

# **PROJECT CHARTER**

## **For the Development of David Foster Way**

**May 30, 2014**



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## 1.0 INTRODUCTION

The City of Victoria is committed to seeking opportunities to revitalize the Inner Harbour, as outlined in the various 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.

The Harbour Pathway Plan was to be constructed as a long term project of the City with phased investment from parks capital on an annual basis. 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. In May 2010, following an in camera meeting, Council moved to formally name the Harbour Pathway the “David Foster Harbour Pathway” to coincide with the City’s 150th celebratory events and the 25th anniversary of the David Foster Foundation as recognition of David Foster’s contributions to Arts and Culture, and his philanthropic and humanitarian work throughout Canada and the world.

This project charter summarizes 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. Included as an attachment to this report are: Appendix A – Victoria Harbour Pathway Plan.

## 2.0 GOAL

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.

David Foster Way will be a model of environmental sustainability protecting and enhancing key viewpoints and view corridors and providing an opportunity for education and cultural, historical and natural interpretation.

### 3.0 OBJECTIVES

David Foster Way will:

- Aim to become Victoria's preeminent public space
- Follow the shoreline as the ultimate preferred priority, while ensuring that existing working harbour access is not compromised
- Utilize and build on those existing pathway sections that warrant being retained
- Vary in width according to existing/future circumstances with a target of 7.0 m for combined pedestrian and cyclist sections, and 5.0 m for pedestrian only sections.
- Vary in character and design in different sections of the route, to reflect the varying "character areas" along the route, with a range of technical/physical solutions.
- Maintain flexibility in combining or separating cyclists and pedestrians, with some sections of the Harbour Pathway having bicycle and pedestrian routes.

Explore a range of relationships to the water including:

- ✓ Bridging over water
  - ✓ Floating on the water
  - ✓ Fixed structure in the water
  - ✓ On-grade beside the water
  - ✓ Separated from the water (inland)
- 
- Create "Special Places" along the harbour pathway route
  - Provide public facilities and amenities along the harbour pathway route

### 4.0 ALIGNMENT WITH EXISTING POLICIES

David Foster Way's route and proposed design development plans are consistent with the current City policies:

- City of Victoria Strategic Plan (2013)
- Official Community Plan (2012)
- Downtown Core Area Plan (2011)
- Economic Development Strategy (2011)
- Harbour Pathway Plan (2008)
- Greenways Plan (2003)
- Victoria Harbour Plan (2001)
- Bicycle Master Plan (1995)

# Pathway/Trail Route



## 5.0 SPECIAL PLACES

David Foster Way is intended to create a series of special, interesting public places that are linked by a generous waterfront pathway. The special places along the route correspond to both the existing conditions and future opportunities for enhancing public use of Victoria's urban waterfront. A comprehensive description of the use and function of each Special Place is outlined in Appendix B - David Foster Way: Partnering to Create a Unique National Landmark.

The City of Victoria has developed plans for 8 of the 11 special places along David Foster Way to articulate a vision of the potential the pathway holds for Victoria's harbour. There are 97 properties affected by or in the vicinity of David Foster Way. The concept plans are assisting staff in sharing this vision for Victoria's harbour with landowners and potential funders.

### **ODGEN POINT (special place without a concept plan)**

- Southern terminus of the Harbour pathway
- Connects to Ogden Point Breakwater and south shore beach cliff top walk
- Ogden Point pavilion (shops and café)

### **FISHERMAN'S WHARF (special place without a concept plan)**

- Marine commercial and tourist hub
- Fish market, shops, restaurants and marina
- Major tourist destination on the Harbour Pathway
- Public access onto water, with floating walkways



## HERRON COVE AT FISHERMAN'S WHARF

This is a special place that features shoreline restoration and the construction of intertidal pools to complement the Fisherman's Wharf Park rain garden nearby. A new bridge will connect commercial business with the waterfront, and a new ramp for kayaks and small boats enhances recreation opportunities. Additionally it will include:

