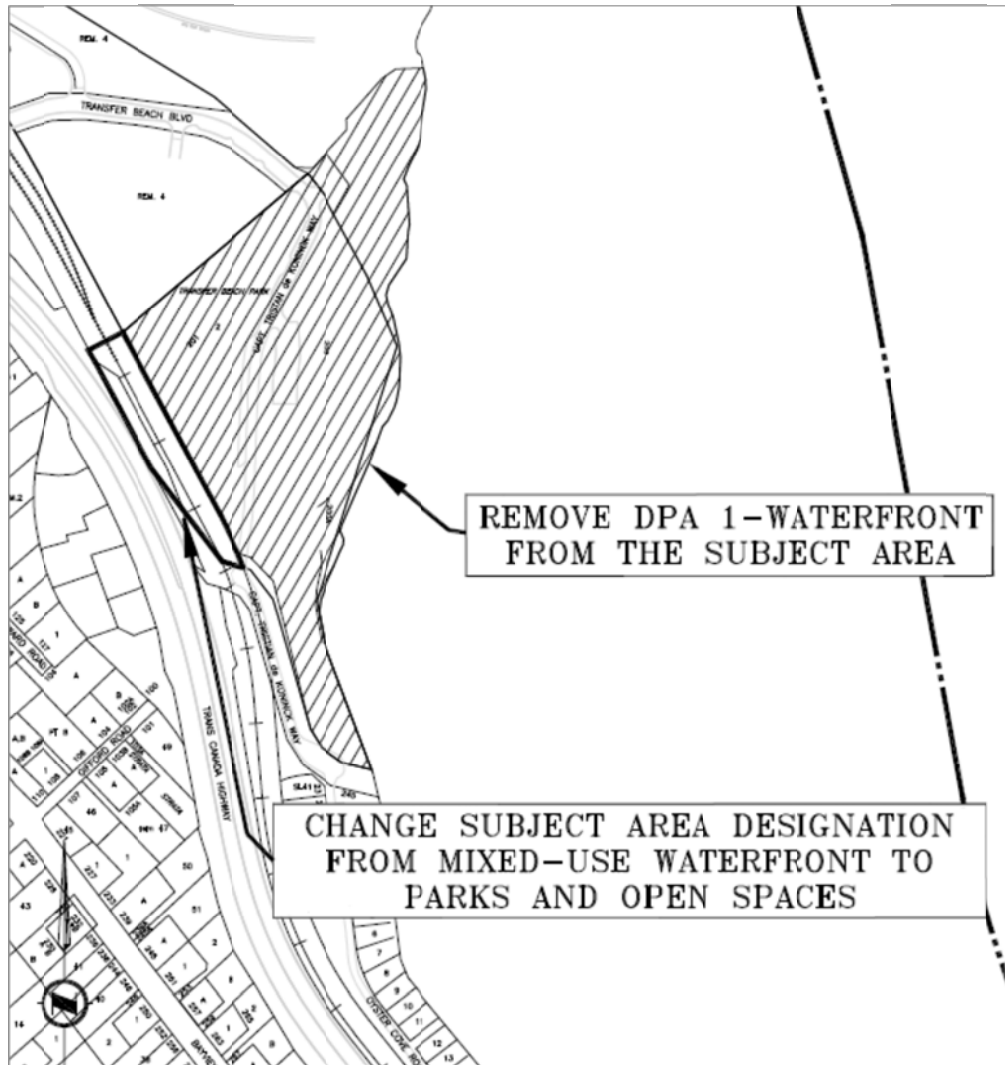
- (c) “DPA 1 – Waterfront” is deleted in its entirety and replaced with “DPA 1-Maritime” as shown in **Schedule A.6** attached to and forming part of this Bylaw.
6. Schedule B “Waterfront Area Plan” is deleted in its entirety and replaced with Schedule B “Waterfront Area Plan” as shown in **Schedule A.7** attached to and forming part of this Bylaw.



Bylaw No. 1950 - Schedule A.2



Bylaw No. 1950 - Schedule A.5



Bylaw No. 1950 - Schedule A.6

DPA 1 – Maritime

DPA 1 | Maritime

Development Permit Area 1 – Maritime is designated under Section 488 (1)(a),(b),(f),(h),(i), and (j) of the *Local Government Act* to establish guidelines for all new development and improvements in the area designated as **Development Permit Area 1 (DPA 1)** on *Official Community Plan Map 2*. Prior to alteration of land; or alteration or construction of buildings and structures; an owner within DPA 1 shall apply to the Town of Ladysmith for a development permit.

The purpose of DPA 1 is to establish objectives and provide guidelines for:

- i) Land based buildings and structures at the edge of the DPA 1 area, as well as buildings and structures that are floating or built on piles in the water;
- ii) The character of development, including the siting, form, exterior design and finish of buildings, signs, and other structures;
- iii) The specific features of the development, machinery, equipment and systems external to the buildings and other structures;
- iv) Protecting development from hazardous condition; and
- v) Promoting energy conservation, water conservation, and the reduction of greenhouse gas emissions.



OBJECTIVES

The objectives of the DPA 1 guidelines are:

- i) To develop the Maritime area as an active, beautiful and safe year-round place for community members and tourists of all ages and abilities;
- ii) To reflect the uniqueness and authenticity of the waterfront in the form and character of buildings and public spaces on the water;
- iii) To reinforce the marine character already in place and harmonize new built structures with the public realm;
- iv) To allow for flexibility in the range of buildings and structures and to recognize the broad range of maritime activities that compromise a successful waterfront.
- v) To ensure that development within the DPA 1 area is visually attractive from the upland areas and further out in the harbor.
- vi) To retell and commemorate the history of our waterfront; and
- vii) To encourage the growth of tourism and other economic activities and services in the Maritime area.

GUIDELINES

1. Land Buildings and Piled Structures

- a) Land based buildings at the edge of the Maritime DPA 1 area may be built on land with either piled or strip foundations, depending on the established geotechnical design of the site.
- b) Buildings over the water, such as a restaurant or other commercial building, will utilize structural systems that make use of wood, steel or concrete piles, structural concrete deck, and wood frame or mass timber construction for the superstructure.
- c) The aesthetic treatment of land based buildings and piled structures should utilize materials and colours that convey a marine character, including the following elements:
 - Simple building forms that reflect the marine character;
 - Heavy wood timbers;
 - Horizontal wood siding, wood shingles, or corrugated steel cladding materials;
 - A variety of colours using solid stain or paint;
 - Standing seam metal or wood shingle roofs;
 - Multi-paned windows with generous openings for viewing interior activities; and
 - Glazed hinged or overhead doors.
- d) Land based buildings shall also respect the “Development Permit Area 3 – Commercial” guidelines.

2. Floating Buildings and Structures

- a) New floating buildings should be founded on a concrete foundation, with wood frame or mass timber construction.
- b) Floating buildings and structures should be designed to complement the existing floating buildings in DPA 1.
- c) The aesthetic treatment of floating buildings and structures, including boat houses, should utilize the following elements:
 - Single or double sloped roofs;
 - Standing seam or corrugated metal roofing;
 - Heavy wood timbers; and
 - Horizontal wood siding, wood shingles, or corrugated steel cladding materials.
- d) Boat shelters must have open walls under the roof to protect public views of the waterfront from the upland areas.



Tseshaht First Nation (Lubor Trubka Associates Architects)



Klahoose First Nation (Merrick Architects)



Examples of appropriate form, character and materials for land, piled and floating buildings.

- e) Where floating homes are permitted they must be located within the geometry of the float and must be designed to be visually attractive with a finished facade as viewed from all angles.
- f) A moorage site plan with dimensions shall be provided for new marinas or marina modifications.

3. Heritage & Views

- a) The site and building design shall consider and incorporate the rich heritage of the waterfront area.
- b) Development and the layout of marine floats shall be designed to respect public views of the waterfront from the uplands and further out in the harbour.



(Source: Emily Carr University)

4. Signs & Lighting

- a) Signs and lighting shall be of a professional quality and shall reflect the maritime character of the area.



Design examples that celebrate the heritage of the waterfront area.

5. Outdoor Patios

- a) Patios and outdoor dining areas are encouraged and shall be located in areas with maximum sunshine hours (especially in the off-season).

6. Mechanical Equipment & Waste Management

- a) Rooftop and grade level mechanical equipment (i.e. air vents, electrical transformers, gas meters) should be strategically located away from pedestrian areas and screened with high quality durable materials that attenuate noise and odour, and complement the overall building design.
- b) Recycling, organic composting, and solid-waste containers shall be screened from view with a solid enclosure on all sides.

7. Energy Conservation

- a) Buildings should be designed to be efficient and healthy, targeting a minimum LEED Silver or equivalent rating.
- b) Building efficiencies may include energy efficient heating, cooling and mechanical equipment, solar hot water, natural lighting, and high levels of insulation.

8. Sensitive Ecosystems

- a) To minimize the impact of new development and to restore shoreline ecosystem function, utilize the 'Green Shores' science-based tools and best practices, found at: www.stewardshipcentrebc.ca/Green_shores

- b) Onsite monitoring of works along the foreshore and intertidal zone may be required by a registered professional Biologist. Conditions regarding monitoring and reporting may be included in the Development Permit.

9. Accessibility & Connectivity

- a) The development shall provide clear, safe and functional public access from the Maritime DPA 1 area to key destinations in the upland area.
- b) Both floating and land based pedestrian walkways must be a minimum of 1.5 metres in width with a non-slip surface to allow for safe access.
- c) Inclined walkways or ramps with a gradient exceeding 1:10 must have handrails.

10. Hazard Mitigation

- a) The Town may require a developer within DPA 1 to furnish a report certified by a Professional Engineer of British Columbia and/or BC Association of Marine Surveyors providing information regarding technical requirements for mitigating measures which would be imposed to enable the site, building, or structure to withstand known potential hazards (i.e. sea level rise, seismic, floatation system buoyancy, wind and foreshore stabilization).
- b) Sufficient fastenings must be available to prevent the floating building or structure from separating from the wharf, pier, or walkway due to list, wind or grounding.
- c) Each building in the DPA 1 area must have direct access to an unobstructed walkway (minimum 1.5 metres in width) leading to shore to allow for an emergency evacuation.
- d) Float homes must have sufficient direct access to open water to allow for access in and out of moorage berths in case of emergency.

11. Crime Prevention

- a) Best practices for Crime Prevention Through Environmental Design (CPTED) should be incorporated into the site and building design, such as:
 - i) Define Territoriality: Building entrances, parking areas, pathways, and other use areas should be defined with appropriate features that express ownership and boundaries, avoiding spaces that appear confined, dark, isolated, or unconnected with neighbouring uses, or appear to be without a clear purpose or function.
 - ii) Integrate Natural Surveillance: Visibility, light, and openness should maximize the ability to see throughout the site. Window placement should provide visual access to all areas of the site. The location of walkways, entrances, landscape materials, and site features should avoid areas



Create a safe, friendly environment for all.

for hiding. Appropriate lighting levels should not produce glare, and excessive lighting that creates darkened spaces in other areas.

- iii) Activity Support: The proposed site layout and building design should encourage legitimate activity in public spaces, by locating outdoor uses in complementary arrangements, or activity nodes, that create more activity than if separated.



