LADNER, BRITISH COLUMBIA: A CASE STUDY IN PLANNING FOR THE REVITALIZATION OF THE COMMERCIAL DISTRICT IN AN ESTABLISHED, HITHERTO RURAL COMMUNITY SUBJECTED TO EXPANDING METROPOLITAN GROWTH

by

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COMMUNITY AND REGIONAL PLANNING

We accept this thesis as conforming to the standard required from candidates for the degree of MASTER OF ARTS

Members of the Department of Community and Regional Planning

THE UNIVERSITY OF BRITISH COLUMBIA

May, 1961.
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Date May 12, 1961
PROBLEM

In recent years, many hitherto rural communities have come under the influence of metropolitan urban expansion. The most detrimentally affected part of the rural community has been the commercial district. Many of these older, rural-established, metropolitan-ecompassed, commercial districts, due to their inability to adequately adapt themselves to serve the changing demands being made of them — with many of these same demands being supplied by new competition in the form of planned shopping centres and the now more easily accessible metropolitan central business districts — in some cases have become, or are likely to become, commercial "slums". In many instances it is desirable to retain these strategically located commercial districts in a stable and functional condition, for they not only provide a source of tax revenue, personal wage income, and investment income, but also provide the only convenient customer service for a great variety of necessities. To date virtually no attention has been directed toward the improvement of these formerly rural commercial districts in order that they may adequately perform necessary functions. Unless some definite steps are taken to achieve stability, these districts will become blighted scars on the metropolitan landscape and will eventually
envelop in decay an increasingly larger area. This study proposes one method to achieve this stability and rejuvenation.

APPROACH

In the last decade some attention has been directed toward the stabilization of older outlying commercial districts within cities. Even more recently attention has been directed toward the improvement of older commercial areas within, or near, central business districts, and, at times, the whole central business district. In general a dual approach has been used to achieve the desired stability and revitalization. First the inherent assets of that particular commercial district are capitalized on; second, the principles and experience of the planned modern shopping centre are utilized. This latter approach has been justified on the grounds that planned shopping centres have been economically very successful, and that the success of the planned shopping centres has been one of the causes for the actual, or relative, decline of these commercial districts.

HYPOTHESIS

It has been hypothesized in this study that, since the problems confronting the older rural-established metropolitan encompassed declining commercial districts are basically similar in manifestation, cause and effect to the problems facing the older urban-established outlying commercial districts within cities, the solutions proposed for outlying commercial districts are applicable to rural established commercial districts. In order to demonstrate this hypothesis, the declining, or imminently declining, commercial district of
Ladner, a small hitherto-rural metropolitan-encompassed community, was analyzed and replanned according to the proposed revitalization principles.

FINDINGS

Commercial district revitalization is achieved through a comprehensive, dynamic, and properly staged programme composed of three major elements; the organization, the research, and the plan. The organization is responsible for the initiation and administration of the programme, and for the creation and implementation of the plan. The research deals with the functional, planning, and architectural analysis of the district. The physical plan strives for economic stability, pleasantness, convenience, safety, and individuality. The plan achieves these characteristics through the use of the following principles: a conveniently accessible, definite, compact commercial nucleus composed of mutually compatible and mutually beneficial activity-nuclei, which are isolated and insulated from the non-compatible nuclei; a ring road with an internal collar of off-street parking accommodation related to the activity nuclei; pedestrian-vehicular movement separation where it is desirable for economic, aesthetic, or safety reasons, through the creation of plazas, malls, and arcades; strong physical, functional, and visual unity; and a pleasant, varied, colourful, and exciting district, with some attractive unique quality.

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This study on the stabilization and revitalization of older established outlying commercial districts had its origin during the summer of 1960 while I was employed as an assistant planner for Delta Municipality, a predominantly rural municipality located in Metropolitian Vancouver. Basically I was hired to do a study on the community of Ladner, which is the major urban settlement within Delta Municipality. A reconnaissance survey of the community revealed that a number of problems were particularly prevalent in the commercial district.

It appeared that a declining, or imminent declining condition existed in the commercial district. The municipal planner, Mr. Robert Williams, felt that it would be worth while to delve more deeply into the problems and the possible solutions for these problems.

Since there had been a planning department in the municipality for only a short while, and further since numerous more pressing and serious problems were confronting the municipality, little work had been done on the downtown district of Ladner. Accordingly, it was necessary to start from "scratch"—the creation of suitable base maps, building locations and property location maps, which were created primarily from a "blown-up" aerial photograph of Ladner, and the
execution of surveys.

Some of the required information — such as the age of buildings, location of utilities, assessed land and improvements, and planning proposals — was available from the municipal engineering building, assessment, and planning departments. But much of the pertinent information had to be acquired through personal field surveys of the area. I was very fortunate, during the setting-up and execution of these field surveys, for the guidance and advice offered by Mr. Williams, without whose assistance I would never have managed to complete the necessary surveys, nor have reached adequate conclusions from the accumulated data. As a result, all the maps and the information on downtown Ladner presented in this study were personally collected, illustrated, and analyzed. Appendix B gives the exact source of the maps presented in the report. Due to the scale of reproductions in the report, a much reduced and simplified form has been used as compared to the original.

In studying the literature concerned with similar types of situations, I was impressed by the Urban Land Institute's and, in particular the R.L. Nelson and F.T. Aschman, proposed solution for conservation and rehabilitation of major commercial districts. Basically this solution was to apply certain planned shopping centre principles to a declining district in order to improve it. With this approach in mind I then studied the literature on planned shopping centres. Several of these studies dealt with the advantages of downtown
commercial districts, which I also studied.

Based on an analysis of the literature dealing with planned shopping centres and the stabilization of commercial districts, and of the assets and liabilities of older established outlying commercial districts, I felt that only a fully comprehensive approach, based on the concepts and experience of the "planned" and "unplanned" commercial districts, would be appropriate for the revitalization programme. In other words, I felt that a revitalization and stabilization programme should be an electric, modern, realistic, comprehensive, and dynamic approach to the problem.

As a result of the summer's work on the downtown district of Ladner, I wished to delve deeper into the problems, the implications of the problems, and possible solutions of these problems for smaller commercial districts, which are experiencing numerous problems due to the current urban expansion of our metropolitan areas. The utilization of this problem for my Master's thesis appeared to be the most practical method to continue this line of exploration. But even this avenue, due to the limitations of time during the academic year, have proved to be inadequate for a truly thorough and completely satisfactory investigation of the problems, their implications, possible solutions, as well as the applications of the proposed solutions. With these reservations in mind, although there appears to be adequate evidence to support the feasibility and effectiveness of the proposed revitalization programme, I do feel that considerable more work
should be conducted on this important part of our environment and economy.

It is with sincere gratitude that I acknowledge the assistance that I have received from numerous sources throughout the past year and one-half, which have helped to make this project a reality. In particular I would like to express my appreciation to Mr. Williams, Municipal Planner for Delta Municipality, who initially proposed the study, extended invaluable assistance during the field work, aided in the formulation of the revitalization programme, and kindly permitted me to use my summer work as the basis for my Master's thesis. I would also like to thank the Delta Municipal Council for having consented to the hiring of a student summer planner, thereby enabling me to gain invaluable practical planning experience and to obtain the field work for my thesis, as well as for their willingness to allow me to use my summer work for my thesis.

I would also like to acknowledge my sincere gratitude to Professor Ira M. Robinson of the department of Community and Regional Planning whose active interest, invaluable counsel, and constructive criticism enabled me to bring the study to its present stage of completion. Appreciation is expressed to Dr. H. Peter Oberlander of the same department for his interest and his aid at the outset of the study, as well as for his detailed observations concerning content and presentation of the material. Finally appreciation is also extended to Miss M. Dwyer of the Fine Arts Library for her
assistance during the library research portion of the project, and to the numerous federal, state, metropolitan, city and district planning agencies whose assistance, encouragement and advice lent strength to my conviction concerning the utility and approach of the study.
INTRODUCTION

Due to the current population explosion and the consequent urban expansion -- aptly described as the "flight to the suburbs" -- many hitherto rural communities have come under the urban influence of rapidly expanding metropolitan areas. Among the areas, that have been most seriously effected by this urban expansion, are the older established outlying commercial districts and the formerly rural, commercial districts -- often the "central business district" of a town or village -- which have become an integral part of the larger, urbanized, metropolitan area. Many of these commercial districts have become real problems -- considering social, economic and aesthetic criteria -- whether judged in the community or larger metropolitan context, and, accordingly, require greater attention.

To date, there has been little consideration given to the problems of these formerly rural commercial districts, which have come under an expanding urban influence. Accordingly there is very little research on the problems, the causes of the problems, the implications of the problems, and any possible solutions of the problems for this type of commercial district.

It is fortunate, though, that these rural-established, recently urbanized commercial districts are facing basically
the same problems, many of which have similar causes, as the older urban-established outlying major commercial districts — which occur in the middle belt areas of cities lying between the central business district and the growing peripheral sections. Recently there has been considerable thought given to the stabilizing and revitalizing of these declining, or imminently declining, outlying commercial districts. Even more recently, the same basic approach has been used to improve commercial areas within the central business districts, and even the whole central business districts, of some of our major cities.

In general the approach, that has been utilized to achieve the desired stabilization and revitalization of these older established commercial districts, has been two-pronged. One basic part of this approach has been to capitalize on the inherent physical assets of the older established commercial district. The second part has been to apply some of the experience and basic concepts of the modern planned shopping centre. This latter aspect has been proposed on the ground that the concepts used by the planned shopping centre have been considered responsible for its phenomenal economic success, and, in addition, the actual success of the planned shopping centre has been partly at the expense of the older established outlying commercial district.

It has been hypothesized in this study that — since the problems of the rural-established commercial districts, which have come under a direct metropolitan urban influence,
are quite similar in cause and effect to the outlying commercial districts within cities — those solutions proposed for outlying commercial districts, are applicable to the rural-established metropolitan-encompassed type of commercial district.

In order to demonstrate this hypothesis Ladner, a small formerly rural town located within metropolitan Vancouver (in the south-west corner of British Columbia) is examined as a case study.

This study has been organized into three major parts. The first deals with outlying commercial districts; the second, deals with planned shopping centres, the documented use of planned shopping centre concepts and experience, and the proposed revitalization programme; and the third deals with the demonstration of the revitalization programme in downtown Ladner.

In the first part, older established outlying commercial districts are examined with particular emphasis on the problems that are confronting them, and the implications of these problems to the community, and, in particular, to the commercial district.

In recent years numerous serious problems have presented themselves to these older established districts, and, as a result, have seriously jeopardized their continued existence. Among the most serious of these problems have been: the absence of new businesses locating in the district; the exodus of local businesses from the commercial district;
the high rate of vacant buildings in the district; blight; and the declining business patronage. Experts in the real estate, retail, economic, and physical planning fields have propounded numerous reasons for these problems which include: the obsolescence of the activities, structures and business district layout; incompatible mixture of activities; poor access and circulation; steadfast retention of antiquated merchandising techniques; and competition from modern planned shopping centres.

The decline, or imminent decline, of portions of the commercial district at times have jeopardized the economic stability of not only the commercial district but also the surrounding community. The unabated contaminating tendency of blight has detrimentally affected a continuously larger portion of the surrounding activities, and will continue to do so, unless some positive steps are taken to halt this process.

In some cases it may not be desirable or feasible to improve the declining commercial district. Any policy decision concerning the future role of the district must be based upon a detailed analysis of the downtown district, the surrounding influenced area, the situation of the district within the metropolitan context, and the feasible alternatives open to the community for the use of the downtown district and the surrounding area. If it is concluded, as a policy decision, that the problem area is to retain basically its same functional character, a programme for the
revitalization of the district must be initiated.

The second part of this study deals with an analysis of the modern planned shopping centre and the current, or proposed, use of planned shopping centre concepts. This is done with a view to drawing from this experience certain concepts which have had some degree of applicability to the stabilization of older established outlying commercial districts, and, hence, which might be applicable to the revitalization of rural-established metropolitan encompassed commercial districts as well.

Since the modern planned shopping centres have been economically so successful, and, further, since there seems to be some evidence that shopping centres have in fact been one of the main causes for the decline of many older established outlying commercial districts, it has appeared justified to use the experience and concepts of the planned centres as the basis for the stabilization and revitalization of certain older established outlying commercial districts and the whole, or a portion, of a few central business districts.

Based upon an analysis of planned shopping centres, of the utilization of the planned shopping centre experience and concepts in central business district and outlying commercial district stabilization, and of the utilization of the inherent attributes of outlying commercial districts, it is felt that the most satisfactory revitalization programme for rural-established metropolitan-encompassed declining
commercial districts would be a comprehensive approach. Such an approach would involve the use of shopping centre concepts and experience, city commercial districts' experience and concepts, and the inherent assets of commercial districts.

Rural-established metropolitan-encompassed commercial district stabilization and revitalization is achieved through the use of a comprehensive, dynamic, and critically staged programme, which — based upon the principles and experience of planned shopping centres, urban redevelopment, city commercial district improvement, and current urban planning — is composed of three major elements: organization, research, and planning. The organization, composed of individuals, activities, institutions, and organizations, is responsible for the initiation and management of the programme; the creation of the plan; and the implementation of the programme. The research deals with the functional analysis, the planning analysis, and the architectural analysis of the district. The preparation of the plan has as its goal the stabilization and revitalization of the formerly rural commercial district. In order to achieve this major goal, the minor goals of economic stability, attractiveness, convenience, safety, pleasantness and individuality are established. These goals are achieved through the utilization of certain concepts, which include: a clearly defined, compact commercial district composed of mutually compatible and mutually beneficial activities grouped into nuclei, which are in themselves similarly grouped but are isolated and insulated from those activity
nuclei which are not compatible and beneficial; a ring road which clearly defines the district and provides vehicular access to, and circulation amongst, the activity nuclei; access roads, which are safe, convenient, and non-detrimental to the activities adjoining them; a collar of off-street parking lots which are directly related to the requirements of the activity nuclei; pedestrian plazas, malls, and arcades, which permit pedestrian-vehicular movement separation where it is desirable for economic, retail, social, aesthetic, or safety reasons; strong physical, functional and visual unity and cohesion within the district; and a pleasant, varied, active, colourful, and exciting district with a certain quality of uniqueness and attractiveness.

The third part of the study deals with the analysis and the application of the revitalization programme to the downtown commercial district of Ladner. Historically, the Ladner commercial district first functioned as such in 1882, and it achieved its present physical form in 1886. Since the latter date virtually no alteration has been made to its access or circulation accommodation. In addition a large proportion of the present commercial structures were erected prior to 1914, and, accordingly, were designed for conditions drastically different from those that exist today. It is this use of antiquated facilities, with little or no alteration, in modern conditions that has created some of the districts' problems. This situation was aggravated when in 1958, a planned shopping centre was created at the edge of
the commercial district. This added impetus to an already prevalent tendency for the "centre of trade and commerce" to move away from its original location on the water front, and leave behind the presumably poorly adapted commercial buildings to fall into decay. This situation was further complicated when, in 1959, Ladner was connected directly to, and became part of, Metropolitan Vancouver by means of a freeway system. Consequently, Ladner is in the process of becoming another dormitory suburb for the large employment concentrations within Vancouver and New Westminster. Not only has this freeway system brought with it people and the facilities to serve the people, but it has provided the population of Ladner with fast convenient access to the major facilities in Metropolitan Vancouver. Accordingly, although Ladner's population has increased, the competition for the downtown commercial district of Ladner has increased considerably, too, and this has aided the decline of the Ladner commercial district.

Although downtown Ladner does possess basically the same problems as the typical declining outlying commercial district in a city, it also possesses numerous natural attributes. The main natural assets, which could have some bearing on the revitalization programme are: the lack of any feasible alternative commercial district location; the large capital investment in and around downtown Ladner which is dependent on its stable commercial status; the number of "good" commercial structures in the district; the large amount of vacant
land within, and around, downtown Ladner, much of which is held in large plots; the natural bodies of water adjoining the downtown district; the existing and potential natural fish- and pleasure-craft wharf facilities in downtown Ladner; the adjoining location of a new large passive and active recreation park; the location, or absence, of public utilities; the location of large groups of old run-down residential structures, often as non-conforming uses; the vague, but natural, groupings of activities; and the inevitable continued growth of Ladner and Delta Municipality. These natural attributes of downtown Ladner reveal that the district is worthy of salvation, and further that, when these attributes are considered in relation to the problems of the district, a desirable and feasible revitalization programme -- based primarily upon the experience and concepts of planned shopping centres, but also upon the exploitation of the inherent assets of the district -- can be created for downtown Ladner.

The resultant dynamic plan for downtown Ladner creates an easily accessible, compact district, which is composed of a retail concentration focussed on a pedestrian plaza and mall, and enclosed by a ring road and a collar of parking lots; an entertainment concentration, which adjoins the waterfront development, the recreation area, and direct vehicular access and circulation; three service industry groupings -- water activity oriented, storage and transportation oriented, and private vehicular oriented -- primarily related to access and circulation; an office concentration separated into government
and private operations; a system of pedestrian park-fingers, park-like walkways, and landscaped malls, which tie together the required activity nuclei. Surrounding the downtown district is a collar of relatively high density residential accommodation, which can take advantage of the downtown facilities, the circulation ring road, and the downtown access roads.

This plan — which has been based upon the natural assets, the degree of urgency concerning each problem, the available financial resources, the maximum immediate benefit from each introduced activity or facility, the anticipated rate of town and municipal growth, and the previously formulated revitalization concepts — has been developed, through the use of catalytic agents, and development or "police" controls, in four major stages. The first stage primarily creates around the central plaza a dominant focus for the district, but in addition, initiates the entertainment concentration. The second stage extends the exclusive pedestrian ways, and begins the office concentrations. The third stage completes the ring road. The fourth stage completes the access routes to the district and the collar of higher density residential accommodation around the downtown district. Since this is a dynamic plan, each stage of development must, of necessity, re-assess the future development in the light of the then current experience and future prospects. Accordingly, although the "plan" is a goal towards which future development can be directed, it is by no means finite, but rather a pro-
gressively-evolving working guide for district development.

It is felt that the initial purpose of this report has been to a great extent accomplished in that it has demonstrated the possibilities for stabilizing and revitalizing older rural-established metropolitan-encompassed declining commercial districts. This has been achieved through the application of a comprehensive method which better exploits the inherent attributes of the district, together with the application of some principles, concepts, and experiences from modern planned shopping centres and commercial districts that have been improved through the use of some planned shopping centre concepts and experience.
PART ONE: OLDER ESTABLISHED OUTLYING COMMERCIAL
DISTRICTS: THEIR PROBLEMS, CAUSES,
AND IMPLICATIONS
CHAPTER I

OLDER ESTABLISHED OUTLYING COMMERCIAL DISTRICTS: AN ASSESSMENT OF THEIR PROBLEMS AND THEIR CAUSES.

Metropolitan growth has made a great impact on many of our institutions. Possibly the one institution most seriously affected has been that of retailing. Since the last world war there has been much consideration and publicity given to the planning and development of the modern suburban shopping centre, and, even more recently, to the improvement of the central business districts of our major cities lying within metropolitan areas. The one type of commercial area that has been somewhat neglected is the "older established outlying commercial district". These are the retail concentrations occurring as the heart of the medium or smaller size towns or villages within a metropolitan sphere of influence, or, in the middle belt districts lying between downtown and the growing peripheral sections of the city. As a rule, these concentrations "grew up" along major highways or streets radiating out from the central business district of the dominant city in the metropolis, and were usually located along these radials at an intersection with another major highway, or some break in transportation.

These older shopping or commercial districts have
been a common casualty of the growth of Canadian and American cities.

No sadder spectacle . . . can be found than that existing in many of our cities where buildings formerly housing the heart of the retail section have been allowed to fall into decline, run down in appearance, and presenting a sad, ugly picture of the prosperity of the community. Their ailments are generally considered to be the result of the shifts of population which accompanied the decay and dilapidation of the cities' older residential districts, the movement of stable industry and commerce to the suburbs, and the new ease of access by means of the automobile, the superhighway, and the great bridges leading to the suburban periphery. This outward movement has been called the "decentralization trend" and is usually considered as accompanying the "flight to the suburbs", at least in the more recent years. Accordingly this trend is often cited as the cause for the declining, or declined, condition that exists in many of our older established outlying commercial districts. On the other hand, ecologists have accounted for this phenomenon, as mentioned by Robert Ezra Park in the book *Human Communities*, as due to the factors of competition, dominance, and succession, which they contend have the overriding influence on the commercial areas. The principle of dominance, operating within the limits imposed by terrain and other natural features of the location, tends to determine the general ecological pattern of the metropolis, and the functional relationship between each of the different component parts of the metropolitan area. This dominance is indirectly responsible for
the phenomenon that ecologists call "succession", which they consider is the orderly sequence of changes through which a community passes in its development from a youthful to a mature entity.

Although these trends may have been important factors, they are certainly not a complete, nor an entirely satisfactory explanation for the decline of these outlying commercial districts. One important principle widely recognized by social scientists is that our social institutions arise out of, and are modified in accordance with, changes in social needs. Our retailing institutions are a product of the environment within which they operate, and, accordingly, in order to survive they must fulfill a useful or demanded service -- that is, they must change to satisfy the consumers' changing desires for necessities and luxuries.

Physical Features Showing the Occurrence of a Declining Retail District

The visual characteristics that label an area as declining or declined have been described in various ways. Some writers label it commercial "blight"; others call it commercial "decay"; while still others identify it as commercial "slums". They are all describing the same phenomenon, although each may be considering different degrees in the "run down" condition of the area. For the purpose of this paper a "declining", or "declined", commercial district will be considered synonymous with these three other terms, differing possibly only in the degree of decline being considered in
that particular case.

The causes of decline, decay, or blight may often be hidden, and therefore escape casual observation. Nevertheless, the physical and external characteristics of decay are usually very apparent and real. Blight need not be just economic or social, for it can take the visual form.

The actual form and intensity that the decay takes depends on the stage of decline in that particular area. Some evidence that decay is present can be shown through the occurrence of the following conditions.4

a) An intermixture of incompatible land uses.
b) The frequent change of ownership or tenancy of structures.
c) A large percentage of vacant structures, vacant land, storage areas, or other "dead" spaces.
d) Marginal activities occupying land or rundown buildings.
e) Commercial activities sprawled over a large area.
f) Improper construction or maintenance of structures, facilities, walks, or roadways, which have reached some stage of physical deterioration.
g) Street congestion.
h) Inadequate parking facilities for employees or customers, and lack of loading facilities.
i) Dangerous street intersections and dangerous access provisions to private property.
j) A large volume of through traffic traversing the commercial district.
k) Conflict between pedestrian and vehicular movement.
1) Inadequate public facilities.

m) Parking lots or other activity centres abutting residential areas without proper screening for separation.

n) Automobile "grave yards".

o) Exposed used car lots.

p) Unsightly advertising signs or "gimmicks".

q) External display of merchandise around second hand stores.

r) Litter on parks, rights-of-way, vacant land or even occupied land.

The greater the variety, frequency, and intensity of the foregoing characteristics, the more imminent, or advanced is the decline of the district.

Causes for the Decline of Older Established Outlying Commercial Districts

Basically the decline of older outlying commercial districts is due to a change in the general pattern of retailing which is a result of underlying economic and social forces. In addition to this basic element, there are certain specific factors applicable to outlying commercial districts which have contributed to their decline. The following paragraphs consider first the general and then the specific contributing factors.

Change in Retailing

Consider first the economic and social background of many of the older established outlying commercial districts. Many of these districts — their structures, layout, access and circulation pattern, and overall character — were
created when the average work-week ranged between 48 and 60 hours; when the average workers annual income seldom exceeded $1300;\textsuperscript{5} when leisure time was virtually non-existent; when well over half of the labour force was employed in basic or production industries;\textsuperscript{6} when cities "were extremely heterogeneous entities composed of more or less culturally distinct, spatially segregated sub-communities"\textsuperscript{7} and when the majority of the population resided in cities.\textsuperscript{8}

Today, well over half the employed population in the United States, with Canada enjoying a similar evolution, are occupied with service, not production, industries, and this gap is widening each day;\textsuperscript{9} the percent of professionals, office and technical workers will continue to rise while manual workers continue to decline;\textsuperscript{10} the 40 hour week prevails, and the 35 hour week has become dominant in many locales; Saturdays and Sundays are generally work-free; almost every family owns at least one car, and during the next twenty years it is estimated that the automobile population will increase at twice the rate that the human population increases;\textsuperscript{11} holidays and paid vacations are now the rule; presently about twenty percent of Canadian housewives, well over four times the percentage of twenty years ago, work outside the home during the day,\textsuperscript{12} and a much larger percentage are expected to enter the labour force during the 1960's;\textsuperscript{13} higher levels of production have created higher levels of disposable income, which has been more evenly distributed among the population.\textsuperscript{14} The working family's income in many
such areas now averages around $5,000 or more a year,\textsuperscript{15} while the average suburban dweller's annual income is about $6,500;\textsuperscript{16} most North American families are home owners rather than renters,\textsuperscript{17} and families are buying homes at a younger and younger age;\textsuperscript{18} sixty percent of the metropolitan population lives in the suburbs,\textsuperscript{19} and the suburban population is increasing, often at a very low density, at over twice the rate that the city population is increasing;\textsuperscript{20} freeways and major streets are being constructed through and to an increasingly larger area; modern refrigeration, which has enabled the longer storage of food, is present in ninety percent of the Canadian households, nearly double the percentage of a decade ago;\textsuperscript{21} there has been a great increase in the percentage of the population being educated, and "better educated";\textsuperscript{22} there has been a definite reversal on the emphasis in education during the past two decades from the fundamental to the applied, or from the humanities to the more practical fields such as agriculture, engineering, commerce, and education;\textsuperscript{23} there has been a great increase in births, the so called "baby boom" which began in 1940, reached a peak in 1947, "rose to a new high in 1951, and has continued to break records until very recently";\textsuperscript{24} the second world war initiated a pattern, which has shown a definite cumulative tendency since then, toward early or youthful marriages, and this appears to have been accepted by most sections of the population;\textsuperscript{25} there has generally been an increased migration from rural areas and small towns to metropolitan areas which
has served, at an increasing rate in recent years, to facilitate the upward social mobility of those who are native to metropolitan urban life;\textsuperscript{26} status has become "an autonomous motive and mode of life" for the majority of the population;\textsuperscript{27} within metropolitan areas there had been a "drift towards standardization in the direction indicated by mass media stereotypes of middle-class America . . . until by the fifties these impersonal controls threaten to destroy the very diversity that once made city life attractive",\textsuperscript{28} and now we have left only the "superficial homogeneity of exposure and response that characterizes much of city life";\textsuperscript{29} now even the small town, which had long been an area of resistance to change, seems to have succumbed to the influence of urban "mass society" and all it entails.\textsuperscript{30}

These and other factors have created new living patterns, new buying patterns, and, above all, new shopping patterns.

Since the last world war there has been a great increase in the capacity for the production of stable and luxury goods, but much of the distribution is still conducted with the pre World War II system, and in a similar manner as prior to World War II, which has been essentially very inadequately adapted to the "modern way of life". Typical of this type of retail outlet is the older established commercial district.

Following the end of World War II, there was a tremendous outsurge of population into the suburban areas, beyond the limits of mass transit lines. This created an area
of very low density housing, which was only made possible by the use of the private automobile. The automobile became a transportation necessity for access not only to work, but also to shops. With the increased distance from the older established outlying commercial concentrations, travel to them became tedious and time consuming, and therefore undesirable.

To fill the new demand, a "new type" of retail outlet was established -- the planned one-stop drive-in shopping centre. This new retail outlet superimposed a new retail structure upon the patterns developed in the previous decades when the horse and buggy, suburban railway, and the tram car conveyed residents from their homes to the factories, offices, and shops, which were all generally located in the downtown area, and the later period when shopping was accomplished on foot at the outlying commercial districts located at the interchange points of transportation. The growth of the modern outlying shopping centre, which has adequate convenient parking, and a variety of stores located in a concentration within pleasant open surroundings, has provided at least presently, a satisfactory answer to the demands of the Canadian and American "shopper on wheels". The mere existence of the old, unattractive, cluttered, and congested outlying shopping districts, with poor facilities to serve the customer whose demands for service has changed and increased, has repelled the populace from utilizing the services offered. The existence, in many cases, of any alternative is an attraction.
The older established outlying commercial districts are finding it very difficult to compete successfully with the modern "one-stop" "park-and-shop" planned retail centres, and are only now beginning to realize that the mere existence of these "super retail outlets" could precipitate the eventual decline of many of the older commercial areas. Too often the new centres compete for and get not only the market created by new growth in their own areas but gain as well many customers whose residences lie within the geographic area of the older districts. This has had the effect in some areas of creating virtually "ghost centres" out of formerly healthy commercial districts. This direct competition with the modern shopping centre has seriously affected numerous older established outlying commercial districts, which, in many cases, are the central business districts of smaller satellite communities in metropolitan areas. This is probably due to the fact that the facilities of these older established commercial districts are often closely duplicated by the modern shopping centres. But the decline in the older established commercial areas need not be traced merely to a direct loss of patronage or revenue to a modern shopping centre, for there are many cases where the condition of the area and the revenue made by the activities indicate in themselves the decline of that area. Possibly a rather typical view of these modern shopping centres, as expressed by Norman Pearson in his prize winning essay, partly explains the change in patronage that is taking place, and is so detrimentally
affecting the older retail areas.

Although automobile transport has become the dominant means of movement, the newer shopping centres are adopting a compact form physically and psychologically suited to pedestrian shopping within covered colonnades or open garden walls. Significantly, the architecture reflects the almost classic simplicity, dignity, and humanity of the layouts, and it is no exaggeration to suggest that in many Canadian towns these centres are the finest examples of civic design in otherwise disappointing suburban landscape.36

It is quite evident that there has been a change in retailing since many of these older commercial district were established, and it is equally clear that this change has detrimentally affected many of these older districts. But accompanying this change in retailing have been numerous other factors which have contributed to the decline. Some of these factors will now be considered.

Specific Factors

The symptoms of the decay and decline, or possibly the imminent decline, are easy to see, but they are seldom considered as serious by the people that notice them or by those people affected by them. This may be the reason that so little is done in the way of recognizing the symptoms for what they are and applying proper corrective measures to the district.

A retail district, which at one time may have been active and prosperous, may now show symptoms of deterioration. This declining condition may have been stimulated or aggravated by one or more factors.

The population which constituted the original market
for the district may have moved away, with the result that the surrounding district now shelters activities deleterious to commercial activities. Examples of these detrimental activities could be manufacturing, warehousing, or storage grounds.

There may still be residents within the surrounding area, but their income, and consequently their purchasing power, may be considerably lower than that of the previous population. This would accordingly require different types, and number of retail establishments.

The commercial area may have failed to adapt itself to adequately satisfy the changing demands of the consumer. The actual physical design of the buildings, the interrelationship of the buildings, the internal circulation, and the access to the area need to be adapted to suit modern conditions, which, in reality, means to suit the modern "customer on wheels". Many districts were planned for the pedestrian and for the horse and buggy, for daily shopping trips, and for the numerous small customer-waited-upon shops. Times have changed, but many areas have steadfastly retained their out-modeled ideas. With bigger and better refrigerators, with widespread automobile ownership, and with a large number of housewives holding outside employment, family shopping is conducted on a once a week basis, which, when considered with the numerous other factors already mentioned, has seriously affected shopping habits and requirements. All this means larger stores, new retailing methods and
services, convenient parking, and a host of other facilities. Consider one vital element along, parking. It has been found that the patronage, and sales in value and volume, seriously decline with the greater distance of the parking space from a commercial establishment. With the increased use of the automobile, especially for shopping, this fact has played a vital role in the decline of the older established outlying commercial districts.

The shopping district may have been the victim of a mass migration of a large portion of the retail activities from that district to another. These same retail activities may now be concentrated in a modern "one-stop" shopping centre which uses modern facilities and marketing methods. The mere presence of bright, spacious, modern shopping facilities with abundant parking accommodation may have lured the traditional customers away from the dingy, crowded, older established commercial district. Even though the older area is not necessarily "run-down", the contrast between the facilities offered by these two retail outlets, offering essentially the same merchandise, may deprive the older area of many customers, thereby jeopardizing the area due to the decreased revenue with which to properly maintain the area at the level where it can retain adequate business.

Once an area has lost some customers it has been found that they are very difficult to recapture. Similarly, once an area has lost customers, and, accordingly, some revenue, less money is allocated toward maintenance, modern-
ization, advertisement, and so on. This process of steady decline takes on a cumulative tendency with the district suffering increasingly more as time passes. Unless some definite steps are taken to halt it, decline will continue until the area is virtually worthless, and, in fact, impossible to improve without complete clearance.

The retail district may have reached that stage of decline which can properly be called obsolescence. This condition signifies either that there is no longer a need for this type of district or for these types of activities in this particular locality, or, that the structure and facilities are so antiquated as to be incapable of providing the demanded service, and are not economical to be modernized.

Possibly one of the causes for the district to have reached this state of decline may have been due to the tardiness to maintain the area by those directly concerned. That is, the area has failed to be maintained to that degree which would retard its decline. There could be a number of reasons for this condition to have persisted: the relatively large number of property owners or tenants involved; the occurrence of absentee property owners; the inability of trustees to commit their property to action; the fear by the property owners or tenants of the cost that may be involved; the indifference of the landlord or tenant who feels that "someone else will look after it"; the fear that their property rights will be limited by a commitment to any coordinated effort; the ignorance by those concerned of the cause of the
decreasing revenue or patronage; the skepticism by those concerned that anything could be done to improve conditions, or at least that the cost involved would not be justified by the increased revenue or other benefits that would be derived.

There may have been an intrusion into the area of economically marginal activities, which occupy, at a low cost, vacated old and obsolete buildings that their operators are unwilling or financially incapable of ensuring adequate maintenance and improvement.

