



of British Columbia, businesses operating on and around Ship Point, marine users and special event and festival organizations.

The process will be carried out in three phases over an approximate nine-month period.

Phase 1: Assessment and Definition (March-April 2017)

Phase 2: Conceptual Design (April - June 2017)

Phase 3: Detailed Design and Final Master Plan (July – November 2017).

Council will be updated throughout the project through briefing notes at key stages, and at a Council meeting as part of Phase 2 to present the preliminary preferred concept. This will be followed by detailed design and development of the master plan, which will be presented to Council for consideration in the fall of 2017. This project will be carried out using the City's new Project Management Framework instituted in 2017.

## PURPOSE

The purpose of this report is to provide Council with an overview of the proposed approach for developing the Ship Point master plan process, and to identify the programmatic elements established by the *Harbour Vitality Principles* which form the foundation and starting point for the process.

## BACKGROUND

Located prominently within the Inner Harbour in the heart of Downtown, providing access to the busy Harbour Air Sea Plane Terminal and the Harbour Pathway, and as the City's signature venue for cultural events and festivals, Ship Point represents an important opportunity for enhancing the Inner Harbour and becoming one of the City's preeminent public spaces and destinations. Specifically, Ship Point represents an opportunity to catalyse Inner Harbour revitalization and create a more public and active harbour-front with seamless and attractive connections to important downtown destinations. With planned improvements to Reeson Park, Belleville Street, the Johnston Street Bridge public spaces and other improvements along the Harbour Pathway connecting Ogden Point to Rock Bay, Ship Point offers the opportunity to create a signature waterfront destination and a showcase for arts, culture, identity and celebration in an important and strategic gateway location.

In 2014, Council Adopted the *Harbour Vitality Principles* which were developed through a collaborative visioning process involving extensive community and stakeholder engagement. The *Harbour Vitality Principles* establish a clear vision and set of objectives for Ship Point as a high quality park, plaza and flex-use festival space. Developing a detailed site plan for Ship Point based on this vision and allocating capital funding for implementing the site plan as part of the 2018 capital budget are committed to as part of the *2015 - 2018 Strategic Plan*.

During 2012-2013 the City commissioned a series of geotechnical and environmental studies at Ship Point which provided important background information to better understand the subsurface composition and condition of the area. The seawall at Ship Point, together with the upland portions of the site, are showing signs of distress that will require structural remediation and repairs over the short term. In late 2016, staff completed an assessment of the infrastructure at Ship Point, due to ongoing structural failures of the sea wall that was being undermined by wave activity and degrading due to inadequate footings that were originally constructed upon unconsolidated and loose fill on the seabed.

Therefore, a strong rationale exists to combine and coordinate the implementation of public space design with needed remediation, seismic and structural works. The type and phasing of structural upgrades required will be informed by programming for special events and other possible uses, as well as planned public realm improvements, including the Harbour Pathway and associated 'Special Places', and a small plaza to be constructed by Harbour Air on the former location of their terminal building.

The *Harbour Vitality Principles*, together with the structural assessment completed in 2016, form a solid foundation for moving forward with more detailed design and the development of an implementation framework for Ship Point.

In February of 2017, the City engaged an integrated consulting team led by PWL Partnership to develop a master plan for Ship Point through collaboration with City Staff and key stakeholders. PWL Partnership is an award winning landscape architecture and urban design firm with a 40 year history of designing leading projects in Canada, the United States, and Victoria. PWL brings significant project experience in Victoria, working on projects such as Dockside Green, Capital Park, and most recently, leading the Visual Victoria Downtown Public Realm Strategy for the City. PWL also brings a wealth of urban waterfront planning experience, leading the designs for projects such as the Olympic Village Waterfront in Vancouver, Harbourside Village in North Vancouver, and Westminster Pier Park in New Westminster. HCMA Architecture + Design Victoria Office is also a key part of the consultant team, bringing architectural expertise and intimate local knowledge to the project. Rounding out the consultant team is expertise in transportation (Bunt & Associates) and site resilience and sustainability (Integral Group).

