

WATERFRONT AREA PLAN

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



Created for:
Town of Ladysmith and Stz'uminus First Nation

Created by:
DIALOG

February 2018



LADYSMITH



STZ'UMINUS FIRST NATION

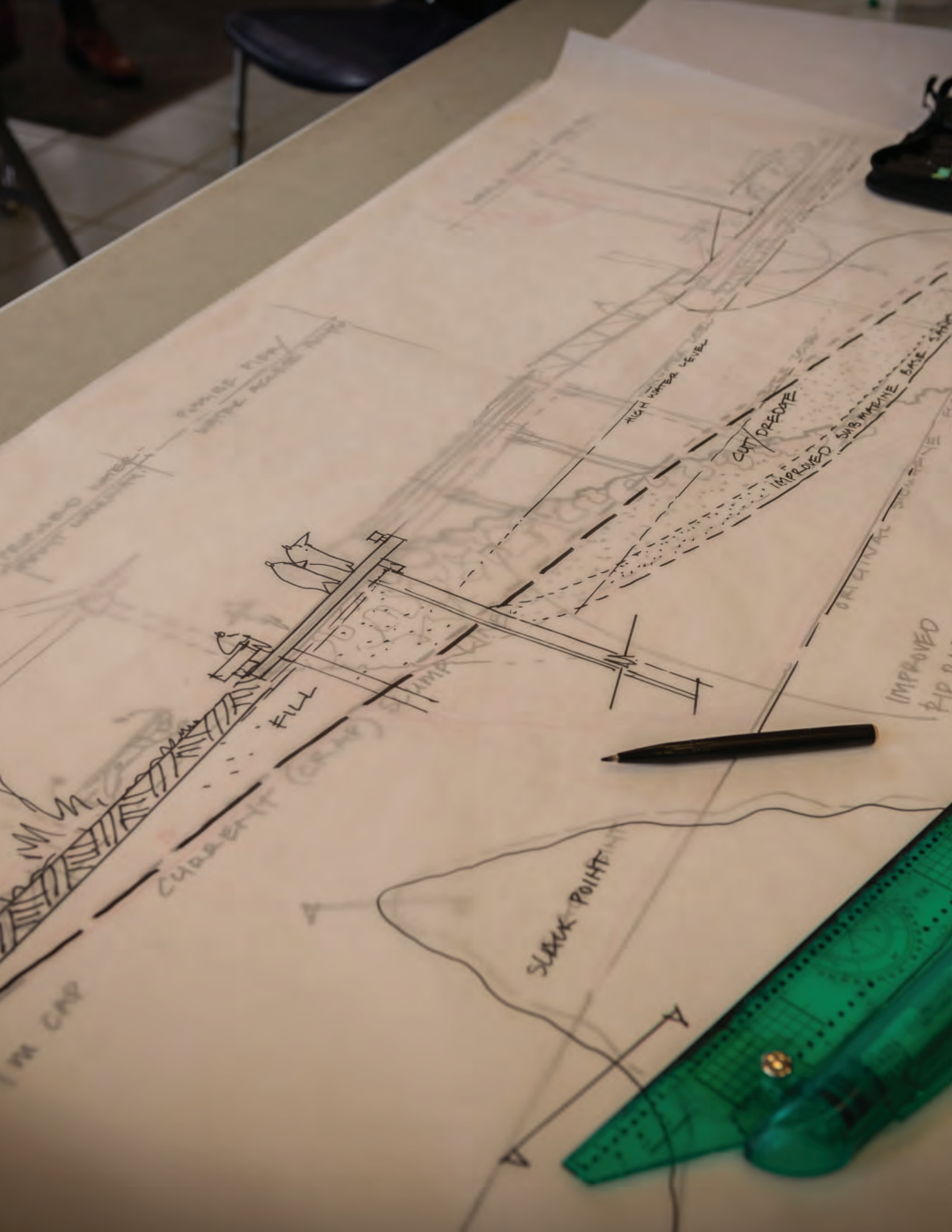


Community Charrette, March 2017



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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.

