

# OUR WATERFRONT PLAN

## WELCOME!

Today we are presenting the final draft of the Waterfront Area Plan. Share your comments on the final panel, and on the large plan displayed on the table. The comments received today will be considered for final tweaks to the Plan. The new Waterfront Area Plan will be used to guide future decision-making and investment in the waterfront area.

## THE WATERFRONT PLAN PROCESS

The Town of Ladysmith and the Stz'uminus First Nation have been working in partnership to develop a plan for the Waterfront Area, in the spirit of building our relationship.

The process draws from and builds upon past waterfront plans and projects, and the ideas presented today were developed with input received by hundreds of participants between November 2016 and Fall 2017.



**1** CREATING A VISION

NOV 2016 - FEB 2017

**2** DEVELOPING THE PLAN

FEB - MAR 2017

**3** FINALIZING THE PLAN

APRIL - WINTER 2018

\*WE ARE HERE



# PROJECT BACKGROUND

## PARTNERSHIP HISTORY

### *Stz'uminus First Nation and Town of Ladysmith*

In 2007 and again in 2012, the Town and Stz'uminus First Nation signed a Community Accord to work together to build a better relationship and develop partnerships for the mutual benefit of both communities.

The Naut'sa Mawt (Working Together) Community Accord has been further strengthened by the signing of a Memorandum of Understanding identifying 16 potential joint initiatives, including Ladysmith harbour clean-up and an expansion of marina services.

### Naut'sa mawt Community Accord "Working Together"



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

## THE STUDY AREA



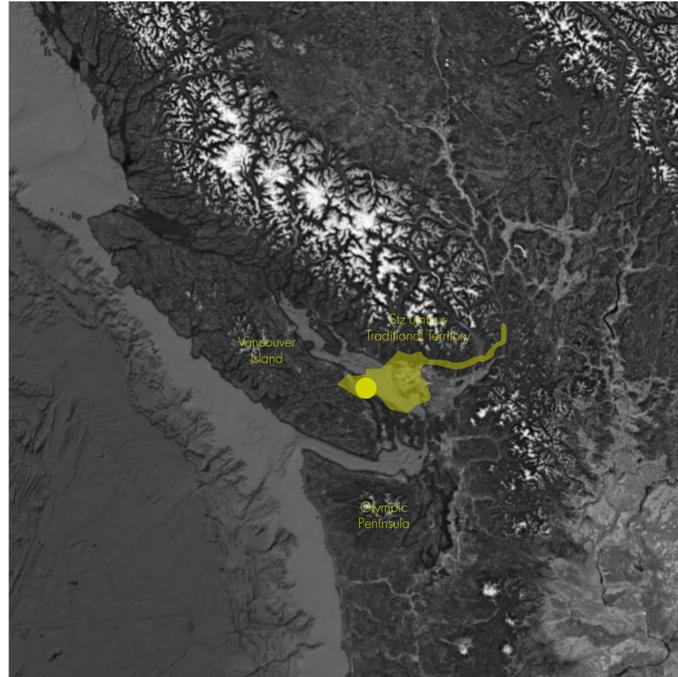
STZ'UMINUS FIRST NATION



LADYSMITH

# SITE CONTEXT AND HISTORY

## THE SITE - REGIONAL CONTEXT



## SITE HISTORY | TIME IMMEMORIAL



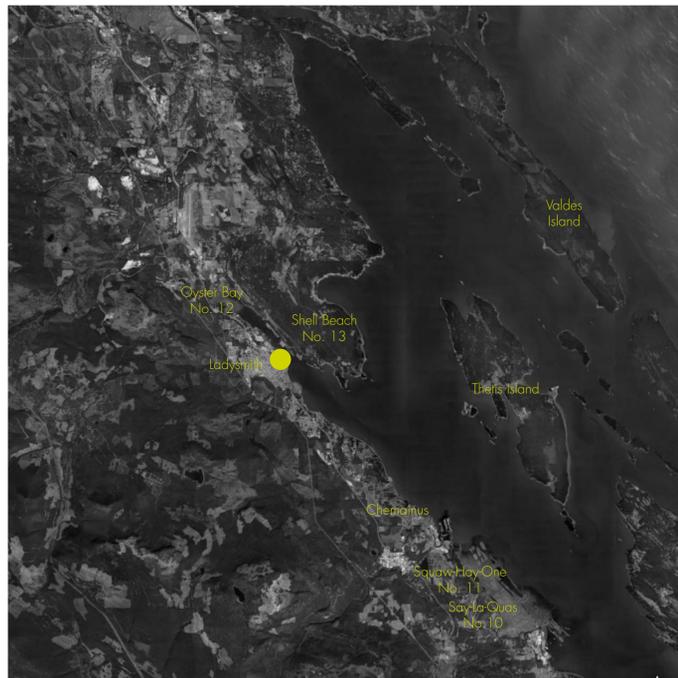
Canoe Race, 1905. Coal Wharf in Background

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.

## THE SITE - LOCAL CONTEXT



## SITE HISTORY | INDUSTRIAL PAST



Coal Bunkers in Ladysmith

The Town of Ladysmith had industrial ties from the very beginning. James Dunsmuir created a settlement on Oyster Harbour as a place for the nearly 900 Extension Mine employees to live. In 1904, the Town of Ladysmith was incorporated. 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.

