



## Governance and Priorities Committee Report

For the Meeting of July 24, 2014

**To:** Governance and Priorities Committee  
**From:** Jocelyn Jenkyns, General Manager  
**Subject:** David Foster Way Project Charter

**Date:** July 13, 2014

### Executive Summary

The City of Victoria is committed to seeking opportunities to revitalize the Inner Harbour, as outlined in various Council-approved policy plans. The Harbour Pathway was identified as the first priority of the City-wide Greenways plan. The principal goal of the Harbour Pathway is to create a major public amenity for the entire city that will provide continuous public access to the harbour waterfront. The 2003 Harbour Pathway Plan involved substantial community and stakeholder consultation, including input from the Greenways Interdisciplinary Committee and all identified stakeholders.

On June 12, 2014 staff presented the David Foster Harbour Pathway Project Charter to summarize the work undertaken to plan and guide implementation of David Foster Way - the 5km stretch of continuous public pathway along the inner harbour waterfront between Ogden Point and Rock Bay. At that meeting, Council had further questions of staff around a number of short, medium and long term goals of this capital project.

The objective of this report is to address the following issues:

- Consultation around the concepts for the 11 Special Places
- Budget timelines and specific deliverables for 2014 and 2015.


Included as attachments to this report are: Appendix A – Victoria Harbour Pathway Plan and Appendix B – the David Foster Way Project Charter.

### Recommendation:

That Council receive the attached report and amend the project charter as presented.


Respectfully submitted

  
Leigh Sifton  
Manager, Parks Planning & Design

  
Jocelyn Jenkyns  
A/Director Parks,  
Recreation and Culture.

Report accepted and recommended by the City Manager:

Date:

  
July 17, 2014

## **Purpose**

At the June 12 GPC meeting Council passed a motion asking staff to provide further information on a series of items related to David Foster Way (DFW). This report will outline further information and considerations related to the public consultation on design concepts for the 11 Special Places along DFW as well as budget timelines and costs related to design and capital work undertaken in 2014 and 2015.

## **Background**

The City of Victoria is committed to seeking opportunities to revitalize the Inner Harbour and has dedicated resources to capital funding as outlined in the City's Financial plan. The work envisioned for the harbour is outlined in a number of Council-approved policy plans including the City of Victoria Strategic Plan (2013), Official Community Plan (2012), Downtown Core Area Plan (2011), Economic Development Strategy (2011), Harbour Pathway Plan (2008), City-wide Greenways Plan (2003) and the Victoria Harbour Plan (2001).

The Harbour Pathway was identified as the first priority of the City-wide Greenways plan. The principal goal of the Harbour Pathway is to create a major public amenity for the entire city that will provide continuous public access to the harbour waterfront. The 2003 Harbour Pathway Plan involved substantial community and stakeholder consultation, including input from the Greenways Interdisciplinary Committee and all identified stakeholders.

In 2010, the City took steps to partner with the David Foster Foundation on a community based philanthropic campaign to raise capital funds to accelerate the development of the "special places" along the pathway. The result was an agreement on the City's part to rename the Harbour Pathway "David Foster Way".

## **Issues and Analysis**

The goal of David Foster Way is to create a major public amenity for the entire city that will provide continuous public access to the harbour waterfront which includes a pathway design which responds to a number of Character Areas or locational contexts identified along the route. Character Areas include: Rock bay Industrial, Design District, Downtown "Old Town", Fisherman's Wharf, James Bay and Tourist, Institutional, and Ceremonial areas. Along these areas a series of "Special Places" will be developed to correspond to both existing conditions and future opportunities for enhancing public use of the waterfront.

## **Public Engagement related to the 11 Special Places design concepts**

Special places are concepts only and are intended as starting places for design ideas. The City is not tied to these specific designs rather they are intended to show a variety of responses to identified themes. The development of any of the Special Places would involve public consultation consistent with the City's Engagement Strategy with the community and the various site-specific stakeholders and would be conducted at the time development is considered. Any final design ideas for the Special Places would respond to existing City policies (i.e. Official Community Plan, Downtown Core Area Plan, Victoria Harbour Plan).

A priority was placed on the Heron Cove and Raymur Point Bridge connection as the City had concluded the ownership negotiations regarding pathway access and the capital work would be eligible to receive matching dollars through the Trans Canada Trail funding. Public consultation on Heron Cove / Raymur Point bridge design is included in the current bridge contract. The City has assembled a stakeholder group including Transport Canada, Greater Victoria Harbour Authority, Coast Hotel, James Bay Neighbourhood Association, Worldmark Developments and the Greater Victoria Cycling Coalition. This group has met several times to date during which they



have reviewed and vetted several conceptual designs. The next step is for public consultation on the bridge concepts. The consultant will bring two design options of each bridge forward to public open houses where people will have an opportunity to answer a survey around the values the bridge should encapsulate. The earliest opportunity for the City to host the open houses would be 6 weeks following Council approval of the DFW Project Charter.

### **Capital Budget timelines and deliverables for 2014/2015**

As part of the development of the 2008 Harbour Pathway Plan, indicative cost estimates (equivalent to Class C) were prepared. In 2009, a detailed design brief of the Heron Cove and Raymur Point bridges was prepared and included an Order of Magnitude Cost estimate for each of the bridges - \$1,176,700 for Heron Cove and \$1,303,600 for Raymur Point, including a 15% contingency. In addition, a preliminary cost estimate of \$221,300 was prepared in 2013 for the Heron Cove Special Place concept design and includes additional landscaping and habitat restoration.