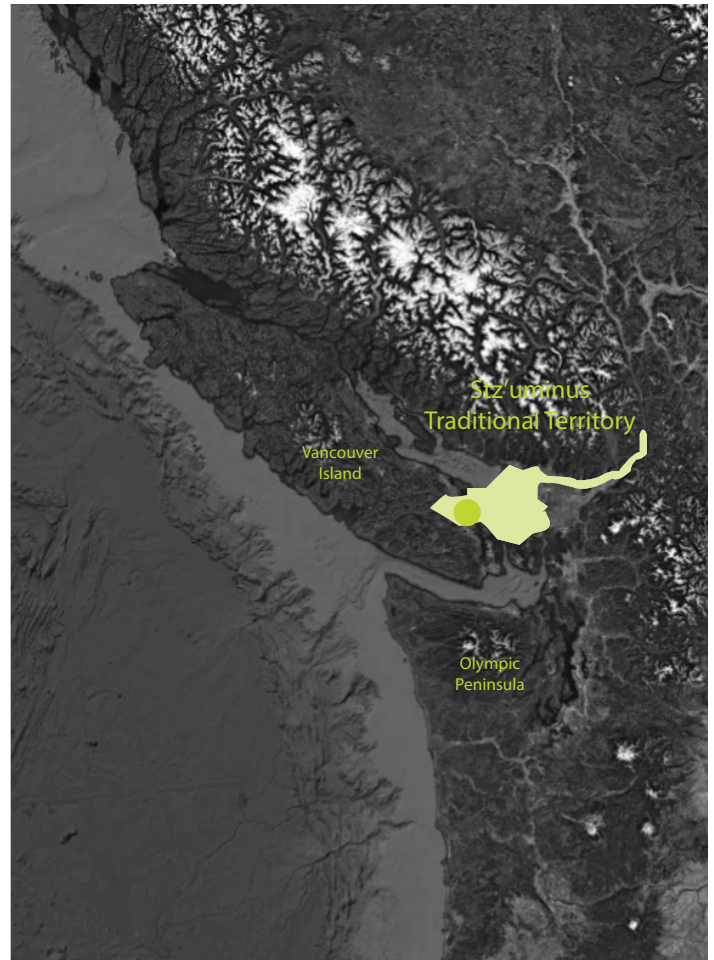
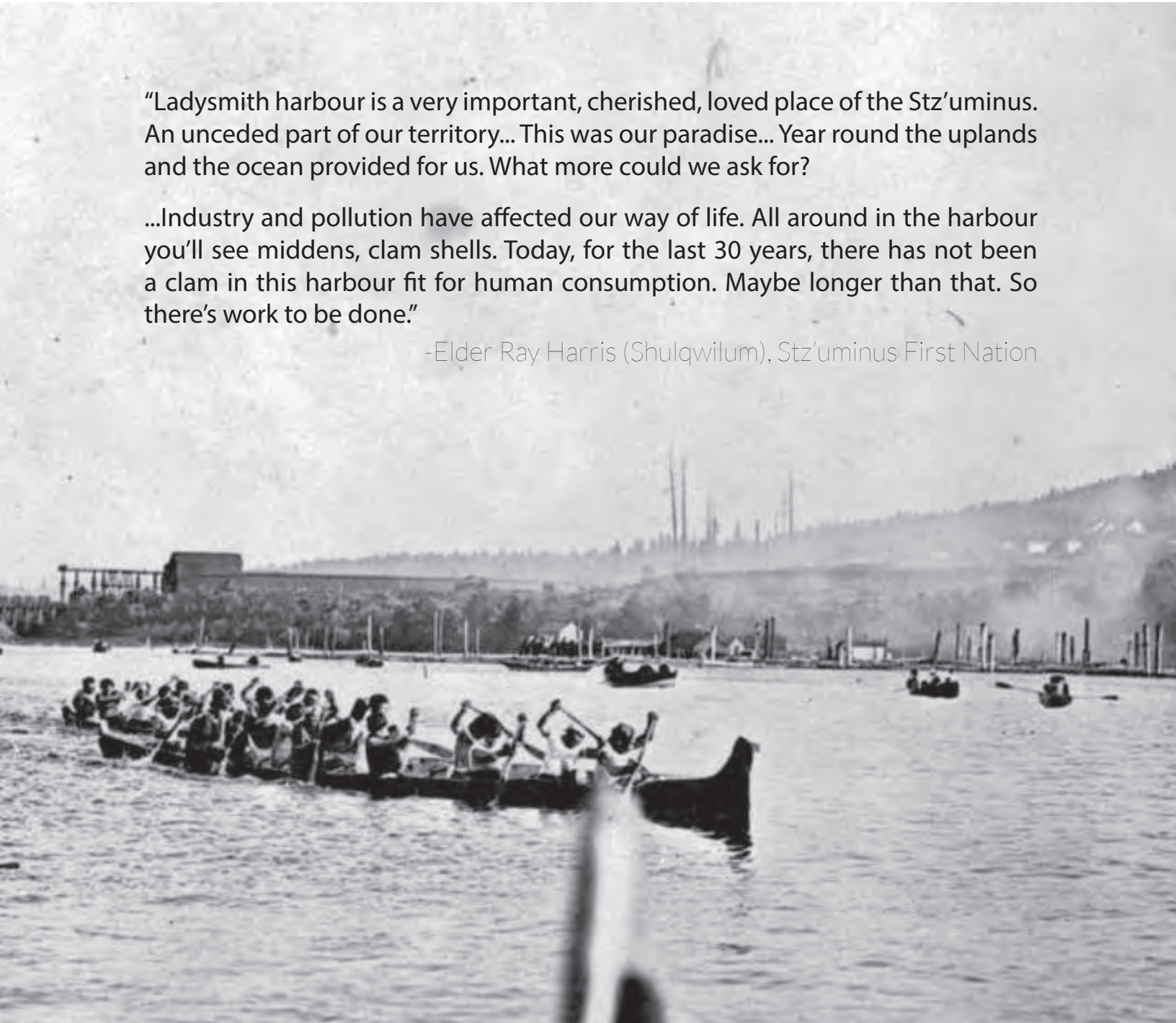


Figure 1: Stz'uminus Traditional Territory

“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





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:



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

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

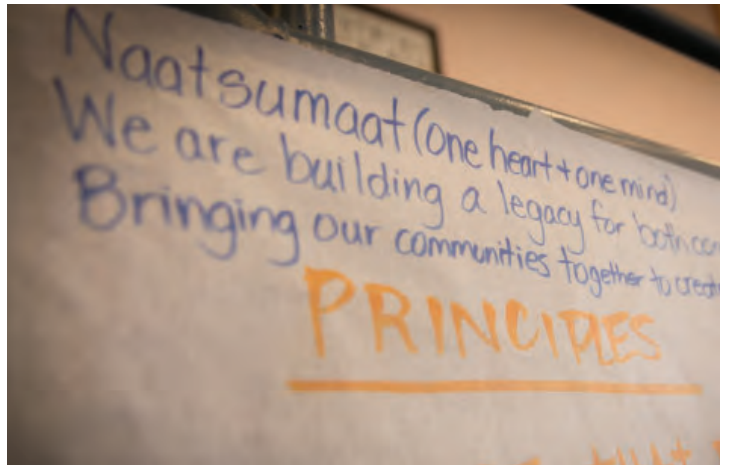
2013 - 2016
Sustainability Action Plan

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





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.