Real estate speculators have sometimes retained control of land, which they refuse to improve since they expect to derive the greatest profit from it that they can when, and only when, the demand due to the increased activity concentrations in the centre of the city adequately raises the value of the land. Any revenue that they derive from the land needs to cover only the current expenses of retaining the land, and anything above that is profit. The real benefit to them will be derived from this land when it is sold at a big "mark up" when the market conditions are "right".

There may have been an influx of activities totally incompatible with the retail character existing in the area. The presence of these "foreign" activities has a tendency to destroy the retail character of the area, which is necessary in any successful shopping district. In addition the occurrence of these foreign activities has a tendency to destroy the retail character of the area, which is necessary in any successful shopping district. In addition the occurrence of
these foreign activities spreads and disperses the retail area, producing the "dead" areas in the necessarily solid frontage of shops required for a successful shopping area. The lack of concentration and the breaks between the retail stores produce an area entirely unsatisfactory to the shop patrons.

Improper zoning and other regulations, which allow undesirable use to be made of certain sites and the mixture of totally incompatible, or possibly mutually detrimental, activities may be another contributing factor. This may have been caused by the lack of power or authority possessed by the municipal authorities.

Another major reason for the decline of these districts suggested by the National Retail Merchants Association is the lack of active interest or promotion on the part of the activities located within the outlying commercial district. 38

That there is a problem facing many of these outlying commercial districts, and, in fact, the whole community, as a result of the decline of the districts is apparent. A statement by the Urban Land Institute best sums up the causes of decline of older established commercial districts and the resulting effects.

It results from neglect on the part of public officials to prevent or correct, and on the part of the responsible business interests and the organized community to protest; it can be seen, and it will inevitably be felt in the pocket books of these groups through the lowering of tax values of the community, market values of the home owners, and general loss of desirability and attractiveness of the business community and the area generally. Where blight is present, slums are on their way. 39
In the next chapter the implications for the affected community of the declining conditions of older established commercial districts are considered.
References

1 For Example: Mall Street, Ottawa, Ont.; Houston, Texas; Fort Worth, Texas; Rochester, Minn.; Knoxville, Tenn.; Dayton, Ohio; Miami, Florida; Grand Rapids, Mich.; Salem, Ore.; Abilene, Texas.


9 Planning 1960, p.37.

10 Ibid.


13 Planning 1960, p.36.


24. Planning 1960, p.27.


29. Stein, The Eclipse . . . , p.43.


31. See "New Thinking on Shopping Centers", A reprint from an article that was first published in the March 1953 issue of Architectural Forum.

It was therein stated that in Chicago, 63rd and Halsted has suffered from blight and from the competition of Evergreen Plaza, which is located five miles away. Still worse off is Lincoln-Village situated about five miles away.

Following are several examples.

(1) The Central Avenue Commercial District in Minneapolis has declined, see "Central Avenue Commercial District", City of Minneapolis, Planning Commission, Publication No. 119, (Nov. 1960).

(2) "Planned Shopping Centers vs. Neighbourhood Shopping Areas", Business Research Center, College of Business Administration, Syracuse University, Syracuse, N.Y., April 1955. The college made a study of the impact from two shopping centres on an older major outlying commercial district of Syracuse. This study revealed that of the families interviewed, which currently shopped for groceries at the new centres, approximately one-half had previously purchased these goods in the older commercial district.

(3) T.D. Ellsworth, Dolores Benjamin, and Herman Radoff, "Impact of Long Island Centres on Shopping Centres", Journal of Retailing, vol. xxxiii, no. 3 (Fall 1957), p.216. That the introduction of three large centres on Long Island very seriously affected several older established commercial districts can be seen by this study. Of the shoppers interviewed before the centres opened between 30 and 37% patronized Hempstead, depending on the type of articles considered, whereas after the centres opened only between 14 and 21% patronized Hempstead. The same study showed that before the centres opened, between 11 and 15% patronized Jamaica, whereas after the centres opened only about 5% patronized it.

(4) Letters to the author from Thomas H. Roberts, Planning Director, Atlanta Region Metropolitan Planning Commission, Atlanta, Ga., Nov. 28, 1960, and from Alan E. Welty, Buckhead Planner, Atlanta, Ga., Dec. 1960. Buckhead, an older outlying unplanned commercial area five miles from the Atlanta C.B.D., was going through the slow deterioration process of increasing traffic congestion; physical deterioration of structures; decreasing business patronage; stable business abandonment; and high vacancy rate. "The final blow to the area was the introduction of the largest regional shopping centre in the south east", which was completely disastrous to the business in that area.


This study was published by the Westchester County Planning Department, based upon a survey at the Cross County Centre in 1955 by the New York University School of Retailing, and showed that 23% of the persons at the centre formerly shopped at White Plains, 22% in Manhattan, 18% in Downtown Yonkers, 15% in the Bronx, 8% in Mount Vernon, 6% in New
Several examples of this situation are contained in the following.

(1) "Shoppers Paradise", Springfield Chamber of Commerce, Springfield, Oregon, Aug. 1957, p.3. This revealed that "the symptoms of physical deterioration are evident in downtown Springfield. Some store buildings are empty, creating gaps in the pedestrian shopping pattern, with resulting loss of business confidence among the remaining merchants". Lack of adequate maintenance of many buildings is "deteriorating the shopping environment. Springfield's revenue is far less than other Oregon communities of comparable population" varying between 65 and 73% of the comparable centres.

(2) "Grand Rapids Approach to Revitalization", Downtown Development Committee, Grand Rapids, Mich., July 1960. Grand Rapids has found that some of the older established commercial areas "have declined to such a degree that they no longer bear the full cost of necessary services". They feel that the "economic strength" of the area is "dependent" upon land taxes which are used to provide the necessary services".

(3) Roy Wenzlick, "Adverse Trends in Older Shopping Districts", Real Estate Analyst, (June 1957), pp.441-444. This annual study conducted on older shopping districts in Greater St. Louis has revealed that many of these "shopping districts have been developing symptoms of their approaching infirmity". The studies propose that the foremost signs of decline are the high rate of vacancy, the high rate of occupier turnover, and the "increasing percent of non retail uses". This study reveals that the vacancy has risen from 2.7% in 1947 to 8.1% in 1956. "The foreshadowing continued decline is shown by the increasing percent in non retail uses which has risen from 10.1% in 1947 to 12.3% in 1956". They felt that the percent of occupier turnover is a fairly good indicator of the stability of a district. In these it increased from 3% in 1947-48 to 12.5% in 1955-56.


38 Victor Gruen and Larry Smith, Shopping Towns U.S.A., Reinhold Publishing Corp., N.Y., 1960, p.271, "... deterioration is blamed on different factors, as demonstrated by a polling of the members of the
National Retail Merchants Association. The results showed that 81.3% believed the principal reason for downtown's trouble to be lack of parking; 78.6% attribute it to traffic congestion; 38.2% to antiquated buildings; 30.6% to poor public transportation; 27.3% to poor retail promotion; and 16.4% to the existence of slums around the downtown district.

39 "Blight -- Suburban Style", Urban Land, p.4.
CHAPTER II

THE DECLINE OF THE OUTLYING COMMERCIAL DISTRICT:
AN EXPLORATION OF THE EFFECT ON THE COMMUNITY

It was once stated that "commercial, industrial and residential slums and blight mean economic disaster and strangulation" to an urban area. In reality the costs to a municipality need to be considered in social as well as economic terms.

It must be remembered that there are usually a great number of activities located within the older outlying commercial district, and that these activities have a very great impact on the surrounding area.

Those commercial areas, further from the main metropolitan central business district, influence a considerably larger area than a commercial district of "similar size" nearer the metropolitan C.B.D. The district further out serves a greater variety of needs on an economic, social, recreational, and political basis — and therefore plays a relatively more important role — than would an outlying commercial district located nearer the metropolitan C.B.D.

Although there will be differences in the importance of the various implications to a community, the type of implications, which will result from the decline of the district are gen-
erally common to all outlying commercial districts. The subsequent paragraphs enumerate some of the important implications to a community.

**Implications to a Community**

There will be a diminishing revenue for the activities located in the area, which could be a result of the inefficient and/or incompatible mixture or grouping of activities or land uses, or possibly the inefficient pedestrian and vehicular access and circulation system.

Waste in government financed institutions (recreational, educational, cultural, or political) — as a result of inadequate utilization of the facilities thereby increasing the per unit cost-benefit ration — could result from the decreasing magnetism of the facilities themselves or the detrimental character of the surrounding activities, or inadequate access to the facilities.

Lower land value will result from the blight, due to a decreased demand for the land. Lower tax revenue can be a consequence of the lower land value and the resulting lower land and improvements assessment. The lower municipal assessment could detrimentally affect the municipality's credit position and borrowing power.¹

A declining area may cease to provide adequate tax revenue to pay for the municipally provided services and facilities. In such case other areas — probably residential and industrial — may be required to subsidize this commercial district, which at least potentially should be a
higher and more intense user of land, and therefore be in a better position to pay for its services and in addition to aid the less intense users of land -- such as older residential areas. In such a case a strong stable commercial district is necessary not only to protect and encourage investment, but also to create programmes for preserving the surrounding residential stability. The surplus of tax revenue over cost to supply services in business districts is one of the keys to neighbourhood conservation since it helps to pay for the all-important municipal services, which newly improved or older neighbourhoods demand but seldom if ever pay for on a self-supporting basis. Without this "subsidization" by the commercial district, the residential area may fall into decline and eventually become blighted. The blight will affect not only the number and type of "close-in" or "captured" customers for the commercial district, but also the actual business structures and activities, which may eventually be encompassed by the blight that originally started in the residential area.

A declining commercial area can detrimentally affect the value of the surrounding residential land, and also, possibly, the abutting industrial, institutional, recreational, and social land.

As the blight becomes more pronounced with the passage of time, commercial revenue, land value, land assessment, and tax revenue decrease. As a result of the smaller revenue, less money is allocated to the maintenance and
modernization of structures, which results in a decrease in business, revenue, and profit. Thus an even smaller proportion of the already smaller revenue is allocated to the maintenance of the structure. (This may be due to the vain effort by the owner to obtain the same absolute profit as before the decline, which results in less money being available for structural maintenance, improvement, and advertising.) This is a cumulative effect which results in the area declining at a faster and faster rate, and possibly encompassing a larger and larger area. This will continue until some definite steps are taken to halt this trend. Similarly with the decreasing land value and the consequent decreasing municipal revenue, there may be a greater reluctance on the part of the government to invest more money to maintain or modernize the facilities in the area. The streets and other utilities will become old, worn, and inefficient, thereby adding to the declining nature of the area.

Blight will result in the impaired and uneconomic performance of the activities. This will lead to higher costs for services and products — privately and government controlled — which are provided locally. The inefficient character of many activities or services is often the result of the intermixture of the activities. On the other hand, the area may cease to adequately provide the facilities required by the citizens, thereby necessitating the local citizens to travel outside the area, and accordingly increase the per unit cost of these facilities, which had been, or
The existence of a declining commercial area at times invites the creation of modern shopping center facilities near its site. Thus, because an area was declining, it attracts competition. This competition is becoming very efficient and effective in attracting the former "loyal" customers of older districts. The loss of these "loyal" customers has at times virtually reduced the commercial area to a "ghost" status, which accordingly causes the land value to plummet downward.

The decline of an area creates a vicious cycle. In a declining commercial district, the healthy or "firm" activities either leave the area or become blighted. The profitable ventures are inhibited from entering the area. The attraction of outside capital for local investment is difficult. The activities that remain in the area usually become stagnant, with a slow turnover and small revenue. This all means that fewer people are needed to operate the activities. The decreased employment seriously reduces the number of "captured" customers in the area, thereby decreasing the revenue still further. The longer the trend is allowed to continue, the more difficult it will be to halt, and the less resources the private and public sectors will have to allocate to the halting process.

Blight does involve a social cost. There have been numerous attempts to measure the increased cost to a community due to the presence of a blighted, or possibly a slum, condition in the residential or commercial districts. These
would include the higher social welfare costs, which are usually considerably higher in a declining or declined district. But in addition to these, there are the indirect social costs which cannot be measured. This could be that the presence of blight itself is distasteful or obnoxious to the senses. This aesthetic approach, although it may also involve a real economic cost due to a loss in patronage and revenue, or lack of utilization, of the economic, social, recreational and government activities and facilities located in the area, does provide an added "sensory" cost to blight. This cost, although it cannot be measured, is very real to those who come in contact with the area.

Blight need not be widespread nor very advanced to have its ill effects on an area. One blighted structure can spread its detrimental effects to encompass the whole municipality, and possibly, in time if it is allowed to continue unabated, an area much greater in size than the municipality. The presence of one blighted structure seriously deters the movement of customers past it. Not only the structure with its run-down appearance, but also the character of the customers of the blighted activity seriously inhibit the movement of "prosperous" customers past the front of the structure. If there is a "strong" commercial activity somewhere on one side of the blighted structure, the customers attracted to it will seldom venture past the blighted building to reach the other activities, which, although not blighted, do not possess the "magnetism" possessed by the strong
activity. A decline in patronage will tend to make the "weaker" activity become still weaker, with the result that its revenue declines; less money can be allocated to structural maintenance; less business is attracted to the activity; the revenue declines still further. Accordingly, the once weak but unblighted activity declines until it finally becomes blighted. Similarly the structures adjoining the blighted structure, although they may be on the side of the "strong" activity, or the attractor of business, will be deprived of some customers due to the detrimental condition of the neighbouring blighted building. Eventually this stable business establishment will also become blighted.

As the number of blighted structures increases, the power of its detrimental effect increases. When enough buildings are blighted on one side of the street, their presence can deter some customers from frequenting the "firm" establishments on the other side of the street. Eventually they too will become blighted. The usual "natural" process is for blight to begin in one part of the commercial district. The structures surrounding the blighted activity decline and become blighted. New activities locate as far away from the blighted part of the commercial district as possible, but usually maintain physical contact with it — in order to benefit from close proximity to the great variety of activities located within it. This could develop into a ribbon com-
commercial area, but varying in depth from facing onto a single street to facing onto several streets, with the healthy activities located at one end and the blighted structures at the other end. Blight tends to move along, encompassing more and more structures, which causes the "heart" of the commercial area, or the "100%" location to move continuously away from the declining area. The real problem arises concerning what should be done with the blighted area. The local occupiers of the blighted structures, provided that the decline has been severe enough, are in no position to help themselves. The healthy commercial activities are far enough away to feel secure, and often fail to visualize the implications to themselves. If the decline or blight is not halted, it will leave a path of useless structures and wasted land, which impose a definite liability upon the whole community.

Although the individual symptoms of blight or decline may appear insignificant in themselves, the increased frequency, variety, and intensity of their occurrence can have a very great effect on the whole block, the whole street, the whole commercial district, or even the whole community.

Some Older Established Commercial Districts Are Worth Saving

Although there are undoubtedly many commercial districts that can no longer serve any useful purpose as such, there exists many older outlying commercial districts that
fulfill a very definitely useful purpose and, accordingly, they deserve greater attention than they are now receiving. Some are suffering from serious problems, but most of these problems are not insurmountable. There is the advantage that these older commercial districts possess a multitude of attributes — potential or partially utilized — which should weigh heavily when making any decision concerning the desirability to stabilize, to improve, to revitalize, or to rehabilitate the district.

Many older outlying districts are well located, convenient, and accessible to trading areas of relatively high-density population. In these districts there are large investments by property owners, by retailers, and also by the community. Such districts represent an important element in the political, social, economic, employment, and tax bases of most of our metropolitan areas. Many of them, whether they are the central business district of a town or village, or one of the older outlying shopping districts, are well organized in the sense that they contain a wide diversity of store types with merchandise in broad style and price ranges.

There is also the potential organization powers due to the combined ability of the numerous different types of business men, which range from retailing and advertising, to architecture and design, to real estate and finance, to law and politics. This is especially true since they all have one thing in common — their own interests, which are dependent upon the welfare of the commercial district and the
community as a whole. In any improvement project the required technical and professional capabilities should be able to be largely represented by these local businessmen.

Some of the older outlying commercial districts possess characteristics that make them worth saving, possible to save, and, in fact, necessary to save for the well being of the community. Numerous studies have been conducted on the merits of smaller central business districts and older outlying commercial districts within a metropolitan sphere of influence.

One of the most famous studies was conducted by C.T. Jonassen of the Bureau of Business Research at Ohio State University.10 Among other things, this study of three metropolitan areas revealed that the strength of the older outlying commercial districts was a result of the fact that the "selection of goods is larger; the prices are cheaper; several errands can be run on one trip", all of which worked against its main competitor -- the modern shopping center.

A study conducted by the Business Executives Research Committee of the Southern Methodist University revealed that the older commercial areas were important for six main reasons; (1) a center of employment, (2) a dominant retail centre, (3) an important office building center, (4) a financial and entertainment centre, (5) a residential concentration, (6) an important tax revenue source. As a whole the older outlying commercial areas have the same attributes as the main metropolitan central business districts, being only
on a smaller scale, and having the different attributes of the area vary in relative importance depending on the particular type of community.\textsuperscript{11}

A report on the conservation of older commercial districts enumerated several advantages of these areas, including:\textsuperscript{12}

1. They are usually well situated and possess established customers. There is no gamble that the site is properly situated for that has already been revealed.

2. The location of the district is often on the four quadrants of a major intersection which offers ideal vehicular access from several directions.

3. The older district is usually astride a major mass transit route which enables the customers to obtain access by means of public, as well as private, transportation.

4. The established locale and market has led to the ability of older districts to stock greater varieties and qualities of goods than the modern shopping centers.

The Alevizos and Beckwith study revealed that the greatest attractions of the older outlying commercial areas were the variety of activities therein located, which permitted several errands to be performed during one trip, and the variety of merchandise handled by the retail activities located in the area.\textsuperscript{13}

Richard Nelson has carried these findings further by demonstrating how the laws of mutual compatibility and cumulative attraction work.\textsuperscript{14} He propounds that the strength
of the outlying commercial areas lies in the variety of the activities located in the area, and, even more so, in the number of similar activities located in close proximity within an area, which is not detrimentally affected by the surrounding different activities.

It must be remembered that retailing is only one function of the older outlying commercial district — there are also office facilities, personal services (legal, specialized, medical, investment), recreational and cultural facilities, business services, (finance, engineering, real estate), government, and transportation services. All of these will become more important as time passes and the service activity employment will become a larger percentage of the total employment.

In addition to these activities, there are often the manufacturing industries, which can range in size and importance from the "home industry" to the large heavy manufacturing establishments. They all have a place in our various outlying commercial districts and need to be taken into account. Sound public policy in preserving these areas which are so vital to the tax basis of the metropolis and to the economics of the region demand that adequate attention be given to these other functions in addition to that of retailing.

The new form of commercial area — the modern one-stop shopping centre — which is currently so popular and economically successful, generally does not supply the variety of services that the older outlying commercial areas are
fulfilling. The distance, at least in time if not in miles, to those few areas that are adequately strong in order to retain permanent facilities is increasing. This makes their services readily accessible to a smaller percentage of the total population as time passes. The decline of the older commercial districts, due to structural deficiencies or obsolescence, shopping centre competition, or a number of other factors, will result in a very serious void in the supply of services required and demanded by the public. Unless adequate remedial steps are taken concerning those areas, which it is feasible and desirable to revitalize or stabilize, a more drastic measure will be required in order to replace the accommodation of those facilities not available to the general public.

In addition to the loss of direct services required by the public, there are numerous indirect services provided or stimulated by the older outlying commercial area. These would include the attraction of stable activities, which would provide increased employment; increased captive market; increased available spending money via wages; increased demand for housing to accommodate the new employees; increased revenue by means of land and business taxes; increased stabilization of income in the various public and private activities located in the area; increased availability of money and leadership to a community.

These are just some of the results which can be produced by having a stable and attractive outlying commercial
area — everyone benefits. No areas can remain stable indefinitely without a conscious effort being made continually to maintain this stability. Without this stability and attractiveness, the opposite results named above will occur. It is decidedly much easier and economically more desirable to maintain an area's stability than to "bring back" a declining or unstable area once again to a firm basis. But in either case certain definite steps need to be taken in order to allow the public to derive the maximum benefit from a commercial district. If these steps are not taken the area can, of itself, seriously jeopardize the welfare of the whole community.

In addition to the possible negative approach just mentioned — that if adequate steps are not taken the "decline" will seriously affect the whole community, or that if the proper steps are taken the whole area will benefit — there are other factors to consider. Large investments have been made in the area by both the public and private sectors of the economy. These investments would be seriously affected by any decline in the commercial district, and this would decidedly affect the whole community. The mere presence of these large investments in the area should be an indication of the interest in the welfare of the area by both the private and public sectors of the area. Although some of the structures and facilities may be amortized and therefore have satisfied the financial demands of the owners, there will be some that have not yet accomplished this. These structures
and facilities -- public or private -- which are not fully amortized will suffer in economic terms from the decline of the area. In addition there is the consideration of the functions currently performed by the district. If the district is allowed to decline, numerous persons and activities will suffer service-wise.

When faced with the realization of the possible fate of the area, including their investments and services, those concerned would be more cooperative, and perhaps even anxious, concerning the implementation of any steps required to improve the area. This might be considered one of the human-economic attributes of the area.

The other attributes have already been mentioned: the physical characteristics of the site and situation; the characteristics of the activities; the various types of bases the area represents; the loss of important services; and the characteristics of the potential organizations and cooperation. All of these would seem to indicate that the potential stabilization or revitalization of many older commercial areas is quite feasible, and, in fact, desirable and necessary. It would have to be remembered, though, that any policy concerning the stabilization or revitalization of the area would have to be based upon a detailed analysis of the area itself, the surrounding area being influenced by the area, and the alternatives open to the community for the use of both the actual and the surrounding area, in order to provide the general public with the maximum security and the maximum
benefit from the land concerned.

The following chapter deals with an analysis of the planned shopping centre, with a view to deriving from it a method for the revitalization and stabilization of older declining commercial districts.
The functions of the area will range from purely local in character to regional in extent. In reality there will be a great number of superimposed 'influenced areas', depending on the activity considered. Some of the important activities located in some of the outlying commercial areas are employment, commerce, manufacturing, transportation, political, social, financial, cultural, etc.


"Demonstration of the importance of outlying shopping districts can be found in studies of the Chicago Planning Commission. In Chicago the major districts outside 'the Loop' do an annual business of over a billion dollars. They employ 60,000 people and pay annual wages of over $133,000,000. Assessed valuation of these districts is established at over $200,000,000. Needless to say tax revenues from both central and outlying districts are more than sufficient to pay for services rendered to the district."


7 Ibid.


9 McFarland, Urban Land Institute No. 34, p.16.

"The Future Role of the Central Business District", Business Executives Research Committee, Southern Methodist University, Dallas, Texas.

Nelson and Aschman, Urban Land Institute No. 22, p.7.


PART TWO: PLANNED SHOPPING CENTRES: A MODEL FOR

A SUGGESTED REVITALIZATION PROGRAMME
CHAPTER III

THE PLANNED SHOPPING CENTRE: AN ANALYSIS OF
THE FACTORS CONTRIBUTING TO ITS SUCCESS

Since modern planned suburban shopping centres, generally, have been so economically successful, and further, since there seems to be some evidence that planned shopping centres have, in fact, been one of the major causes for the decline, or possible imminent decline, of the older established outlying commercial districts, it would appear valid to draw upon their experience and to utilize some of their concepts for the revitalization or stabilization of the older established outlying commercial districts. Accordingly this chapter will be devoted to an analysis of the modern planned shopping centre; the factors responsible for its success; and, the application that has been made of these concepts to various established commercial districts; with a view to deriving those concepts which generally would be applicable for the revitalization or stabilization of older established outlying commercial districts.

Definition of the Planned Shopping Centre

In most cases it would be possible to define the successful shopping centre, whatever its type or status, as an organized suburban spatial grouping of balanced and varied
commercial establishments planned, developed, managed and controlled as a unit, with adequate off-street parking provided as an integral part of the unit within the site and functionally related in location and size to the type of shops and trade area. Generally such a centre is directly related in its character, location, size, and type of shops to the existing, and potential, population income of the trading area it serves. The fundamental characteristic of the centre is its emphasis on charm and pleasant experience for the whole family's typical weekly shopping trip, although generally those characteristics that appeal to women dominate throughout the centre.

There are three major types of planned shopping centres: the neighbourhood centre; the community centre; and the regional centre. Although there are other differences, the basic variation in these three types lies in their size, which is determined by the area served, and which in turn determines the kind and variety of activities included.

Reasons for the Success of the Planned Shopping Centre

Generally in any consideration of the planned shopping centres, there has been a preoccupation by planners, engineers, architects, and the public with physical aspects (layout, location, and appearance, and conveniences), but the one real justification for a planned centre's existence and success has been its dependence on the economics of the situation. The most beautiful shopping centre may go bank-
rupt or become "blighted" if the financial base upon which it rests is unsound. One of the main reasons for the success of most planned shopping centres has been due to the thorough investigation of the actual and potential market area.

Probably basic to the research that has aided the modern centre has been the idea to provide the customer with "what he wants and likes", in a manner that pleases him, and not, as has been the practice in the past, with merely providing the articles and facilities he actually needed, quite indifferent to his comfort or preferences. Retailing is approached from the viewpoint of the maximum benefit for the shopping centre as a whole, not just for each individual activity, and, accordingly, the activities are chosen, grouped and interrelated with the various facilities in order to achieve this "over-all" optimum benefit.

Foremost among the development criteria used in the creation of a centre is the occurrence and popularity of the private automobile. The automobile has given the shopper freedom, and has made possible the new pattern of urban growth out into the suburbs. It was "suburbia" that created the initial demand for shopping centres. Accordingly it has been necessary to provide accommodation for the automobile in conjunction with the marketing facilities in the new centre. The mere provision of parking space is not adequate, for it must be conveniently and strategically located in relation to certain key activities. There is also the consideration that the number of shopping trips by automobile in any residential
area is directly related to automobile ownership in that area. These factors have had a considerable bearing on the amount of parking space considered necessary, and the relative importance of providing special pedestrian access to the centre.

There have been several good studies conducted to analyze the shopper and the various type of retail concentrations.

C.T. Jonassen in studying the consumer found that for the shopping centre the most important advantage was that it was nearer home, the next most important was easy parking, and the third was that people considered that suburban stores kept more convenient hours.

The Portland Downtown Study agreed with Jonassen's first and second shopping centre advantages, but found that the third was not having to dress up to go shopping. The fourth reason was that the shopping centres kept more convenient hours, which was followed by cheap parking and the open, free and casual atmosphere in a shopping centre. The next advantage was the friendly courteous atmosphere and then the clean modern stores.

The Alevizos and Beckwith study on shopper attitudes found that "access and comfort" were the factors which contributed most to the success of the modern shopping centre. They produced another finding that children can be more easily taken shopping to the shopping centres, and that this was a factor which affected all income groups. Some additional principles concerning retailing are that: shoppers move
toward, rather than away from the most dominant commercial concentration; shoppers will not go through one trading concentration to reach another with equal facilities; shoppers tend to patronize the nearest concentration with equal facilities; and shoppers tend to follow traditional movement patterns. The enterprising and progressive developers have realized the importance of these and other factors, and have allowed them to dictate the location, size, character, and type of centre to be built. This to some extent removes from the realm of speculation the number, size, variety, and type of activities that should be located in a new centre.

Process for the Establishment of the Planned Shopping Centre

Initial Organization

Shopping centre developers (initiators of shopping centre ventures) are basically entrepreneurs, who, relying on their skill and ingenuity, and that of their professionals whom they retain, and backed by their financial resources, seek to convert comparatively low priced real estate into extremely valuable assets -- namely the planned shopping centre.

In order to achieve his goal profitably, the developer must have an effective organization. The developer's organization is usually controlled, at least for the larger centres, by a full-time general manager. The organization in most cases, will include an economist, an architect, a corporation lawyer, a lease lawyer, a public
relations man, an engineer, a contractor, etc. The general manager will be the representative of the developer on this group of professionals, who as a group will form the "planning team".

The staff for the organization will have to be adapted to the type of centre being considered. The staff composition and size will vary according to the size of the centre and its elaborateness and character.

In order to create a successful shopping centre, the initial working team should consist of at least three permanent members; the developer as the initiating force, the economist or real estate consultant to establish the economic basis and operational methods, and the architect or planner to create the planning concept which gives the project physical shape and form. The architect's and planner's organization must be closely connected with a strong planning and architectural department, a store-design group, men experienced in traffic planning, economics, landscaping, cost estimating, and graphic design, in addition to complete engineering divisions. The real estate or economic consultants organization should include researchers and statisticians, market analysts, merchandising planners, financing experts, leasing specialists, and men experienced in store operations and real estate management.

Although some members of their organizations may be permanent, many will be temporary, such as leasing managers, real estate brokers, lawyers (corporation, lease and tax),
surveyors, market researchers, contractors, mechanical, electrical, and structural engineers, soil experts, foundation experts, landscape architects, traffic engineers, goods handling experts, estimators, and so on. Basically a shopping centre project is a matter of team work, and, accordingly all the specialists should be closely coordinated in their work by the shopping centre manager with the technical assistance of the economist and the planner in order to achieve the optimum results.

Economic Analysis

An elaborate study of the district is the basic preparatory step in shopping centre development. This study usually covers population data by census tract (or the smallest land division for which statistics are available), estimates of the location of the present and future population density and characteristics (including age, income, family size, number of spending units, occupation, shopping habits, customs, and the like), accessibility and circulation studies (street adequacy, driving time on the streets to the residential concentrations), estimates of how far people will travel for each kind of merchandise, traffic density at different times of day and distance from existing and potential competition, as well as the customer attraction power of the competition. The developers usually hire consultants to carry out these surveys.

The measurements of the area's potentialities for
trade and the possible growth, is a necessary preliminary step to considering the feasibility of the shopping centre venture. This information is absolutely necessary in gauging the location, size, type, quality, and character of the centre, which will meet the potentials of the trade area that can be tapped, in order to achieve the maximum utilization of the available potentials.

Site Evaluation

The selection of the site is a crucial factor influencing the success of any shopping centre. Accordingly the site selection should be based upon the information obtained from the completed preliminary analysis of the area.

There is fairly common agreement among shopping centre experts concerning site selection and evaluation. There are certain requirements that should be met in the site finally selected. The site must be located in the general area established as most desirable by the economic surveys, which approach the problem primarily from a business potential criteria, but there are other important factors also to be considered. The area should be owned or controlled by the developer, or at least its acquisition must be feasible. This includes the factor that the cost of the land must be in keeping with the overall economic consideration (such as the type of centre, competition, risk, etc.). Another important factor is that the existing zoning and other municipal regulations, must permit the usage of the site for shopping centre purposes. Numerous developers have lately
been proposing that in order for the land cost to be economic, it must be in a zone for a lower use, and only zoned commercial after the land is purchased. The site must be large enough to allow for the construction of adequate facilities in order to meet the sales potential of the area. This would include space for future expansion, resulting from future population growth and increased demand. Many of these factors do depend upon the design and size of the centre, the activities it will encompass, the transportation characteristics of the customers, etc., all of which must be based upon the economic analysis of the area. The shape of the site must be such that advantageous, economic planning is feasible. The land should be in one piece, free from intervening roadways, rights-of-way, easements, major waterways, or other factors that could break up the continuity of the development. The physical characteristics of the land must permit advantageous planning and economic construction. The surrounding road pattern and the accessibility to the area must allow for the full utilization of the visibility of the shopping centre structure, and, especially, of the car parking lot, from the major thoroughfares. One factor that has been critical in the past and continues to be an influence is the possibility of intercepting trade on its way to a traditional commercial concentration. Since people tend to go in traditional directions to shop, the interception of the flow of trade is vital for any new centre. Another factor which could have some influence, is the
reputation of the immediate area. (Is the location prominent and well known, or is it obscure? Is it associated in people's minds with something pleasant or unpleasant? Is it surrounded or cut off by an area through which people hesitate to pass?) The foregoing are among the most critical in site selection and evaluation.

Site Planning

Following the site selection, the tenants, especially the key tenants around which the centre will be built, are selected and negotiations are entered into. It is necessary to establish the requirements of each major tenant and to a lesser degree the minor tenants, in order that maximum utilization is achieved from the centre, and that few alterations will have to be made.

When the developers know the principal tenants, they can proceed with the architectural arrangements and draw up the site plan. Site planning calls for laying out the site in order to achieve the basic features which distinguish the planned shopping centre, physically, from other commercial areas.

There are several main allocations of land on the site. Basic to any site planning, these considerations must be kept in mind: the space for structures (retail, service, recreation, and social); automobile storage areas (for customers, and for employees); vehicular access and circulation (for customer and service vehicles); pedestrian areas (for access and circulation, for shopping and for leisure, for
adults and for children); public transportation (mass transit and taxis); buffer areas; and reserve areas (to allow for expansion).

The actual allocation of space for these and other uses must be guided by certain critical planning criteria. Adherence to these criteria is absolutely necessary in order to achieve the highest feasible productivity from the land considering the long-run consequences. They would include: to protect the surrounding areas against blight, and, in fact, enhance it; to protect, and enhance, the site against blight; to expose the various activities to the maximum pedestrian movement, where desirable; to arrange the activities in order to provide maximum compactness, mutual compatability, and cumulative attraction; to separate vehicular and pedestrian movement; to create the most simple, safe, adequate, comfortable, convenient, and pleasant environment for shoppers and merchants (considering driving, parking, shopping, relaxing, and servicing); to achieve orderliness, harmony, beauty, gaiety, and tranquility; and to create, more than just a commercial foci, but in addition a centre for social, commercial, service and recreation purposes.

There are various overall concepts for the basic planned shopping centre patterns among which the following have achieved some prominance during the last decade.