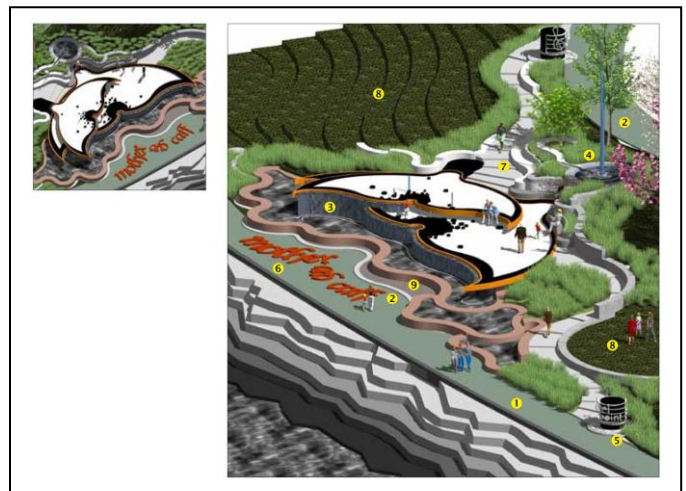
- Relatively intact natural tidal bay
- Natural shoreline, beach and rocky outcrops, mature landscaping
- High ecological rating and marine habitat rating
- Potential for pedestrian bridge across entry



## LAUREL POINT

Situated on a grassy slope, this special place will provide an opportunity for freedom and play as depicted in the mother and baby orcas in the area's design. Accessible pathways meet mid-slope where water sprays and jets emanate into a series of terraced ponds. The space becomes a water play part during the summer. The grassy stage and whale tail sections will be used for performing arts events. The site will also provide:

- Significant promontory
- Outstanding panoramic views across harbour
- Major waterfront park space
- Very low ecological rating but high to medium habitat rating



## BELLEVILLE STREET LOOKOUT

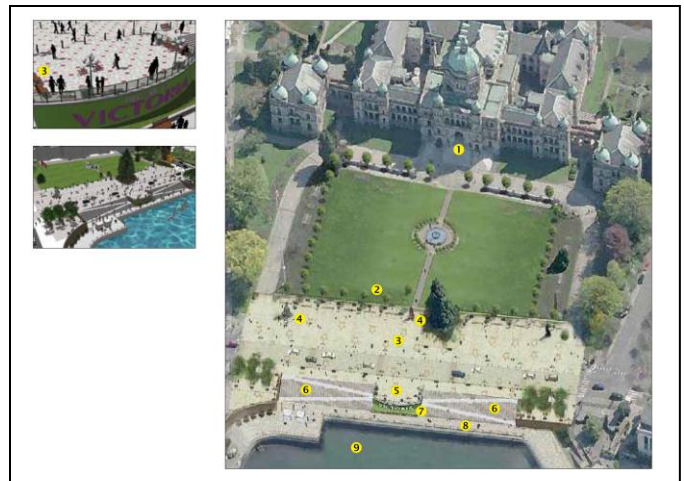
The Belleville Street Lookout is a special place that serves as the gateway to Canada for the many visitors to our beautiful city. It's designed with compact seating and viewing to celebrate British Columbia's forest, mountains and oceans. Being situated close to the Clipper and Coho arrival and departure areas, enables views of Victoria's key landmarks: the Songhees, Johnson Street Bridge and the Inner Harbour. Future plans for the site may also include:

- Major redevelopment site (ferry terminal)
- Potential for significant public/tourist attraction and waterfront access
- Development to enhance Inner Basin urban experience



## CELEBRATION PLACE

Encompassing the lawns of the legislature and the lower causeway, Celebration Place was envisioned as the premier celebratory and ceremonial venue in the Capital City with plans more closely tied to the development of the legislative precinct. At this time, Celebration Place is not a priority of the planning and fundraising for David Foster Way.

