



## **Planning and Land Use Committee Report**

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**Date:** January 27, 2014      **From:** Robert Batallas, Senior Planner  
**Subject:** Project Charter for Inner Harbour Revitalization Opportunities Project

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### **Executive Summary**

The purpose of this report is to provide Council with the Project Charter for the Inner Harbour Revitalization Opportunities project for consideration and direction. The project outcome will be a report to Council which will identify specific opportunities for the revitalization and enhancement of three Inner Harbour strategic sites:

- Ship Point lands
- Lower Wharf Street parking lot
- Belleville Terminal lands.

These three sites are of strategic significance in terms of their potential to support and enhance transportation and tourism, to foster Downtown vitality and economic development and to contribute to Victoria's distinctive image and identity.

This project also recognizes the strong community interest and desire to engage in a dialogue and share ideas for the revitalization of the Inner Harbour. The project includes a broad public engagement process that will inform, consult and seek input from the local community, including interested citizens, land owners, businesses and the First Nations within the context of existing Council-approved Inner Harbour policies. The completion of this project will also help to position the City for future funding or other opportunities to realize the enhancement or redevelopment of these strategic sites.

The overall project is structured into four phases which are described in the attached Project Charter, beginning in February 2014 with the project initiation and finishing as early as July/August 2014. The project completion milestone is premised on Council's consideration of a final report that identifies preferred revitalization opportunities for each strategic site including a related feasibility analysis for each option. This project will be primarily led by staff from the Sustainable Planning and Community Development Department in addition to support from the Communications and Civic Engagement Department.

The Project Charter outlines the scope, schedule, milestones, deliverable and resource needs for the project. Once approved by Council, the Project Charter will guide the management of the project.

### Recommendations

1. That Council approve the Project Charter for the Inner Harbour Revitalization Opportunities project.
2. That Council direct staff to initiate the Inner Harbour Revitalization Opportunities project as outlined in the Project Charter.

Respectfully submitted,

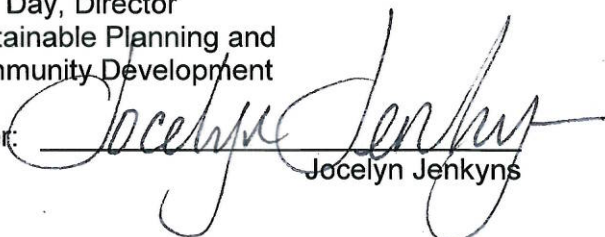


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Deb Day, Director  
Sustainable Planning and  
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Report accepted and recommended by the City Manager:

  
Jocelyn Jenkyns

RB:aw

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### Attachments

- Project Charter: Inner Harbour Revitalization Opportunities



# PROJECT CHARTER

## Inner Harbour Revitalization Opportunities Project

Version 1.0  
January 28, 2014

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Project Sponsor:  
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	#2	
	#3	
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## Table of Contents

PROJECT CHARTER .....	0
1.0 Project Sponsor .....	3
2.0 Project Objective .....	3
3.0 Background .....	4
4.0 Issues .....	5
5.0 Scope .....	7
6.0 Deliverables .....	7
7.0 Process and Schedule .....	7
8.0 Budget, Staff and Third Party Resources .....	10
9.0 Assumptions .....	10
10.0 Approvals .....	11



## 1.0 Project Sponsor

The project sponsor is Deb Day, Director – Sustainable Planning and Community Development Department.

