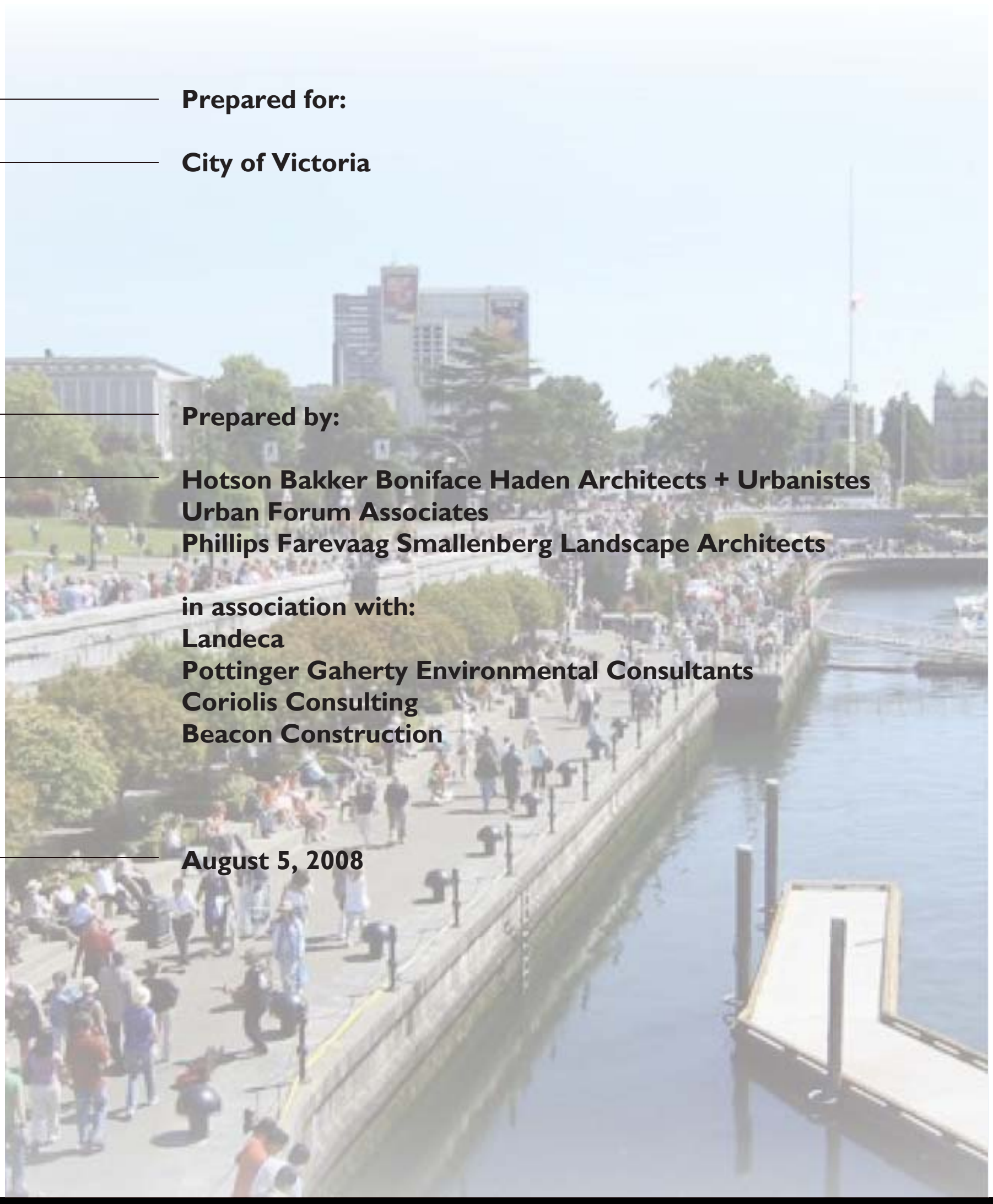
VICTORIA HARBOUR PATHWAY

A plan for the implementation of a pathway along the harbour waterfront between Ogden Point and Rock Bay



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City of Victoria

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EXECUTIVE SUMMARY

Context, Scope and Goals

The Harbour Pathway was identified as the first priority of the City-wide Greenways Plan approved by Council in 2003. This Harbour Pathway Plan report summarizes the work undertaken to plan and guide implementation of a continuous public pathway along the harbour waterfront between Ogden Point and Rock Bay.