Bylaw No. 1950 - Schedule A.7

Waterfront Area Plan

WATERFRONT AREA PLAN

Itst uw'hw-nuts' ul-wum | we are working as one



WATERFRONT AREA PLAN

SCHEDULE B OF THE TOWN OF LADYSMITH
OFFICIAL COMMUNITY PLAN



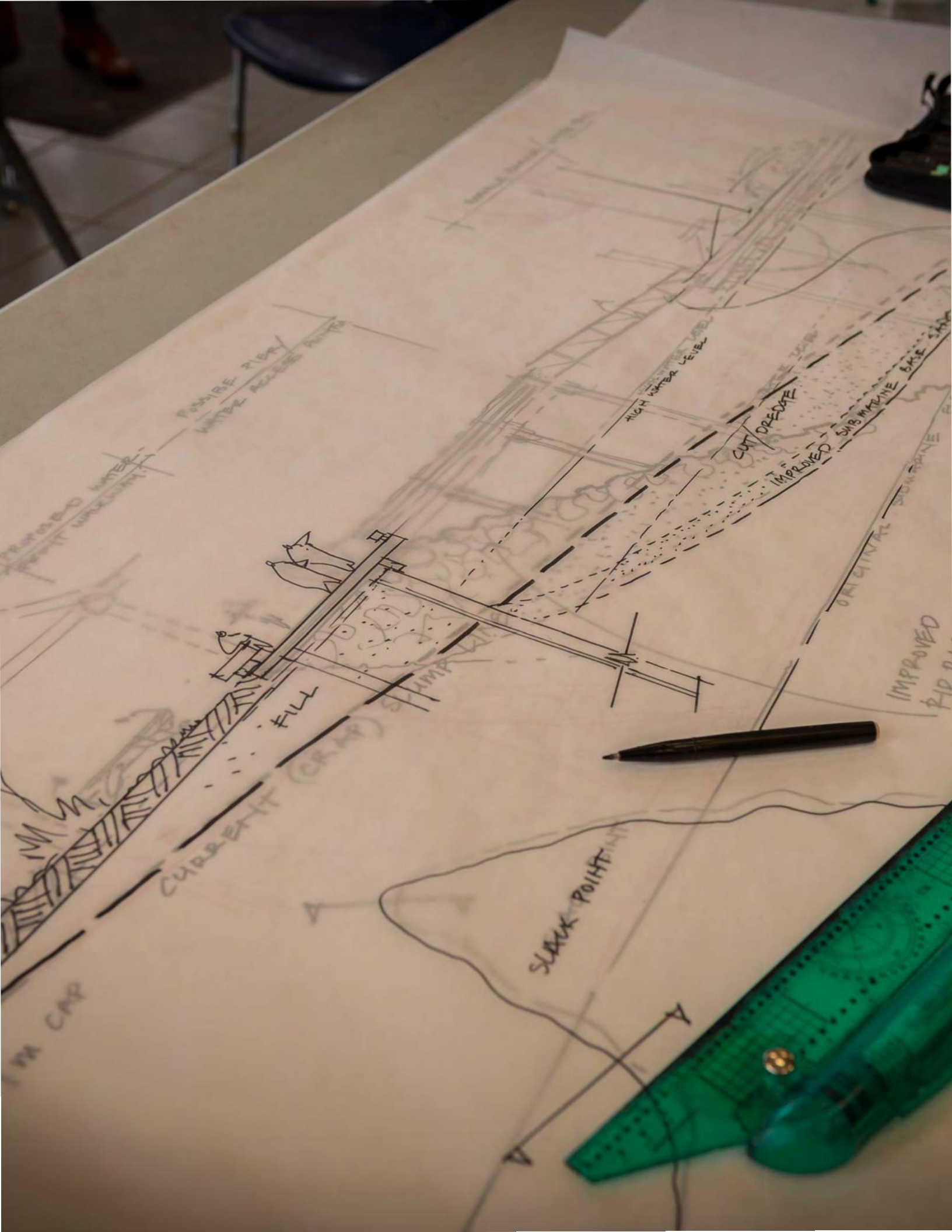


Community Charrette, March 2017



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PROPOSED WATER FRONT WALL
POSSIBLE FLOOD WATER ACCESS POINT

HIGH WATER LEVEL

FILL

CURRENT (CRAP) SHAMP

CUT/DREDGE

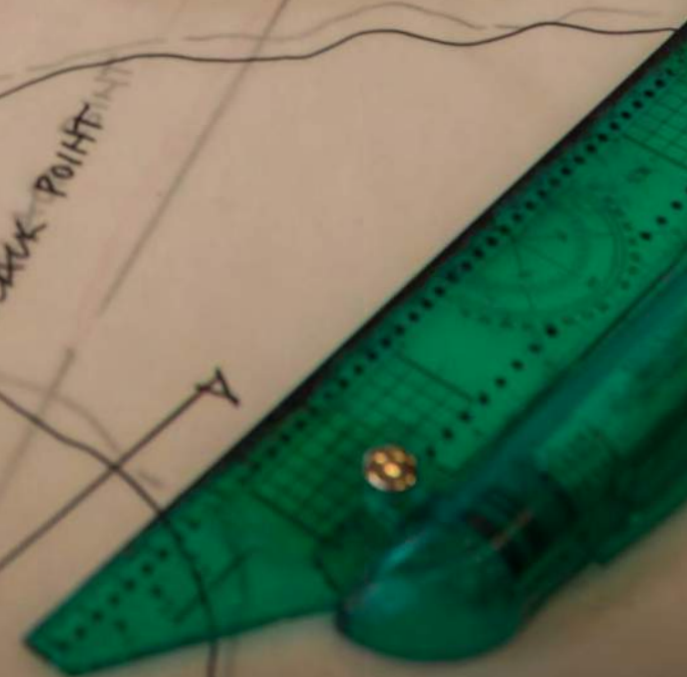
IMPROVED

SUBMERSE BARRIERS

ORIGINAL SUBMERSE BARRIERS

SLACK POINT

1M CAP



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“This project is about bringing our communities closer in terms of how we work together. The challenges are very real and we understand that we need to move forward toward the future.

This is a generational opportunity for the people of Ladysmith and Stz’uminus. We are focused on solutions - we have to be positive and look forward, not look back.”

-Mayor Stone,
Town of Ladysmith

“On behalf of Stz’uminus, I want to thank the community for coming out. We are here for a reason, we want change also. Historically our people lived here, harvested here and thrived on resources in the harbour. We want to restore what we can and move forward in a partnership and relationship where we can build a future together. And that is what we are doing.

This isn’t about whose side of the harbour it is, or whose harbour it is, this is about moving forward and making change for our children. Whatever this community and our community decides that is best, we all decide together and that’s how we are going to move this forward.”

-Chief Elliott,
Stz’uminus First Nation

1. Introduction

1.1 THE TIME HAS COME

This is an important plan. It sets forth a vision for the Waterfront Area, guiding change that will benefit generations to come. It is also the culmination of a planning process that brought together the Town of Ladysmith and the Stz'uminus First Nation, strengthening a relationship and creating an outcome that seeks to benefit both communities.

The Waterfront Area played and plays an integral role in the life of both communities. From time immemorial, these lands and waters have nourished and been stewarded by the ancestors of the Stz'uminus First Nation. Colonization and past industrial development ruptured this relationship, and left ecological scars on the water, the foreshore, and the uplands. At the same time, industrial development gave rise to the unique character of the Town of Ladysmith, which is valued for its historic streetscapes that are rich with public life.

Today, the waterfront is cherished by residents of the Town and Nation alike. There has been much attention paid to planning for and the development of the waterfront for many years, including most recently in a 2008-2009 visioning exercise that helped clarify Ladysmith's aspirations for the area. This current Plan is set apart from past planning processes in two important ways.

First, this planning process was rooted in a partnership between the Stz'uminus First Nation and the Town. In 2007 and again in 2012, the Town and Nation signed the First Community Accord, to work together to build a better relationship and develop partnerships for the mutual benefit of both communities. This Naut'sa Mawt Community Accord has been further strengthened by the signing of a Memorandum of Understanding identifying 16 potential joint initiatives, including harbour clean-up and expansion of marina services.

Second, this planning process benefited from environmental studies in 2010-2012 that provided new and vital understanding of existing conditions and cost constraints relating to environmental contamination and geotechnical issues. This plan builds on many other past plans, proposals, and studies as well.

Together, this improved understanding, strengthened partnership, and emergent community vision have driven the creation of this plan. This is a generational opportunity whose vision could take 20-30 years to fully build out. Beyond that, the waterfront will continue to grow and evolve along with the communities that cherish it.





This Waterfront Area Plan has four main parts: introduction, vision and goals, objectives and policies, and implementation.

Introduction

The Introduction provides an overview of the waterfront area, the historical context of the area, the planning process, new engineering and geotechnical information, and the unique partnership that sets this plan apart from those that came before.

Vision & Goals

The Vision statement sets forth the aspirations for the Waterfront Area Plan. It emerged from a community design workshop that included members of the Stz'uminus First Nation and the Town of Ladysmith, and was informed by the input of hundreds of residents. The goal statements support this vision, while providing more detail on specific components of the plan elements.

Policies

The Objectives and Policies section sets forth the specific land use designations of the Waterfront Area Plan and articulates the objectives and policies for land and water use, public realm, mobility, and ecological management.

Implementation

The Implementation section provides guidance for next steps in bringing the Plan to life. It identifies short, medium, and long-term actions that are intended to drive implementation forward.



1.2 TIME IMMEMORIAL

The Stz'uminus First Nation people are descendants of the first inhabitants of what became known as Oyster Harbour and is now called Ladysmith Harbour. For thousands of years, the Stz'uminus people have harvested from the harbour, its creeks and rivers and surrounding watersheds and forests, the Salish Sea, the Fraser River valley and beyond. As Hul'qumi'num people, they are stewards of the rich source of fish and shellfish in their traditional territory.

However, with the completion of the E&N Railway in 1886, and the construction of great shipping wharfs in Oyster Harbour beginning in 1898 by coal baron James Dunsmuir, the harbour was transformed and became a centre for industry and a shipping port for coal and other industries. Millions of tons of coal wash (slack) and hundreds of thousands of tons of wood debris were left behind by over 86 years of coal and forestry industrial activity.

The Stz'uminus, despite their continuing and irrevocable presence since time immemorial, became increasingly alienated from the management of their lands for harvesting, cultural, spiritual and economic use. This was a result of settler-colonial processes, which divided and sold the land without the input of its original owners and imposed an oppressive reservation and forced residential school system.

Recognizing the legacy of past misdoings, the Stz'uminus First Nation and Town of Ladysmith are committed to working together to restore the cultural values, improve the ecological health and create economic opportunity on the waterfront and in the harbour.

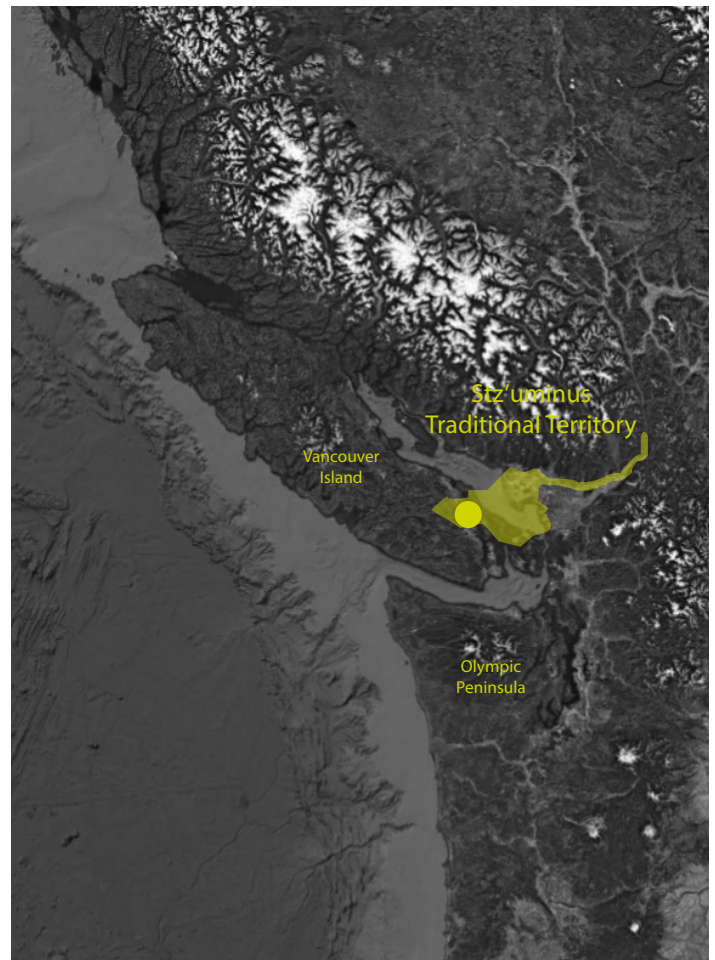


Figure 1: Stz'uminus Traditional Territory

“Ladysmith harbour is a very important, cherished, loved place of the Stz’uminus. An unceded part of our territory... This was our paradise... Year round the uplands and the ocean provided for us. What more could we ask for?”

...Industry and pollution have affected our way of life. All around in the harbour you’ll see middens, clam shells. Today, for the last 30 years, there has not been a clam in this harbour fit for human consumption. Maybe longer than that. So there’s work to be done.”

-Elder Ray Harris (Shulqwilum), Stz’uminus First Nation

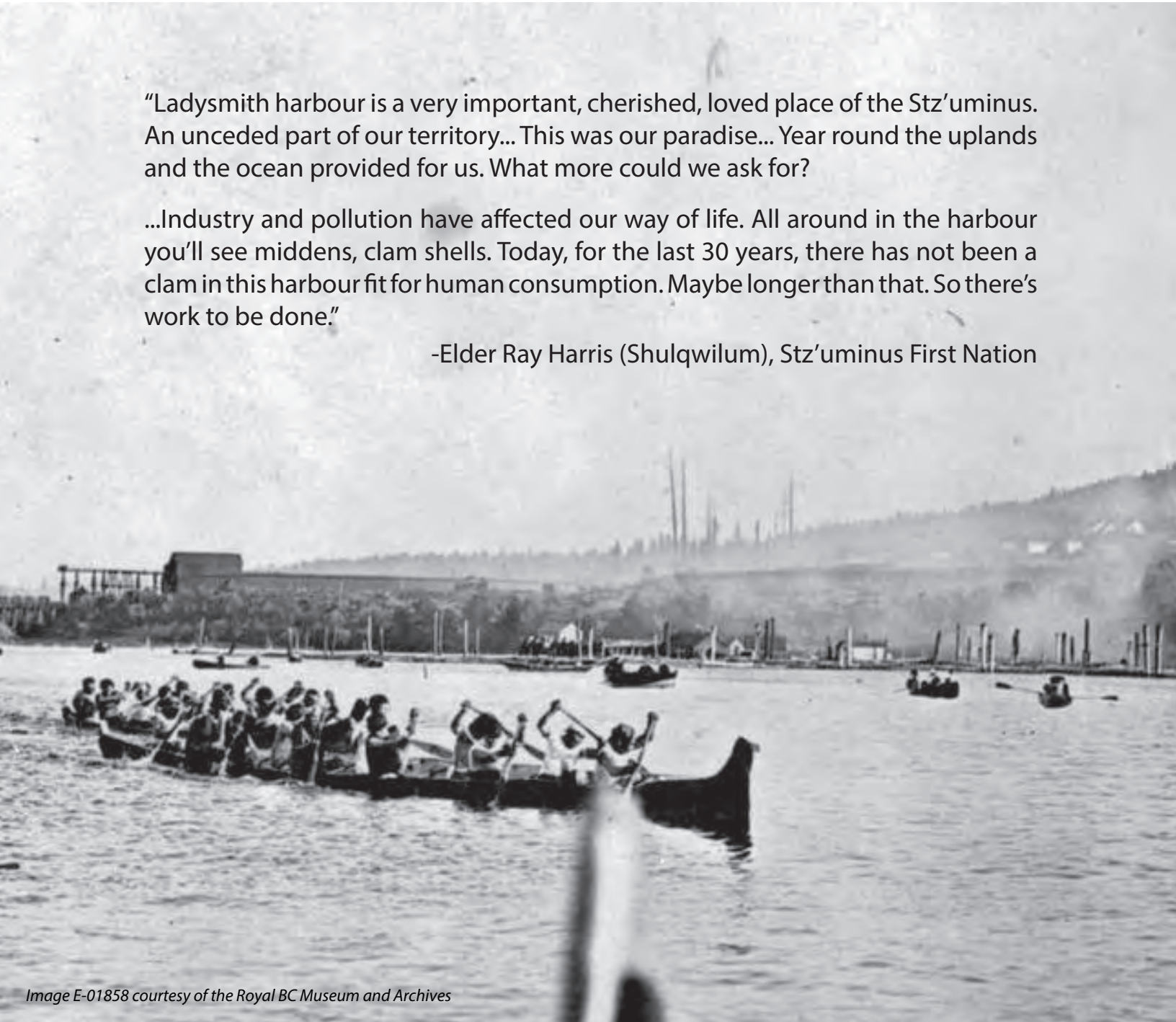


Image E-01858 courtesy of the Royal BC Museum and Archives





1.3 INDUSTRIAL HERITAGE

The Town of Ladysmith had industrial ties from the very beginning. James Dunsmuir created a settlement on Oyster Harbour, shortly after commissioning great wharfs, as a place for the nearly 900 Extension Mine employees to live.