# PUBLIC PROCESS

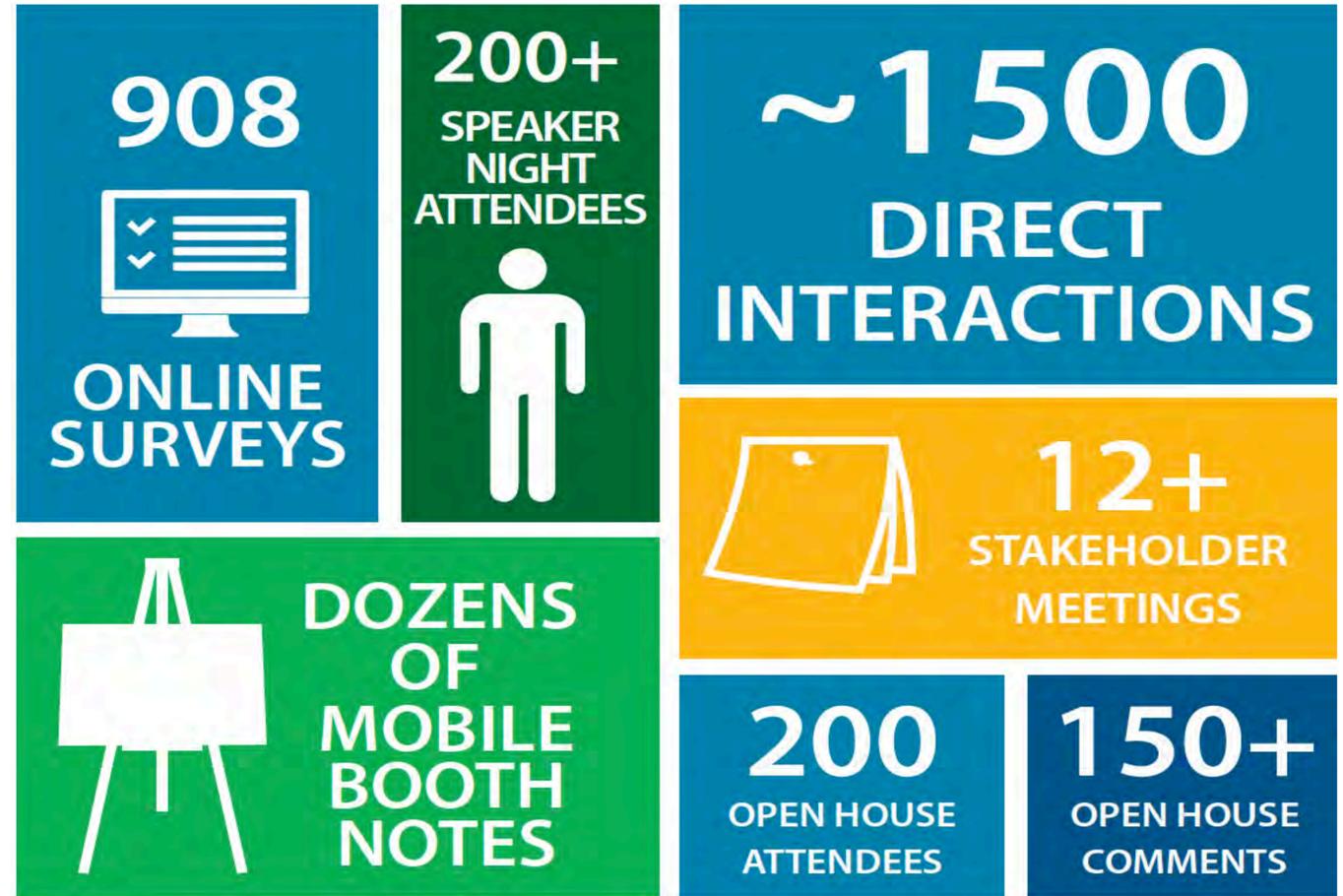
## PLANNING WITH THE COMMUNITY

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 summer 2017, an estimated 1500+ distinct participant interactions took place. The images below illustrate some of these engagement activities.



## ENGAGEMENT SNAPSHOT

The diagram below illustrates the highlights of the engagement activities undertaken throughout the process.



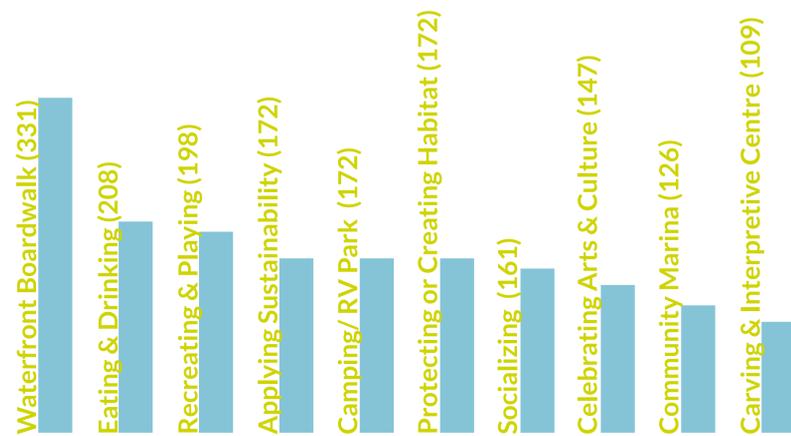
*Itst uw'hw-nuts' ul-wum | we are working as one*

# SURVEY HIGHLIGHTS

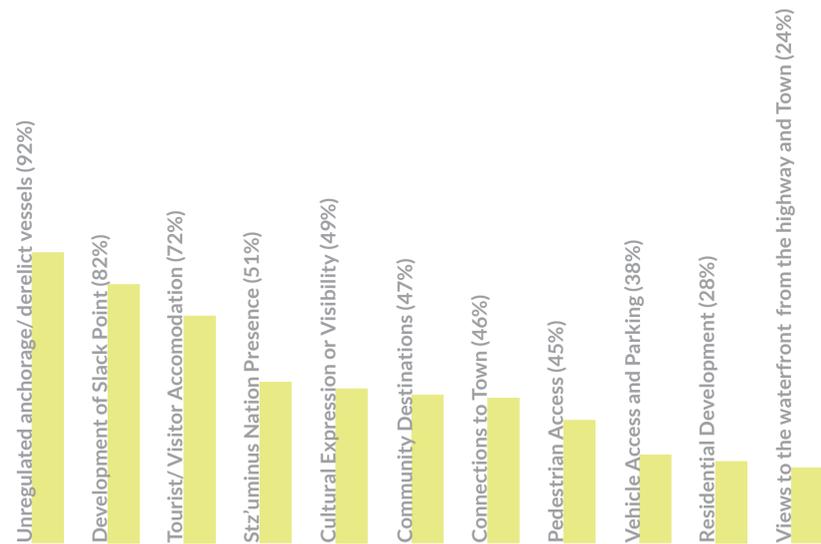
## Online Survey #1

The first online survey received input from 645 participants on their priorities for the waterfront. The below graphs present some of the key outcomes that helped to inform the community visioning themes and goals for the project. The Design Charrette team considered this community input in its work.

