

Harbour Vitality Principles



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Harbour Vitality Principles

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1. Introduction

The Inner Harbour today is one of Victoria's key gateways for commerce and tourism. It is steeped in “maritime history” and continues to thrive today in its capacity as a working harbour. This, in balance with its natural beauty and iconic downtown backdrop, provides a spectacular setting for recreation, leisure, culture, tourism and special events.

Interest in the Inner Harbour remains strong as evidenced through the recent rehabilitation and re-use of several waterfront heritage buildings, renewed investment in the surrounding infrastructure, public realm enhancements and private investment. The continued revitalization of the Inner Harbour is imperative to strengthening the economic, social and environmental health and resiliency of Victoria as the provincial capital and the primary gateway to the region and the Island.

The *Harbour Vitality Principles* provide a strengthened policy framework to help guide the ongoing revitalization of Victoria's Inner Harbour with a specific focus on opportunities for three strategic sites: the Belleville Terminal site, the Ship Point site and the Lower Wharf Street site. These Principles and supporting conceptual illustrations have been developed to reflect and align with the key themes and directions that were derived through the Harbour Dialogue public engagement process (SEE APPENDIX FOR A SUMMARY OF THE HARBOUR DIALOGUE PROCESS) as well as with existing Council-approved policies, regulations and related technical studies.

These guiding Principles will:

1. advance and support opportunities for the further revitalization of the Inner Harbour with a specific focus on three strategic sites;
2. be used in conjunction with other related policies and regulations to consider and evaluate future development and public realm enhancements within the Inner Harbour; and
3. better position the City of Victoria and other Inner Harbour land owners for potential capital funding, grants and development opportunities that may arise.

Study Area and Strategic Sites



- ① Belleville Terminal Site
- ② Ship Point Site
- ③ Lower Wharf Street Site

--- General Inner Harbour Study Area

2. Background

2.1 Policy Direction

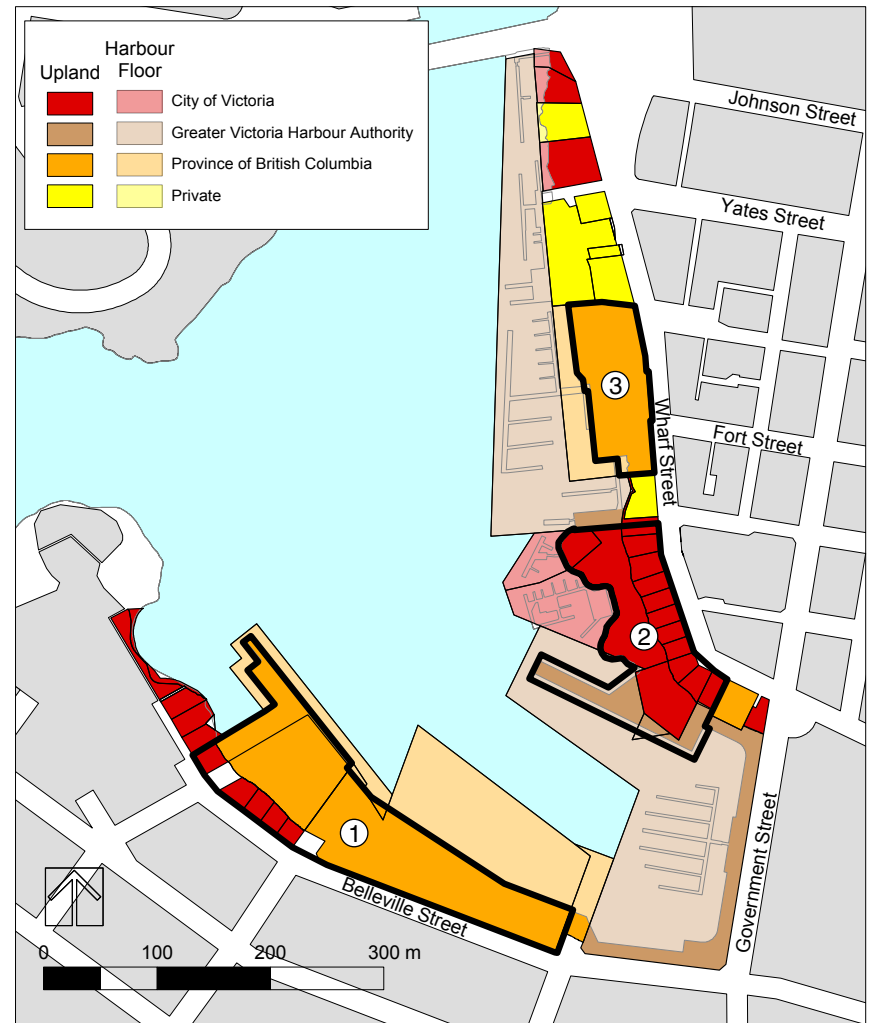
The need to provide more detailed guidance and to identify specific opportunities for advancing further revitalization of the Inner Harbour is a key implementation priority of several Council-approved policy plans including the *Victoria Strategic Plan* (2013), *Official Community Plan* (2012), *Downtown Core Area Plan* (2011), *Victoria Economic Development Strategy* (2011), *Victoria Harbour Pathway Plan* (2008), *Victoria Harbour Plan* (2001) and the *James Bay Neighbourhood Plan* (1993). These policy plans share common objectives for the Inner Harbour which generally aim to:

- support Waterfront and Harbour revitalization;
- enhance tourism;
- ensure sensitivity to the surrounding historic and waterfront context;
- maintain a working harbour;
- complete the Harbour Pathway (David Foster Way);
- maintain and enhance the Harbour's important role for transportation and as a gateway to the city, region and Vancouver Island; and
- provide well-designed and appropriate public realm improvements.

2.2 Strategic Sites

The Belleville Terminal, Ship Point and Lower Wharf Street sites are the primary focus of the *Harbour Vitality Principles* based on their strategic significance in terms of their potential to support and enhance transportation and tourism, foster Downtown vitality and economic development and contribute to Victoria's distinctive image and identity. These sites are also currently underutilized and have potential for expanded use and activity. The following section outlines the existing context and a summary of guiding considerations for each site. This information along with various technical studies (e.g. Geotechnical and Environmental) and other related information provided a foundation for the public and stakeholder consultation, technical workshop and the generation of the guiding Principles.

Property Ownership



- ① Belleville Terminal Site
- ② Ship Point Site
- ③ Lower Wharf Street Site

Belleville Terminal Site: Existing Context



Belleville Terminal Site: Guiding Considerations

Ownership

- Province of British Columbia
- City of Victoria (Belleville Street Green)

On-Site Uses and Activities

- Clipper Vacations – Passenger ferry to Seattle
- Black Ball Ferry Line – Passenger and vehicle ferry to Port Angeles
- US Customs and Border Protection
- Canada Border Services Agency
- Offices, art gallery, restaurant and coffee shop
- Belleville Street Green open space

On-Site Heritage Buildings

- CPR Steamship Terminal: 396 Belleville Street – 1924 (Heritage-Registered)
- Stores Building: 254 Belleville St. – 1912 (Heritage-Designated)

Adjacent Uses and Activities

- Hotels and restaurants
- Centennial Park, Quadra Park, and Confederation Plaza
- Provincial Parliament Buildings (Heritage-Registered)

Access

- Vehicle access from three separate points on Belleville Street
- Pedestrian paths connect to the site along the water at both ends (including an access ramp adjacent to the CPR Steamship Terminal)

Physical Site Conditions

- Mostly level, rising about 3 m north to south towards Belleville Street
- Underlying bedrock steeply slopes toward water
- Granular fill sits on native marine clay which is on irregular bedrock
- Bedrock depth varies (maximum depth of approximately 14 m)
- Highly variable composition and quality of fill materials has resulted in settlement of the parking areas and distress to the pavement in some areas

Ship Point Site: Existing Context



Harbour Air Terminal and CycleTrek's



Seawall



Flying Otter Grill, Great Pacific Adventures, Sealun Safaris, Victoria Kayak Tours & Rentals



Future David Foster Way Special Place (Note: Conceptual drawing is for illustrative purposes only)



Parking Lot and Retaining Wall



Special Event Site



Parking Lot



Night Market

Ship Point Site: Guiding Considerations

Ownership

- City of Victoria
- Greater Victoria Harbour Authority (wharf)

On-Site Uses and Activities

- Special Events and Festivals
- Parking
- Access to sea plane terminal, boat charters, boat rentals, kayak rentals and a floating restaurant
- Private vessel and commercial vessel moorage

Adjacent Uses and Activities

- Multi-residential
- Offices and restaurants
- Heritage buildings in Old Town Area (Registered and Designated)

Access

- Vehicle access in two locations at the north and south ends from Wharf Street
- Pedestrian paths connect to the site along the water at both ends

Physical Site Conditions

- Mostly level with some steep inclines and a 6 m retaining wall below Wharf Street on a portion of the site
- Subsurface materials contain loose fill which varies from approximately 1 m thickness on the eastern portion of the site to over 8 m thickness on the western portion
- Soil in the southwest portion of the site contains forms of oil and oil-based contamination commonly found in many sites within the Inner Harbour. The distribution of contamination, however, is not extensive and where it does exist, it is generally deeply buried at approximately 6 m below the surface
- Seawall around the southwestern portion of the northern parking lot is cracking and distorting
- Environmental and geotechnical analysis determined that the eastern portion of the site is generally better suited for redevelopment than the western portion of the site

Lower Wharf Street Site: Existing Context



Lower Wharf Street Site: Guiding Considerations

Ownership

- Province of British Columbia

On-Site Uses and Activities

- Parking
- Access to boat moorage on the adjacent docks

Historic Place

- Fort Victoria National Historic Site, includes the footprint of Fort Victoria, palisade, bastions, the three nodes formed by the three remaining mooring rings, and the viewsapes from the Fort site and mooring rings to Victoria Harbour.

Adjacent Uses and Activities

- Offices and restaurants
- Heritage buildings in Old Town Area (Registered and Designated)

Access

- Vehicle access at the south end from Wharf Street
- Pedestrian access from Wharf Street on two staircases
- Pedestrian paths connect to the site along the water at both ends

Physical Site Conditions

- Mostly level with steep inclines and a 6 m retaining wall below Wharf Street
- Subsurface materials contain variable loose fill over highly irregular bedrock
- Seawall around the southwestern portion of the northern parking lot is cracking and distorting

3. Guiding Principles

The Guiding Principles for Inner Harbour Revitalization are divided into:

- **Overarching Guiding Principles** that apply to the three sites and the areas connecting the three sites within the general Inner Harbour Study Area (p. 2). They provide overarching expectations and a framework that affects the Inner Harbour as a whole.
- **Site-Specific Guiding Principles** that apply to the Belleville Terminal site, Ship Point site, and Lower Wharf Street site.