The "strip" centre is the most common type of centre. It is a straight line of stores often tied together visually
by a canopy. Architecturally this type of centre may not be much different from the store buildings in established shopping districts, except that this centre was planned as a unit to perform a coordinated function and will have a substantial amount of convenient, free, off-street parking. To obtain the maximum benefit from it, the most magnetic activities should be located at either end of the strip, with the lesser stores lying in between.

The "L" centre is an adaptation of the strip centre in order to shorten the length of the "strip". It consists of two "strips", each perpendicular to a main street and parallel to another intersecting street. The main business attractor should be located at the corner of the "L", and the next two important attractors should be at the end of either arm of the "L". This design is particularly ideal for a site located at two important intersecting streets.

The "U" centre, a further adaptation of the "L" type centre, is particularly well suited for a rectangular or square shaped site, especially where the site faces onto a single road frontage. The natural key locations in this type of centre are at its centre and at the ends of the legs.

The "cluster" or "hub" centre is a group of buildings advantageously arranged around the key business attractor, and surrounded by open space. Separating the various activities are pedestrian-ways or courts. This pattern frequently lends itself to the development of "specialty"
malls. All pedestrians are drawn past the smaller stores, along the radiating pedestrian malls, to the key business establishment, thereby allowing all activities to benefit from the attractive power of the key activity.

There appears to be a definite trend toward adopting the "mall design" for the larger shopping centres. This type appears favoured due to its compactness, simplicity, overall economy and greater merchandising impact. Accompanying this trend is the tendency toward greater emphasis on the appearance and styling of the shopping centres. This seems to have been brought out in the detail that is being introduced into the centres, as well as the elimination of any "rear", or unattractive, side to the centre, for now all sides are treated as the front.

Possibly it should be just mentioned here that as a result of the impact and success of the suburban shopping centres, a new type of downtown retail district, or unit, seems to be emerging. This new "design" for downtown appears to be patterned from the larger regional suburban shopping centres, and can be seen in such examples as the Victor Gruen plan for Fort Worth, Texas, or the Charles Blessing plan for Detroit, Michigan, in which main downtown streets are transformed into pedestrian malls, with all the characteristics associated with them, and adequately convenient parking is provided at the commercial fringes, as well as incorporating numerous other "centre" characteristics. Some of these proposals will be considered in more detail toward the end
The "mall" centre is in reality two strip centres placed face-to-face, with a pedestrian mall between them. It corresponds to a street for backward and forward pedestrian movement and shopping, except in the mall there is no interference by vehicles. It is usually characterized by two large business attractions (often department stores) facing each other from either end of the mall (which should not exceed a total distance of 600 or 700 feet). Many of the larger stores have a double "front" with shop windows and entrances onto the parking lot, as well as onto the pedestrian mall. It creates an atmosphere which women like, and also offers space for outdoor displays and special events useful in the promotion or advertisement of a centre. The mall contains various attractive architectural features, landscaping, floral displays, which are conducive to casual strolling, thereby making the mall a powerful customer attractor in large centres. If a centre is to capitalize fully on "impulse" buying and to gain customer loyalty, it has to have attractions which make the shoppers enjoy being there. The mall has been considered the ultimate in shopper convenience and amenities. From the merchandising point of view it creates the greatest foot traffic past the most stores, for with the mall there should be no such thing as a 100% corner or a good side of the street, and accordingly it is likely to result in the highest business volume and the highest rentals.

There are several problems which uniquely confront
the mall type of centre. Since the mall type centre is oriented inwards onto the mall, its outer extremities facing the surrounding parking lot and streets may become neglected or unattractive. Due to improper planning, truck deliveries to service the centre may cause a certain amount of incompatible mixing of vehicles, which is definitely undesirable. Because the key activities are located adjacent to the parking lot, it is possible for customers to enter these stores and to leave them without ever having been exposed to the other smaller activities facing the mall. This emphasizes the importance of putting the second key activity at the opposite end of the mall, thereby creating a strong back and forth movement of shoppers past the smaller shops on the mall. It is strongly felt by shopping centre experts that the mall type of centre should never be used unless there are at least two strong shopper generators. There is also the important problem concerning the size and character of the mall. Its purpose is to create as much continuity of shopping from one end of the mall to the other, as well as to produce impulse buying across the mall. The most effective width for retailing would be about twenty five feet, but the congestion from such a narrow mall would destroy its effectiveness in creating a pleasant shopping environment. The amenities, such as benches, trees, fountains, flowers, and play areas, should be located in the mall, which necessitates a desirable mall width of about eighty feet. In reality a compromise is usually worked out which results in a width
of from forty to sixty feet. There have been some successful mall centres with a mall width of up to one hundred feet, but some have been failures too.

The "strip", the "L", and the "mall" designed centres account for about eighty-eight percent of all the centres built. Of this the strip alone accounts for about forty percent of all planned centres, while the "L" and the "mall" each account for about twenty-four percent.  

In addition to the general planning principles, the main land allocation, and the basic centre patterns, there are certain specific factors that must be taken into account in site planning.

Parking: Parking space is one of the most critical factors. The Urban Land Institute, among others, feels that for the average planned centre a minimum ratio of three square feet for parking, pick-up, waiting, and circulation on the site is required for each square foot of gross floor area in the centre. Some shopping centre specialists are now advocating a ratio of four to one, which they feel will be adequate for some years to come, but even this will eventually be inadequate due to the increased automobile ownership and usage. Consideration must also be given to employee parking which should be located in that portion of the parking lot which is the most inconvenient and inaccessible for shoppers. Because these stated ratios are given as rules-of-thumb, they will vary according to the character of the trade area and the private automobile utilization habits.
of the customers.

There are certain other concepts concerning the location and the layout of the parking lot. All of the parking should be in front of the stores, thereby making it all visible from the streets. In the "mall" or "hub" centre parking should be on all sides, in a sense, making all sides of the centre the "front". "Rear", "alley", "ramp" or "roof" parking should be avoided since women dislike the thought of possible awkward maneuvering, or the uncertainty of any space being available. The maximum distance from the outer edge of the parking lot to the nearest store should be six hundred feet, but preferably within three hundred feet. The front lots should be designed to hold, if possible, the typical weekly peak, and the rear or auxilliary lots would only be used for the larger seasonal peaks. The aisles would be laid out so as to produce a simple natural flow for the customer until he finds a space, with no necessity to "back-track". The stalls should be of adequate size and angle depending on the character of the area and the particular local parking habits. The store fronts should be visible from the car lots. Safe and convenient access to, and circulation within, the site are also critical factors in the site layout.

The Urban Land Institute states that with a three to one parking-gross building area ratio, about sixteen percent of the total area of the site should be allocated to pedestrians, plantings, and service. This percentage would
decrease by about two percent with a four-to-one parking ratio.

Architectural Design

The design of shopping centres is intimately connected with the site planning and the selection of tenants. Accordingly most of the factors already considered will have to be taken into account in the centre's design.

Victor Gruen in his book *Shopping Towns U.S.A.* emphasizes that the dominant architectural characteristic of the planned shopping centre is its unity, but that there are other factors to be considered as well:

The centre is the expression of a rare occurrence of our free enterprise economy — the banding together of individual businesses in cooperative fashion with the aim of creating greater commercial effectiveness through unified endeavour.

In order to succeed in giving proper recognition to this fact, it is important that the individualistics and expressions of the participants not be suppressed but, on the contrary encouraged. It is, however, equally important that a strong common denominator be created to tie the individual enterprises into a homogeneous unit. These two aims appear divergent, but skilful planning and design can reconcile them harmoniously.  

There are various architectural devices that can be used to achieve the unity desired, such as structural solutions, exterior unity, centre-wide features, and so on, just as there are devices for bringing out the individuality of some of the component activities of the centre, but they will not be specifically considered, due to the limitations on this paper. In addition there are two main considerations yet to be made which will affect the design of the centre architectural features.

**Types of Activities:** The location, size, type and number of
the key or dominant activities will be critical in arriving at the general overall design but there are the smaller or "weaker" activities which will be important in the actual detail of the centre's design.

The service shops, such as barber and beauty shops, and possibly the post office, should be located in all shopper's goods centres. A great proportion of the shoppers' trips include these activities and accordingly they are compatible with the other activities. There are certain considerations to be made concerning their location. Both service shops and retail establishments will lose business if a patron must walk or drive across a parking lot separating them. As there is little "impulse" buying in the service shops they should not be located in a high pedestrian traffic area, but rather in an obscure or out of the way place, such as a basement, rear of the store, or a second floor. Their patrons generally park for a considerable length of time, and, accordingly, they should be located in relation to adequate parking in order that their customers do not use parking in positions more economically used for retail stores.

Doctors' and other professionals' offices are not compatible with retail shopping, for people who visit these offices seldom do other shopping at the same time or vice versa. There is accordingly little mutual benefit between these offices and shops. Because of the low turnover in office-patrons' car-stalls, separate parking space should
be provided for these activities. These offices should not be located in the centre, but preferably in a separate grouping such as in a clinic or office block, with adequate separate parking space.

Entertainment facilities, such as movie theatres or bowling alleys, are not compatible in store groupings. These facilities compete with retail activities for parking during the evening shopping hours. If these types of facilities are to be included they must be physically separated with adequate parking provided specifically for them.

Special facilities for such activities as farmers' produce markets, or children's play areas are very definitely compatible with the other shops. They have been found to be very valuable as pulling or attracting forces for the whole centre. 16

Special Shopping Centre Features: In shopping centres it is necessary to replace the often strong emotional ties, sometimes associated with older shopping areas, with "glamour" or "excitement", as well as convenience and pleasant surroundings. The latter is supplied through the provision of adequate eating facilities, rest rooms, children's play areas, seats or benches, and other amenities, which will make the area pleasant and convenient. Glamour is supplied by bright new store fronts and facilities, fountains, ponds, art, contest, murals, statues, flowers, trees, and music piped throughout the centre. These are not extras, as is often considered, for they are needed to replace the ingrown
habits and emotions which often attach the customers to the older shopping areas.

There are certain features that are important in shopping centre design and need to be given special notice. These would include canopies, landscaping, offsets, signs, and buffer zones.

Of all the centre-wide conveniences for shopper comfort which are built into shopping centres, the canopy, or covered walk is the most common. Over 90% of the shopping centres use this unifying and convenience device — either cantilevered from the building wall or supported by free standing columns. These covered walkways are very desirable in shopping centres, for they promote shopping in all weather, and generally help to make shopping more enjoyable.

Landscaping with well-placed seasonal plantings or floral displays greatly adds to the general public appeal. Trees should also be included in parking lots to improve the black barren lots. The enhancement of the centres through the use of trees and flowers is intangible and can hardly be traced to the sales volume, and yet it can affect the quality and permanence of customer loyalty.

Offset or recessed store frontages have been found to be definite barriers to store business. With offsets in the building frontage there are a number of projections which block the view, or insets which escape notice — accordingly business suffers from this architectural device.

Although signs are an essential part of a shopping
centre their use must be restrained and controlled for the lasting success of the centre. Signs are essential to inform the public and to identify the merchant and his product, but they must be pleasing as a group or as part of the whole environment. It has been generally agreed that the design, size, style, location, and colour illumination must be controlled by the centre management.

Buffer zones between the shopping centre and the adjacent uses are important items in making up the design of the centre. The adjacent residential area should be insulated against any adverse effect of the commercial use upon the residential values, or possibly the buffer may be used to shield the centre from some adverse effect of the adjacent activities, such as industry, run down residential or commercial areas. A buffer strip, heavily foliaged, of at least twenty feet should be provided. If this is not practical a masonry wall, solid fence, or narrow but dense foliage planting should be provided. The buffer zone should be treated as part of the overall landscape, and accordingly incorporated into the centre's design.

Operation and Management of the Shopping Centre

With the completion of the leasing programme, the process of shopping centre management becomes relatively routine. It evolves the collection of rents; record keeping; structural and property maintenance; policing and the control of signs; initiation and stimulation of the merchant's association; arrangement for group advertising; and, the one
vitaly important problem — shopping centre promotion.\textsuperscript{18}

Since a shopping centre is a "going concern", it must constantly be promoted. A new centre is a facility in competition with established facilities elsewhere to which people have become long accustomed to patronize. To change the customer's buying habits requires a constant and aggressive promotional campaign. A centre must provide the equivalent to the "dollar day" and sales of the established commercial areas, as well as create social and ceremonial events matching those which have been in existence through the years in the older commercial districts. This not, however, a function which the owner can afford by himself, nor can a manager perform it without the solid cooperation and support of the tenants.

One basic characteristic of the integrated shopping centre is the cooperation of all the tenants with each other and with the owners in following policies favourable to the centre as a whole. Many of these policies would have been discussed prior to the signing of the leases.

A joint promotion policy is usually found desirable and a merchants' association (an association composed of all the merchants in the centre), possibly even with compulsory participation and financial contribution, may be formed for this purpose. In the experience of the Community Builders Council, a merchants' association is absolutely necessary for the successful operation of a centre of any size.\textsuperscript{19} This organization should employ, either on a full or part time
basis, a man to handle the promotions, the cooperative advertising programmes, and the like.

The merchants' association has been found to be effective through various ways. It can handle the advertisement by means of the local or nearby city newspapers, or possibly even issue its own paper. It can encourage common-night late openings, and the referral of customers to the proper store in the centre for their purchases. It may employ a hospitality hostess to call on new-comers and invite them to the centre. It promotes cooperation between the merchants especially for seasonal events and decorations, such as Christmas. It can build up good will in the community by actively participating in civic projects, such as charity drives. It may promote various activities, such as art craft or cooking displays in shop windows, or children's parties, such as Halloween. It may initiate or sponsor a permanent or part time children's "playland" or baby sitting department, which could attract customers. Perhaps the most important functions it performs is the enforcement of parking regulations, and the control of advertisement, especially window posters.

It has been found that the extra services are great assets for increasing the "pull" of the centre or for increasing its trading area. For example, although there may be little revenue from such services as cheque cashing or collecting the payments on household utilities, these do regularly bring people into the centre, and it has been found
that people are spontaneous purchasers, with about half the people that enter an establishment buying something before leaving. Another type of service that has been a well received and fruitful drawing attraction is the "kiddieland", nurseries and playgrounds. In some cases these activities not only attract customers, but also become quite profitable ventures in themselves.

Night openings are considered especially important in shopping centres, because of the prevalence of family shopping. Stores may be open three or four nights a week and may find it advisable not to open until noon. The bulk of the week's business, however, tends to be done from Thursday through Saturday afternoon.

There are various other devices that have been used to attract customers to the shopping centre, such as car shows, circuses, free "coke and hot-dogs", beauty contests, animal or boat shows, movie stars, contests, dances, and so on. These are less commonly applied for general promotion, but appear to have been used extensively for the initial promotion of a centre.

An Evaluation of the Shopping Centre and its Success

The foregoing considered certain basic characteristics which appear to be responsible for the success of the modern planned shopping centre. These can be summarized as follows:
(1) The shopping centre is an attractive building group planned and constructed as an architectural and merchantile unit.

(2) It is planned and based on careful research of the shopping potential; an analysis of existing commercial facilities and their adequacy and deficiencies; and a detailed analysis of the consumer (his or her needs, preferences, weaknesses, and habits).

(3) Simple and convenient vehicular, and pedestrian, access is provided to the shopping centre.

(4) The centre is constructed on a site suited for the purpose by its location, shape, size, and physical characteristics.

(5) The centre provides adequate, convenient, strategically located, high quality, free customer parking with a simple free-flowing circulatory system of roads, completely separated from service vehicles.

(6) There is a pre-consideration of merchandising with insistence on a balance between the size, number, and type of stores, in order to achieve mutual compatibility and mutual benefit, and an interplay of pedestrian traffic between them. The major customer attractions (magnetic individual activities, or groups of activities that are magnetic due to this grouping) are utilized in such a manner as to allow the centre as a whole to benefit from their attractive qualities.

(7) There is advertisement and sign control, which offers variety without confusion, colour without garishness, and gaiety without vulgarity. Advertisement serves a definite
purpose but it must be in keeping with the whole character of the centre.

(8) Adequate provisions must be made for future expansion to accommodate increased floor space demand.

(9) The centre should be integrated and harmonious with the surrounding residential area. It should adequately screen and protect the adjoining residential area from the shops and parking by means of a landscaped buffer strip.

(10) The centre must provide an agreeableness in surroundings that lends an atmosphere for shopping in comfort, convenience and safety — all weather shopping and walking protection by canopies and arcades; air conditioning; parcel pick-up stations; landscaping; foot and vehicular traffic separation; and artistic and aesthetic qualities — characteristics not associated with the usual commercial area.

(11) Special services, and activities, often of no direct remunerative value, are offered to attract and to retain customer loyalty. Such attractions would range from children's playgrounds, and nurseries to cheque cashing and payment of household utility bills; from display of local artcrafts or baking to special parties for children (Halloween) and adults ("old time dances"). These must go so far as to offer social possibilities more attractive than the bargains in retail merchandising offered by the larger established districts, as well as to break old habits and ties to other districts. 

Gordon Stedman, in a Ph.D. thesis on shopping centres, mentioned that
From ancient times until quite recently, the people in a region used to shop in one central market place which, at the same time, served as a meeting place where they could get together, discuss, relax, enjoy themselves, learn to know their neighbours, and develop a general feeling for their community. An important aspect of life has been lost in the breaking up of the social functions, but we cannot restore it simply by trying to turn back the clock. Our concept of a mercantile centre is an attempt to restore some of the Old World (and Old America) market place atmosphere in our modern surroundings.

Due to the competitive nature of the enterprise, the established shopping habits, and the natural antipathy toward new comers and new enterprises, a continuously aggressive, progressive, and ingenious promotion campaign must be conducted to ensure the success of any centre. It is vital that the managers of all the activities cooperate with, and actively support, such a campaign, preferably through an organization such as a merchants' association.

Although these features are common to successful shopping centres, each element must be translated to fit the conditions and circumstances peculiar to the climate, geography, culture, economy and shopping habits of the locality. The interpretations, adaptations and improvements for these basic features are what must be dealt with in planning, developing and operating a successful shopping centre. The basic reason for the success of the shopping centres has been that all aspects -- design, operation, promotion, and services offered -- have been considered and implemented from the viewpoint of benefit for the entire centre, and not for just the various individuals making up the centre. Whether this unity has been forced upon the various activities by the promoter or circumstances
is not critical for it does exist, and it has generally proved to be successful considering the long-run economics of the centre as a whole.

The Adoption of Shopping Centre Concepts by Established Commercial Districts

During the last few years there have been numerous examples of plans for the improvement of the established commercial districts based upon the experience gained in the planning of modern shopping centres. Some of these plans are still in the speculative stage; others have been officially accepted or adopted as policy; still others have actually been carried out, in their entirety or with some modification. The areas affected have varied from a portion of a block to an area encompassing the whole central business district of a major city. The actual comprehensiveness of the approach has varied too, from the half hearted "promotional gimmicks" to the "downtown shopping centre" encompassing all the attributes of the planned suburban shopping centre as well as those attributed characteristic of the downtown areas. The actual results have varied considerably too, but generally they tend to lend support to the theory that the more comprehensive the adoption of the planned shopping centre concepts, the more successful will be the result.

For a detailed consideration of various examples of the improvement of established commercial districts based on principles or concepts similar to those of the planned shopping centre, see Appendix A.
The next chapter will discuss a proposed stabilization and revitalization programme, which has been based upon the problems confronting the outlying commercial districts; the concepts and experience of the planned shopping centres; and the experience of established commercial districts which have utilized the concepts of the planned shopping centres.
References


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12 *The Community Builders...*, p.175.


14 Gruen and Smith, p.140.

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(This article was based on Stedman's Ph.D. thesis at Syracuse University).
CHAPTER IV

A PROGRAMME FOR THE REVITALIZATION OF OLDER ESTABLISHED COMMERCIAL DISTRICTS

The previous chapters have illustrated the problems, and their causes, that are confronting many of our older established outlying commercial districts. In addition, the far reaching detrimental implications to the community have been considered; the importance to retain certain older outlying commercial districts in basically the same functional character has been proposed; and the feasibility of accomplishing this last proposal through the exploitation of the inherent advantageous characteristics has been concluded.

The actual method, that has been proposed to accomplish this objective of the stabilization and revitalization of declining, or imminent declining, outlying commercial districts, is a comprehensive programme modelled on the concepts and experience of the planned shopping centre. The "centre" concepts have been modified in order to satisfy adequately the characteristic differences that exist in outlying commercial districts, as opposed to planned shopping centres, and to benefit the most from the experience of other established commercial districts which have used concepts similar to those of the planned centres.
The real problem is to transform the established commercial districts into that which they ought to be instead of trying to make people like them as they are. Some outlying commercial districts can play a very vital role in the lives of the people due to their current fulfilment of some relatively unique functions. These functions must be retained and the general district must be improved in order that it can once again play a dynamic part in the lives of the people within the community. There is a definite need for vision, vigour, and determination in creating a programme for the stabilization and revitalization of established commercial districts. James Rouse’s feeling about the city is quite appropriate to any established commercial district.

Downtown must be made beautiful as well as convenient. We must give the heart of our city a soul — spaces in which people can drift, relax, smile, contemplate, and enjoy the living, working, shopping for which they are there.

In fact Rouse’s idea of what the commercial area should be like seems to approximate what planned shopping centres are attempting to create.

The Urban Land Institute once stated that an established commercial district should be transformed into

... a glorified shopping centre — if such can be conceived — capable of having all those facilities that are making a shopping centre an attractive place to do business. The following suggestions are made: immediately proceed to eliminate drabness, unsightliness, and shabbiness — facelifting structurally good but unattractive buildings where feasible. See that adequate parking is provided and is made secure for the future. Seek dramatic action whether this be by construction of major new buildings, or by other means devised ...
The revitalization concept envisages transforming the established commercial district in such a manner as to make it more beneficial to the area as a whole. This would entail removing those obsolete and detrimental characteristics and activities; making more effective the natural assets of the area; and injecting those characteristics or facilities which would be beneficial to the area.

The problems with all their ramifications, that face declining older established commercial districts, would require a multi-factor approach. In particular the most successful planned shopping centres being those based upon a comprehensive approach. There are numerous examples of the folly to attempt similar feats without such a comprehensive approach. This can be demonstrated not only in the "partially planned" modern shopping centres that have "gone bankrupt", but also in the cases where certain aspects of the planned centre have been seized as devices to improve an area. The success of such ventures is questionable, and even where the venture may have been partially successful, it is dubious whether the success was due to the use of the "borrowed" shopping centre concepts. The necessity of the comprehensive approach can further be demonstrated by the success of the areas that have used the comprehensive planned centre approach, either in North America or in Europe, as well as by the plans for established commercial districts proposed by men knowledgeable in the planned shopping centre and commercial field, such as Victor Gruen, Larry Smith,
Organization of the Revitalization Programme

The comprehensive revitalization programme suggested herein involves four interrelated key elements: organization; research; planning; and implementation. There are various differences in the detail by which these key elements can be grouped in order to create the comprehensive programme. In the discussion which follows, an over-all view of the approach to organizing a revitalization programme is presented first, then each of the separate elements is examined in turn.

Initially some person, group of persons, institution, or organization must recognize that the current situation is not adequate and that something should be done to improve it. Accordingly, in order to improve the situation a "preliminary" organization must be formed, unless an adequate organization is already in existence. Although its character could vary considerably, some form or organization is common to any approach to the revitalization programme. The "organization" might be created, which could be representative of just the businessmen, or could include the municipal government, or could also include some representation from the adjacent residential community, and so on. Whatever the actual type of "preliminary" organization, it must conduct adequate research in order to discover the real problems, the significance of the problems, and it must propose general alternative tentative solutions to these problems.

The research can be conducted by various means. The
most elementary method is for the initial organization to conduct the research itself. This is the approach that the Chestnut Hill organization in Philadelphia, Pennsylvania, has taken. Another method would be to get the local government to conduct the research through the use of its permanent professional staff — the lawyer, planner, engineer, assessor, building and sanitary inspectors, police, and so on. Another method would be for the organization to hire outside consultants to make the study and the recommendations. Still another method would be some combination of these three. Once the research findings and the general tentative recommendations have been made, some positive steps must be taken in order to implement the recommendations, unless of course the recommendations propose that no action be taken, or the initial organization feels that the findings do not justify any action. But if positive action is to be taken some form of "working" organization is necessary.

The "working" organization could take a great variety of forms. The form to some extent would depend upon the gravity of the situation, and upon the elaborateness of the tentative proposed solutions. The simplest form would be for each individual owner or occupier to agree informally that any improvement of, or alteration to, his establishment would confirm to the proposed "general tentative plans". A more formal organization might be created with limited financial support from the local real estate interests — that is financial contributions would be made by all persons having
some real property interest in the business district. An organization which could achieve more "creative" results would be a "corporate body" — similar to a private company — which could possess a great variety of powers, depending upon its financial support or character, and upon its authorized powers, from the real estate interests and the government.

The local municipal government's role could take a variety of forms. It could take a passive role parallel to each of the above organizations, "agreeing" not to do anything contrary to the organization's goal. Or it could take an active and dynamic role parallel to any of the above organizations, thereby using its powers to try to implement the "plan". Or it could be one of the "real estate interests" within any of the organizations, and take a role comparable to the other members but relative to its "interest" in the district. On the other hand the municipal government could create a separate corporate body with or without local real estate interests representation in order to conduct the programme. The actual form of "working" organization would vary according to the "work" to be accomplished and according to the characteristics of the district and its residents.

Depending on how detailed and comprehensive the "initial" organization's "general tentative recommendations" were, relative to the problems confronting the district, it is possible that more research might be required and a more comprehensive and detailed programme be created for the area.
Once again either of the three "pure" forms or a combined form of research might be required. The final recommendations based upon the final research, would contain a programme for the area, which would entail a plan, a method to implement the plan (including the staging), and the type of current organization required for the programme, thereby taking into account the dynamic and continually evolving character of the programme.

Organization

The outstanding advantage of planned shopping centres is a unified organization, which is primarily interested in the welfare of the commercial area as a whole. It is only through such an organization that common objectives can be established; plans for achieving these objectives can be formulated; and the implementation of these plans is made possible. The planned centre has an advantage in that initially it is a one man organization -- the developer -- who owns or controls all the land, and who can accordingly act quickly, decisively, and efficiently. But even this one-man organization, in order to successfully implement all the plans, must be expanded into a larger organization with better representation of special interests.

The approach taken for a revitalization organization should be based upon those lines used by a planned shopping centre development, with one exception. This exception would be the replacement of a developer with a large and varied
group of business men, consisting of owners, interested brokers or other real estate interested persons, tenants who have a long-term locational stake, the municipality, and possibly other government organizations, as well as the local municipal planner.

Whatever the method is that stimulates the interest in the area, there must be some mutual agreement concerning the problems facing the commercial district; the necessity or desirability to remedy the current situation; and the desirability of some coordinated effort in order to agree on and implement the necessary improvement measures.

Once these factors have been agreed on, these interested men and organizations would, as a consequence thereof, organize into a "real estate interests' association", comparable in structure, organization, and purpose to an amalgamation of the planned shopping centre "developer" and "merchants' association".

Since these are all "business men", they would all realize the advantages of tackling problems in a "business-like manner", and accordingly should agree that the proper approach to a situation such as this would be along the lines of a business venture, rather than a chamber of commerce. For such a venture to be successful it must be realized that it has to be adequately financed and appropriately staffed, just as any successful business venture must be. The real essence of such an organization must be an "investment approach" in which the property interests will act
jointly to meet these normal business problems caused by obsolescence, depreciation, and changing times.

The initiating organization must be adapted to fit the programme being attempted, and the working staff's size and composition will vary according to the size and complexity of the revitalization programme. The staff organization should be comparable to that of a planned shopping centre, for not only is the investment concerned at least comparable, but also the factors involved are far more complicated.

Accordingly in order to safeguard the interest of all concerned an adequate — type, quality, and size of — technical staff must be chosen. The bare minimum members that should be considered would include a real estate economist, a physical planner, an architect, a traffic engineer, and a lawyer. In addition to this core team it is desirable, but may not be possible due to the scale of the operation and the finances available, to have a market analyst, civil engineer, financier, store designer, a landscape architect, and a general contractor. Depending on the complexities and detail required it may be found that several of these activities can be accomplished by one professional, thereby achieving greater economy. It will also be obvious that many of these professionals will be already current residents or business occupiers in the average established commercial district — such as an engineer, lawyer, financier, real estate man, contractor, and possibly even an architect or planner.
This "real estate interests' association" has at times been proposed as three separate, but cooperating and interlocked, agencies to cover merchandising, planning, and capital improvements.  

The merchandising would be similar to the "merchants association" in the shopping centre, dealing with seasonal promotions, cooperative decorations, group advertising, uniform late night opening, special group activities, etc.

The physical planning of the district would be carried out in conjunction with merchandising and would entail zoning, and parking regulations, municipal participation in such things as street lighting, offstreet parking, and utilities, as well as the more detailed technical aspects such as research, planning, and architecture.

The capital improvements agency would be interested in raising finances. It could be the cooperative financing of improvements and facilities through the creation of a corporation whereby all real estate interests would buy shares and become members. There is also the consideration that funds could be raised by assessment whereby all members would contribute, based upon an assessed value of their property, or possibly according to the benefit they would derive. The decisions concerning "assessment" or "benefit" would be made by an outside expert hired by the group, who would have to abide by the majority decisions.

Research

Just as in a planned shopping centre development
there is the need in a revitalization project for an early thorough research programme to be conducted. All the subsequent steps for a revitalization programme must be based upon this research work. Among other things that must be based on this research are the current and potential deficiencies and attributes of the established commercial district; the variety, type, size, and number of various activities required at present and in the future; the method to achieve the maximum utilization of these activities and facilities based upon the current, and, possibly, future, local situation.

The research techniques will cover such factors as blight analysis, market and activities analysis, land use analysis, vehicular and pedestrian movement analysis, buying habits analysis, priority of problems, and architectural analysis. In each case it is important to realize that the techniques in new development are not necessarily the same as in revitalization. Due to the technical nature, relative novelty of the techniques, and their importance to the success of the project, a competent analyst must be carefully chosen — quite probably a research consultant. All the research will be used in a comprehensive fashion to form the basis for improvement plans or proposals.

Planning

Land Allocation

In the stabilization or revitalization of established commercial districts, the site is already "given". The
actual delimitation of the core or area of intense activity and study must be based upon the research conducted. Once this core of intense activity has been tentatively decided upon, there are various general allocations of the land to be considered. The actual amount of current and future gross floor area (for retail, service, recreation, social and governmental activities) must be arrived at. Based on these areas the required amount of parking space and vehicular circulation area must be made. In addition to these main land allocations accommodation must be made for pedestrian areas (for access and circulation, shopping and leisure, and for adults and children) as well as for buffer areas, and reserve areas to allow for future expansion -- just as would be done in any well planned shopping centre. It would, in fact, be desirable to set as a goal those land allocations and ratios that have been established for planned centres, since much of their success is directly a result of these factors, but bearing in mind the inherent differences in policy, goals, purpose, and character between "planned" and "unplanned" commercial concentrations.

Site Planning Principles

The actual allocation of the required areas for each of the main land uses should be guided by certain desirable site planning concepts. These concepts are methods to ensure the continuous maximum productivity from the land, based upon the welfare of the whole community. These, site and other, planning principles must be such as to eliminate
the problems that already exist in the older established commercial areas, and to create a healthy vigorous self-perpetuating environment for prosperous and beneficial activities.

(1) A ring road will surround the commercial district. This should allow through traffic to by-pass the area without adversely affecting it. It would also facilitate convenient accessibility to all parts of the commercial district. This ring road would provide certain well-defined, visible, and permanent limits to the commercial district, thereby creating a more unified and concentrated commercial district, which could be considered the one "true community centre" for the area, which would not shift its location. This ring road would also form part of a buffer zone encircling the commercial area and all those activities pertaining to it, and thereby protecting the adjoining area from any possible deleterious effects from the presence of this commercial concentration. The ring road would provide accessibility to a desirable high density residential area encircling the commercial area which would provide a larger walk-in trade area beneficial to the district, just as a larger population would enable a greater variety of activities to be represented in the district and thereby it could provide a better service to the district. The presence of a ring road and a buffer zone would make it possible for residential areas to be near-in to the commercial area and yet suffer no ill effects. The ring road would also provide
good access to activities catering to vehicles or to activities requiring good access to bring in raw materials or take out finished products.

(2) In conjunction with the ring road should be a buffer zone, composed of a wide open space covered with foliage, a stone, stucco or wooden fence, a thick wall of foliage, or possibly transitional activities. This zone is to protect the adjoining residential areas from the commercial area, and to protect the commercial activities from the deleterious effect of other activities, such as industry, warehousing etc.

(3) Convenient access for vehicles should be provided by connecting this ring road with all major vehicular traffic routes, thereby facilitating adequate convenient access, but this traffic should not be allowed to pass through adjoining residential areas in such a manner as to detrimentally affect it. There should also be convenient safe pedestrian access to the commercial district from the various residential concentrations.

(4) A collar of parking lots should be located within the ring road, separating the commercial area from the ring road, but easily visible from the access roads. In addition the commercial areas must be easily visible from the parking lots. The actual location and amount of parking would be directly related to the need of the various activities.

(5) The vehicular oriented activities, or those activities which generate large volumes of vehicular traffic, and in
fact, cater to "vehicular customers" should be grouped, adjacent to the ring road, according to their mutual compatibility and benefit, and to take advantage of the principles of cumulative attraction. This group of activities would not be allowed to be located among the pedestrian oriented activities.

(6) The pedestrian oriented activities, or those activities such as stores which cater to persons on foot, should be grouped according to mutual compatibility and mutual benefit in order to take advantage of the principle of cumulative attraction, economy of scale, and to facilitate the interaction of people or goods, where desirable, between the various activities. These various groupings of activities, should be grouped according to their compatibility and mutual benefit, thereby creating a compact interlocking central core of mutually beneficial activities. The actual location of these activities and their groupings would be such as to benefit most from the individual, or group of activities, which have the greatest attraction to customers, thereby benefiting those activities which do not have this attraction, as well as the centre as a whole. Those activities which are best separate from pedestrians, or in fact not compatible with pedestrian oriented activities, or main core activities, but are desirable downtown, would be grouped according to their own mutual compatibility and benefit, but they would be isolated and insulated from the main core of activities by some sort of buffer zone. The greater the number and
variety of activities and the number of people employed, within the established district, the greater will be the benefit derived by all the activities concerned, provided the process is planned.