### Priorities for Future Uses and Experiences



### Elements Needing Improvement

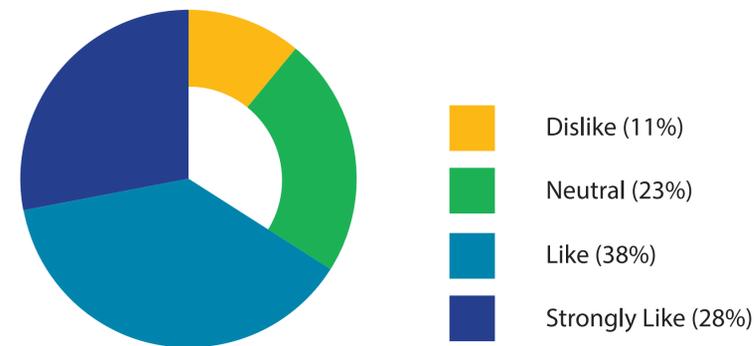


*Itst uw'hw-nuts' ul-wum | we are working as one*

## Online Survey #2

After a draft vision, goals, and concept plan were developed, participants had the opportunity to provide input in a second online survey. We heard from 507 participants, and their input was used to refine the vision, goals, and concept plan.

### Vision: How do you feel about the draft vision?



The Vision presented today was strengthened as a result of the community review and input.

### Goals

Feedback on the draft goal statements was overwhelmingly positive, ranging from 69% to 96% of respondents liking or strongly liking the statements. The statements were strengthened from community input.

### Concept Plan

All elements on the concept plan were supported by most survey respondents. Consistent with survey #1, the strongest support was for the waterfront walkway. All elements of restoration and rehabilitation (e.g. Slack Point Park) and accessibility (e.g. Gatacre Overpass pedestrian bridge) were strongly supported. Most respondents were supportive or neutral on elements of the plan that introduce commercial (e.g. hotel, restaurant, pub) and residential development. Supporting a working waterfront and marina development was supported by most respondents, as were the cultural and heritage aspects of the plan. RV parking and access has been included in the design of the concept plan, but a RV park is not included. Tourists could arrive at the site by boat or car and stay in the marina or at a future small hotel (40-80 rooms) in the waterfront area or at other local tourist accommodation. The concept plan includes significant park and open space for all to enjoy and other uses that will optimize land values in the upland areas to support the overall financial viability of the plan. Most respondents supported plan implementation with development approaches that leverage land values and optimize mutual benefit for both Ladysmith and Stz'uminus communities.

Feedback received in this survey was used to help refine and rework draft plan elements. Detailed engagement summaries are available today for review, and are available on the project webpage.

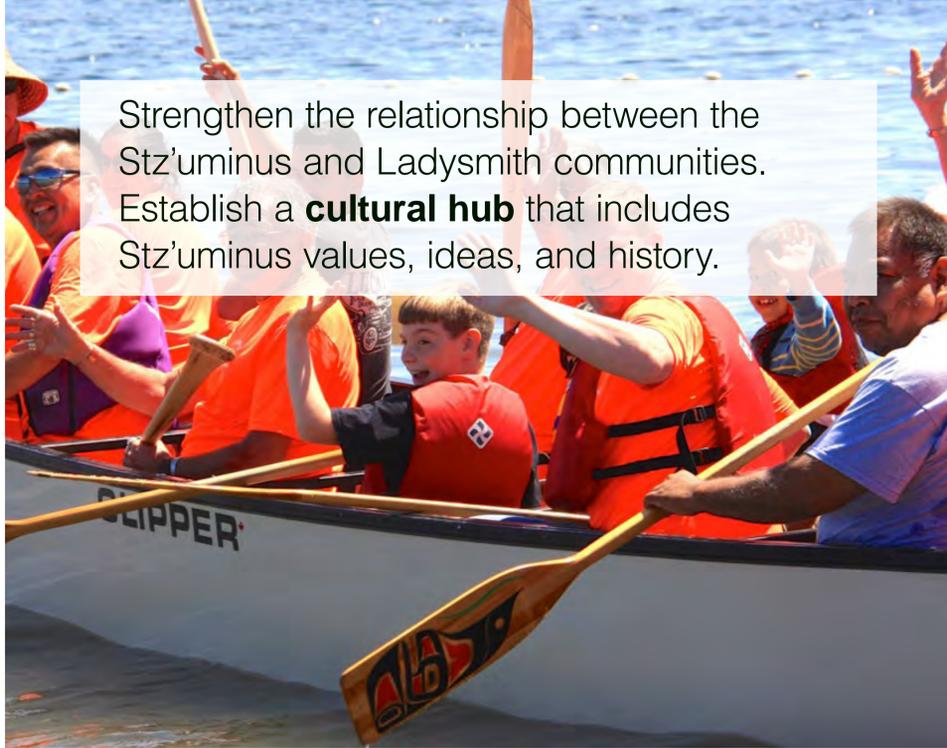


# COMMUNITY VISIONING THEMES

There were over 1200 direct interactions with community members during the early visioning part of the process. While input was extensive and diverse, a number of overarching themes emerged about priorities for the future of the waterfront.