In 1904, the Town of Ladysmith was incorporated, but the waterfront lands were not initially included as Dunsmuir had no desire to pay municipal taxes. By the end of 1911, the Town's population was nearly 3,300 people.

Coal continued to be a central economic force for the Town - however, employee strikes, competing coal mines, decreased demand for coal and finally the Great Depression resulted in the closure of Extension mine in 1931. After the closure of the mine, the town population shrunk by nearly 50%. However, by 1935 Comox Logging and Railway Company purchased a tract of forest to the west of Ladysmith.

By the late 1940s, Ladysmith was the centre of major logging operations and logging has continued to play an important part of the town's economic development. Evidence of the Town's industrial history is clearly visible in the waterfront area, including a rich collection of buildings and artifacts. Unfortunately, there is also a legacy of environmental contamination that is also clearly visible on the waterfront. This plan addresses both.



1901 Map Produced for Land Sales



Sacking Coal in Ladysmith



ARINA VISITORS WELCOME 250-245-1146

1.4 PLAN AREA

The plan area is located on the Salish Sea, an inland marine sea comprised of Juan de Fuca Strait, the Strait of Georgia, Puget Sound and their connecting channels, passes, and straights.

It is located between the Town of Ladysmith's highly treasured Transfer Beach Park in the south, well-established industrial areas in the north, and the Trans Canada Highway to the west.

The Plan area includes approximately 49 hectares in total area - 47% (23 hectares) of which are land and fill parcels, and 53% (26 hectares) of which are water parcels. Significant natural features include steep topography, with over 30 metres elevation change from the highway to the shoreline.

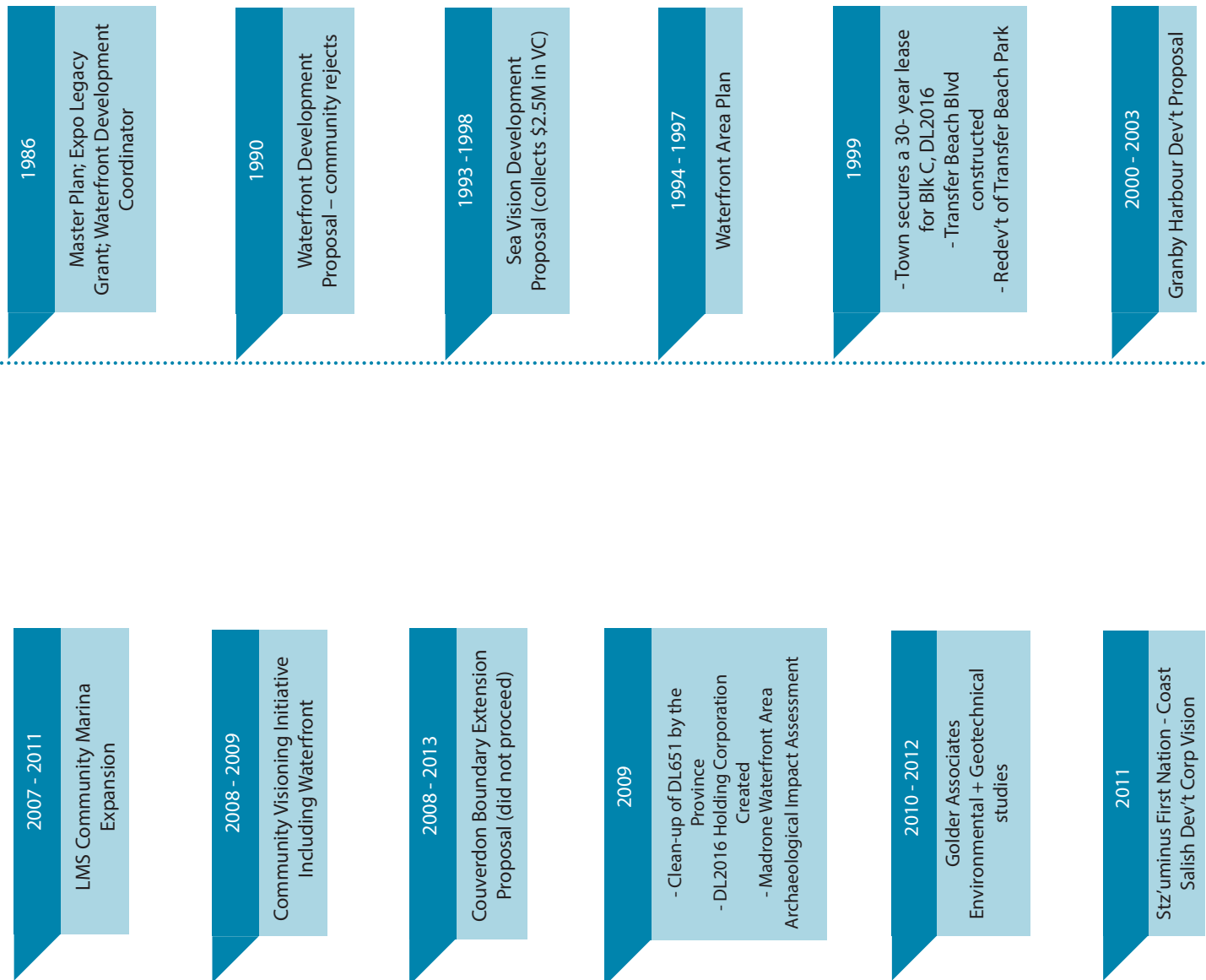


Map 1: Plan Area



1.5 TIMELINE OF RECENT PLANNING INITIATIVES

This planning process stands on the shoulders of many past studies, planning processes, and initiatives, including the following:



2012

- Naut'sa mawt Community Accord Signed by Town and Stz'uminus
- Ladysmith Maritime Society Community Marina Upgrades (DL2016)
- Naut'sa mawt Steering Committee Formed

2013 - 2016

Sustainability Action Plan

2014

The Machine Shop (Lot 4) added to Community Heritage Register

2016

Stz'uminus history included in Transfer Beach Park

2016

Waterfront Area Plan - Planning and Design Project Commences

2003

Official Community Plan

2004 - 2006

Waterfront Development Planning and RFP

2006

- RFP issued for comprehensive mixed use concept
- First Principles proposal – did not proceed
- Key issues: relationship between SFN and Town; Quantifying clean-up costs; Role of Lot 5; Use of park land
- Joint Council meetings start

2007

First Community Accord signed by Town and Stz'uminus

2007 - 2009

Fisherman's Wharf Breakwater Proposal





1.6 THE PLANNING PROCESS

The policies in this plan are built on a vision created by the community. It is a vision that sees the waterfront as a place where both Ladysmith and Stz'uminus communities come together as one. As of January 2018, an estimated 1700+ distinct participant interactions took place and included the following activities:

- Ongoing discussion with Mayor Stone and Chief Elliott, and members of both Councils;
- Mapping and discussion with diverse groups in Ladysmith, including with the Secondary School Leadership Class, Seniors Centre, Ladysmith Family and Friends, and passersby in community facilities and businesses;
- Discussions with Town and Stz'uminus administration staff;
- Two workshops with property owners and tenants, and one workshop with the Town's advisory committee and commission;
- A Speakers Night including Elder Ray Harris and visiting experts on waterfront development and indigenous design;
- Stakeholder meetings with the Coast Salish Development Corporation, Ladysmith Fisherman's Wharf Association, Sealegs Kayaking, and a number of service clubs;
- Two online surveys, with input from people representing all age categories and including residents, business owners, employees, and students, as well as a handful of visitors;
- A 2-day design charrette, involving approximately 25 participants from both Ladysmith and Stz'uminus communities; and
- Three public open houses that enabled residents to review the ideas that emerged from the charrette, the draft concept plan, and the final draft plan.