(7) A pedestrian mall and/or a pedestrian arcade, should be located in such a manner as to join various activity and parking concentrations, or possibly wholly within some activity concentration, where the volume of pedestrian traffic flow warrants, or is desirable for, complete separation of pedestrian and vehicular movement to assure the free and safe movement of either or both.

Architectural Planning Principles.

The actual architectural solutions are probably some of the most difficult. In addition to achieving the proper relationship between the old and the new; the replacement of the undesirable with the desirable; the creation of order out of disorder, the architect must be realistic, and bear in mind what is practical, as well as what are the most feasible steps that can be taken, and, in the proper sequence, in order to achieve the desired end. He must analyze and solve the various problems of incohesion, hazards, eyesores, and lack of amenities, and then to replace them all with sound functional relationships, convenience and attractiveness.

Any architectural solution must take into account the problems existing in the older established commercial district; the assets existing in this older district which should be
enhanced and fully utilized; those architectural features of the planned centre that are desirable to incorporate into the district; and the possibility of developing the individuality of the area through the introduction of something entirely different.

The bulletin "Conservation and Rehabilitation of Major Shopping Districts" proposes that

The architectural analysis is the detailed examination of the existing district in comparison with a hypothetical "perfect center" so that no opportunity is overlooked for incorporating into the old district the benefits of experience and new ideas which mark modern shopping centre design. 5

The architectural solutions must be directly related to the character and type of activities which will be encompassed in the district, as well as the land allocation and site planning principles. Basically the architectural treatment must be used to create the dominant feeling that this is truly a pleasant "one stop" centre -- considering both the variety of activities and the visual unity. But in addition to the unity or cohesion of the physical environment there must be present the individuality, variety, excitement and competition of numerous separate activity entities. Accordingly, there are certain things that must be accomplished by the architect.

(1) The centre must be designed with a strong unifying element, such as a canopy extending the length of the commercial street; an attractive landscaped pedestrian mall common to all the shops; removal of vehicles, spot detrac-
tions or blight, such as shabby news stands, refuse, unsightly service yards, and other forms of blight, which might break the visual unity of the centre; removal of vacant lots, gaps or spaces between buildings; coordinated redesign of building facades including the common height of buildings to produce visual cohesion; remodeling monotonous, ugly fronts and rears of activities in such a manner as to achieve a coordinated unified attractive grouping; redesign fronts in such a manner as to improve the offset and recessed store frontages; signs should be designed to be attractive, noticeable, unobtrusive, and informing but they should all have some strong element in common which blends in with the whole commercial area; a common bright, attractive street light system; definite visual external limits should be provided for the commercial area, possibly by roads, fence, vegetation buffer zones, or possibly by some buildings.

(2) The centre should be composed of a variety of individual activities which produce an air of competition and excitement. There should be no monotony or "sameness" to the area, but rather a great variety of activities which make it a pleasant and exciting place for people to come for shopping, leisure, recreation, social activities, and so on. This is partly produced by the large variety of activities located in the centre, but it should be noticeable in the variety of store fronts, window displays, outdoor displays, signs, and so on. In addition there are the non commercial aspects which lend to this atmosphere, such as children's play areas,
fountains, landscaping, murals, and possibly even smaller plazas and arcades. Another attraction that could add to the uniqueness and excitement of the area is an open-air produce market. (3) The area must be pleasant with various services and amenities provided for the customer or visitor such as soothing music, adequate indoor and outdoor eating facilities, restrooms, benches, attractive landscaped areas, postal and telephone facilities, etc. (4) The architect, in conjunction with a retail expert, should provide methods for grouping activities where it is desirable. This could be around smaller courts, along arcades which cut through the block on routes leading to car parking or residential areas, or by introducing interior passageways joining adjacent stores.

Implementation

The power for implementation of the revitalization programme rests with a variety of organizations and individuals. No one group would have the ability to adequately implement such a plan. In reality it would require the leadership of the local government, and the cooperation of the private individual citizen; the private individual as a businessman in the commercial district, the various real estate interests in the commercial area, as well as some organization or group of organizations to deal with the continuous on-going process of revitalization and stabilization which involves the three-fold aspects already considered:
merchandising; physical planning of the district; and capital improvements (or finance for, and implementation of, major aspects of the programme). For any truly successful revitalization scheme these three aspects must be intimately coordinated or accomplished by a single body.

There are various methods that a suitable organization of the programme could be carried out. The initial planning organization would conduct the merchandising as well as the financing and major implementation work as a private cooperative effort, or possibly as a private corporation. These are quite different approaches. Another approach would be that a cooperative effort would carry out the planning and merchandising, while a corporate body would conduct the capital works. Still another method would be for the cooperative body to initiate the process and to be represented on the corporate body, but to be intimately connected with only the merchandising approach. And so in reality there are basically two different approaches: one based on a completely cooperative association dealing with the revitalization process; another based on a completely corporate body dealing with this process; in addition, there are those which are graduations between these two.

There is one alternative method for the implementation of the revitalization programme. The local government might take a more active and direct role in the whole process. It could initiate and control certain key elements, as well as use its other powers to aid in the realization of those aspects requiring private participation. This approach would
require that a real estate interests' association works rather intimately with the local government. The governmental body might conduct its portion of the programme as either a typical municipal operation or a government corporation set up specifically for this programme.

The following paragraphs will deal with three basically different roles: the government role; the private role; and the corporate role. It must be emphasized that for satisfactory revitalization no one body or approach is adequate, but rather all the tools for implementation must be used and accordingly a variety of approaches may be the most satisfactory method for implementation.

THE GOVERNMENT ROLE

The local government must establish its public policy so as to complement the plan for the established district. In addition to the regular public works that would ordinarily be done, and could now be directed towards implementing the programme, the government should use every available tool to aid in the implementation of this revitalization programme. The government has the right of eminent domain, if necessary, to acquire street rights-of-way and/or to assemble fragmented land parcels owned by numerous persons for development in the public or private interest. These are included in the municipal act, and might be used for the creation of new streets; road exchange; creation of pedestrian malls from former streets; close off former streets no longer adequately utilized; improving street safety and public health; as well as
replating private and public land parcels. Other devices controlled by the government are the zoning and building ordinances, which could be used to aid in programme implementation. Possibly the greatest aid that the local government could give for implementation of a revitalization programme would be in the form of leadership, guidance and assistance from the local planner, and other municipal departments, such as legal, engineering, and building.

THE PRIVATE ROLE

The individuals must actively support, and in all private improvements must comply with, the revitalization programme, which has been agreed upon by the commercial district association or representatives. They must willingly improve, modernize or rehabilitate their individual structures and sites, and this must be done in accordance with a mutually acceptable design theme. Many older districts have been successfully revitalized or stabilized through cooperative action of the various individuals. This has at times been called the benefit assessment approach. Under this system the owners of property in a defined area agree to an assessment (usually on the basis of so many dollars per front foot). This money is spent on improvements such as malls, promenades, parking lots, pedestrian plazas, and the like, all of which will be used by the customers to the benefit of all the property owners. All private work done by individuals within this area would be done in accordance with the master plan or programme for revitalization. Under this approach all
agreements are between private individuals. The actual composition of the cooperative group, to be practical, should be identical to the real estate interests' association.

THE CORPORATE ROLE

Another method for the implementation of the revitalization programme is through the formation of a corporation, usually non-profit, into which all real estate is placed for mutual action and benefit. One outstanding example of such a private citizens' corporation is the Market Square Mall project in Knoxville, Tennessee. The corporation that is created should establish as its one goal the revitalization of the area. The corporation would be formed, qualified to buy, sell, rent, pledge, mortgage and otherwise handle real estate. All types of stock would be issued for public sale. It would be authorized to enter into leases with owners of strategic pieces of property. Rental rates could be based on current net yields and factors which might influence the value of the property. As an inducement to enter into a lease, the property owner would be issued certain shares of common stock at a nominal price on some basis commensurate with the value of his property. A board of directors would be formed, which would in turn hire a trained executive to conduct the corporation's business. The corporation would develop detailed project plans and would implement these plans as opportunities arose by borrowing money, mortgaging property, and/or selling stock to provide equity capital. The corporation would purchase property where desirable or
necessary instead of leasing. It would be empowered to
invest in assets other than real estate in order to give com-
plete freedom of action. The entire operating process of
the corporation would be keyed to the implementation of the
general revitalization programme. It would serve to provide
the sense of unity needed in such a project as this.

Conclusion

By means of an analysis of the planned shopping
centre; the concepts responsible for its success; the use
that has been made of these concepts in established com-
mercial districts; the foregoing programme has been prop-
osed for the revitalization of established outlying commer-
cial districts.

It has been hypothesized in this study that, since
the problems confronting the older rural-established metro-
politan-encompassed declining commercial districts are
basically similar in manifestation, cause, and effect to
the problems facing the older urban-established outlying
commercial districts within cities, the solutions proposed
for outlying commercial districts are applicable to rural
established commercial districts. In order to demonstrate
this hypothesis, the declining, or imminently declining,
commercial district of Ladner, a small hitherto-rural metro-
politan-encompassed community, was analyzed and replanned
according to the proposed revitalization principles. The
following three chapters will deal with the case study dem-
onstrating the use of the revitalization programme on a
typical declining (or imminently declining) older rural-established, metropolitan-urban-encompassed commercial district, which is confronted with problems similar to those facing the urban established outlying commercial districts. The first chapter deals with the history and background of the district; the next chapter deals with the analysis of the commercial district; and the last chapter deals with the proposed revitalization programme for the district.
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5. Ibid, p.20.

6. Personal Correspondence, Chestnut Hill . . . .


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PART III: THE COMMERCIAL AREA OF THE VILLAGE OF
LADNER, B.C.: A CASE STUDY
CHAPTER V

HISTORY AND BACKGROUND OF LADNER

The revitalization or stabilization programme for outlying commercial areas set out in the previous chapters will be demonstrated on an older established, formerly rural, community which has come under the urbanizing influence of a growing metropolitan area. The rural-turned-urban community is the village of Ladner, British Columbia.

It is felt that the application of the revitalization and stabilization principles, which have been proposed for outlying commercial districts, can legitimately and successfully be applied to an older established formerly rural community, which has recently and quite suddenly, come under the urbanizing or at least suburbanizing influence of a growing metropolitan area. The justification for applying these principles to such a district is based upon the similarity in the problems facing these established commercial districts, be they outlying or rural-turned-urban districts. The next chapter will deal with the problems confronting such an area, thereby drawing a comparison between the outlying and the rural-turned-urban districts, while the chapter following that will demonstrate the use of the revitalization or stabilization principles.
This chapter will set out the geographic site and situation, and the historic evolution, of the community of Ladner, with particular emphasis on the downtown commercial district, and describe some of its political, residential and other characteristics.

**Geographic Situation of Ladner**

Ladner is a settlement of about 3,000 people located on the north western edge of the District Municipality of Delta, (see Figures I and II). Delta is situated in the extreme south-western corner of the mainland of B.C. On the west it is bounded by the Strait of Georgia, on the south by the 49th parallel of the North Latitude, which is the United States-Canadian border, on the east by Surrey Municipality, and on the north the boundary follows the south arm and main channel of the Fraser River. Ladner is within one-half hour driving time of either the Vancouver Central Business District or the New Westminster Central Business District, the two main commercial concentrations within Metropolitan Vancouver. Characteristically New Westminster has been oriented to serve the population to the east, while Vancouver has served the rest of Metropolitan Vancouver. Until 1959 when they were joined to Vancouver by the Deas Island Tunnel, Ladner and in fact the whole population of Delta had been served, for other than goods supplied by the local stores, primarily through New Westminster. Presently nearly all items that cannot be purchased in Ladner, as well as many goods that can be purchased there, are secured through the
Vancouver retail outlets.

The settlement of Ladner is located on the south bank of the Fraser River, near its mouth, on the low lying deltaic river deposits. Although this settlement is unincorporated and has no legal status, it serves as the administrative centre for the rurally organized District Municipality of Delta. Delta Municipality, with a population in 1956 of about eight thousand or one and one-third percent of the Vancouver Metropolitan population, contains an area of sixty-six square miles, composed of fertile agricultural soil, peat bog, rolling tree covered rocky upland, river and ocean islands, and water covered land, as well as partly submerged "banks" and deltaic river deposits. Most of Delta was formed from the silt deposits of the Fraser River caused by its reduced flow on encountering the Pacific Ocean. This secretion is still continuing at a rate of several feet per year. It is probable that some day Delta Municipality will extend considerably further out into the Strait of Georgia.

Immediately to the north of Delta exists the Municipality of Richmond. Richmond separates Delta from the City of Vancouver. Since World War II Richmond has assumed the role of a dormitory suburb for people who mainly work within Vancouver. The increasing demand for residential space has not been confined to merely the southern part of Metropolitan Vancouver, but, on the contrary, has extended settlement and commuting high up the slopes of the North Shore mountains as far west as Horseshoe Bay and as far east as Port
Coquitlam (compare Figures I and III).

With many of the better and more reasonable sites taken up, settlement has begun to move southward. Until 1958 this movement was noticeable through New Westminster into north Delta and north-west Surrey, the beginning of which can be seen in the map showing Urban Settlement in 1956 (Figure III). Following the construction of the Richmond Throughway and the Deas Island Tunnel in 1959 settlement began to move into southern Richmond and north western Delta, generally in the vicinity of Ladner. The years following this construction have had a great impact upon the small settlement of Ladner, which had formerly been a typically isolated, quiet, rural community.

Within the settlement of Ladner there has been some minor attempts to conform to new and different demands being made upon it by this relatively large influx of residents. It is this influx of predominantly urban people, with urban habits and demands, which has instigated great economic and social changes in this older community. The default of the district to better adapt itself in order to satisfy these new demands, which may be due to the inability to change or possibly the failure to recognize a change in the demand, has only now begun to affect the area, but it could become a more serious problem in the future. The actual problems confronting the commercial area will be considered in detail in the following chapter.

Although the population of Ladner has increased
considerably and will likely continue to do so, due to the improved connections to the main employment, commercial, social and recreation centre in Metropolitan Vancouver -- namely, the Vancouver Central Business District -- the actual proportion of the total local Ladner residents' expenditure, which is made within the Ladner Commercial Area, has declined. There are numerous causes for this: the dominance of new residents from the Vancouver urban area; the improved access to Vancouver; a larger percent of the residents are employed in Vancouver; the larger variety of activities located in Vancouver, as opposed to the large number of commercial areas with few activities (see Figure IV); the inability of the older area to provide the type and quality of service being demanded by the new residents, as well as their provision elsewhere, etc. This phenomena with some of its ramifications will be considered later in more detail.

Ladner has been a rural community based upon agriculture and fishing ever since the first settlement took place at the mouth of the Fraser River. Recently there has been a radical change in its economic and social structure, due to the introduction of industrial and suburban development within and around it. Numerous factors have caused the introduction of new elements into the Ladner situation.

In addition to providing access to the main centre of Metropolitan Vancouver, Ladner and its environs have many attractions, which have resulted in the introduction of
industrial and suburban development. The most obvious advantage is abundance of cheap land, as compared with prices elsewhere within equal distance of the Vancouver C.B.D. (see Figure III). The land is flat, free from trees or other building obstructions, thereby making it easy to subdivide, to build on and to sell. Ladner has a low rainfall (36") compared with Vancouver (59") or the north shore (with 125" at Capilano), and accordingly Ladner has considerably more sunshine than the urban areas to the north. Ladner is in a location which provides the fastest and most convenient access to Vancouver, to Victoria, up the Fraser Valley, or south to the United States (see Figure II). In addition, there are numerous other attractions to people such as low taxes, being separated from the smoke and congestion of the urban areas, the proximity of green space and recreation areas for swimming, fishing, boating, hunting, etc.

Due to the extensive coverage of such elements as rough topography, peat-bog, and newly formed deltaic deposits, and of the fertile agricultural land which is occupied by large commercial farms, only small "patches" of satisfactory land was available for an alternative use, and accordingly settlements initially acquired a relatively concentrated nucleated form. These concentrations provide the focal point for numerous activities. Ladner has developed as the largest concentration and consequently has become the main commercial, political, social and recreation centre for Delta Municipality. Ladner, an unincorporated settlement
has no finite boundaries, and is merely an organic entity ending at the point that "urban settlement" ends or where the local residents consider the outer limits of "Ladner" to be.

### Historical Development of Ladner

The site for the settlement of Ladner was selected in 1868. According to Gordon Taylor, who has recently studied the historical development of Ladner,

Two considerations governed the selection; first, the possibility of escape via the river should the local Indian population prove warlike, and second, the junction of Chilukthan Slough and the river provided a landing place for river boats to bring supplies and passengers to the area.³

But the actual initial selection was prompted, not by the need for a settlement, but rather as the choice for a homestead. The delta was lush, fertile, stoneless, agricultural land with trees only along the rivers or sloughs, which were of a somewhat higher elevation, and accordingly better drained and more suitable for such growth. The rest of the delta land was covered by grass as tall as a man's shoulders. This was ideal agricultural land.

In 1868 two brothers, William and Thomas Ladner each filed claims for land at the mouth of Chilukthan Slough. William Ladner's claim of 593 acres was south-west of the slough, while Thomas Ladner's claim of 650 acres was north east of the slough. (see Figure V). The settlement and development of these claims marked the first effective utilization of land near the present site of Ladner.⁴

In order to combat the one real problem of the area
EARLY DEVELOPMENT
W. LADNER 1868
T. LADNER 1868
COMMERCIAL AREA 1882
LADNER TRUNK ROAD 1881

THE VILLAGE OF LADNER, DELTA MUNICIPALITY
the annual flooding of the Fraser River's delta lowlands -- farmers in the area erected individual dyking systems around their parcels of land. The first dyke to be constructed in Delta was by William Ladner around a few acres that are now part of the village of Ladner.

The actual site for the present settlement of Ladner was determined in 1882 when Donald Chisholm purchased eight acres of land from William Ladner (see Figure V). Chisholm constructed a general store and a hotel on this land. Originally the store was located on a wharf at the north end of Elliott Street, but later it was moved to a location adjacent to his hotel, which occupied a site presently covered by the Delta Community Hall.

This settlement, called at the time Ladner's Landing due to the docking provisions originally provided by William Ladner, grew up in response to the profitable fishing industry on the Fraser River. The first salmon cannery on the Fraser River was constructed at Annieville in 1870. This was the real beginning of the commercial salmon industry on the Fraser River. Salmon canneries soon began to spring up all along the Fraser River from New Westminster to the Straight of Georgia. The first cannery located in the Ladner area was constructed in 1878 on Thomas Ladner's property at the junction of Chilukthan Slough and the River but on the east side of the slough (see Figure V). This cannery soon was followed by several other canneries in the Ladner area. It was not until the canneries were established that the first store
was opened in the settlement, the next activity was the opening of a post office (which was 7 years prior to one being located in Vancouver). All that now remains of the first cannery are a few rotting piles, which serve as a monument to this early industrial enterprise. Currently they are used for nothing more than a mooring place for boats. A centennial booklet mentions that "no other industry in Delta has rivalled the importance of fish canning". During the peak year of 1890 over 2000 people were employed in Delta Canneries, with about half the number employed in Ladner. Gordon Taylor feels that "it is unlikely that any single industry will ever again be as important" to Delta and to Ladner.

Ladner prospered as a fish canning settlement until 1910. When the fish canneries closed down after 1913 the town went into a decline. The future of Ladner then became closely tied to the prosperity of the farming industry. Its principle business was as a supply centre for the agricultural activities — primarily farming but later to some extent the processing and canning of agricultural products (see Figure VI for location of an existing plant). Nearly all the residents of Ladner were connected in one way or another with this function of servicing the agricultural activities.

One of the main problems for the farmers has been flooding. By 1894 the individual dyking system generally used by farmers proved inadequate due to an extremely high freshet which broke the dykes and completely flooded the land. The municipality of Delta undertook a coordinated dyking
effort along Boundary Bay (the south easterly coast of Delta) and along the south bank of the Fraser River down past the settlement of Ladner. These dykes have remained to the present and are a dominant and characteristic landmark of Delta and of Ladner (see Figure VI).

The fishing industry is still important to Ladner, and has remained an integral part of its economy and character. Along the waterfront there are many small wharves and floats which serve as mooring places for numerous fishing boats. Nets and fishing equipment sheds are part of the physical appearance of the settlement. Small houses, some built on piles extending over the water, have been constructed outside the protection of dykes. These provide the homes for many fishermen. The more substantial homes have been erected inside the dyke. The main fishing settlement of Ladner is at the extreme western end of the settlement along the waterfront (see Figure VI).

Although methods of fishing have changed considerably since its peak in 1890, and the industry has never fully recovered from the decline in 1910, it is still very important. The 1951 Census of Canada reported a total of 288 fishermen resident in Delta (with 255 owning their own boats) or about one person in 9 in Delta directly dependent upon income from fishing. The next most important single activity is farming. In the same census year 353 residents of Delta were classified as farmer-operators. It is interesting to note that the total farm population, which decreased from
2,174 in 1931 to 1,755 in 1941, thereby following the general pattern in the province, during these ten years, reversed this trend and increased to 1,831 in 1951. The dominant centre for both these Delta activities has been in Ladner and in its immediate environs.

Historically the development of the Municipality of Delta and Ladner, have been closely interwoven with the two major resources of the area -- the land and the river. This has already been partly shown through the influences of fishing and agriculture on the economy of the area. Accordingly, the early settlers were equally at home on the land as on the water. These natural resources have served as the basis for another activity, namely transportation.

Early transportation was based on water, horse, and foot. The early settlers sought land along the natural water ways -- rivers, sloughs, and the ocean -- which served as natural transportation routes. As settlement moved inland, roads became a necessity. Until 1881 water was the only reliable transportation means for produce, supplies and people. At this time it was a common occurrence for people to row from Ladner to New Westminster. In 1881, Ladner was connected to the outside by the Ladner Trunk Road, which was surfaced with corduroy, to Scott Road and thence to the south bank of the Fraser River opposite New Westminster. By 1890 the present pattern of roads had been completed.

But as land transportation improved, especially with the introduction of motor vehicles, the river altered its
position as a benefactor to an impediment to transportation.

In 1873 a government wharf was constructed at Ladner (or rather at Ladner's Landing as it was called until 1903). From this time on Ladner was a regular port of call for the river boats which were stately side- or stern-wheelers with a shallow draught — much like the famous Mississippi River Boats. These boats moved up and down the Fraser River. They would come up Canoe Pass into Ladner, and then directly up the river to New Westminster. It must be remembered that Ladner at that time was not cut off from the main Fraser river channel by the Ladner Marsh as it is today. In 1883 there was a twice weekly steamer service from Victoria via Ladner to New Westminster. The waterways joining Ladner to the main channel of the river continue to silt in. Currently Ladner Reach is impassable except for smaller craft, and only the channel via Canoe Pass to the south-west is of adequate depth for the numerous fishing boats and pleasure craft of various sizes that utilize the sheltered docking facilities near Ladner.

The possibility of a bridge over the Fraser River at Ladner in order to provide a direct link with Vancouver has long been a major desire of the Ladner and Delta population, but it reached its culmination just prior to World War I. In 1910 the Delta Board of Trade presented a petition with a list of signatures to the Municipal Council requesting a bridge across the Fraser River. Although no recorded action was taken on this petition, ferry service was provided across
the Fraser River in 1912 joining Ladner to Steveston. At this time it was a forty-five minute boat trip. At Steveston connections could be made with the British Columbia Electric Railway Company's tram to Vancouver, which was by now the dominant centre in the Lower Mainland. By 1933 the ferry landing was moved from its site, where Massey's Machine Shop is presently located, to a location outside the settlement of Ladner at the end of the "Ferry Road".

Shortly after World War II a group of Delta residents began to press once again for a bridge. The exchange of ideas evolved into their proposal for a tunnel under the river. This post-war movement received a great impetus in 1948 with the creation of the Lower Fraser River Crossing Improvement Association. Due to the "lobying" of this association and the provincial government's interest in a direct access route to the United States, the Provincial Government announced in 1956 that a tunnel would be constructed under the Fraser River between Lulu Island and Deas Island, which is separated from Delta by only a narrow shallow channel. This tunnel was completed in 1959. Thus began a new era for Ladner.

Generally speaking there have been four stages to the development of Ladner, especially its commercial district. This is partly reflected in the population growth of Delta Municipality as a whole. Although the growth of Ladner did not exactly parallel the growth of the municipality en toto there is enough similarity to show the four main stages of development. The following is a table showing the growth
The Four Stages in the Development of Ladner's Commercial Area

The first stage in the development of Ladner covered the initial period of settlement which occurred from 1868, or possibly 1882, to about 1910. The initial period was characterized by its growth from a single farm, to a hamlet with only one general store and a hotel, and then to a village with 46 commercial, service, and professional establishments. By 1910 Ladner had acquired its current general form of settlement and activities. In fact many of the business structures in use then are still in service. Delta Street had become the main commercial avenue of Ladner. Until about 1910 Ladner had prospered, mainly due to the fish canning activity located within the settlement, but the decline of this activity resulted in a decrease in the growth of Ladner and an increased reliance upon the surrounding agri-
cultural activities.

The settlement of Ladner remained virtually static from 1914 to 1926. The main feature of this second stage then took place. This was the subdivision in 1926 of the 500 acre Thomas Ladner farm into the one- and two-acre holdings that still exist today. It is characteristic of this area that the land provides the household with some revenue through the sale of chickens, gardens, or small fruits. The settlement that ensued subsequently became known as Delta Manor (see Figures V and VI). Probably the most significant alteration in the commercial pattern of Ladner during this period was the replacement of the livery stables and other activities associated with horse drawn vehicles by automobile service stations and other activities generally associated with the private automobile. Several of the current automobile-oriented activities were initiated during this period and have survived with little alteration to this day.

The third phase in the growth of Ladner was from 1927 until 1958. An R.C.A.F. station was opened three miles east of Ladner in 1942. This resulted in a sudden influx of population which strained the then commercial capacity of Ladner. This military establishment has remained in operation more or less constantly since then. Ladner underwent a period of rapid commercial expansion in this third phase of growth. A new hotel, theatre, federal building and two blocks of stores were added to the commercial district in addition to the remodelling and renovation of several older
buildings.

The fourth and last stage in the development of Ladner occurred with the anticipated opening, and during the construction of the Deas Island Tunnel which linked a predominantly agricultural and rural area to the expanding industrial and urban settlements north of the main channel of the Fraser River. Overnight Ladner has become, or at least is becoming, another dormitory suburb of the major activity centres within Metropolitan Vancouver. The most significant change in the settlement has been its widespread residential expansion — at times referred to as urban or suburban "sprawl" — at the outer edges of the established residential area. This has occurred mainly to the east and to a lesser extent to the south of the Ladner commercial area (see Figure VI). Although the residential area has more than doubled, a large proportion of these residential lots appear to have been purchased merely for speculation. But, in addition, there has been a great influx of people seeking permanent residential accommodation, and it appears that this trend will continue.

The most significant change in the commercial district has been the introduction of a planned "one stop" shopping centre at one end of the now elongated commercial area (see Figure VII). It is also significant that many new commercial buildings have been constructed and some of the older buildings repaired in that part of the commercial area nearest to the planned shopping centre.
MAJOR VEHICULAR TRANSPORTATION ARTERIES
AS RELATED TO LADNER

THE VILLAGE OF LADNER, DELTA MUNICIPALITY
Accompanying this trend has been the obvious deterioration of commercial activities and structures in that part of the commercial district furthest from the planned shopping centre, which corresponds to the location of the first commercial activities in Ladner — in other words near the waterfront (Compare figures V and VII).

Political Organization

Delta Municipality was incorporated as a rural municipality in 1879, and William Ladner was elected the first Reeve. In 1883 Ladner, although an unincorporated village, became the seat of local municipal government. The first municipal hall was erected on the present site of the municipal storage shed. Under the current system local authority is vested in a Reeve and six councillors each of whom is elected for a two year term of office. Within the provincial context Delta forms part of Delta Riding which is represented in the House of Commons in Ottawa by one member. Delta was included within the limits of the Census Metropolitan Area of Vancouver for the first time in 1956 Census (see Figure I).

Residential Areas

The Main Settlement

The main ... settlement ... is a pretty little village, and contains churches, stores, hotels, blacksmith shops, butcher shops, town hall, saw mill, barber shop, saddle and shoe shop, etc. ... To anyone seeking a home, with land of exceeding richness, no more inviting spot can be found ... .

Although this was written nearly seventy years ago by
a writer visiting the settlement, his description and comments could almost have been made today. The older residential area is indeed a pretty little community, reminiscent of many older southern Ontario towns. The most noticeable characteristic of this area is its appearance of greenness, cleanliness, freedom and yet entire unity. The various characteristics tend to create an atmosphere of unity and neighbourliness, and yet retain the individuality of the residences.

This residential area does possess a certain unique small town charm that appears to be almost entirely lacking in the Lower Mainland, and is most certainly not found in the cities or most modern suburbs. The lots are large with well-kept green lawns separating the houses. The privacy of the dwellers has further been enhanced by the abundance of the trees ranging from the tall stately elm to the low thick rose bush. These trees appear to tie the whole residential community together by providing a common denominator for the area, as well as providing almost an "umbrella" over it. Gaiety and life has been provided by the great variety and texture of dwellings, as well as the floral beds interspersed amongst the lawns, houses, orchards and trees.

"China Town"

Another historic aspect which lends character to Ladner that must be considered is the Chinese settlement (see Figure VI). The position of the Chinese appears to have changed little from 1912 when Henry J. Boam wrote
About the little town of Ladner, the chief landing-place of the Delta, live numerous Chinamen, whose main source of income is a small plot of ground of anything from 1 to 10 acres in extent. Beyond the circle of Orientals the farmers hold sway.

Another writer, J.H. Grant, further described this settlement at about the same time, although it could apply just as well today. "Everything about them, from the straggling fence of pickets gnarled yellow workers, bespeak the Orient." The Chinese community is confined to the western corner of the older settled part of Ladner. The Chinese population has altered very little in the last half century, but there has been a tendency towards larger garden plots.

The Fishing Community

Another community that appears to exist, at least to some extent, completely isolated from the other residential areas is the fishing community (see Figure VI). Historically the residents nearer the Ladner commercial area were all associated with servicing the population. The fishermen's desire for cheap land near docking facilities resulted in their congregating on land divided into small plots with little interest in amenities, such as trees, or space for gardening. They were primarily interested in fishing. This historic factor has hardened into a social and physical barrier between this group and the other residents in the village.

Conclusion

Mr. Gordon Taylor in his book *Delta's Century of Progress* concluded with some comments on Delta, which are
certainly applicable to Ladner.

As British Columbia's second century begins to unfold, Delta stands on the threshold of continuing change. The Delta of today is a far different place from that settled by the early residents. The Delta of tomorrow will be a vastly different community from what it is now. The signs of immediate change are all around -- the Deas Island Tunnel, the industrial plants, at Annacis Island, the mushrooming subdivisions to the north, east and south. The effect of these impending changes on the life of Delta is hard to gauge. At this time it is possible only to say that they have very important ramifications on the life of the municipality.

Changing times are exciting times. Decisions must be made and plans formulated for the future. The people of Delta in 1958 can determine to a large extent what the Delta of the future will be like. Theirs is the task, theirs is the responsibility.

It has already been noted that the commercial area and in fact much of the whole settlement was formed prior to the introduction of the automobile, as well as all the other technological and social changes that have accompanied the impact of the "modern way of life" upon the Lower Mainland and, in particular, upon Ladner and its commercial area. The downtown district -- the activities and their accommodation, the physical relationships, vehicular-pedestrian access and circulation, and so on -- was created for conditions considerably different than currently prevail. Perhaps it would have been several years before the problems would have been noticed had it not been for the introduction of a direct means of access to the main centre in the Lower Mainland, which now makes it feasible for new people to reside in the area and commute to the more industrialized areas of the Metropolitan area. The introduction of
excellent highways throughout the municipality has further facilitated this trend. The construction of a direct highway through Delta providing the most convenient link between the United States and Vancouver, as well as the provision of another highway across Delta to a ferry landing providing the most convenient link between Victoria and Vancouver, have all aided this trend. These latter two aspects have created a corridor out of Delta funnelling large numbers of cars through it. This has acquainted and familiarized more people with Delta and in particular with Ladner which adjoins these corridors (see Figure VII).

It appears likely that this in-migration trend will continue, possibly at an accelerated rate, as the other residential areas nearer the Vancouver C.B.D. fill up and as the potentialities of Ladner become appreciated. Accordingly, although this sudden influx of people and change in conditions has already brought many difficulties to the settlement, the problems likely will be compounded in the future. The most seriously effected aspect of the community most likely will be the commercial district, due not only to its relatively inflexible character, but also to the advanced state of some problems already present in the district.

Planning should be used now to lessen the hardships and to allow proper servicing of, and adequate utilization by, the public. The first step for any such planning to take place requires a complete analysis of the situation of the commercial area of Ladner, considering its problems, their
causes, and its natural assets. These will be considered in the next chapter.
References

1. For the purpose of identification, Ladner is referred to as a "settlement", "community", or "village". These terms have no legal meaning or connotation as used here.

2. Regional Industrial Index of B.C., 1957 edition; Resources of Industrial Development, Trade, and Commerce, Victoria, B.C., 1957.


NOTE: The only two thorough written works on the Ladner area are those cited in references 2 and 3 above. The majority of the information for this chapter has been drawn from these two works.