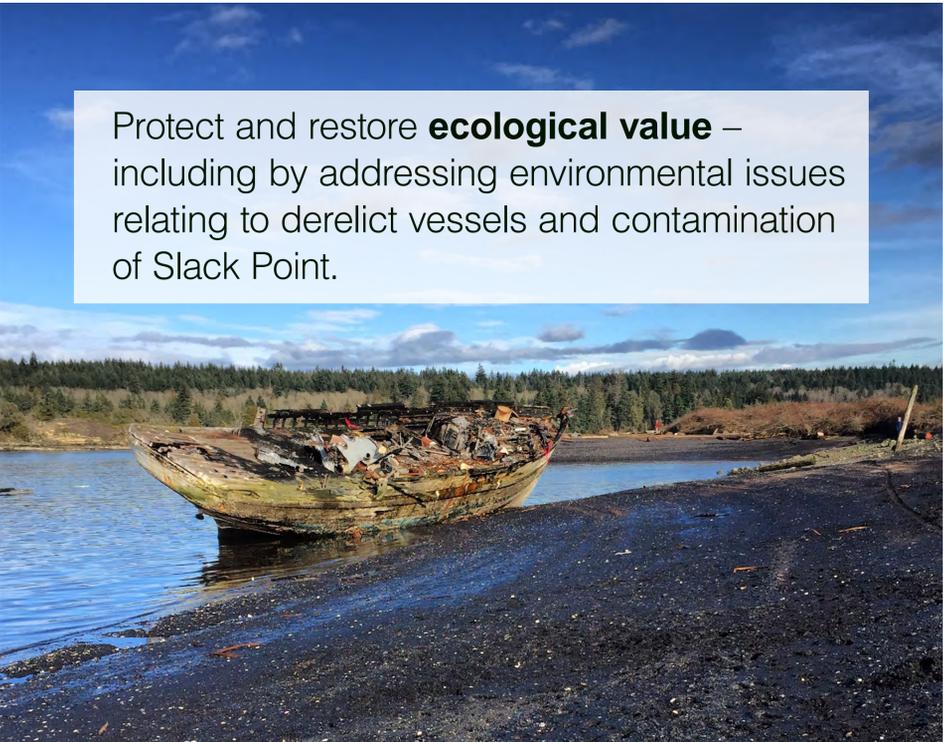
Maintain and enhance **public access** to the water, including with boardwalks and other walking connections.



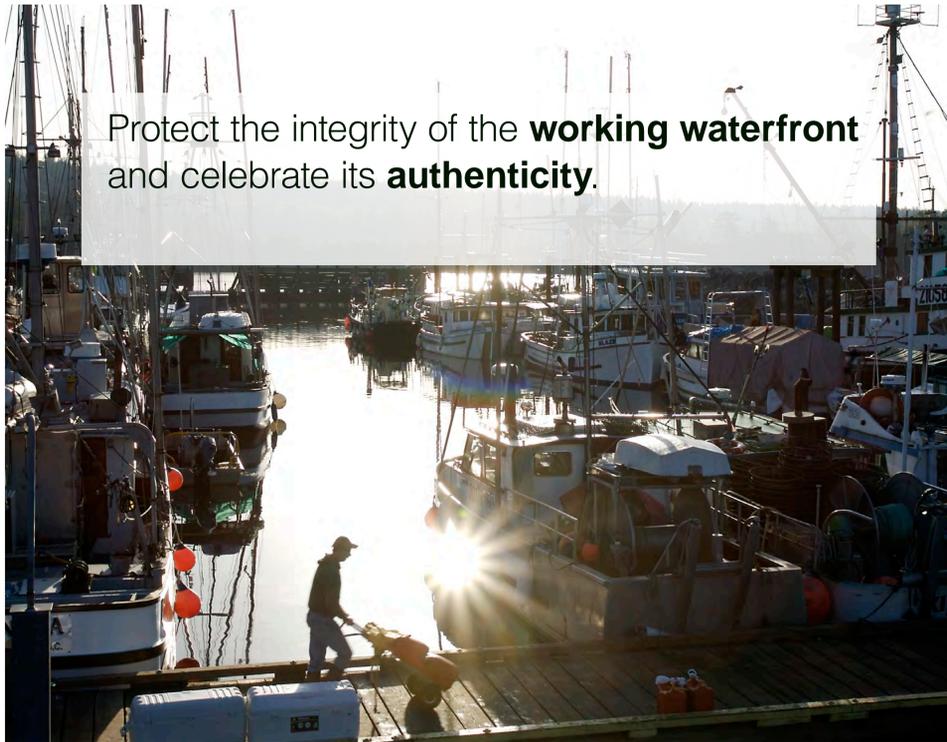
Strengthen the relationship between the Stz'uminus and Ladysmith communities. Establish a **cultural hub** that includes Stz'uminus values, ideas, and history.



Create **destinations** for residents (primarily) and tourists (secondarily) to gather, eat, shop, play, and linger.



Protect and restore **ecological value** – including by addressing environmental issues relating to derelict vessels and contamination of Slack Point.



Protect the integrity of the **working waterfront** and celebrate its **authenticity**.

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

# WHAT WE HEARD

## Design Charrette

In March 2017, a group of citizens took part in a “charrette”. A charrette is an intensive and collaborative design exercise meant to create solutions to a design problem. For this exercise, the role of the charrette was to bring together members of both communities with diverse insights and perspectives, and to collaboratively explore land use and design concepts for the waterfront study area.

The charrette team was provided with input received to date from the Ladysmith and Stz’uminus communities on priorities and ideas for the future of the waterfront. Using this community input as a guide, the charrette team worked to develop ideas for the future of the waterfront. The outcomes of the charrette were used to refine the ideas and create the draft Waterfront Area Plan you