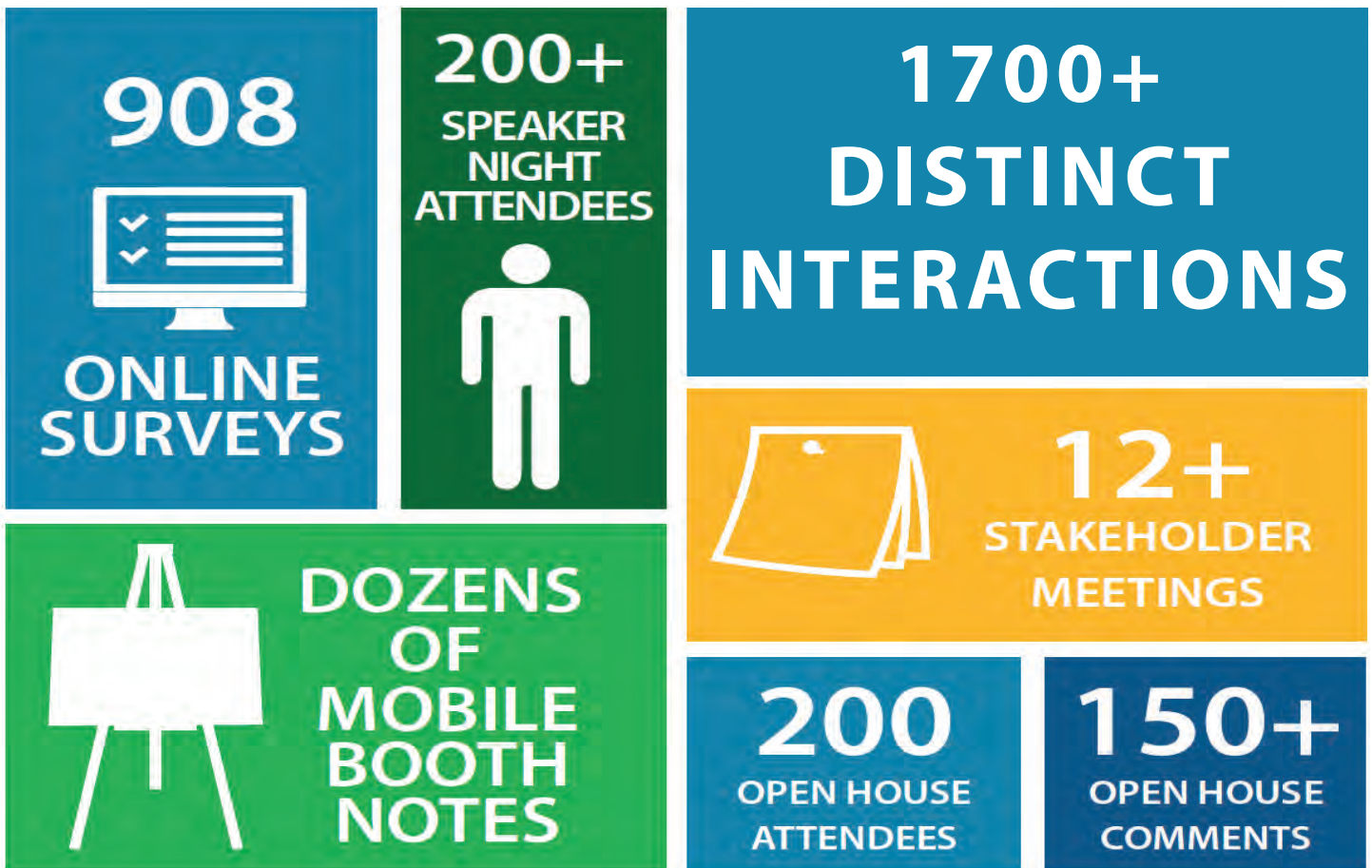


Figure 2: Snapshot of Public Participation



NAME

NAME

NAME

Waterfront Plan Charrette
March 10-12, 2017
1200
2015 Official Community Plan

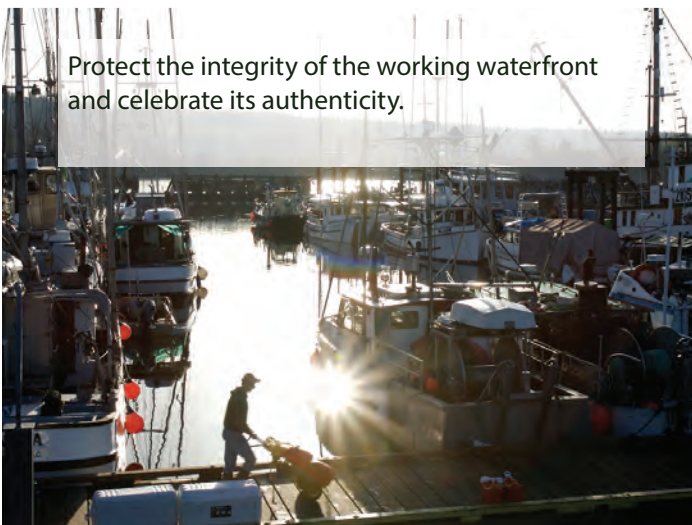
WE →

A PLACE THAT RESPECTS + STRENGTHENS + SUSTAINS THE WATERFRONT + LIVES OF PEOPLE

PRINCIPLES
A PLACE THAT RESPECTS + STRENGTHENS + SUSTAINS THE WATERFRONT + LIVES OF PEOPLE

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

WE

We

1. WE

Timeline

atome

TRUE
PARTNERSHIP
IN
HARBOUR
DEVELOPMENT

St. UMINUS
Presence
Part

UNIQUELY
WE

JOINT
PART
w

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 and text on it. 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 existing gravel parking would provide additional parking to support cultural references are incorporated.