The RFP outlined the following objectives to be achieved as part of development of a detailed master plan for Ship Point:

- Improving the overall aesthetics and quality of the site to provide a more inviting public space through the provision of more green spaces, plazas and seating areas with both active and passive programming.
- Providing a site design and infrastructure to support the location of year-round special events and festivals. This could include a permanent, weather-protected event site for small to large scale events (public market, festivals, concerts, etc.), and treatment of the site's open spaces and topography as an amphitheatre.
- Strengthening pedestrian connectivity within and access to adjacent sites, specifically through seamless integration of the proposed Harbour Pathway and special places, and with the potential for a cantilevered board walk along Wharf Street incorporating viewing platforms.
- Maintaining supply while reducing the amount of space allocated to public parking, with potential for integrating parking facilities into other site elements.
- Creating flex-use open spaces with enhanced materials and lighting for special events, festivals, markets, etc. and parking.
- Incorporation of small structures for cultural or retail uses, and also storage for special events, in appropriate locations where viable.
- Ensuring opportunities for access to boating/marina activities, as well as moveable floats for stages and storage for special events.

## ISSUES & ANALYSIS

### Timeline and Process

The project is expected to be undertaken in three phases between March and November of 2017, with focused, efficient and creative public and stakeholder engagement that builds on the *Harbour Vitality Principles*.

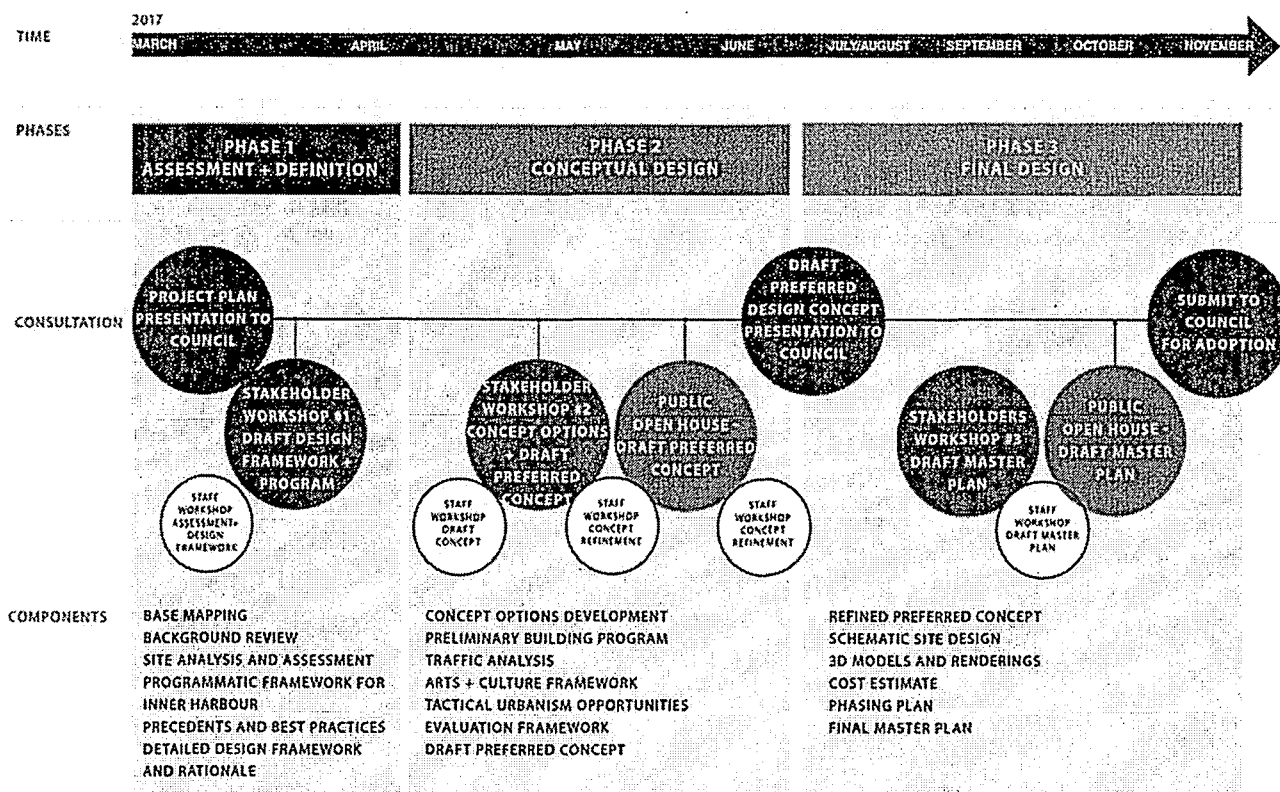
**Phase 1: Assessment and Definition** (March–April 2017) involves confirmation and refinement of the vision and goals as set out in the *Harbour Vitality Principles*, and the creation of a programmatic framework for the broader waterfront.