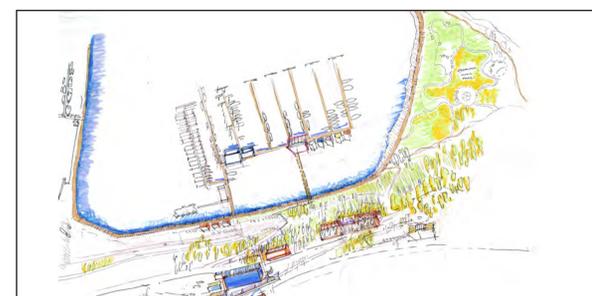
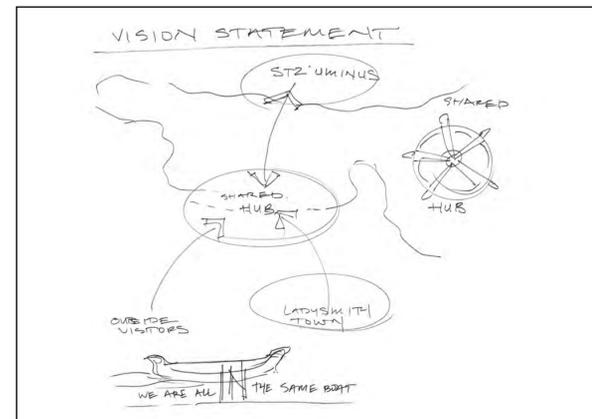
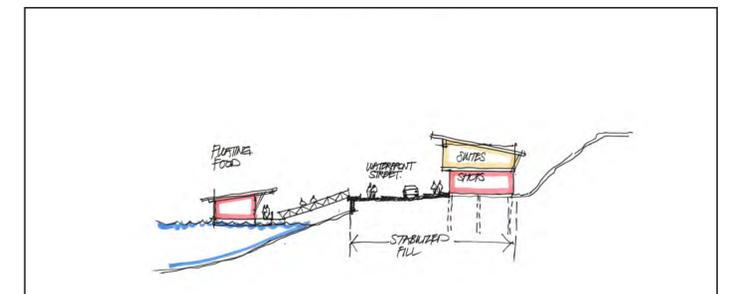
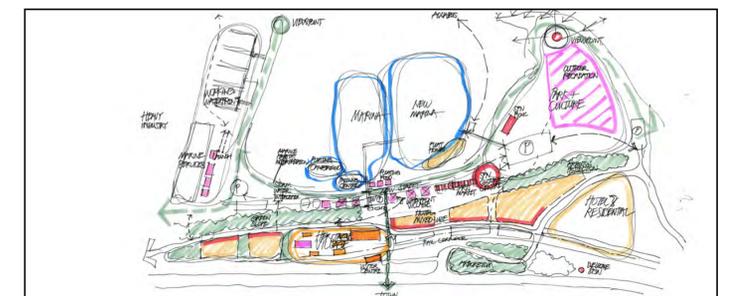
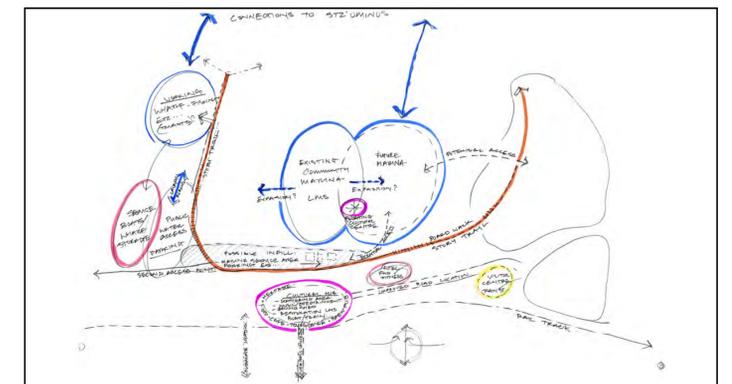
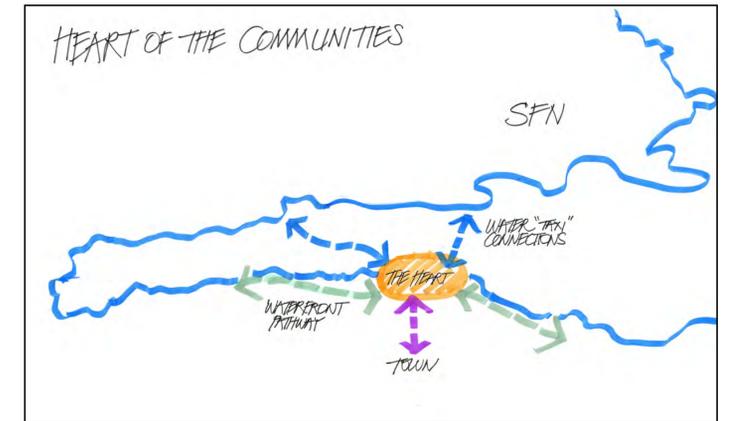
### A few of the ideas emerging from the Charrette:

*Naatsumait (one heart+one mind)*  
 We are building a legacy for both communities  
 Bringing our communities together to create the "BIG WE"

**PRINCIPLES**

- ↳ A PLACE THAT FOSTERS + STRENGTHENS RELATIONSHIPS
- ↳ A WELCOMING + ACCESSIBLE PLACE
- ↳ A PLACE THAT RESPECTS <sup>our</sup> PAST + HONOURS <sup>our</sup> FUTURE → A PLACE FOR OUR CHILDREN
- ↳ A PLACE THAT ENDEAVOURS TO ~~CARE~~ REPAIR + RESTORE ECOLOGY + HABITAT
- ↳ A PLACE THAT CELEBRATES + EMBRACES OUR UNIQUE IDENTITY
- ↳ A FINANCIALLY SOUND PLAN
- ↳ BUILDING LEGACY