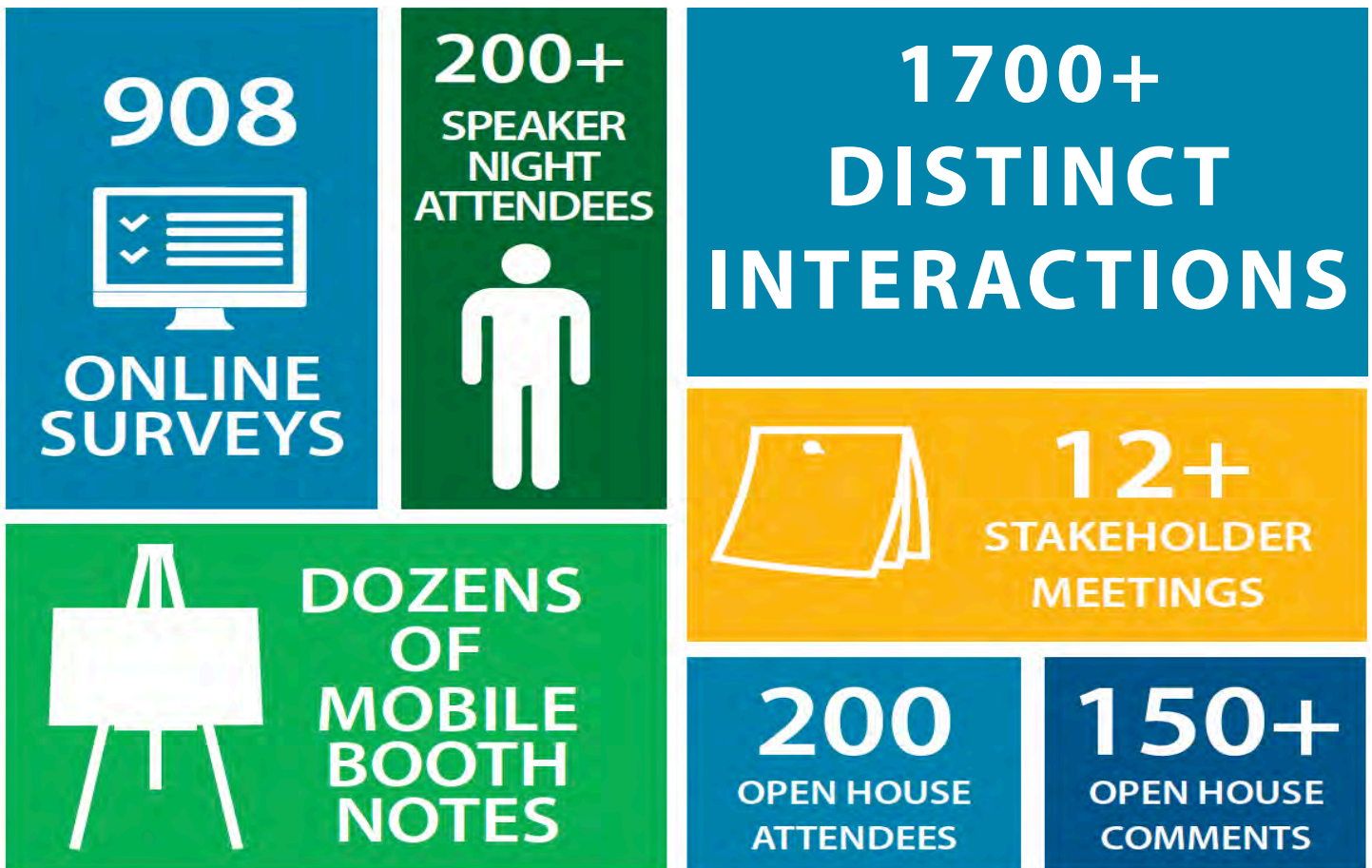


Figure 2: Snapshot of Public Participation





NAME

NAME

NAME

PRINCIPLES

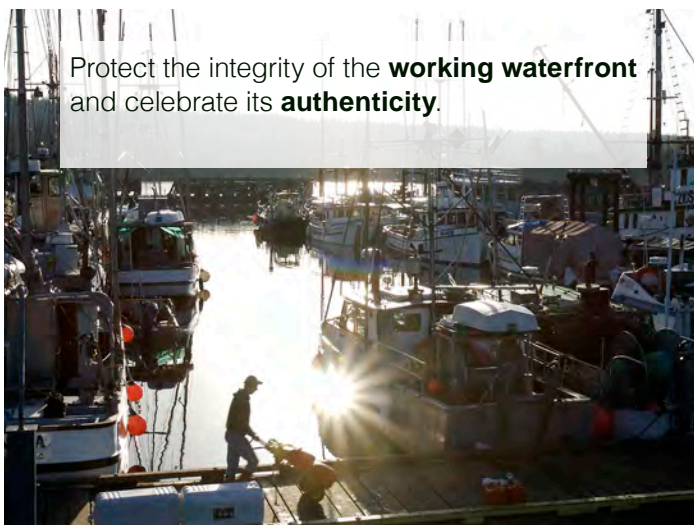
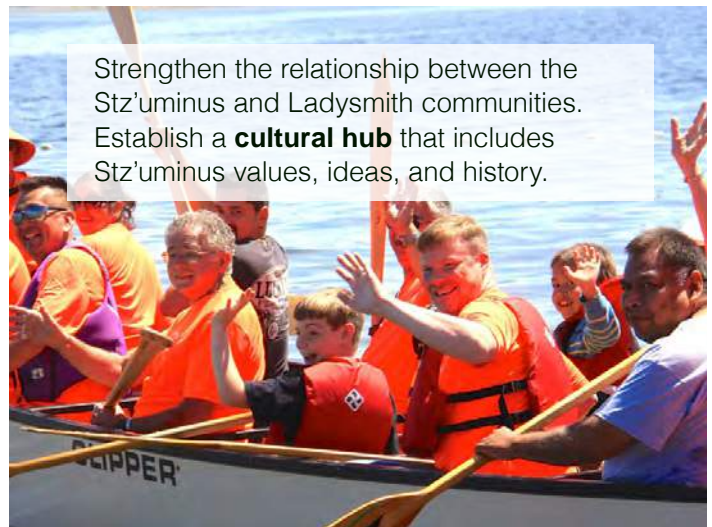
- A PLACE THAT ENHANCES
- A PLACE THAT ENGAGES
- A PLACE THAT EMPOWERS

WE →

Waterfront Pan Charrette
March 10-12, 2017
2017 Official Community Plan, 2018-2022

Themes from the Community Visioning

During the visioning process and leading up to the community charrette, a number of themes emerged across diverse engagement activities and stakeholder groups. They are as follows:



“I believe we are on the right track in regards to being respectful to each other as long as we plan for the greater community and be inclusive of both sides of the harbour... We as the First Nation side would like to see ourselves be represented in the town. I know there is a history, some of it not good, but when we put that behind us and move forward we can create a greater community for our children and children’s children. I know in my heart we are moving forward.”

-Stz’uminus project participant

“All development should celebrate the Stz’uminus First Nation culture, both current and historic... The waterfront project is a unique opportunity to show our Stz’uminus neighbours and the world that we recognize our settlement on Stz’uminus land, that we embrace their presence, and that we welcome their guidance now and into the future.”

-Ladysmith project participant

2. Vision, Goals & Concept

The vision and the goals were informed by the extensive community input received over the life of the planning process, and emerged directly from the community design workshop that included members of both the Stz'uminus First Nation and the Town of Ladysmith. Both communities worked to articulate a shared vision that captured their hopes and aspirations for the future of the waterfront.

The vision is included on the following page, and is based on the communities' idea that when Town and Stz'uminus residents plan for the future of the waterfront, they should do so from the perspective of "The Big We". In other words, it's not "we in Ladysmith" who will guide the future of the waterfront, and it's not "we at the Stz'uminus First Nation" who will guide the future of the waterfront. Rather, it's "we in Ladysmith and in the Stz'uminus First Nation". Together we decide, and together we benefit.



Figure 3: The future waterfront – view from south of Slack Point.

WE

WE

WILLIAM

We

1. We

Timeline

atome

TRUE
PARTNERSHIP
IN
HARBOUR
DEVELOPMENT

St. Uminus
Presence
Part

UNIQUELY
WE

JOINT
PARTNERSHIP

A photograph of two men laughing heartily. The man on the left is wearing glasses and a grey hoodie over a blue shirt. The man on the right is wearing a grey hoodie over a red shirt. They are standing in front of a whiteboard with some diagrams. The background is a dimly lit room with shelves of trophies or awards.

2.1 VISION FOR THE WATERFRONT

ONE HEART
+
ONE MIND:

Itst uw'hw-nuts' ul-wum (we are working as one)
to create a waterfront for now and future generations

Located on the un-ceded traditional territory of the Stz'uminus First Nation, the waterfront area will bring our Stz'uminus and Ladysmith communities together to build a shared legacy in the spirit of mutual respect and benefit. The waterfront area will be a place of enriching public life, living, learning, creativity and economic activity. The respectful development of this special place will create the opportunity for community prosperity, ecological regeneration and brownfield restoration while honouring past, present and future generations.

2.2 GOALS

Extending from the Vision, the following goals provide the building blocks of this Plan.

1. Public Waterfront Access

Maintain and enhance continuous, public access along the waterfront.

2. Stz'uminus Presence on the Water

Re-establish presence of the Stz'uminus First Nation on and near the water.

3. Honouring the Earth and Water

Honour the ecology of the waterfront area, including its related traditional uses and culture.

4. Working Waterfront

Protect the authenticity and integrity of the working waterfront, including its employment-generating uses.

5. Sharing Spaces

Establish places for both Ladysmith and Stz'uminus communities to come together to share, learn, and celebrate one another, while also protecting the privacy of sacred ceremonies and hereditary teachings.

6. Year Round and Multi-Generational People Places

Create destinations for multi-generational locals (primarily) and tourists (secondarily) to live, gather, eat, shop, play, linger, and take in the view all year long.

7. Regenerative Design

Protect and restore ecological values through remediation of contaminated foreshore and uplands, land use and the design of buildings, open spaces, and infrastructure.

8. Cultural Hub

Strengthen and build on existing cultural strengths,

creating more destinations to showcase Stz'uminus and Ladysmith history and culture.

9. Connections

Improve connections in all directions, including to the Downtown for residents and visitors alike.

10. A Place for Walking

Make walking delightful and design places for people on foot and mobility-supporting devices for all ages and abilities.

11. Expressive Personality

Reflect the uniqueness and authenticity of the waterfront in the form and character of buildings and public spaces.

12. Viable and Mutually-Beneficial Development

Support implementation with development approaches that leverage land value and optimize mutual benefit for both Ladysmith and Stz'uminus communities.

2.3 CONCEPT PLAN

The vision and goals are manifested in the overarching Concept Plan presented on the following page. While the Concept Plan is not intended to be a blueprint for construction, it does provide a decision-making framework for land use, built form, open space, and transportation.

Land-Based Uses

The proportion of different land-based uses (not including marina and moorage areas) are shown below. Refer to Map 3: Land Use Designations.

Park	51.9%
Commercial	16.5%
Residential - Apartments	9.2%
Residential - Townhouses	2.9%
Institutional	10.5%
Mixed Use - Live-Work-Learn	3.4%
Industrial	5.7%



1. MARINE SERVICES CENTRE

Existing facility with expanded and improved marine vessel repair and maintenance yard, with additional boat lift equipment, amenity buildings, associated site parking, and marine fuel services.

2. COMMERCIAL FISHING WHARF

Reconfigured boat docking with new access and vehicular turnaround on the breakwater, with potential expanded space for marine services. Note: Adjacent public boat launch, washrooms, and boat trailer parking is maintained.

3. MARINA LANDING

Improved vehicular access is enabled by the filling of foreshore to the north. The new additional space will provide water-oriented enterprises and programming, such as a paddling centre and expanded drop-off and turnaround area. Additional parking, access and services to the south will support the communities' expanded marina, where limited boat shelters and possible float homes may be established.

4. STZ'UMINUS FIRST NATION CULTURAL CENTRE

As an integral feature of the future waterfront, the SFN Cultural Centre is sited on the water's edge. It's future design will be led by SFN, and is expected to include spaces to showcase Stz'uminus culture, artist spaces, and retail spaces such as a cafe.

5. WATERFRONT WALKWAY

A continuous waterfront walkway establishes public access to the water, extending from the commercial fishing wharf to Slack Point, and further south to Transfer Beach Park.

6. SLACK POINT PARK

Substantial environmental improvements are achieved through the capping of the park area and surrounding foreshore and submarine floor. New plantings would improve ecological health, and a variety of park programming and events, such as concerts and festivals,

could be accommodated in the reconfigured open area. The existing gravel parking would be retained and improved, with additional parking to support marina activities. Stz'uminus cultural references are incorporated into the park.

7. LIVE-WORK-LEARN

Mixed used live-work-learn buildings – with ground-level commercial, institutional, light industrial or entrepreneurial spaces for the tech industry or arts studios and residential uses above – are adjacent to the creative activities within the Machine Shop and surrounding structures.

8. FILLED FORESHORE & ACCESS ROAD

A retained and filled foreshore on either side of the community marina, combined with restorative ecological habitat plantings along the length of the new foreshore and submarine areas, creates room for improved vehicular access to the expanded marina. It also provides opportunity for additional marina parking and water-oriented amenities, as well as the possibility of future small-scale retail destinations, such as a pub.

9. ARTS AND HERITAGE HUB

Identity, character, and existing conditions are enhanced in this key central area to further define it as a creative, arts and culture, and heritage hub, building on current activities and structures. The Machine Shop is maintained.

10. GATACRE OVERPASS (PEDESTRIAN BRIDGE)

A pedestrian overpass/bridge safely and efficiently connects the downtown with the cultural hub and overall waterfront area.

11. WATERFRONT INN

A small boutique hotel or inn offers amenities to visitors by land or water, and includes publicly-accessible destinations for locals such as culinary and recreational opportunities. This Inn will be differentiated from and complementary to hotel development at Oyster Bay.

12. RESIDENTIAL DEVELOPMENT

A mix of housing types ranging from 2-3 storey townhomes to 5-6 storey apartments create housing choice and revenue for investment in public amenities such as the waterfront walkway. Many of the community's priorities for the future of the waterfront require capital investment, and the residential development will assist in covering costs.

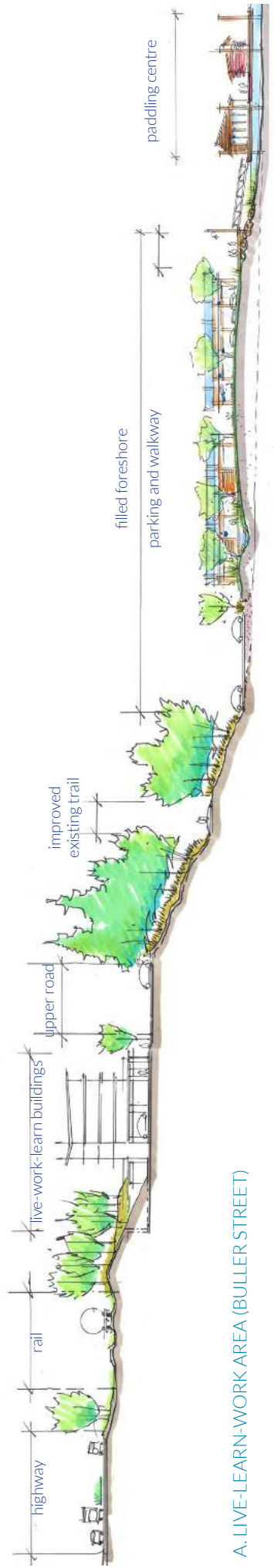
The location of these homes is behind the existing forested ridge and does not cast shadow on the public waterfront walkway or impede views from upland areas. Public pedestrian linkages are included in the site plan.