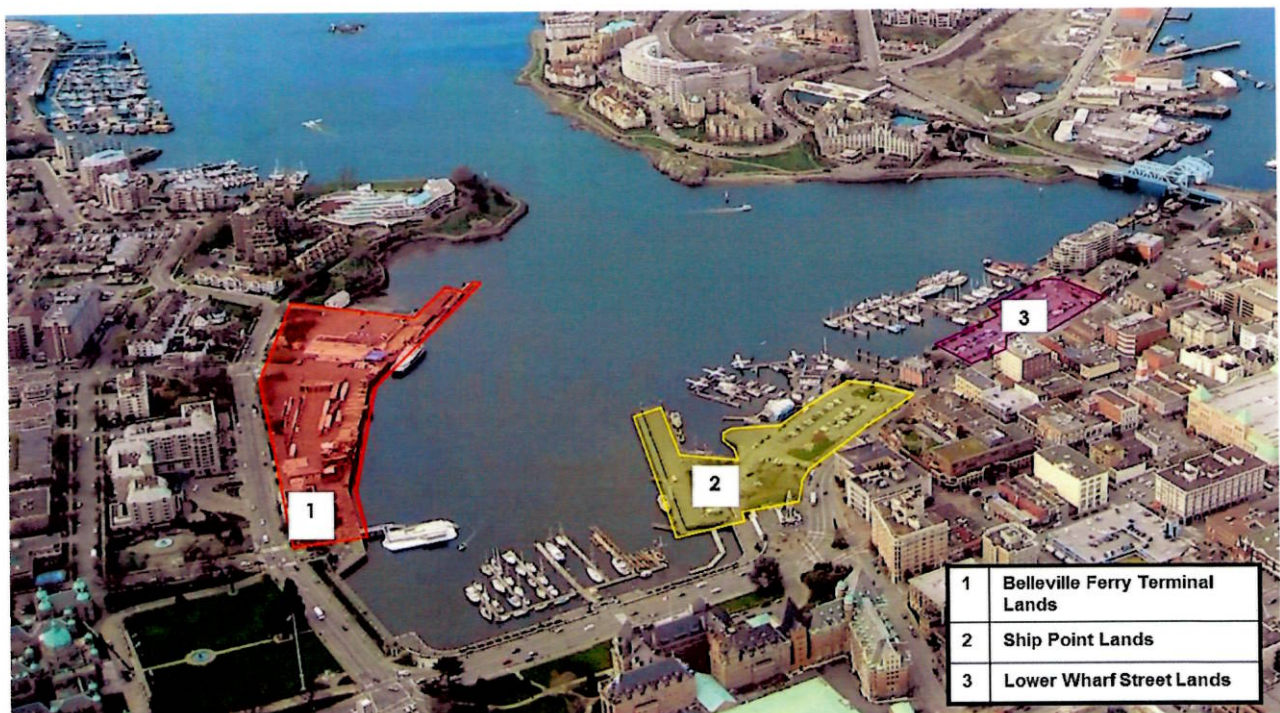
## 2.0 Project Objective

The objective of the project is to identify specific opportunities for the revitalization and enhancement of three strategic sites in the Inner Harbour including the Ship Point lands, the Lower Wharf Street parking lot and the Belleville Terminal lands (Figure 1).

These opportunities will be developed as part of a broad public engagement process that informs and seeks input from the community including interested citizens, land owners, businesses and the First Nations within the context of the existing Council-approved Inner Harbour policies. The outcomes from this process will be evaluated, refined and brought forward for Council's consideration in the Inner Harbour Revitalization Opportunities Final Report.

Figure 1 below identifies the three Inner Harbour strategic sites that are described within this Project Charter. It should be noted that the specific site boundaries are not legal parcels but rather are illustrative and subject to change.

**Figure 1: Inner Harbour Strategic Sites**





### 3.0 Background

This project will be guided by several policy-based objectives which aim to improve the overall vitality of the Inner Harbour through:

- supporting the Waterfront and Harbour revitalization
- enhancing tourism
- ensuring sensitivity to the surrounding historic and waterfront context
- maintaining a Working Harbour
- completing the Harbour Pathway (David Foster Way)
- maintaining and enhancing the Harbour's important role for marine transportation and as a gateway to the City, region and Vancouver Island
- providing well-designed and appropriate public realm improvements
- providing a reason for people to visit, enjoy, invest and have pride in the Harbour.