**Phase 2: Conceptual Design** (April–June 2017) will include the development of concept options and evaluation criteria based on design objectives and the framework established in Phase 1 and will conclude with the development of a preferred concept.

**Phase 3: Final Design and Deliverables** (July–November 2017) will include preferred concept refinement which will form the foundation for the development and delivery of a detailed master plan including detailed phasing and Class “C” costing, and integration with required structural restoration of the site.

The process diagram below illustrates the integration of technical components with opportunities for public and stakeholder engagement, along with reports to Council:

**Ship Point Master Plan Process Diagram**



## Project Objectives & Site Program:

The basis for guiding the development of the Ship Point master plan is predicated on the following project objectives and site program elements which are generally described in the *Harbour Vitality Principles*. Together, these objectives and site program elements will be used to guide and evaluate design concepts:

- Create a world class, urban waterfront park and destination that is evocative of Victoria's history and that aligns with broader waterfront planning efforts and existing City policy.
- Consider site design as a means to enhance existing view corridors looking out to the harbour from Wharf Street as well as view corridors looking inwards from the harbour.
- Provide a site design and related infrastructure that is flexible to accommodate and support a range of special events and festivals at different scales year-round.
- Integrate and implement a high profile segment of the Harbour Pathway that includes a seamless transition and connection from Wharf Street including strong points of entry that strengthen the sense of place.
- Design portions of the site as comfortable plaza or green space that provides opportunities for passive or active recreational uses.
- Explore opportunities to integrate high-quality and architecturally distinct commercial development on a portion of the site that supports site activation, circulation and connectivity with the surrounding area and/or financial feasibility.
- Maintain vehicle loading, passenger drop-off, access and circulation to support the operational needs of the Sea Plane Terminal and the Ship Point wharf.
- Explore the reconfiguration of public parking to better support to the working harbour and use of the site for special events, festivals and as a welcoming open space.
- Ensure that site design supports active transportation through integrated design and provides seamless connectivity and transition to the adjacent lower causeway.

## Project Milestones:

Milestone	Target Date
Project Initiation	March 2017
Stakeholder Workshop #1 – to confirm draft design framework, program and rationale	March 2017
Phase 1 Report: Assessment, Design Framework/Rational	April 2017
Stakeholder Workshop #2 – Develop Concept Options and Preliminary Preferred Concept	April/May 2017
Public Open House to present Concept Options and receive feedback on Preferred Concept	April/May 2017
Present Preferred Concept to Council as basis for Master Plan	June 2017
Stakeholder Workshop #3 – Present and obtain feedback on Draft Master Plan	September 2017
Submit Final Master Plan and present for Council adoption	October/November 2017

Staff Workshops will be integrated throughout the process and delivery of key project milestones.