They integrate a number of ideas, themes and opportunities for revitalizing the Inner Harbour which were derived through the public engagement process and which resonated with people during the consultation discussions.

The Guiding Principles are supplemented with conceptual drawings that were developed by the Harbour Dialogue Technical Workshop for each site. (SEE APPENDIX FOR A SUMMARY OF THIS PROCESS).

The conceptual drawings are intended to illustrate and help envision how the respective Guiding Principles can be incorporated into the potential development and enhancement of each site. These drawings are conceptual only and are not intended to reflect preferred design solutions.

4. Overarching Guiding Principles

4.1 Promote access and connectivity to and along the Inner Harbour

- The provision and enhancement of pedestrian access both to and along the waterfront should be promoted, including the creation of Special Places along the David Foster Way and other nodes, spaces and places that enhance walkability, legibility, views and provide direct engagement with the waterfront where appropriate.
- Wayfinding is important to identify and connect places on and near the Inner Harbour and should be improved with elements such as continuous signage, distinguishing features and pathway surface treatments.

- The Harbour Pathway should be developed as the primary access to and connector along the waterfront, linking the Belleville Terminal site to the Lower Wharf Street site and beyond.
- Physical links between the city and the Inner Harbour should be improved by completing the Harbour Pathway and connecting to existing streets. Pedestrian friendly access that connects the downtown and surrounding neighbourhoods to the waterfront should be a priority.
- The Upper and Lower Causeways form an important pedestrian connection between the Ship Point site and Belleville Terminal site and should be maintained and improved where appropriate.
- The role of Victoria as a gateway to Canada, particularly Vancouver Island, should be recognized and celebrated at key gateway points by promoting high quality urban design achieving a strong sense of entry and welcome.
- Multi-modal forms of connectivity between land and sea as well as the uses they support, should continue to be promoted, so that the character of the Inner Harbour is maintained as a vibrant and active area with multiple points of connection.

4.2 Promote ecological well-being within the Inner Harbour

- On-shore and off-shore waterfront areas and their interfaces should be managed so that environmental restoration is undertaken where possible.
- Future planning, design and development should respond to rising sea levels so that the waterfront becomes an example of advanced adaptation to climate change.
- Sustainable rainwater management practices such as rain gardens, green roofs, and permeable paving should be used, where appropriate, to reduce impacts from stormwater run-off.

4.3 Support a Working Harbour

- The role of the Inner Harbour helps to shape the character and fabric of the city. The concept of a working harbour (e.g. marine-dependent industries and sea transportation such as ferries and seaplanes) should be maintained, where economically, environmentally and socially feasible, by supporting existing uses and anticipating and providing for future complementary uses in City of Victoria bylaws, policies and plans.
- Where possible, activities that support the working harbour should be enhanced to better promote the functionality, overall appearance and economic vitality of the harbour.
- The vibrancy and energy of the working harbour, which is attractive to citizens and visitors who engage with the harbour, should be supported.
- The connectivity between land, water and commerce should continue to promote and support existing water-based activity and the public's engagement with the waterfront.

4.4 Promote complementary land use and high quality urban design

- Complementary land uses and coherent urban design should be encouraged throughout the Inner Harbour to promote a sense of cohesion within and between sites.
- Pedestrians should take precedence over vehicle traffic, except where transportation hubs require special access and parking, such as Belleville Terminal.
- High quality, enduring, carefully articulated, and authentic urban design that celebrates the Inner Harbour, its connections to the city and that respects waterside and landside uses and activities should guide all development decisions.
- Land uses should incorporate a holistic perspective that recognizes the important interface between landside activities and waterside activities.
- Land use and development along the Inner Harbour should be principally framed by a celebration of the Inner Harbour's characteristics, and ability to promote public access, views and engagement with the water.
- Parking areas should be designed and landscaped to enhance pedestrian safety and comfort, increase attractiveness, encourage on-site stormwater management, and promote the use of sustainable materials and technologies.

4.5 Embed cultural and social considerations in future decisions

- Appropriate development, public realm improvements and programming should be supported to recognize the importance of the waterfront as traditional territories of the Songhees and Esquimalt First Nations.
- The cultural and historic significance of the waterfront should be recognized through elements such as public art, place name designations and open space locations.
- The rehabilitation and adaptive re-use of historic places, including heritage buildings, should be encouraged and supported.
- Public waterfront access and engaging public spaces that celebrate Victoria's heritage and water-based history should be integrated into land use planning and development.
- The unique character of the Inner Harbour should be celebrated by continuing to promote a diversity of complementary activities that support festivals and events that draw people to the harbour.

4.6 Promote public activity, use and enjoyment of the Inner Harbour

- The remaining undeveloped portions of the Inner Harbour should promote activities and uses that support enjoyment of the Inner Harbour by the public, including services and amenities such as recreation activity support, and strategically placed eating venues.
- Encourage activities for people of all ages, incomes, abilities, backgrounds and lifestyles.

4.7 Enhance the visual experience from the water

- The visual experience from the water and the opposite shores should be considered and enhanced where possible through careful design, material selection, building siting, and programming.

4.8 Celebrate the role of Victoria as the provincial capital

- Victoria has a strong image largely defined by its role as the Capital of British Columbia and the Provincial Parliament Buildings located on the Inner Harbour. Future planning, design and development on the Inner Harbour should connect the Capital with residents and visitors and reflect and celebrate this unique role.

5. Belleville Terminal Site

Key Opportunities

The key opportunities for the Belleville Terminal Site that were derived from the public consultation included: supporting functional efficiency through site design, providing enhanced infrastructure to support the ferry operations, strengthening the pedestrian connectivity within the site as well as to adjacent sites, and acknowledging Belleville Terminal as a gateway through improvements to the overall aesthetics and quality of the site and the public realm along Belleville Street.

Guiding Principles

5.1 Strengthen key role as a transportation hub

- The primary activity of Belleville Terminal as a transportation hub should be maintained and its functional and aesthetic aspects should be improved where possible. Future transportation needs should also be considered and anticipated where possible.
- As a key gateway to the country, Vancouver Island, and the city, Belleville Terminal should display high quality gateway features, including the appropriate landside and waterside characteristics of an international transportation facility.

5.2 Integrate high quality design with form and function

- Potential redevelopment of the site should include considerations for user comfort, thematic considerations for design elements, public art and spaces, viewpoints and well-defined gateways.
- As existing facilities need replacement, future buildings should be designed in a way that considers amalgamation of uses, including international border services. Such redevelopment should carefully consider the relationship to adjacent land uses, including view corridors, Belleville Street, waterside views to the site and design elements.
- While the Belleville Terminal requires a secure setting, such security should be designed to be as visually attractive as possible.

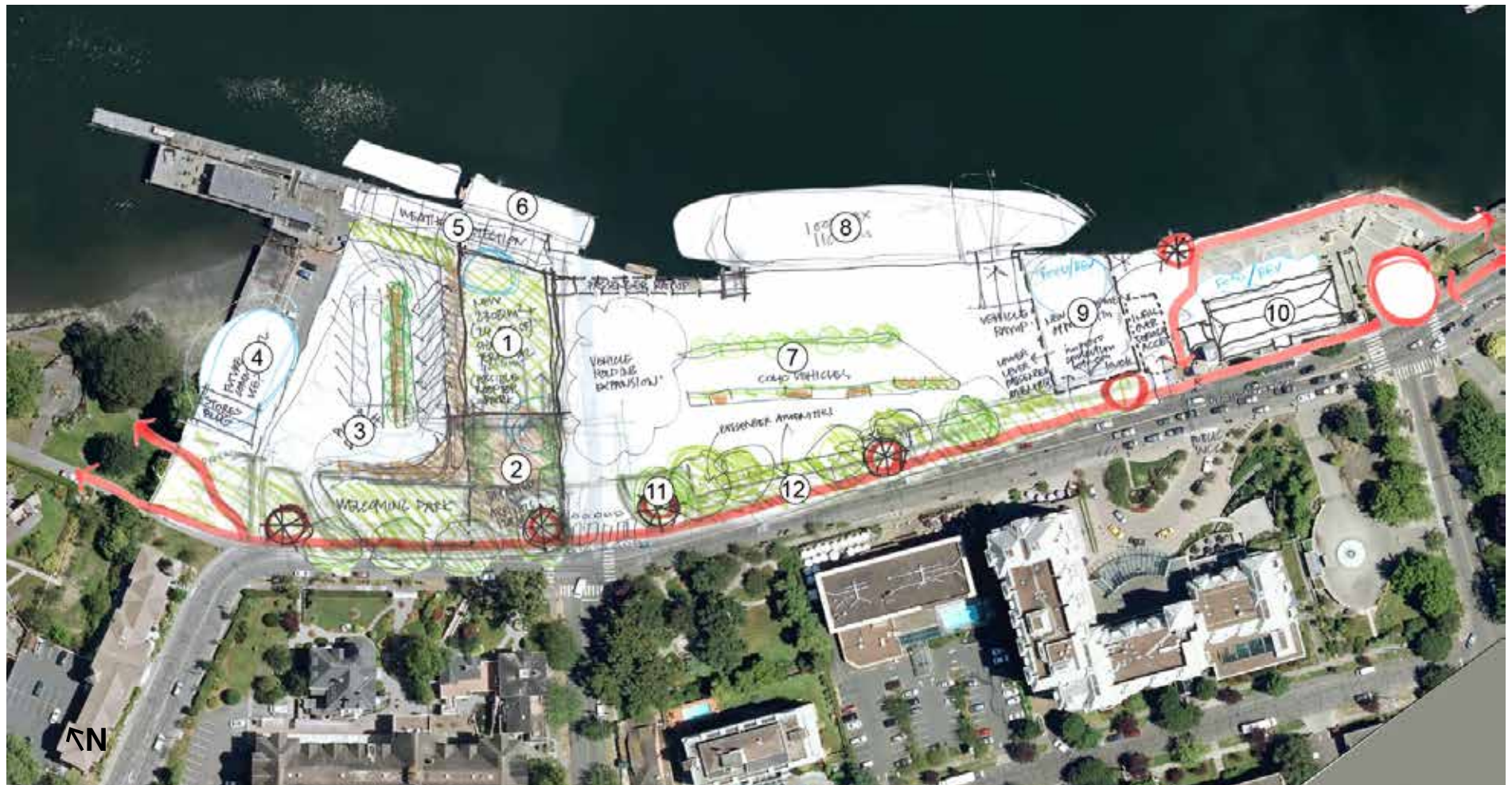
5.3 Provide enhanced public access

- Where possible, public access to the waterfront should be encouraged at the edges of the Belleville Terminal outside of the security zone.
- A continuous pedestrian connection between the Lower Causeway to the east and Centennial Park to west should follow the waterfront and/or Belleville Street, where appropriate, with an emphasis on pedestrian comfort, safety, and wayfinding.

