

An aerial photograph of a waterfront area. In the foreground, a marina is filled with numerous sailboats and motorboats. A long, narrow pier extends into the water. To the left, a large, rectangular floating structure is visible. The water is calm, reflecting the sky. In the background, a winding road curves along the shoreline, bordered by a dense forest of trees. Beyond the road, a residential neighborhood with houses and buildings is visible. The overall scene is peaceful and scenic.

CHARRETTE BRIEF

Waterfront Plan Charrette

March 10 -12, 2017

Ladysmith Secondary School

710 6th Avenue, Ladysmith

“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



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WELCOME 250-245-1146

Agenda

FRIDAY

5:30-8:00pm Team Dinner + Session Orientation at Ladysmith Secondary School

SATURDAY

8:45am Team arrives at Ladysmith Secondary School for bus transportation

9:00am Site Walking Tour

10:45am Warm Up Activity

11:15am Small Group Design Session: Exploring Many Ideas (lunch provided)

1:15pm Break

1:30pm Large Group Sharing of Design Ideas

2:30pm Small Group Design Session: 2-3 Alternative Concepts

4:15pm End of Day

SUNDAY

8:45am Team arrives at Ladysmith Secondary School

9:00am Large Group Sharing of 2-3 Alternative Concepts

11:00am Concept Tweaks / Preparation for Community Review

12:00pm Session Wrap-Up

1:30-4:00pm Public Review Event at Ladysmith Secondary School



What is a charrette?

char•rette
/SHē'ret/
noun NORTH AMERICAN

a meeting in which all
stakeholders in a project
attempt to resolve conflicts
and map solutions.

The word charrette is French for “cart” or “chariot.” Its use in the sense of design and planning arose in the 19th century at the École des Beaux-Arts in Paris, where it was not unusual at the end of a term for teams of student architects to work right up until a deadline, when a charrette would be wheeled among them to collect up their scale models and other work for review. Their last minute efforts to apply the finishing touches came to be referred to as working en charrette, “in the cart.”

The word charrette may refer to any collaborative session in which a group of designers draft a solution to a design problem.

The purpose of this document is to provide the charrette team with background information that can help inform the design process. It is not intended to be totally comprehensive, but rather provide a snapshot and shared reference point for participants. There is an incredible wealth of knowledge about the waterfront on the charrette team, and there will be an opportunity at the event for participants to share additional insights and background information.

What is the role of the charrette team?

The role of the charrette team is to bring together community members with diverse insights and perspectives, and to collaboratively explore land use and design concepts for the waterfront study area. The charrette team of 26 members includes:

- Eleven citizens at-large;
- Nine representatives from the following Town commissions and/or organizations: Ladysmith Maritime Society, Ladysmith Arts Council, Ladysmith and District Historical Society, Advisory Design Panel, Advisory Planning Commission, Heritage Revitalization Advisory Commission, Ladysmith Chamber of Commerce, Ladysmith Downtown Business Association, and Parks, Recreation and Culture Advisory Committee; and
- Six members of Ladysmith and Stz'uminus Councils.

Staff from the Town and DIALOG will provide guidance, facilitation, and graphic design services throughout the weekend.

The charrette team will be provided with input received to date from the Ladysmith and Stz'uminus communities. Using this community input as a guide, the charrette team will develop a long term vision, design concepts, and implementable solutions for the waterfront. The outcomes of the charrette will be used as a basis of the new Waterfront Plan.

Importantly, the charrette team should work to actively listen to one another, be respectful of different perspectives, and have fun!

Charrette Team Members

John Elliott	Chief, Stz'uminus First Nation
Rob Hutchins	Town Councillor
Marnie Craig	Heritage Revitalization Advisory Commission
Alana Newton	Ladysmith Chamber of Commerce
Kathy Holmes	Ladysmith and District Arts Council
Cheryl Bancroft	Citizen at Large
Peter MacHardy	Citizen at Large
Tony Beckett	Citizen at Large
Kevin Frenchy	Stz'uminus First Nation Councillor
Joe Friesenhan	Town Councillor
Kaien Shimizu	Advisory Design Panel
Doug Bell	Citizen at Large
Susan Erickson	Citizen at Large
Jan Christenson	Citizen at Large
Gord Horth	Citizen at Large
Vince Devries	Citizen at Large
Laurelle Street	Citizen at Large
Peter Seymour	Stz'uminus First Nation Councillor
Aaron Stone	Mayor, Town of Ladysmith
Jill Dashwood	Ladysmith Downtown Business Association
Christy Villiers	Advisory Planning Commission
Shirley Blackstaff	LDHS – Industrial Heritage Preservation Committee
Rod Smith	Ladysmith Maritime Society
Jim Allair	Parks, Recreation and Culture Advisory Committee
Jenny Van Horne	Citizen at Large
Mike Hooper	Citizen at Large

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THE PROJECT

Partnership History

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"*



Overview of Project

The primary purpose of the Waterfront Area Plan process is to engage community stakeholders and land owners in a process to confirm and/or develop the vision and community planning goals, objectives, and policies for the Waterfront Area.

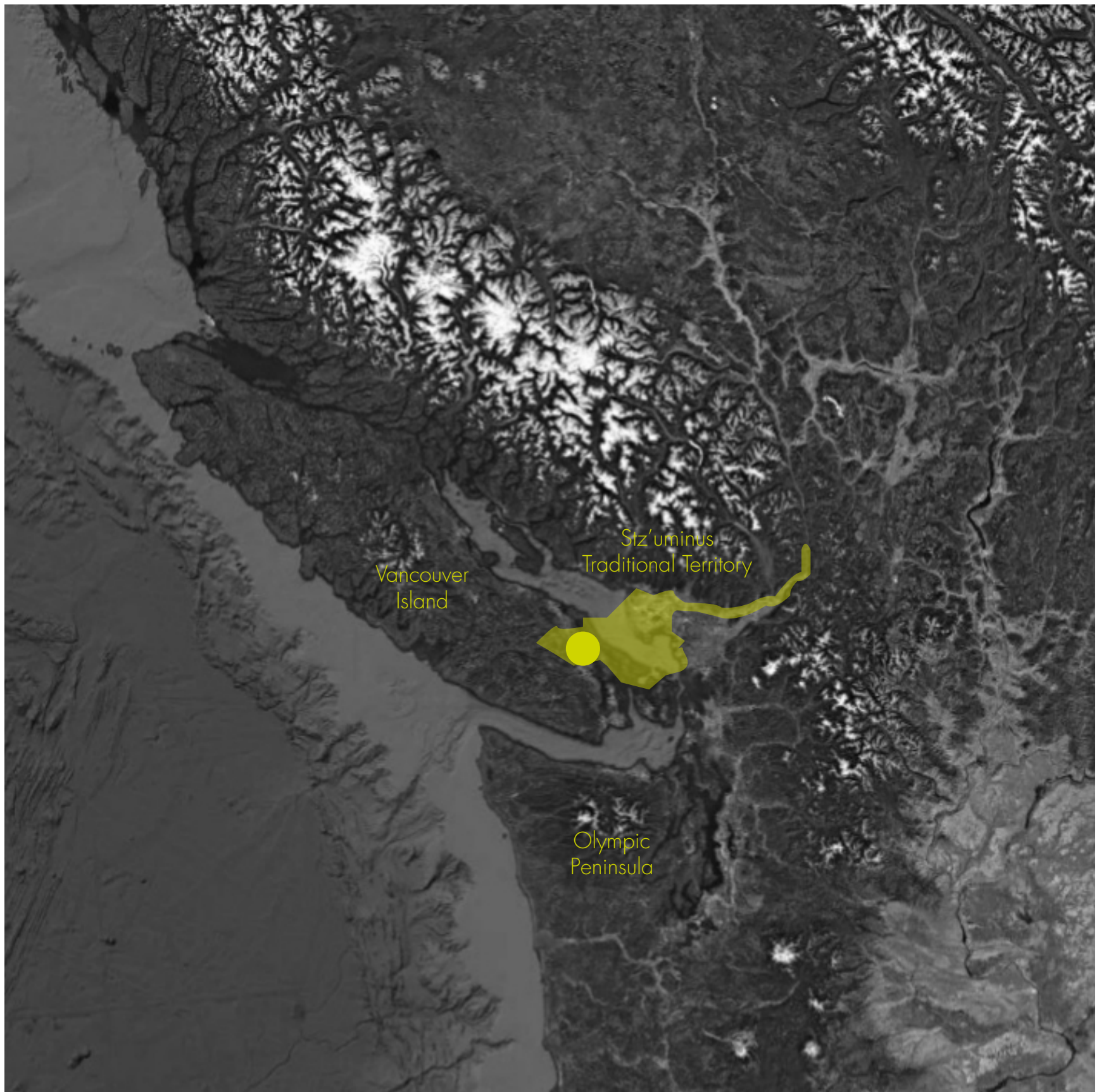
The geographic area that is the focus of this project, including the charrette, is comprised mainly of lands and water lots located between the Town's highly treasured Transfer Beach Park in the south, well-established industrial areas in the north, and the Trans Canada Highway (Esplanade) to the west.

The charrette is the keystone event of the process. It builds on the community visioning and takes it a step further by manifesting ideas into design solutions and comprehensive plan alternatives for the future of the waterfront.

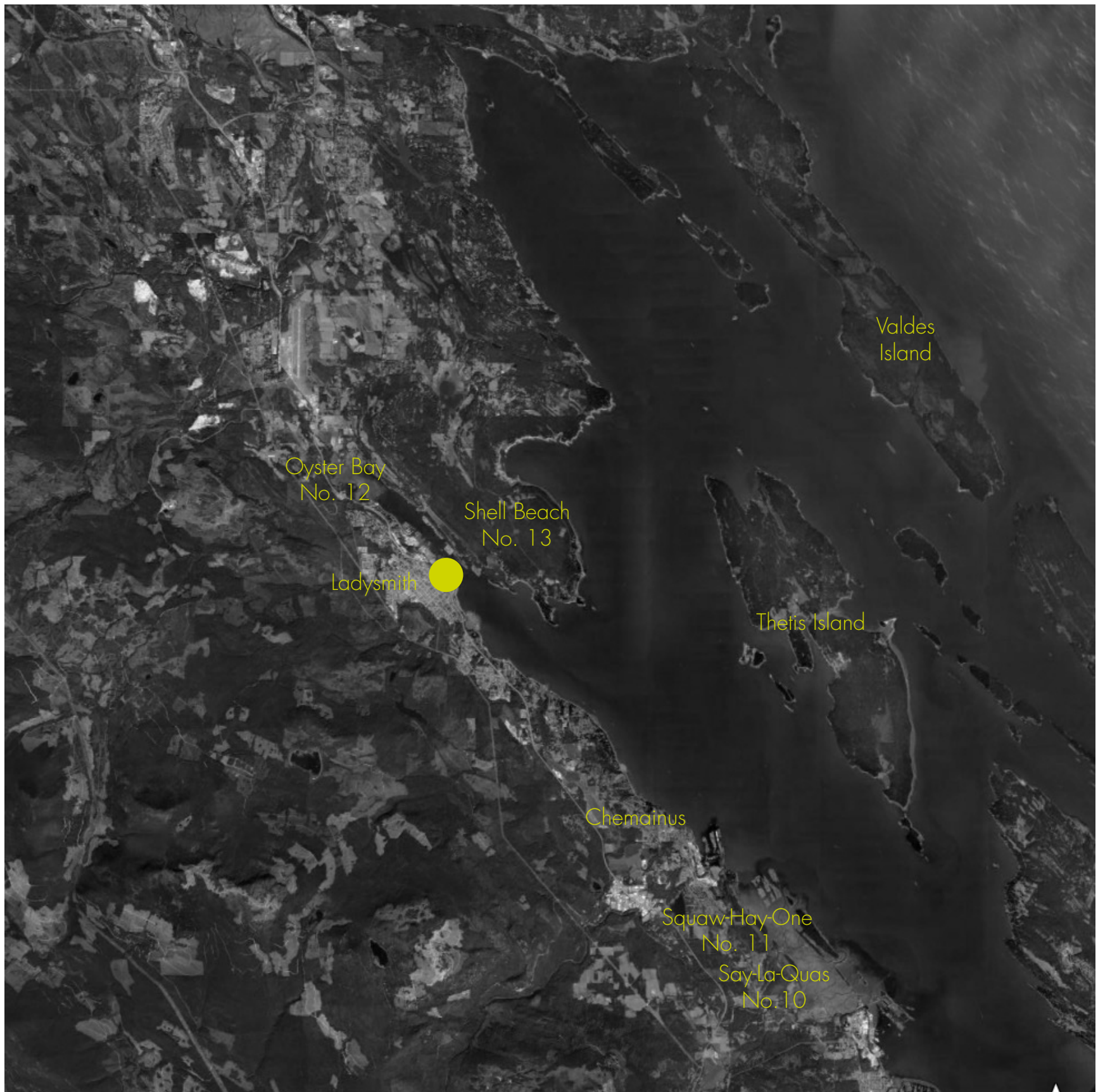
Waterfront Plan Process



The Site - Regional Context



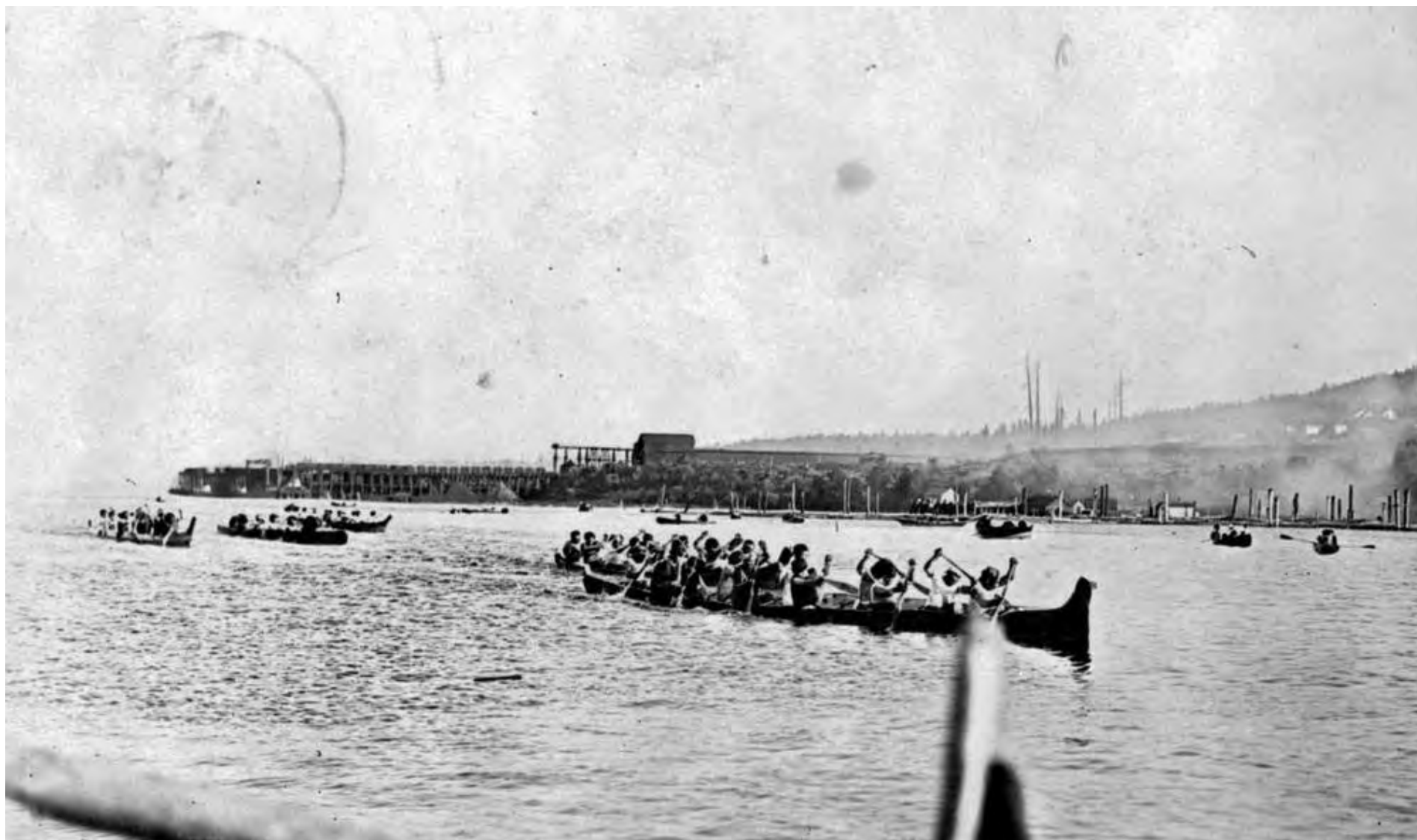
The Site - Local Context



The Site



SITE HISTORY



Canoe Race, 1905. Coal Wharf in Background

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.