5. Taylor, Delta's Century ..., p.54.

6. Taylor, Delta's Century ..., p.54.


15. Taylor, Delta's Century ..., p.93.
CHAPTER VI

ANALYSIS OF DOWNTOWN LADNER

Basic to the study of the Ladner central business district -- its liabilities, assets, requirements, and potentialities -- is the physical delineation of the commercial district. Basically the core is the area where most of the contiguous central business district activities are located. The type of central business district activities would depend upon the character of the district or the role that it currently plays, or possibly the role that it will play in the future. It serves little purpose to delineate the current district, if the district will change in the future as the result of a change in the role that it plays. Just as we must consider the present situation in order to plan for the future, we must consider the future to adequately and comprehensively plan for the present. Therefore the basic preliminary step, in order to delineate the area, is a statement of policy concerning the desired character or function of the future district and an analysis of the present role of the district.

Based upon an analysis of the historical development of Ladner and Delta Municipality, the situation of Ladner within Metropolitan Vancouver, the probable future develop-
ment of the district and the physical site and character of the settlement of Ladner, it is felt that the Ladner central business district will probably perform essentially the same function, or roles, that it does at the moment. However there possibly could be some extension of these current roles, depending, of course, on the development that is allowed to take place in the central business district and the surrounding settlement.

Accordingly, the central business district must be analyzed in order to determine what the role of the district presently is; how adequately the district is performing this role; if there is an improper or inadequate performance of the role; what is causing this phenomenon; what the assets of the district are; what alternatives are open to the area; and what proposals should be made in order to alleviate or improve this current situation. The present chapter is devoted to the analysis, while the next chapter will contain any necessary proposals for the Ladner central business district.

The Role of Ladner Central Business District

One method to determine the role that Ladner plays in the life of the municipality would be to determine either the amount of land, or the amount of floor area, devoted to the various activities. This analysis would have to be based upon a certain specifically considered land area. Based on a visual examination of the Land Use 1960 (see Figure IX) map, the area devoted predominantly to activities that could be
considered "downtown" in character, which would accordingly exclude residential or vacant land, would contain the area shown by "Downtown Ladner 1960 (see Figure X). Since there is such a large amount of vacant land within the visually delineated downtown district, it is more realistic to consider the actual floor area devoted to the various types of activities in order to arrive at the character or roles of the district. Table II shows the floor area distribution among the various activities.

An analysis of Table II reveals that although the Ladner central business district is predominently a retail commercial centre (about one third of the floor area is devoted to this type of activity), it is also very important as a service industrial centre, with over one-quarter of the district's floor area devoted to this use. Next in importance are the social and entertainment activities which occupy about fifteen percent of the total floor area. Concerning the office, real estate, and financial activities, although there is relatively a small amount of floor space devoted to these uses, the space is used quite intensively, and accordingly is no real indication of their relative importance. The actual relative importance of these office activities, directly or indirectly, to the central business district is very difficult to ascertain. The municipal hall is another fairly important activity, which will, in all probability increase in relative importance as the population of Delta Municipality continues to grow.
TABLE II
LAND AND FLOOR USE IN DOWNTOWN LADNER, 1960.

(1) Total area under consideration . . . . . . . . . . . 1,503,000 sq. ft.
  Street area . . . . 462,300 sq. ft.  31%
  Usable area . . . 1,040,700  69%

(2) Total Usable Area . . . . . . . . . . . . . . . . . . 1,040,700 sq. ft.
  Ground floor area . . 227,991 sq. ft.  28%
  Off-street parking . 117,320 11
  Vacant land . . . . . 635,490  61

(3) Ground Floor Area . . . . . . . . . . . . . . . . . 227,991 sq. ft.
  Service Industries\(^1\) . . 26%
  Residential . . . . . 13
  Vacant Buildings . . 4
  Municipal hall . . . 1

Total Non CBD Uses . 44%

Retail uses\(^2\) . . . . . 33%
Special CBD uses . . . 15
Office uses . . . . . 4
Public facilities\(^5\) . . 3
Hotel . . . . . . . . 1

Total Compatible CBD Uses . 56%

NOTES:

(1) Service industries: include predominantly vehicular oriented activities, such as lumber yards, service stations, warehouse and storage, water and truck transportation, light
industries, blacksmiths, garages, etc.

(2) Retail Uses: include the various food stores, liquor stores, clothing, household goods and variety stores, and the various personal service activities, such as barber shops, beauty parlours, laundries, doctors, dentists, etc.

(3) Special CBD Uses: include such activities as theatres, beer parlours, cafes, recreation facilities, fraternal organizations, clubs, public halls, etc.

(4) Office Uses: include financial, real estate, and general office uses.

(5) Public Facilities: include such uses as police, fire protection, telephone, post office, and library.

In summing up, the Ladner central business district can be considered predominantly a retail centre and, only slightly less, a service-industrial, and entertainment centre. Subservient to these three major roles, is its importance as a financial, and public and private office centre. It is now necessary to consider the ability of the district to adequately fulfill these various roles.

Fulfillment of the Central Business District Roles

Retailing Centre

Consumer purchases at retail activities are made by pedestrians. Although there is a strong tendency to use automobiles in order to reach the retail district, and accordingly vehicular access and accommodation must be provided, the actual purchases must be conducted by people on foot, and, therefore, the area must be primarily oriented
toward the pedestrian. In addition, in order to tie the retail activities together it is desirable that movement between the activities can easily and safely be accomplished on foot. Unless the retail activities are tied together the necessarily strong initial cumulative attraction of customers will not exist.

There are certain activities, which are mutually compatible, and, in fact, mutually beneficial, which should be grouped together, whereas there are activities which are mutually incompatible and possibly even mutually detrimental or harmful, which should be isolated from activities that they might harm, but should be grouped with activities that would benefit from their proximity.

The Major Deadening Areas map (see Figure XI) illustrates the street frontage that is devoted to mutually compatible or beneficial retail, or CBD, activities, as well as the street frontage that is devoted to activities detrimental to retail uses. The detrimental street-frontage-activities take the form of activities which are not beneficial to retail uses, such as activities that are oriented to vehicular trade — service stations, garages, lumber yards, used car sales lots, black smiths, trucking offices, bulk storage, etc. — or activities that use up street frontage but do not attract customers who would utilize the retail activities, such as government offices, fire halls, churches, vacant land, or residential accommodation, or activities that are run-down in appearance, marginal operators, which handle merchandise,
MAJOR DEADENING AREAS
LADNER COMMERCIAL DISTRICT STUDY

MUTUALLY BENEFICIAL AND DETRIMENTAL ACTIVITIES IN LADNER CBD

DETRIMENTAL OR DEAD STREET FRONTAGE
COMPATABLE OR BENEFICIAL FRONTAGE
MAJOR DEAD DETRIMENTAL AREAS

FIGURE XI
or cater to customers, not compatible with typical retailing activities. These various activities create "dead areas", or areas which possess no attractive power in themselves to customers who might be attracted to the retail activities in the centre. Not only do these activities not attract the same customers, but they tend to inhibit customers from passing in front of them to reach retail activities located on the other side of the non compatible use, or, due to their character, they often inhibit people from frequenting that particular area of the retail district. This can be seen in the northern end of downtown Ladner where, even since the initial field work was conducted, one large well-stocked and attractive substantial retail business, and one smaller service industry catering to pedestrian as well as to vehicular trade both located at the extreme north end of Delta Street opposite the major dead area in that location, have gone "out of business" (see Plate Ia).

Another very serious dead area, south of the former one, has created a space of about 230 feet between compatible retail activities. The mixture of incompatible land uses between the retail activities (see Figure IX) has created a virtual barrier to pedestrian movement, with three-quarters of the pedestrians moving along the "other" side of the street, (see Pedestrian Flow map, Figure XII). This has very seriously affected the small isolated retail area, and consequently has resulted in its high vacancy rate and frequent change in occupants.
PLATE I
VACANCY

a. Two Adjoining Large Vacant Stores

b. A Vacant, Overgrown Chicken Coop

c. Vista from a Residential Street

NOTE: See Figure I for the location of the photographs
PEDESTRIAN FLOW

LADNER COMMERCIAL DISTRICT STUDY

SUMMER 1960: WEEKDAYS 9AM-6PM
AVERAGED HOURLY PEDESTRIAN FLOW

BOTH WAYS ALONG SIDEWALKS
ACROSS THE STREET ACCORDING TO THE DIRECTION OF FLOW

FIGURE XII
PEDESTRIAN FLOW

LADNER COMMERCIAL DISTRICT STUDY

SUMMER 1960: WEEKDAYS 9AM-6PM
AVERAGED HOURLY PEDESTRIAN FLOW

BOTH WAYS ALONG SIDEWALKS
ACROSS THE STREET ACCORDING TO THE DIRECTION OF FLOW

FIGURE: XIII
These and the other dead areas are having a very detrimental effect on the isolated activities, especially in the northern end of downtown Ladner, which has been declining quite rapidly in recent years.

Considering downtown Ladner as a whole, the insulation and isolation of the compatible retail activities, the existence of large expanses of non-beneficial activities — vacant land and residential uses — the intrusion of detrimental activities — due to their obnoxious character; their effect on the compactness of the area; their creation of dead areas; their dilution of the retail character of the downtown area; the conflict between the type of customers (foot and mobile) attracted — have all adversely affected the downtown area to such an extent that it no longer adequately performs this important role of retailing.

Service Industries Centre

Similarly, the service activities are suffering from their intermixture with non-beneficial and incompatible uses. This phenomenon exists for the service activities which range in type from the service station and garage located in the heart of the commercial area that has its access roads blocked by the vehicles of retail customers or by the pedestrian traffic flow, or that has inadequate space for the storage of vehicles or for expansion; as well as for the light industrial activities such as black smiths or engine repair works. Unless these isolated individual activities are particularly large or well known, they are liable to be "overlooked",
whereas if they were grouped they attract a greater volume of trade through a tendency for cumulative attraction that takes place. The isolated and insulated character of these generally vehicular-oriented activities can be seen in the maps Land Use 1960 (see Figure IX), and Vehicular Oriented Uses (see Figure XIV).

Not only do these activities tend to benefit from being grouped for mutual benefit, but also from the flow of vehicular traffic in their immediate vicinity. They must have adequate easy access. The map Vehicular Flow (see Figure XV), shows how many of these areas are entirely missed by the main flow of traffic -- which is definitely to their detriment (as can be seen by Plates IIa and IIIa).

Although a large volume of vehicular traffic, that flows in front of the service activities, is a great advantage to them, it is a definite detriment to the retail pedestrian-oriented activities, especially where there is some conflict between the pedestrian and vehicular movement. This conflict in movement, such as occurs in the south-east corner of the commercial district (compare Pedestrian Flow Figure XII with Vehicular Flow Figure XV), is detrimental to the business of vehicular-oriented activities as well as to the pedestrian-oriented activities.

Entertainment Centre

The third most important role that downtown Ladner plays is as an entertainment or social centre. "Clubs" and other formal organizations have always been very important in the
PLATE II
STRUCTURES IN DISREPAIR

a. Black Smith Shop

b. Leaning Commercial Establishment

c. Storage Shed and Wharf

d. Storage Shed and Residences

NOTE: See Figure X for the location of the photographs.
PLATE III
DETRIMENTAL STORAGE

a. A Second Hand Store

b. An Automobile Graveyard

c. An Automobile Graveyard

NOTE: See Figure X for the location of the photographs.
lives of the populace of Ladner. These organizations would include such groups as the Delta Agricultural Society, which has been active since 1888; the Independent Order of Oddfellows, which has been active since 1892; the Ladner Board of Trade, which has been active since 1910; and such recent groups as the Rotary Club; which was organized only in 1958. This strong concept of active and virtually total community participation probably originated due to the isolation of the early settlers and their need to provide their own entertainment. It has since then become a tradition. Some indication of the importance of these official organizations to the people of Ladner can be seen in the actual number, which totals over forty, in addition to the churches and church groups. To fully appreciate the significance of this number it must be remembered that the total population of Ladner is only about three thousand inhabitants -- men, women and children.

Currently these activities are scattered throughout the settlement, but there are several within, or immediately adjoining the downtown district. When these social organizations are considered in conjunction with the other entertainment activities, such as the theatre, pool hall, beer parlour, dance hall, and so on, all of which are used predominantly during the same hours -- usually in the evenings or on Saturdays -- there can be seen a definite advantage in the grouping of these mutually compatible activities, thereby increasing the total attractive power of the area as a
whole. In the Land Use 1960 map (Figure IX) these activities are designated as special downtown uses. They are definite attributes to any downtown, for they allow it to be used during the hours that the retail activities are generally not operating. Currently these entertainment activities are scattered throughout the area.

Possibly the two main prerequisites for entertainment activities are convenient access and adequate convenient parking. By and large the lack of these two necessities and the general dispersal of the entertainment activities has proven to be harmful to their continued existence, as well as to the ability of the downtown district to adequately fulfill the requirements demanded of a truly successful entertainment centre.

Office Centre

Generally speaking, the office activities — private or public — derive little benefit from being interspersed with the retail activities. In fact, this interspersion detrimentally affects the activities within which they are mixed, both by their physical existence and their use of other facilities such as parking space, and prevents them from deriving some possible advantages which would result from their being grouped. Office work cannot be efficiently conducted when numerous distractions are occurring on all sides, but these office activities should be located near enough to be able to exchange customers and to take advantage of the services offered by the other activities, and
vice versa. In addition there should be adequate space to allow for the continued expansion of the office activities, in such a manner that there is no necessity for them to move out of the area.

The Land Use 1960 map (see Figure IX) illustrates how dispersed these office activities currently are. They derive no benefit from economies of scale, interchange of customers, cumulative attraction. The customers derive no benefit from ease of access to all these activities; "visual" competition between them; and so on. The quality of the work and working conditions are not as good as they easily could be.

Currently most of these private office facilities are tucked into "odd", and often very confined, corners, which allow little or no room for expansion. If they expand, they will almost invariably move — which results in inconvenience to their former customers, loss of business to the enterprise, detrimental affects on activities which formerly benefitted from their proximity, and possibly the loss of another activity to the downtown area. Downtown Ladner could better fulfill its role of office centre than it currently is, which would be to the benefit of the people, the activity, the town, and the whole municipality.

Perhaps the most hard pressed office activity for space to allow for continued expansion is the municipal government building. Currently this activity has already taken over one retail store area along the main street in order to accommodate some of its need for space. The whole building
is overcrowded. It is improperly designed for the activity for which it is being used. It is detrimentally affecting the surrounding retail activities. There is a definite need for expansion. As a result the government building is not properly fulfilling its function, and, accordingly, neither is Ladner. This condition will continue to get worse with the continued expansion of the population of Delta Municipality, and only some drastic change in accommodation will improve the situation.

Liabilities of Downtown Ladner

There are certain general factors which can be considered in order to determine some of the causes for the inability of the commercial district to adequately perform its functions or roles. As a generalization the downtown's inability to perform its various roles could be attributed to its declining physical condition. The main factors which indicate such a declining condition for a commercial district were enumerated in chapter I under the section "Physical Features Showing the Occurrence of a Declining Retail District". With these factors in mind an effort will now be made to determine whether the Ladner Commercial area could be generally considered as in a declining, or imminently declining, condition; if so, then this would accordingly indicate a need for some attempt at stabilization and revitalization of the district.

Various characteristics can provide a general indication of the stage of decline, or imminent decline, of the
area. The greater the variety, frequency, and intensity of the characteristics the more imminent, or advanced, is the decline of the district. The following paragraphs indicate some characteristics of decline in relation to Downtown Ladner.

**Mixed Land Use**

The most common and most detrimental characteristic indicating the decline of a commercial area is the mixture of incompatible land uses. This does exist in Ladner to a very great extent. Ladner is predominantly a retail commercial district. Since the customers of retail activities are characteristically pedestrians, and not vehicles, certain activities oriented toward the latter that are mixed with retail pedestrian-oriented activities would be detrimental to these retail activities. In addition to this the greater the number of pedestrian-oriented activities grouped together, especially in sub-groupings, or sub-nuclei, of mutually beneficial activities, the greater will be the cumulative attraction of the area, which is to the benefit of all the activities, as well as to the people served by the activities. The existence of any activities amongst the retail activities, which do not provide a certain interchange of customers, or an aid to this cumulative attraction, or at least enable use to be made of the downtown facilities during the hours that the retail activities are not operating, are definitely not beneficial and quite possibly detrimental, to the retail districts. One of the main advantages of a retail district is
its compactness, which enables the easy interchange of customers who move about as pedestrians. Any introduction of activities which spreads out the area or increases the walking distance within the retail district is detrimental to the retail activities.

The Land Use 1960 map (see Figure IV) illustrates the large amount of land along the main commercial streets — Delta and Westham — that is devoted to non retail activities, or at least to activities which in various ways detrimentally affect the retail area — such as vehicular oriented or service activities, governmental activities, churches, residential land, or vacant land. Table II (2) partly illustrates this by showing that 61% of the land area is devoted to vacant land. It can also be seen in Table II (3) that of the floor area only 56% is devoted to retail activities, or activities that are mutually compatible with retail activities not beneficial, and often detrimental, to retail pedestrian-oriented activities.

The map Major Deadening Areas (see Figure XI) further demonstrates how the incompatible uses are indiscriminately scattered amongst the retail pedestrian-oriented activities. These non-compatible activities are creating large "dead" areas amongst the retail activities which are deterring the flow of pedestrians past the dead areas, and are, in fact, preventing the retail activities from interchanging pedestrian customers. As a result of these dead spaces, although the number, variety, and type of retail activities exists in
the area in order to create a strong centre, there is relatively little cumulative attraction.

**Vacant Commercial Premises**

Perhaps one of the more important factors indicating the declining tendencies of an area is the amount of vacant commercial floor area that exists within the district. At the time of the field survey four percent of the total floor area of the district was vacant, but with the elapse of six months an additional three percent has become vacated, which shows that seven percent of the total floor area of the district is now vacant. Since we are dealing exclusively with commercial floor area, it is more relevant to relate this percentage only to commercial floor area, which thereby indicates that twelve percent of the total commercial floor area is currently vacant and devoted to no productive use.

**Parking**

At this point it might be relevant to consider parking. In most older shopping districts there is usually a substantial amount of walk-in business as well as drive-in business; that is, the district is usually in a relatively high density population area and many people live within walking distance of the retail pedestrian-oriented shops. The map Population Distribution (see Figure XVI) indicates that 84% of the population is located within one mile of the centre of the downtown area, or that two-thirds of the population lives within three-quarters of a mile of the CBD centre. Generally three-quarters of a mile is considered
POPULATION DISTRIBUTION

DISTANCE FROM THE CENTRE OF
THE CENTRAL BUSINESS DIST.
Within 1/4 mile 156 families
1/2 mile 374 "
3/4 mile 563 "
1 mile 703 "
1 1/4 725 "
1 1/2 755 "
1 3/4 805 "
2 835 "

THE VILLAGE OF LADNER, DELTA MUNICIPALITY
the maximum effective walk-in distance of trade, but due to the rural character, and the historic development and ties with the town centre, it is felt that one mile could be considered the maximum walk-in distance of customers to the CBD centre. Due to the elongated character of the retail district, the CBD centre is about $\frac{1}{2}$ mile away from the extreme south-eastern edge of the commercial district. This would have a tendency to increase the feasible walking distance, at least toward the easterly direction.

Generally it could be considered that about 50% of the retail trade is conducted with people who walk to the area. The report *Conservation and Rehabilitation of Major Shopping Districts* considers that with this distribution a ratio of two square feet of parking to each square foot of retail floor area could be considered adequate. Any ratio less than this would have a tendency either to lose customers or to fail to attract adequate new customers in order to allow for reasonable growth. The traditional argument has been that "this amount of parking accommodation has proved satisfactory in the past and it will suffice for the future". When it is remembered that the number of automobiles is increasing twice as rapidly as the human population, the fallacy of this approach is obvious.

At the moment within the commercial district there is about 190,000 square feet of floor area devoted to the various activities that attract vehicles. There is about 117,000 square feet of off-street parking to accommodate the
attracted vehicles (see Table II (2)). The map Parking Utilization, (Figure XVII), due to the vacancy rate in most off street parking lots, as well as the fairly high utilization of some lots and certain streets, would seem to indicate that much of the parking accommodation is improperly located. Two blocks of on-street parking are used consistently higher throughout the week, while the majority of the other parking accommodation is used well below its capacity. Accordingly there does not seem to be any lack of parking space within the downtown area, as can be seen in the chart Parking Utilization in Downtown Ladner (Figure XVIII), either on any specific day, or at any specific hour within the day for the week, but it does indicate that the current distribution of parking space is not satisfactory. There is also the current tendency toward more evening shopping and higher ownership and utilization of the automobile. This means continuously higher and more intense use of parking during more confined shopping hours. Although these trends have not yet become important in this area, the tendency is definitely in this direction, and must accordingly be considered. The current ratio of roughly 12:19 (12 square feet of off street parking to 19 square feet of retail floor area) appears to be definitely inadequate for even a short time in the future.

Traffic

The vehicular traffic flow, as seen from the map Vehicular Flow (Figure XV) demonstrates certain problems. The traffic cuts the commercial area into segments. This
ON & OFF STREET PARKING

LADNER COMMERCIAL DISTRICT STUDY

PERMISSABLE CURB PARKING
NUMBER OF PARKING SPACES AVAILABLE
WEEKLY PEAK HOUR UTILIZATION
AVERAGE WEEKLY PEAK HOUR USE

FIGURE XVII
PARKING UTILIZATION IN DOWNTOWN LADNER

Hourly Parking Utilization for Downtown Ladner;
9:30 AM to 6:30 PM

Daily Peak Hour Parking Utilization for Downtown Ladner;
Monday to Saturday

FIGURE XVIII
large volume of traffic definitely impedes the flow of pedestrians across certain streets, which has jeopardized the future of some retail pedestrian-oriented activities. In addition there are some activities, which require the adjacent flow of vehicular movement in order to profitably exist, that are entirely missed by the vehicular flow. In a sense some areas have too large a flow of vehicles for the street size (such as Westham Street), whereas other areas have too small a flow for either the activities located thereon, or for the size of the street (such as Chisholm Street). In addition one other possible conclusion concerning the vehicular traffic flow is its tendency to form a looping path. The traffic from the north east enters the downtown area but skirts its outer edge (on the eastern side). There is a definite halting of the traffic along Elliott Street on its way south toward Westham Street, presumably to stop and shop on a street that has ample convenient parking space. After the approximately one half hour lag, the traffic moves onto Westham Street, and then the bulk of the traffic heads eastward. The other looping path that exists is the vehicular traffic that enters the downtown area from the east along Westham Street, goes along Westham Street, turns north along Delta Street and then eastward along Bridge Street. These two looping tendencies appear consistently throughout the week.

One of the main problems that exists in the downtown area in relation to the traffic is the inadequate capacity of some of the streets. The most obvious example of this is the
large volume of traffic along Westham Street, considering its narrow width and the parking along its both sides.

**Adjoining Residential Areas**

Another serious problem is the relatively large amount of vehicular traffic which enters the downtown area from the north east along Westminster Avenue. This average of nearly 120 vehicles per hour through an exclusively residential area between 7 a.m. and 8 p.m., on a two lane paved street is definitely a problem. It has become a very real hazard to the quality and character of this residential area. Another residential area that is being even more detrimentally affected, is located south of the downtown area along Arthur Drive, which has an hourly average of about two hundred and twenty five vehicles for the same period of time.

**Street Area**

One serious problem within part of downtown area is the over-abundance of street coverage. For example considering a large area of the downtown commercially zoned district, over forty per cent of the land is devoted to street, while the activities contained on the land are predominantly residential or vacant land (see Figures XIX and IX). This low productive usage of such ideally located land could prove to be very expensive to the community of Ladner, or possibly the whole municipality.

**Vacant Land**

The large amount of vacant land within the downtown area (see map Land Use 1960, Figure IX), over 60% of the total
area (see Table II (2)) and the large amount of vacant land surrounding the downtown area (see map Population Distribution Figure XVI), which generally exists in large parcels, provides both one of the current liabilities to the district and one of the potential attributes of the district. These large vacant parcels of land, which presently increase the cost of servicing, spread out the retail area, and generally detract from the district's appearance, could prove to be vital tools in any future improvement. In addition to this is the fact that much of the land in the downtown area is owned by individuals in large parcels (see map Land Ownership Figure XXIV). This would reduce the number of persons that must be dealt with concerning any improvement to the area.

Marginal Activities

The existence of marginal commercial activities occupying land, or run-down and possibly even obsolete buildings (see Plates IIIb and IIb), within the downtown area is another sign of the decline of the area. There are numerous examples of this situation existing in Ladner -- such as a junk dealer (see Plate IIIa), a black smith shop (see Plate IIa), and storage sheds (see Plate IIc and d).

In addition to these marginal commercial activities there exists a large number of poor residential buildings located within the downtown area. These residences typically have been constructed prior to 1914 (see map Age of Buildings Figure XX). In 1957 and 1958 probably due to the imminent completion of the new Deas Island Tunnel, many of
the older residential houses within the downtown area were purchased. They were retained as residential accommodation -- a non-conforming use which is tolerated due to the historic existence of the activities located there -- by land speculators who hoped that land values would rise rapidly once Ladner was connected directly to Metropolitan Vancouver. As a result there are a number of run-down residential buildings which, although they are not being adequately maintained, are retained for residential usage. These are definitely marginal activities which are detrimentally affecting the downtown area and are good indications of some declining tendencies.

Congestion

Congestion, another indication of decline, occurs along certain street and at certain intersections of the downtown area. The worst intersection is in the south-west corner of the district at the Elliott Street-Westham Street intersection (see Vehicular Flow map Figure XV). Between 7 A.M. and 8 P.M. an average of 500 vehicles per hour meet at this intersection. During the hour following 4:30 P.M. a peak is reached of over 870 vehicles per hour, but a half hour prior to this the number was only 640 vehicles and a half hour after this peak only 560 vehicles per hour. This indicates the rather concentrated peak hour rush at this intersection, which, although dangerous for a short period, is not adequate to warrant the installation of a traffic light, at least according to the Traffic Engineers Handbook. This general area is the worst for vehicular accidents in
Ladner. For the year ending June 1960 70% of the motor vehicle accidents of Ladner occurred within the commercial district, and 80% of these were located in the general vicinity of this intersection.

The complicated nature of the various streets meeting within a short distance of each other at various angles, as well as the large volume of traffic being carried are definitely detrimental characteristics for this main approach to the commercial district, (see Land Use 1960 Figure IX). This situation is further complicated by the activities located at this intersection. One corner is occupied by a service station, which has about 180 feet of street frontage totally used as access. Another corner is occupied by a confectionary store, the whole block of street frontage is long enough to allow only two cars parallel parking, but during certain hours there are often four cars stopped in front which creates a dangerous condition. Another corner provides parking in front of the store for four or five automobiles. Cars often attempt to enter this parking location from all directions, which, at times, creates complete traffic chaos. Perhaps the worst problem is the vehicular movement from Hotham Street to Elliott Street or vice versa. These are offset by no more than twenty-five feet, which necessitates some dexterous maneuvering, especially considering the volume of traffic flowing across their path along Westham Street.

Street congestion has been compounded by the use of on-street parking, especially along the narrow Westham Street
with its large volume of traffic (see Vehicular Flow Figure XV), but since it permits only parallel parking, twenty-four feet is left for traffic movement and maneuvering. The traffic situation is worse along Delta Street which has angle parking on either side of the street, especially in the two blocks north of Westham Street that are quite intensively used for parking (see Parking Utilization Figure XVII), which leaves only 22 feet for free flowing traffic as well as the parking, backing out, and other general interruptions to the traffic flow. This general inconvenience, discomfort, and danger has provided a very definite deterrent to the customer who wishes to shop in downtown Ladner.

Decomposition

Many of the activities that abutt residential areas have had a very detrimental effect on the land values. One typical vista from the back of Delta Street -- which is the main commercial street in Ladner -- provides a rather unattractive view for the residential houses on the next street that face in that direction (see Plate Ic). Another example is the rear view of the shopping centre and its treatment of the bank of Chilukthan Slough (see Plate IVa), as seen by some single family residences across the slough (see Plate Va). Similarly a used-car sales lot is located between two residential uses, but it provides no screening for the benefit of the residents. Perhaps one of the worst eyesores within the downtown area of Ladner, indicated on the Land Use 1960 map (Figure IX), by an organic shaped "auto-oriented"
PLATE IV
WATERFRONT

a. Refuse - Strewn Slough

b. Boats, Barges, Houseboats and "Wrecks"

c. Overgrown Slough

NOTE: See Figure X for the location of the photographs.
PLATE V
ASSETS

a. Improved Slough Frontage

b. Government Wharf.

NOTE: See Figure X for the location of the photographs.
activity in the north eastern part of the Downtown district, is the storage yard of parts for an automobile repairs garage. This is an "automobile graveyard" composed of numerous vehicles in various stages of disrepair and decomposition, in places even gathered together in heaps, which form distinctive land marks, in the centre of downtown (see Plate III b and c). These are by no means the only examples within Downtown Ladner demonstrating the lack of screening, and indicate symptoms of, and possibly some causes for, its declining condition.

The waterfront also possesses certain characteristics which are definite liabilities to the downtown area. The partly decomposed broken-down skeleton of a former dock (Plate IIc) provides a rather poor neighbour for the new government wharf (Plate Vb). In addition, the existence of decrepit old barges and houseboats, which are used as mooring places for fish boats in the harbour, which is adjacent to the commercial district, provides a rather poor view and impression of the harbour and the downtown district (see Plate IVb). The unkempt appearance is not limited to the river but also exists along Chilukthan Slough (see Plate IV a and c), where the banks have been allowed to "run wild" and provide "accommodation" for different types of refuse along the edge of the water.

External Display of Goods

Another type of activity that is aiding and abetting the general decline, or imminent decline, of downtown Ladner
is the presence of several old, run-down second hand stores. Various types and grades of second hand articles and "junk" are displayed out-of-doors by these activities (see Plate IIIa). Such activities will detrimentally affect adjoining activities, and aid little in attracting customers who would benefit other retail activities, or the downtown area as a whole.

**Shifting Downtown Centre**

The *Age of Buildings* map (see Figure XX), shows fairly well the tendency that is occurring in Ladner. Generally the older commercial buildings are located north of Bridge Street and along Delta Street, and the new commercial buildings are located along the souther one-third of Delta Street, along Westham Street, and across the slough on the Trunk Road. Historically the trend has been for the "100%" corner or the best site to shift away from the site of the original commercial district, which is along the waterfront, toward the south and east. The map *Value of Improvements* (see Figure XXI), illustrates fairly well the current centre of town: the westerly side of Delta Street near the Bridge Street intersection. There also appears some indication that this "centre" might shift down to Westham Street. One problem that will arise if the shifting is allowed to continue toward the east, will concern the former "centres" of downtown Ladner, which are located nearer the waterfront. As the current centre moves further away from them, they lose more business, and decline more rapidly. Eventually they will
VALUE OF IMPROVEMENTS

LADNER COMMERCIAL DISTRICT STUDY

VALUE PER FOOT STREET FRONTAGE
OVER $200.
100 - 200.
50 - 100.
25 - 50.
0 - 25.
no improvement

FIGURE XXI
become an area of blight, which will spread and detrimentally affect, directly or indirectly, the whole commercial district and possibly, even the whole community.

**Low Land Assessment**

The *Assessed Land Value* map (see Figure XXII), shows the large amount of land within the downtown area that is assessed at a very low rate. Generally speaking it is these areas of low land assessment, presently vacant or occupied by old run-down residential houses, which are being held by land speculators. Not only does this low land assessment allow the land speculators to hold the land and leave it in a low productive use or marginal activity, for there is little expense in so retaining it and there are good prospects of future increased profits, but also the low land assessment cannot adequately cover the cost of servicing the area. As a result the residential lots within the community subsidize the provision of utilities and other services for a portion of downtown, since many residential lots are assessed higher per square foot than similar sized commercial lots in the downtown area, whereas just the opposite phenomenon should occur.

**Small Walk-in Trade**

Based on the *Zoning* map (see Figure XXIII), the most obvious conclusion that can be reached is the elongated tendency of the village, especially since the downtown area is off at one end of the community. The residential zoning, which should provide an adequate population near the downtown
ASSESSSED LAND VALUE

LAND VALUE
LADNER COMMERCIAL DISTRICT STUDY

ASSESSED LAND VALUE PER SQUARE 'FOOT

$40 to 50 ........................................
30 to 40 ........................................
20 to 30 ........................................
10 to 20 ........................................
less than 10 ..................................
district -- in order for both the downtown and the population to benefit from their relative proximity -- is in an easterly or southerly direction from the CBD, which extends to a distance of three-quarters of a mile south of the centre of the CBD and two and three-quarter miles east of the centre of the CBD (see Population Distribution map Figure XVI). Located to the west is an industrial area, and to the north is water. This situation creates difficulties for a commercial district to build up an adequate walk-in trade, which is desirable.

Another characteristic that stands out is the way that the light industrial zoning separates, or insulates, the downtown area from the channels of water -- Ladner Reach (the river) and Chilukthan Slough.

**Appearance**

One other general characteristic of downtown which, although difficult to measure, appears to be one characteristic designating a declining area, which would definitely have an adverse effect on the ability of the district to adequately perform its various roles, is the appearance of the district both en toto and in component parts.

The study of Ladner reveals a certain degree of contrasts, which stand out in the architecture of the structures. There are two main periods of architecture represented in the commercial district: prior to 1910 and after 1945 (see Age of Buildings Figure XX). The older buildings are wooden frame structures, usually two stories high, that present a square and ornate false front to the street. Some of the structures
have been partly modernized and now the first floor blends in harmoniously with the newer structures. The newer structures are constructed of wood or cement blocks, and generally are faced with stucco or tile material. Characteristically they are one storey in height and have a large glass display window fronting on the street. There exists, throughout the commercial district, an incongruous mixture of these two architectural styles, which strikes a rather discordant note on first seeing the downtown area. No one thing exists to tie together the various activities — in order to show that this is all one commercial district — and the varied styles of buildings certainly aids in giving the impression of a multitude of small incongruous centres.