*WE → BOTH COMMUNITIES*



# VISION: The Foundation of the Plan

## 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.



# 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.



# CONCEPT PLAN



## 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.

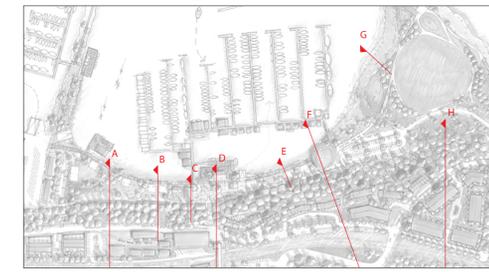


STZ'UMINUS FIRST NATION

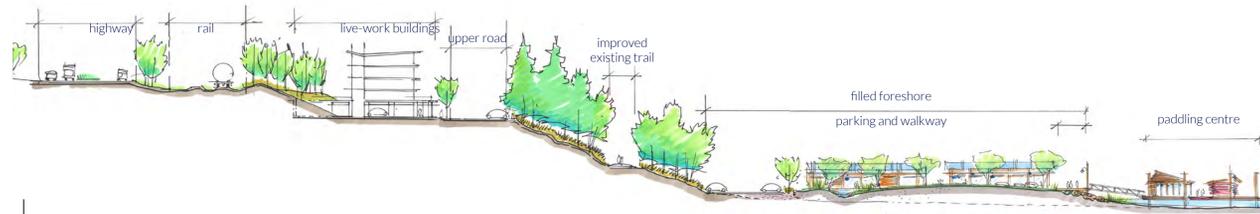


LADYSMITH

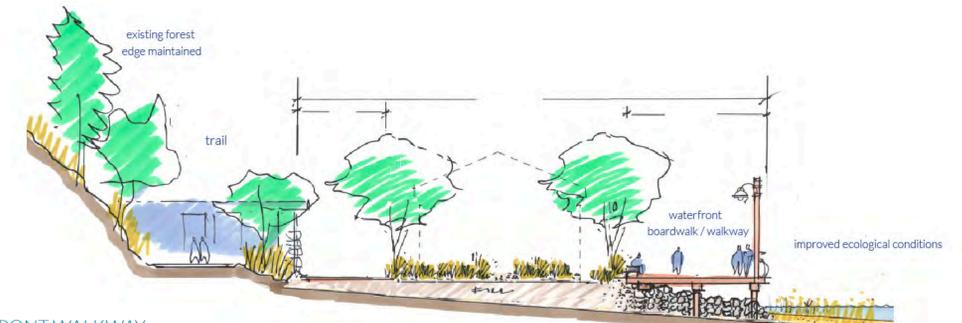
# CONCEPT PLAN DETAILS



Section Key



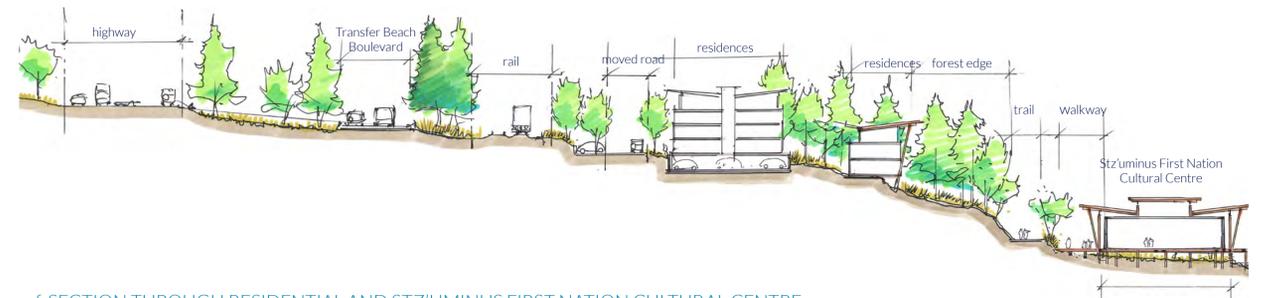
a. SECTION THROUGH LIVE-WORK AREA (BULLER STREET)



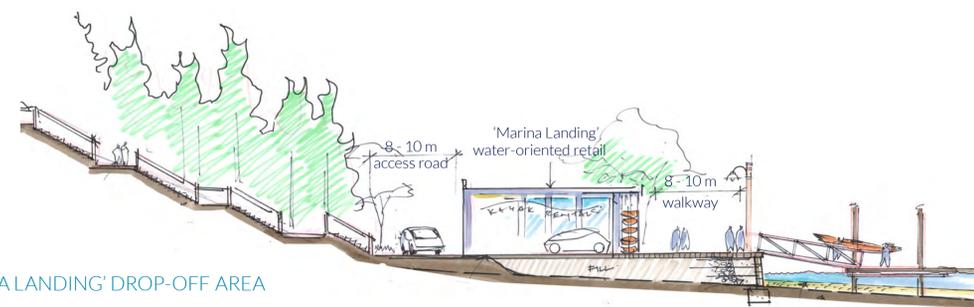
e. SECTION THROUGH WATER FRONT WALKWAY



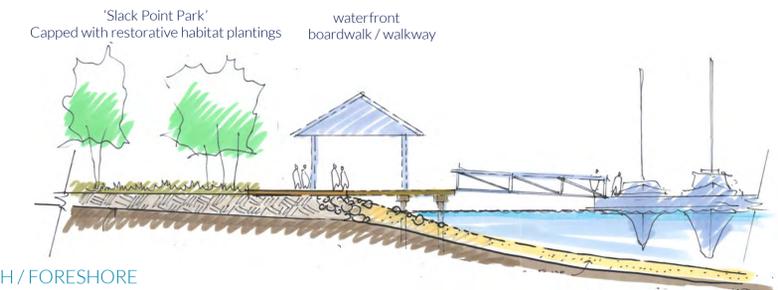
b. SECTION THROUGH 50-75M WIDE FILLED FORESHORE



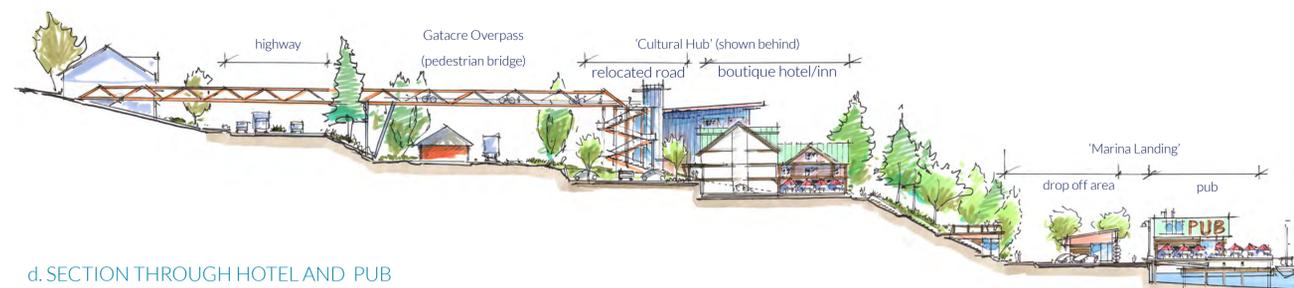
f. SECTION THROUGH RESIDENTIAL AND STZ'UMINUS FIRST NATION CULTURAL CENTRE (BADEN-POWELL STREET)