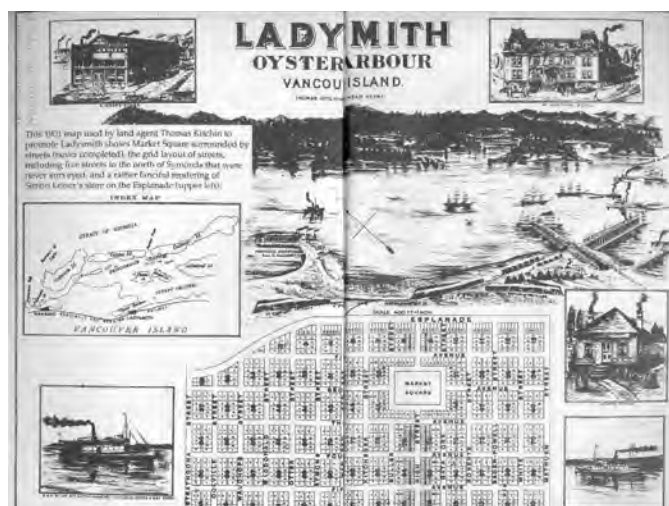
The Stz'uminus, despite their continuing and irrevocable presence since time immemorial, became increasingly alienated from the management of their lands for harvesting, cultural, spiritual and economic use. This was a result of settler-colonial processes, which divided and sold the land without the 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.

Industrial History

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.

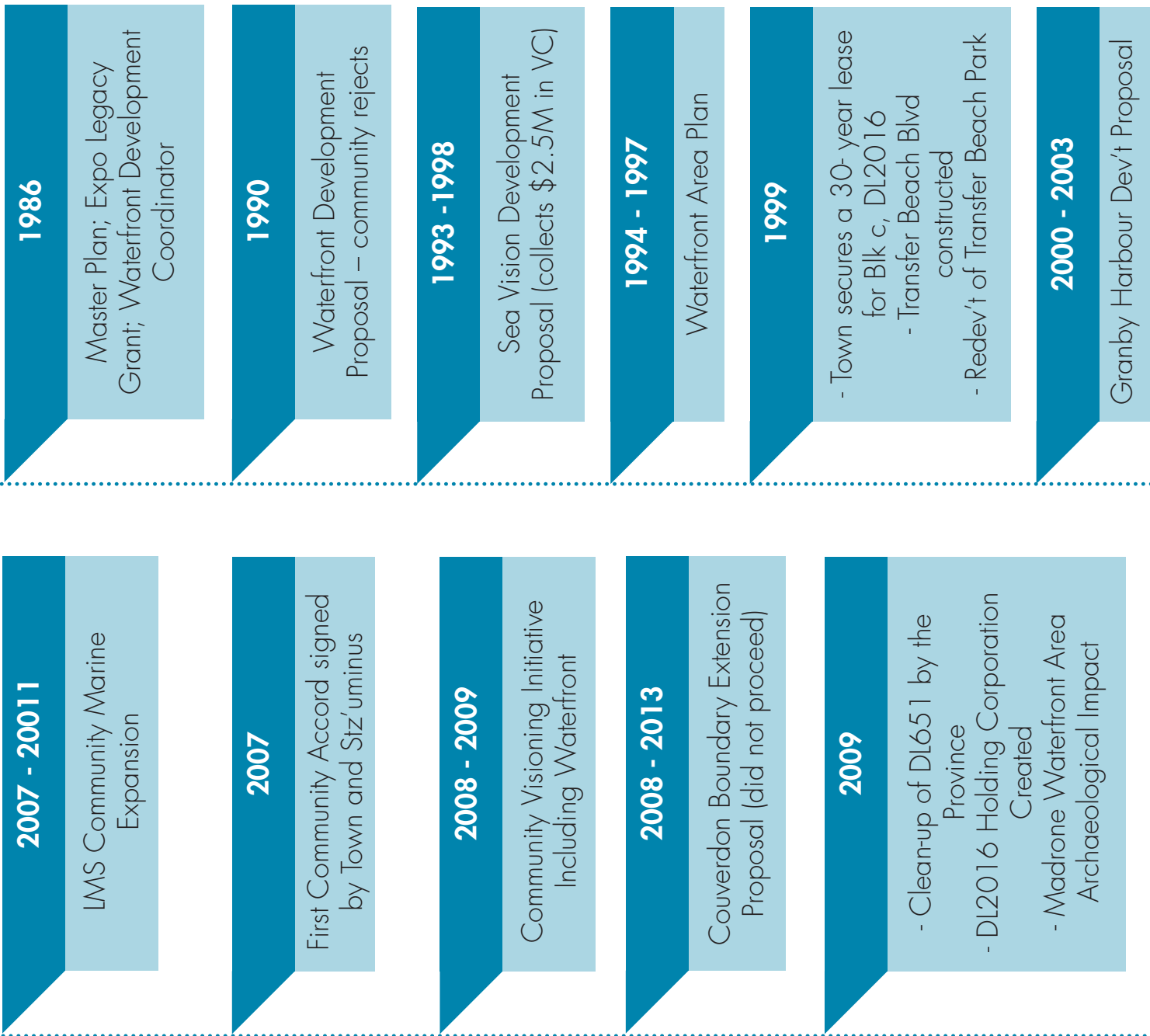
Coal continued to be a central economic force for the Town - however, employee strikes, competing coal mines, decreased demand for coal and finally the Great Depression resulted in the closure of Extension mine in 1931. After the closure of the mine, the town shrunk by nearly 50%. However, by 1935 Comox 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's environmental contamination, as well as in historic buildings and artifacts.



Coal Bunkers in Ladysmith

EARLY & EMERGING VISIONS

Timeline of Recent Planning Initiatives



2010 - 2012
Golder Associates
Environmental + Geotechnical
studies

2011
Stz'uminus First Nations - Coast
Salish Dev't Corp Vision

2012
- Nut'sa maw Community
Accord Signed by Town and
Stz'uminus
Ladysmith Maritime Society
Community Marina Upgrades
(DL2016)
- Nut'sa mawt Steering
Committee Formed

2013 - 2016
Sustainability Action Plan

2014
The Machine Shop (Lot 4)
added to Community Heritage
Register

2016
Waterfront Area Plan - Planning
and Design Project Commences

2000
Holland Creek Area Boundary
Extension

2002
South Ladysmith Area Boundary
Extension

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

2007 - 2009
Fisherman's Wharf Breakwater
Proposal

1997 Waterfront Area Plan

The current Town of Ladysmith Waterfront Area Plan (WAP) was adopted in 1997 after a three year process. The WAP defines the general objectives and policies within the OCP and sets forth specific direction for the form, character, and scale of development which may occur in the area. The 1997 WAP considers a much larger area than that which this charrette is considering.

The 1997 WAP also established principles for the overall development of the waterfront, set the direction for future land use, parks and open space, transportation and servicing in the plan area, provided urban design guidelines, and proposed an implementation and phasing strategy.

A goal of this charrette is to either confirm or change the 1997 plan, for the current study area, after considering the outcomes of more recent community visioning, the new environmental and geotechnical information, market potential, and other potential growth areas within or near the area, and other priorities of the partners.

The map to the right summarizes the land use directions set forth by the 1997 WAP.

For more detailed information about the 1997 WAP, please consult the plan document itself, available at the Resources Table or at <http://www.ladysmith.ca/city-hall/waterfront-area-plan/waterfront-area-plan-background>.

This current Waterfront Area Plan process will result in an update to the 1997 WAP.

TOWN OF LADYSMITH

WATERFRONT AREA PLAN

LAND USE PLAN

LEGEND

LAND USE

- PARK
- OPEN SPACE
- MULTI-FAMILY RESIDENTIAL
- MIXED-USE RESIDENTIAL/ COMMERCIAL
- RESORT RESIDENTIAL/ COMMERCIAL
- TOURIST COMMERCIAL
- COMMUNITY COMMERCIAL
- MARINA
- WATER RECREATION
- LIGHT INDUSTRIAL
- PROPOSED CORRIDOR R-O-W
- PLAN AREA

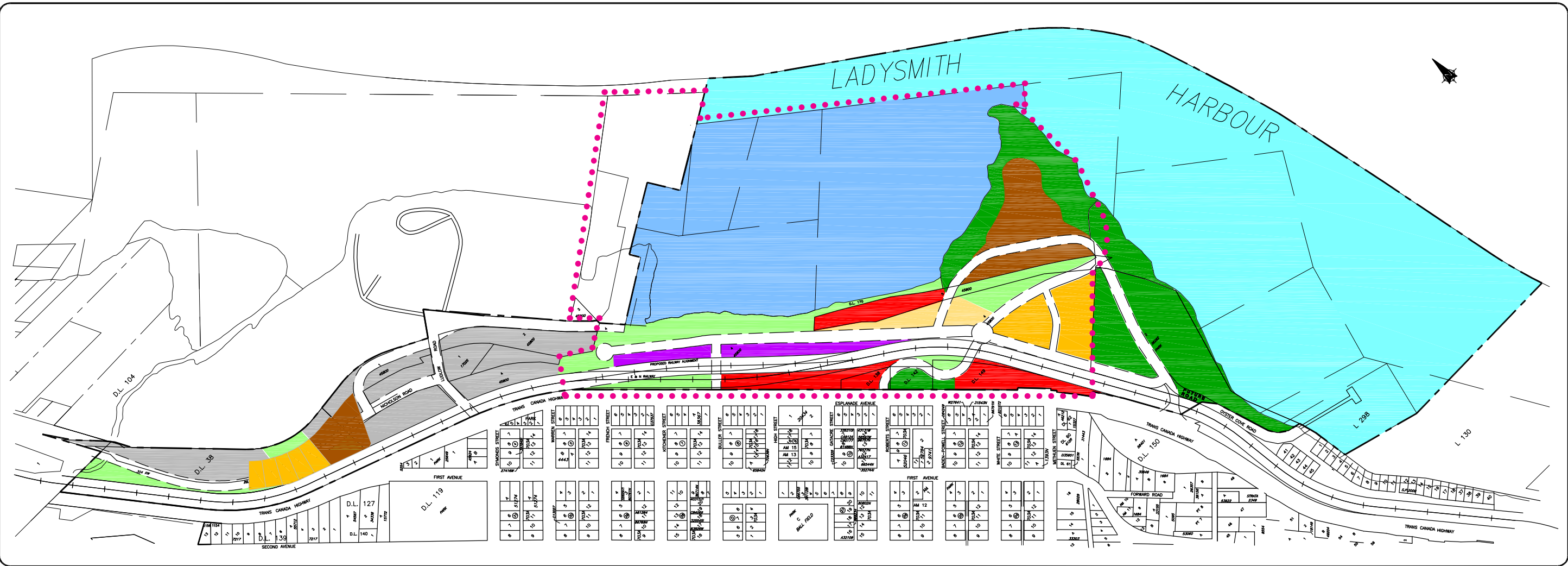
MAP 2



DATE: January 1997

deHoog D'Ambrosio
Rowe Architects

PREPARED BY:
URBAN SYSTEMS



* This icon indicates that there is more information on this subject at the “Resource Table” at the charrette.



Current WAP Study Area

2003 Official Community Plan

The Official Community Plan (OCP) is a long term policy document that reflects the aspirations and goals of the community. The OCP is a tool that municipalities can use to help shape what development might look like in the future of their community.

The 2003 OCP sets forth the following vision for the future of Ladysmith:

“Ladysmith is a community that **maintains a small town feeling**, manages growth, **welcomes new people and builds community spirit** and involvement...Ladysmith is a complete community that **balances the need for economic growth with environmental and climate protection**, ensuring a **diversity of housing and transportation choice**, while maintaining and developing the necessary support facilities. Ladysmith supports **cultural and environmental stewardship** through **partnerships** that foster community ownership. Economic benefits are derived from planned, sustainable growth and development.”

The waterfront is identified in the OCP as important: “[p]lanning, managing and implementing the Waterfront Redevelopment, with its associated residential, commercial and employment mix, is a major issue for Ladysmith. Development of the waterfront provides a significant opportunity for the Town to create a new urban area in a key location.”

The study area has a land use designation of “Mixed Use Waterfront” and “Waterfront”.

Mixed Use Waterfront:

The Mixed Use Waterfront designation is intended as a vibrant mixed use waterfront containing commercial, residential, and park and open space uses. It provides for a limited range of commercial uses as a secondary commercial focus to the downtown core and to include tourist oriented and local neighbourhood serving retail and service uses, and marina commercial uses. Residential uses are to include multi-family residential uses including apartments and mixed apartment and commercial developments, limited single family dwellings in upland and marine oriented settings, and special needs housing. The maximum density in the Mixed Use Waterfront designation for commercial uses is 0.5 FSR, up to 75 units per hectare or 1.0 FSR for multi-family residential development, and 10 units per hectare for single family residential development.

Waterfront:

The Waterfront designation is applied to ocean and foreshore areas of the Ladysmith harbour and is intended to provide for a range of marine oriented uses. It provides for marine industrial, marina commercial, recreation to include foreshore public trails/walkways and water recreation uses, and foreshore and estuary conservation uses. The maximum density for marina commercial development in the Waterfront designation is 0.3 FSR.

Development in both designations is subject to Development Permit Area Guidelines, which provide detailed direction about form, character, and overall design.

Overall Growth

In the OCP, Ladysmith has five areas in which future population growth can be accommodated. The waterfront is one of these areas and has been projected to accommodate a potential population of **2,500 people**. An overall land use map is included to the right.