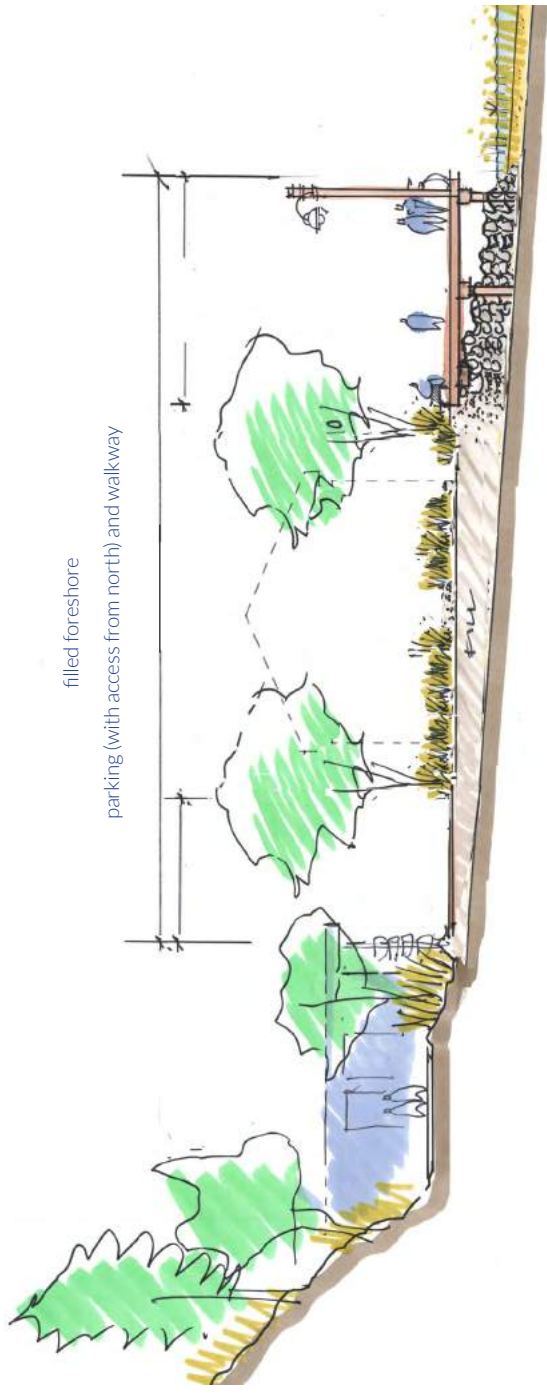
The following pages contain sections cut through the Waterfront Plan Area. Sections are meant to represent a conceptual vertical cut through the plan area showing topography, landscaping and natural areas, road network and buildings. Sections help to demonstrate the relationship between different plan areas from the uplands to the water's edge. The key map below shows the area that each section represents.



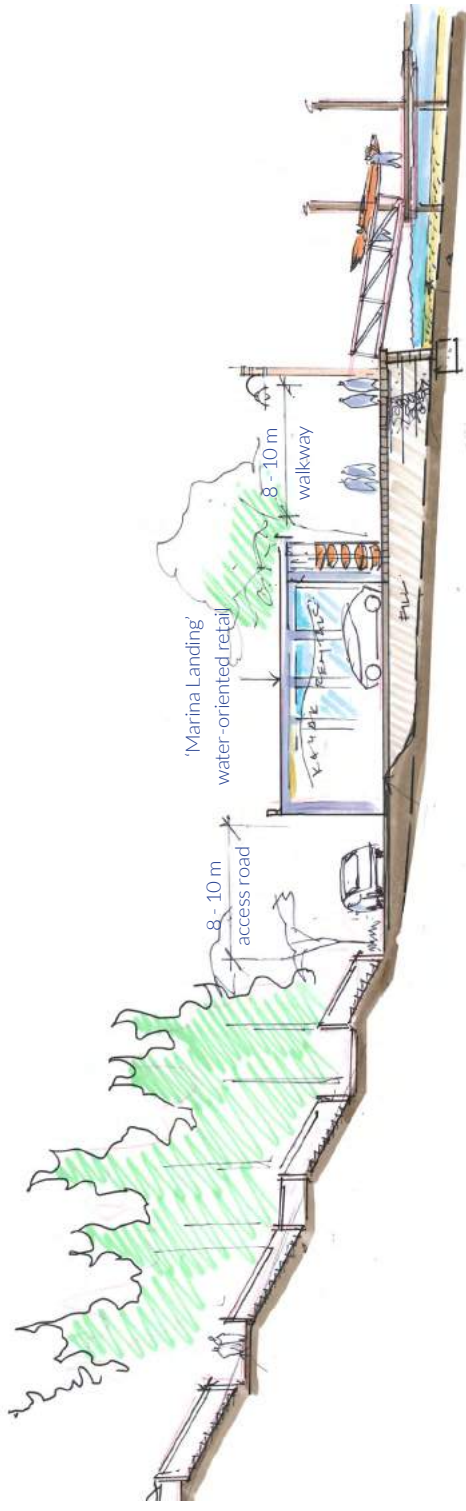
Figure 4: Concept Plan Section Key



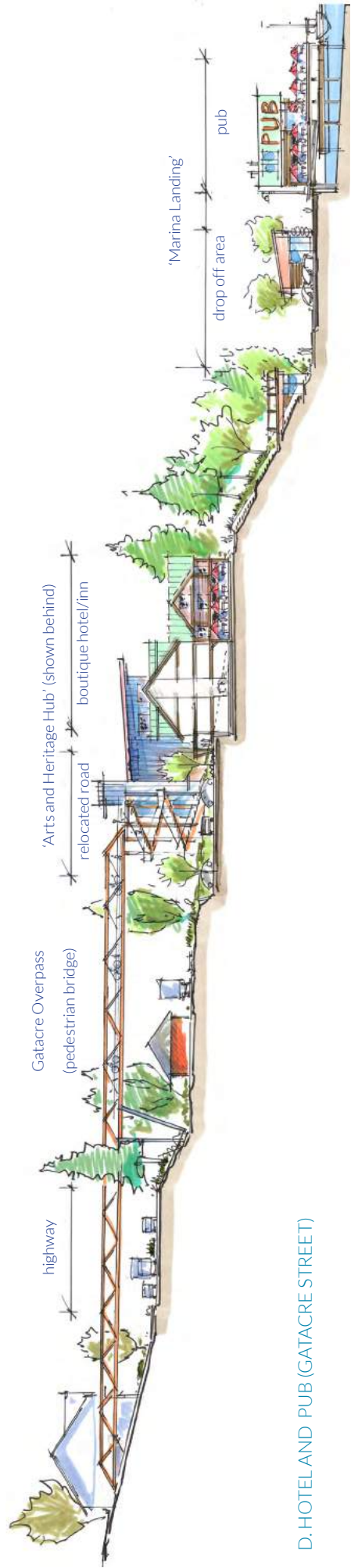
A. LIVE-LEARN-WORK AREA (BULLER STREET)



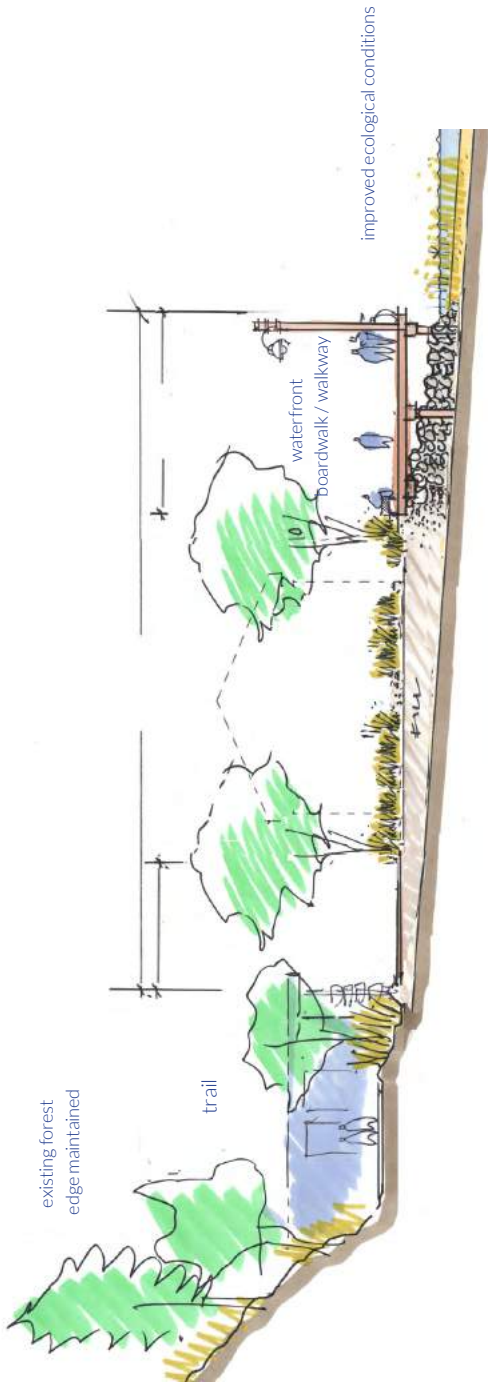
B. FILLED FORESHORE AREA



C. 'MARINA LANDING' DROP-OFF AREA



D. HOTEL AND PUB (GATACRE STREET)

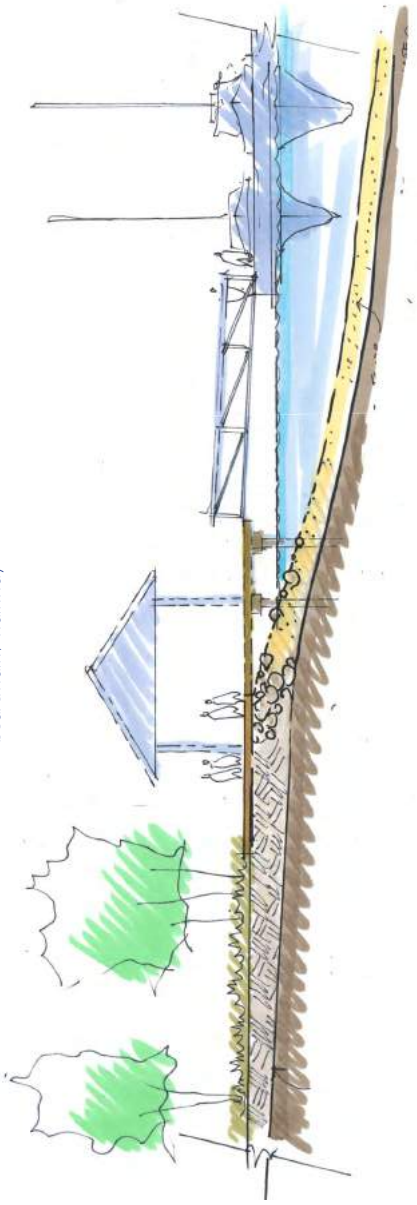


E. WATERFRONT WALKWAY



F. RESIDENTIAL AND STZ'UMINUS FIRST NATION CULTURAL CENTRE (BADEN-POWELL STREET)

'Slack Point Park'
 capped with restorative habitat plantings



G. SECTION THROUGH SLACK POINT BEACH / FORESHORE

setback
 highway
 trail
 rail
 new road
 setback



Transfer
 Beach
 Boulevard
 setback
 residences
 Slack Point Park

H. PRIMARY RESIDENTIAL AREA

3. Objectives & Policies

3.1 LAND USE

The next section of the Waterfront Area Plan provides objectives and policies for the land uses provided for in the concept plan. The conceptual precincts are broken into land use categories as illustrated on Map 3 – Land Use Designations.

Residential land use is considered an appropriate form of development for certain locations on the waterfront. Residential development is primarily focused on the uplands and includes ground level townhouses and apartment style units. New development is intended to create a vibrant, diverse welcoming people place through a mixed-use neighbourhood as outlined in the following section. New residents will also support businesses elsewhere in Ladysmith, including the downtown. It is expected that the Waterfront Area could include approximately 325-350 residential units of various types for a potential population at build-out of about 750-800. This is a significant change from the 1997 plan which anticipated a much larger residential population, with the removal of Slack Point as a development area.

Commercial land use areas are shown near and along the shoreline in an area of extended fill and a small-scale hotel or inn is provided for in the centre of the site. A mixed use live-work-learn precinct is located on the upland in an area where neighbouring uses include industrial activity, the rail corridor and the arts and heritage hub. The commercial land uses are intended to support a year-round destination for residents and visitors, as well as complimentary services to the downtown. The Waterfront Area Plan accommodates 1,500 square metres (16,145 square feet) of space for retail and food and beverage,

plus a small-scale full-service hotel or inn of 40-80 rooms, along with the services associated with the communities' expanded marina. The live-work-learn development could accommodate another 4,000 square metres (43,055 square feet) of mixed use space.

The Arts and Heritage Hub at the Machine Shop is designated as institutional land use. The concept plan supports maintaining and expanding on the current heritage and creative arts activities taking place today. The railway station is located in this area along with a new highway-oriented Visitor Centre. Approximately 2,500 square metres (27,000 square feet) of existing community space is included in the plan, along with the potential for an additional 1,400 square metres (15,000 square feet) of new space.

Marina and moorage land use areas encompass the Fisherman's Wharf, Ladysmith Maritime Society Community Marina and the adjacent water lot planned for marina expansion. The scale of marina development should maintain the small scale harbour character of Ladysmith. The marina areas are in close proximity to marina-oriented commercial use, such as a restaurant or pub, as well as the Stz'uminus First Nation Cultural Centre and expanded parking and drop-off areas.

The waterfront area is adjacent to the Rocky Creek Industrial Park to the north. The existing marine services centre is supported as a key component of the working waterfront and has been identified as industrial land use. Future uses to support the fishing industry and other marine activity could be co-located in this area. This expanded area could support up to 1,350 square metres (14,500 square feet) of marine-related industrial and retail space.



The objectives and policies for the land uses within the Waterfront Area are presented in this section.

OBJECTIVES

- To represent both Stz'uminus and Ladysmith cultures in land and water use.
- To create diverse destinations that activate the Waterfront Area all day, all week, and all year.
- To introduce residential uses that provide housing choice for diverse household types.
- To establish residential densities that support waterfront commercial uses, create value for investment in public assets, and are respectful of the scale of existing development in Town.
- To create the conditions that enable traditional uses and activities.
- To maintain the working waterfront, including by protecting the existing industrial, commercial fishery, artisanal, and other employment-generating uses.
- To provide for commercial development that serves both locals and tourists, and that activates and supports public life.
- To provide for commercial development that provides a differentiated and complimentary commercial experience relative to Downtown Ladysmith and the Oyster Bay development.
- To establish a cultural hub with diverse arts, heritage, and other cultural uses.
- To establish conditions that will support brownfield clean up and access to external funding.