5.4 Create a welcoming gateway environment

- Belleville Street should be recognized as a principal gateway into the downtown with gateway features located at entry points into and out of the Belleville Terminal. A widened, pedestrian-oriented sidewalk should be provided with hard and soft landscaping, viewpoints and rest points along the way.
- Belleville Street should be "street-calmed" through the use of materials and landscaping that slows traffic and enhances pedestrian movement. Intersections at Pendray St., Oswego St. and Menzies St. should be considered for enhanced pedestrian environments.
- The CPR Steamship Terminal Building should be supported as a key landmark feature and wayfinding element for the Belleville Terminal site.

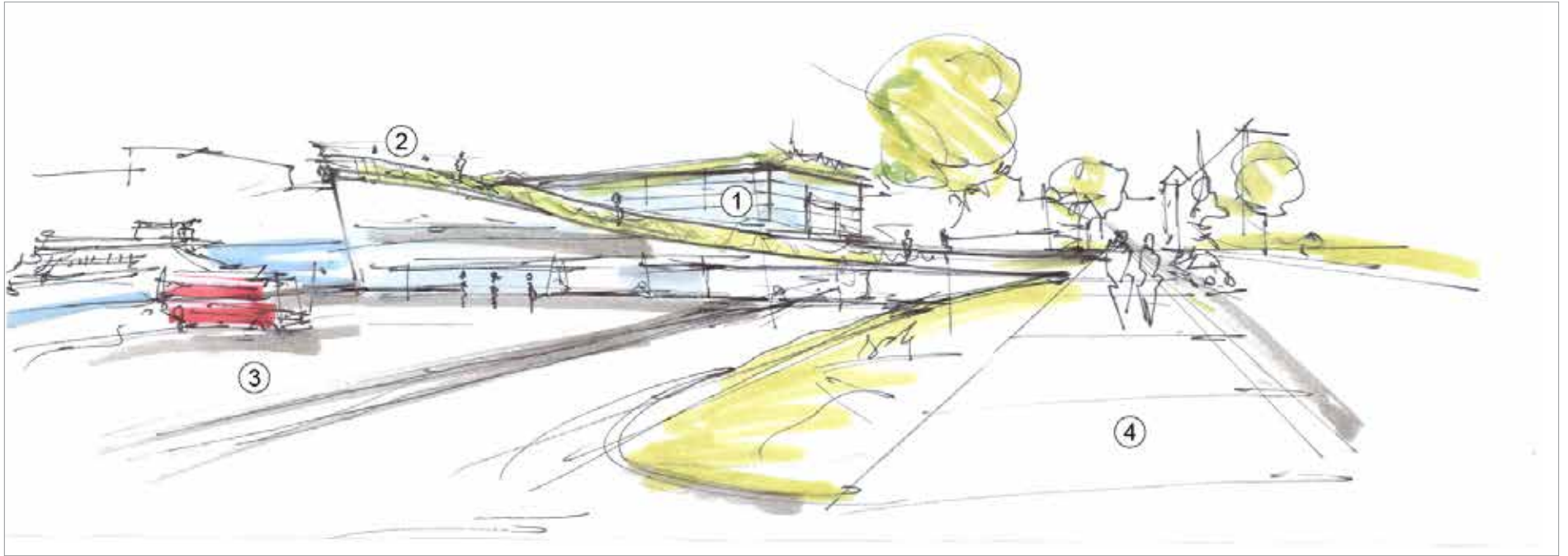
Team 1: Belleville Terminal Concept – Plan



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
|--|---|---|
| 1. Combined terminal building with rooftop park/plaza | 7. Improved landscaping and amenities in vehicle holding/staging area (e.g. Outdoor seating, dog run, play area) | 10. CPR Steamship Terminal |
| 2. Attractive plaza space connecting to Belleville Street | 8. Black Ball (MV Coho) Ferry Line | 11. High quality public plaza as key node for Harbour Pathway (David Foster Way Special Place) |
| 3. Redesigned parking and passenger pick up/drop off | 9. Redevelop/re-use Black Ball Ferry Line office for active commercial use and improved pedestrian connections to Harbour Pathway | 12. Enhanced streetscape with widened sidewalks, plazas and public outlooks with views to harbour |
| 4. Rehabilitated heritage building (Stores Building) for new active commercial use | | |
| 5. Weather protection for foot passengers | | |
| 6. Victoria Clipper Ferries | | |

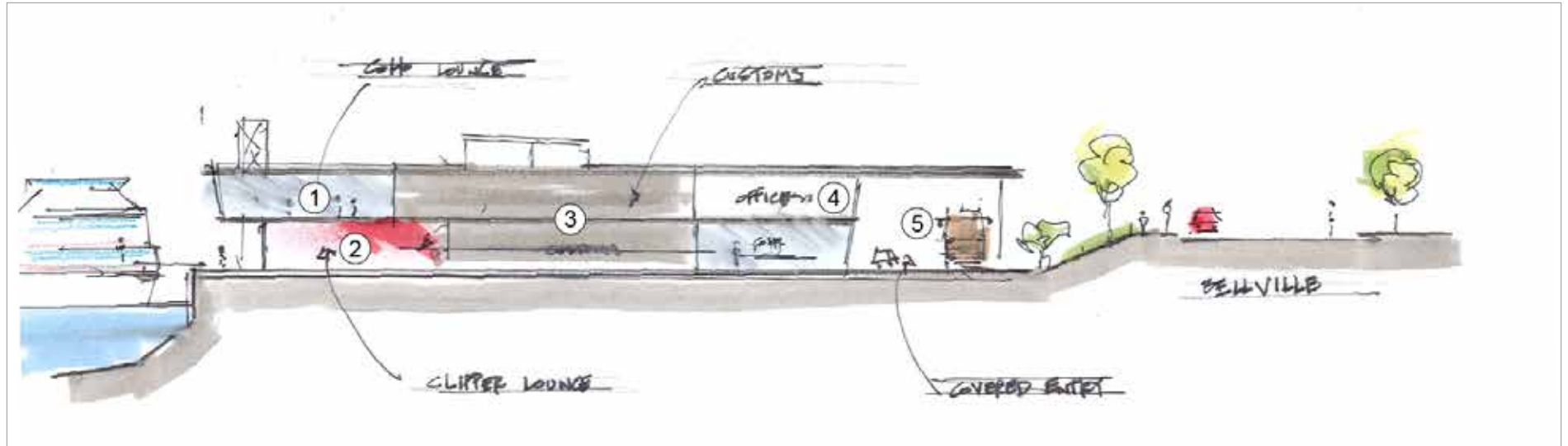
Team 1: Belleville Terminal Concept – Perspective View (looking east along Belleville St.)



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

1. Combined Terminal Building 2. Rooftop park/plaza 3. Parking and pick up/drop off 4. Enhanced pedestrian experience on Belleville St.

Team 1: Belleville Terminal Concept – Perspective View (looking east along Belleville St.)



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

1. Black Ball (MV Coho) Ferry Line Lounge 2. Clipper Vacations Ferry Lounge 3. Customs 4. Offices 5. Covered entry

Team 2: Belleville Terminal Concept – Plan



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
|--|--|---|
| 1. Combined Terminal Building with new docks and potential hotel on upper floors | 6. Black Ball (MV Coho) Ferry Line | 11. Enhanced plaza space as a visual landmark at terminus of Menzies Street |
| 2. Passenger drop off/pick up lane | 7. Vehicle holding/staging area | 12. David Foster Way Special Place |
| 3. Tour bus and public parking | 8. Redevelop Blackball Ferries building into a children's pocket park | 13. Improved pedestrian crossings at strategic locations |
| 4. Public park on west end of site with kayak/small watercraft launch | 9. Enhanced pedestrian connections to Harbour Pathway (David Foster Way) | 14. Attractive paving materials with enhanced landscaping along Belleville Street |
| 5. Victoria Clipper Ferry Line | 10. CPR Steamship Terminal | |