For more detailed information about the OCP please consult the plan document itself, located on the **Resources Table** or at <http://www.ladysmith.ca/docs/bylaws/schedule-a---ocp-text-consolidated.pdf?sfvrsn=18>.



Updating the OCP

This current Waterfront Area Plan process will result in an update to the relevant parts of the OCP, in order to ensure that the vision and policies for the waterfront reflect the outcomes of this process.

OFFICIAL COMMUNITY PLAN 1488
MAP 1 AMENDMENTS

Town of Ladysmith
OFFICIAL COMMUNITY PLAN
MAP 1 - LAND USE

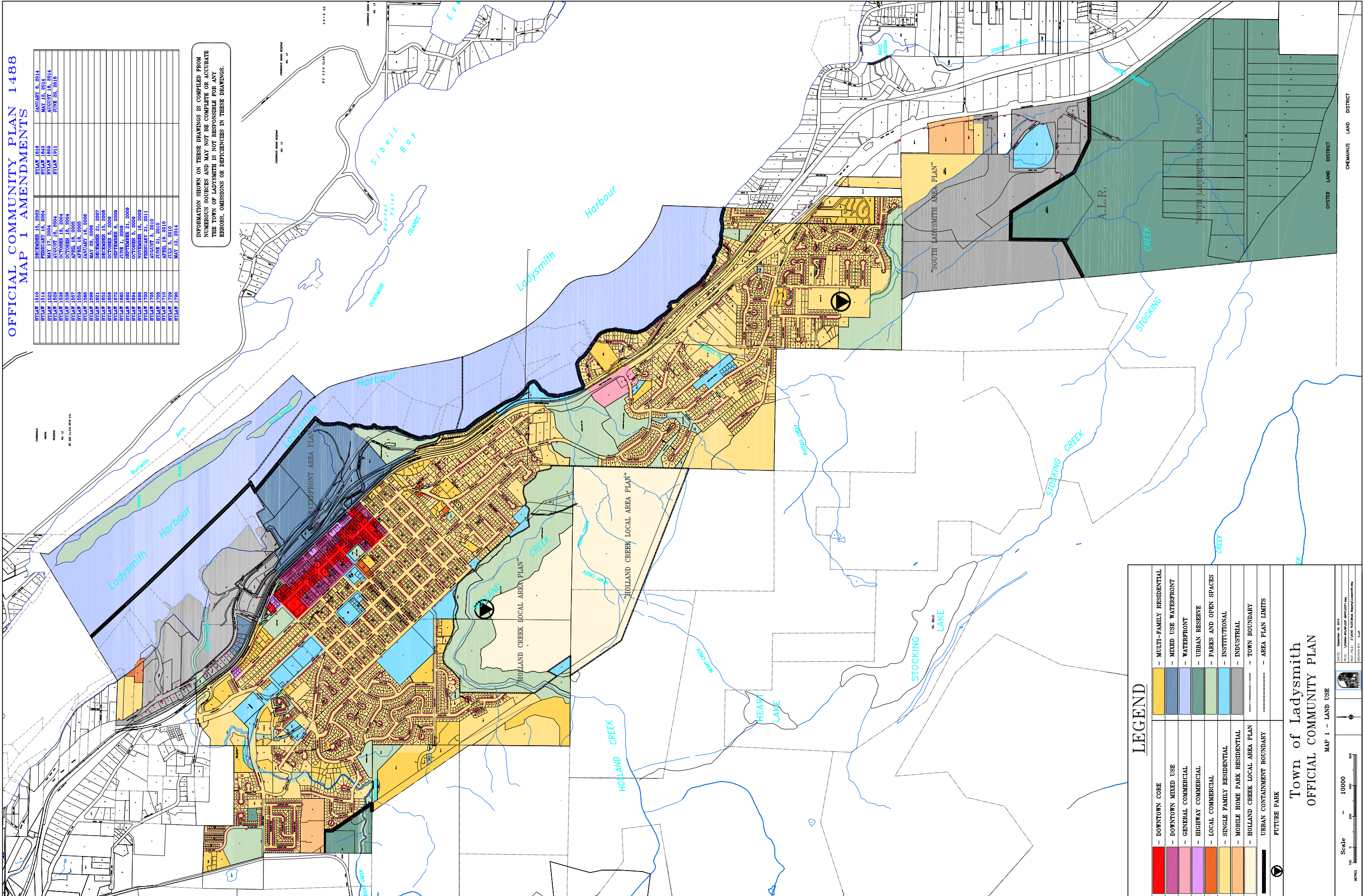
LEGEND

- DOWNTOWN CORE
- DOWNTOWN MIXED USE
- GENERAL COMMERCIAL
- HIGHWAY COMMERCIAL
- LOCAL COMMERCIAL
- SINGLE FAMILY RESIDENTIAL
- MOBILE HOME PARK RESIDENTIAL
- HOLLAND CREEK LOCAL AREA PLAN
- URBAN CONTAINMENT BOUNDARY
- FUTURE PARK
- MULTI-FAMILY RESIDENTIAL
- MIXED USE WATERFRONT
- WATERFRONT
- URBAN RESERVE
- PARKS AND OPEN SPACES
- INSTITUTIONAL
- INDUSTRIAL
- TOWN BOUNDARY
- AREA PLAN LIMITS

Scale
0 500 1000 METRES

DATE: September 16, 2014
FILE: LCM-1488-Map1-01-1488
PREPARED BY: LCM
DESIGNED BY: LCM
DRAWN BY: LCM

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OFFICIAL COMMUNITY PLAN 1488
MAP 1 AMENDMENTS

LEGEND

- DOWNTOWN CORE
- DOWNTOWN MIXED USE
- GENERAL COMMERCIAL
- HIGHWAY COMMERCIAL
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Town of Ladysmith
OFFICIAL COMMUNITY PLAN
MAP 1 - LAND USE

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BYLAW	DATE
BYLAW 1510	DECEMBER 15, 2003
BYLAW 1514	FEBRUARY 16, 2004
BYLAW 1523	MAY 17, 2004
BYLAW 1529	AUGUST 15, 2004
BYLAW 1534	OCTOBER 15, 2004
BYLAW 1538	OCTOBER 15, 2004
BYLAW 1557	APRIL 16, 2005
BYLAW 1559	APRIL 16, 2005
BYLAW 1569	MAY 20, 2005
BYLAW 1598	MAY 20, 2005
BYLAW 1621	DECEMBER 21, 2007
BYLAW 1652	DECEMBER 15, 2008
BYLAW 1656	OCTOBER 5, 2009
BYLAW 1655	JUNE 1, 2009
BYLAW 1662	SEPTEMBER 21, 2009
BYLAW 1684	OCTOBER 5, 2009
BYLAW 1695	NOVEMBER 16, 2009
BYLAW 1705	AUGUST 3, 2010
BYLAW 1708	JUNE 21, 2010
BYLAW 1710	APRIL 19, 2010
BYLAW 1729	JULY 5, 2010
BYLAW 1729	MAY 12, 2014

OFFICIAL COMMUNITY PLAN 1488
MAP 1 AMENDMENTS

Town of Ladysmith
OFFICIAL COMMUNITY PLAN
MAP 1 - LAND USE

LEGEND

	- DOWNTOWN CORE		- MULTI-FAMILY RESIDENTIAL
	- DOWNTOWN MIXED USE		- MIXED USE WATERFRONT
	- GENERAL COMMERCIAL		- WATERFRONT
	- HIGHWAY COMMERCIAL		- URBAN RESERVE
	- LOCAL COMMERCIAL		- PARKS AND OPEN SPACES
	- SINGLE FAMILY RESIDENTIAL		- INSTITUTIONAL
	- MOBILE HOME PARK RESIDENTIAL		- INDUSTRIAL
	- HOLLAND CREEK LOCAL AREA PLAN		- TOWN BOUNDARY
	- URBAN CONTAINMENT BOUNDARY		- AREA PLAN LIMITS
	- FUTURE PARK		

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AMENDMENTS

AMENDMENT	DATE	DESCRIPTION
1	2014	Initial map
2	2014	Amendment 1
3	2014	Amendment 2
4	2014	Amendment 3
5	2014	Amendment 4
6	2014	Amendment 5
7	2014	Amendment 6
8	2014	Amendment 7
9	2014	Amendment 8
10	2014	Amendment 9
11	2014	Amendment 10
12	2014	Amendment 11
13	2014	Amendment 12
14	2014	Amendment 13
15	2014	Amendment 14
16	2014	Amendment 15
17	2014	Amendment 16
18	2014	Amendment 17
19	2014	Amendment 18
20	2014	Amendment 19
21	2014	Amendment 20
22	2014	Amendment 21
23	2014	Amendment 22
24	2014	Amendment 23
25	2014	Amendment 24
26	2014	Amendment 25
27	2014	Amendment 26
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29	2014	Amendment 28
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93	2014	Amendment 92
94	2014	Amendment 93
95	2014	Amendment 94
96	2014	Amendment 95
97	2014	Amendment 96
98	2014	Amendment 97
99	2014	Amendment 98
100	2014	Amendment 99
101	2014	Amendment 100
102	2014	Amendment 101
103	2014	Amendment 102

OFFICIAL COMMUNITY PLAN 1488
MAP 1 - AMENDMENTS

LEGEND

Color/Line Style	Description
Red	- DOWNTOWN CORE
Pink	- DOWNTOWN MIXED USE
Light Blue	- GENERAL COMMERCIAL
Light Green	- HIGHWAY COMMERCIAL
Light Yellow	- LOCAL COMMERCIAL
Light Orange	- SINGLE FAMILY RESIDENTIAL
Light Purple	- MOBILE HOME PARK RESIDENTIAL
Light Brown	- HOLLAND CREEK LOCAL AREA PLAN
Thick Black Line	- URBAN CONTAINMENT BOUNDARY
Thin Black Line	- FUTURE PARK
Thick Black Line	- URBAN CORE
Thick Black Line	- MIXED USE WATERFRONT
Thick Black Line	- WATERFRONT
Thick Black Line	- URBAN RESERVE
Thick Black Line	- PARKS AND OPEN SPACES
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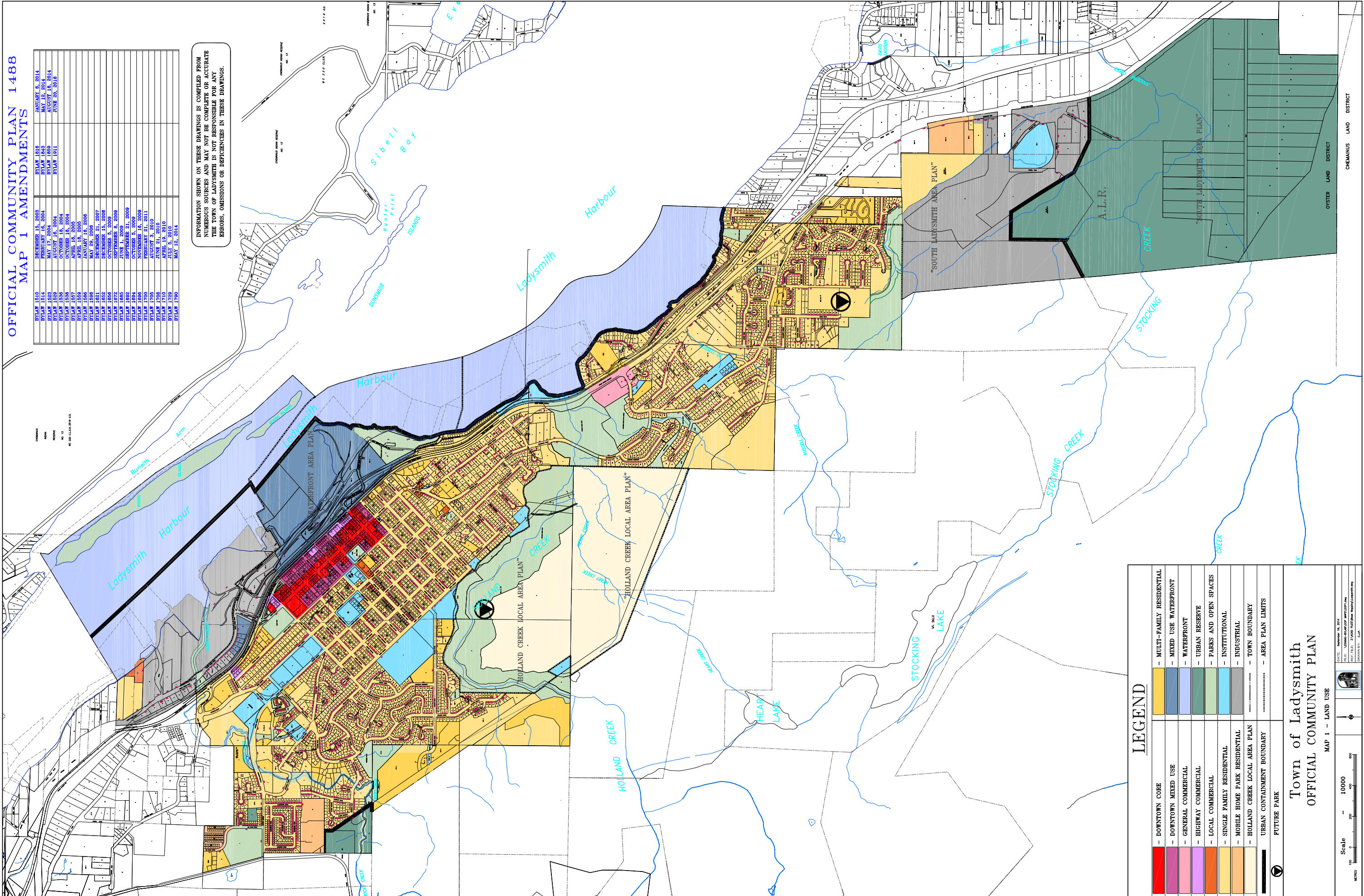
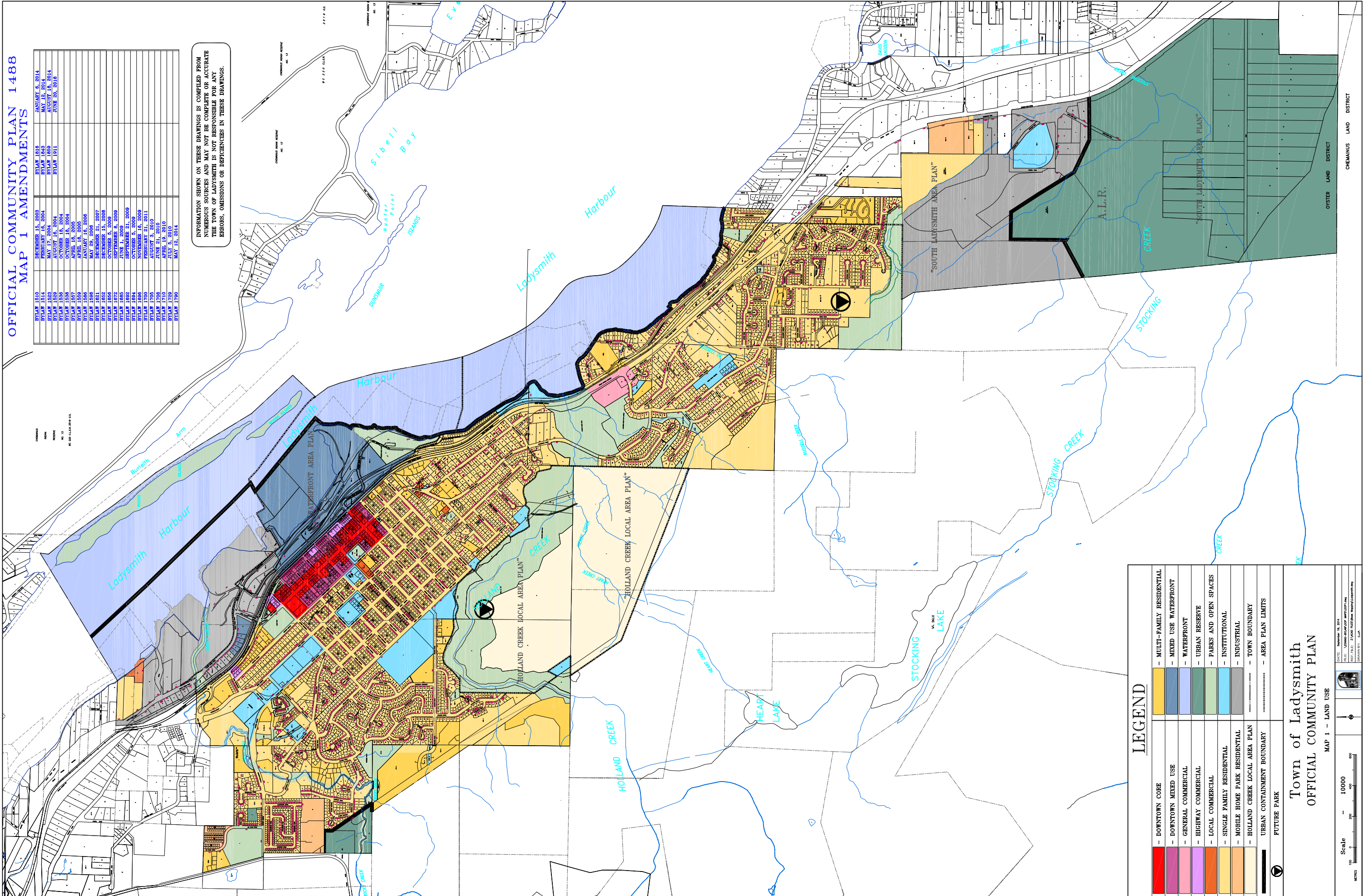
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BYLAW 1708	JUNE 21, 2010
BYLAW 1710	APRIL 19, 2010
BYLAW 1729	JULY 5, 2010
BYLAW 1790	MAY 12, 2014