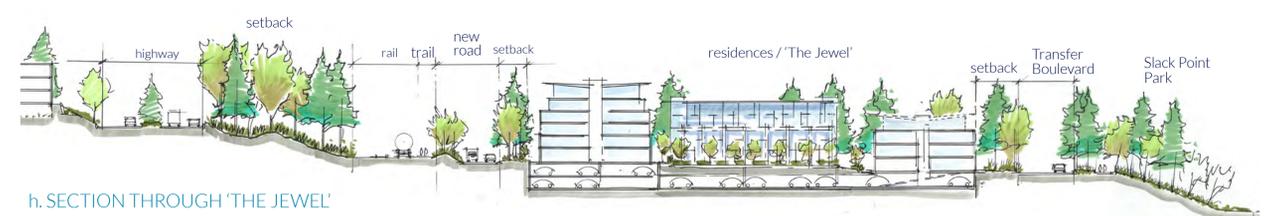
c. SECTION THROUGH 'MARINA LANDING' DROP-OFF AREA



g. SECTION THROUGH SLACK POINT BEACH / FORESHORE



d. SECTION THROUGH HOTEL AND PUB (GATACRE STREET)



h. SECTION THROUGH 'THE JEWEL'

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



STZ'UMINUS FIRST NATION



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# PLAN OVERVIEW

## PARKS & 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 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.

## RESIDENTIAL LAND USE

Residential land use 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. Residential development will drive the economic viability and sustainability for the waterfront area, downtown and beyond via higher land values, ongoing tax/utility revenues and a base of customers for local businesses.

## COMMERCIAL LAND USE

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.

## INSTITUTIONAL LAND USE

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 and a new highway-oriented Visitor Centre.

## INDUSTRIAL LAND USE

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.

## MARINA AND MOORAGE LAND USE AREAS

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.

## ECOLOGICAL MANAGEMENT

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.

## SPACE ALLOCATION OF LAND-BASED USES

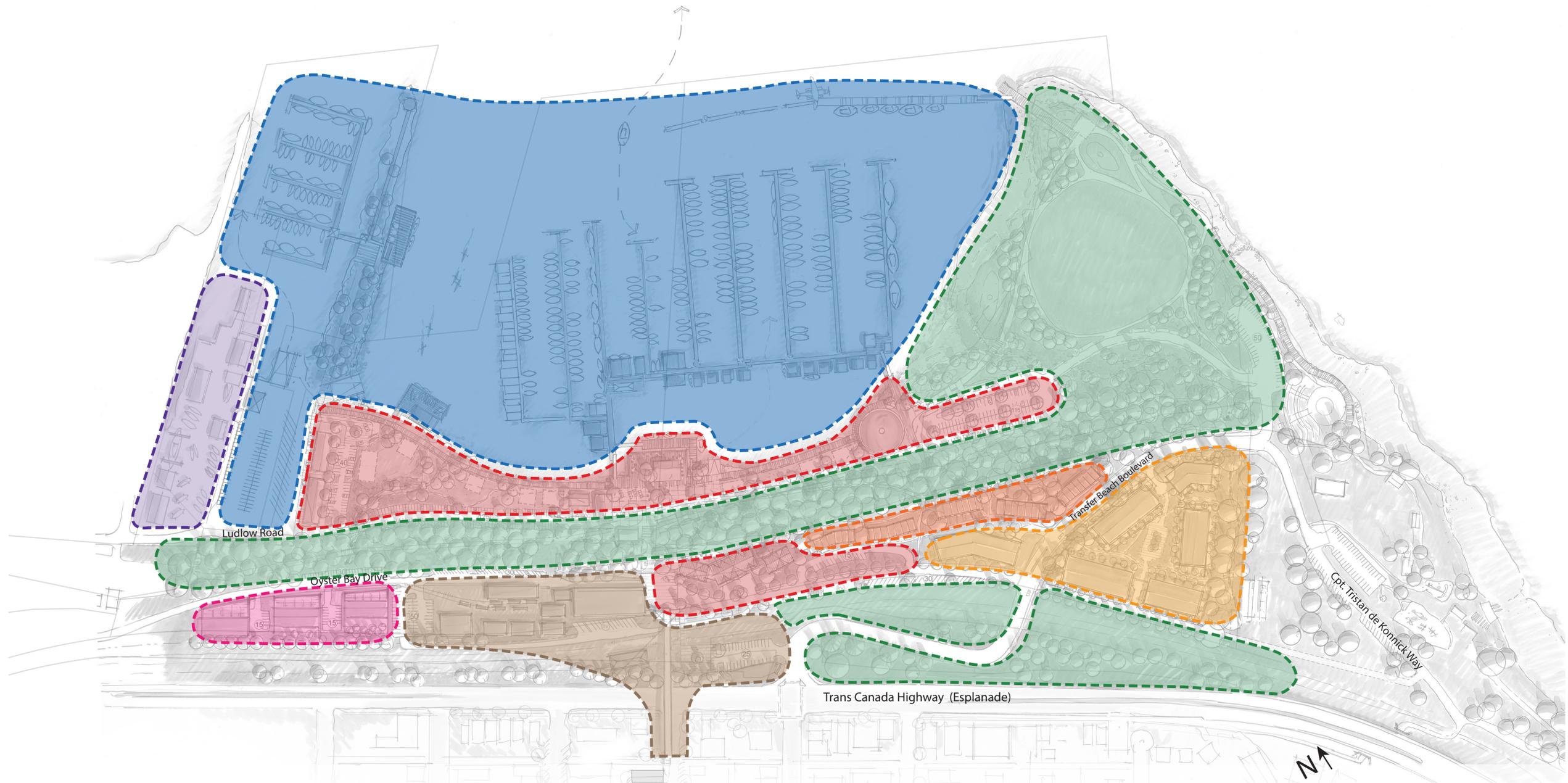
The proportion of different land-based uses (not including marina and moorage areas) are shown below.

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%

**Policies can be reviewed in the printed plans available.**



# LAND USE MAP



## LEGEND:

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

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



STZ'UMINUS FIRST NATION



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# MOBILITY AND STREETSAPES



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



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.

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.