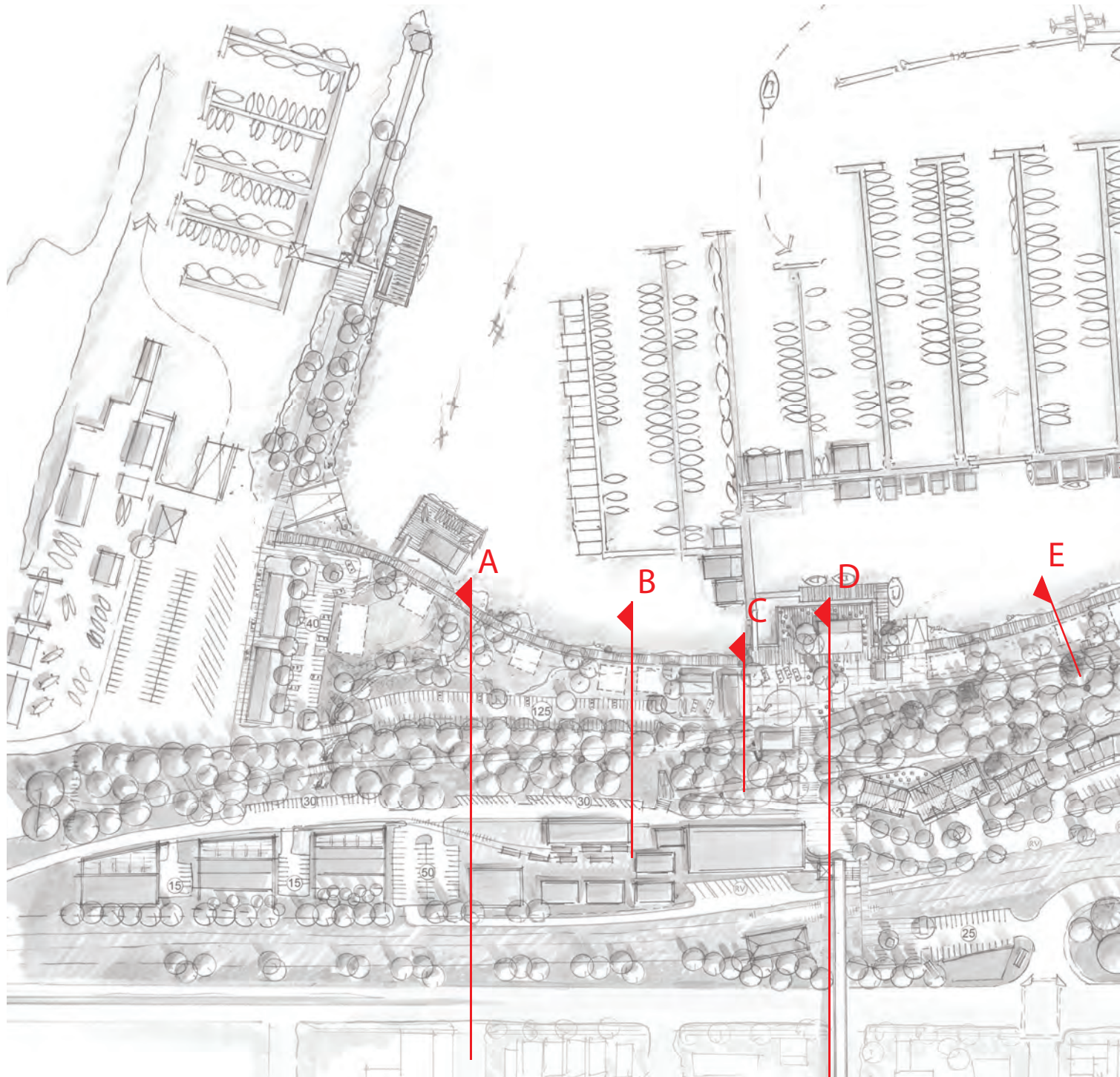
7. LIVE-WORK-LEARN

Mixed used live-work-learn buildings, commercial, institutional, light industrial spaces for the tech industry or other uses above - are adjacent to the Machine Shop and surrounding areas.

8. FILLED FORESHORE & SUBMARINE

A retained and filled foreshore area, combined with habitat plantings along the land and submarine areas, creates a new public access to the expanded marina, for additional marina parking, as well as the possibility of future destinations, such as a pub.