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, with the exception of those properties currently requiring water access. A key objective of the project is the completion of gaps in the existing harbour pathway. The Harbour Pathway will complement and extend those sections of waterfront pathway that exist, such as the Inner Basin causeway, rather then replacing them.

Consultation

This plan has involved substantial community and stakeholder consultation, including input from the Greenways Interdisciplinary Committee and all identified stakeholders, as well as two public open houses, a questionnaire, newsletters and information carried on the City's website. The Harbour Pathway Plan enjoys widespread public support.

Principles

A set of Planning and Design Principles was established in consultation with the Greenways Interdisciplinary Committee and senior City management, and these principles have guided the Harbour Pathway Plan.

Greenways Integration

The Harbour Pathway forms a key part of the City's Greenways Plan. The Harbour Pathway will connect with a number of existing or proposed Greenway routes. These connections will serve to enhance public access to the waterfront from the wider Greenway network.

Character Zones & Special Places

The pathway design responds to a number of Character Zones identified along the route. A series of Special Places along the route correspond to both existing conditions and future opportunities for enhancing public use of the waterfront. Proposed Special Places include: extending Bastion Square down to the waterfront, with broad flights of stairs and terraces that provide public access from Wharf Street to the water's edge; developing Ship Point as a public space for festivals, concerts and other special events. Any future redevelopment of the existing waterfront surface parking lots should accommodate the development of enhanced public connections between upland areas and the waterfront.

Pathway Route

The pathway route has been established. Generally, the pathway is located alongside the water, except for those sections where this is not practical or existing land uses (such as industrial water use) preclude this. The plan accommodates both interim and ultimate route solutions, recognizing that construction will be phased over time and that some sections may involve short-term solutions. The Harbour Pathway both anticipates and is designed to accommodate new development on several key sites along the route.
Detailed Route & Material Plans are included in this report.

Pathway Width

The proposed pathway is typically 7.0 m wide. For much of its length, recreational cyclists and pedestrians will share the route. Other sections will be 5.0 m wide, where cyclists and pedestrians are separated, or where the pathway bridges over open water. In some sections cyclists will be separated onto existing adjacent roads. Certain sections are proposed as high-clearance bridges spanning over inlets such as across the mouth of Heron Cove and Raymur Point Bay. Other sections are planned as low-level boardwalks built out over the water such as north of Reeson Park and under the Johnson Street Bridge.

Pathway Design

This report describes and illustrates a full range of design solutions to the diverse site conditions found along the pathway route. A consistent, overall design language has been established that reflects Victoria's sense of place and is intended to be timeless, with a restrained yet robust elegance that will last.

The pathway will be built of either concrete or asphalt, with a 400 mm wide granite edge strip on both sides and a granite raised curb on the waterfront side. For those sections of the pathway where it crosses over the water or is suspended over a sloping shoreline bank, the pathway will be built of timber decking on a heavy timber structure.

A comprehensive set of design elements has been identified. This includes paving materials, edge treatment, lighting, furniture, and signage.

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Environmental Approach

The environmental approach is consistent with the “Green Shores” guiding principles:

- Preserving the integrity or connectivity of coastal processes;
- Maintaining or enhancing habitat diversity and function;
- Minimizing or reducing pollutants to the marine environment; and
- Reducing cumulative impacts to the coastal environment.

Pathway impacts will be minimized while maximizing opportunities for habitat protection and enhancement along the route. Primary goals include:

- Providing a net increase in both the quantity and quality of fish and wildlife habitat in the harbour area;
- Increasing the fish and wildlife species diversity in the harbour area; and
- Improving the overall ecological rating of the Harbours Ecological Inventory and Rating shore units in the Harbour Pathway area.

Land Acquisition

A detailed Land Acquisition Strategy Report has been submitted to the City under separate title. A multi-pronged strategy to acquire the land/water and rights of public access needed to implement the pathway while keeping acquisition costs to a minimum, is outlined in this report.

The proposed pathway route crosses many separate properties (land parcels and water lots), controlled by a number of different landowners. Agreements will need to be reached with these landowners to enable the Harbour Pathway to be completed. Transport Canada owns about 37% of the proposed pathway route. The Provincial Capital Commission and Greater Victoria Harbour Authority also own significant portions of the planned route. Private owners account for about 10% of the proposed route.