In 2014, Council allocated \$200,000 in the 2014 Financial Plan for design and preparation of construction drawings for both the Heron Cove and Raymur Point bridges is \$200,000.

The 2015 David Foster Way budget which will be presented for Council's consideration will be allocated to construction of the Heron Cove bridge. Based on the Order of Magnitude cost estimate and the Special Place concept design preliminary cost estimate, this is budgeted at 1,398,000. The additional capital project for 2015 includes the design and preparation of construction drawings of the portion of the David Foster Way under the Johnson Street Bridge connecting to the Janion development. The scope of work is estimated at \$37,000. As a result, the total 2015 budget for the David Foster Way is \$1,435,000.

### **Suggested updates to project charter:**

#### Section 5.0 :

Special places are concepts only and are intended as starting places for design ideas. The City is not tied to these specific designs rather they are intended to show a variety of responses to identified themes. The development of any of the Special Places would involve public consultation consistent with the City's Engagement Strategy with the community and the various site-specific stakeholders and would be conducted at the time development is considered. Any final design ideas for the Special Places would respond to existing City policies (i.e. Official Community Plan, Downtown Core Area Plan, Victoria Harbour Plan). Should Council approve the Harbour Vitality Plan – this would also be a guiding document for development. The City understands the significance and importance of the inner harbour to First Nations and will engage them in the naming of the Special Places.

#### Section 10.0

Update 2016 project to rename it as "Construction of pathway under the Johnson Street Bridge" to more accurately reflect the project scope.

#### Section 11.0

Update "Steering Committee" to "Project Team"

### **Recommendations**

**That Council amend the project charter as presented.**

*Councillor Coleman withdrew from the meeting at 10:31 a.m. and returned at 10:33 a.m.*

## **9. DECISION REQUESTS**

### **9.1 David Foster Pathway Project Charter**

Committee received a report dated May 30, 2014 from the General Manager of the Victoria Conference Centre that outlined information about the Harbour Pathway and provided a Project Charter for the David Foster Pathway.

*Councillor Young withdrew from the meeting at 10:34 a.m. and returned at 10:36 a.m.*

Committee discussed the following:

- The cost estimates for the projects and the importance of finalizing those numbers to move forward with grant applications.
- The concepts for the special places and posting signs to inform people of what is being proposed;
- Installing signage to mark and celebrate the David Foster Pathway.
- The street furniture proposed along the pathway and ensuring it is creatively designed and considers CPTED principles.
- What might be deferred in the capital budget to meet the project deadlines.
- The frontage between the Johnson Street Bridge and the Janion property and who will be responsible for that property.
  - The frontage will be built by the developer.
- Concerns with respect to pathway connections along the Selkirk waterfront.
- The Ships Point special place and concerns regarding the proposed design;
  - These designs are starting points on what could be envisioned and were not intended to be final;
- Concerns regarding naming one of the special places after a business.
- Including timelines in the project charter that are tied to the deliverables and include public consultation on Herron Cove and 100% detailed designs.
- Including in the project charter the staff time required from each department to complete the project.
- The “steering committee” and changing the title to “project team”;
- The absence of economic development considerations in the project charter.
- The lack of reference to the First Nation people in the charter; having First Nations names for the special places.
- Working with the CRD Harbour Review committee in terms of sharing information; the quality of life issues that the public expressed with respect to the harbour.
- Enterprise Wharf and working to restore that area.
- Concerns that approval of the project charter means approval of the special places concept designs;
- The difficulty people may have in determining which plans are conceptual and which ones are not; including a preamble in the project charter that advises it is a conceptual document.



*Mayor Fortin withdrew from the meeting at 11:17 a.m. Councillor Helps assumed the Chair.*

*Mayor Fortin returned to the meeting at 11:21 a.m. and assumed the Chair.*

- The link between the Johnson Street Bridge public realm and the pathway and ensuring both design elements are brought together.

*Councillor Gudgeon withdrew from the meeting at 11:22 a.m. and returned to the meeting at 11:24 a.m.*

- The timelines related to funding from the Trans Canada Trail and identifying other funding opportunities.

**Action:** It was moved by Councillor Isitt, seconded by Councillor Gudgeon, that Committee postpone consideration of this item and that staff report back in two weeks' time addressing the issues raised by Council.

Staff advised that they want to ensure they meet the deadlines to apply for funding from the Trans Canada Trail. A key item required to apply for funding is the City's funding scheme to apply for matching grants. Also receiving Council's support in moving forward with the key connections should allow for an application to be submitted in the next two application uptakes.

The City Manager advised that staff will review the issues identified by Council and report back but it may be difficult to do so in two weeks.

**Action:** It was moved by Councillor Isitt, seconded by Councillor Gudgeon, that Committee amend the motion as follows:

That Committee postpone consideration of this item and that staff report back in **no more than one month** ~~two weeks'~~ time addressing the issues raised by Council.

On the amendment:  
CARRIED 14/GPC332

**For:** Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff and Thornton-Joe

**Against:** Councillor Young

On the main motion as amended:  
CARRIED 14/GPC333

**For:** Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff and Thornton-Joe

**Against:** Councillor Young