The following pages contain sections cut through the Waterfront Plan Area. Sections are meant to represent a network and buildings. Sections help to demonstrate the relationship between different plan areas from the up

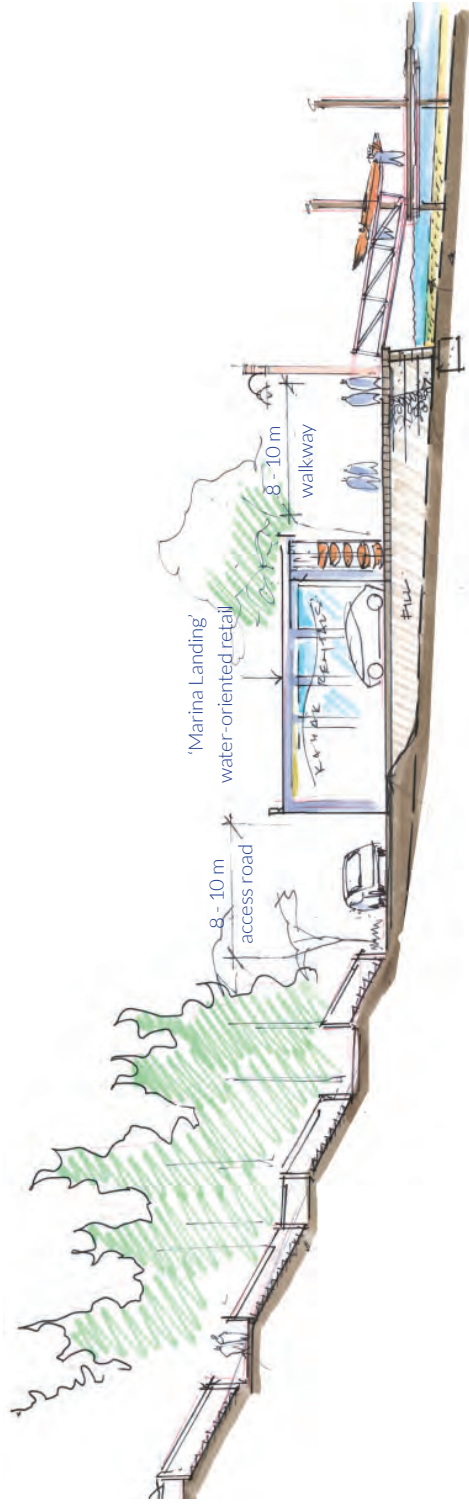




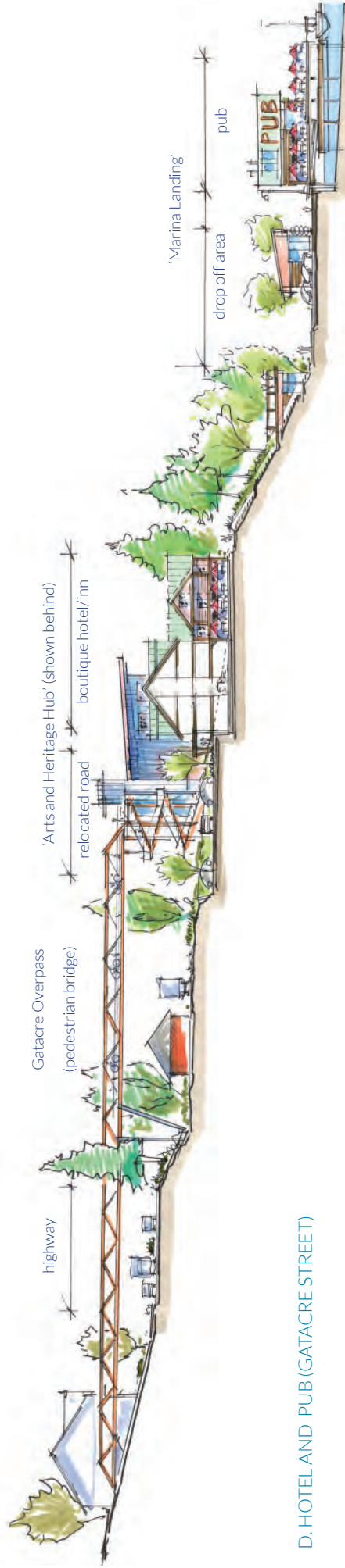
A. LIVE-LEARN-WORK AREA (BULLER STREET)