The Land Acquisition Strategy estimates a property acquisition allowance of approximately $4 – 5 million assuming the fee simple interest in the portion of each property required for the pathway is purchased. This excludes any sites that we assume can be acquired at nominal cost. If easements, statutory rights of way, licenses of occupation or leases can be negotiated instead of fee simple ownership, this would result in a lower property acquisition cost.

Construction Costs

Order of magnitude construction cost estimates of the proposed Harbour Pathway have been prepared. Cost estimates are attached to this report. More detailed cost estimates will be required at the detailed design and construction documentation stage for each phase of the work.

Cost Estimate Summary (in 2008 dollars):

James Bay/Dallas Road Zone	$1.249 million
Fisherman’s Wharf Zone	$2.969 million
Tourist/Residential/Park Zone	$2.786 million
Tourist/Institutional/Ceremonial Zone	$0.957 million
Downtown “Old Town” Zone	$5.285 million
Design District Zone	$3.786 million
Rock Bay Industrial Zone	$1.905 million
Total Harbour Pathway	$18.941 million

The above costs do not include soft costs such as design fees and permits. Design fees can typically be expected to be approximately 10% of construction costs.

Implementation & Phasing

This report describes a number of implementation governance models and a phasing strategy for undertaking the Harbour Pathway project. The City will need to select a preferred implementation model.

The Harbour Pathway will need to be developed in several phases, as funding and land become available. Based on a number of criteria, the following pathway sections have been identified as Highest Priority Phases (KP = Kilometer Points):

- Tourist/Institutional/Ceremonial Character Zone: Belleville Street on-street section between Pendray Street and Menzies Street (KP 1.3 – KP 1.6)
  estimated construction cost: $121,251
- Downtown ‘Old Town’ Character Zone: between Milestones Restaurant and the Customs Wharf at Broughton Street (KP 2.1 – KP 2.3)
  estimated construction cost: $285,990
- Downtown ‘Old Town’–Design District Character Zones overlap: from Reeson Park to north side of Johnson Street Bridge including underpass (KP 2.6 – KP 2.8)
  estimated construction cost: $2,097,516

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Next Steps

The key next steps for the City are:

- Council endorsement of this Harbour Pathway Plan;
- select a preferred project implementation governance model;
- develop a detailed implementation and funding program, including identifying both short-term and long-term funding sources, adjust City's Capital Program accordingly;
- select a section of the pathway for implementation as Phase 1;
- negotiate land transfers or legal agreements with any affected land owners, if required;
- commission the preparation of detailed design and construction documents for the construction of Phase 1, and confirm construction costs;
- allocate funding;
- Council approval to proceed to construction of Phase 1;
- construct Phase 1

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1.0 INTRODUCTION

1.1 PROJECT SCOPE AND GOALS

The Harbour Pathway project is being undertaken to guide the implementation of a continuous public pathway along the harbour waterfront between Ogden Point and Rock Bay. The Harbour Pathway is the first priority of the city-wide Greenways Plan approved by Council in 2003. The City retained interdisciplinary consultant team in 2007 to work with stakeholders and City staff to prepare a plan for the multi-use pathway. This is the final report of the Harbour Pathway Plan.

The original project scope extended from Fisherman's Wharf to Rock Bay. Following community input, the City extended the scope southwards along Dallas Road to where it meets the Ogden Point breakwater. The Harbour Pathway Plan therefore now extends from Ogden Point to Rock Bay.

The Harbour Pathway is envisioned as a major public amenity for the entire city. It will provide continuous public access to the harbour waterfront, with the exception of those properties that currently require water access. In these areas, such as marine industrial properties located in the Upper Harbour, the surrounding street system will be upgraded to improve connectivity along the corridor, until such time as there is a change in land use.

A key objective of the Harbour Pathway project is the completion of gaps in the existing harbour pathway between Ogden Point and Rock Bay. The Harbour Pathway will complement and extend those sections of waterfront pathway that exist, such as the Inner Basin causeway, rather then replacing them.

In addition, the development of consistent design elements will contribute to an overall sense of identity and unity for the Harbour Pathway.

This report describes and illustrates – through plans, cross-sections and design detail drawings – the full range of design solutions to the diverse site conditions found along the pathway route. The report also includes cost estimates of the proposed pathway, and a discussion about implementation.

This Harbour Pathway Plan does not include preparation of detailed design documents for construction of the Harbour Pathway: that will form the next stage of work on the project, once the City selects a section of the pathway as the first priority for construction.