Team 3: Belleville Terminal Concept – Plan



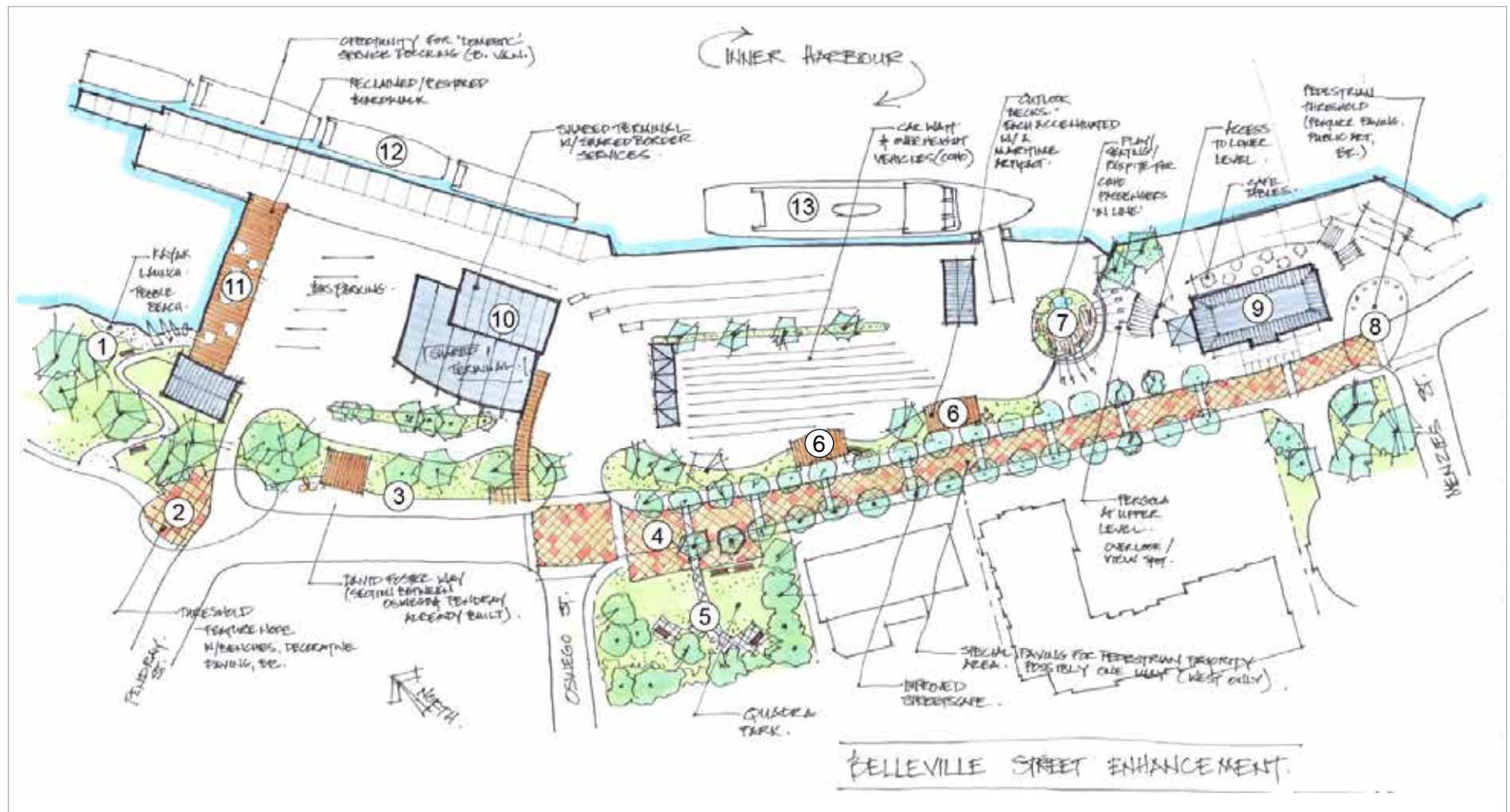
Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
|--|--|--|
| 1. Combined Terminal Building with new floating docks | 5. Black Ball (MV Coho) Ferry Line | 9. Enhanced landscaping along Belleville Street with widened sidewalk, public viewpoints/outlooks and marine-themed public art |
| 2. Landscaped area with footbridge connecting Belleville Street and Terminal | 6. Landscaped vehicle holding/staging area with additional amenities | 10. David Foster Way special place |
| 3. Landscaped parking area/passenger drop off/pick up | 7. Re-use Black Ball Ferry Line building for active commercial use | 11. Passenger drop off/pick up lane |
| 4. Victoria Clipper Ferries | 8. CPR Steamship Terminal | 12. Public boardwalk |

This aerial photograph shows a waterfront area with a conceptual sketch overlaid. The sketch includes numbered circles 1 through 9, indicating specific design points. A large ship is docked at a pier, and a marina with many sailboats is visible. The sketch shows a mix of greenery, walkways, and building footprints.

1. Combined Terminal Building with new floating docks
2. Landscaped area with footbridge connecting Belleville Street and Terminal
3. Landscaped parking area/passenger drop off/pick up
4. Victoria Clipper Ferries
5. Black Ball (MV Coho) Ferry Line
6. Landscaped vehicle holding/staging area with additional amenities
7. Re-use Black Ball Ferry Line building for active commercial use
8. CPR Steamship Terminal
9. Enhanced landscaping along Belleville Street with widened sidewalk, public view points/outlooks and marine-themed public art (see inset for conceptual rendering)

Special Breakout Group: Belleville Street Enhancement Concept – Plan



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
|--|--|-------------------------------------|
| 1. Kayak/small watercraft launch and beach | 5. Connection to existing Quadra Park | 10. Combined Terminal Building |
| 2. Threshold: feature node with benches, decorative paving, etc. | 6. Outlook decks: each accented with a maritime artifact | 11. Reclaimed/restored boardwalk |
| 3. David Foster Way (section between Oswego St. and Pendray St. already built) | 7. Play/seating/respite for Black Ball (MV Coho) Ferry Line passengers | 12. Victoria Clipper Ferries |
| 4. Improved streetscape for pedestrian priority area including special paving | 8. Pedestrian threshold (feature paving, public art, etc.) | 13. Black Ball (MV Coho) Ferry Line |
| | 9. CPR Steamship Terminal | |

6. Ship Point Site

Key Opportunities

The key opportunities for the Ship Point site that were derived from the public consultation included: providing a site design and infrastructure to support the location of year-round special events and festivals, strengthening pedestrian connectivity within the site and to adjacent sites, providing limited parking and improving the overall aesthetics and quality of the site to provide a more inviting public space.

Guiding Principles

6.1 Incorporate site design that supports a range of active uses

- Ship Point should continue to be a primary destination for festivals and events of various sizes and activities, including the provision of small "intimate" spaces and larger venues for large crowds.
- Where possible, site parking should be reconfigured to support festival and event activity, including the potential to create a permanent festival site that permits parking during non-event times. Parking areas should be designed and landscaped to be safe, attractive and environmentally responsible.
- Site flexibility should be a key design consideration, so that future uses can be accommodated with minimal site disruption.
- Site parking should be retained to accommodate the seaplane terminal needs, including a pick-up/drop-off area, taxi, and bus spaces.

6.2 Integrate strong connectivity and access

- A seamless transition of the Harbour Pathway between Lower Wharf Street and Ship Point should be a design and development priority.
- The Harbour Pathway should be a key design consideration in site development, acting as a primary connector between Ship Point and the adjacent sites as well as direct connections to Wharf Street.
- The Harbour Pathway, as a key connection, should be identified through the use of high quality hard and soft landscaping.

- Wharf Street should be considered an important linear corridor for views out onto the Inner Harbour and down onto the festival site and animated areas. Viewpoints and sitting areas should be incorporated into site design accordingly.
- Strong entry points off Wharf Street should be created to strengthen the sense of place.

6.3 Enhance Ship Point as an inviting year-round destination

- Where possible, the Ship Point waterfront should be open to public access and views.
- The site should be designed to support animation and programming, particularly in the evening and night to provide a venue for visitor and citizen engagement, such as light shows, fountains, plaza space and music.
- A broad range of infrastructure for special events and vendors is encouraged including electrical, water, washrooms, lighting, and equipment storage.
- Site design should include comfortable pedestrian open space, such as a plaza or green space, when no special events are in session.

6.4 Encourage vitality through high quality design

- The Ship Point site should be designed as a public destination where visitors and citizens of all ages come to view and celebrate the waterfront and the "ballet of activity" that enlivens the Inner Harbour.
- Encourage high quality and architecturally distinct forms of development and site design that are appropriate for the site's prominent waterfront location.
- Passive and active spaces and places should be incorporated into the design of the site with a mix of uses that support a diversity of activities that are promoted and celebrated.

Team 1: Ship Point Concept – Plan



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
|---|--|--|
| 1. Room of Light: Special event space with canopy of lights suspended above enhanced paving treatment | 6. Identify entry points along Harbour Pathway | 11. David Foster Way special place: stage area for small casual performers |
| 2. Concessions and public toilets | 7. Seaplane plaza | 12. Large vessel dock |
| 3. Cantilevered sidewalk with viewpoints | 8. Future floating seaplane terminal building | 13. Amphitheatre for temporary special events |
| 4. Stage area with storage and servicing behind | 9. Marine-related businesses and restaurants | 14. Homecoming Plaza |
| 5. Identify entry points at access ramps | 10. Parking, drop-off, taxi, coach | |

Team 1: Ship Point Concept – Aerial View



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

1. Room of Light: Special event space with canopy of lights suspended above enhanced paving treatment
2. Concessions and public toilet
3. Cantilevered sidewalk with viewpoints
4. Stage area with storage and servicing behind
5. Identify entry points at access ramps

6. Identify entry points along Harbour Pathway
7. Seaplane plaza
8. Future floating seaplane terminal building
9. Marine-related businesses and restaurants
10. Parking, drop-off, taxi, coach

11. David Foster Way special place: stage area for small casual performers
12. Large vessel dock
13. Amphitheatre for temporary special events
14. Homecoming Plaza

Team 1: Ship Point Concept – Perspective View

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



1. David Foster Way along water
2. Poles with suspended lights and electrical access for vendors
3. Plaza space enhanced with pavers
4. Temporary kiosks/market

5. Performance stage
6. Illuminated wall

Team 2: Ship Point Concept – Plan



- | | | |
|--|--|---|
| 1. Flexible special event space and parking (with integrated fountain) | 6. Sailing school and marine-related businesses | 11. Kids' harbour: safe place for children to learn how to sail |
| 2. Widened ramp for two-way traffic | 7. David Foster Way Special Place: plaza/greenspace for people to gather | 12. Sloped grass for performance seating |
| 3. The Cannery (marine-related cultural space) | 8. Continuous Harbour Pathway (David Foster Way) along water | 13. Homecoming Plaza |
| 4. Boat moorage relocated from Lower Wharf Street site | 9. Vendor plaza (food, kiosks, etc.) | 14. Cantilevered boardwalk and viewing platforms |
| 5. Maritime Museum, interactive discovery centre and historic boat display docks | 10. Increased moorage space | 15. Seaplane terminal relocated to Lower Wharf site |