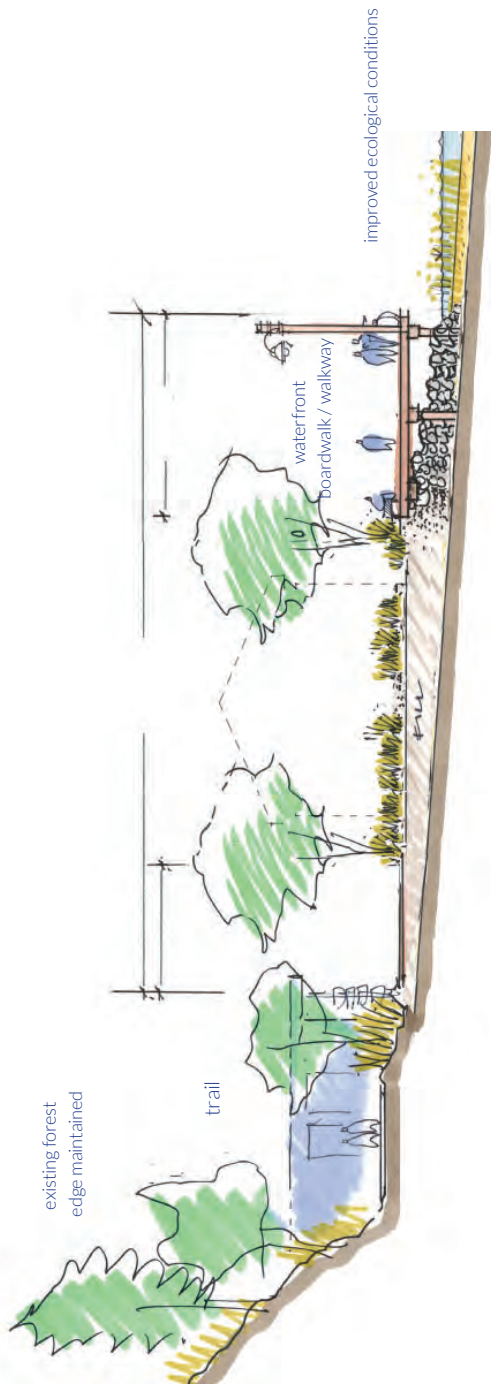
B. FILLED FORESHORE AREA



C. 'MARINA LANDING' DROP-OFF AREA



D. HOTEL AND PUB (GATACRE STREET)

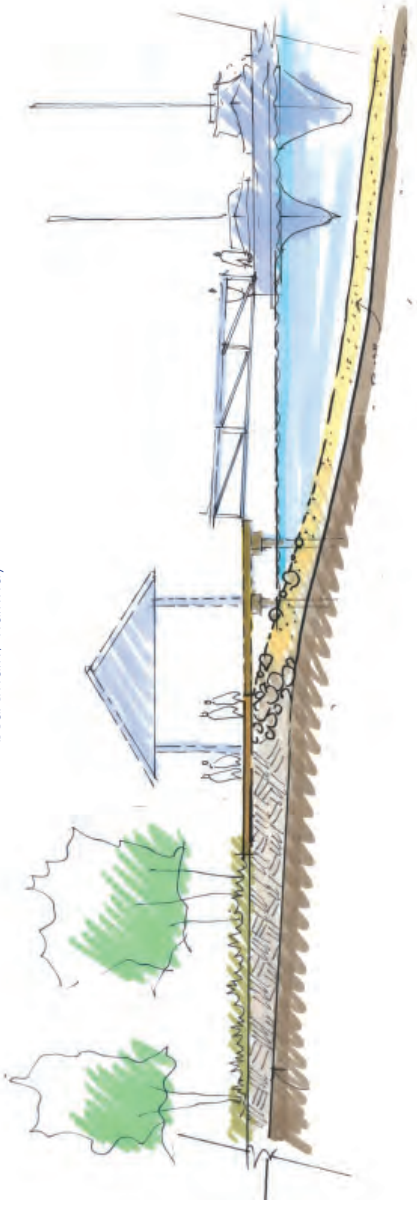


E. WATERFRONT WALKWAY



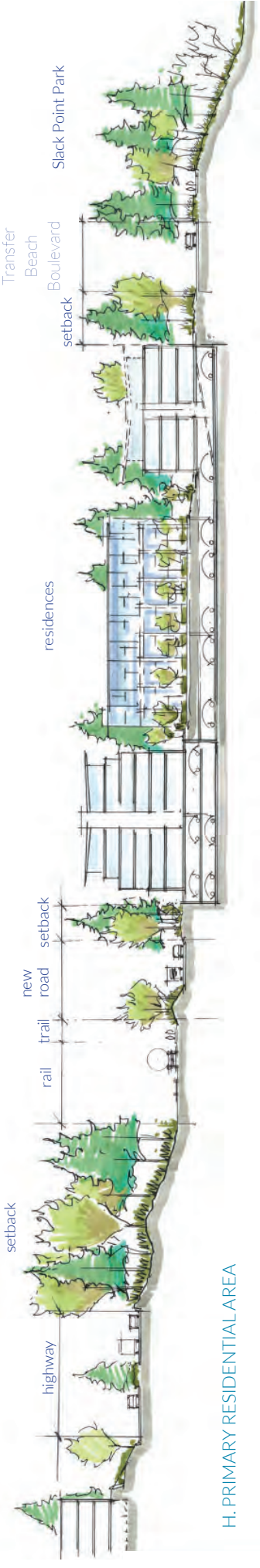
F. RESIDENTIAL AND STZ'UMINUS FIRST NATION CULTURAL CENTRE (BADEN-POWELL STREET)

'Slack Point Park'
capped with restorative habitat plantings



G. SECTION THROUGH SLACK POINT BEACH / FORESHORE

highway
setback
rail
trail
new road
setback
residences
setback
Transfer Beach Boulevard
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:
 - b. that are vertically mixed enabling live-work and/or live-learn opportunities with residential uses above; and/or
 - c. 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.



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

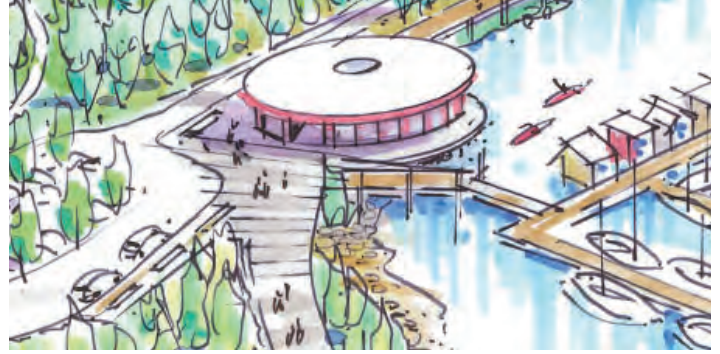


Commercial uses should be unique to the waterfront. Examples include seasonal floating commercial uses such as restaurants.



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

- 8. Support the extension of the foreshore as 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



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.