1.2 STUDY PROCESS

This study has involved substantial community and stakeholder input. This has included the input of the City's Greenways Interdisciplinary Committee at multiple points in the process, numerous meetings with all identified stakeholders including all three levels of government, several Residents Associations, local businesses and property owners, and City staff and Council.

Two Public Open Houses were held at key points in the planning process to share information and seek public input. Both events were very well attended. A summary of this input is provided as an Appendix to this report.

The City's website also carried information about the project and received multiple visits during the study process..

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2.0 PLANNING & DESIGN PRINCIPLES

A detailed set of Harbour Pathway Planning and Design Principles were developed by the consultant team in consultation with the client staff committee and with senior City management input

- The harbour pathway design should aspire to excellence, with the aim of becoming Victoria's preeminent public space.
- The harbour pathway shall follow the shoreline as the ultimate preferred priority, while ensuring that existing working harbour access is not compromised.
- The harbour pathway shall be mostly a "People Only Greenway" (i.e. no motor vehicles) intended for pedestrians, cyclists and other rolling modes (including motorized individual scooters)
- The harbour pathway shall utilize and build on those existing pathway sections that warrant being retained.
- The harbour pathway will vary in width according to existing/future circumstances, with a target width of 7.0 m for combined pedestrian and cyclist sections, and 5.0 m for pedestrian only sections.
- The harbour pathway should vary in character and design in different sections of the route,to reflect the varying "character zones" 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 separate bicycle and pedestrian routes.
- The harbour pathway shall 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 (e.g. public washrooms)
- The harbour pathway should be an opportunity for education and interpretation: cultural, historical and natural.
- The harbour pathway routing should be established before upland development plans, and new waterfront projects should be required to integrate this pathway routing in their site plans.
- The harbour pathway plan shall accommodate both interim and ultimate solutions, recognizing that construction will be phased over time and that some sections may involve short term solutions.
- The harbour pathway should be planned and designed to be extended in future.
- The harbour pathway design should include certain specific common elements to help define continuity.
- The harbour pathway should be a model of environmental sustainability and shall improve the natural environment.
- Aim for universal access wherever practically possible.
- Identify key viewpoints (lookouts) and view corridors (street-end views) to be protected and enhanced.
- Identify key connections to the upland street network and develop these as enhanced public spaces.
- With respect to edge protection, the harbour pathway design shall balance reasonable risk management with careful consideration given to not blocking views or limiting experience of the water: the existing typical bollard and chain solution is considered a generally appropriate edge treatment precedent.
- The harbour pathway shall be designed with public safety and comfort in mind, taking into consideration principles of Crime Prevention Through Environmental Design.

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3.0 CHARACTER AREAS

The Harbour Pathway study area has been divided into a number of distinct Character Zones. These Character Zones reflect the varied contexts along the length of the proposed pathway. See the following Character Zones map for a detailed illustration and description of each Character Zone.

From north to south, the Character Zones are:

ROCK BAY INDUSTRIAL

- Characterized by heavy industrial operations and areas of inactive industrial lands
- Shoreline is a mix of working industry, wharfs and abandoned former industrial sites
- Surrounding streets have narrow concrete sidewalks with few trees
- No existing waterfront pathway in this zone

DESIGN DISTRICT

- Characterized by a mix of large warehouse and older industrial buildings, some of which have been converted into life style shops, design offices and restaurants
- Transition zone between Rock Bay industrial to north and Downtown to south
- Very limited connections to upland street grid

DOWNTOWN ‘OLD TOWN’

- Characterized by a mix of older industrial and commercial buildings, a multi-storey waterfront hotel and large surface parking areas
- Built form is a mix of older small masonry buildings, the multi-storey Regent Hotel, and floating transportation-related structures
- Existing shoreline pathway is largely continuous but under-scaled, and very poorly defined adjacent to the parking lots
- Connections to the upland street grid rely on access through parking lots

TOURIST /INSTITUTIONAL/ CEREMONIAL

- The most formal character zone along the entire harbour shoreline, attracting the highest concentration of tourists
- Characterized by a strong sense of containment, a consistent formal edge treatment, and generous scale of interconnected public waterfront spaces
- Built form consists of large, formal heritage structures, utilitarian transportation structures, and smaller waterfront pavilions
- Shoreline has been modified to create a formal public edge treatment flanked by hard-edged working wharfs on both the south and north sides of the Inner Basin