[illegible]

2008 Community Vision

In 2008, the Town of Ladysmith undertook an award-winning Community Visioning Initiative that included an updated vision and urban design public preferences for the waterfront and other areas of town. This Initiative confirmed the community's interest in a mixed-use waterfront and the importance of Transfer Beach Park as a beloved community asset.

What residents said:

- “No high-rises.”
- “Mix commercial and public activities, and connect them with pathways.”
- “Encourage sustainability plans for all development.”

Direction for Buildings is as follows:

- Creative architectural solutions should respond to the local character and identity.
- A variety of architectural languages should be deployed where most appropriate.
- Contemporary marine industrial, neo-heritage, and Pacific North West architecture are preferred.

For more details about the outcomes of the Community Visioning Initiative, please see the report itself available at the **Resources Table** or at <http://www.ladysmith.ca/docs/reports/community-vision-report.pdf>.





The images to the left are examples that were selected by participants in identifying preferences for:

- Marinas
- A working waterfront
- Open spaces
- Walkways
- Boardwalks
- Promenades
- Highway crossings
- Residential uses
- Activities and events



2011 Coast Salish Development Corporation Vision

In 2011, the Coast Salish Development Corporation underwent a development plan process on behalf of the Stz'uminus First Nation, as part of a submission to the provincial government to identify access and interest in DL 651 and DL 16G. The plan includes both cultural and economic development components.

At that time there were two other proposals being considered by the Province. The Town had proposed a licence for temporary moorage as a way to manage DL651 and the owners of Lot 5 had proposed a marina and Slack Point development. The Province met with all of the parties and directed that to move forward would require a collaborative approach. The Town and Stz'uminus began working together to enhance the original Community Accord to include a section on "Implementation" and signed the 2012 MOU which includes joint harbour initiatives.

This proposal was created before the environmental and geotechnical reports had been completed. It is intended to confirm the interests of SFN in this area, that is First Nation's rights and title and economic development. Emerging economic development interests also include working to enhance commercial fishery opportunities in association with Small Craft Harbours.

At the heart of the concept is a marina and cultural centre. The former is intended to include visitor moorage and be a significant revenue-generator. The latter could entail complementary uses such as an outdoor carving and interpretive centre, and associated parking. A future RV site has been also contemplated.

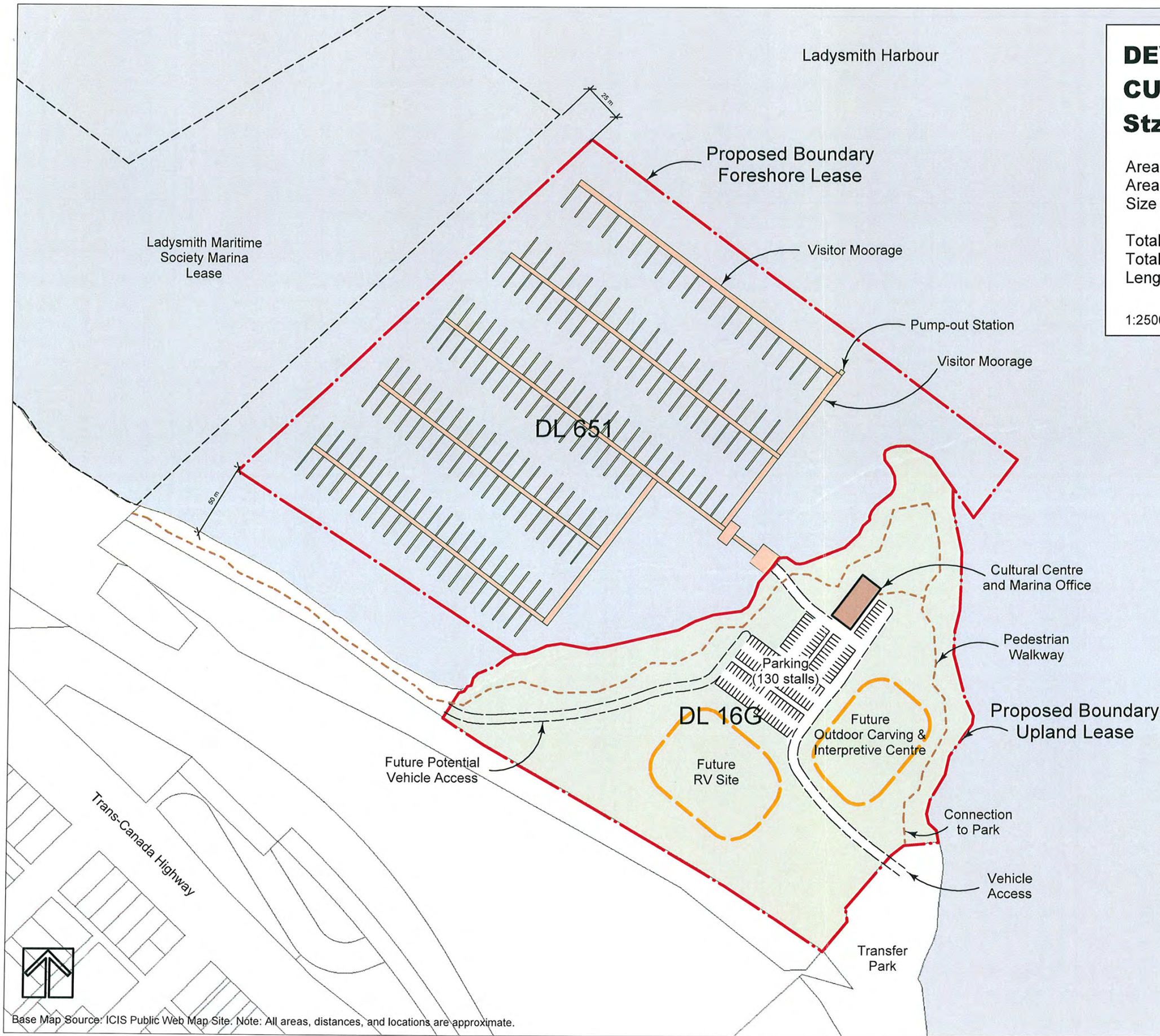
DEVELOPMENT PLAN CULTURAL CENTRE AND MARINA Stz'uminus First Nation

Area of Upland: 5.4 Hectares
Area of Foreshore: 8.8 Hectares
Size of Cultural Centre: 500 sq. m.

Total Number of boat Slips: 375
Total Number of Parking stalls: 130
Length of Walkway: 570 m

1:2500 (when printed at 11" x 17")

December 8, 2011



Base Map Source: ICIS Public Web Map Site. Note: All areas, distances, and locations are approximate.

Stakeholder and Public Engagement

For this planning process, extensive public engagement was undertaken to obtain input on priorities, hopes, concerns, and ideas for the future of the waterfront. As of February 28 2017, an estimated 950-1000 distinct participant interactions took place.

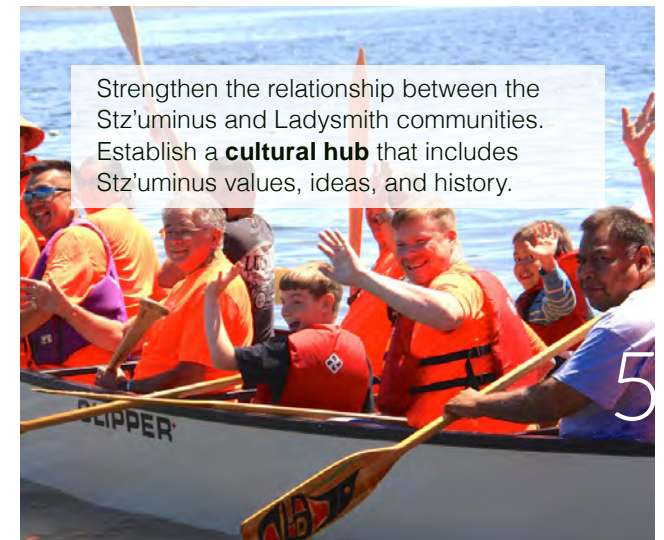
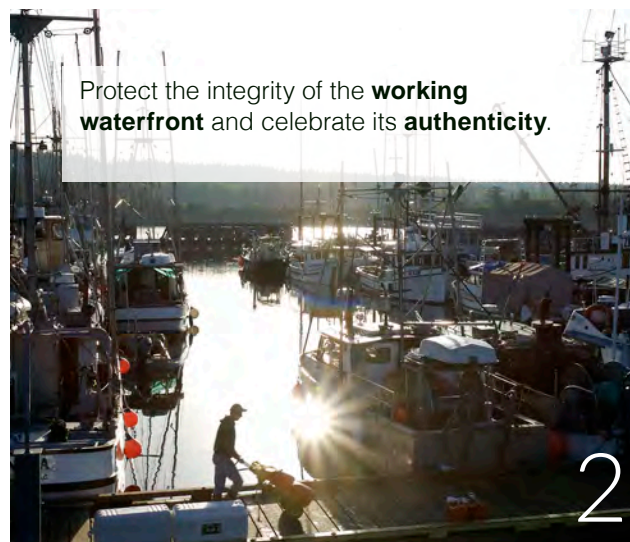
To date, engagement activities have included:

- Ongoing updates and 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 SFN administration staff;
- A workshop with property owners and tenants;
- A Speakers Night including Elder Ray Harris and visiting experts on waterfront development and indigenous design, hosted by the Town and SFN, and attended by approximately 200 residents;
- Stakeholder meetings with the Coast Salish Development Corporation, Ladysmith Fisherman's Wharf Association, Sealegs Kayaking, and a number of service clubs; and
- An online survey, with 645 participants representing all age categories and including residents, business owners, employees, and students, as well as a handful of visitors.

Key Themes from Public Engagement

Rich input was received from the community, and is presented in detail in the Public Engagement Summary at the **Resource Table**.

The following are five major themes that emerged across engagement activities:

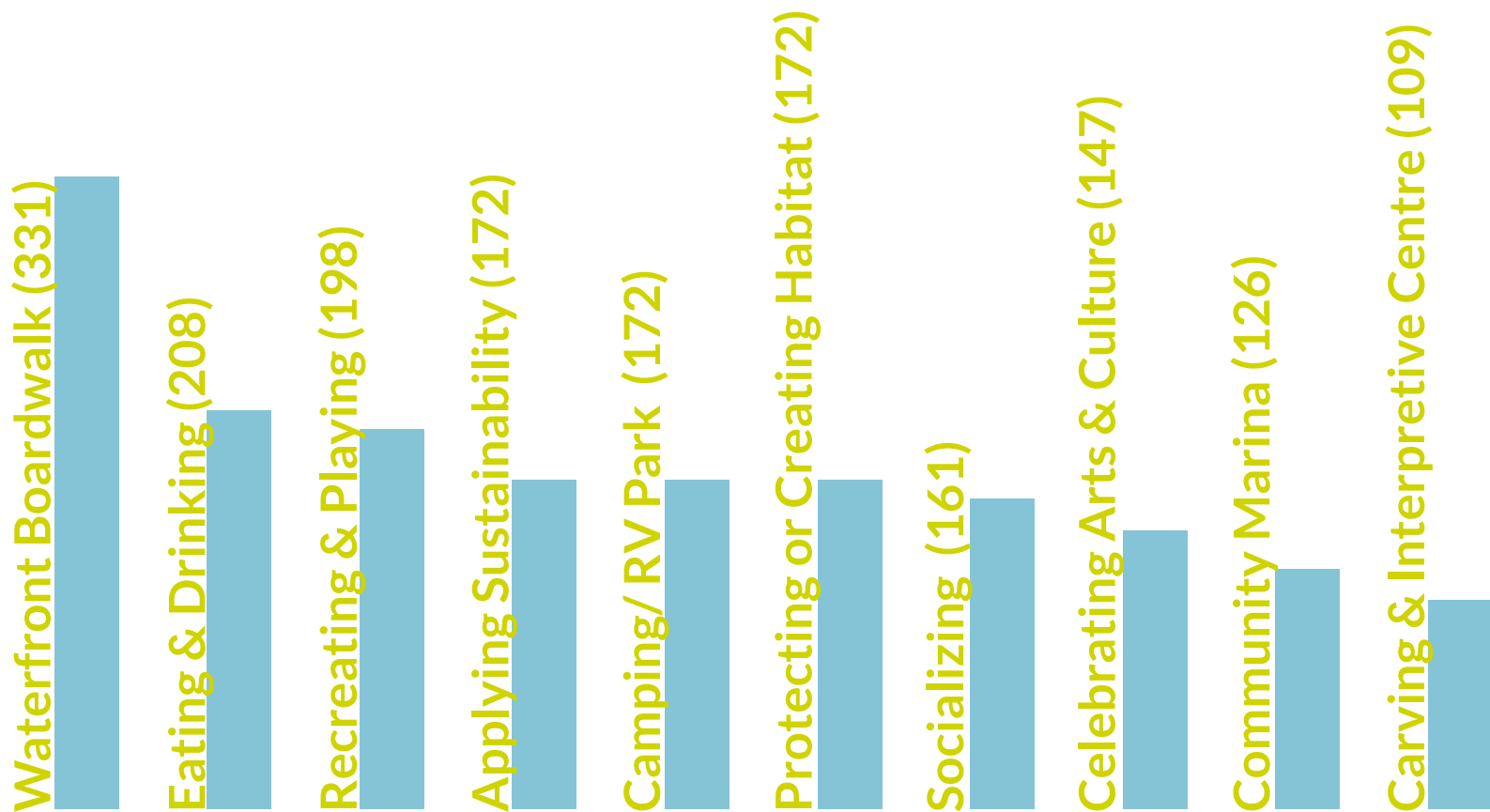


Online Survey

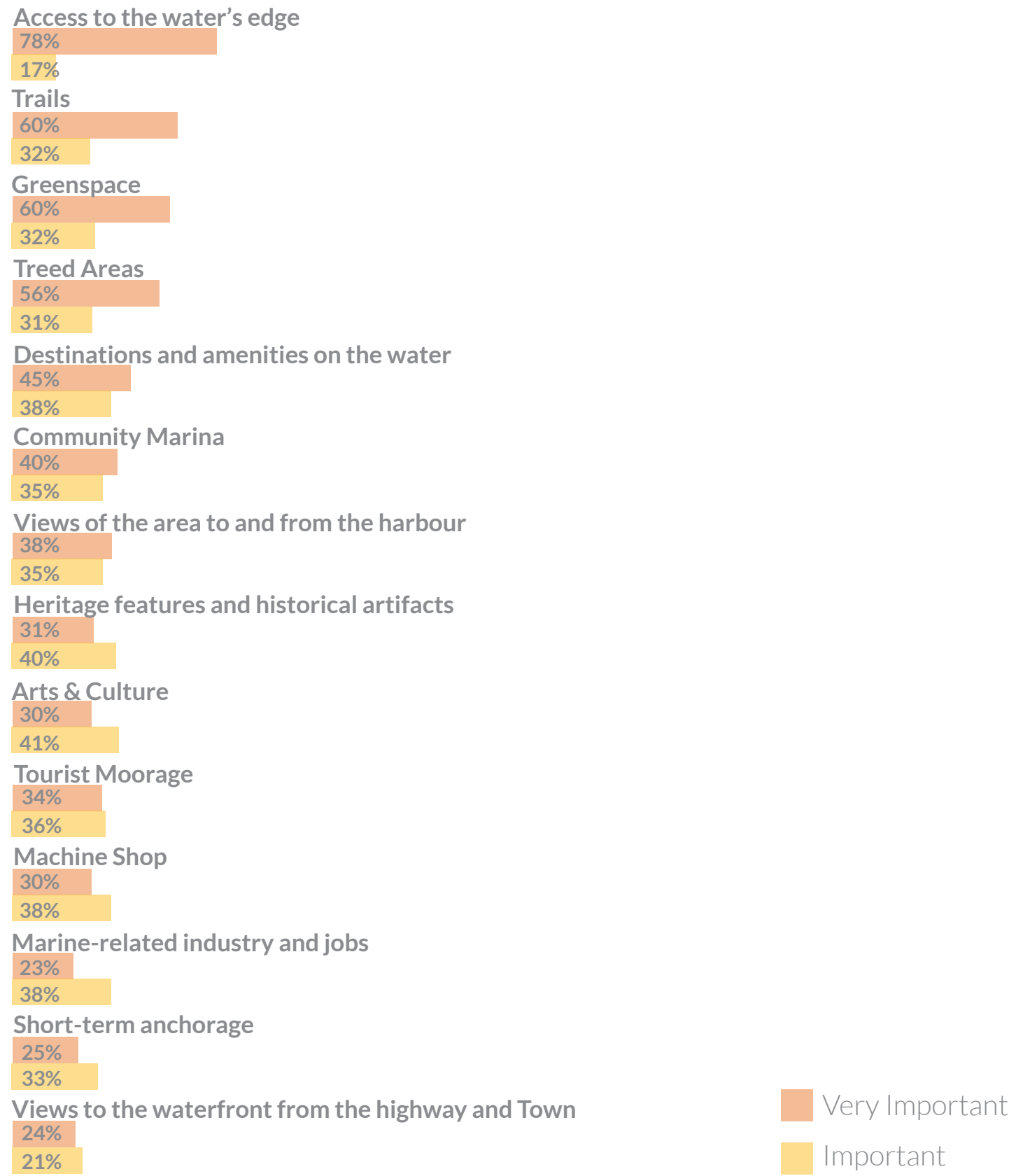
The online survey has been the most far-reaching engagement activity of the process to date, including input from 645 participants. The following pages present some of the key outcomes of the online survey.

Priorities for Future Uses and Experiences

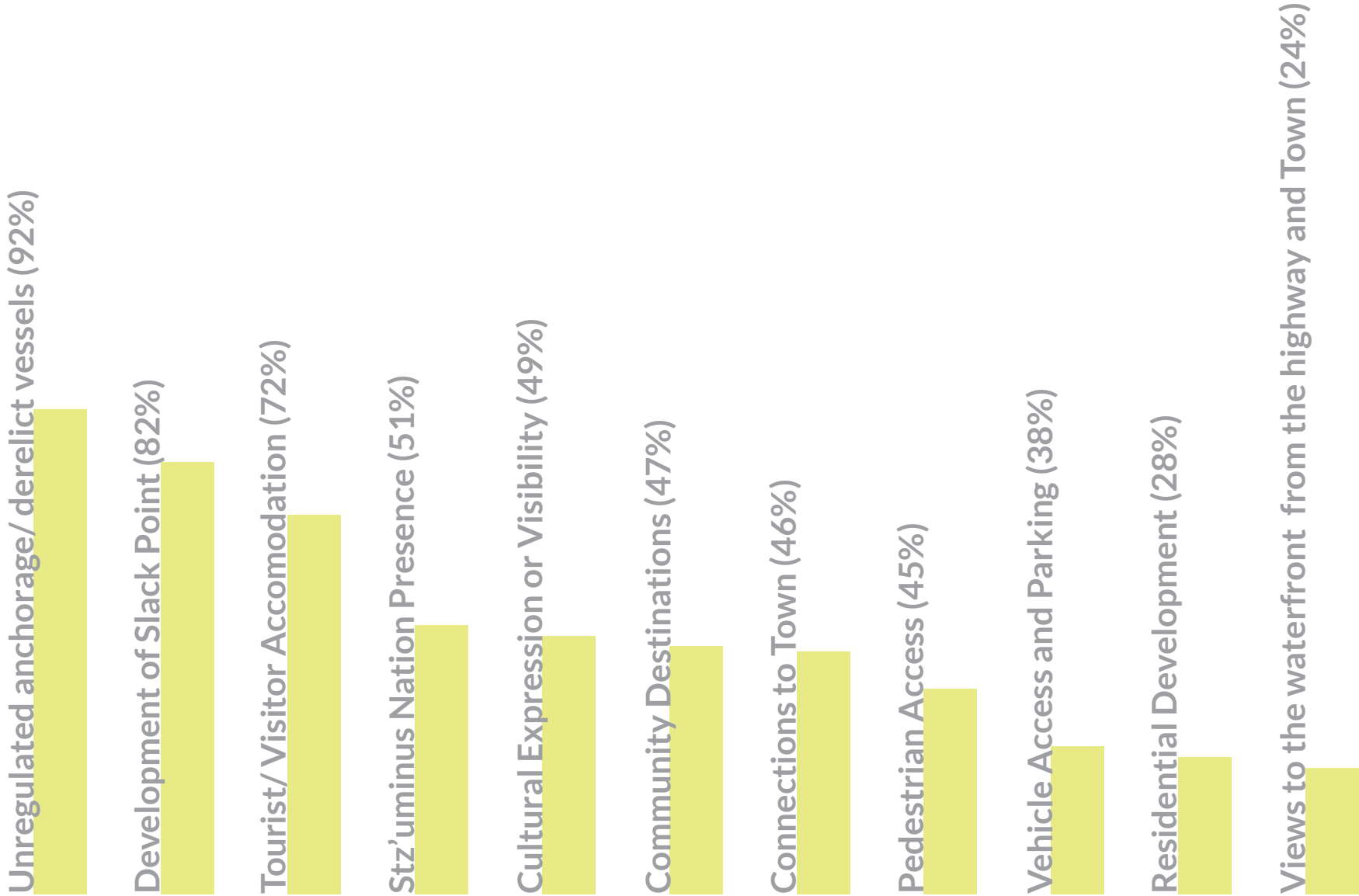
(Top 10 out of 21)



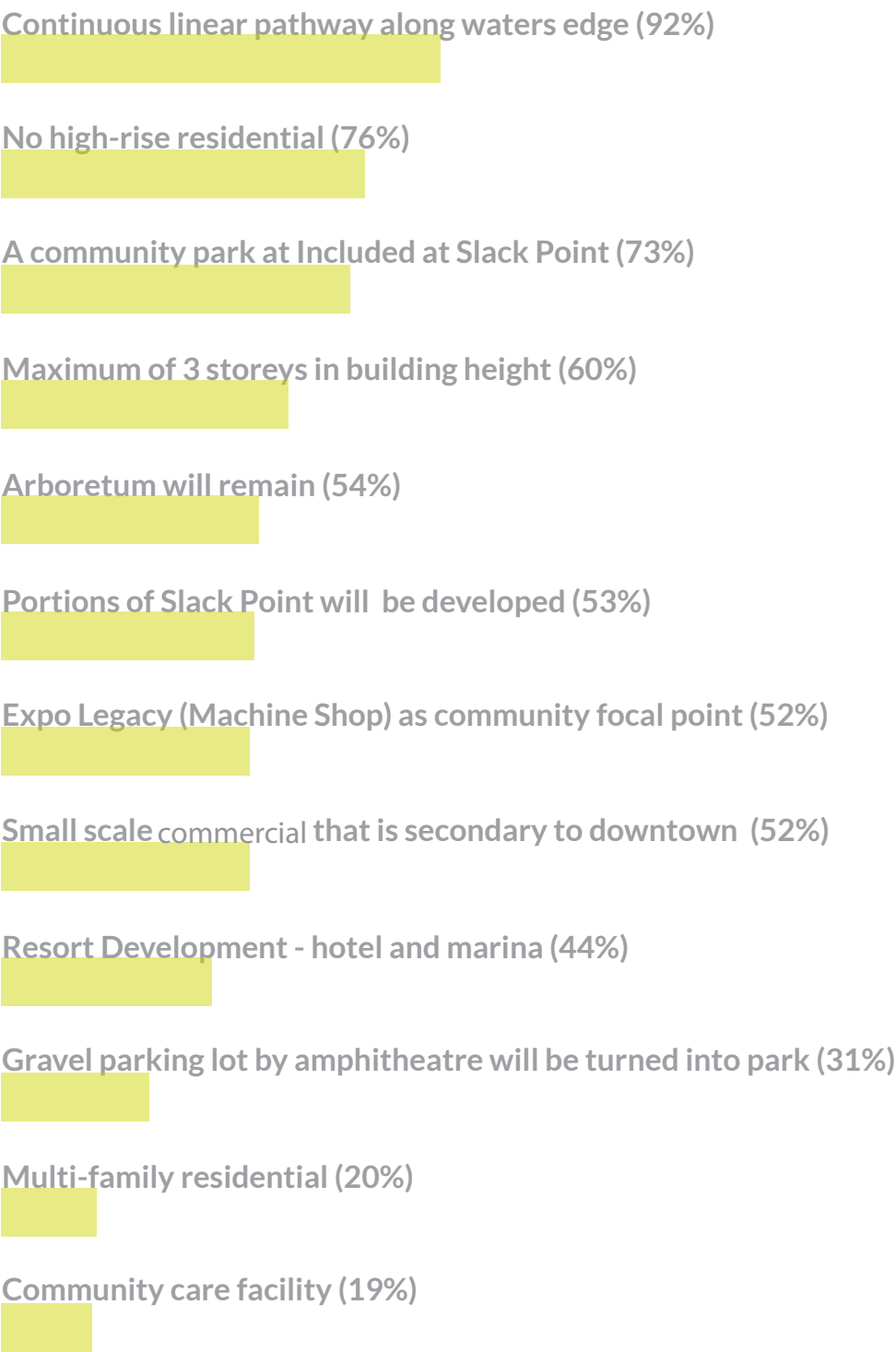
Top Priorities for Protection of Existing Features



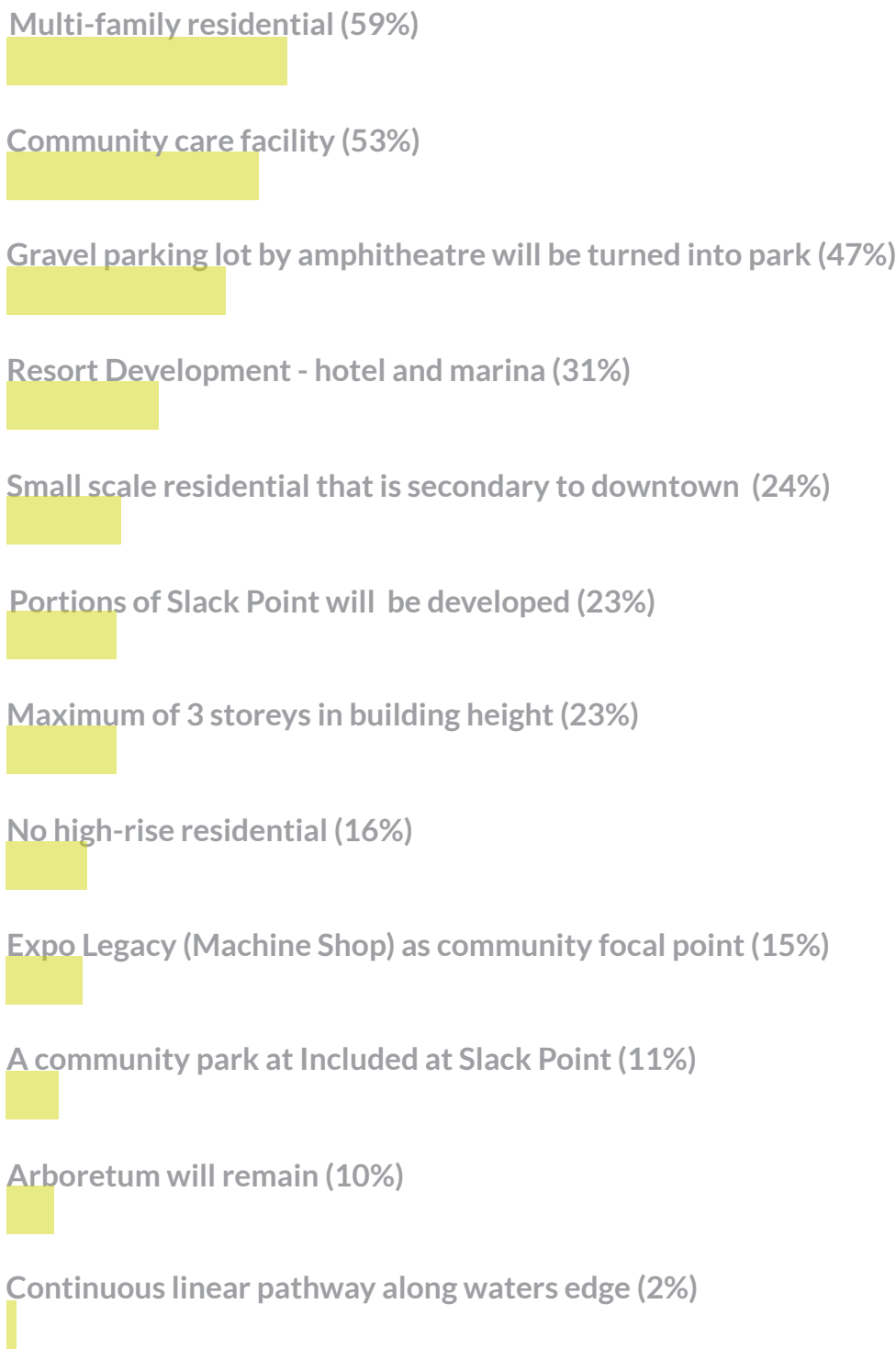
Elements Needing Improvement



Existing Plan Elements that Still Make Sense (from the 1997 WAP)



Existing Plan Elements that Need to be Revisted (from the 1997 WAP)



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SITE & CONTEXT ANALYSIS





CONNECTIONS

Existing Conditions

Pedestrians

The waterfront is widely used for recreational walking, including on informal routes and trails (noted on the map at right). The map on the page that follows depicts the formal trail system, which includes the Heritage Trail, the Waterfront Trail / Trans-Canada Trail.