Council has approved policy plans establishing these common objectives, which have been developed through public engagement processes. The key Inner Harbour policy plans include:

- *City of Victoria Strategic Plan* (2013)
- *Official Community Plan* (2012)
- *Downtown Core Area Plan* (2011)
- *Economic Development Strategy* (2011)
- *Victoria Harbour Pathway Plan* (2008)
- *Victoria Harbour Plan* (2001).

To advance the policy objectives described above, the City of Victoria will initiate a public engagement process to provide opportunities for broad community dialogue aimed at identifying desired revitalization and enhancement opportunities for each of the three Inner Harbour strategic sites. The public engagement process will be informed by existing Council-approved policies and regulations for the Inner Harbour and by related technical studies such as environmental assessments, geotechnical reports and economic feasibility studies. This process also contemplates that staff and technical specialists will provide further advice, input and analysis regarding opportunities, incorporating the interpretation of Council policies and regulations and knowledge of the strategic sites as well as through consultation with key stakeholders including other relevant City departments.

The recent approval of the *Official Community Plan* has served to affirm the overall key policy directions for the Inner Harbour, therefore, the purpose of this project is to refine and advance specific ideas related to Inner Harbour revitalization as opposed to revisiting or re-evaluating existing Inner Harbour policies and regulations.

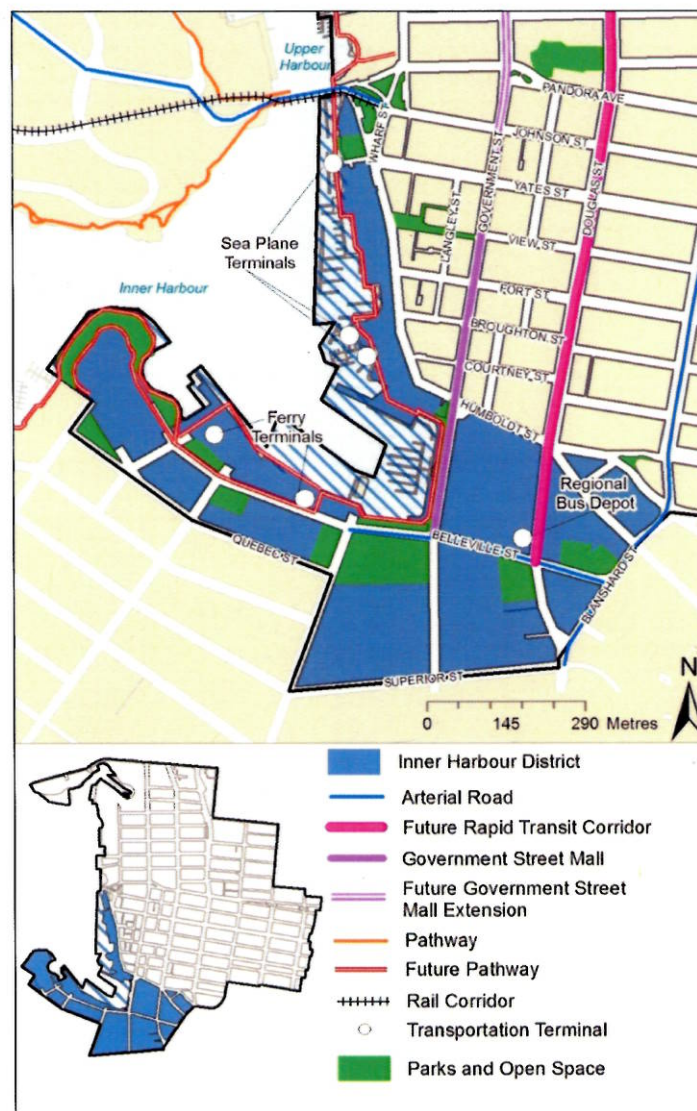
While this project will identify opportunities for each strategic site, it should be noted that there is currently no funding allocated by either property owner, the City of Victoria or the Province of British Columbia. Advancing an informed community dialogue and public engagement process at this time will position the City to be prepared for future or potential funding or development opportunities. Implementation of the revitalization

opportunities will be contingent on access to existing or new Provincial or Federal government funding, other related capital grant programs or other financial/development opportunities that may emerge.