Merely the varying architecture would not be too bad, if the buildings were all maintained, but this is not the case. Often one building is adequately maintained and attractive in itself, but its neighbours are run-down, dishevelled, and unattractive structures — which in some cases are actually several inches from being level and is visually noticeable (see Plate IIb). This creates a completely chaotic appearance to the area, which is not at all inviting or attractive — quite the reverse of its competition, the planned modern shopping centre.

In addition the facilities — such as the sidewalks — which attempt to physically tie the commercial area together for the pedestrian, in some locations are non-existent or have fallen into disrepair. As a group these feat-
ures have had a very detrimental effect on the ability of the area to fulfill its various roles.

**Access and Circulation**

Good, convenient, safe access and circulation are vital necessities for a commercial district to survive. At present Ladner has an excellent freeway running through the settlement which lies between one and one-quarter and one and three-quarter miles from the downtown centre, which means that the downtown area is conveniently located with regard to distance from the freeway, and yet not hampered by the flow of a large volume of traffic through it.

There are four main roads leading into the downtown area (see **Vehicular Flow Figure XV**). The least used is from the west, which handles less than one hundred vehicles per hour. There is a relatively small population located at this end of Delta (see Figure XVI). The road has several right angle turns near the downtown area which interrupts the smooth flow of traffic. The next most important access carries about 120 vehicles per hour (with about 80% moving toward the downtown area) along a narrow (two lane) road through a single family residential area, which is being detrimentally affected by the traffic flow. This is one of the main access roads from the Delta Thruway; the connection to the thruway being located about one and one-quarter miles from the downtown centre. The next most important access road is Arthur Drive which provides access to the south for about two hundred and twenty-five vehicles per hour. This road is
crooked, narrow, often with houses or trees right up to the edge of the pavement, and through a single family residential area, which will be adversely affected by the continued flow of traffic. The most important access to the downtown area, carrying about four hundred and fifty vehicles per hour, is also the best equipped to do so. It is a relatively wide, straight, paved road, which efficiently funnels the traffic into the downtown area. The one main difficulty is the actual entrance facilities. This is a five street intersection, one street of which is a bridge; four of the corners have buildings constructed right up to the street edge, thereby obstructing the vision; there is a high volume of traffic meeting at this intersection during the peak hours (up to 870 vehicles per hour); and the main street into the commercial district is not adequate to carry the volume of traffic demanded, especially not with parking along both sides of the street. Accordingly it may be concluded that downtown Ladner is not being efficiently, conveniently and safely provided with vehicular access, which has had, and will continue to have — probably in a continuously increasing manner — a very detrimental effect on downtown Ladner.

Commercial Sprawl

Perhaps one of the most obvious conclusions that would be reached, when considering the Land Use 1960 map (see Figure IX), or especially the Major Deadening Areas (see Figure XI), (which shows the compatible retail activities), is the elongated nature of the Ladner commercial district.
It extends twenty-four hundred feet in length, or forty-five percent of a mile, which is about ten times the typical "real" effectively used width of the commercial district. This tendency has created a very important deviation from the commonly accepted prerequisite for a successful commercial district, which is compactness. The various factors that have created this "commercial sprawl" have already been considered elsewhere, but among the most important are the mixture of land uses, the shifting of the downtown centre, and the lack until now of any effective barrier to new activities being set up further to the east.

Conclusion

In conclusion it is quite obvious that the factors just considered have had a detrimental effect on the ability of the downtown district to adequately perform its various roles. Although it is admitted that there is no scientific method for measuring the individual effects of each factor on the declining, or imminently declining condition that exists in downtown Ladner, this declining condition en toto is having a very definite influence on the area's ability to perform its roles.

The actual physical characteristics demonstrating the decline of, and accordingly the problems facing, downtown Ladner are identical to those that illustrate the decline of an older outlying commercial district — as enumerated in chapter I. Based upon these considerations it would appear that, at least to this extent, the older outlying commercial
district is similar to a formerly rural community which has come under the influence of an expanding urban metropolitan area. Before anything can be done concerning the improvement of this situation, the causes of this decline must be considered.

Causes of Decline

The physical skeleton of downtown Ladner was formed in 1888 and has not been altered to this day, with the exception of Delta Street, which was widened from a fifty foot street to a seventy foot street. Other than this, the current circulation and land pattern was created about three-quarters of a century ago (see map Downtown Ladner 1888 and 1960 Figure X). The Age of Buildings map (see Figure XX) indicates the large number of structures that were erected over thirty years ago and over forty-five years ago. Consequently the actual physical design and accommodation of the buildings, the relationship of the buildings, the internal circulation pattern, as well as much of the access to the area were created for conditions very much different from those which exist at the moment, or are likely to exist in the future. The changes that have occurred, and are likely to occur in the future, indicate what the main problems of the area are, as well as the greatest problem that will face the area in the future. Customers' demands have changed, but basically much of downtown Ladner has failed to change in order to better satisfy these new, and, in certain ways, drastically different requirements.
Although downtown Ladner, as a whole, has done little to satisfy the new demands, being made by the consumer, new facilities have grown up to satisfy them, or at least new means have enabled the customer to satisfy his demands. A new planned shopping centre has grown up at one edge of the commercial area, which has set off a chain reaction which, if allowed to continue unimpeded could eventually create a ghost centre out of the present downtown district of Ladner, as the "retail centre" of town moves eastward along the Ladner Trunk Road. The new tunnel and freeway have enabled customers from Ladner to shop in the modern shopping centres in Metropolitan Vancouver or in Downtown Vancouver or New Westminster, all of which are within one-half hour drive of their residences. These bigger, more attractive and varied, colourful and exciting, commercial areas are now the real competition for Downtown Ladner, especially with the new trends in the weekly, family, Friday-night, or Saturday, combined social and shopping trip by automobile. Not only does Ladner face the prospect of losing its older customers for all but the convenience goods, but also it will not benefit from the new population that is moving into the village residential areas. If the trend is allowed to gain momentum, it will be all but impossible to reverse.

The last ten to fifteen years has seen the influx of a large number of activities totally incompatible with the retail pedestrian-oriented activities within the downtown area (see Age of Buildings Figure XX and Land Use 1960 Figure
IX). These incompatible activities have tended to destroy the retail character of this area through increasing the dead areas, increasing the size of area, providing greater pedestrian-vehicular movement conflict, decrease the cumulative customer attraction of the area, and by introducing activities that do not appeal to the senses of the average retail customer.

There does exist within Ladner certain obsolete structures and marginal activities that serve little purpose other than to "drag down" the condition of the rest of the surrounding area. The condition of these buildings, at least in many cases, is due to their control by land speculators who feel that someday in the not too distant future land within the downtown area will be worth considerably more than it was when they purchased it. Much of this land purchased shortly before the completion of the new Deas Island Tunnel connecting Ladner to the rest of Metropolitan Vancouver, but land values have not increased as rapidly as they had anticipated. The failure of the land values to increase has been partly due to the ability of the customers to obtain provisions in other shopping areas, as well as the strongly conservative tendencies of many of the older business enterprises, as well as some formal organizations, within downtown Ladner. Many of these men cannot see "the writing on the wall", and, in fact, are quite content to let things go along as they are. The way things are going may presently allow them a slightly larger profit than they received prior to the con-
struction of the tunnel, but they have derived little benefit from the population increase. This would seem to indicate that the "new" population is not purchasing most of its requirements locally, and, accordingly, that the population has not been able to receive locally the services required or desired by it. Such a trend has a tendency to gain momentum with time unless something "positive" is done to stop it. There does appear to be a definite lack of appreciation, by those directly concerned, with these existing trends or imminent trends.

**Major Physical Attributes of Downtown Ladner**

Downtown Ladner is not adequately performing its various roles. Most of the important causes for its present inability to perform these roles have been considered, and, in addition, some of the causes for this current situation have been examined. Although certain obvious problems confront the Ladner downtown district, no satisfactory remedial proposals can be made without a thorough analysis of the natural attributes of the district. Such an analysis may indicate certain feasible "natural" or obvious methods to improve the district. Attention will now be directed toward the major physical assets that exist in the district which could have some bearing on the improvement of Downtown Ladner.

**Vacant Land**

One of the main assets of Ladner, considering future development, is the large amount of open space within the downtown area (see Land Use 1960 Figure IX) and within the
area surrounding the downtown (see Population Distribution Figure XVI), much of which is held in large plots by individuals (see Land Ownership Figure XXIV). Within the downtown area, it allows greater flexibility and economy for a plan, as well as the possibility for a more advantageous staging of any programme. Surrounding the downtown, it provides space for possible placement of activities not desirable within the downtown district, as well as open space and/or for an increased population near the downtown area, as well as near the other public facilities centrally located.

Water Frontage

The large amount of water frontage, as well as the type and quality of the activities along the water front provide a definite asset to Downtown Ladner. Water, itself, can be a definite attraction, if it is properly utilized. In addition the fish boat mooring along the water front could provide a certain colour, vitality, or uniqueness to the area (see Plate Vb). Many of the activities along the water front are economically marginal, often occupying obsolete structures, which would facilitate their removal or replacement (see Plate II c and d). In addition much of the water front is vacant, and much is in municipal hands. Concerning the improvement in appearance of the slough water front, private residences have already demonstrated that it can be made attractive (see Plate Va).

Utilities

The public utilities, as shown on the Public Util-
EACH PATTERN INDICATES A SINGLE OWNERSHIP WITHIN THE DOWNTOWN AREA. UNDIFFERENTIATED LOTS INDICATE SINGLE LOT OWNERS.
ities map (see Figure XXV), could be generally considered an asset to any improvement in the district. The large areas which are practically void of any utilities provide greater flexibility and economy in any plan of improvement for the area, which might require deviation from the current pattern of land utilization.

Age of Structures

The strategically located, large groups of old buildings, which have a low improvement value and are located on low valued land, provide another asset to the downtown district (see Land Use 1960 Figure IX; Age of Buildings Figure XX; Value of Improvements Figure XXI; Assessed Land Value Figure XXII). In most cases they are economically and socially incompatible, non-conforming in zoning, and an economic and social liability to the community. Although these strategically located activities -- when considered in relation to the prosperous "desirable activities" -- are usually in disrepair, generally unattractive and detrimental to the desirable activities, they do make feasible the implementation of certain desirable "plans".

Vehicular Oriented Activities

Another natural advantage is the grouping of the vehicular-oriented activities, although not at all well-defined, when related to the value of improvements, they do provide certain natural approaches to the improvement of the downtown area. This is further aided by the location, direction, and volume of the vehicular and pedestrian move-
ment, as well as the current deficiencies, and potentially desirable alternatives in access and circulation accommodation.

**Pedestrian-Oriented Retail Activities**

The location of the various mutually compatible retail activities, when considered in relation to the value of improvements, and especially when related to the various other assets of the downtown area, appear to suggest certain "natural" or obvious, feasible alternatives for any improvement to the area.

**Conclusion**

In conclusion it can safely be stated that the downtown district is not adequately performing its required roles, and, accordingly, it is in need of improvement. In addition there are certain obvious key factors which need to be improved in order to stabilize or revitalize the area, and which can, in fact, be physically improved by basing the improvements on the major physical assets or attributes of the district. The next chapter will be devoted to proposing a programme for the stabilization and revitalization of downtown Ladner based upon the revitalization concepts previously considered for the older established commercial districts, and upon the major physical attributes, and the other characteristics of downtown Ladner.
CHAPTER VII

A REVITALIZATION PROGRAMME FOR DOWNTOWN LADNER

Based upon the detailed physical, historical, and economic analysis of downtown Ladner, as well as its general situation within Delta Municipality and Metropolitan Vancouver, it is quite evident that the downtown district is not adequately performing its function, and, accordingly, requires some positive steps to achieve some degree both of stabilization and revitalization. It has further been noted that there are certain very definite attributes or assets characteristic of the district, which, if considered in relation to problems confronting the district, and, if directed in a comprehensive fashion towards certain preconceived goals, provide some alternative desirable and feasible approaches to the problem. This chapter is devoted to demonstrating one such approach.

Basically a successful stabilization or revitalization programme requires good community organization which will implement the proposed plan for the removal of detrimental characteristics (or to re-arrange the detrimental activities in such a way that there is no longer any detrimental friction); the plan for making more effective the natural attributes of the district; and the plan for the injection or initiation of certain desirable facilities or characteristics in
the district.

Fundamentally a comprehensive revitalization programme should involve the three basic elements noted in Part II: organization (which would include the initiating effort administration, and implementation); research; and planning. This chapter will be devoted to a practical demonstration of how such a revitalization programme could be developed for the currently declining, or imminently declining, central business district of the community of Ladner.

**Organization**

In order for any revitalization programme to be successful, it must have the complete support and active participation of the various people that will be directly concerned with the results of such a programme. The people who would be concerned with the programme are those who have some real property interests in the downtown district -- the various downtown activities, the property owners, the interested brokers, other people with some legal financial or other interest in the downtown's future (which must accordingly include some representation of the surrounding residential and industrial uses), the municipality, other concerned government organizations, and the municipal planner.

There is obviously a difficulty in uniting such a large and varied interests group, which must be accomplished in order to produce a manageable organization. Accordingly it is of primary importance to make all these people realize the seriousness of the situation. A technically qualified
person can see the problem that exists as well as most of the major causes of these problems that are confronting the downtown district, in addition to the most probable future results of these problems. It is now necessary to acquaint the affected persons with the implications -- preferably related to some very real and personal interest of that person, and definitely not in some abstract term of benefit to the "whole community", which in all probability means nothing to him. Such a thorough educational programme of community organization must be effectively carried out for the revitalization programme to be effective. The people concerned must be made aware of the problems, and all the ramifications, and become sufficiently disturbed -- whether due to selfish or humanitarian motives -- that they feel something must be done to improve the situation. Unless there is almost universal community concern, and agreement that something must be done, any effective implementation of the most wonderful programme would be virtually impossible.

All people, or activities, in the community do not possess the same influence, and, accordingly, it is desirable to gain the active support of those organizations or individuals, whose support would be important and influential. There are various influential formal organizations that already exist in Ladner, which would be concerned with the downtown district. We have already noted the large number of organizations within the community. Since there is such a large number it would appear that there is fairly good
representation of the community in the formal organizations. Accordingly, the most fundamental step would be to acquaint the most influential and most directly concerned organization -- for example the Ladner Board of Trade -- with the current situation. It would be very desirable to gain the support of this organization. In addition it is desirable to gain the support of the various other organizations which are currently intimately connected with the district, such as those that are located in the downtown district -- for example the Independent Order of Oddfellows, the Canadian Legion, and the Community Hall -- or those which it would be desirable to have located in the downtown district in the future.

Perhaps among the most vital activities that it is desirable to gain the support of are the systems of mass communication -- newspaper, radio, and television. In the case of Ladner the two local newspapers would be absolutely necessary from the initial stage, whereas the other modes would be necessary in that stage where something was "beginning to take form" -- that is where concrete proposals were beginning to be made.

Such an organization, since it would be so large, would not be effective to do the work. Although it is not desirable to have a large organization to do the actual work, initially it is necessary to gain the support of the total membership within each of the various formal organizations, accordingly, the organizations and other legally interested persons should be represented on the organization. But in
order to be effective, the size of the organization should be reduced to the minimum, but yet be a truly representative group. Practically, this would mean that each organization and activity should be represented by no more than one person. This would be still very large but in order to make feasible any implementation of the programme, it would have to be represented by all concerned.

**Administration**

In order to make this body more manageable, it would be desirable to elect a board of directors, who would make the various required decisions and proposals for the programme.

In order to be effective, the board must keep a "running account" of the progress that it is making which, in turn, would be relayed to the interested individuals down through the "large representative organization" and from there to various member formal organizations, which would in turn inform their following. Interest in this project must be maintained in the populace as a whole, which might be accomplished by various methods that would give the individuals a sense of active participation. This feeling of actually participating is very important, for people will more actively support -- morally and financially -- a programme which they feel they have helped to create.

The board, since it is primarily composed of business men who would realize the virtue of tackling such a problem in a business-like manner, and not in a chamber-of-commerce
manner, would be responsible for financing arrangements, hiring the required staff, achieving the required coordination (between the private, public, and semi-public organizations concerned), the day-to-day administration of the programme, and the actual implementation of the programme. Since the aspects covered are so varied and technical, it would be necessary to create committees, which would be responsible for the various aspects of the programme. In addition, to enable the decisions of the board and the various committees to be based solidly upon a factual footing, a technical staff must be properly chosen.

Ladner is a community of about 3,000 inhabitants, but its hinterland, or its area of influence, depending on the particular function under consideration, encloses a much larger population — currently up to 12,500. The size and quality of the professional staff must coincide with the available resources, as well as the complexities involved in stabilizing and revitalizing the district.

Since the Corporation of Delta Municipality has such a large interest in the stability of downtown Ladner and the welfare of the populace, it is fitting that it contribute substantially to the organization. Ordinarily the assessor, building inspector, sanitary inspector, engineer, lawyer, and planner -- all technically qualified men in their various fields -- consider the problems of Ladner in isolation, or, if en toto, not comprehensively. That is, typically, they look at the problems from their individual points of view,
but seldom do they get together to consider even all their interests comprehensively. Even if they did do this, there are still numerous important aspects of the downtown district that would in all probability be ignored or at least not given due consideration. Accordingly, although all these men are an important and necessary portion of the required technical staff for the board and its committee, some additional professionals are required. The additional qualifications required should include an architect, landscape expert, store design expert, real estate economist, market analyst, financing expert, and a general contractor.

Although this may appear to be a large staff, there are several economies that do exist. In all probability one professional may be qualified for one or more of the aspects considered. Many architects are also landscape experts. In addition the architects can design the external and some internal aspects of the stores. In choosing the correct professional for the job, these particular requirements would be borne in mind. Similarly some real estate economists are also market analysts, and numerous market analysts understand a great deal about retail store relationship and interior layout. In all probability, since financing is of such a vital importance, and so technically complex, a professional exclusively qualified for this aspect would be considered. Generally private consultants are hired as they are required for particular portions of the programme. In all probability the municipal or town planner, since he is professionally
trained to have just this comprehensive and objective approach to problems, would best fit into the picture in two different positions. The first would be as direct and continuous advisor to the board, concerning the overall programme; and, second, as the physical overall designer for the downtown district — considering the district in its major component parts and en toto.

In conclusion it is felt that an adequate professional staff of about four members would be retained in varying degrees of permanence, depending on the stage of the programme that has been reached.

Major Committees

In all probability there should be three major committees in operation under the board's guidance, but the board itself would act as the coordinating and administrative body for the full programme.

One committee would be concerned primarily with merchandising and would take the form of a merchant's association. It would be represented primarily by merchants situated in downtown Ladner. This committee would deal with the promotion and operation of the downtown district as a unit.

The second committee would be the largest and most complex. This would deal with the planning of the downtown district. It would be concerned with the current approach, such as zoning, parking, street lighting, and other utilities, as well as the more detailed technical aspects such as research, physical planning, design, staging, and implement-
The third committee would be concerned with the financial aspects of the programme. This would include any additional assessment of the affected activities, government participation, cooperatively owned facilities, capital improvements, possible corporation, mortgages, and float loans.

This third committee would vary according to the particular organization that was created to do the work — i.e. the governmental role; the private role; or the corporate role; or some combination of these three. These various types of organizations have already been considered in chapter IV.

The various potential methods for the implementation of such a revitalization programme have already been discussed in chapter IV. The actual approach that would be required for downtown Ladner would depend on the support received for the programme as well as the strength of any opposition.

In conclusion it can be said that the type of organization, which will affect the degree of citizen participation will greatly affect the success of the programme. A truly effective programme must have the active support and participation of the whole affected community. The more direct that the connection to, and support of, the large number of individuals who make up the community, the more probable will be the success of the project.

In a sense the formally created board should act as
spokesmen for, and representatives of, the whole populace, very much like the present municipal council, except that there would be better communication between the public and the board members, and the board would be concerned with a much more confined physical area. The good free flowing communication is vital in order to achieve the required sense of active participation which is certainly desirable.

The board should articulate the problems (as well as the effect of the problems on the community); the alternatives (and their results); the objectives of the programme; plans for achieving the objectives; and the feasible implementation methods for the plans. The creation of the board is one effective method, for realizing the programme, which increases the speed and ease of decision making, but it is effective and adequate only as long as it retains the confidence and support of the people, concerning the stabilization and revitalization programme. The stabilization and revitalization of downtown Ladner is the "raison d'être" of the board, and, accordingly this goal must be kept in mind.

Research

The research conducted is the real basis for the stabilization and revitalization programme, and, accordingly, the programme can be only as good as the research that is carried on. Research is therefore very important for what it leaves out as well as what it includes -- since the important factors should not be obscured in the factual data.
Planning Analysis

The research covers basically three elements; planning analysis; functional analysis; and architectural analysis. Planning analysis covers the various factors required to decide whether or not an area is stable; what has caused the situation, if it is not stable; and the physical assets of the area which make it desirable and feasible to improve the situation. These factors, which include blight analysis, activities analysis, land use analysis, vehicular and pedestrian movement analysis; the natural physical attributes and so on, which have already been considered in the previous chapter.

Architectural Analysis

Architectural analysis, which determines the possibilities for achieving the desired physical unity, individual variety, district uniqueness, attractiveness and pleasantness, due to its highly technical nature and the required professional skill, will not be considered in detail. Although it is a very important part of the whole research programme and does play a very significant role in the stabilization programme, it must be conducted by a highly qualified person — one of a group of professionals already considered as necessary for the success of such a programme.

Functional Analysis

Functional analysis is necessary in order to determine the present functions of the district; how adequately it is performing these functions; the causes for its inability
to adequately perform the functions; as well as to determine the district's future functions. The analysis of the future function -- broken down into the various types of activities and the area required to accommodate each type of activity -- will form the basic requirements for any stabilization or revitalization plan. The previous chapter has already considered the function, or roles, of the district, its performance and the causes; as well as the general role of the district in the future -- which will be basically the same as the present with the possible extension of some of the roles. The future roles, the resultant activities, and their required space, will have to be considered in more detail.

Predicting the future floor area required for the various activities, which will be located in the shopping district, is an extremely hazardous project. They are extremely difficult to accurately anticipate since they are based upon so many unpredictable variables: the growth of Ladner's population; the population growth of Delta Municipality, which may be wholly or partly served by Ladner through one or more of the activities located in the downtown district; the ability of the district to attract customers from other areas; new types of activities that may come into the area due to changes in technology or taste, at some future date; the strength, and location, of competition for the downtown district; the characteristics of the future population being considered; changing tastes; and present and future policy decisions. These factors, among others, make
it extremely difficult to anticipate the future demand for the various activities, the required floor area, and the land area required to accommodate the various activities. They only serve to emphasize the need for an extremely competent market analyst and real estate analyst to conduct this aspect of the research project. Due to financial reasons, haste or some other factor, it may be necessary for the planner to attempt to estimate the future desirable area required for the downtown district. Such an estimate would have to be based upon an analysis of the current situation; anticipated growth of the "influenced area", the influence that the "influenced area" will have on the district, the general trends that occur with the growth of a district; the most desirable type of district; as well as other policy decisions. In addition any estimate must be flexible to allow for unexpected changes or circumstances.

The vast majority of the studies considering this question of expansion appear to feel that the total floor area will expand almost in direct proportion to the population growth of the district's retail trade area. This would appear to be as accurate an estimate that can be made in the present situation, in spite of all its realized weaknesses.

Various estimates have been made of the growth of Delta Municipality. One such study, which was concerned with the increased population in relation to the amount of space that would be needed for a new municipal hall, estimated that
Delta would reach about 35,000 population by 1972, 44,000 by 1976, and 120,000 by the year 2000.\(^1\) Another study, dealing with metropolitan highway planning, estimated that Delta's population would be 23,000 by 1966, 44,000 in 1976, and 138,000 in the horizon year, which shows about the same trend in growth.\(^2\) This means that by 1972 the population of Delta will have increased about 188%, if these predictions are true.

**TABLE III**

**POPULATION GROWTH OF DOWNTOWN LADNER TRADE AREA\(^3\)**

<table>
<thead>
<tr>
<th>Year</th>
<th>Ladner Population</th>
<th>Delta Population</th>
<th>Downtown Ladner Floor Area (less Residential)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1960</td>
<td>3,000</td>
<td>12,500</td>
<td>246,000</td>
</tr>
<tr>
<td>1972 (est)</td>
<td></td>
<td>35,000</td>
<td></td>
</tr>
<tr>
<td>Horizon Yr.</td>
<td>9,000</td>
<td></td>
<td>600,000</td>
</tr>
<tr>
<td>% Increase</td>
<td>200%</td>
<td>188%</td>
<td>145%</td>
</tr>
</tbody>
</table>

Current, and anticipated conditions seem to support the proposition that Ladner's population will in all probability, increase more rapidly than Delta's as a whole. These conditions would include: the anticipated growth of Metropolitan Vancouver; the location and amount of vacant residential land within Metropolitan Vancouver; the amount of vacant land in Ladner; the amount of vacant land within two miles of downtown Ladner; the proximity of Ladner, as opposed to the rest of Delta, to the various employment centres in Metropolitan Vancouver; the amount of residential land in Ladner which has already been subdivided and partly serviced; the existence of numerous facilities in Ladner; the desirability of increasing
the population of Delta in the already existing residential areas and in the already subdivided locations in preference to encroaching on some of the best agricultural land in the Lower Mainland; due to the relative decline of the commercial district and its need for an increased walk-in trade, the advantage of a policy to increase the population within walk-in distance of the downtown district; as well as numerous other factors. Therefore it would appear that Ladner's population could reach 9,000 by 1972 or 1975, which would be a 200% increase. Perhaps Ladner would not reach this population until 1980, or possibly even later, but that it will reach this population in the relatively near future is virtually certain. Accordingly this 9,000 population will be considered the "horizon year" population of Ladner.

Currently there are 246,000 square feet of floor area devoted to the various activities located in downtown Ladner. This figure excludes residential floor space, which, due to the character and condition of the residential houses located downtown, probably will not remain, and, in fact, are not desirable in their current location. This tabulation is to be used to estimate the amount of commercial floor space which will be located in downtown Ladner in the horizon year. If the floor area were to increase at something less than in direct proportion to the population increase, say about 150%, the floor area in downtown Ladner would approximate 600,000 square feet in the horizon year. Although this floor area might appear on the large side, due to the current tendencies
in all activities toward a luxurious use of space — which can be seen everywhere from the modern office building, and commercial retail store to the service industry and service trades establishment — quite indifferent to the actual size of the activity. It is necessary to take into account this trend, for although most existing downtown districts comparable in size to the trade area here being considered — which varies for the activity being considered and reaches a peak for the municipal hall activities which cover the whole Delta population — these older downtowns are facing problems just because of this lack of space to more adequately serve the public, to accommodate new and modern activities, and to allow for the expansion of existing activities. Accordingly it is felt desirable to err on the high side, and accordingly allow for greater flexibility, rather than too rigidly confine the activities and create problems in the near future concerning expansion. Accordingly 600,000 square feet will be considered the downtown floor area in the horizon year.

Basically the function of downtown Ladner will remain the same in the future as in the present, but there will undoubtedly be some variation in the relative importance of the various roles that it will play.

Table IV shows the various activities located in downtown Ladner, the floor area for each type of activity and the percent of the total floor area that each activity occupies. In addition the third column indicates the distribution of floor area in a city of forty-eight thousand and the fourth
column indicates the floor area distribution for an average of nine cities varying in size. These comparisons are provided only to indicate some of the relative trends that are most likely to occur in downtown Ladner. It would be virtually impossible to predict the exact future floor area distribution, but these trends do indicate what generally could happen as a town matures, which of course does vary with the particular character of the town under consideration. But bearing in mind the inherent weaknesses in this approach, certain general conclusions can be reached.

**TABLE IV**

VARIous ACTIVITIES' FLOOR AREA AS A PERCENT OF TOTAL FLOOR AREA : DOWNTOWN LADNER

<table>
<thead>
<tr>
<th></th>
<th>Floor Area</th>
<th>Percent of Total Floor Area</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>(1)</td>
<td>(2)</td>
</tr>
<tr>
<td>Ladner</td>
<td>1960</td>
<td>Muskegon Population 48,000</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Average of 9 Cities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Ladner Estimate Horizon Yr.</td>
</tr>
<tr>
<td>RETAIL</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Food</td>
<td>28,000</td>
<td>8</td>
</tr>
<tr>
<td>Cafes</td>
<td>6,500</td>
<td>2</td>
</tr>
<tr>
<td>Clothing</td>
<td>4,000</td>
<td>1</td>
</tr>
<tr>
<td>Household</td>
<td>9,600</td>
<td>3</td>
</tr>
<tr>
<td>Variety</td>
<td>39,800</td>
<td>12</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>20</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>10</td>
</tr>
<tr>
<td></td>
<td></td>
<td>12</td>
</tr>
</tbody>
</table>
### TABLE IV — Continued

<table>
<thead>
<tr>
<th>Floor Area</th>
<th>Percent of Total Floor Area</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ladner 1960</td>
</tr>
<tr>
<td>Ladder</td>
<td>1960</td>
</tr>
<tr>
<td><strong>Miscellaneous</strong></td>
<td>9,700</td>
</tr>
<tr>
<td><strong>Recreation</strong></td>
<td>3,000</td>
</tr>
<tr>
<td><strong>Beer Parlour</strong></td>
<td>6,000</td>
</tr>
<tr>
<td><strong>Theatre</strong></td>
<td>3,400</td>
</tr>
<tr>
<td><strong>Service Station</strong></td>
<td>9,400</td>
</tr>
<tr>
<td><strong>TOTAL RETAIL</strong></td>
<td></td>
</tr>
<tr>
<td><strong>SERVICE, FINANCIAL, AND OFFICE USES</strong></td>
<td></td>
</tr>
<tr>
<td>Financial and office</td>
<td>12,700</td>
</tr>
<tr>
<td>Service Trades</td>
<td>14,800</td>
</tr>
<tr>
<td>Medical</td>
<td>5,200</td>
</tr>
<tr>
<td>Transportation</td>
<td>21,000</td>
</tr>
<tr>
<td>- water</td>
<td>3</td>
</tr>
<tr>
<td>- land</td>
<td>2</td>
</tr>
<tr>
<td>Warehouse and storage</td>
<td>23,000</td>
</tr>
<tr>
<td>Transient</td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>3,800</td>
</tr>
<tr>
<td><strong>TOTAL SERVICE ETC.</strong></td>
<td></td>
</tr>
<tr>
<td><strong>OTHER USES</strong></td>
<td></td>
</tr>
<tr>
<td>Residential</td>
<td>42,200</td>
</tr>
<tr>
<td>Public (P.O., Fire, Police)</td>
<td>29,000</td>
</tr>
<tr>
<td>Organizations</td>
<td>11,200</td>
</tr>
<tr>
<td>Municipal Hall</td>
<td>4,700</td>
</tr>
<tr>
<td>Industrial</td>
<td>34,600</td>
</tr>
<tr>
<td>Vacant Floor</td>
<td>13,300</td>
</tr>
<tr>
<td><strong>TOTAL OTHER USES</strong></td>
<td></td>
</tr>
<tr>
<td>Notes</td>
<td></td>
</tr>
<tr>
<td>---------------------------------------------------------------------</td>
<td>--</td>
</tr>
<tr>
<td>(1) The author conducted a survey of the downtown district during July, 1960. The floor area was based upon a land-use field survey, aerial photographs, and assessment records.</td>
<td></td>
</tr>
<tr>
<td>(2) &quot;Land Use of Moskegon compared with average of nine other cities&quot;, Central Business District Redevelopment Plan, Part of the Master Plan, City of Muskegon, Michigan, 1957, follows page 14.</td>
<td></td>
</tr>
<tr>
<td>(3) From &quot;Central Business District Studies&quot;, by Murphy, Vance and Epstein, Central Business District Redevelopment Plan, 1957, follows page 14.</td>
<td></td>
</tr>
<tr>
<td>Based upon Table IV the most obvious factor is that in all probability the &quot;service, financial, and office uses&quot; will increase in the district, and that the &quot;other uses&quot; will decrease considerably.</td>
<td></td>
</tr>
<tr>
<td>In a little more detail the most obvious discrepancy is that...</td>
<td></td>
</tr>
</tbody>
</table>
cies are: the shortage of financial and office space, which could as much as triple; the transient residential accommodation will in all probability greatly increase; the public organizations, and industrials will in all probability be considerably reduced; the retail food percentage will decrease; and the retail clothing and household goods shops will increase.

These factors, quite aside from the actual floor area devoted to each activity, will have considerable significance in any stabilization or revitalization programme. In the previous chapter, one of the problems was the scatter of offices. Now that it is probable that the relative importance of office space will greatly increase — possibly by three or four fold — an adequate size concentration of mutually compatible and mutually beneficial activities can be created.

In addition transient accommodation will become relatively more important with the growth of the community. Indications would lead to the conclusion that it will occupy at least three percent of the total floor area, which means about eight or nine hotels equal in size to the current one. Accordingly hotel location in relation to other activities, can be critical.

Another critical factor is that it would appear improbable that the transportation floor area will increase by any appreciable amount. But related to this is the factor that warehouse and storage floor area will probably greatly in-
crease in floor area, and accordingly be a very significant land user.

The increase in the relative importance of retail clothing and household activities floor area lends itself to the creation of specialty nuclei dealing with various consumer goods. Since there will now be enough household goods stores, they could be grouped, which would benefit the activities, the customer, and the downtown as a whole. Similarly the grouping of clothing stores, and the possible sub-grouping of male and female goods stores, and so on, lends itself to the creation of a more attractive, healthy, prosperous, stable, and manageable downtown district. These groupings necessarily must be based upon the recommendations of market and sales specialists, but the general principles of cumulative attraction, mutual compatibility, and mutual benefit should be adhered to as closely as possible, although they may have to be modified in cases due to other planning considerations.