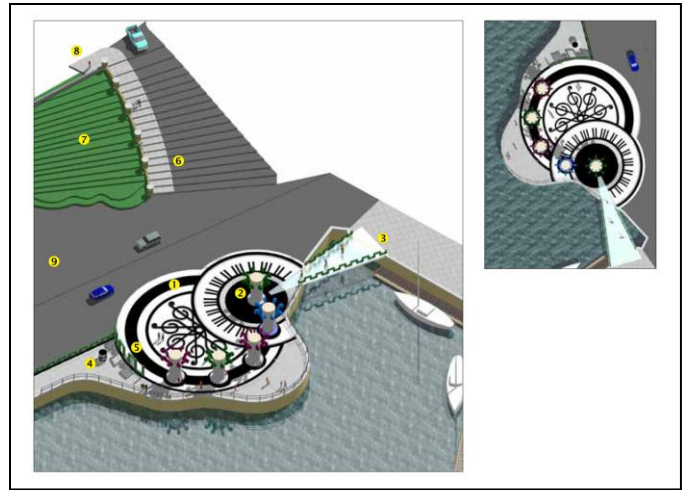




## SHIP POINT

Ship Point is a music-themed special place that provides a dramatic setting for the many performing arts events and festivities that occur in Victoria's inner harbour. Large, theatrical columns with seating surrounding each column at the base provide rest stops and viewing points of the Inner Harbour. The site also:

- Provides excellent views out over the harbour
- Completes north side of Inner Basin
- Is currently a concrete wharf and pier extension
- Is Used for temporary boat moorage



## ENTERPRISE WHARF/BASTION SQUARE WATERFRONT

The Bastion Square Waterfront special place brings the livelihood of Bastion Square across Wharf Street to the water's edge at Enterprise Wharf. A ramped pathway and stairs provide access for everyone to the beach at low tide and the ocean at high tide. Unique shoreline restoration will combine art and nature to form sculptural "wave" intertidal planting ledges set at various elevations to suit different coastal plants. The site also includes:

- Major public open space between Government Street and Wharf Streets
- Excellent views out over harbour
- Potential to extend major public open space down to waterfront Harbour Pathway



### **JOHNSON STREET BRIDGE (special place without a concept plan)**

The new bridge will help improve pedestrian and cycling connectivity for the region by creating a new downtown trailhead for the Galloping Goose, Lochside, and E&N Trails. Connectivity will also be enhanced at Esquimalt and Harbour Roads with the inclusion of a multi-use overpass connecting the E&N Trail with the Galloping Goose and Lochside Trails.

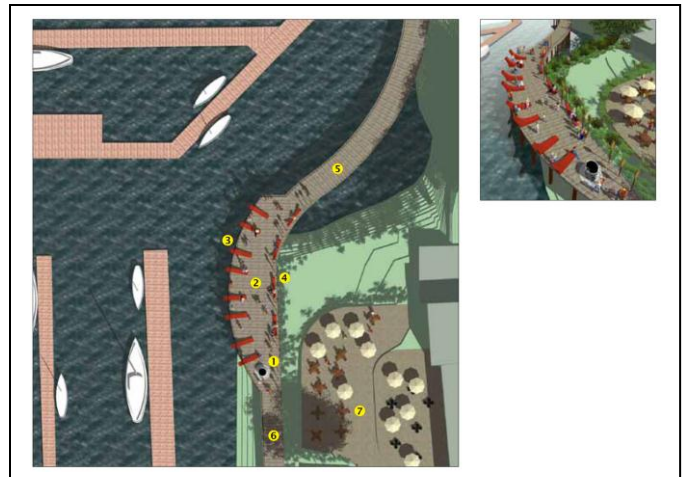
The future David Foster Way will link with the bridge's new pedestrian walkway, passing underneath the bridge and through the bridge wheel. This new connection will improve pedestrian and cycling connectivity between the Victoria West Westsong Walkway, the north end of downtown, and the Inner Harbour.

Additional connectivity improvements in the area include the addition of “elephants-feet” bicycle crossings at the end of the multi-use trail, a new sidewalk connection on the west side of Wharf Street, and a four-way crosswalk at Harbour and Esquimalt Roads with sidewalk connections leading up to the bridge on both sides of Esquimalt Road.