POLICIES

Residential

1. Provide a mix of housing types, including ground-oriented townhomes, apartments, and mixed-uses with residential above.
2. Support the potential for float homes and a variety of residential tenure options.
3. In areas designated as “Residential 1” in Map 3 – Land Use Designations, permit multi-unit residential building form and character that supports:
 - a. up to 6-storey apartment-style buildings, with lower heights along the street, and with upper-storey setbacks;
 - b. approximately 1.5-2.0 FSR; and
 - c. density of approximately 115 units per hectare.
4. In areas designated as “Residential 2” in Map 3 – Land Use Designations, permit multi-unit townhome building form and character that supports:
 - a. up to 3-storey ground-oriented attached buildings;
 - b. approximately 0.75-1.0 FSR; and
 - c. density of approximately 37 units per hectare.
5. In the area designated “Marina and Moorage” in Map 3 – Land Use Designations, enable the presence of up to 2-storey float homes along the north-south float in the expanded communities’ marina as appropriate, and as shown in Map 2 – Concept Plan.
6. Require that site planning respect natural features, protect views from important public space, and optimize solar access.
7. Require underground parking for multi-unit residential development in areas designated as “Residential 1” in Map 3 – Land Use Designations.
8. Apply Development Permit Area 4 – Multi-Unit Residential to all multi-unit residential development.



Multi-unit residential buildings should be designed to establish a low storey street presence, for example, through upper-storey setbacks.



Multi-unit townhomes should provide housing choice while maintaining a ground-oriented, small-scale character.



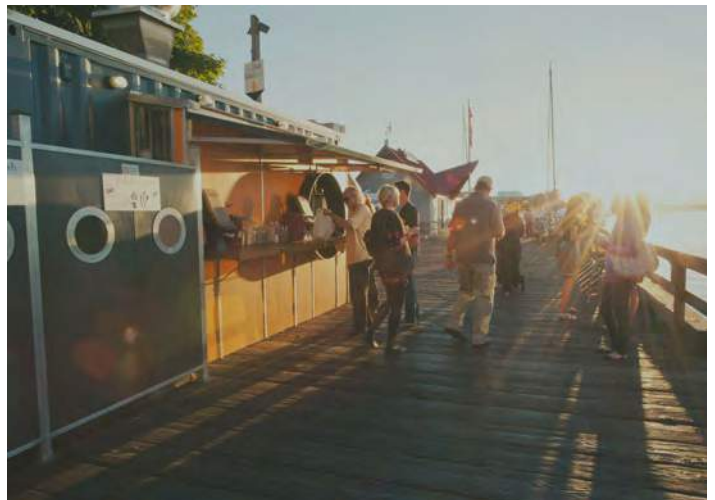
Careful site planning should incorporate topographical elements that protect the natural environment and avoid impacts on existing views.

Mixed Use and Commercial

1. In the area designated as “Mixed Use” in Map 3 – Land Use Designations, allow 2-3 storey buildings:
 - a. that are vertically mixed enabling live-work and/or live-learn opportunities with residential uses above; and/or
 - b. that are single use to accommodate additional residential mix within the planning area, or other emerging uses such as a technology hub or learning centre associated with Vancouver Island University.
2. In areas designated as “Commercial” in Map 3 – Land Use Designations, allow 1-2 storey commercial buildings, including small-scale single storey uses that cater to both locals and tourists, such as cuisine, artisanal and arts-oriented retail, and marine-oriented businesses.
3. Support the establishment of one or more retail uses on the water, such as a floating pub or restaurant, as part of marina development.
4. Support the establishment of commercial uses that are unique to the waterfront area, and complementary to commercial uses in downtown and the Oyster Bay development.
5. Support the establishment of a small-scale, boutique hotel or inn that is differentiated from and complementary to existing hotel development in the Oyster Bay development, and is comprised of approximately 40-80 rooms.
6. Consider permitting the hotel or inn to contain elements that are up to 4 storeys subject to completion of a view study.
7. Support flexibility in the hotel site to permit an extension of the area identified as “Residential 2” in Map 3 – Land Use Designations, if the hotel requires less area due to a smaller size.
8. Support the extension of the foreshore as



A diverse mix of uses – including marina, commercial, and industrial – should cater to both tourists and locals.



Commercial uses should be unique to the waterfront. Examples include seasonal floating commercial uses such as restaurants.



The small-scale structures in “Marina Landing” can be used for retail, incubation spaces for artists, or other related uses.

shown on Map 2 – Concept Plan up to the lowest low-tide line as a way to cap and restore the foreshore condition and provide stabilization.

9. Support the establishment of a Stz’uminus First Nation Cultural Centre as identified in Map 2 – Concept Plan. Potential uses may include cultural spaces, artist spaces, retail uses such as a cafe, and other possible uses.
10. Apply Development Permit Area 3 – Commercial to mixed use and commercial development, except for the design of the Stz’uminus First Nation Cultural Centre which shall be determined by the Stz’uminus First Nation in consultation with the Town.



A Stz’uminus First Nation Cultural Centre will be a vital component of the Waterfront, and whose design approach is yet to be determined.
Photo credit: www.swinomishpolice.org

“Add a boardwalk with retail and dining - tourists and locals would love a waterfront year round restaurant”.

-Process participant



Spaces for for cultural celebration will be included throughout the area.

Institutional

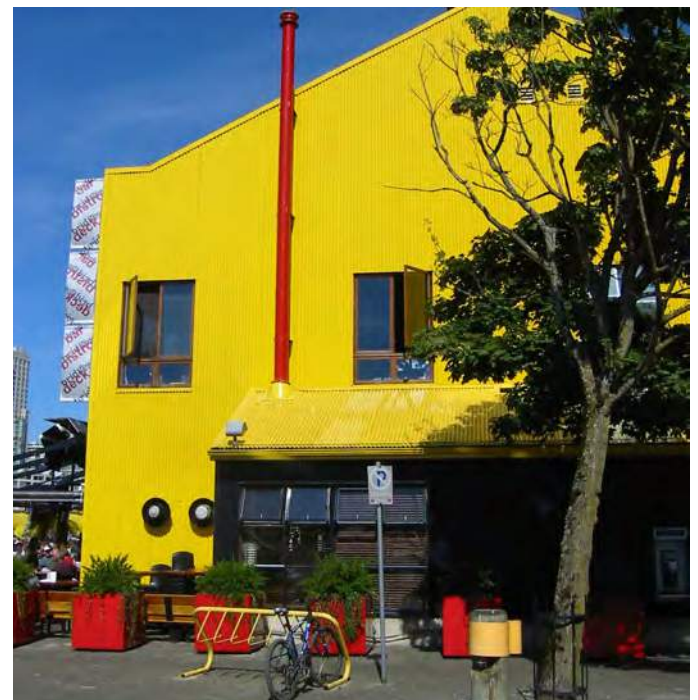
1. In the area designated as “Institutional” in Map 3 – Land Use Designations, support the establishment of an Arts and Heritage Hub, allowing culture-oriented uses that could include but are not limited to artist studios, museums, community and recreational uses, cultural and interpretative centres, artifact restoration and display, carving sheds, and art galleries.
2. Work with the communities to create a master plan for the Arts and Heritage Hub.
3. Protect and utilize the Machine Shop and area for ongoing use, and as a central anchor within the arts and heritage hub.
4. Utilize materials and other design cues in new buildings that complement the character-defining elements of vernacular, utilitarian Comox Logging and Railway Shops Buildings – rather than seeking to merely duplicate the historic character – through the use of:
 - » large sliding doors;
 - » significant glazing for natural light and ventilation; and
 - » and corrugated tin cladding.
5. Utilize the Guidelines and Standards for the Conservation of Historic Places in Canada to guide restoration of the Machine Shop.
6. Continue to seek external funding for building restoration as an important component of maintaining community use of the Machine Shop.
7. Work with community groups to establish a Visitor Centre as identified in Map 2 – Concept Plan.
8. For the Visitor Centre building, utilize a contemporary architectural expression that references the character of the area while providing design expression that helps to establish a gateway experience.



Cultural uses should embrace both Stz’uminus and Ladysmith cultures, providing opportunities for cross-cultural sharing, learning, and enterprise.



The Arts and Heritage Hub should build on the existing activities and character of the Machine Shop.



Example of a new building that uses corrugated tin cladding to complement historic industrial uses.

Marina and Moorage

1. In areas designated as “Marina and Moorage” in Map 3 – Land Use Designations, allow:
 - a. marina development that caters to visitors, vacationers, and locals , enabling short and long-term moorage, service facilities, public wharfs, museums and other cultural facilities, cafe;
 - b. a limited number of float homes;
 - c. small-scale retail that could be year round or seasonal;
 - d. commercial fishing wharf and related services; and
 - e. boat launching facilities for all types of boats whether with power or not.
2. Support the short-term moorage of boats as an interim use prior to marina expansion through the use of mooring buoys.
3. Encourage the design of breakwater facilities to include pedestrian access.
4. Explore the feasibility of allowing docking of seaplanes.
5. Work with Federal and Provincial agencies and community resources on initiatives to remove derelict and abandoned vessels.
6. Support the existing commercial fishery and ancillary services at Fisherman’s Wharf, situated on federal lands.
7. Support fish sale activities on Fisherman’s Wharf in order to support local fishing activity and to further establish the waterfront area as a destination and unique experience.
8. Limit the replacement of existing boat houses in the community marina to modest open sided boat shelters, in order to protect public views.
9. Limit any new marina development to slips without boathouses or boat shelters.
10. Integrate existing built assets where possible during development.
11. Respect public views of the waterfront from the uplands, Slack Point, Fisherman’s Wharf, and further out in the harbour in the design of development on the water.
12. Apply “Development Permit Area 1 – Maritime” to marina development.

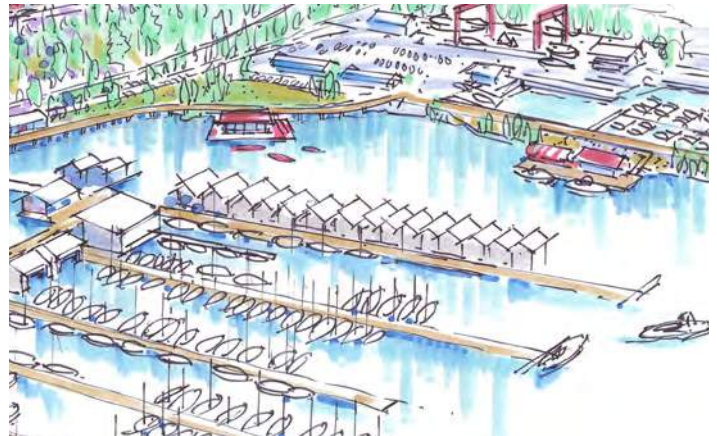


Industrial

1. In areas identified as “Industrial” in Map 3 – Land Use Designations, support existing marine industry and services as part of the working waterfront.
2. As part of improvements to the Marine Services Centre, work with Small Craft Harbours to explore opportunities for the establishment of a fishery processing facility for use by the Stz’uminus First Nation and others.
3. Support the establishment of other uses, such as a fuel dock and shared barge facility within the Marina Services Centre.
4. Apply Development Permit Area 5 – Industrial to new industrial development.



Complementary uses and activities such as seafood sales should strengthen existing industrial uses, help contribute to the authentic character and functioning of the working waterfront, and establish a unique experience and draw for both locals and visitors.



The Stz’uminus First Nation continues to be active in the fishing industry, including harvesting of shellfish. A processing facility would help facilitate expansion of this industry.

“Industrial, environment, community merging together [is] a priority”

-Process participant

“[I want to see] a Granville Island look with arts and industry together”

-Process participant

3.2 PARKS AND OPEN SPACE

The Ladysmith waterfront is an important location for residents and visitors to enjoy both active and passive recreation opportunities. Parks and open space land use areas are important elements of the concept plan, representing three times the area of Transfer Beach Park.

Transfer Beach Park is currently the focus of most of the formal recreation activity on the waterfront. The creation of a new park in the area of Slack Point is a key component of creating a people place and as a brownfield renewal strategy.

The natural landscape of the waterfront area – the various benches and steep slope topography, the existing vegetation, the shoreline and the harbour – form the basis of a natural open space framework for land use and future development on the waterfront.

With existing Transfer Beach Park and the Parks and Open Spaces illustrated in the concept plan, well over half of the Waterfront area is designated for Parks and Open Space.

OBJECTIVES

- To represent both Stz'uminus and Ladysmith cultures within parks and open space, and to promote cross-cultural sharing and learning.
 - To protect and enhance public access along the waterfront.
 - To provide a diversity of open spaces in terms of scale, function, program, and character through utilization of both land and water.
 - To celebrate views and topographical features, and reinforce the natural environment as one of the defining features of the waterfront character and experience.
 - To utilize the restoration of brownfield sites as a means to create parks and open spaces.
- To continue to build on the amenities and programming at Transfer Beach Park.