The OCP calls for the promotion of safe and efficient multi-modal access to the waterfront. In addition, it calls for waterfront development to be pedestrian and cyclist friendly and to provide public access to the water's edge. These directions relate to the significant access and connectivity issues associated with steep topography and the four-lane segment of the Trans Canada Highway, which acts as a major physical barrier that separates the waterfront from the Town. The 2008 visual preference study looked at both overhead walkways and underground pedestrian tunnels as a way of strengthening existing pedestrian connections.

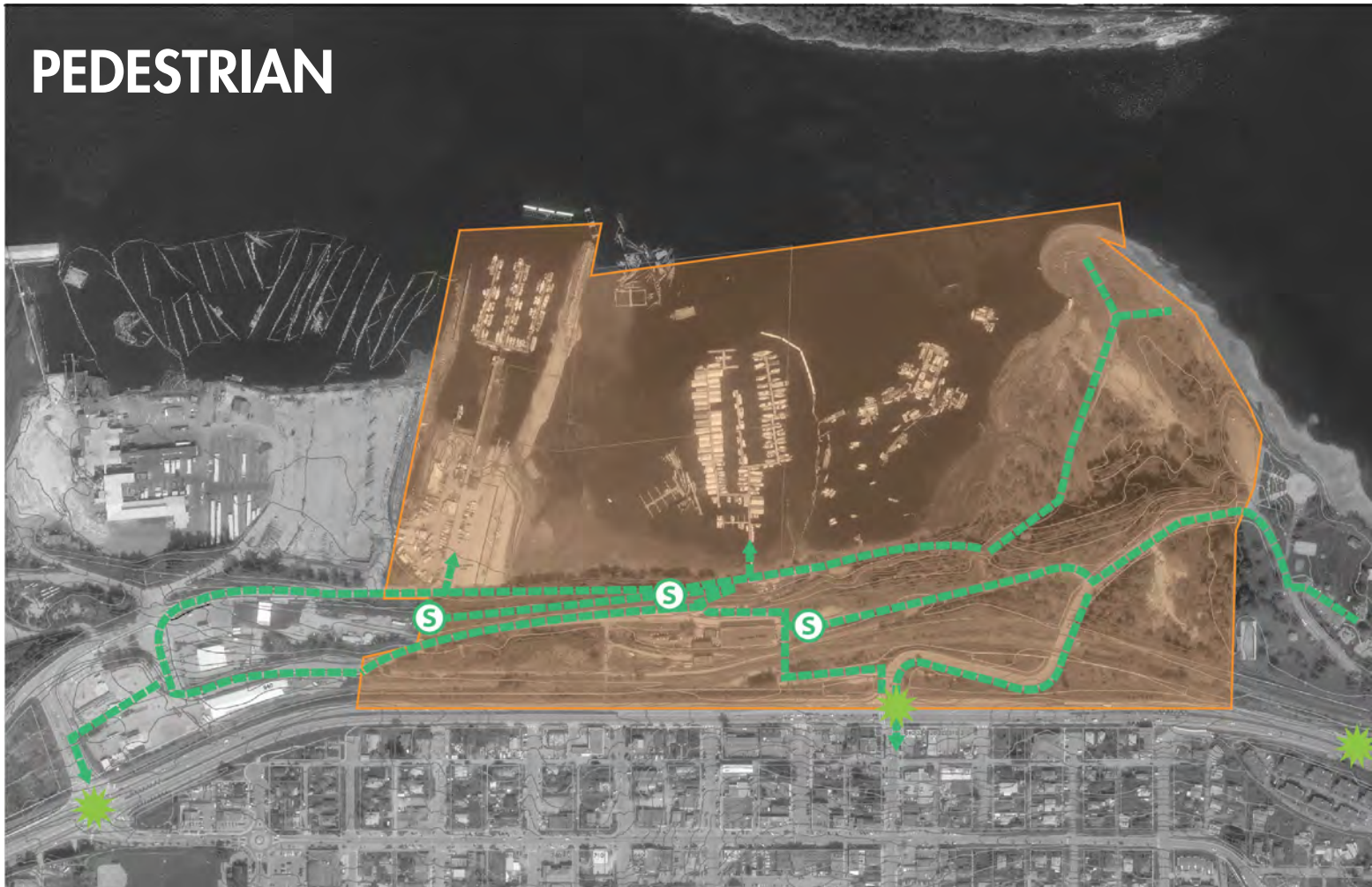
Pedestrian crossings are identified on the map at the right. A third commonly used crossing – an underground tunnel that connecting Downtown Ladysmith with Transfer Beach Park – is outside of the map area.

Related, limited accessibility for people of different ages and abilities have been identified as a significant issue in the study area. The Province of BC has set a goal for its communities to have the most accessible transportation options for people with disabilities in Canada by 2024, which includes consideration for rest areas, accessible walking infrastructure, and accessible washrooms.

TransCanada Trail

The Trans Canada Trail is the world's longest network of recreational trails. When fully connected, the Trail will stretch 24,000 kilometres from the Atlantic to the Pacific to the Arctic oceans. The Ladysmith section of this trail begins at the intersection of Chemainus and Davis Roads and ends at intersection of Christie and Strathcona Roads. Some discussions have explored the idea of re-aligning this trail along the presently under-used rail corridor.

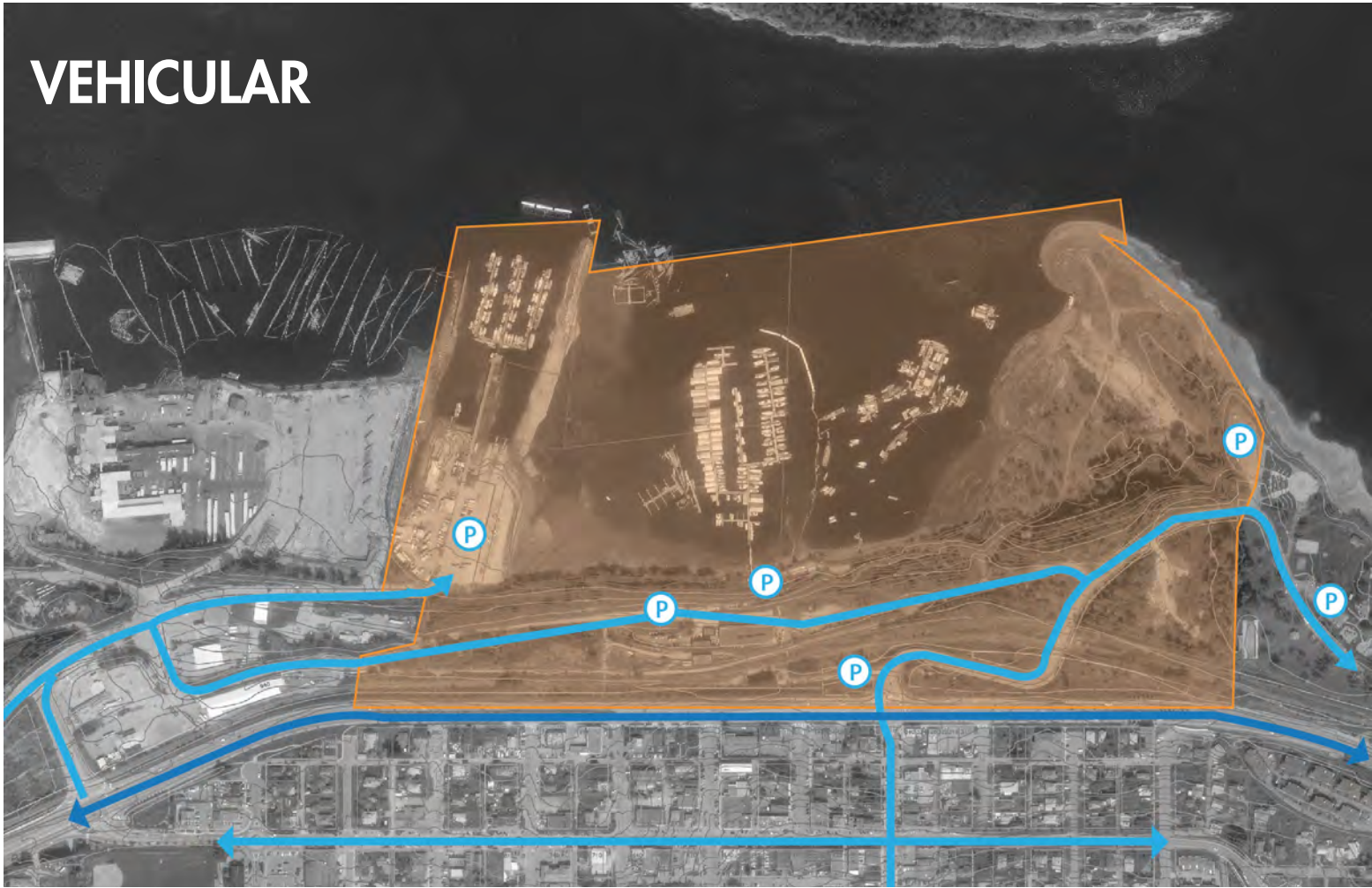
PEDESTRIAN



CYCLISTS



VEHICULAR



RAIL



Cyclists

The 2003 OCP calls for the improvement and promotion of bicycle movement. In 2009, the Town of Ladysmith undertook the development of a Bicycle Plan called “Ladysmith Gets Rolling”.

Currently, cycling for diverse ages and abilities is best suited for paved areas, however it is important to note that informal trails for mountain biking have been established in parts of Slack Point.

Vehicles

Primary vehicular access to the site is via a signalized road entrance that crosses Esplanade Avenue/ Island Highway at Roberts Street and becomes Transfer Beach Boulevard. Parking is situated near Fisherman’s Wharf, the community marina, the Machine Shop, and between Transfer Beach Park and Slack Point.

Railway Line

E & N railway corridor currently runs the length of the Waterfront Area Plan Study Area. VIA Rail passenger service is currently on hold. SRY Rail Link currently provides intermittent freight service. The 1997 Waterfront Plan calls for at grade crossings of the rail line to accommodate the proposed transportation network.

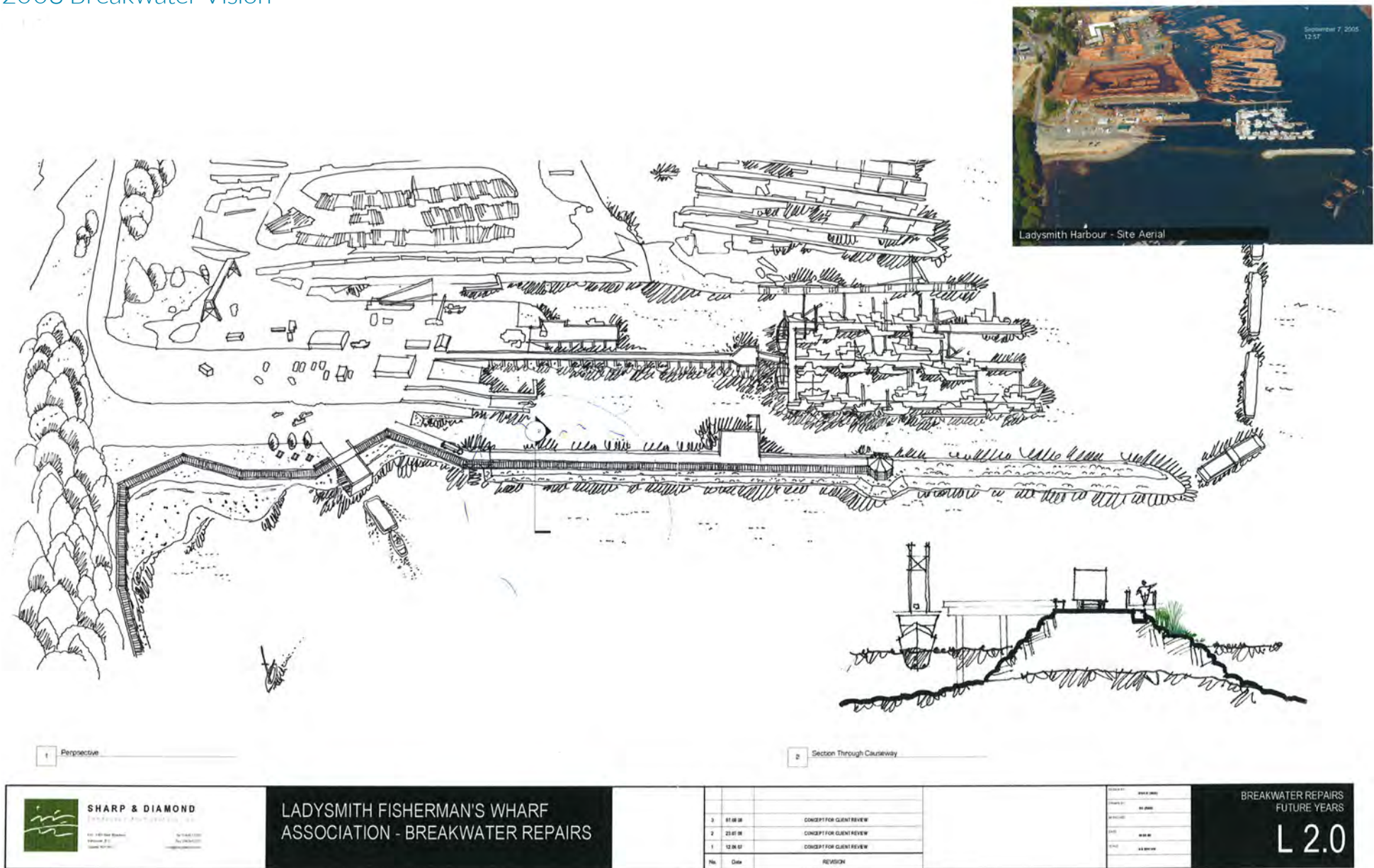
Connections to the SFN Community

Currently only informal water connections exist from the Waterfront Area Plan study area to the Stz’uminus First Nation community on the other side of the harbour. Through the engagement, questions have been asked about how the plan could improve a sense of connection between these two communities and the waterfront.