### **CANOE CLUB**

The Canoe Club boardwalk is a special place to rest and view Victoria's harbour. Its design is inspired by the traditional canoes of the Songhees and Esquimalt Nations, and pays tribute to the popular canoe races which took place on the Gorge waterway in the 19<sup>th</sup> and 20<sup>th</sup> centuries. Site includes:

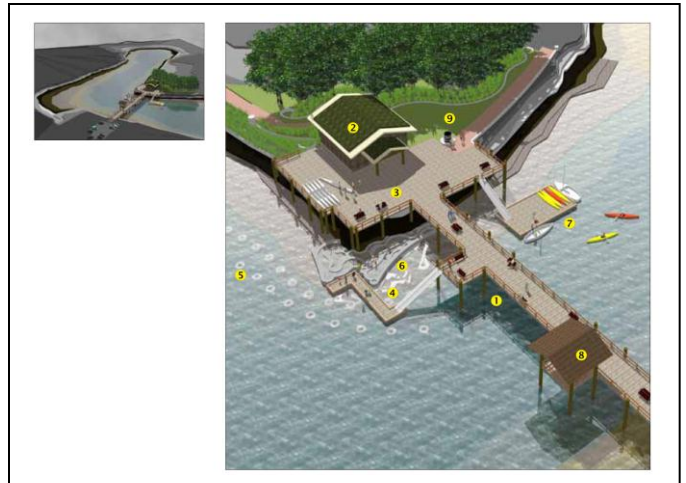
- Adaptive re-use of heritage waterfront industrial building
- Attractive waterfront pub/restaurant with outdoor seating adjacent to Harbour Pathway
- Major destination point on the Harbour Pathway
- Connecting Harbour Pathway and upland street work via Swift Street



## BARCLAY POINT

Working closely with First nations, Barclay Point is a special place for a new footbridge to link David Foster Way with Bay Street in Rock Bay. It also provides a non-motorized boathouse and a large deck suitable for public events. The site is:

- Northern terminus of the Harbour Pathway
- Formerly a rocky islet in the bay, now a promontory (through landfill)
- Excellent views south over the harbour
- Potential for a future pedestrian bridge connection across to Bay Street
- Former marine industrial site, being remediated
- Currently inaccessible, but could become a public park with future redevelopment



## 6.0 LAND ACQUISITION

David Foster Way crosses many separate properties (land parcels and water lots) which are controlled by a number of landowners. 90% of the proposed route improvements are owned by various levels of government with the Federal Government (Transport Canada) accounting for about 37% of proposed new/expanded pathway. The other significant owners include: the Greater Victoria Harbour Authority (GVHA), Provincial Ministries of Shared Services and Transportation and a number of strata land holders. The recent land swap between the City of the Victoria and the Province has provided additional connectivity the pathway.

Negotiations with landowners (related to pathway land acquisition or the negotiation of Statutory Rights of Way) are now underway for all of the connection points along the path from Ogden Point to Rock Bay. Pathway access will be secured for the City through the registration of Statutory Rights of Way and or through the acquisition of property. The pathway connections and alignment of the portion from Rock Bay to Barclay Point will be determined as remediation and future development proceeds in that area.

## 7.0 PARTNERSHIP WITH DAVID FOSTER FOUNDATION

David Foster Way is a long term and complex project involving multiple jurisdictions and ownership conditions. It also represents a high value investment.

City of Victoria Department Parks, Recreation and Culture is responsible for preparing the multi-year implementation plan and budget which would be implemented in phases. The pathway will be constructed as a municipal civic project in partnership with the David Foster Foundation which will provide funding towards “special places” as funds are raised through philanthropic campaigns and individual donor requests.

The City is working with the representatives of the David Foster Foundation (DFF) to identify community based individuals who are interested in being part of a formal working fundraising committee to broaden the fundraising campaign. The most recent meeting with the DFF was on May 13, 2014. Terms of reference will be developed to guide the work of this committee and the partnership with the City in this major capital project.

The City is taking the lead on solidifying various organizational and individual relationships to increase community participation in this project.

## 8.0 TRANS CANADA TRAIL ALIGNMENT

The Trans Canada Trail (TCT) is one of the world's longest networks of trails, developed and promoted by a non-profit registered charity. When completed, the Trail will stretch nearly 24,000 kilometres from the Atlantic to the Pacific to the Arctic oceans, linking 1,000 communities and all Canadians. Today, nearly 17,000 kilometres of Trail have been developed.