POLICIES

1. Establish a continuous pedestrian walkway that functions as both a destination and open space, as well as a connection, along the entirety of the waterfront, from Fisherman's Wharf to Transfer Beach Park.
2. Utilize distinct treatments for the waterfront walkway that add visual interest, reference the sense of place, and bring together the different precincts, recognizing that this walkway is the unifying thread for the waterfront area, including:
 - a. meandering elements to add interest;
 - b. a boardwalk-like treatment, made of wood treated in a manner appropriate for wet environments and that minimizes slippage, or detailed concrete planks to provide a sense of boardwalk; and
 - c. a sturdy, well-lit hand-rail system that supports safety, while ensuring the retention of visual permeability to the water.
3. Allow for gathering places and help define the character area of Marine Landing by providing special seating treatment, and by delineating the area from the waterfront walkway through timber bollards.

"[I would like to see a] continuous waterfront walkway from Government Wharf past Transfer Beach Amphitheatre."

-Process participant



4. Utilize Provincial and Federal brownfield renewal and other resources to create a new park at Slack Point as shown in Map 2 – Concept Plan, connecting to Transfer Beach Park and providing for a variety of park programming and events.
5. Work with the communities to create a Master Plan for the redevelopment of Slack Point as a park.
6. Maintain flexibility in open space design, in order to include the communities' programming on land and in the water.
7. Create spaces for cross-cultural sharing and learning such as events, interpretative trails, medicine walks, historic interpretation, amenities, public art, and other programming

associated with cultural facilities and elsewhere.

8. Integrate the pedestrian overpass (refer to Section 3.3) with pedestrian spaces adjacent to the Arts and Heritage Hub, and with walking connections to the Marina Landing plaza and waterfront.
9. Optimize views and identify lookout points from the public realm to the water, particularly from higher elevations and on topographical features that facilitate scenic views.
10. Design open spaces to protect views and sight lines as best as possible from the downtown to the harbour, and from the shoreline to Town and across the water.

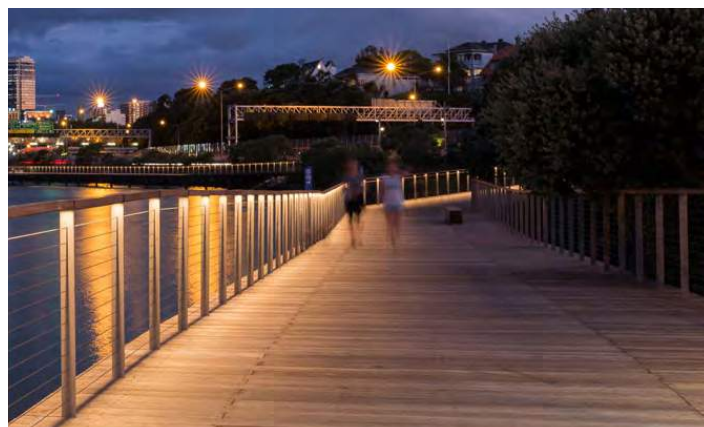


Spaces and facilities will support diverse cultural events that bring communities together.

11. Retain treed areas within the Parks and Open Space designation as shown in Map 3 – Land Use Designations, to allow for the protection of environmentally sensitive areas, steep slopes and retention of trail resources.
12. Give preference to high branching tree species in order to assist in view protection from public spaces.
13. Create spaces for resting, lingering, gathering, and people-watching in both public and private realms, and throughout the open space and mobility network, with seating and other pedestrian furnishings.
14. Continue to provide for passive recreation at the Arboretum and enable it to function as a place for gathering, rest, and enjoyment of the natural environment.
15. Work with land owners and developers to secure land for public Parks and Open Spaces.
16. Support water-based recreation opportunities in the harbour, such as recreational fishing, canoe races, kayaking and other boating activity.
17. Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the planning and design of open spaces.
18. Where opportunities exist, acknowledge Stz'uminus and Ladysmith history and cultural identity through public art and in the character of parks and open spaces.
19. Strategically situate public art and lighting in public open spaces, highlighting key public gathering spaces, marking gateways, and reinforcing views, for purposes of commemoration, wayfinding, and/or interpretation and education.



Adaptive heavy timber seating allowing for a variety of uses.



Example of lighting recessed in walkway handrails.

20. Best practices from Green Shores for Coastal Development shall be applied for lighting in order to avoid negative impacts on other species and ecosystem functioning.
21. The same family of lighting fixtures shall be utilized throughout the waterfront area, with the exception of the Residential Area and the Waterfront Walkway, which may utilize unique lighting.

3.3 MOBILITY AND STREETSCAPES

The Waterfront Plan Area is accessed by a major highway intersection at Transfer Beach Boulevard with access to the downtown from Roberts Street. The four lane highway which runs the length of the waterfront plan area separates the waterfront from the downtown. This plan anticipates a new pedestrian overpass that will directly connect the centre of the waterfront area to the centre of the downtown at Gatacre Street.

Another significant improvement is the development of a waterfront boardwalk along the foreshore from Fisherman's Wharf to Transfer Beach Park. While there is currently no infrastructure in place for a direct water-based connection between the communities, the vision of the plan supports this to happen. The existing rail corridor is anticipated to support rail, trail, and parking.

Existing trails in key locations will be maintained and improved. The Plan calls for an approach to the design and use of roads called "complete streets". This approach envisions roads as mobility corridors to be equally shared by all users – pedestrians, cyclists, vehicles with boat trailers, personal vehicles, delivery trucks etc. Such roads are also interesting places to gather and people watch.

Good design will be important in the creation of the new road standard for the central activity areas, such as the marina, commercial areas and arts and culture hub. A new road alignment that parallels the rail line is planned to keep through-traffic at the edges of the site, and to facilitate shared use of established rights-of-way for parking and other amenities.

Other transportation connections are planned to Oyster Bay Drive, Ludlow Road and Captain Tristan de Konnick Way.

OBJECTIVES

- To represent both Stz'uminus and Ladysmith cultures within mobility infrastructure.
- To prioritize and encourage active modes of transportation.
- To improve the safety and physical accessibility of the waterfront area for all ages and abilities.
- To vastly improve connectivity between downtown and the waterfront area, and strengthen connections in other directions as well.
- To create opportunities for direct, destination-oriented trips, as well as indirect, recreation oriented travel.
- To provide sufficient vehicular access and parking for residential, commercial, and marina activities, without compromising the area's character and quality of design.

POLICIES

Integrated Network

1. Prioritize land-based travel modes in the following order:
 - pedestrian movement;
 - cycling;
 - goods movement and access; and
 - personal vehicle access.
2. Explore opportunities to strengthen water connections between the waterfront area and the Stz'uminus community, possibly at Shell Beach.
3. Develop a mobility network for all modes consistent with Map 4 – Transportation, connecting direct travel routes and indirect recreational paths, as illustrated in Map 4 – Transportation.

4. Integrate the waterfront area’s transportation network with Transfer Beach Boulevard, Captain Tristan de Konnick Way, Ludlow Road Oyster Bay Drive, and the rail corridor.
5. Incorporate Crime Prevention through Environmental Design principles, including dark sky friendly lighting and natural surveillance (“eyes on the street”) into the design of the mobility network.
6. Require that all roads be publicly accessible, and do not permit gated communities.



The overhead pedestrian walkway / overpass should include elevators and pedestrian amenities connecting it to public spaces within the Arts and Heritage Hub.

Pedestrian Infrastructure

7. Develop an expressive pedestrian overpass extending from Gatacre Street in the downtown to pedestrian spaces east of the Machine Shop within the Arts and Heritage Hub, that includes an elevator and other accessibility features to connect it to the waterfront.
8. Include elevators and pedestrian amenities as part of the overhead pedestrian walkway to connect it to public spaces within the Arts and Heritage Hub.
9. Connections such as staircases should be memorable and contribute to unique sense of place.
10. Incorporate accessibility features into the mobility network in order to improve access throughout the area, including to the waterfront, for all ages and abilities. Accessibility features such as switch backs should be utilized to overcome topographical challenges.
11. Create pedestrian loops on land and via the expanded marina.
12. Work with the Island Corridor Foundation to continue the “rail with trail” program, co-locate parking within the rail corridor, and consider the location of the train platform to better connect travellers to the amenities in the area.



Connections such as staircases should be memorable and contribute to unique sense of place.



Accessibility features such as switch backs should be utilized to overcome topographical challenges.



Way-Finding

13. Establish expressive way-finding and other interventions to orient locals and visitors to destinations, and to contribute to the area's unique identity.
14. Provide dark to light or light to dark contrast between characters and their background on wayfinding signage, to optimize legibility.

Streetscapes

15. Implement high-quality paving that is comprised of durable materials that are locally sourced where possible.
16. Construct pathways with compacted fines to create an informal setting outside of streets and the boardwalk area.

17. Utilize saw-cut concrete in areas where higher volumes of traffic is expected.
18. Create a complete street right-of-way standard that integrates pedestrian movement, stormwater management, shared parking and narrower vehicular travel lanes, shown in the design concept example in Figure 5, as well as bicycle facilities in locations identified in Map 4 – Transportation.
19. Incorporate traffic calming measures, such as curb bulges at pedestrian crossings and boulevard amenities that create friction and tend to reduce driving speeds.
20. Incorporate contemporary design into waste and recycling receptacles, coordinated with other streetscape furnishings.

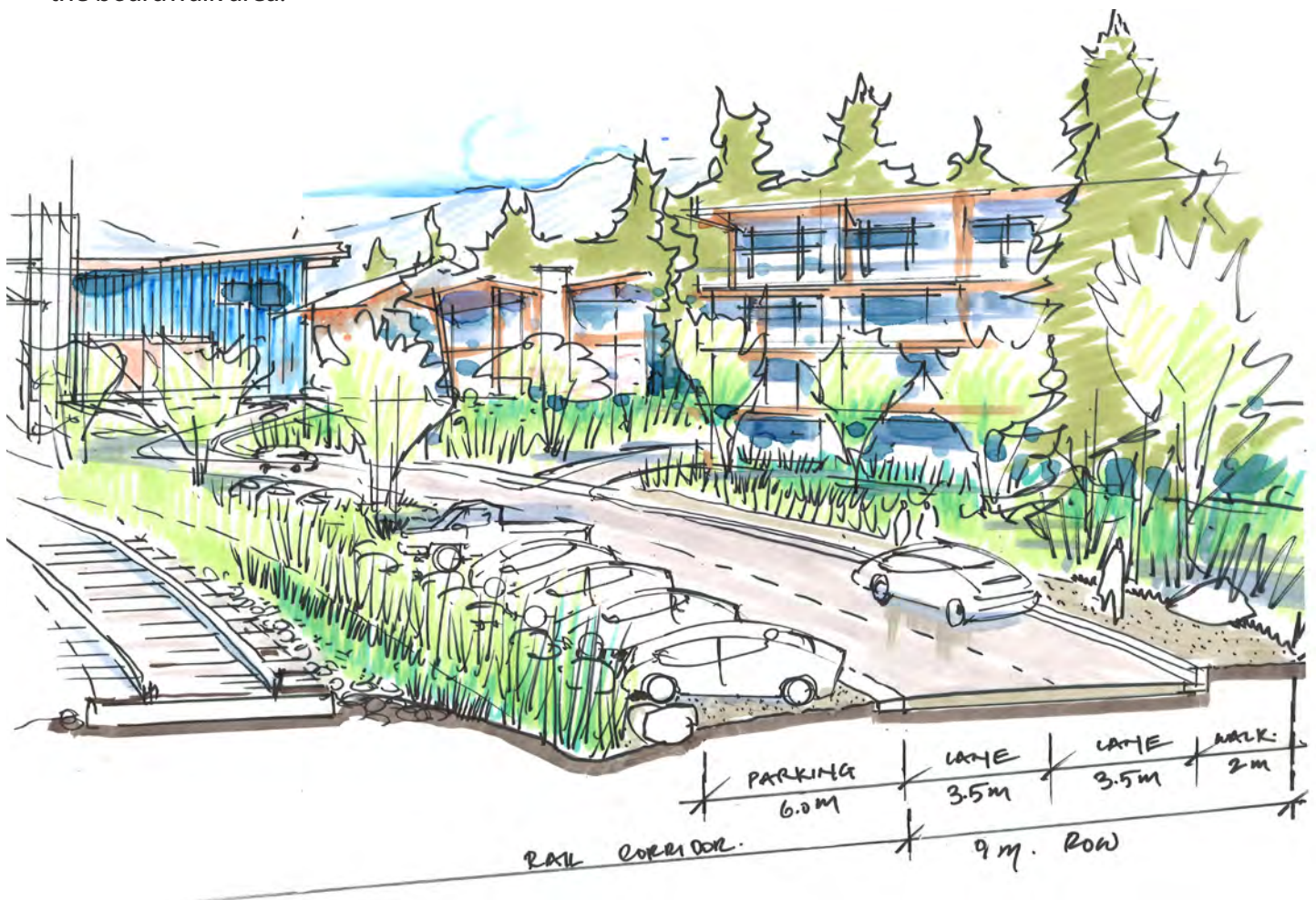


Figure 5: Local Road Design Concept – north of Machine Shop

- 21. Screen utility equipment in public rights of way with high quality cladding or public art.
- 22. Place plantings along sidewalks and other important pedestrian connections at regular intervals and incorporate low lying plants such as flowers, shrubs, or bushes.
- 23. Maintain a strong street presence and avoid driveway interruptions for pedestrians traveling on sidewalks by providing vehicular access at the rear of buildings.
- 24. Minimize widths of vehicular travel lanes within rights-of-way, while ensuring sufficient access for emergency vehicles.



Utility boxes provide the opportunity to incorporate public art.