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

- Bylaw 2011
2. Commercial and mixed-use businesses and activities that contribute to a diverse, vibrant, interactive and creative people place are supported in the Arts and Heritage Hub for additional revenue generation.
 3. Work with the communities to create a master plan for the Arts and Heritage Hub.
 4. Protect and utilize the Machine Shop and area for ongoing use, and as a central anchor within the arts and heritage hub.
 5. 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.
 6. Utilize the Guidelines and Standards for the Conservation of Historic Places in Canada to guide restoration of the Machine Shop.
 7. Continue to seek external funding for building restoration as an important component of maintaining community use of the Machine Shop.



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.

Continued on next page.

8. Work with community groups to establish a Visitor Centre as identified in Map 2 – Concept Plan.
9. 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.
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.

Marina and Moorage

1. In areas designated as “Marina and Moorage” in Map 3 – Land Use Designations, allow:
 - b. 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;
 - c. a limited number of float homes;
 - d. small-scale retail that could be year round or seasonal;
 - e. commercial fishing wharf and related services; and
 - f. 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.
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.

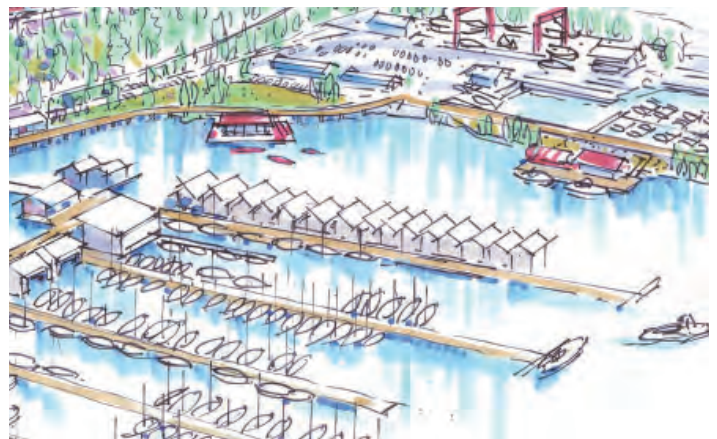


Industrial

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:
 - c. meandering elements to add interest;
 - d. 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
 - e. a sturdy, well-lit hand-rail system that supports safety, while ensuring the retention of visual permeability to the water.
6. 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



- 7. 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.
- 8. Work with the communities to create a Master Plan for the redevelopment of Slack Point as a park.
- 9. Maintain flexibility in open space design, in order to include the communities’ programming on land and in the water.
- 10. 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.

- 11. 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.
- 12. 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.
- 13. 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.

14. 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.
15. Give preference to high branching tree species in order to assist in view protection from public spaces.
16. 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.
17. 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.
18. Work with land owners and developers to secure land for public Parks and Open Spaces.
19. Support water-based recreation opportunities in the harbour, such as recreational fishing, canoe races, kayaking and other boating activity.
20. Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the planning and design of open spaces.
21. Where opportunities exist, acknowledge Stz’uminus and Ladysmith history and cultural identity through public art and in the character of parks and open spaces.
22. 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.

23. 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.
24. 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.



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

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

- 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.

- 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

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 sub-division 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			