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

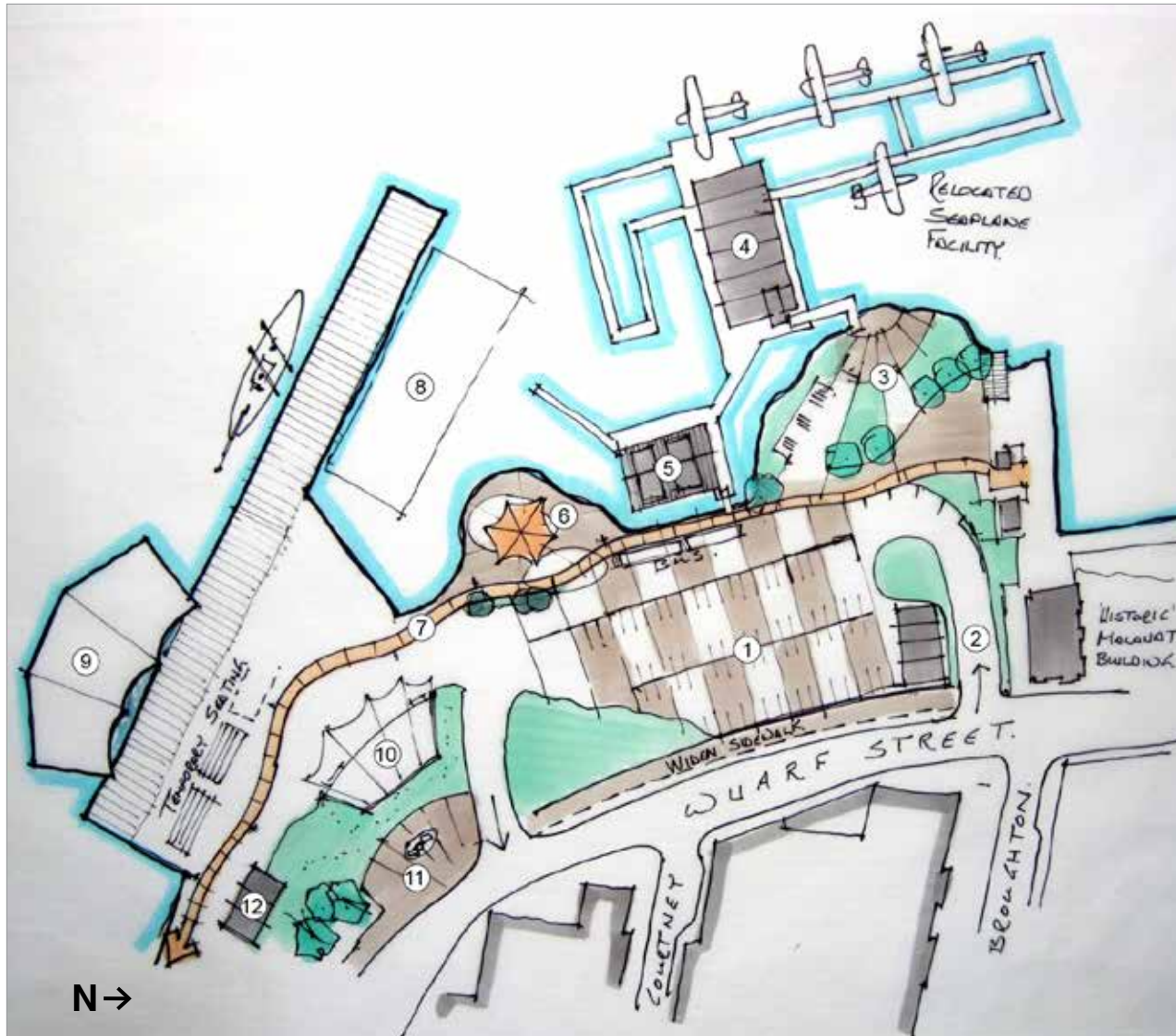
Team 2: Ship Point Concept – Aerial View

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



- | | | |
|---|---|--|
| 1. Flexible special event space and parking
(with integrated fountain) | 6. Sailing school and marine-related businesses | 11. Kids' harbour: safe place for children to learn
how to sail |
| 2. Widened ramp for two-way traffic | 7. David Foster Way Special Place: plaza/greenspace
for people to gather | 12. Sloped grass for performance seating |
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Team 3: Ship Point Concept – Plan

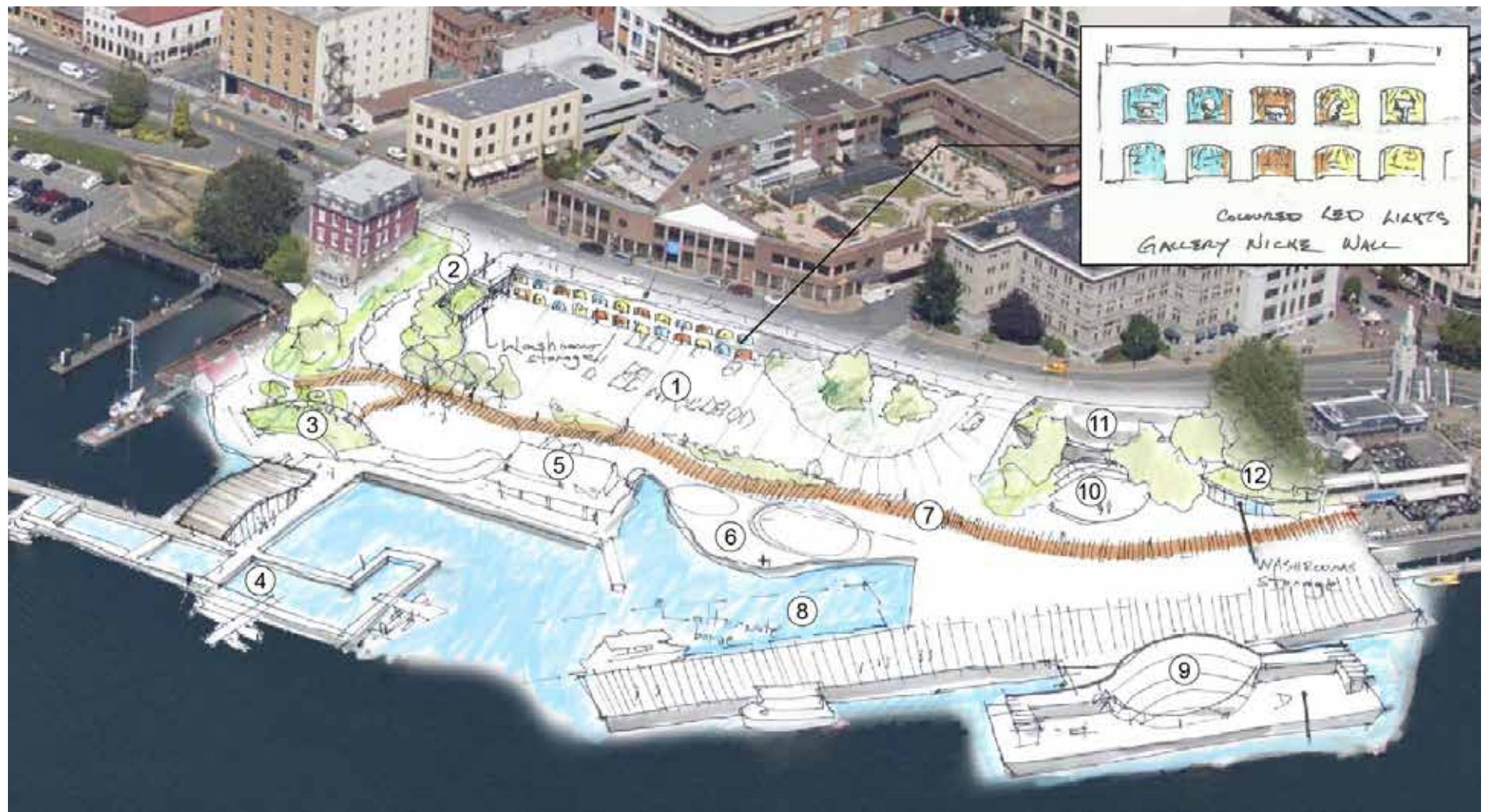


1. Flexible special event space (with sculpture and lighting in recessed arches in adjacent wall) and parking with enhanced paving
2. Viewpoint at top of access ramp with washrooms and special event storage below
3. Seaplane terminal plaza
4. Future floating seaplane terminal building
5. Marine-related businesses and restaurants
6. David Foster Way Special Place: plaza/green space for people to gather
7. Continuous Harbour Pathway (David Foster Way) along water
8. Alternate floating stage location
9. Movable floating stage for special events
10. Amphitheatre for temporary special events
11. Homecoming Plaza
12. Washrooms and special event storage

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

Team 3: Ship Point Concept – Aerial View

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



1. Flexible special event space (with sculpture and lighting in recessed arches in adjacent wall) and parking with enhanced paving
2. Viewpoint at top of access ramp with washrooms and special event storage below
3. Seaplane terminal plaza

4. Future floating seaplane terminal building
5. Marine-related businesses and restaurants
6. David Foster Way Special Place: plaza/greenspace for people to gather
7. Continuous Harbour Pathway (David Foster Way) along water

8. Alternate floating stage location
9. Movable floating stage for special events
10. Amphitheatre for temporary special events
11. Homecoming Plaza
12. Washrooms and special event storage

7. Lower Wharf Street Site

Key Opportunities

The key opportunities for the Lower Wharf Street site that were derived from the public consultation included: strengthening the pedestrian connectivity with Bastion Square and to Ship Point, improving opportunities for inviting public access to the water, potential uses to anchor the site as an Inner Harbour destination as well as greater year-round animation of the site.

Guiding Principles

7.1 Integrate strong connectivity and access

- The Lower Wharf Street site should be considered as a key link between the Old Town Area and the waterfront by encouraging a direct link from Bastion Square to the edge of the water. This could include the creation of a “beach” and kayak access/landing.
- Access from Wharf Street should be a stepped, mixed use transition from street to waterfront, including capacity and capability to provide access for everyone including people with mobility needs.
- The Wharf Street pedestrian crossing at Bastion Square should incorporate features to improve pedestrian comfort and safety.
- Consideration should be given to the potential to increase the vibrancy and ambiance of the waterfront activities, including direct access to the water's edge.
- The Harbour Pathway should be given precedence as a key site development determinant that provides a central link to other waterfront areas.
- Views of the water should be preserved from Bastion Square and Fort Street.

7.2 Create a pedestrian-friendly environment

- Pedestrian activity along Wharf Street should be enhanced to promote views, sitting areas and opportunity to provide for increased numbers of pedestrians using the sidewalk in a safe manner.
- Vehicle access, principally to support site activities, and site parking should be limited and, where they occur, secondary to pedestrian activity.
- Parking areas, where provided, should be designed and landscaped to be safe, attractive, environmentally responsible, and flexible to allow for other activities such as special events.