Breakwater

The Fisherman’s Wharf has a plan in place to extend the breakwater as shown at right, which would include a walking connection directly to/from land.

2008 Breakwater Vision



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Precedents and Ideas for Connections

Dominion Road Cultural Landscape Plan | Boffa Miskell Landscape Architects



Auckland Transport and Maori specialists worked together to explore opportunities for cultural heritage to be incorporated into the design of a road upgrade. The design team included Maori specialists in stormwater, vegetation and cultural design, who developed a Cultural Landscape Plan identifying a set of Maori values that could be integrated within the streetscape. The bridge in this project reflect Maori culture and ways of making. The mesh surrounding the bridge references women's flax eel traps.

Overhead Walkways



Griffiths Pedestrian Overpass



An overhead walkway accessed by an elevator

Boardwalks



Both examples highlight a sense of play incorporated into boardwalk systems.

Boardwalk Precedents



This boardwalk incorporates meandering elements to add interest, and includes tree-like supports to echo the natural surroundings.

Boardwalk Precedents



BC Mining Museum



Crofton Boardwalk - Photo credit: My Life With Critters

Other Options for Connections



Water taxis or small aqua buses have been used successfully in Vancouver to connect a series of destinations along False Creek. Informal water taxis have also been used to establish water travel connections, such as the service in Tofino that is run by neighbouring First Nations communities.

ENVIRONMENT AND ECOLOGY

Existing Conditions

The 49th Parallel

Ladysmith is located on the 49th parallel, a circle of latitude that is 49 degrees north of the earth's equator. The Canadian-American border runs along this line from the Salish Sea to the Lake of the Woods in Ontario.

Salish Sea

Ladysmith 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 straits.

Noise, Wind and Sun

Given the location of the Waterfront Area, noise, wind and sun may be a consideration for future design work. Refer to map on the following pages. Wind is prevalent in the study area, and there is the need for breakwaters. The site has excellent solar access, and is sunny for most of the year with the exception of some tree cover that provides welcome shade in the summer.

Parks

The study area is immediately adjacent to Transfer Beach Park, which has an off-leash dog park, a spray park, a large amphitheater, playfields, and beach. A Parks, Recreation and Culture Master Plan was approved by Council in 2016. For more information on this, please see the **Resource Table**.



Arboretum Park is also located within the study area, including a lawn, bridge, and a historic and diverse collection of trees including Sequoia, Garry Oak, Pine, Cedar and Dogwood. The Lions Club has also planted Ginkgo trees in the landscaped boulevard across from the Arboretum as part of an initiative to plant one million trees globally.

Ecological Networks

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

Currently no lands within the study area have been determined to have significant ecological value. No areas within the study area fall under the Town of Ladysmith's DPA 6 designation which serves to protect

the natural environment, ecosystems and biological diversity of fish bearing and non-fish bearing riparian areas.

The ecological restoration opportunities on site are considerable.

Coastlines (Green Shores Best Practices)

Coastline development requires a nuanced and careful approach. Green Shores is a rating system that was developed by the Stewardship Centre for British Columbia in response to interest from participants of the Coastal Shore Stewardship: A Guide for Planners, Builders and Developers. It encourages the sustainable use of shoreline ecosystems and development that restores the ecological features and functions of shoreline systems.

While it has yet to be determined if this development will pursue Green Shores certification, the best practices for coastal development outlined in the rating system are a helpful touchstone in carrying our work forward. Credits consider site design with conservation of shoreline, shore friendly public access, re-development of contaminated sites, climate change adaptation plans, rehabilitation of coastal habitats, rehabilitation of coastal sediment processes, enhanced riparian zone protection, light pollution reduction, integrated stormwater planning and

design, innovation and outreach and public education.

For more information on the Green Shore certification process, please see the Credits and Ratings Guide on the **Resource Table**.



Sea Level Rise and Climate Projects

The Cowichan Valley Regional District (CVRD) has developed detailed sea level rise impact mapping for the CVRD coast. Potential impacts of sea level rise include: more frequent extreme water levels, increased erosion, risk to coastal infrastructure, loss of property, risk to biodiversity and loss of habitat, among others.

The study area is considered to have moderate to very high (along the tip of Slack Point) erosion sensitivity. The flooding sensitivity of the site is very low, with the exception of the tip of Slack Point which is ranked high vulnerability. Infrastructure sensitivity is moderate to low in our site area.

For more detailed information, including the methodology and mapping conducted as part of this study, please see the **Resource Table**.



Brownfield Key Findings - Environmental Considerations

From 2009 to 2012, archaeological, environmental and geotechnical reports were prepared for the undeveloped Town and Provincial lands.

The estimated volumes of poor quality soil and sediments, and the associated costs to remove and dispose of all contamination, are prohibitively high. Consequently, remedial strategies have focused on risk management approaches, wherein much of the contaminated materials would be capped or covered in place, thereby eliminating exposures to the environment. The most economical of these strategies would minimize the volume of soils or sediments that must be removed to accommodate site development.

Remedial cost estimates of about \$27 million that assumed the following:

- For Slack Point and Other Uplands (approx. \$5.2 million):
 - About 10% of the known shallow contamination in Slack Point is removed as part of site development;
 - All remaining contamination in Slack Point is covered with a metre of clean fill; and
 - All accessible contaminated soil in the Uplands is removed and disposed of off-site.

- For Sediment and Woodwaste in Ladysmith Harbour (approx. \$21.7 million):
 - Dredging is only conducted to accommodate a harbour development plan; and
 - The plan assumes that 223,000 m³ of sediment is removed for geotechnical or navigational purposes to a depth of 1 to 3 meters.

These costs do not include the costs for addressing the geotechnical stabilization of Slack Point or erosion control along the coastline.

For more information on these studies, please see the documents themselves at the Resource Table.



Servicing

The Town of Ladysmith has identified no constraints for servicing the site with municipal water, wastewater, and sewage infrastructure. Refer to the Resource Table to view a map of the Town's existing servicing system.



NOISE



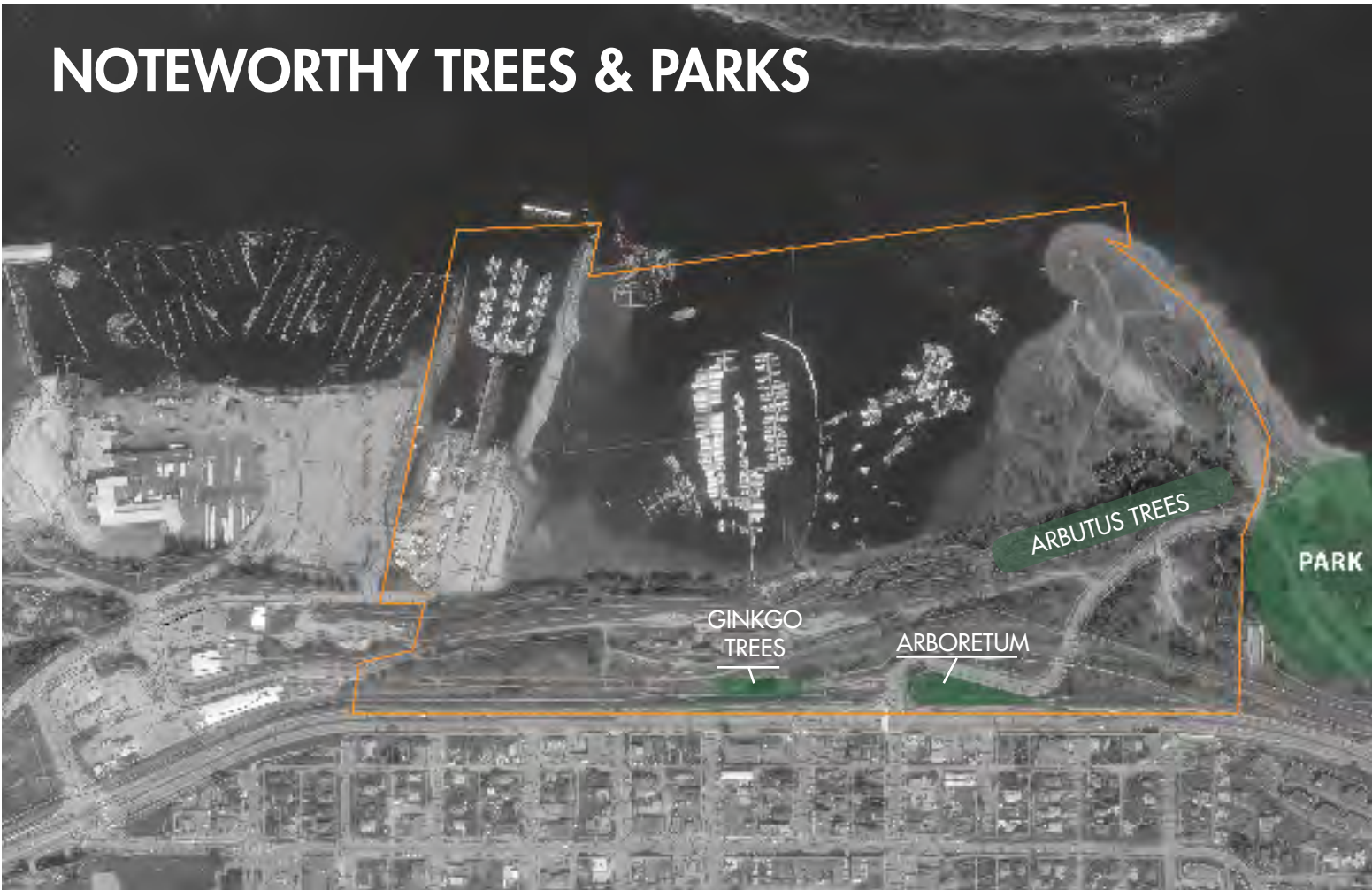
FLOOD SENSITIVITY



EROSION SENSITIVITY



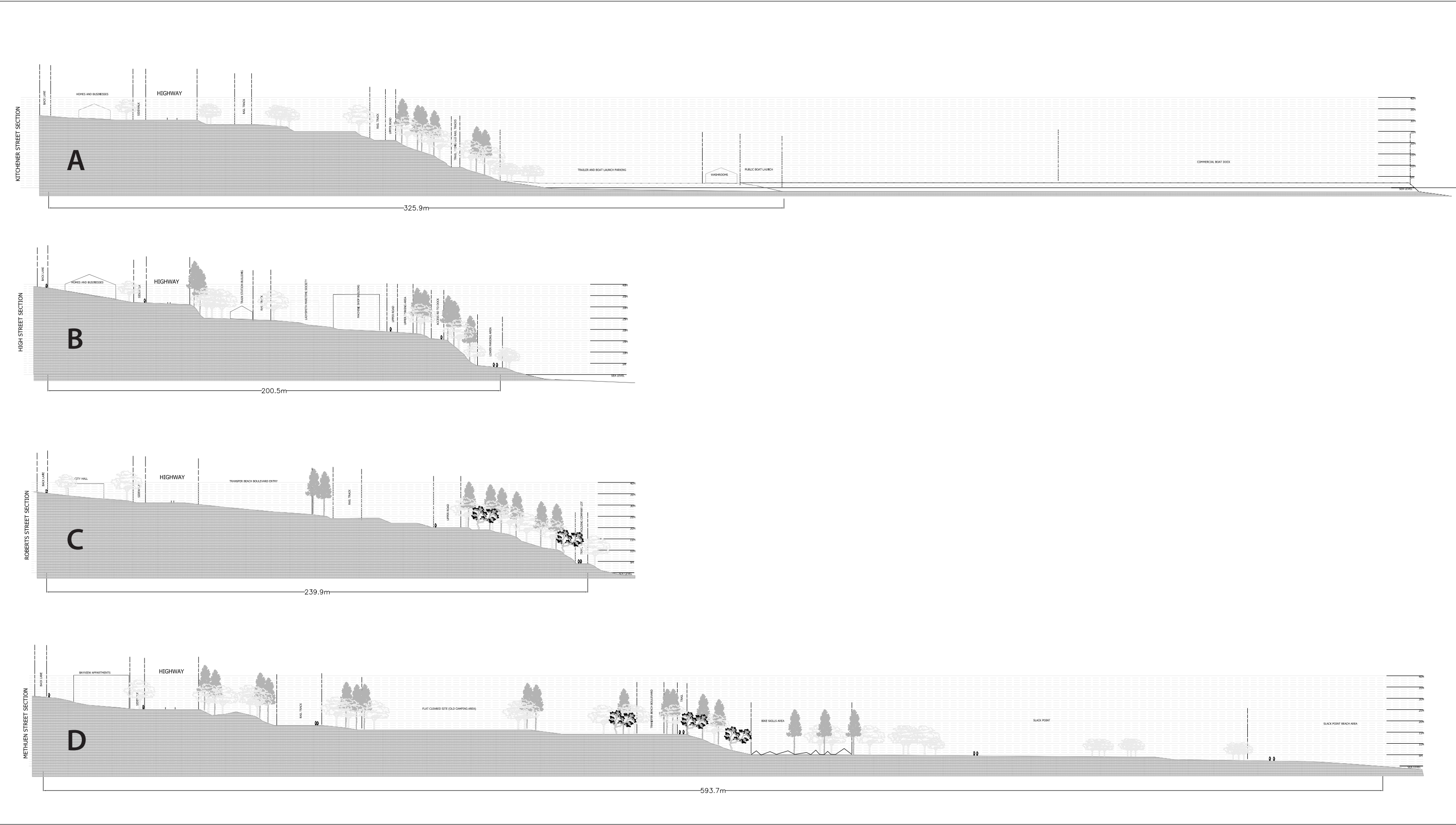
NOTEWORTHY TREES & PARKS



TOPOGRAPHY



As noted, steep topography is a defining feature in the study area. The map on the previous page and the site sections below will be blown up at full size and will be presented and made available for group use at the charrette.