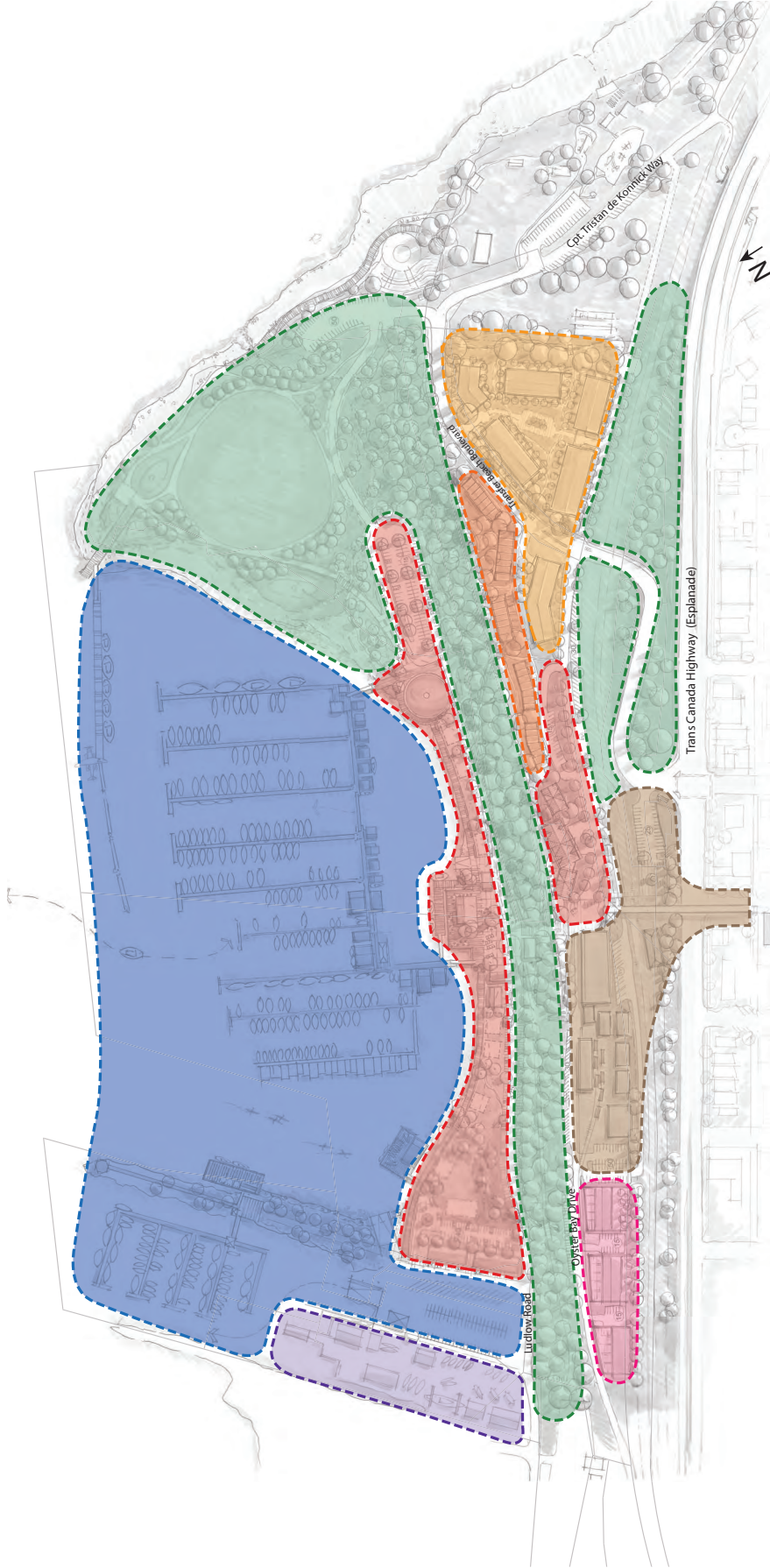


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STZ'UMINUS FIRST NATION

Waterfront Area Plan Map 3- Land Use Designations



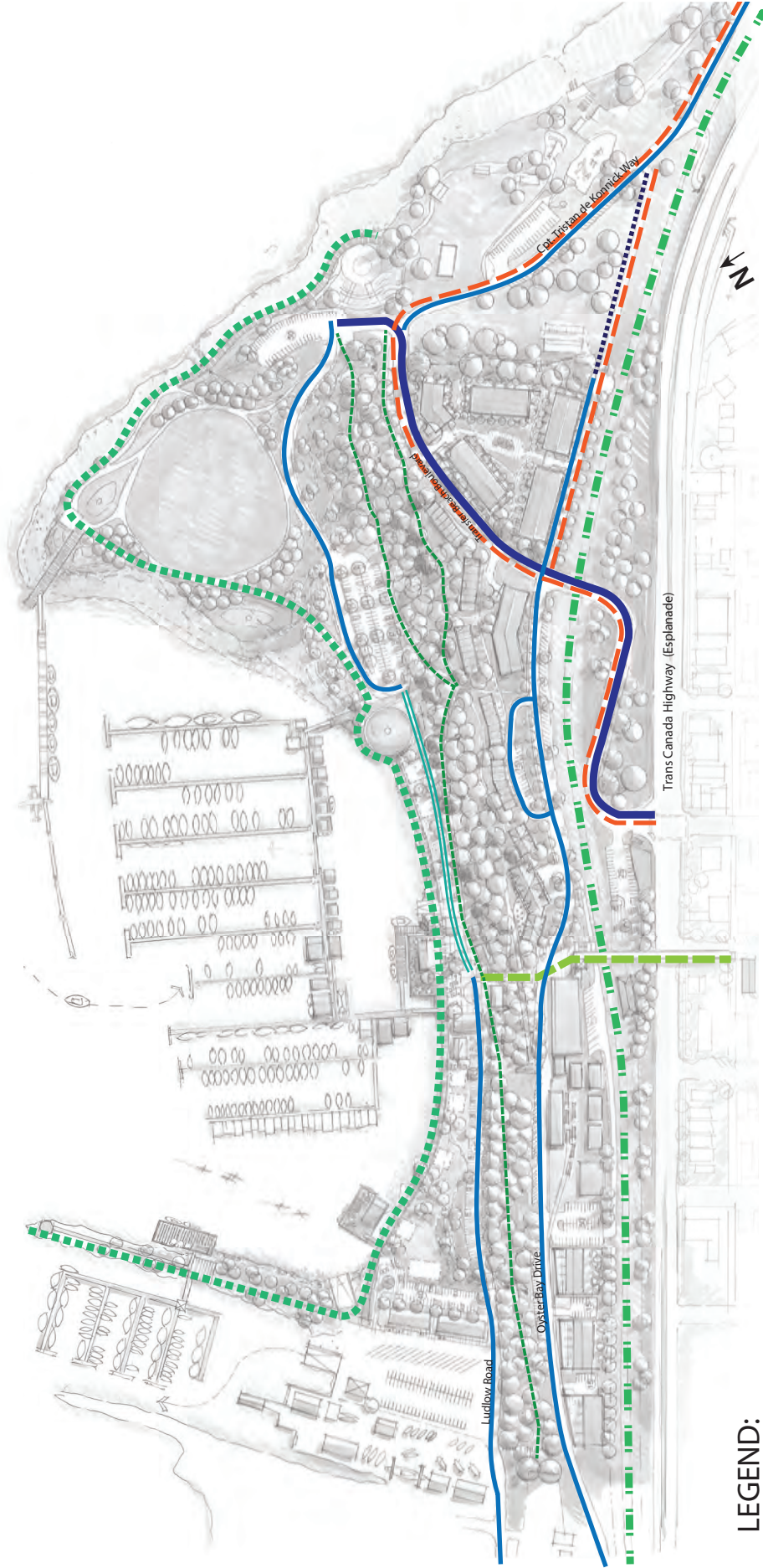
LEGEND:

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



STZ'UMINUS FIRST NATION

Waterfront Area Plan Map 4 - Transportation



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