The actual distribution and grouping of the various activities and facilities must be based upon the principles previously mentioned concerning the design of planned shopping centres, which in reality, form part of the research analysis of the various relevant factors. Attention must now be turned to the actual creation of a master plan for the stabilization and revitalization programme.

Planning

The third major element in the revitalization and
stabilization programme is the actual physical planning programme. As has been previously noted in detail in chapter IV, the actual "planning" of the district physically can be considered in three major sections: land allocation; architectural planning; and site planning. Each of these major sections of physical planning will now be considered, as they might apply to downtown Ladner.

Land Allocation

The most fundamental aspect to the whole programme is the question of how much land is required for the downtown district. In addition consideration must be given to how much land is required for each of the various "types" of land uses.

The first step to this problem is to consider the amount of floor space that is currently allocated to the various downtown activities; then to consider how much floor space will be allocated to the various downtown activities in the horizon year; and last to how much land space is required for each type of activity for the given amount of future floor space.

The current floor area is based on a survey of the existing downtown situation. The future floor area is based upon a prediction of the future floor area required to adequately accommodate the anticipated activities needed to serve the expected future population. The amount of land area required for the various activities for each square foot of floor area is based upon various planning principles, bearing in mind economics, aesthetics, sociological changes, possibility of
error, health, welfare, safety, and so on.

Table V, which shows the distribution of the total floor area among the various activities for 1960 and for the horizon year has been based upon an analysis of the downtown district, the trade area, and the situation of downtown Ladner within the metropolitan community.

Table VI translates the floor areas into the actual amount of land required for the various major types of compatible activities, and concludes with an overall estimate of 41 acres being required for the downtown district by the horizon year.

The actual floor area allocations that have been made are based primarily on the amount of floor space that will be needed to accommodate the horizon population of 9,000 for certain activities, as well as that needed to accommodate the municipal population of 34,000 which is expected within the next twelve to fifteen years. The amount of land area required to make these floor area activities attractive in both an aesthetic and a convenience sense, was based upon those land allocation concepts that have been responsible for so much of the success of the modern planned shopping centres. This added space was primarily in the form of parking, circulation, servicing and landscaping, but would include smaller items such as play areas, convenience facilities such as sitting areas, buffer zones within the site, and so on.

Based upon the table VI, by the horizon year the retail activities will require 677,650 square feet for retail space, storage, parking, circulation, servicing, promotion,
<table>
<thead>
<tr>
<th>Activity</th>
<th>1960</th>
<th>Horizon Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td></td>
<td></td>
</tr>
<tr>
<td>food</td>
<td>8%</td>
<td>4%</td>
</tr>
<tr>
<td>cafes</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>clothing</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>variety</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>miscellaneous</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>service trades</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>medical</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>32%</strong></td>
<td><strong>32%</strong></td>
</tr>
<tr>
<td>Entertainment</td>
<td></td>
<td></td>
</tr>
<tr>
<td>miscellaneous</td>
<td></td>
<td></td>
</tr>
<tr>
<td>recreation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>beer parlours</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>theatres</td>
<td>9</td>
<td>7</td>
</tr>
<tr>
<td>organizations</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>16</strong></td>
<td><strong>15</strong></td>
</tr>
<tr>
<td>Transient Residential</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Office and Finance</td>
<td>4</td>
<td>15</td>
</tr>
<tr>
<td>Municipal Government</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Special</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Post office, library, police, fire hall, telephone</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Service Industries</td>
<td></td>
<td></td>
</tr>
<tr>
<td>service stations</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>transportation</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>warehouse and storage</td>
<td>7</td>
<td>8</td>
</tr>
<tr>
<td>industrial</td>
<td>10</td>
<td>11</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>26</strong></td>
<td><strong>25</strong></td>
</tr>
<tr>
<td>Vacant</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td><strong>TOTAL FLOOR AREA</strong></td>
<td><strong>246,000</strong></td>
<td><strong>600,000 square feet.</strong></td>
</tr>
</tbody>
</table>
and landscaping. In the same manner service industrial activities will require 529,410 square feet of land area; office activities will require 275,300 square feet, entertainment will require 211,765 square feet; and transient residential will require 55,060 square feet. The relative importance of each major activity can be seen in chart I (see Figure XXVI), which is the same aerial scale as the Ladner Commercial District Study Maps.

**TABLE VI**

**DOWNTOWN LADNER: HORIZON YEAR LAND ALLOCATION AND REQUIREMENTS**

The total site area required for the horizon year is 1,783,000 sq. ft. or 41 acres.

**HEAVY DAYTIME VEHICULAR ATTRACTORS**

<table>
<thead>
<tr>
<th>Activity</th>
<th>sq. ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retail</td>
<td>677,650</td>
</tr>
<tr>
<td>retail floor area @ 32% total fl. area</td>
<td>192,000</td>
</tr>
<tr>
<td>retail parking @ 2:1 (parking:retail)</td>
<td>384,000</td>
</tr>
<tr>
<td>landscaping @ 15% of site area</td>
<td>101,650</td>
</tr>
<tr>
<td>Service industries total site area</td>
<td>529,410</td>
</tr>
<tr>
<td>service industries floor area @ 25%site</td>
<td>150,000</td>
</tr>
<tr>
<td>service industries parking @ 2:1</td>
<td>300,000</td>
</tr>
<tr>
<td>landscaping @ 15% of site area</td>
<td>79,410</td>
</tr>
</tbody>
</table>

**LONG TERM PARKING**

<table>
<thead>
<tr>
<th>Activity</th>
<th>sq. ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office, and finance total site area</td>
<td>275,300</td>
</tr>
<tr>
<td>office and finance floor area @ 15%site</td>
<td>90,000</td>
</tr>
<tr>
<td>office etc. parking at 1 auto/250 sq. ft. fl.</td>
<td>144,000</td>
</tr>
<tr>
<td>landscaping @ 15% of site area</td>
<td>41,300</td>
</tr>
<tr>
<td>Transient residential total site area</td>
<td>55,060</td>
</tr>
<tr>
<td>transient residential floor area @ 3%</td>
<td>18,000</td>
</tr>
<tr>
<td>transient residential parking @ 1.auto per 250 sq. ft. floor area</td>
<td>28,800</td>
</tr>
<tr>
<td>landscaping @ 15% of site area</td>
<td>8,260</td>
</tr>
</tbody>
</table>
SITE AREA: HORIZON YEAR

Total Area: 1,783,000 SQ.FT.
or 41 Acres

---

Retail Parking

Retail Floor Space and Landscaping

Service Industry, Landscaping, and Parking

Office Parking

Office Floor Space, and Landscaping

Entertainment, Floor Space, and Landscaping

Additional Entertainment Parking

Transient Accommodation

Transient Residential Parking

Special

FIGURE XXVI
TABLE VI -- continued

PREDOMINANTLY EVENING USES

<table>
<thead>
<tr>
<th>Description</th>
<th>sq. ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entertainment total site area</td>
<td>211,765</td>
</tr>
<tr>
<td>entertainment at 15% of floor area</td>
<td>90,000</td>
</tr>
<tr>
<td>entertainment parking (in addition to use of other commercial parking)</td>
<td>90,000</td>
</tr>
<tr>
<td>landscaping @ 15% of site area</td>
<td>31,765</td>
</tr>
</tbody>
</table>

SPECIAL DOWNTOWN USES

<table>
<thead>
<tr>
<th>Description</th>
<th>sq. ft.</th>
</tr>
</thead>
<tbody>
<tr>
<td>And to allow flexibility, total site area</td>
<td>34,315</td>
</tr>
<tr>
<td>special downtown uses @ 5% floor area</td>
<td>30,000</td>
</tr>
<tr>
<td>landscaping</td>
<td>4,315</td>
</tr>
</tbody>
</table>

TOTAL SITE AREA 1,783,000 square feet.

In addition a site of from five to ten acres, according to consultants who have made the study for Ladner, should be set aside for a municipal hall, police station, and other possible municipal government activities, such as a school board office, and so on. The most desirable location for such a grouping would be immediately adjacent to, but not within the downtown district. The most practical good location would appear to be immediately across the Chilukthan Slough from the downtown district. This site is virtually vacant; partly owned by the municipality; and, in addition, provides numerous opportunities for development in conjunction with the downtown district.

Another consideration that must be born in mind concerning the major land allocations is that they are made for the horizon year, which might occur anywhere from ten to twenty years hence. Accordingly staging will play a criti-
Architectural Planning

The architectural treatment is one of the most critical and also one of the most difficult, for the revitalization programme. The architectural aspect of the programme has already been dealt with at some length in chapter IV, and accordingly those various devices will not be repeated.

Primarily the revitalization plan should take the best from all "worlds", and transform downtown Ladner into this end product. This would mean realizing in downtown Ladner all the advantages or assets of the planned shopping centre, those of the central business district, as well as those obscure and dormant factors of the downtown district's character, which make it unique. It is especially this last aspect, when amplified and exalted through the use of the former two concepts, which should provide the main strength, attraction, and stability to downtown Ladner.

Many of these elements can best be "brought out" through the proper architectural treatment. Among the various factors that must be considered are: a strong unifying element; the variety of activities and the atmosphere of excitement; the pleasantness of the area; the convenience of the area; the character and uniqueness of the district; and so on.

Character of Ladner

The shopping centre design should create a functionally sound relationship between the activities, convenience
for all persons concerned, and a physically attractive, informal, and pleasant district. The downtown characteristics should provide variety, excitement, hustle and bustle, and all the other factors that make the downtown districts attractive. The uniqueness or character of downtown Ladner will be based primarily on its past but also on its present. Ladner is one of the oldest fishing settlements in the Lower Mainland, and this is still an important local activity. The fish boat, as well as the pleasure boat, mooring currently forms an intimate part of the downtown district. The downtown's relationship to the harbour ought to be utilized to a greater extent. Other cities have created a great tourist attraction and show piece out of a fishing harbour. To date no place in the Lower Mainland has so utilized its harbour, and, in fact, few settlements have so ideally located a harbour as Ladner has. This provides one ideal method to bring out some of the history, glamour, and grandeur of Ladner's past. Various methods could be used to achieve this. Some of the old sheds, which are already rotten and beginning to crumble, the old skeleton-like remains of former docks, and the decrepit old house boats and barges, should be removed. This whole area could easily be cleaned up.

The activities dealing with boating, boat repairs, sales, and so on could be grouped along some more confined portion of the waterfront. The marina could be enlarged to provide accommodation for all the fish boats, as well as the pleasure and other commercial craft, in a more concentrated,
convenient, and visible area. To make this water-oriented concentration visible to the curious and interested a cafe could be located along the waterfront with an adequate vantage point to overlook the whole harbour.

To many people the real character, life, excitement, and uniqueness, of fishing and boating with all they entail, are seen only in the movie-theatre. With a large enough concentration of these types of activities and vessels (which do presently exist in adequate number around the district), adequate and convenient facilities to accommodate tourists, boat owners, the curious, and merely the romanticists; the fisherman's wharf and the marina could become a landmark or characteristic of downtown Ladner. The existence of the fishing fleet, the private boats, the exciting and potential mooring facilities, the boat repairing activities, their proximity to downtown Ladner and to the large park, all provide a very real and desirable attribute to exploit.

Basically Ladner has always been a fishing village and a service centre for the surrounding agricultural area. The surrounding area is considered among the best agricultural acreage in the Pacific North West. Currently there is no location in Metropolitan Vancouver that has attempted to create an outdoor market place based upon the produce of the farm and the fish fleet. Since none exists, there will be no competition for such an activity, and, in fact, the mere existence of such a market, due to its uniqueness, will be an attraction to people be they local residents, metropolitan
residents, or tourists. The initial attraction will probably be curiosity, but the bargains, fresh food, the different shopping atmosphere, the various other attractions, such as easy access, parking, and so on, could make it become a very lasting activity, which could greatly aid the whole downtown district.

A properly planned and conducted open market, correctly related to parking and the other downtown activities, could provide an ideal method for improving the trade of the downtown activities, as well as provide a market for the local farmers and fishermen, and bring out the "real character" of the municipality. One of the most critical aspects of this operation would be the promotion, related with the other attractions and activities of Ladner.

One aspect that should be considered in connection with the open-air market is a central plaza. This could provide an ideal focal point, heart, or centre for the community, which is currently missing. It should be large enough to be used for a variety of activities, such as an open-air market, open-air dances, out-of-door displays, open-air concerts, contest judging (such as "beauty queens", or "May Day queens"), for public announcements, and so on, but it must not be so large or unconfined as to lose its identity, unity, or intimateness. The architectural treatment of this open space is one of the most critical aspects the programme will cover.

In fact the architectural treatment is really the
critical aspect required to "bring out" the required character for each of these major "special attractions". But in addition the architectural aspects will play a very important role in developing the other aspects that are also considered important, such as unity, variety, and so on.

**Site Planning**

The land allocation and the distribution must be guided by certain fundamental stabilization and revitalization site planning concepts and principles. They have been dealt with at some length in the chapter IV, dealing with the revitalization programme theory. They include such aspects as: a ring road; a buffer zone; convenient access; a collar of off-street parking; nucleations of vehicular-oriented activities isolated and insulated from nucleations of pedestrian-oriented activities; pedestrian malls, plazas, and arcades; and properly interlaced activities and facilities.

In addition, the land allocation and distribution must take into account current retailing factors — such as: the grouping of mutually compatible and mutually beneficial activities; the relationship of activity groupings to parking lots; relationship of minor activities to the major "magnetic" activities; and so on — as well as sociological changes that are occurring and will continue to occur.

The land allocation and distribution must also take into account, with specific relation to the staging of the revitalization programme: the age of structures; condition of structures; the value of structures; the use of structures;
existing facilities and utilities; vacant land; and the other facets that have already been considered.

The Master Plan

The organization work, the research, and the various aspects of planning are expected to reach fruition in the master plan for the district. The master plan will have to take into account all the factors that have already been considered, but now with particular emphasis on the particular physical site under consideration, the character of the area and the development that has taken place, as well as the staging of the plan's implementation. The major elements of the plan will be considered in the following paragraphs, but in order to fully appreciate each element, they must be considered in the light of all the previous chapters.

Access

Direct, convenient, adequate, and safe access is one vital aspect of this plan. In addition the access should be such as not to affect detrimentally the adjoining activities — residential, commercial, institutional, etc. Accordingly it is necessary to make the access roads of adequate width to carry the anticipated traffic, as well as to insulate and isolate them.

The access road directly to the east (the Ladner Trunk Road) is the only partially satisfactory road at the moment, but it could be considered adequate provided that the five-way intersection at the downtown entrance were improved. This is accomplished in the plan by removing
Arthur Drive (running to the south-east) and transforming Elliott Street into merely a service road.

Arthur Drive which provides access from the south mianders along the slough. If the residences, which are now generally located on very small shallow lots, were removed, a park-like atmosphere easily could be created along this tree-lined access route. This would aid the residences, traffic, and the settlement in general.

Access to the west would be provided by a direct road running along the water front. This would provide a major direct access road to downtown (in preference to the present condition of a large number of narrow streets which filter traffic through residential areas often along roads constructed with right angle turns).

Access to the north-east would be moved from running through the residential district to running along the dyke. This would straighten the access road, prevent the cutting up of the district, remove the detrimental effect of through-traffic, and facilitate the introduction of a wider access road.

Ring Road

A ring road provides definite limits to the downtown district, thereby facilitating the creation of a major focal point for the community. This road acts as an isolating and insulating element between the surrounding residential and the inner commercial activities. It also facilitates the movement of through-traffic past the downtown district, with-
out detrimentally affecting the downtown district, but at the same time provide a smoother and more convenient distribution of traffic among the various activities and circulation between the major nuclei within the downtown district.

Replotting, which can be relatively easily accomplished in this situation, is required at the south-west and south-east corners of downtown Ladner. Along the westerly side a road exchange is required. Land purchases and road exchanges will be required for the north-east access road and corner of the ring road. The north-easterly side of the ring road would be an entirely newly dedicated road, through presently vacant, but residentially zoned, land.

The south side of the ring road could be constructed of adequate width by widening to the north of the existing street, since the land, which will also be needed for additional off-street parking, is occupied by old residential houses which are in relatively poor condition. Their declining condition is partly a result of the lack of insulation from the detrimental effects of the adjoining rear-view of the commercial district.

Municipal Concentration

Estimates concerning the amount of land required for the Delta Municipal Hall make it necessary, desirable, and feasible to locate it outside, but immediately adjacent to, the downtown district. The north-easterly bank of Chilukthan Slough provides an ideal location. Currently Chilukthan Slough is an "eyesore", and, accordingly, detrimental to the
community of Ladner. But it does provide a definite asset to the district, provided that it is properly used. Some residences have already shown how easily it can be improved. This inland strip of water, separating the commercial area from the future government concentration, and providing a park belt within the downtown district, is a very important element in the downtown development plan. This park belt provides a connection between the large new park (proposed by the municipal planning department in Ladner for the north side of Ladner Reach), and the downtown district, the government concentration, and the residential districts.

Service Industries

There will be three main concentrations of service industrial activities. Along the waterfront will be the service industries which cater to the water oriented trade -- boat sales, service, storage, and so on. These will be provided for the commercial as well as the pleasure craft. In addition facilities will be provided for the launching of water-craft, which vary in size from row boats to large fishing boats.

The two remaining major service industry concentrations will be of a different character. The concentration in the centre of the district will be devoted primarily to activities for storage or transportation, and not to activities which must depend on proximity to a large traffic flow. This interior service industry activity concentration -- which is devoted predominantly to this type of activity at present --
will be the furthest removed from the ring road and the direct flow of traffic, but it will be nearest to the largest number of retail activities, which might demand its services -- storage facilities or transportation service.

The other service industry nucleus will be devoted to activities which cater to vehicular traffic, such as automobile sales, automobile rentals, automotive accessories, repairs, servicing, lumber yards and so on. This nucleus will be adjacent to the ring road, on the access road to two large parking areas, and visible from the largest percentage of vehicles entering the district.

One small service industry type of activity is the bus station which would be located adjacent to the retail activities, adjacent to an existing and a future hotel, as well as adjacent to abundant parking. Currently this area is used as a garage, service station, and an outdoor bus station.

Entertainment

The entertainment facilities are grouped along the ring road, within the downtown district, near the various downtown activities and their parking, but physically separated from them. In addition due to the potential tourist trade, that could be attracted by the introduction of a marina, a "fisherman's wharf", and a large outdoor passive and active recreation park, this location could attract customers who could come exclusively to utilize these facilities and yet not detrimentally affect the other activities, or who could easily
walk from the retail or other activities in downtown Ladner. There is the added advantage that this location could easily use the public parking facilities during the hours that the other activities are generally dormant. Since some of the activities will cater to tourists, who would be interested in seeing the life and activity on the fisherman's wharf, a restaurant should be located out over the water but high enough to provide good vision. One ideal location could be above an existing large building situated there. In addition this structure could serve as one end to a suspension bridge from the park, thereby joining the park area directly to downtown Ladner and in particular, to the recreation nucleus. Among other things, a canopy and landscaped walkway should tie together the entertainment facilities. In addition arcades could be used successfully to connect these entertainment facilities with the off-street parking. Along these arcades could be located the various novelty shops, cigar stores, and small cafes, which are generally required with any successful entertainment concentration.

Retail

The retail activities form the core to the downtown district, for they are basically its main attraction. The highest concentration of retail activities will occur around a central plaza, which will be at the Delta-Westham Street intersection. This two-hundred by three-hundred foot triangular open space will be surrounded by retail stores at ground level, and by office and finance activities at the
second and third floor levels. A parklike walk-way will join this plaza to the government and private office concentrations along the slough, and will also provide pedestrian access from the residential district to the north-east as well as from the parking lots. Access to the plaza from the north-east will be through a pedestrian arcade, which will be lined with small shops. There will be a similar type of arcade to the south.

The western corner of the plaza is intended as an open-air market place, with vehicular access provided to its extreme outer edge. Surrounding the plaza, as well as along the other retail and entertainment streets, will be a covered walkway, or canopy. Within the plaza will be located one or two summer outdoor cafes, which will be really only external extensions of indoor cafes around the plaza.

Distributed around the plaza will be park benches, flower pots, trees, and some types of statuary. Directly in the centre of the plaza, commanding a dominant location by being set somewhat away from other object, should be a relatively large water fountain, which will, in some way, indicate the fishing and agricultural heritage of the district. This fountain is very important for it should be unique and attractive in such a way as to form a remembered and significant symbol of downtown Ladner, as well as, in a sense, be a symbol of the "raison d'être" for the downtown district.

At one corner of the plaza stands a quaint old white church, with a tall spire, set amongst large green bushy trees. This church spire forms a visual focal point at one
end of the parkway with the future municipal hall forming the other end, and the passage through the arcade causing either of these items to "burst" into view and yet definitely terminate the vista. There is the added use of this church spire as a dominant landmark. With its height, it is readily noticeable from any part of the downtown district. This makes finding the exact location of the plaza an easy task no matter what direction you approach from.

The required street closure and replotting to achieve this plaza is rather minor, thereby making it an entirely feasible operation.

The rest of Delta Street to the north east, in addition to Bridge Street, could eventually be transformed into pedestrian malls, but this would occur at some future date — depending on the success and acceptance of the southern plaza and pedestrian mall. The immediate concern with these street would be to improve their appearance and the walking conditions. Two arcades would provide this northern portion of Delta Street with access to the off-street parking directly behind it. In a sense each of these arcades would enter the street by a small enclosure or small plaza, around which would be grouped stores.

Off-Street Parking

Off-street parking is located directly in relation to the distribution of the various activities and to the ring road. Accordingly the parking, to a very great extent, is easily visible and accessible from the ring road and from the
activity it is serving. The land used for parking in this plan is currently occupied mainly by vacant land, or obso­lete residential structures or improperly located service industry activities. The maximum walking distance from the retail shops to the extreme outer edge of the parking lots is up to three hundred and fifty feet, but the preponderance of vehicular stalls are within two hundred feet of the shops.

Residential

Immediately adjacent to the downtown ring roads on all sides would be predominantly multiple-family dwellings. This would increase the population density within walk-in distance of the downtown district, thereby facilitating the servicing of this population, increase the economic operation of downtown, as well as use the ring road and major access roads to move the population to work, to entertainment, or to shop.

Transient Residential

There will be no one concentration of transient resi­dential accommodation but rather a general dispersal through­out the downtown district. Accommodation should be provided adjacent to the central plaza and malls, but not in such a fashion as to create any "dead" ground floor retail frontage. It would be preferable to have the hotel above the ground floor shops, perhaps even amongst the offices, in order to provide nearby customers for the shops, and nearby services for the transient residents. Transient accommodation would also be provided above the entertainment facilities, in such
a manner as to be utilized by those using the marina facilities, entertainment facilities, and recreation facilities. Another type of transient accommodation could be provided in the quiet setting above the offices and medical buildings facing the Chilukthan Slough Parkway and the municipal concentration. This, in a sense, is a central point between the entertainment, retail, and municipal concentration.

Expansion Space

Any unanticipated demand for expansion, as well as the expected continuous growth, should preferably go in a vertical direction rather than in a horizontal direction. In addition the ground floor space could be used more intensively, and could accordingly accommodate a larger amount of activities. Since much of the success of the plan depends on the concentration of activities, this vertical expansion is a definitely desirable occurrence.

No future expansion should be made at the expense of the off-street parking facilities. The amount of off-street parking is already at a minimum for the amount of activities located in the downtown district. At some future date, due to this minimum standard of parking space allocated, vertical parking accommodation or mass transit will be required. But even if these facilities are provided, since off-street parking is such a vital attraction, which will in all probability increase in strength in the future, it should not be taken over by retail activities — merely because it is cheaper to allow horizontal rather than vertical expansion — for this
will inevitably be a self-defeating purpose. If it is found necessary to expand into the parking area, adequate off-street parking within the commercial buildings, should be provided to compensate for the conscripted parking space, as well as to meet the requirements of the added retail floor area. Another possible exception in order to allow future expansion to take over the off-street parking space, is technological change. If the private automobile is replaced by some means of transportation which will not require the automobile and its parking space in the downtown area, then the plan's off-street parking space can be utilized for commercial expansion.

**Master Plan Implementation**

A crucial and integral part of the master plan implementation is the sequence that the desired end-product will be affected. The various aspects of the development -- private and public -- must be coordinated and interrelated in such a manner as to achieve the greatest benefit for each individual activity, each type of activity, the downtown district as a whole, and the whole community; with the ultimate stage of development culminating in the completely implemented master plan.

The master plan is intended as a general guide for the future development, of the downtown district and each stage of development, or each "comprehensive plan", should achieve certain definite ends, in itself, as well as the more important "long term" goals.
It should be stressed at this point, that, although the plan is a general guide for development, it must be dynamic, "on going", and evolving rather than static. Since conditions are changing (and, in fact, changing so rapidly and radically), no current plan can accurately anticipate the best solution for future problems or conditions. It is therefore desirable that the master plan be implemented in stages, and that at the end of each stage the whole plan be re-evaluated in the light of the current, and anticipated future, conditions and experience -- bearing in mind the desired goals of downtown stabilization, revitalization, and optimum satisfaction. Based upon past, current and anticipated future conditions, the proposed master plan for Downtown Ladner has been created to best achieve the desired ends, but it is realized that at some future date it may require some degree of alteration.

The mere production of a "plan" or guide for development by itself is virtually useless. It must be used constantly by those in all sectors of the economy -- which in our case would mean particularly the municipal organization and the "downtown improvement organization", as well as numerous activities which make up the downtown district. In addition, certain definite and positive steps must be taken by both of these organizations to assure that the desired end will be achieved. This could be called the catalytic approach to master plan implementation.

Within the community there are certain facilities,
utilities, and activities, which, if properly introduced, will initiate a succession of results. It is necessary to anticipate the end result that will occur with the introduction of each element into the district. In this way, with the introduction of the proper composition of elements, the desired goal — the implemented master plan — will be achieved. It is the responsibility of these two organizations working together, to introduce the necessary elements in order to achieve the desired end. In addition it is the responsibility of especially the municipal organization, but also the "downtown improvement organization", to utilize its police powers — zoning, building inspection, sanitation, engineering, and so on — to prevent any obstruction from arising, or deviation from occurring, which could detrimentally affect the implementation of the plan.

Among the most important elements that can be introduced to achieve the desired end, is a strong attraction, such as a department store, supermarket, marina, and so on. These strong "attractions" will attract customers and other smaller individually weaker shops to their proximity. Since they are relatively large and important, they also introduce a certain element of stability into the area.

Various methods have been used to attract these types of activities. Among the most important requirements needed to attract them are: adequate demand or customers, space, utilities, facilities, access, circulation, the proper relationship to the other activities, and so on. There are
numerous large organizations, which, if properly approached with statistical data concerning the district, its assets, and its potentialities, could probably be attracted to the district. It would be primarily the responsibility of the downtown improvement organization to prepare, document, and distribute such information. Such a strong organized approach, especially with the proper and attractive information, cannot help but be rewarding. But it is necessary to take positive steps to attract the desirable activities.

The introduction and maintenance of the proper facilities by the municipality is a necessary adjunct to the attraction of desirable activities. The provision of adequate vehicular access, circulation, accommodation, utilities, and other public facilities, properly controlled and planned for future development, and so on, all aid in the creation of a district which is stable and attractive to the desirable type of activities. The proper relation between the new and the existing activities is also an important aspect of the development.

This "indirect" land use control, possessed by all municipalities, has often been under-estimated. Characteristically, municipalities own a large percentage of the community's real estate, and are very heavy investors of capital in the land -- such as in streets, sewer and water lines, dykes, drainage systems, schools, municipal buildings, and so on. By regulating the supply, quality, and quantity of these public services, the municipality indirectly effects
and influences private development. The controlled use of municipal improvements within an overall planning framework has been termed a "Capital Improvements Programme". The real essence of such a programme is that it sets out the future policy of the community on long range development, and provides a policy framework within which municipal capital improvements are undertaken. Essentially this approach is the long range comprehensive programming of physical facilities, which are considered necessary or desirable, and a statement of future financial policy to realize and to guide the development of these facilities.

Although many of the facilities, such as roads, sewer and water lines, the major park areas, and attractive approaches to the district are the entire responsibility of the municipality; implementation of the Master Plan will also depend on the action of other included groups. For example individual store improvement is the responsibility of each proprietor; and the promotion of the entire district, and the attraction of desirable activities, are the responsibility of the "downtown improvement organization". In addition, there are many aspects which will require the cooperative efforts of both organizations as well as of the individual proprietors. Such cooperation is needed for the integrated and cooperative facade design; the introduction of common facilities, such as a canopy, the mall, and plaza landscaping, common parking facilities, park walkways, play areas, and pedestrian arcades.
Current Stage of the Plan

Within Downtown Ladner, there are numerous activities, or types of activities, which are properly located with relation to any long term approach to the revitalization and stabilization of the district. Figures XXIX and XXX show the location of those land uses and structures, which are acceptably located, as well as current property lines, in relation to the proposed master plan. Basically, they will form the skeleton around which the future development of the district will take place.

The existing activities which are not included as acceptable require either removal, replacement, transformation into a desirable conforming and compatible type of activity, and preferably in the order proposed by the following stages of development.

Stage I

The primary concern of the initial stage of development is to create one dominant central focus for the district, as well as numerous sub-foci. It is mainly around these focal points that the future development will be directed.

The most important aspect of the first stage is the creation of a central focus or heart of the community. This will take place in and around the central plaza. At least one additional strong customer-attractor, and the other attracted smaller and weaker retail activities, should be located around the plaza in order to increase its cumulative
LAND USE 1960
LADNER COMMERCIAL DISTRICT STUDY
ACCESS AND RING ROADS
RETAIL CONCENTRATION
SERVICE INDUSTRIES
ENTERTAINMENT
OFFICE, FINANCE, MEDICAL
OFF-STREET PARKING
PUBLIC PARK & PARKWAY
PEDESTRIAN MALL
POTENTIAL MALL
MULTI FAMILY RESIDENTIAL

FIGURE XXX
STAGE 1
LADNER COMMERCIAL
DISTRICT STUDY
ACCESS AND RING ROADS
RETAIL CONCENTRATION
SERVICE INDUSTRIES
ENTERTAINMENT
OFFICE, FINANCE, MEDICAL
OFF-STREET PARKING
PUBLIC PARK & PARKWAY
PEDESTRIAN MALL
MULTI FAMILY RESIDENTIAL

FIGURE XXXI
attraction. The ground floor around the plaza and pedestrian mall will be devoted exclusively to pedestrian-oriented retail activities, but office, finance, medical, transient-residential, and other desirable activities, will be allowed on the floors above ground level.

Two of the current small parking lots are transformed into part of the pedestrian plaza; southern Delta Street is cut off and retained exclusively for pedestrian use; and off-street parking is provided at either side of the plaza — on one side by transforming a large open lumber storage yard into parking space, and on the other side by transforming a strip of redundant street area into a walkway and a parking lot.

The concentration of entertainment facilities is initiated by the transference of the I.O.O.F. lodge from along Delta Street to a location facing the waterfront. The Canadian Legion, which requires space for expansion, will also be located in this same area. Similarly other fraternal and entertainment facilities should be located here to form a real entertainment and social nucleus.

The waterfront needs to be cleaned up. A decrepit old storage shed and an old skeleton of a wharf should be replaced by a modern marina with provisions for commercial and pleasure craft. In conjunction with the boat accommodation, facilities for the sales and maintenance of boats will be allowed in this water-oriented activity concentration.

In order to improve the access to the downtown dis-
trict, the south-eastern corner's five-way intersection requires improvement. To accomplish this: Elliott Street is closed to through traffic; a new street is provided on the north east side of Chilukthan Slough, which will allow through traffic to easily by-pass the downtown district.

Stage 2

In this stage, retailing once again is the most critical aspect considered. The pedestrian mall and plaza are extended in size; the retail concentration around this district is increased; and additional convenient parking accommodation is provided for this area.

The northern portion of Delta Street is now also landscaped and the bulk of the new retailing activities are located in this area. Abundant adjoining parking accommodation is also provided for this area.

A separate municipal concentration is created along the Slough facing onto a landscaped finger of water, and joined to the central plaza by a pedestrian landscaped walkway. In relatively close proximity to the municipal concentration, the landscaped walkway and park, and parking accommodation is an office-medical concentration.

At about this stage attention should be concerned with the development of multiple family dwellings to the south-east and south-west of Downtown Ladner adjoining the circulation system and activity concentrations.

One critical aspect in this stage of development is the improvement of vehicular access and circulation. In the
plan the bulk of the traffic is removed from narrow Westham Street and more easily accommodated along a widened street to the south. In addition, the south-east access provisions are improved by the introduction of a straightened, more direct route with fewer intersecting and dangerous streets.

**Stage 3**

The most significant aspect of this stage is the completion of the ring road and pedestrian mall, and the introduction of a new direct access route to the north-east. In conjunction with these steps, additional off-street parking accommodation has been provided, the entertainment concentration has been expanded, and multiple-family residential accommodation has been extended to the west. In addition the municipal and office concentration has expanded, and the retail concentration surrounding the central plaza has been completed.

**Stage 4**

Due to the increased concentration of people and other activities to the west, a direct access road is provided along the waterfront. With the completed filling-in of multiple-family residential accommodation uses to the west, an extension of this type of activity should be allowed to the east, but with the greatest density nearest to the ring-road.

Parks, park walk- and park drive-ways play a rather significant role in this stage of development. Most of the area within the downtown district will have been improved and now most development will occur in a vertical and
concentrated fashion rather than horizontally. With this increased density, greater attention must be focused on the open and green spaces. The main approaches — to the west, north and south — should be improved by a greater use of landscaping, and in addition direct access should be provided to the park across Ladner Beach.