The City and TCT have been working to ensure the alignment of DFW with TCT. As a result of this alignment, there may be an opportunity for 50% cost sharing for capital improvements along the pathway. Currently funding for the design and construction of Raymur Point bridge has been identified as the priority project. Should TCT funding be realized, Raymur Point bridge could be constructed by 2017 in conjunction with Canada's sesquicentennial.

On May 2, 2014 the City received information from the TCT that David Foster has agreed to be a TCT National Champion. Here is the quote from David Foster:

" I am so proud to be Canadian and love the fact that this trail unites all of us. I have travelled around the world and now more than ever do I appreciate how fortunate we all are to call this awesome country our home. Anyone who knows me, knows that I am the biggest Canadian flag waver on the planet--being born and raised in British Columbia is the best gift I have ever been given--no exceptions!! Great music has the ability to connect us in such a powerful way and like music I am so excited that the Trans Canada Trail is also an amazing connection between us all"

## 9.0 KEY PRIORITIES

1. Connectivity between Canoe Club and Ogden Point.
2. Land acquisition
3. Wayfinding
4. Special places

## 10.0 CAPITAL BUDGET AND SCHEDULE

The funding levels outlined below are proposed and will be subject to Council capital budget approvals. Funding from the TCT will be sought as 50% dollars towards the work outlined in years 2015, 2016 and 2017.

2014	\$200,000	Design and construction drawings for Raymur Point, Herron Cove and the Janion walkway connections.
2015	\$1,435,000	Pending Capital Budget approval – Construction of Heron Cove Bridge.
2016	\$500,000	Pending Capital Budget approval – Construction of Janion Pathway Section.
2017	\$950,000	Pending Capital Budget approval and 50% funding from Trans Canada Trail– Construction of Raymur Point connection.
2018	\$600,000	Reeson Park – final alignment consisting of a short portion of boardwalk followed by an on-land condition, wayfinding planning and design.



## 11.0 STAFF AND STAKEHOLDERS - ROLES AND RESPONSIBILITIES

This section lays out the roles and responsibilities of staff various project stakeholders.

### **Steering Committee**

A Steering Committee consisting of the City Manager and Directors from the following City departments: Finance, Planning and Sustainable Development, Engineering, Communications and the Victoria Conference Centre will be formed in late 2014 to oversee the project implementation. Legal and Legislative and Regulatory Services will participate in the committee as required.

### **Technical Working Group**

A working group consisting of staff from the following City departments: Parks, Finance, Planning and Sustainable Development and Engineering, to provide intradepartmental expertise for the project.

The GM of the Victoria Conference Centre is the current lead for the project and will coordinate and support interdepartmental collaboration and integration as well as the relationships with the David Foster Foundation Community Fundraising Committee as well as the Trans Canada Trail.

All external communication will be managed through the Director of Communication's office regarding the progress of the project, key milestones and major decisions made by the Committee.

**City Council:** Council allocates resources to the project, and has final approval authority for the DFW. Council may solicit the input of the general public regarding DFW consistent with the City's Civic Engagement Policy.

**Stakeholder Groups:** Stakeholder groups and non-governmental organizations will contribute in the same way as the broader community, but also be the subject of focused consultation with respect to their particular areas of interest.

The design and development of David Foster Way is a significant multi-year City capital project. Work is well underway with regard to the connectivity of the pathway and an application to the Trans Canada Trail (TCT) for funding related to the connectivity will be submitted to TCT late summer of 2014. Updates for Council will be provided on a quarterly basis beginning in September 2014. There will also be periodic updates to Council and the public based on the achievement of significant milestones of the project which include:

1. Upon completion of the public consultation on Herron and Raymur pt. bridges
2. Upon completion (prior to tendering) of the 100% detailed design with cost estimates for the bridges and the Janion connection at Johnson Street Bridge.
3. Upon completion of the way finding program
4. Updates, as required when grant and/or funding opportunities become available.