Illustrative example of how the section can be utilized during the charrette:



Precedents and Ideas for Ecology + Environment

Green Shores - Jericho Beach Restoration



The Jericho Marginal Wharf (the “Wharf”) was built more than 60 years ago to serve the needs of the Royal Canadian Air Forces amphibious aircraft operations. In July 2008, the Vancouver Park Board adopted a concept plan that included demolition and removal of the Wharf, restoration of the natural beach and foreshore, and retention of a small portion of the deck railings for historic purposes. The key issues were as follows: site design that balances active recreation with ecological restoration in an urban waterfront context; creating a stable shoreline without extensive use of rock armour or sea walls; and managing the removal of contaminated wood pilings and wharf structure to minimize environmental impacts. http://stewardshipcentrebc.ca/Green_shores/listings/821/

Kensington Coastal Pointe Development at Union Bay



The Kensington Coastal Pointe Development at Union Bay is one of four case examples undertaken by the GREEN SHORES. The waterfront portion is a former coal processing and shipping port. Much of this area consists of debris or tailings created by the historic processing operation. The site operated in this capacity for nearly 100 years and requires extensive remediation since, in addition to the upland contamination, some intertidal areas are also contaminated with metals and leaching from the debris pile. The Province has suggested that upland sediments be capped and that lock-block or rip-rap containment be placed around the perimeter of the property. The lock-block/rip-rap is specified so that the capped sediments do not erode and contaminant leaching to intertidal areas is contained. http://stewardshipcentrebc.ca/Green_shores/listings/kensington-coastal-pointe/

Maritime Youth House / PLOT = BIG + JDS



At the project outset, the architect asked the question: How do you turn the problem of a polluted site into an architectural potential?

This project site included extensive topsoil contamination. By covering the site with a wooden deck, the soil was left where it was and instead the money was invested on the building rather than remediating the site's polluted topsoil. The result is a public landscape of social functions surrounded by water on all sides.

LAND & WATER USE

Existing Ownership

The map to the right outlines the existing ownership of lots included within the study area. The area consists of 40% of land parcels, and 60% of water parcels.

Summary Description of the Parcels:

Uplands

8.5ha	Former "Rail Yard"	Lot 1 and Lot 4	Town
1.3ha	Vacant	Lot 5	Invet Holdings
3ha	Railway line	Portion of Rem. Lot A	ICF
0.2ha	Arboretum	Lot 1	Town
0.2ha	Vacant	Lot 1	Town
0.4ha	Vacant	Lot 3	Town

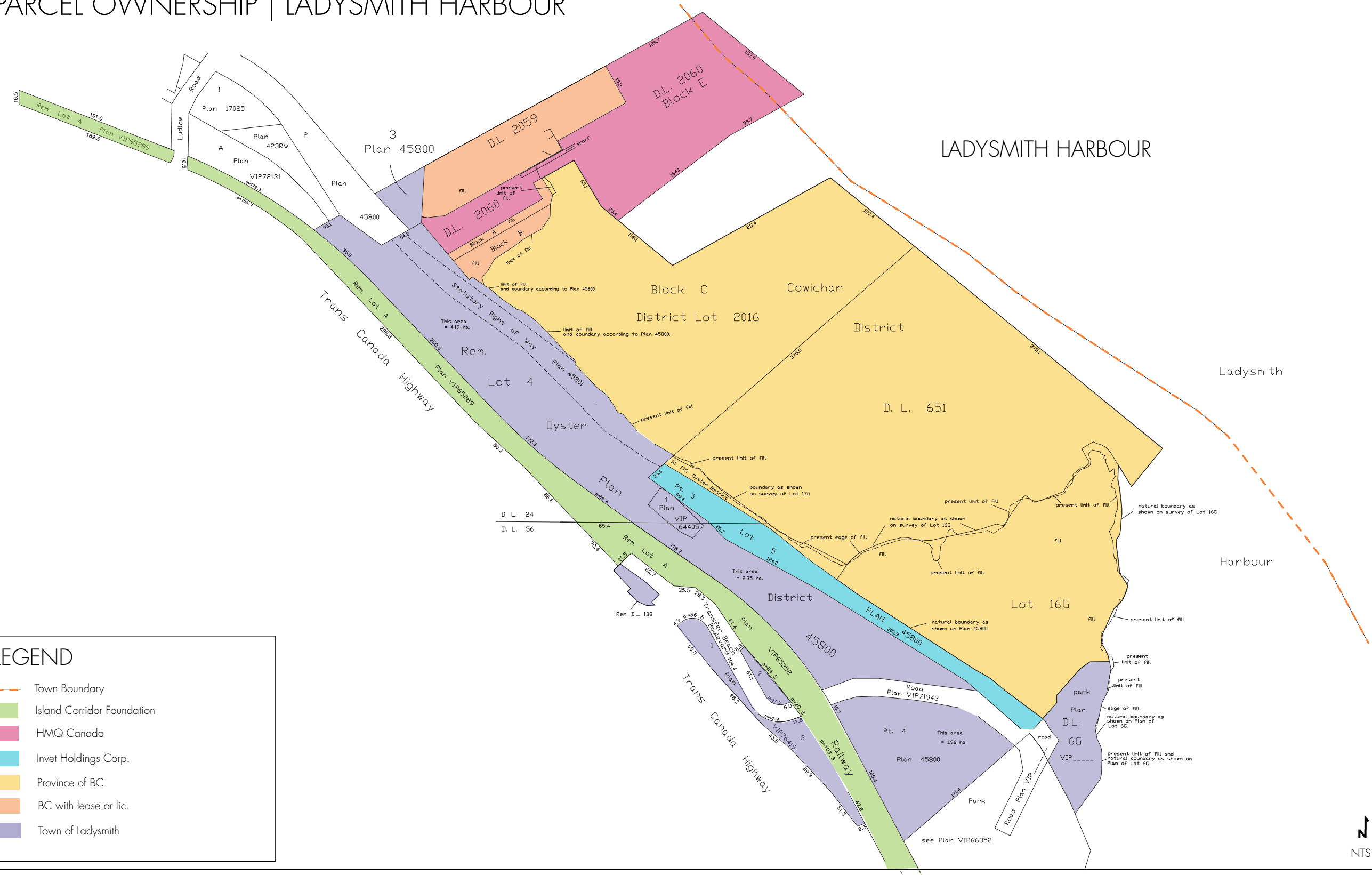
Filled Foreshore

5.3ha	Slack Point	Lot 16G	Province
	Former Log Dump	DL 17G	Province
1.5ha	Marine Services	DL2059	Province - Lease
0.5ha	Boat Launch + Pkg Lot	DL2016 Block B, D& OD	Province - Town LOO
0.8ha	Amphitheatre + Pkg Lot	DL 6G	Town

Water Lots

8ha	Community Marina	DL2016, Block C	Province - Town Lease
11ha	"Dog Patch" + former log dump	DL651	Province
3.9ha	Fishermen's Wharf	DL 2060, Block E	Federal Crown
2.1ha	Vacant	Unsurveyed	Province

PARCEL OWNERSHIP | LADYSMITH HARBOUR



Activities/ Active Uses

With both formal and informal activities taking place in the study area, the land use policy plans do not provide the full picture of current active uses. The map below offers a snapshot of some of the activities currently taking place on and near the site.



The Machine Shop

The Machine Shop is a heritage building that serves as home to the Waterfront Art Gallery, a carving studio and individual artists, the Ladysmith Maritime Society, and the Industrial Preservation Society.

The building itself serves as a physical reminder of the town's rail history, and now stands as a cultural hub in close proximity to the waterfront. Currently, the building is owned by the Town of Ladysmith. It is approximately 17,300 sq ft with ceiling heights of 16' to 20'. The building is currently in need of approximately \$1 million dollars worth of upgrades.

Fisherman's Wharf

Ladysmith's Fisherman's Wharf is owned by the Federal Government of Canada through the Small Craft Harbours Branch of the Department of Fisheries and Oceans (DFO). It provides moorage for over 80 boats, and serves as a wintering home for a local commercial fishing fleet. The wharf, paved parking and washroom facility are operated by the Ladysmith Fisherman's Wharf Association for the commercial fishing fleet. The LFWA and Small Craft Harbours have plans for improvements to the aging dock structure including utilizing the breakwater as the new access road to the facility. This facility is important to the local commercial fishing fleet as other options for moorage are further from home. During the fishing season there is potential for short-term moorage for visitors and live-aboards. Several of the commercial fishing boats also sell fresh fish, prawns and crab - depending on the season!

Community Marina

The Community Marina is owned and operated by the Ladysmith Maritime Society (LMS), which is a 280 member non-profit charitable organization that has been in continuous operation since 1985. The LMS seek to serve the community in a myriad of ways, namely:

- promote Ladysmith's maritime heritage
- promote public access to the waterfront
- promote tourism activity in the harbour
- operate a marina for residents benefit
- operate harbour tours
- host Maritime Festival
- children's safety program
- provide moorage and site support for Cowichan Independent Living, a sailing program for those with disabilities

In 2012, with the assistance of significant grant funding and the support of the Town, the dedicated volunteers of the Ladysmith Maritime Society opened the new architecturally designed floating Welcome Centre. This addition resulted in the provision of washrooms, showers and a sewage pump-out for boaters, a lounge and small café for visitors and residents, as well as a meeting room for community use.

This new facility and expanded visitor moorage has resulted in a visitor increase of 158% since the new facility opened. In 2015, there were 2,090 visitor nights and over \$540,000 estimated in local visitor spending. The new facility celebrates our harbour, neighbours and heritage while boosting the community's marine tourism industry.

In addition to providing visitor, seasonal, and annual moorage, the Community Marina includes a welcome centre, Oyster Bay Cafe, meeting facilities, Maritime Museum and heritage vessels.

Precedents and Ideas for Land and Water Uses

Affordable Floating Housing



The “Buoyant Starts” plan capitalizes on London’s canal space by providing affordable houseboats for London’s extensive river and canal network.

Shipyards Redevelopment



The Shipyards area in North Vancouver is rich in social, economic, and physical history, and is recognized for its national significance by the Government of Canada. Originally developed by the Burrard Dry Dock Company, this large, former industrial site is now being converted into a multitude of public and commercial uses, designed to a LEED Gold standard.

Steveston Fish Market



The Steveston Harbour Authority was established in 1990 as a non-profit organization which leases Steveston Harbour and its facilities from the Department of Fisheries and Oceans Small Craft Harbours Branch, with the mandate to operate and maintain the facility as a commercial fishing harbour. Commercial fisherman sell fish and other seafood products directly to the public from their fishing vessels here, creating a dynamic public market experience for shoppers and visitors.

Granville Island | Mixed Use Development with Working Waterfront



Heralded by planners, politicians and in publications worldwide as one of the most important urban precedents of our time, Granville Island has become a cultural legacy for the citizens of Vancouver. The original design and master plan for the redevelopment of the 14.2-hectare site, prepared between 1977 and 1979, took the formerly dilapidated industrial site and transformed it into a vibrant and livable community. This mixed-use environment, based on the adaptive re-use of early 20th-century industrial warehouses, built upon rather than replace its working waterfront uses - including a cement plant and boat yard. In addition to these industrial uses, today it also includes a food market, hotel, artist maker and retail spaces, cultural uses such as art galleries and performance spaces, post-secondary institutions, restaurants, and other uses.

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CULTURE

CULTURE

The Lands included in the Waterfront Area Plan Study area have a rich and varied cultural history.

From time immemorial, these lands have been cared for and stewarded by the Stz'uminus and their ancestors. Archaeological findings in close proximity to the site tell of use going back many thousands of years.

Currently, the historic Machine Shop serves as a cultural hub with its art gallery and artist spaces, and heritage tenants. The LMS Community Marina also serves as a cultural hub, as a centre for social gathering and events. The Machine Shop has served as a business incubation centre in the past (kayak and door manufacturing). Artifacts from historic industrial uses also provide a sense of history and place at the waterfront.



Historic Resources



The Comox Logging and Railway Shop Building is valued as a very rare intact remnant of the rich industrial history of the Town of Ladysmith. Built in 1943, the building was designed to accommodate locomotive and trucks, and is notable for its simple, functional form and sturdy construction. There are several ancillary buildings and oversize artifacts in the immediate vicinity.

Historic Resources



Character defining element of this large, functional, industrial structure include a simple form, large sliding doors, expansive windows with exceptional natural light that also provide ventilation, corrugated tin cladding, and an overhead crane on the buildings front elevation. This buildings was added to the heritage register in February 2014.



The Ladysmith Railway Station is a one storey cottage-style building located between the highway and the railway tracks. It was built in 1944 as a replacement to the original two-storey building that was lost to fire. The building represents the role rail had in the development of the Town of Ladysmith. Currently uninhabitable, the Town of Ladysmith had a Rehabilitation Feasibility Study prepared in 2009 which estimated the cost of renovation or rebuilding at around \$500,000. It has been identified in the past as a suitable co-location for a visitor centre.

Character defining elements of this building include Cottage-style design including stucco cladding, low hipped roof, low massing punctuated by a gable roofed projection facing the tracks, decorative belly bands, decorative half-timbers in the gabled projection and large freight shed doors

Added to register: February 3, 2014

Precedents and Ideas for Culture

Spirit Garden, Thunder Bay Waterfront



The Gathering Circle occupies a highly visible location on the downtown waterfront, overlooking Lake Superior and Thunder Bay's Sleeping Giant landform. The design reflects First Nation concepts of the inclusive circle, peaceful coexistence and respect for nature. It serves as a central landmark in the downtown that grounds residents and visitors in a fuller understanding of the city's deep origins, while giving expression to its indigenous founding culture. It also provides a gateway to the vast beauty of Lake Superior – the world's largest freshwater sea. -www.canadianarchitect.com

Tseshahat Longhouse, West Coast of Vancouver Island



The Tseshahat community facility is a longhouse and cultural centre for the Tseshahat First Nation on the West Coast of Vancouver Island in Port Alberni. It is available for rental only by cultural groups.

Kwanlin Dün Cultural Centre



Situated on the banks of the Yukon River, this cultural centre is a place where the heritage and contemporary life of the Kwanlin Dün First Nation people is celebrated. It is also a gathering place.

It was conceived, designed, and developed through working with elders, community members, and Chief and Council. It includes a longhouse, and elders' lounge, artist space, a gift shop for local arts and crafts, a kitchen and catering space, and multi-purpose spaces for community and cultural events, and conference and convention activities. There is also a spiritual place, ceremonial fire pit, and canoe house.

ECONOMIC CONSIDERATIONS

AN INTEGRATED DEVELOPMENT STRATEGY

The development of waterfront sites is rewarding for the communities they serve but can be demanding in terms of economic feasibility. The reason for this economic challenge is attributable to the significant infrastructure and building construction costs that are typically required for these sites with a roster of uses that often do not return the necessary revenue to offset these capital costs.

How can this dilemma be addressed?

First, it is important to develop within one's means. Great places, with good design, can be created without breaking the bank.

Second, the final choice of uses should include one or more functions that will return significant revenue. For example, residential is currently the highest and best economic use in most parts of southwestern British Columbia. By setting aside some land area allocated for housing, this use will serve to endow the overall project.

Commercial uses, such as retail and restaurants, will provide revenue during the summer months but may struggle through the off-season. Cultural and community uses will not only require significant capital but will also need to be subsidized throughout their life span for their ongoing operating costs.

Facilities can produce income when in use but the programming of these spaces is very limited over the course of a year.

The final selection of uses and activities for the waterfront development should be undertaken in the context of a business plan, integrated and complementary with a physical plan. In this way, the community will be served with a viable, economic approach to improving the waterfront.