## Ongoing Related Initiatives

Ongoing initiatives relevant to Ship Point that will need to be considered as part of development of the master plan including but limited to:

- **Ongoing geotechnical and structural studies for Ship Point:** In late 2016, staff completed an assessment of the infrastructure at Ship Point, due to ongoing failures of the structural perimeter wall that was being undermined by wave activity and degradation due to inadequate footings from the poorly-laid fill on the seabed during historic industrial activities. The remediation works required at that location are directly related to the level of future development and its required protection from a seismic event.
- **City of Victoria Bicycle Network:** A Plan to develop an All Ages and Abilities (AAA) cycling network, including a connection from Pandora Street across the Johnston Street Bridge and likely a segment along Wharf Street, providing enhanced bicycle infrastructure along the Inner Harbour.
- **City of Victoria Harbour Pathway Plan:** Focused on phased implementation of a continuous pedestrian connection from Rock Bay to Ogden Point as envisioned in the 2008 Harbour Pathway Plan and including several bridge connections and 11 'special places'. Improvements planned for 2015-2018 include two pedestrian bridges (Raymur Point, and Heron Cove), two 'special places' (at Heron Cove and Ship Point), improvements to pathway connections around the Johnson Street Bridge, along with improvements to Reeson Park.
- **Belleville Terminal and Streetscape Improvements:** Improvements to terminal infrastructure (dock structures, pilings, retaining wall) are being implemented as part of phase 1 of Belleville terminal redevelopment. Phase 2 involves a new retaining wall, streetscape improvements along Belleville Street adjacent to the terminal. This includes incorporation of the David Foster Harbour Pathway, on-street cycling infrastructure, along with enhancements to terminal entries and gateways. Phase 3 involves redevelopment and consolidation of the terminal buildings and the larger site in support of future uses and activities envisioned for the terminal.
- **New Johnson Street Bridge Public Spaces (upon budget approval):** New public spaces will be created as a result of the bridge project and will feature public plazas and green spaces integrating with the Harbour Pathway, the Galloping Goose cycle path, and providing a great place to relax and take in great views of the downtown and the Inner Harbour.
- **Lower Causeway Improvements:** An initiative by the Greater Victoria Harbour Authority to undertake potential lighting, paving and infrastructure improvements for the Lower Causeway.
- **Downtown Public Realm Plan and City-wide Wayfinding Strategy:** A new catalogue of street furnishings and colours, priority public realm improvements including recommendations for the waterfront furnishings and design elements, and a city-wide wayfinding system that will include mapping and signage at key locations along the waterfront and downtown, including at Ship Point.
- **Create Victoria:** A process to develop an Arts and Culture Master Plan that will align ideas, people, and resources around a shared vision and a set of goals, strategies and tactics to realize Victoria's potential and guide investments in City arts and culture over the next five years.

## OPTIONS & IMPACTS

### Option 1

That Council direct staff to initiate the Ship Point master plan process as described in this report.  
**(Recommended)**

### Option 2

Council identify any further amendments or considerations to the Ship Point master plan process prior to staff initiating the process.

### ***2015 – 2018 Strategic Plan***

The Ship Point Master Plan is identified as a priority project in the *2015-2018 Strategic Plan*, with funding to be allocated for implementation as part of the 2018 capital budget process.

### ***Impacts to Financial Plan***

Consulting fees totaling \$150,000 are included in the 2017 budget for this project. Capital budget required to implement the Master Plan along with phasing will be identified and recommended as part of the Final Report for consideration through the 2018 capital budget process.

### ***Official Community Plan Consistency Statement***

The Ship Point Master Plan will help contribute to downtown vibrancy, walkability, arts and culture, and community well-being and aligns closely with the goals of the *Official Community Plan*.

## CONCLUSIONS

The Ship Point Master Plan process will detail the vision established by the *Harbour Vitality Principles* into a schematic design including detailed phasing and class 'c' costing by phase. In this way, development and adoption of the Ship Point Master Plan represents a key step towards implementing phased redevelopment of the site, and the realization of Ship Point as a signature urban waterfront destination that will be a cornerstone of the city's thriving arts and cultural scene and key gateway into the City. An integrated and collaborative design process with close collaboration with City staff and community stakeholders, and led by an award winning design firm with a wealth of high profile urban waterfront park experience and intimate local knowledge will help ensure an innovative, implementable and successful Master Plan. A draft preferred concept will be presented to Council in June. The final Master Plan will be presented to Council in the fall of 2017 for consideration and adoption.

Respectfully submitted,

  
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Senior Urban Designer

  
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**Report accepted and recommended by the City Manager:**

Date:  March 16, 2017