### 3.1 Inner Harbour Context

Figure 2 below identifies the overall Inner Harbour District as established in the *Downtown Core Area Plan*. This map provides a general sense of the broader Inner Harbour Area including key infrastructure and the relationship to other surrounding areas.

**Figure 2: Inner Harbour District (Downtown Core Area Plan)**



## 4.0 Issues

There is very high interest and long-standing discussion within the community about the potential these sites hold for future development and specific uses. This process will



explore opportunities and potential solutions for enhancing and revitalizing Victoria's Inner Harbour. Key issues that will be addressed through this project include:

- Identifying ways to enhance or develop each site while continuing to provide a balance of appropriate uses and activities which support the economic, social and environmental health of the Inner Harbour, the Downtown Core Area, the city and the region.
- Ensuring that technical information and City policies are shared effectively as a basis for public engagement.
- Developing an inclusive public engagement process that engages all members of the public who will be affected by the decision-making process. As the Inner Harbour is a highly significant location and amenity, the breadth of engagement will seek to ensure that stakeholders are heard while managing expectations and producing workable solutions/opportunities.

#### 4.1 Level of Public Participation

The International Association of Public Participation's (IAP2) spectrum of public participation identifies the level of public involvement in decision-making. The public engagement process will primarily focus on the Inform, Consult and Involve spectrum categories as described below based on the nature of this project, including the need to provide a framework that is premised on existing Council-approved policies that were developed through previous public engagement/input and the proposed collective nature of the Ideas Forum and then the subsequent technical workshop.

**IAP2 Spectrum of Public Participation**

	<b>inform</b>	<b>consult</b>	<b>involve</b>	<b>collaborate</b>	<b>empower</b>
<b>Public Participation Goal</b>	To provide balanced and objective information in a timely manner.	To obtain feedback on analysis, issues, alternatives and decisions.	To work with the public to make sure that concerns and aspirations are considered and understood.	To partner with the public in each aspect of the decision making.	To place final decision in the hands of the public.
<b>Promise to the Public</b>	"we will keep you informed"	"We will listen to and acknowledge your concerns"	"We will work with you to ensure your concerns and aspirations are directly reflected in the decisions made"	"We will look to you for advice and innovation and incorporate this in decisions as much as possible"	"We will implement what you decide"
<b>Example Tools</b>	<ul style="list-style-type: none"> <li>• Fact sheet</li> <li>• Website</li> </ul>	<ul style="list-style-type: none"> <li>• Focus groups</li> <li>• Surveys</li> </ul>	<ul style="list-style-type: none"> <li>• Workshops</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen Advisory Committee</li> <li>• Participatory decision-making</li> </ul>	<ul style="list-style-type: none"> <li>• Citizen juries</li> <li>• Ballots</li> </ul>

## 5.0 Scope

The scope of work and deliverables for this project include:

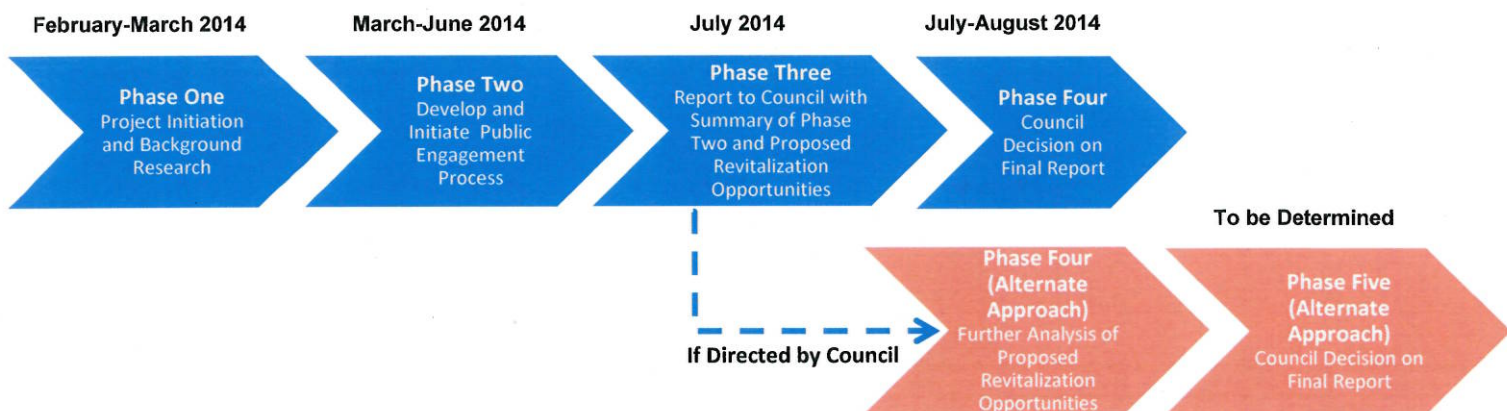
- Compile and review existing municipal and provincial policy documents and technical studies related to the Inner Harbour strategic sites and prepare a summary of information to inform the development of potential revitalization options and opportunities.
- Confirm previous municipal and provincial actions and policy directions for the Inner Harbour including the three strategic sites.
- Develop a public engagement process to facilitate community dialogue which is focused on identifying opportunities and potential solutions for the three sites that will support revitalization of the Inner Harbour. The overall public engagement process will be informed by the City's public participation values, the *Victoria Civic Engagement Strategy* and sound urban planning principles and project objectives.
- Provide further advice, input and analysis regarding potential opportunities, informed by the interpretation of Council policies and regulations and knowledge of the strategic sites as well as through consultation with key stakeholders including other relevant City departments.
- Present a report to Council with recommended opportunities for the strategic sites based on input and analysis.

## 6.0 Deliverables

- An initial detailed summary and evaluation of potential opportunities for the Inner Harbour strategic sites.
- Inner Harbour Revitalization Opportunities Final Report.

## 7.0 Process and Schedule

The Inner Harbour Revitalization Opportunities project may be completed as either a four-phase project or a five-phase project depending on a key Council decision milestone that will occur at the end of Phase Three:





### 7.1 Phase One: Project Initiation and Background Research

Timing: February - March 2014

Tasks, Deliverables and Milestones:

- Present staff reports to February 6, 2014, Planning and Land Use Committee (PLUC) regarding the proposed project charter for the Inner Harbour Revitalization Opportunities project for approval and the summary of findings from the Environmental and Geotechnical Analysis for City-owned lands at Ship Point.
- Prepare summary of related Inner Harbour background information that can be used to inform the project and the public engagement process:
  - May include available information provided by City of Victoria, Province of British Columbia, Provincial Capital Commission and Greater Victoria Harbour Authority such as environmental analyses, geotechnical reports, feasibility studies, operational needs assessment, land use policies and regulations.

### 7.2 Phase Two: Develop and Initiate Public Engagement Process Including Ideas Forum/Technical Workshop

Timing: March - June 2014

Tasks, Deliverables and Milestones:

- Develop and initiate public engagement process through a phased approach. Engagement will commence with broad public consultation and will include a public Ideas Forum and a subsequent technical workshop to further identify, analyze and refine revitalization opportunities.
- Significant focus will be placed on creating a shared level of understanding of the project to ensure that the public is aware of what policies are in place and what opportunities are feasible based on technical information and previous analysis. The public will be engaged through a variety of mediums including online via the City's website, social media and the City's new online engagement tool. Online resources will be valuable in sharing background material to help everyone provide informed input. Media outreach will be important to raising awareness and understanding of the process and public opportunities.
- Face-to-face engagement opportunities will be organized to provide a venue for two-way dialogue.
- The Ideas Forum will provide a venue for seeking public ideas and concepts for the revitalization of the three sites.
- A subsequent technical workshop will be convened with knowledgeable technical experts from various related fields to evaluate, refine, generate and build upon the ideas and concepts that are identified through the Ideas Forum.
- Members of the public will be invited to comment on the concepts originating from the technical workshop before they are presented to Council for consideration.