7.3 Encourage vitality through high quality design

- The Lower Wharf Street site should be designed as a public destination where visitors and citizens of all ages come to view and celebrate the waterfront and the “ballet of activity” that enlivens the Inner Harbour.
- Encourage high-quality and architecturally distinct forms of development and site design that is appropriate for the site's prominent waterfront location.
- Passive and active spaces and places should be incorporated into the design of the site with a mix of uses that support a diversity of activities that are promoted and celebrated.
- Where possible, the design of the Lower Wharf Street site should complement existing uses, such as restaurants and boat moorage, so that the site has a seamless and integrated transition from existing to new.

7.4 Reflect the area's cultural and historic significance

- Design elements for the site should reference and celebrate local cultural heritage.
- Opportunities to enhance and highlight the presence of First Nations people should be considered through appropriate forms of culture-based development, programming, and design.

7.5 Enhance the site as a landmark location

- Opportunities to enhance the Lower Wharf Street site as a key landmark/destination should be considered through uses that attract people year-round and are complementary to the Inner Harbour.

Team 1: Lower Wharf Street Concept – Plan

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



- | | | |
|---|---|--|
| 1. Plaza/parking area with paving stones | 4. Naturalized beach area with native plants, kayak launch and connections to Harbour Pathway | 8. Restored/preserved natural area |
| 2. First Nations Cultural Centre as key attraction with offices and commercial space | 5. Completion of Harbour Pathway (David Foster Way) | 9. Kayak launch/ramp |
| 3. Widened stairway (e.g. Spanish Steps) connecting Bastion Square to waterfront. Includes landings with access to upper floors of adjacent buildings | 6. Pedestrian-scaled lighting and streetscape improvements along Wharf Street | 10. Vehicle access ramp with historic retaining wall in background |
| | 7. Widened pedestrian bridge with no abrupt grade change and decorative mast as iconic landmark | 11. Boat moorage |

Team 1: Lower Wharf Street Concept – Aerial View

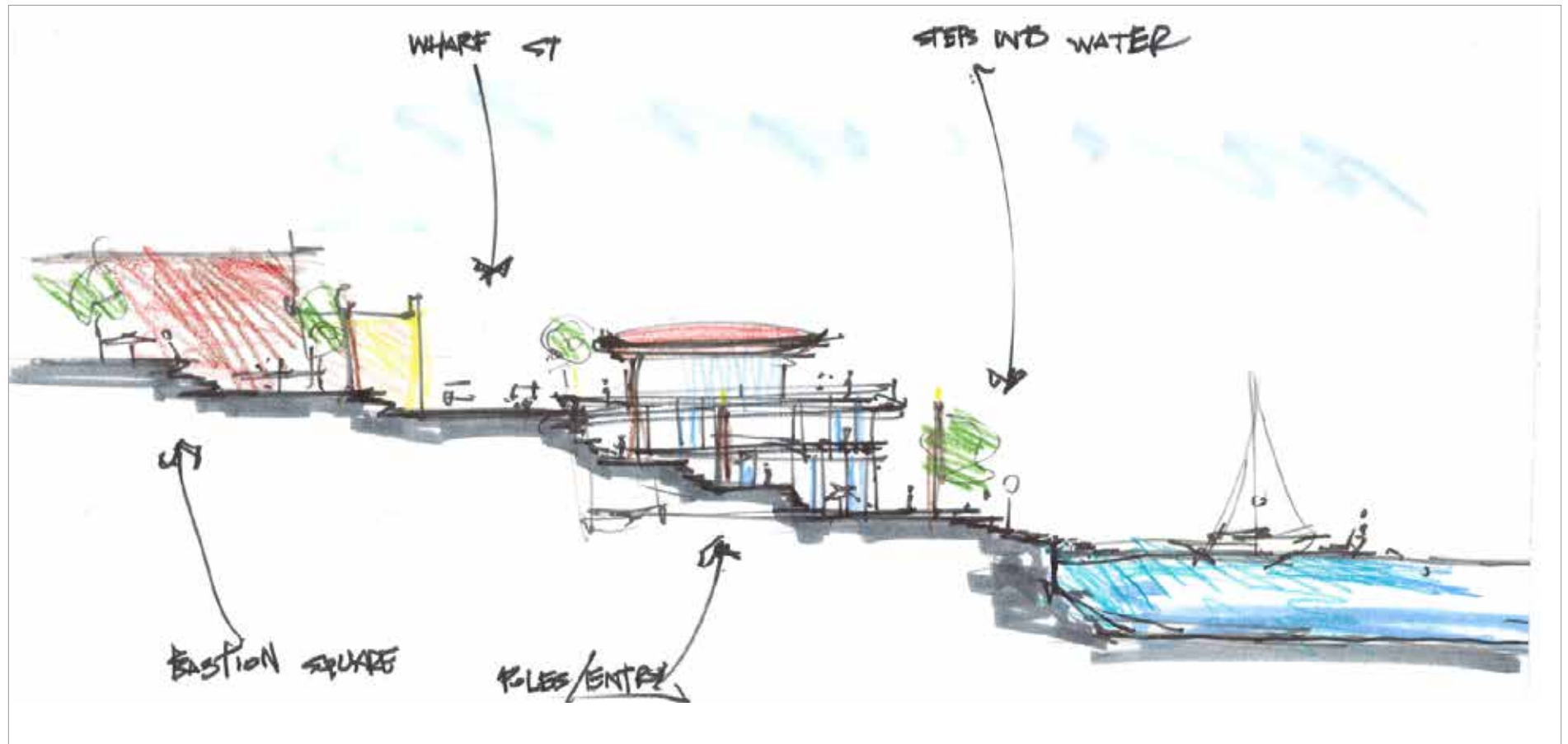


Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

- | | | |
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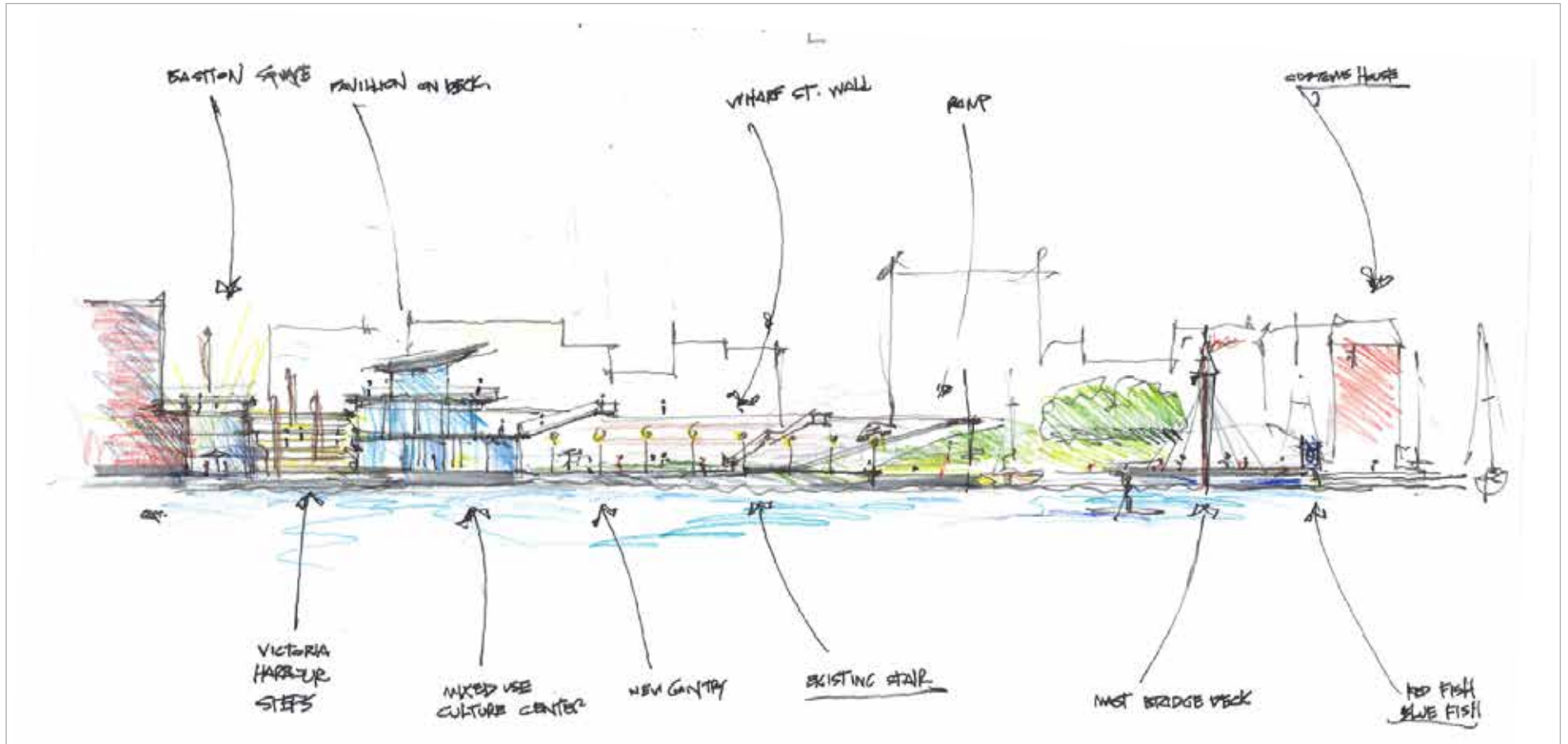
Team 1: Lower Wharf Street Concept – Section

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



Building is scaled and sited to provide view corridors from Bastion Square and along Wharf Street.