TOURIST/ RESIDENTIAL/ PARK

- Characterized by several hotels and residential buildings, and substantial sections of waterfront park space arrayed along a picturesque, irregular shoreline.
- Includes several coves and inlets, some of which have preserved their natural shoreline environment
- Shoreline has been modified in some sections, but largely follows its original alignment, with several inlets, bays and promontories including Laurel Point
- Connections to the upland street grid mostly rely on mid-block easements across private properties

FISHERMAN’S WHARF

- Characterized by the tourist-oriented Fisherman’s Wharf marina and fish market
- Adjacent to public park
- Built form consists of a number of wharfs and floating homes and other structures at Fisherman’s Wharf
- Significant conflicts between vehicle traffic and pedestrians

JAMES BAY / DALLAS ROAD

- Characterized by a residential neighbourhood along the inland side of Dallas Road, and large institutional uses along the water side
- Dallas Road is characterized by rows of mature trees on both sides of the street and a broad landscaped boulevard along the west side, extending south to Ogden Point
- The proposed harbour pathway route in this area is integrated with the existing street grid along Dallas Road
- No existing waterfront pathway in this zone

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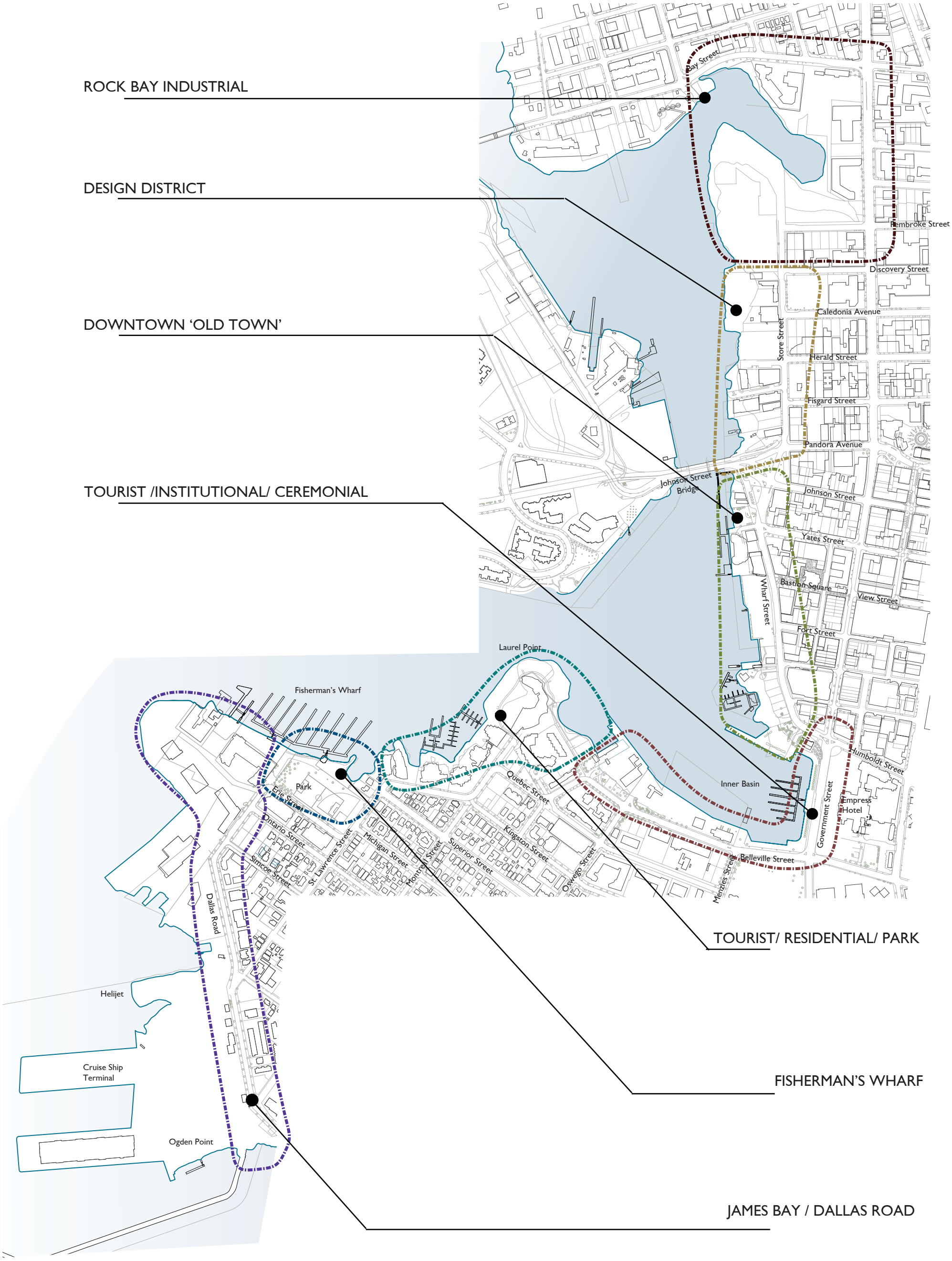
3.0 CHARACTER AREAS