Key aspects of the Public Engagement process include:

- Providing high-quality and complete information and ensuring existing City policies and regulations are clearly presented to provide a foundation of understanding and framework for the process.
- Creating a structured and facilitated process to engage both the general public and key stakeholders with a technical understanding of the Inner Harbour and site development to identify potential revitalization opportunities for each Inner Harbour strategic site.
- Identifying a set of ground rules to ensure good opportunities for participation and idea-sharing by participants as well as to ensure that the process is transparent and successful.
- Enabling the general public to view and provide feedback on the revitalization opportunities that are generated through the Ideas Forum and technical workshop.
- Working with invited technical/subject matter experts to prepare an initial analysis for revitalization opportunities.
- Summarizing the identified revitalization opportunities and general public feedback into a summary document that will be reported to Council.

7.3 Phase Three: Report to Council with Summary of Phase Two and Proposed Revitalization Opportunities

Timing: July, 2014

Tasks, Deliverables and Milestones:

- Present Council with a summary of Phase Two including a description and evaluation of proposed revitalization opportunities for the three Inner Harbour sites that are informed by input received through the public engagement process, consultation with key stakeholders as well as input and analysis from the technical project team based on their interpretation of Council policies and regulations and knowledge of the strategic sites.
- Seek Council's direction on one or more preferred revitalization opportunities for each strategic site, including potential short, medium and long-term options or initiatives as the basis for completing the final report on the Inner Harbour Revitalization Opportunities.
- If directed by Council, undertake further detailed analysis or refinement of proposed revitalization opportunities prior to presenting the Final Report to Council.

7.4 Phase Four: Council Decision

Timing: July-August, 2014

Tasks, Milestones, Deliverables:

- Present final concepts and recommendations on Inner Harbour Revitalization Opportunities project to Council and seek Council approval of report as the basis for advancing the revitalization of the Inner Harbour strategic sites.

7.5 **(Alternate) Phase Four: Further Analysis of Proposed Revitalization Opportunities**

Timing: To be Determined

Tasks, Milestones, Deliverables:

- Complete any further analysis or refinement of the proposed revitalization opportunities identified in Phase Three, if directed by Council.
- Complete final report on the Inner Harbour Revitalization Opportunities project.

7.6 **(Alternate Approach) Phase Five: Council Decision**

Timing: To be Determined

Tasks, Milestones, Deliverables:

- Present final concepts and recommendations on Inner Harbour Revitalization Opportunities project to Council and seek Council approval of report as the basis for advancing the revitalization of the Inner Harbour strategic sites.

## 8.0 **Budget, Staff and Third Party Resources**

### 8.1 **Budget**

In addition to staff resources, the cost for this project is estimated at approximately \$100,000 which is proposed to be allocated from the Sustainable Planning and Community Development budget (2014). The budget will support the management and facilitation of the public engagement process including materials and special events. This budget may also be used to retain consultants to assist with more detailed evaluation/feasibility analysis of the preferred revitalization opportunities. Specific analytical needs will be identified in Phase Three.

### 8.2 **Staff Resources**

Staff resources for this project primarily involve the Sustainable Planning and Community Development Department (SPCD) and the Communications and Civic Engagement Department (CCE). This includes a Senior Planner from SPCD functioning as the Project Lead and receiving project and technical assistance from the SPCD Planning Analyst as well as from the CCE Civic Engagement Advisor. It should be noted additional limited assistance from other staff in both departments as well as other departments may be required periodically to advance the overall project and to assist with certain special events such as the Ideas Forum and technical workshop.

## 9.0 **Assumptions**

The following assumptions have been identified based on the project objectives, scope and deliverables that are identified in this Project Charter:

- The focus of this project is to identify opportunities for advancing existing policies and objectives for the Inner Harbour.