Team 1: Lower Wharf Street Concept – Perspective from Water



Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

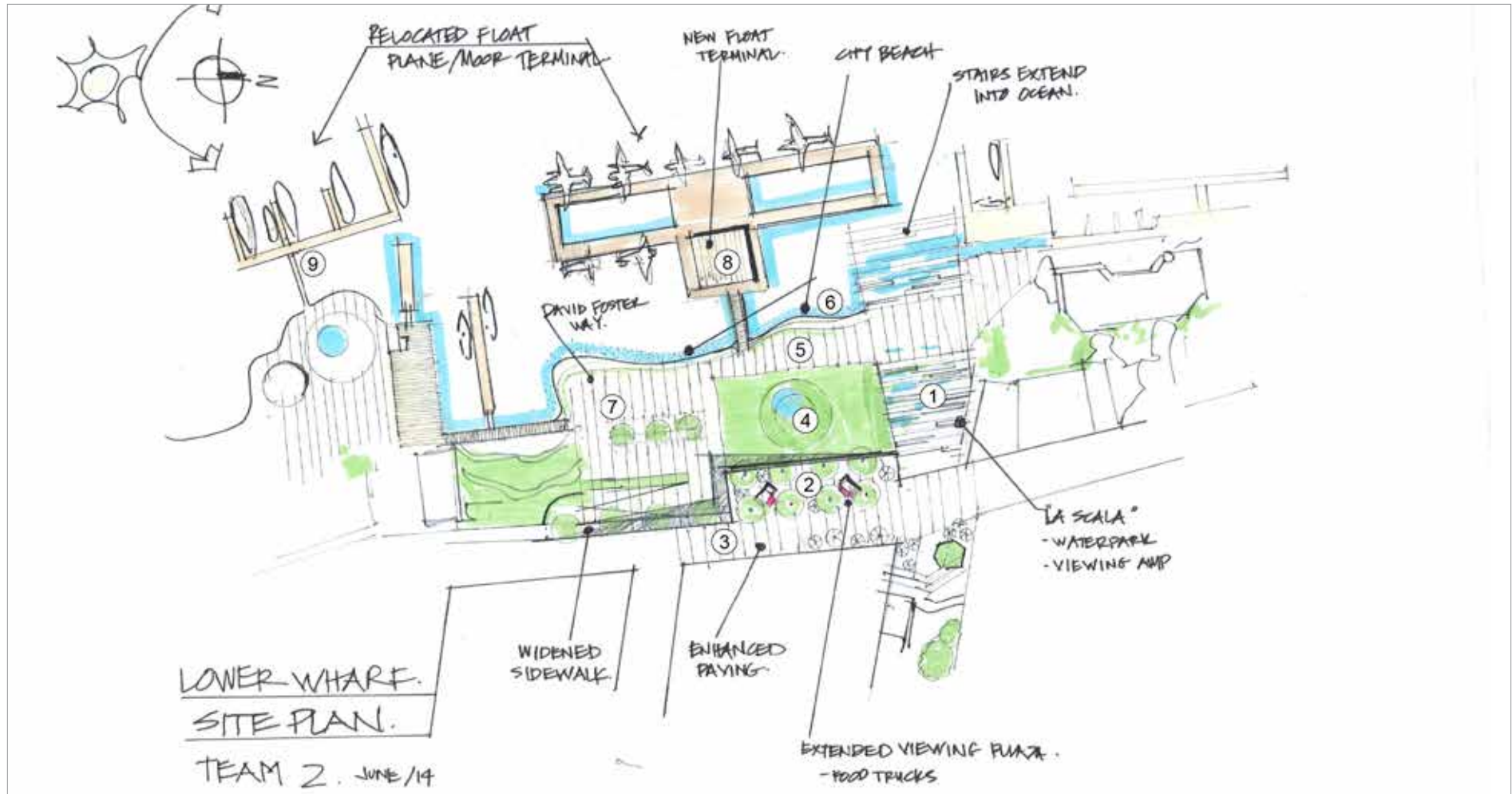
Team 2: Lower Wharf Street Concept – Aerial View (Option 1)

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



- | | | |
|---|---|--|
| <p>1. Widened stairway (e.g. La Scala) connecting Bastion Square to waterfront. Includes improved pedestrian street crossing and wide landings for gathering, food kiosks, buskers, etc.</p> <p>2. First Nations cultural centre with rooftop public plaza/ green space extending from Wharf Street</p> | <p>3. Remove on-street parking and resurface roadway with attractive paving materials that extend to rooftop plaza space</p> <p>4. Park/green space with First Nations themed public art</p> <p>5. Open plaza/event space includes connection to David Foster Way</p> | <p>6. Pebble beach</p> <p>7. Reduced parking area with high quality landscaping throughout area</p> <p>8. Boat moorage (including for small boats)</p> |
|---|---|--|

Team 2: Lower Wharf Street Concept – Plan (Option 2)

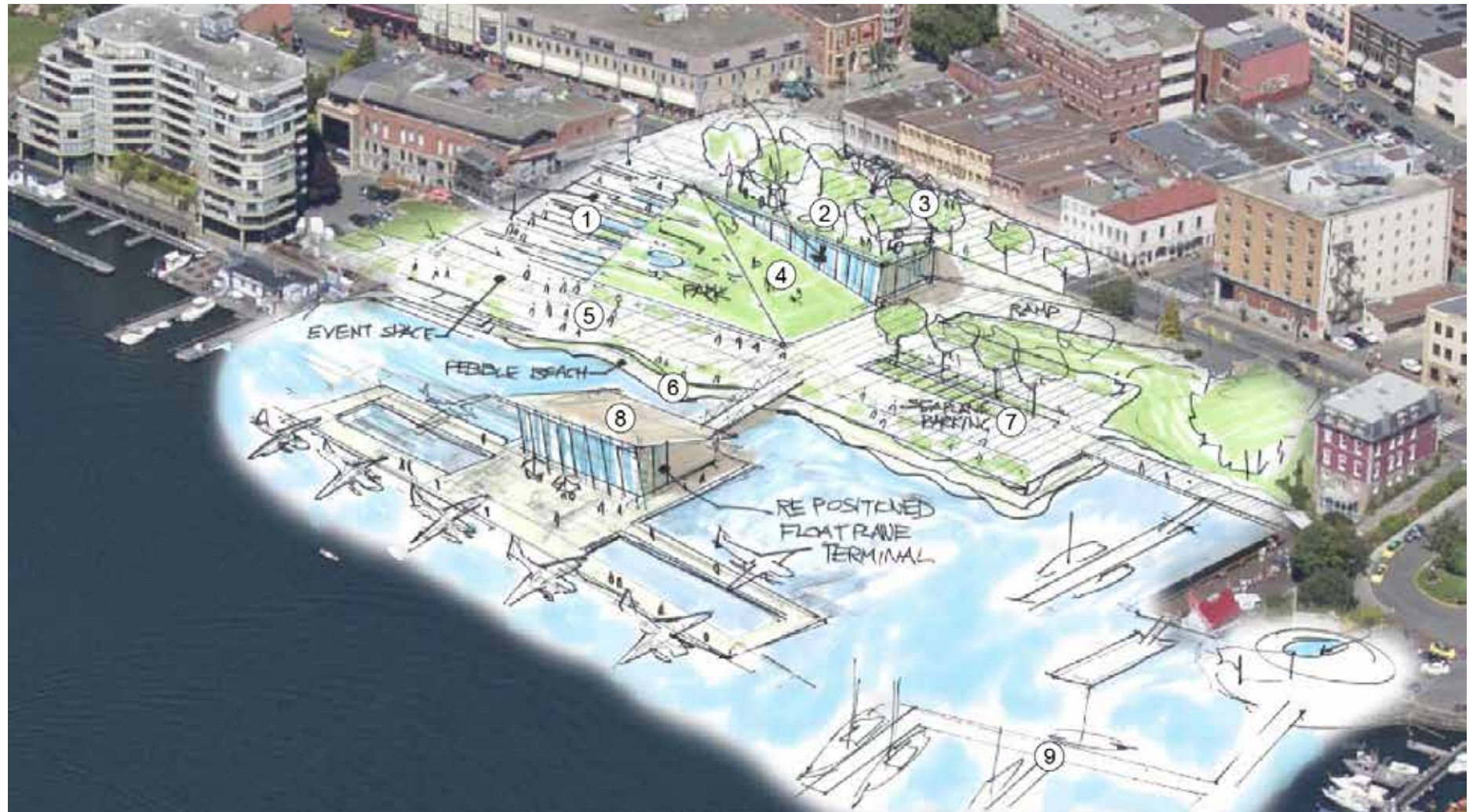


Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

1. Widened stairway (e.g. La Scala) connecting Bastion Square to waterfront. Includes improved pedestrian street crossing and wide landings for gathering, food kiosks, buskers, etc.
2. First Nations cultural centre with rooftop public plaza/ green space extending from Wharf Street
3. Enhanced paving surface on Wharf Street extending to rooftop plaza space
4. Sloped park/green space
5. Open plaza/event space includes connection to David Foster Way
6. Pebble beach
7. Limited number of parking stalls for float plane operation with high quality landscaping throughout area
8. Float plane terminal relocated from Ship Point to Lower Wharf Street site
9. Boat moorage connecting to plaza space

Team 2: Lower Wharf Street Concept – Aerial View (Option 2)

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



1. Widened stairway (e.g. La Scala) connecting Bastion Square to waterfront. Includes improved pedestrian street crossing and wide landings for gathering, food kiosks, buskers, etc.
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6. Pebble beach
7. Limited number of parking stalls for float plane operation with high quality landscaping throughout area
8. Float plane terminal relocated from Ship Point to Lower Wharf Street site
9. Boat moorage connecting to plaza space



Team 3: Lower Wharf Street Concept – Plan

1. Widened stairway (e.g. Spanish Steps) connecting Wharf Street to waterfront including public art to enhance viewscape from Bastion Square
2. Improved pedestrian street crossing with distinctive paving materials and bollards
3. Lookout area along Wharf Street sidewalk
4. Building structure on eastern portion of site with rooftop green space (accessible to public) sloped down from Wharf Street
5. Limited public parking stalls located inside new building – not visible from outside
6. Building edge animated with small commercial space for retail/food kiosks or food trucks
7. Public event/performance space to provide animation along Harbour Pathway
8. Completed Harbour Pathway (David Foster Way)
9. Limited number of surface parking stalls with high quality landscaping throughout area
10. Boat moorage (including for small personal boats)

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.

Team 3: Lower Wharf Street Concept – Aerial View

Note: Illustrations are conceptual only and not intended to reflect preferred design solutions.



- | | | |
|---|---|--|
| <p>1. Widened stairway (e.g. Spanish Steps) connecting Wharf Street to waterfront including public art to enhance viewscape from Bastion Square</p> <p>2. Improved pedestrian street crossing with distinctive paving materials and bollards</p> <p>3. Lookout area along Wharf Street sidewalk</p> | <p>4. Building structure on eastern portion of site with rooftop green space (accessible to public) sloped down from Wharf Street</p> <p>5. Limited public parking stalls located inside new building – not visible from outside</p> <p>6. Building edge animated with small commercial space for retail/food kiosks or food trucks</p> | <p>7. Public event/performance space to provide animation along Harbour Pathway</p> <p>8. Completed Harbour Pathway (David Foster Way)</p> <p>9. Limited number of surface parking stalls with high quality landscaping throughout area</p> <p>10. Boat moorage (including for small personal boats)</p> |
|---|---|--|

Appendix

A decorative graphic consisting of several light blue, overlapping wavy lines that flow from the left towards the right, positioned behind the text.