Parking

- 25. Provide high quality bicycle parking facilities near building entrances and at gathering places, giving preference to racks with simple ring design that can be readily sized and incrementally expanded to match demand.
- 26. Require parking for commercial, marina, and cultural facilities, as shown generally in Map 2 – Concept Plan.
- 27. Locate private parking associated with specific buildings underneath, behind, or beside buildings, in order to enable a more engaging relationship between buildings and pedestrian spaces. Require underground parking for multi-family residential buildings that are four storeys or greater.
- 28. Visually de-emphasize and screen surface parking areas with landscaping, and break up large parking lots into smaller clustered ones where possible, and as shown in Map 2 – Concept Plan.
- 29. Avoid above ground parking structures. Where they are necessary, prioritize designs that include an active frontage, such as retail, that wraps the front of the parking structure. Otherwise, use



Simple ring design for bicycle parking can readily accommodate expansion to respond to demand.

high quality materials on the exposed structure and/or screen with landscaping.

- 30. Create parking spaces for day-time RV parking in rights-of-way and parking lots.

3.4 ECOLOGICAL MANAGEMENT

In a large part, the integrity of existing ecological networks has been undermined by historic industrial uses on the site.

While no lands within the Waterfront Area Plan area have been determined to have significant ecological value, a strong theme from public engagement activities including input from the Stz'uminus First Nation is the need to focus on restoration and regeneration of ecological networks, including the condition of the harbour.

OBJECTIVES

- To represent both Stz'uminus and Ladysmith cultures within the stewardship of healthy ecological systems.
- To encourage the rehabilitation, when possible, of damaged ecosystems and habitats.
- To develop the waterfront in a manner that preserves, maintains or enhances areas of natural value, while expanding opportunities for expansion of foreshore lands in the waterfront area.
- To reduce air, water and land pollution to ensure health of the environment for future generations.
- To expand awareness about the spiritual, nurturing and practical roles and relationships with the environment and its systems.
- To incorporate ecological rehabilitation into brownfield renewal programs.
- To consider impacts of sea level rise.

POLICIES

1. Work with Federal and Provincial agencies to create an economic plan to address land and marine based brownfield contamination in-situ.

2. Undertake a risk management approach to the clean-up of Slack Point including “wrap and cap” with soil on land, and with clean sand and aggregates on the submarine floor to a standard acceptable for park use.
3. As a remediation solution to address tons of wood waste in the harbour, fill the foreshore as shown generally in Area 8 of Map 2 – Concept Plan and incorporate restorative ecological habitat plantings along the length of new foreshore and submarine areas.
4. Utilize Green Shores for Coastal Development as a guiding framework for foreshore restoration and storm water management.
5. Utilize sea level rise projections prepared by the Cowichan Valley Regional District.
6. Incorporate integrated rainwater management practices such as bioswales, raingardens, and permeable paving into both public and private realms.
7. Develop a Storm/Rainwater Management Plan including consideration of regional climate projections, the natural site form, and use of soil and vegetation as contaminant filters and treatment mechanisms.
8. Utilize native and drought tolerant plant and tree species, and a variety of deciduous and coniferous species.
9. When site conditions provide a significant barrier to the success of native species, select non-native species based on habitat value and stormwater management contributions.
10. Preserve mature trees and significant specimens, and integrate them with new landscaping and development.
11. Consider marine dredging for marina development, harbour flushing, and estuary health.

4. Implementation

The Waterfront Area Plan provides a statement of the overall vision, goals, objectives and policies for the parks and open space, mobility and the public realm, ecological management and future land use. The implementation of the objectives and policies presented in this plan is undertaken in various ways, including studies, agreements, bylaws, subdivision, public and private investment, brownfield renewal and more detail plans. The first step is the implementation

of the Waterfront Area Plan through an amendment to the Town's Official Community Plan.

The table contains guidance respecting potential timelines for implementation actions. The guidance is not intended to be binding on Council decisions, and is subject to available financial and other resources at the time of Council consideration of the actions, as well as prevalent market conditions.

Implementation Action Guidance			
Immediate Term (<1 year)	Short Term (1-2 years)	Medium Term (3-5 years)	Longer Term (5+ years)
Official Community Plan amendment to adopt new Waterfront Area Plan	Zoning to implement the concept plan	Marketing of the development lands	Marketing of the development lands
Joint application between Town and Stz'uminus First Nation for the lease of DL2059 from the Province	Marketing of the development lands	Stormwater management study	Pedestrian bridge approvals and construction
Partnership agreement between Town and Stz'uminus First Nation	Infrastructure costing (roads, utilities, pedestrian bridge)	Master plan for Slack Point Park	Stabilization and remediation of the foreshore and Slack Point
Business plan, including identification of one or more significant and early development opportunities for revenue generation	Invest in "wow project" for development of a public space to catalyze immediate development	Pedestrian bridge design	Secure Federal and Provincial funding
Communications Plan	Land acquisition	Hotel study	
Pursue Federal and Provincial funding	Secure Federal and Provincial funding	Secure Federal and Provincial funding	
Identification and subdivision of development parcels	Scope description for foreshore fill and stabilization	Visitor Centre study, including parking lot	
Transportation study	Master Plan for the Arts and Heritage Hub	Road relocation	
Servicing study			
Zoning for initial development phase			

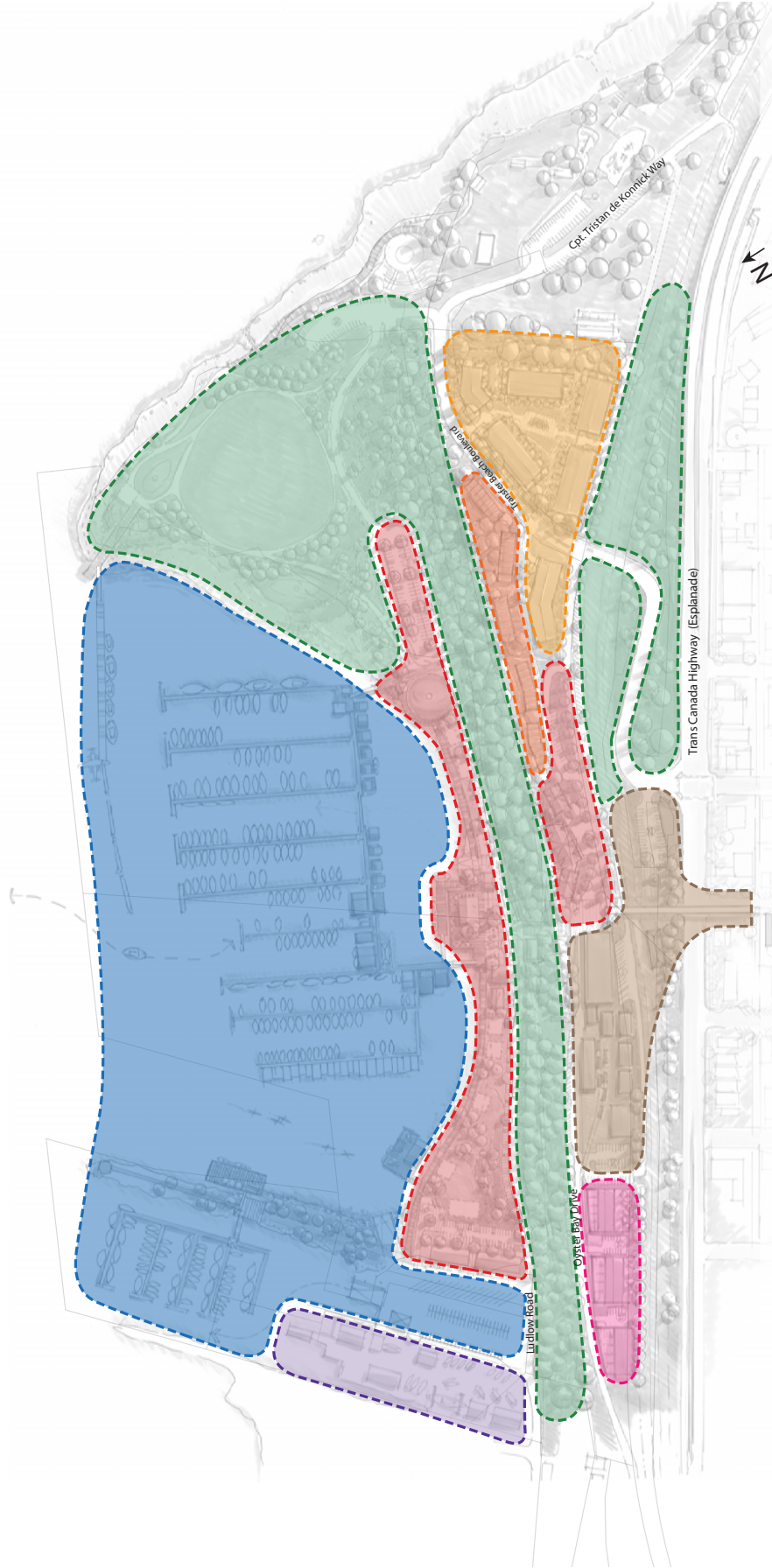


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STZ'UMINUS FIRST NATION

Waterfront Area Plan Map 3- Land Use Designations



LEGEND:

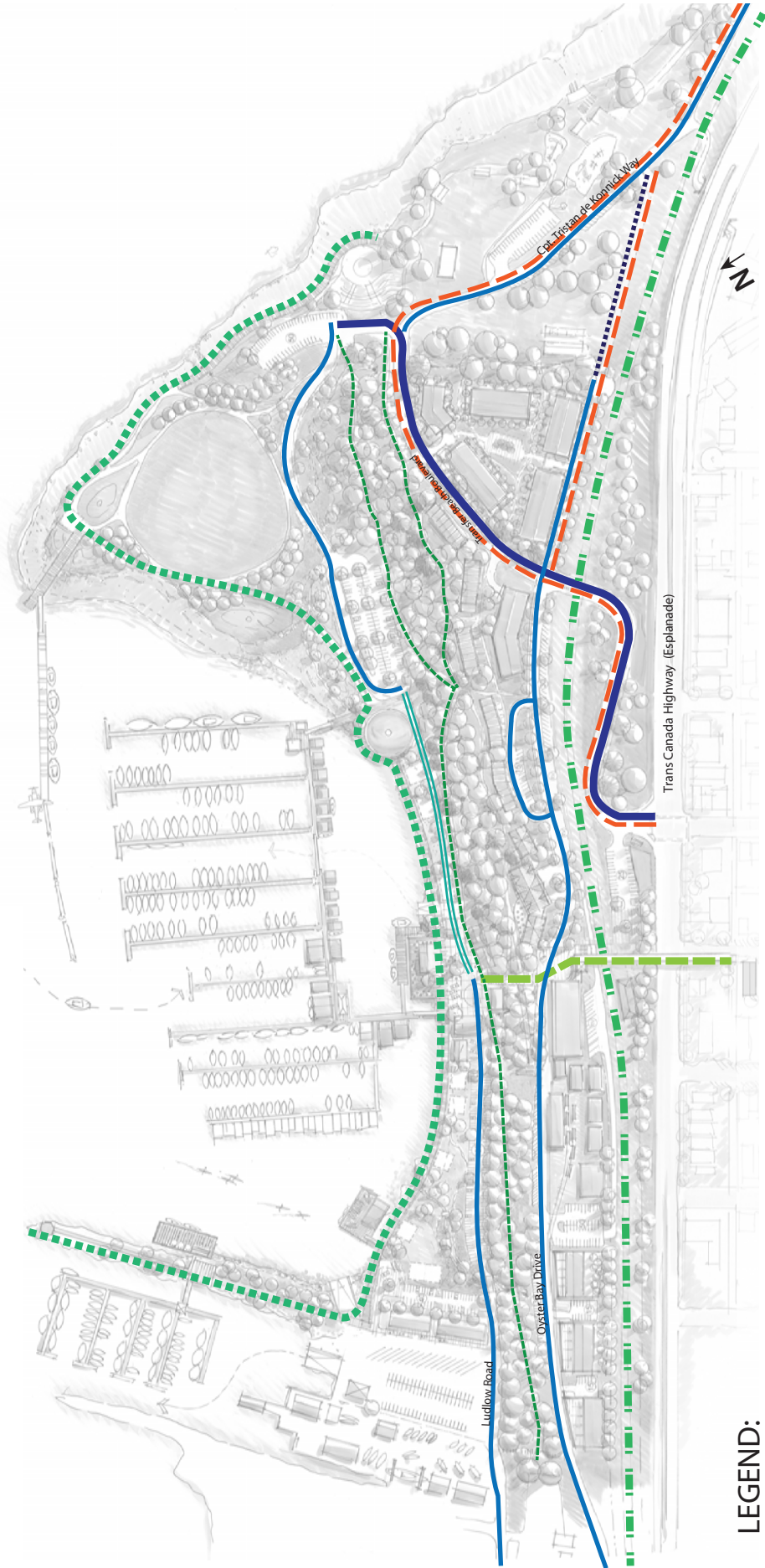
	Industrial		Mixed Use
	Commercial		Residential 1
	Institutional		Residential 2
	Marina + Moorage		Parks and Open Space



Waterfront Area Plan Map 4 - Transportation



STZ'UMINUS FIRST NATION



LEGEND:

Priority Pedestrian Routes

- Waterfront Walkway
- Pedestrian Bridge & Waterfront Connection
- Trail

Bicycle Facility Improvements

- Future Bicycle Facility Improvements
- Rail
- Rail with Trail

Roads

- Urban Collector
- Local
- Emergency Access Only
- Alternate Connection