With the completion of this stage of development the fully implemented master plan should have been achieved, and the downtown district will have been stabilized and revitalized.
References

1 An unpublished report to Delta Municipality by a firm of architects concerned with the requirements for a new municipal hall.


3 Unpublished report to Delta Municipality by a firm of architects concerning requirements for a new municipal hall.
CHAPTER VIII

CONCLUSIONS

With the rapid growth of our metropolitan areas, numerous formerly rural towns and villages have become encompassed by a spreading metropolitan urbanism. Some older rural-established commercial districts have inadequately adjusted to the new and different demands being made upon them, with the consequent result that many of these districts have already become blighted areas, and many others are rapidly decaying or declining, and will imminently become "commercial slums".

Although each of these older-established commercial districts makes up only a small percentage of the whole metropolitan commercial area, as a group they amount to a large proportion of the total commercial area. Not only is the private and public investment associated with them large, but the functions performed are considerable. Generally, the further that the commercial district is located from the main metropolitan central business district, the greater the number of functions it performs, and the more dependent are the people on the services provided by the district. In the main the older rural-established commercial districts, since they are located in formerly rural, agriculturally-utilized areas,
are further from the main metropolitan central business district: accordingly, these rural-established districts fulfill a relatively more important function in the lives of the people whom they serve, than commercial districts nearer the main metropolitan central business district.

It is really only since the end of World War II that any attention has been directed toward the older urban-established outlying commercial district -- and even this attention has been rather meagre when it is considered in relation to the work on planned shopping centres, urban redevelopment, freeways, subdivisions, and so on. The relative importance -- tax revenue, personal income, return on investment, customer service and convenience -- of these generally strategically located districts would seem to indicate the justification -- in economic or social terms -- for greater attention to these districts.

The older rural-established, recently metropolitan-encompassed commercial districts appear to have been entirely neglected. But, not only are the tax revenues, personal income, and investment returns as great as in the outlying commercial districts, the customer service and convenience are considerably greater -- with the customer being far more dependent for a greater variety of functions on these rural-established districts -- than on the outlying commercial districts.

With our continually expanding metropolitan areas, more and more of the older rural-established commercial
districts will become encompassed by the metropolitan urban, or suburban, growth. The continued existence of these older districts -- which are presently performing a very important function -- is doubtful, unless some definite, positive, and imaginative steps are taken to improve the current situation and trend.

It is, in many cases, desirable, necessary, and feasible to halt and, in fact, to reverse the trend of the declining condition that exists in many of the older rural-established recently metropolitan-encompassed commercial districts. This desired stabilization and revitalization can be achieved through the application of the principles and experience -- derived from modern planned shopping centres and from revitalized outlying or downtown urban commercial districts -- related directly to the particular assets and liabilities of the considered commercial district.

Such a dynamic and comprehensive stabilization and revitalization programme is not only necessary (in economic and social terms) but it can be feasible and practical under current conditions without involving any large out-of-the ordinary public capital expenditure, any waste of existing private or public capital expenditure, or any deprivation of personal freedom or curtailment of free enterprise. In other words, typically the same activities -- public and private -- will operate in the same fundamental fashion that currently exists; generally the same public and private investment will occur as at present; but, in order to achieve greater com-
merial district, public, individual customer or activity operator satisfaction from the ordinary development of the district, all development will be directed in a comprehensive and coordinated fashion towards a single goal. The single goal, of necessity, must be articulated by the populace as a whole, or by their representatives; and the goal can be achieved by means of a programme created and implemented through the combined, coordinated, and comprehensive effort of the private sector, the public sector, and a select body of professionals.

The approach used to achieve the desired end must be through a coordinated, comprehensive, and dynamic programme. Since it involves such a complex set of problems — involving numerous different types of activities, organizations, standards, minor goals, criteria, and so on — it requires a complex approach to the problem. In addition to the comprehensive "modern" approach used by planned shopping centres — concerning economic analysis; coordinated architectural design, retail development, and centre operation; modern land allocation and land use relationships — there is the need for progressive community organization; for the most advanced thinking concerning redevelopment, land ownership, government participation, finance, economic stability, the continually evolving community and the resultant changing demands, and the economic, social and physical interdependence of individual activities and facilities — all of which are required for a successful revitalization programme.
Possibly the one outstanding aspect of this revitalization programme, that is in need of greater attention, is the methods for programme implementation. In particular this would mean more attention concerning such aspects as the type of organization best suited for such a programme; the type of administration for the programme; new zoning regulations; greater attention on capital programming; methods to finance such a programme; and the type, or combination of types, of ownership required for such a programme. Implementation is one of the most critical aspects of the whole revitalization programme, and certainly is worthy of more attention. Without a realistic, and yet bold new, approach to implementation, no programme is really complete or adequate.
APPENDIX A

THE ADOPTION OF SHOPPING CENTRE CONCEPTS

BY ESTABLISHED COMMERCIAL DISTRICTS
THE ADOPTION OF SHOPPING CENTRE PRINCIPLES
BY ESTABLISHED COMMERCIAL DISTRICTS

In recent years the planned shopping centre, due to its phenomenal success and general acceptance by the public, has been transplanted from its suburban setting to urban surroundings near the heart of the city. In fact, in many cases, plans have been proposed to transform the heart of cities and towns into what would be, in reality, "planned shopping centres". Although there has been little done in North America toward the implementation of these plans some European cities appear to have grasped the ideas and adopted them to suit their particular situation. In North America we have limited our actual use of these principles to portions of blocks or to a few side streets, which are often based only on a "gimmick approach" with little consideration of the exact nature of the principles or the desirability of a longer term approach. Accordingly many of the "mall" or "promotional gimmick" approaches have not been very successful. It appears that the most successful schemes are the more permanent and comprehensive approaches to utilizing the shopping centre principles.

This appendix is a condensation or precis of reports and articles on some possible, proposed, or implemented projects, that appear to have been based on principles similar
to those that are basic to the success of the planned modern shopping centre.

The variations in location within the established commercial areas that the planned shopping centre principles have been used will be presented in the following groupings.

1. Planned Shopping Centres located Downtown.
2. Central Business Districts Transformed by the use of Planned Centre Principles.
3. Isolated Downtown Sections Transformed by the use of Planned Centre Principles.
4. Established Outlying Commercial Districts Transformed by the use of Planned Centre Principles.
5. Promotion "Gimmicks".

Planned Shopping Centres Located Downtown

The Midtown Plaza in Rochester, N.Y., is proposed as a downtown shopping centre in the central city. The sponsors claim the plaza

"is a project unique in scope and approach, having the compactness, completeness and vitality characteristic of downtown, and having the atmosphere, amenities and conveniences characteristic of the newest shopping centres"

This area will contain an inner loop for circulation and a series of municipal garages for parking. In addition there will be a two story shopping plaza for more than sixty stores grouped around a landscaped mall. The plaza will be air cooled in summer and heated in winter. The mall will feature statuary, restaurants, fountains, and public displays. This project is expected to be completed by 1962.
The Mallpark is the Dayton, Ohio, shopping centre approach for bringing into downtown a well-organized and attractive commercial unit. Essentially it calls for the redevelopment of numerous relatively small downtown parcels, each of which would include a mall, parking garage, new buildings, and the improvement of existing buildings. The area would become a place of shaded walks, fountains, and trees. Possibly what they consider most important is the close functioning relationship of parking to the various retailing and office activities.

Boston's "Off the Common" Shopping Centre was a small scale very successful mall experiment, which has been expanded and appears to be achieving some degree of permanence. Vehicular traffic was removed from two side streets; flower and hedge boxes were installed; bunting was strung across the streets; the store fronts were visually improved; benches and soothing music were provided; and a charge account for any store was good for all the stores in that area.

The mammoth Lloyd Center, in Portland, Oregon, which was opened in August 1960, has been so successful that it has created economic problems in the rest of the downtown commercial district. It provides 8,000 free parking places, an ice-skating rink, concerts by the Portland Symphony Orchestra, and numerous other attractions. Lloyd Center has taken over so much of the city's retail trade that merchants in other parts of town report their business off as much as 10 to 35%.
Central Business Districts Transformed

Victor Gruen's plan for downtown Fort Worth, Texas, would resemble, in many respects, some of the most modern shopping centres. Freeways would feed vehicular traffic into the downtown area, where all this traffic would be dispersed by means of a ring road with parking lots along it encircling the commercial district. Nothing would be more than six minutes walk from a person's parked car. The streets would become walks, open air courts, interspersed with flower gardens. Separate vehicular service tunnels would supply the commercial enterprises. The land would be restricted to its most productive use. Mr. Gruen emphasizes that in the core city concept the city centre should be small enough that a shopper can get about on foot, and attractive enough that people would want to go there. Some of the sidewalks will be covered with canopies as a means of weather protection. Sidewalk shops and cafes would use part of the mall, but generally, only as an outdoor extension to indoor facilities.

The Urban Land Institute felt that "the biggest practical difficulty is selling the worthwhileness of the plan to the voters, who must authorize the bond to finance the plan. This difficulty is greater because "the plan was not tied in with citizen participation." They felt this was especially true since the plan was not related to economics.

"Central Seattle Tomorrow" is an adaptation of some of the planned centre concepts. It emphasizes a more compact central area which would provide maximum efficiency for the
convenient exchange of information, merchandise, and services. The area will be accessible from all portions of the region by a radial system. Convenient circulation within the centre will be provided by a circumferential route. Automobile parking facilities will be located and designed for both all-day and short-term parkers. The downtown would be created as an area where the pedestrian has priority by reducing vehicular traffic, and developing landscaped walking malls. Small parks, landscaped areas, pedestrian malls, and public plazas would serve to open up new vistas, provide points of visual interest and areas for relaxation. It is felt that this would help to create a unique "personality" for downtown Seattle.

Central Minneapolis is also using the concepts used or propounded by shopping centre developers and experts. This plan proposes one densely clustered compact basic central area surrounded by servicing land uses. Within the central area the various mutually compatible and beneficial uses will be grouped into compact clearly separated areas, but the groups that function best in a relationship with other functions will be so grouped. The activity centres in central Minneapolis will be so located and connected as to promote convenient movement of pedestrians, and, where necessary, goods, between them with a minimum of reliance upon or conflict with vehicular movement. There shall be good access from outlying areas and complete separation of through and local traffic, as well as separation of major pedestrian and vehicular movements. Adequate convenient parking shall be
allocated according to the need of each section, which is
dependent upon the individual character of the area. The
central area should be distinctive. Those aspects which can
help to clearly distinguish central Minneapolis from non-
central areas and from other cities should be developed —
such as history, physical features, culture, values, and econ­
omics. The basic design and layout of the central areas
should express the unity of the area as a whole and of its
major parts. There should be a sense of order which will
provide a framework for the great variety of functions and
activities which are needed in the area. Consistent with the
other stated objectives, the layout and details should be
such as to make it as interesting, surprising, alive and
varied as possible, for example, there should be a variety
in scale, in density, building heights, in sizes of open
space, in architectural style, building materials, and age
of structures, in types of activity, in merchandise and
services displayed. There should be quiet areas, noisy areas,
formal areas and informal areas, areas for play and areas
for contemplation.

Downtown Portland⁸ utilizes many of the shopping
centre concepts for its revitalization plan. Surrounding the
area will be a circulation ring road with freeways feeding
into it, and numerous parking areas accessible from this ring
road. There will be a close relationship between the promen­
ade, or the exclusive pedestrian mall, the parking facilities,
and the circulation plan. The promenade will be an area
"which invites window shopping and leisurely walking at all times of the day". It is to be an interesting and convenient shopping area which induces continuing improvement of merchandising display, good signs, and enticing entrances. A major share of the responsibility for the success of the pedestrian promenade will accordingly depend on the shopkeepers, who must enhance their shopping facilities. The proponents conceive the promenade as an "outdoor room" with the furniture composed of "benches, bus shelters, landscaping, and variations in pavement texture". The area would become "clean-cut, uncluttered, and simple in concept", and accordingly a "focusing attraction for pedestrian movement and shopping activity".

Downtown Toledo, Ohio, has also adopted some shopping centre principles. The proposed plan envisages the central business core surrounded by an adequate parking belt, easily accessible from circulatory streets, and within 400 feet of the core. In order to achieve "convenience, safety and appearance" the plan separates pedestrian and vehicular traffic by creating a pedestrian mall. The malls are to provide a link between the parking and shopping areas, and will be pleasing and attractive rights-of-way with trees and plants, art objects, public displays, play areas, colour, and music provided. The malls will be used only on the streets of greatest pedestrian movement. They are "not an attempt to rehabilitate a declining section of downtown", but rather a "means of enhancing the central, most intensely used parts".
Another improvement would be the construction of sidewalk canopies "similar in effect to the colonnaded shopping districts of Europe and the newer Shopping centres" in North America. Not only will they provide all-weather protection, but also tend to "add to the feeling of design unity between individual structures". Arcades will provide an ideal possibility for cooperative group action. They have a great pedestrian appeal that could be exploited especially for the many small shops, offices and restaurants that exist in commercial centres. They could be air conditioned and used as areas for display, or for pedestrian "short cuts" across the long building blocks. Any programme for improvement such as this requires a "high degree of cooperation between private owners" but it should be guided by the city planning agency so as to provide proper locations and design.

A study on Downtown Denver, Colorado, has noted that "the designers of new shopping centres in the suburbs have rediscovered from the old world market plaza that the pedestrian plaza is the heart of shopping area. Accordingly the Denver plan proposes to remove automobiles from some minor streets and create more space for the pedestrian. This would provide more additional effective display space for merchants where display cases could penetrate into the mall. There would be covered arcades to eliminate the sun, heat, and inclement weather, as well as provide attractive landscaping, fountains and benches. But these squares and plazas must actually attract crowds of people to make them interesting and lively. To do all this it must "take lessons
from the suburban shopping centres". Other basic principles adopted for downtown improvement were: a specialized district for each functional land use; a loop for convenient vehicular circulation; and private remodelling and development of new buildings. They noted that "the one sure way that the business assets can be preserved is by taking this first step towards a more attractive environment".

The Market Street Mall for Dayton, Ohio, is based on two major shopping centre concepts; a pedestrian mall and additional convenient parking space. The main street will be transformed into a pedestrian mall or a broad walkway interlaced with planting areas for grass, flower boxes, shrubs, and trees. It will also be used for outdoor displays and adjuncts to adjacent commercial uses during the spring and summer as automobile shows and sidewalk cafes. Small enclosures for the sale of newspapers or soft drinks would also be in character and lend to the casual and informal nature of the area. The purpose of the mall is to provide safe, convenient pedestrian access from the adjacent parking space to the adjacent stores and business. Along the mall will be canopies projecting from the stores to provide protection for parking patrons to any store facing the mall. One additional feature will be a dining balcony overlooking the mall. The city's cost would be the actual cost of building and landscaping the mall, plus maintenance, and the actual loss of revenues each year because of the removal of the parking meters along the street. Construction and maintenance cost
will be amortized by the increased value that will accrue to the area and the consequent increase in real property tax revenues. Private owners will bear the cost of improvements to their individual buildings, which in reality are only the additional expense of doing business in a competitive activity.

The Royal Oak Central Business District plan\textsuperscript{12} is guided by principles similar to those of the planned shopping centre. This is to be an "entirely realistic plan" which will be paid for by a special assessment levied solely against the benefitted business properties. Eleven out of twelve downtown streets will be eliminated by transforming them into pedestrian malls, which make feasible the complete separation of pedestrian and vehicular traffic. The mall plazas, and other sections of the redevelopment area will be conveniently and artistically developed with plantings, trees, benches, fountains, pools, shelters, and comfort stations to create a more pleasant atmosphere to stimulate greater shopping. Along the mall and shopping area canopies will be constructed in order to provide suitable all weather protection for pedestrians and customers. Adequate free parking spaces are to be provided in four major parking areas conveniently located throughout the C.B.D.

\textit{Grand Rapids, Michigan,}\textsuperscript{13} has also adopted design principals similar to those employed in modern shopping centres. This plan proposes good vehicular access from the surrounding area to the central core, where a free flowing
internal vehicular circulation system ringing the core is provided. There will be complete vehicular and pedestrian movement separation within the core, and adequate off street parking will be provided to permit this, and yet be within reasonable walking distances from the activities in the core. This core will be a compact centre encompassing a great variety of activities and shopping conveniences. This central area will provide for shopping and business within an attractive open landscaped area.

Simcoe, Ontario, is another town that has attempted to use the shopping centre principles in order to create a better downtown area. This plan calls for a concentrated core of retail activities and personal services centered on pedestrian malls; adequate off street parking located at strategic locations; improved vehicular circulation to, from and within, the C.B.D.; the clearance and landscaping of the nearby river banks to extend the central park system into the heart of the business district; and non retail uses such as trades and services, custom workshops, buildings, devoted wholly to offices, private clubs, government, wholesaling, or sales and service of automobiles and machines, would be grouped in a frame surrounding the core. Within this surrounding frame the accent would be on good vehicular, rather than good pedestrian, circulation. The report stated that "only in such a favourable business climate will new and modernized "floor space be erected in order to accommodate the increasing number and variety of activities" needed to
serve the increasing population. If this is not done "a new major business centre will be developed at a peripheral location" of the city where "these features can be provided". Accordingly the problem is to provide these features downtown.

Shoppers Paradise, Springfield, Oregon's 10 day experiment attempted to apply the principles of shopping centre design and operation to a small existing downtown. This experiment involved through-traffic by-passing the main street by means of a loop, as well as providing easier to use and reasonably convenient free parking facilities located on side streets converted into car lots for the shoppers in the commercial area. One of the basic concepts was the separation of vehicular and pedestrian movement by the creation of a pedestrian mall, which would provide facilities not normally found in downtown shopping areas, including benches, entertainment, music and landscaping. In addition to this another concept proposed by the planner was the "cooperative promotion by the merchants". Because only those shops along the mall benefitted financially from the mall experiment, the other merchants have been against the creation of a permanent mall. To date, three years after the experiment, there is still talk of a permanent by-pass and eventual development of a permanent mall, but leadership on the part of the merchant community has been entirely lacking.

In Lewisburg, Tennessee, a revitalization plan has been proposed which proposes to use shopping centre design principals, such as: separation of vehicular and pedestrian
traffic; provision of adequate parking within a maximum of 300 feet of the shops; creation of an interesting and exciting environment to encourage people to come to the central business district to shop; and the elimination of non-conforming or non beneficial uses from the area.

Davison, Michigan, a town of 5,000 population, threatened by a large shopping plaza, created an Improvement Corporation which was in reality an association of local merchants. They have attempted to transform the main street into an up-to-date convenient shopping centre. The improvements that formed the backbone of the programme were: the establishment of adequate convenient free off-street parking; the construction of a permanent sidewalk canopy on both sides of the main street for the length of the shopping district which provides all-weather protection; an intense promotion campaign. Each merchant was required to modernize his store front, and a canopy was designed and constructed to give an overall impression of unity to the commercial district. One aspect that was emphasized was lighting, both on the main street, which was retained for vehicular movement and parking, and beneath the canopy, which had built-in lights. The merchants have felt that the entire project directly enabled this previously declining business district now to increase its revenue by 30% in thirty months.

The Stevenage new town centre in England is designed on a pattern similar to the North American regional shopping centres. Surrounding the core is a ring road along which are
situated the various public and cultural buildings, offices, places of amusement and entertainment, and car parks. Service roads, for goods delivery have been provided at the rear of the shops. Much of the centre is first seen from the rear when entering the car parks. This has been made attractive by screening, planting, and careful detailing. Within the core are seven pedestrian ways -- the main ones are 49 feet wide and the others are 39 feet wide -- partially covered by a continuous canopy, which provides a strong unifying effect for the centre. Advertisement lettering forms part of the architecture and is related to the overall design of the centre. Bright lights, neon signs and advertising are used to brighten up the scene and add to the liveliness of the centre at night. Street and mall furniture (concrete flower tubs, benches, litter baskets, street lamps, sculpture, pools, murals, and a watch tower) has been designed to reflect the character of the centre.

An excellent existing example of a new downtown pedestrian environment similar to a planned shopping centre is in Lijnbaan in the rebuilt core of Rotterdam, Holland. Located in the immediate vicinity of the City Hall, and surrounded by high rise apartment buildings, sixty-two quality stores and a major department store are arranged on both sides of a broad landscaped mall. This successful example was built as a result of total demolition by bombing during the second world war.
Isolated Sections Downtown Transformed

The Downtown Promenade in Knoxville, Tennessee, was the result of the Downtown Knoxville Association. It is a five hundred foot long porchlike affair over the alley at the rear of a row of twelve leading stores on Knoxville's main street. Directly behind the promenade is a car parking lot, where less than a year ago were located unsightly substandard warehouses. The owners of property adjacent to the proposed promenade paid for its construction. Those merchants or property owners installed show windows and rear entrances at the back of their shops facing onto this porchlike promenade. Several park benches were placed along the fifteen foot wide promenade walkway for the convenience of those who wish to stop and relax; and several planters filled with flowers were built into the promenade at various intersections. The stores concerned do feel that business has benefitted, but the actual amount of benefit is difficult to gauge due to the short time the project has been in operation.

Just one block from the promenade, Knoxville's 50 year old 75 foot wide Market House, an eyesore, is being torn down to make way for a shoppers' mall and a smaller Market House. The mall with park benches, trees, flowers and a fountain will cover half the block. The 83 merchants fronting onto the square are in the process of deciding upon a uniform plan for the modernizing of the fronts of their establishments.

Sparks Street Mall in Ottawa, Ontario, involves the use of certain shopping centre principles. The Downtown
Merchants Association initiated a pilot project which removed vehicles from a street and turned it into a pedestrian mall with trees, flowers, fountains, and shaded benches, as well as sidewalk cafes and children's playgrounds. The area was enlivened by bright flags, paint and sculpture. Adequate and convenient free off-street parking was provided by the merchants. In addition an intense promotion scheme was carried out by all the means of mass media. This was an unqualified success with all retail businesses registering an increase in revenue and customers of far better than the rest of Ottawa, or Ontario, as a whole. They are now planning to create a permanent mall by removing all over-street wires, replacing the lights, improve sidewalks, and mall texture and colour, install heating under the sidewalks, as well as improve all the utilities in the area. All the stores in the area would be painted and generally improved; canopies would be constructed and trees and shrubs would be added as a permanent attraction.

Established Outlying Commercial Districts

Central Avenue Commercial District in Minneapolis is an outlying commercial area that has had a plan proposed for it relying to some extent on shopping centre principles. Primary importance has been given to provisions for good vehicular access to the area. In order to protect the nearby residential areas adequate buffer zones of space, landscaping, and suitable transitional buildings will be provided. It was felt desirable to increase the population density around
the commercial district. It would also be desirable to locate certain community institutions near the business district to give each community centre a greater symbolic and functional value. Because establishments within the district should be classified and arranged according to their economic and physical compatibility. (Stores which might interchange customers should be brought closer together, or at least not more than 600 feet apart). The compatible establishments would be arranged into compact groups. Customer parking from the shoppers goods stores should not exceed 600 feet. Parking would be located between the major access roads and the business establishments, and would preferably be easily visible from the approaching roads. The district would offer a complete and balanced variety of goods and services in order to create a "one stop" centre. Where the activities require large volumes of pedestrians, everything possible would be done to make pedestrian movement within the centre safe, pleasant and convenient. A mall scheme was not considered feasible, but a scheme was proposed which would extend parking to the rear of the stores and would leave the street as a carrier of heavy through traffic. For added attractiveness the sidewalks would be widened and improved.

The plan for Magnolia Village in Seattle, Washington proposes the removal of through traffic by means of a by pass route; the provision of offstreet parking with safe and convenient ingress and egress; safe pedestrian walkways; appropriate lighting and landscaping; and arrangements to assure
that future structures would not displace parking areas. There would be a grouping of retail activities, with those catering to vehicles located on the peripheries. Employees parking would be in the most distant and inconvenient parking areas. The stores would be redesigned so as to have attractive secondary frontages and entrances on the rear parking lots. The parking lots would be located between the business structures and the residential areas, but would be separated by a buffer zone of fencing and plantings. In order to form a permanent boundary between the business and residential areas some replatting would be required. The realization of the plan depends on the "enthusiastic support and effective cooperation of the owners and operators", and the proper coordination by the planning commission of the public and private groups.

In Cincinnati, Ohio, some shopping centre principles have been proposed to improve the existing business concentration. They would include the removal of all non-retail land uses; improving the attractiveness of the area by relieving it from traffic congestion through the provision of a ring-road to carry through-traffic around the commercial concentration, and, thereby, also increasing pedestrian safety; signs, and building facades would be redesigned to "replace ugliness with beauty"; sidewalks would be widened and other open spaces for the comfort and convenience of pedestrians would be provided; provisions would be made for easy access to the centre and adequate convenient off street parking within the centre; and, finally, buffer zones, including roads, would
be created to protect adjacent residential areas from any possible detrimental effects due to the presence of the commercial concentration.

The Charleston County Planning Board\(^\text{25}\) in its consideration for the improvement of "local shopping facilities" seems to accept most planned shopping principles as desirable for the established commercial areas. Through-traffic must be prevented from passing through the commercial area, preferably by means of collar or ring-roads. Ample, convenient, free off-street parking is needed and it is preferable that the shops provide for it as a single group. It is important that convenient, single and safe ingress to, and egress from, the parking area be designed. The commercial area should be planned and architecturally designed as a compact unit bearing in mind the present as well as future, demands of the area. "Planted areas, play lots, and pedestrian walkways" should be created among the shops for a more pleasant shopping atmosphere. A buffer zone would be required surrounding the commercial district in order to protect the adjacent residential area.

In Detroit, Michigan,\(^\text{26}\) the city provided adequate convenient cheap or free off street parking both in front and behind the stores in order to aid numerous declining commercial districts. Four specific studies reveal that although parking is one of the main necessary factors for a successful business district, alone, it is not adequate to revitalize a declining commercial area. These studies imply that there
are several other factors which must be considered in con-junction with off-street parking in order to stabilize, or maintain a prosperous and healthy retail area, let alone to revitalize a declining commercial area.

The Fraser Street Study,\textsuperscript{27} in Vancouver, B.C., was a scheme for the improvement of an older outlying commercial district. The merchants, upon request, received from the marketing division of the Commerce Department at the University of B.C. a study of the annual existing and potential volume of sales for the commercial district's trade area. This was derived from a measurement of present facilities, existing volume of trade, an estimate of the distance people travelled to use the existing facilities, and the number of families and their income within the trade "catchment area". Then an estimate was made of the potential sales volume, the anticipated growth of the catchment area, and the facilities required to meet the demands of the existing potential and future sales volume. Based upon these estimates, the merchants of the district petitioned the City of Vancouver to install communal off-street parking facilities by means of an extension of the local improvements by-law, under the \textit{Vancouver Charter}, R.S.B.C., Part XXIV, June 10, 1960. Since the required 60% of the local merchants petitioned for the improvement, the city expropriated the required land, surfaced it and fenced it, and then charged the merchants the cost for the creation of these communal off-street parking facilities by means of a long-term special local improvement assessment.
Numerous cities have allowed their use of some planned shopping centre concepts to degenerate into merely promotion devices, which at times have not proved very successful. Examples of some promotional schemes are: "Downtown Futurama" in Fort Worth, Texas; "A Review of 1975", in Milwaukee, Wisc.; "Bargain Carnival" in Rome, G.A.; "Little Fort Days" in Waukegan, Ill.; "The Miracle Mall" in Des Moines, Iowa; with various other similar schemes in Modesta, Calif; Rock Island, Oklahoma City, Okla; Beaumont, Texas; Flint, Mich.; Mount Vernon, N.Y., Windsor, Ontario; etc.
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27 Professor Wilson, "Fraser Street Study", Marketing Division, Department of Commerce, University of B.C. Interim Report 1954.
APPENDIX B

SOURCE OF DETAILED INFORMATION FOR FIGURES
Figure I, "B.C. Lower Mainland: Political Units and Main Physiographic Features", is based upon a map drawn by the Lower Mainland Regional Planning Board that has appeared in several of their reports. The Metropolitan Vancouver boundary is that defined by the Dominion Bureau of Statistics, Census of Canada, 1956.

Figure II, "Geographic Situation of Ladner", is based upon the 1960 British Columbia Road Map, by the Department of Recreation and Conservation, Victoria, B.C.

Figure III, "Urban Settlement 1956: Travel Time-Distance from Vancouver C.B.D.", is based upon two maps from Jobs, People and Transportation, a report to the Metropolitan Joint Committee, Vancouver, B.C., 1960, by Gerald Hodge and Ira M. Robinson. Urban settlement in 1956 was derived from "Urban Development 1956", Map 6 A, following page 28, and travel time was derived from "Time Distance 1956 and 1976", Map 9, following page 28.

Figure IV, "Metropolitan Vancouver Outlying Commercial Areas", is based upon a 1956 land use map, compiled by the Technical Committee for Metropolitan Highway Planning, but modified in order to bring it up to August 1960.

Figure V, "Early Development", is based primarily upon written information in Delta's Century of Progress, by Gordon D. Taylor, Kerfoot-Holmes Printing Ltd., Cloverdale, 1958; and "Land Utilization in the Lower Area of Delta Municipality",
Figure VI, "Location of Critical Factors", and Figure VII, "Major Vehicular Transportation Arteries as related to Ladner in 1960", are based upon a reconnaissance survey conducted by the author in May 1960.

Figure VII, "Major Vehicular Transportation Arteries as Related to Ladner in 1960", are based upon a reconnaissance survey conducted by the author in May 1960.

Figure VIII, "Location of the Ladner Commercial District Study", was delineated as a result of the findings from the reconnaissance survey conducted by the author in May 1960.

Figure IX, "Land Use 1960", was based upon a land use field survey conducted by the author in May 1960.

Figure X, "Downtown Ladner 1880 and 1960", was based upon the assessment office records of Delta Municipality and the 1960 land use map (Figure IX).

Figure XI, "Major Deadening Areas", was based upon the 1960 land use map (Figure IX) of the Ladner commercial district and the reconnaissance survey conducted by the author in May 1960.

Figures XII and XIII, "Pedestrian Flow", were based upon a sampled and averaged pedestrian flow count conducted by the author during July and August 1960.

Figure XIV, "Vehicular Oriented Uses", is based upon the 1960 land use map (Figure IX), the May 1960 reconnaissance survey conducted by the author, and the 1960 Delta Municipality zoning map (Figure XXIII).

Figure XV, "Vehicular Flow", is based upon a sampled
and averaged vehicular flow count conducted by the author in June 1960. A count was made between 7 A.M. and 8 P.M. during one day at certain critical locations, and then spot counts, varying from one to two hours were made at random intervals for various weekdays in order to check the validity of the sample count as being representative of the weekly day-time traffic flow.

Figure XVI, "Built-up Areas 1960", was based upon the May 1960 reconnaissance survey conducted by the author, the 1960 land use map (Figure IX), the records in the buildings inspector's department of Delta Municipality, and an enlarged 1958 air photograph of the area. The population distribution in distance from the central business district is an estimate based upon the above information, as well as the spring 1960 children distribution map compiled by the Delta School Board.

In Figure XVII, "On and Off Street Parking", the parking capacity or number of spaces available was based upon a field count conducted by the author in June 1960. Where stalls were not marked an estimate was made. Random sample counts of the number of cars parked in the area were conducted between 9 A.M. and 7 P.M., Monday to Saturday, over a three week period in June and July 1960. The information was tabulated and charted. The greatest utilization at each of the twelve areas considered, for any one hour during the week was tabulated as the "weekly peak hour utilization" for that area. The greatest hourly utilization for each day of the week was averaged, and this was charted as the "average
weekly peak hour use" of that area.

Figure XVIII, "Parking Utilization in Downtown Ladner", is based upon a parking capacity and utilization survey conducted in June and July 1960 (see Figure XVII). The number of vehicles parked in the whole of downtown Ladner at 9:30 A.M. for Monday to Saturday was totalled and averaged to derive the arithmetic mean utilization of parking space. This mean was then taken as a percent of the total available spaces in order to derive the weekly average intensity of parking utilization as compared to the capacity of parking for 9:30 A.M. This was done for Monday to Saturday in order to see the change in usage between 9:30 A.M. and 6:30 P.M. averaged for these days. The second part of Figure XVIII, was derived by plotting the maximum usage, as a percent of the available spaces for each day, Monday through Saturday. This would then indicate the trend for a week in peak hour utilization for the downtown district as a whole.

Figure XIX, "Street Area", is based upon a measurement of the 1960 base maps of one inch to one hundred feet. The base maps were compiled from assessment records, planning department records, engineering department records, and an air photograph at a scale of one inch to one hundred feet.

Figure XX "Age of Buildings", Figure XXI, "Value of Improvements", and Figure XXII, "Assessed Land Value", are based primarily on the information to August 1960 in the assessment records of Delta Municipality.

Figure XXIII, "Zoning 1960", is based upon the 1960
zoning by-law and map for Delta Municipality.

Figure XXIV, "Land Ownership", is based upon information to August 1960 in the assessment department of Delta Municipality.

Figure XXV, "Public Utilities", is based upon records to August 1960 in engineering department of Delta Municipality.

Figure XXVI, "Site Area: Horizon Year", is based upon information in Table VI of text, charted at a scale of one inch to three hundred feet, which is the same scale at which the "Ladner Commercial District Study" maps are drawn.

Figure XXVII, "Land use: Master Plan", is based upon the various revitalization concepts, and the horizon year land requirements (Figure XXVI).

Figure XXVIII, "Building Pattern", is based upon the land use map (Figure IX), the May 1960 reconnaissance survey, the 1958 air photograph at a scale of one inch to one hundred feet, the various other basic information (Figures VI to XXV), and the master plan (Figure XXVII).

Figure XXIX, "Land Subdivision Pattern", is based upon the land use map and the master plan (Figure XXVII).

Figures XXXI to XXIV, Stage 1 to Stage 4, are based upon the master plan (Figure XXVII).
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