Harbour Vitality Principles

Public Engagement Summary

1A. Introduction

During May and June 2014, the City of Victoria engaged with the community as part of the Harbour Dialogue process to solicit ideas and feedback on revitalization opportunities for three strategic sites along the Inner Harbour: Belleville Terminal site, Ship Point site and the Lower Wharf Street site. This report provides an overview of the public outreach and summarizes feedback collected through all engagement channels.

2A. Engagement Objectives

The goal of the engagement process was to:

- Seek input from the public and key stakeholders on opportunities for Inner Harbour revitalization
- Foster shared ownership of revitalization opportunities
- Provide accessible and clear project information
- Facilitate a meaningful engagement process
- Increase awareness of existing policies and plans relating to the Inner Harbour



- ① Belleville Terminal Site
- ② Ship Point Site
- ③ Lower Wharf Street Site

3A. How We Engaged the Community

Throughout the month of May two separate events (Open House and Ideas Forum) were held to inform and solicit feedback from the public and key stakeholders. A public survey was also made available during the month of May. In June, the feedback received through the public engagement process including key themes from the public survey were advanced by local experts through a Technical Workshop. Additional engagement details include:

- Project and event details provided on project website: www.victoria.ca/harbourdialogue
- Advertisements for Open House and Ideas Forum placed multiple times in Times Colonist and Vic News
- Electronic invite sent to key land owners, open house participants, Inner Harbour businesses, community associations, development industry, federal agencies, First Nations, CRD, Province of British Columbia, special event and festival groups, Inner Harbour recreational user groups and local MLAs and MPs
- Newsletter articles submitted to greater Victoria Harbour Authority, Urban Development Institute, Downtown Victoria Business Association, Greater Victoria Cycling Coalition and Tourism Victoria for inclusion in their digital and print newsletters
- Direct mail out sent to over 800 property owners, residents and tenants located within a 100m radius of the Inner Harbour
- Several posts made on City of Victoria social media including Facebook and Twitter
- Project and events received media coverage through Times Colonist, Vic News and Vibrant Victoria
- Presentations made to James Bay Neighbourhood Association and Victoria Esquimalt Harbour Society to explain the project, promote the public events and the survey and to communicate the various outcomes of each event.



Open House



Open House: May 9, 2014

Over 400 people representing residents, businesses, tourism, the development industry, marine recreational groups and government attended the Open House held at the Ship Point site. This event included City of Victoria staff as well as representatives from the Greater Victoria Harbour Authority, Royal BC Museum, Downtown Victoria Business Association and Tourism Victoria. Attendees were invited to view display boards, speak with staff and provide feedback through a "vision board" and survey.



Ideas Forum



Technical Workshop



Ideas Forum: May 10, 2014

Over 100 people attended the Ideas Forum at the Victoria Conference Centre. The Ideas Forum sessions allowed participants to move from table to table every 15 minutes and discuss various topics related to the Inner Harbour including Transportation and Connectivity, Public Realm, Working Harbour and Tourism.

Public Surveys: May 8 to May 26, 2014

Throughout the engagement process, the public was invited to provide their ideas and feedback through a hard copy survey that was made available at the Open House and Ideas Forum or through the electronic version that was available on the project website. 166 surveys (94 online and 72 hard copy) were completed.

Technical Workshop: June 5 – 6, 2014

36 local experts from various organizations and businesses participated in a two-day intensive Charrette-style process. Participants were organized into three teams for the purpose of actively discussing, analyzing and illustrating potential development concepts/opportunities for improving the Inner Harbour with a specific focus on the Belleville Terminal site, Ship Point site and Lower Wharf Street site. The Technical Workshop was informed by the participants' technical knowledge and expertise while also building on the key findings from the Harbour Dialogue public engagement process, existing Council-approved policy plans and supporting background and technical studies.

Participants at the Technical Workshop included representatives from the following organizations/businesses:

- Architectural Institute of British Columbia
- Black Ball Ferry Line
- British Columbia Society of Landscape Architects
- City of Victoria – Parks, Recreation and Culture
- City of Victoria – Sustainable Planning and Community Development
- Clipper Vacations
- Downtown Victoria Business Association
- Greater Victoria Harbour Authority
- Greater Victoria Chamber of Commerce
- Harbour Air Seaplanes
- Province of British Columbia – Ministry of Transportation
- Province of British Columbia – Shared Services
- Songhees First Nations
- Urban Development Institute – Capital Region
- Victoria Esquimalt Harbour Society
- Victoria Real Estate Board

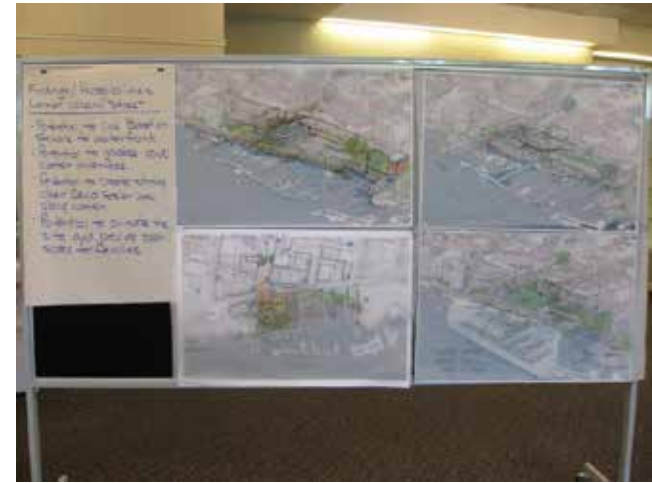
The Technical Workshop participants provided expertise and working knowledge related to:

- architecture
- coastal planning
- commercial development
- economic development
- First Nations
- land management
- landscape architecture/site design
- marine operations
- natural resource ecology
- parks and open space planning
- special events and festivals
- tourism
- transportation (marine/air)
- urban design
- urban planning

The Technical Workshop began with a morning walking tour/visit to each site where participants received a site briefing including information related to land ownership, existing uses and activities, infrastructure, operations as well as geotechnical and environmental site conditions. The balance of the two-day process was structured with each team undertaking a contextual analysis of the entire Harbour and the three sites as the basis for identifying character-defining elements, existing conditions, areas for improvement, potential opportunities and related barriers/issues. Each team also had the opportunity to report out to the group using their illustrations to explain their approach, rationale and desired outcomes for revitalization opportunities.

Technical Workshop Open House (June 6, 2014)

Following the completion of the Technical Workshop, the public was invited to an open house at the Victoria Conference Centre where they could view the development concepts created by the local experts, provide general comments and speak to City of Victoria staff.



Technical Workshop

4A. Summary of Public Engagement Comments

Outlined below is a summary of the key ideas and themes that the public identified for each site through the Harbour Dialogue Open House, Ideas Forum and public surveys.

Belleville Terminal Site

Belleville Terminal is valued as a key transportation hub and the connectivity it provides to the United States. Its proximity to the downtown core for both incoming tourists and locals using the ferry terminal is seen as a valued convenience. The terminal's role in supporting the local economy by bringing tourists to the Inner Harbour, the surrounding views and the CPR Steamship Terminal were also valued.

The need for an aesthetic upgrade was the most common improvement mentioned. The completion of a waterfront pathway connecting the terminal to the rest of the Inner Harbour, more green space, the consolidation of the Black Ball (MV Coho) Ferry Line and Clipper Vactions terminals, improving the functionality with more services to attract both tourist and locals such as restaurants and cafés, widening and revitalizing the sidewalk were the most commonly referred to improvements the public would like to see made to the site.

Ship Point Site

Its use as a special event site, the views and the site's location in the heart of downtown and along the Inner Harbour are what people value the most about Ship Point. The most common improvement the public would like to see made is the reduction of space currently allocated to parking. Consistent suggestions on how best to use the space include introducing a permanent, weather-protected event site for small to large scale events (public market, festivals, concerts, etc.), more green space and seating areas, an amphitheatre and a covered parking lot offering space for mixed use above.

Lower Wharf Street Site

Public access to the harbour, its downtown location and marine-related activities are highly valued attributes of this site. Parking on the site was mainly unsupported. Most frequent suggestions received were to remove parking completely; reduce the amount of current spaces or to cover the parking lot to allow for secondary uses on the upper level. An improved walkway and more services such as cafés, food kiosks and restaurants were also strongly supported. Several Ideas Forum participants suggested a "Spanish Steps" structure to connect Bastion Square to the water and create a space for informal gatherings.

Overall

The most common factors the public mentioned that should be considered in planning for the Inner Harbour are:

- Design a harbour that will attract locals and tourists
- Maintain a working harbour while ensuring it is appealing for visitors
- Develop a continuous walkway along the harbour that will also ensure public access to the waterfront
- Improve the public realm and pedestrian experience

When asked what waterfronts could serve as an inspiration for planning the Inner Harbour, Vancouver's continuous walkway for pedestrians and cyclists (Seawall), Sydney, Australia and Seattle's market and commercial space (Pike Place Market) were most referenced.

5A. Conclusion

The Inner Harbour is a highly valued public amenity validated by the participation and enthusiasm experienced throughout the engagement process. The opportunity to provide valuable input that will be used to shape the future of the three sites was far-reaching as residents, businesses and organizations from the Inner Harbour, Victoria, and beyond shared their views on what factors contribute to the vitality of a harbour. The beauty of the harbour, its role as a key transportation hub, and the economic and cultural activity it provides were consistently stated as what people value. A multitude of suggestions were provided on how to enhance the three sites; however, the most dominant themes to realize the Inner Harbour's full potential were the need to create opportunities to attract both tourists and locals while maintaining a working harbour.

The public feedback collected throughout May and the conceptual illustrations generated at the Technical Workshop were used by staff and the project consultant to create overarching guiding principles for the Inner Harbour and for each strategic site. The resulting *Harbour Vitality Principles* will help to better position the City of Victoria and other Inner Harbour land owners for potential capital funding, grants and development opportunities.



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