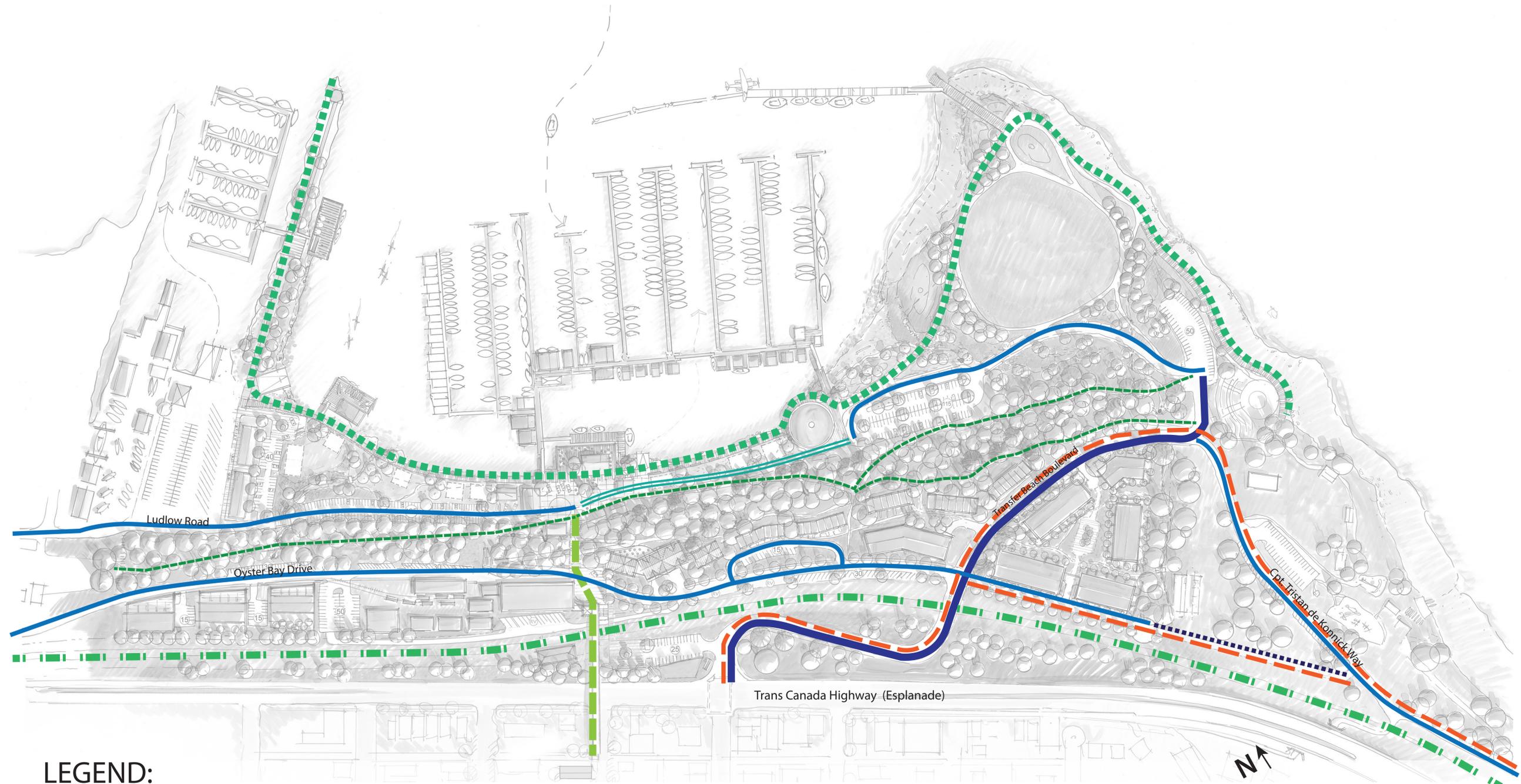
Good design will be important in the creation of the new road standard for the central activity areas, such as the marina, commercial areas and arts and culture hub. A new road alignment that parallels the rail line is planned to keep through-traffic at the edges of the site, and to facilitate shared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



Local Road Design Concept - north of Machine Shop

# TRANSPORTATION NETWORK



## 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



STZ'UMINUS FIRST NATION



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# FORM AND CHARACTER

To help create and maintain a consistent character in the Waterfront Area, a series of Form and Character Guidelines have been developed that will apply to all land based buildings, structures at the edge of the water, and structures that are floating or built on piles in the water. The images below are representative of the general look and feel that the guidelines are looking to create.



Teshahht First Nation (Photo: Lubor Trubka Associates Architects)



Kiahoose First Nations (Photo: Merrick Architecture)



An example of the appropriate form, character and materials for land, piled and floating buildings.



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



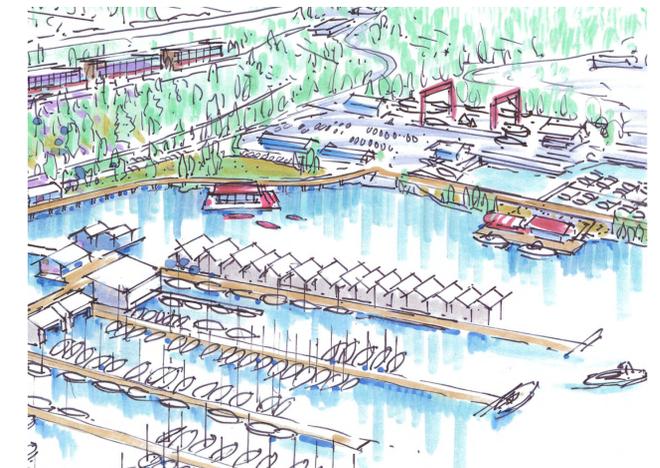
Examples of design features that celebrate the heritage of the waterfront area.



Multi-family townhomes.



A Stz'uminus First Nation Cultural Centre will be a vital component of the Waterfront, and whose design approach is yet to be determined.



Marina structures.

# 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 to the right outlines this work in immediate, short, medium and longer-term time frames to serve as a guideline for future work, subject to available funding.**

Timeline of Implementation Actions			
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			



# THANK YOU

## THANK YOU FOR ATTENDING!

*Your input has been essential to the development of the Waterfront Area Plan. Please leave any additional comments below.*

## STAY IN TOUCH



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Please share any comments here.



STZ'UMINUS FIRST NATION



LADYSMITH

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