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4.0 LIFE AT THE EDGE

4.1 A DIVERSE WATER FRONT EXPERIENCE

This study should be considered as a component of the City's long term planning strategy for the waterfront.

The Harbour Pathway is about more than just a waterfront route for cyclists and pedestrians. It is about experiencing the waterfront as a special place in the city. It is a place for gathering, celebrating, special events, watching the marine based activities, enjoying nature and landscape, and participating in a vibrant public realm for the city.

As one moves along the Harbour Pathway one will engage in a variety of places, landscapes and activities. Many of these exist and many will come in future as redevelopment along the much of the route occurs. The pathway should respond to these conditions to provide a range of interesting and engaging places and experiences.

The Harbour Pathway will offer a wide diversity of physical experiences along its +5 km length. Reflecting the varied shoreline conditions and urban contexts, the pathway design will be physically diverse, with different experiences through different sections of the route.

For most of its length, the pathway will be 7.0 m wide, typically where recreational cyclists and pedestrians are combined. Other sections of the route will be 5.0 m wide, where cyclists and pedestrians are separated, or where the pathway bridges over open water. For much of its length, recreational cyclists and pedestrians will share the route. In some sections cyclists will be separated onto existing adjacent roads. Certain sections are proposed as high-clearance bridges spanning over inlets or coves such as across the mouth of Heron Cove and Raymur Point Bay. Other sections are planned as low level boardwalks built out over the water or under the Johnson Street Bridge.

Where the Harbour Pathway intersects with points of access to the upland street network, opportunities for creating expanded public areas and special places are included.

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4.2 SPECIAL PLACES

Existing Special Places

OGDEN POINT
- Southern terminus of the Harbour Pathway
- Connects to Ogden Point Breakwater and south shore beaches, cliff top walk
- Ogden Point pavilion (shops and café)

FISHERMAN'S WHARF
- Marine commercial and tourist hub
- Fish market, shops, restaurants and marina
- Major tourist destination on the HarbourPathway
- Public access onto water, with floating walkways

HERON COVE
- 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
- Significant promontory
- Outstanding panoramic views across harbour
- Major waterfront parkspace
- Very low ecological rating but high to medium marine habitat rating

BELLEVILLE
- Major redevelopment site (ferry terminal)
- Potential for significant public/tourist attraction and waterfront access
- Currently inaccessible to public
- Development would extend Inner Basin urban expe rience

INNER BASIN
- Victoria's formal "front door"
- Heart of the Harbour Pathway
- Well established tourist attraction
- Generous design, high quality materials, consistent streetscape treatment
- Focus of public spectacles and special events

SHIP POINT
- Completes north side of Inner Basin
- Excellent views out over harbour
- Currently a concrete wharf and pier extension
- Used for temporary boat moorage
- Surface treatment is ill-defined, poor quality materials

BASTION SQUARE
- Major public open space between Government Street and Wharf Streets
- Excellent views out over harbour
- Currently very weak connection to waterfront (narrow wooden stairway)
- Potential to extend major public open space down to waterfront Harbour Pathway

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

BARCLAY POINT
- Northern terminus of the Harbour Pathway
- Formerly a rocky islet in the bay, now a promontory(through landfill)
- Excellent views south over 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

New Special Places

The Harbour Pathway 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.

For example, the Harbour Pathway proposes to extend Bastion Square right down to the waterfront, with broad flights of stairs and terraces that provide public access from Wharf Street to the water's edge. This will become a key public entry point to the Harbour Pathway, and extend the Bastion Square public open space to the water.

Another example of an enhanced special place is the opportunity to develop Ship Point as a public space for festivals, concerts and other special events. There is also a possiblity that this site could be developed as a performance art center or other significatnt public building.This might involve a unique design for this area to accommodate a range of uses such as special paving, seating, special lighting, infrastructure and utilities (e.g. electricity supply, sound system) for public events and performances, a stage or performance platform, and weather protection.

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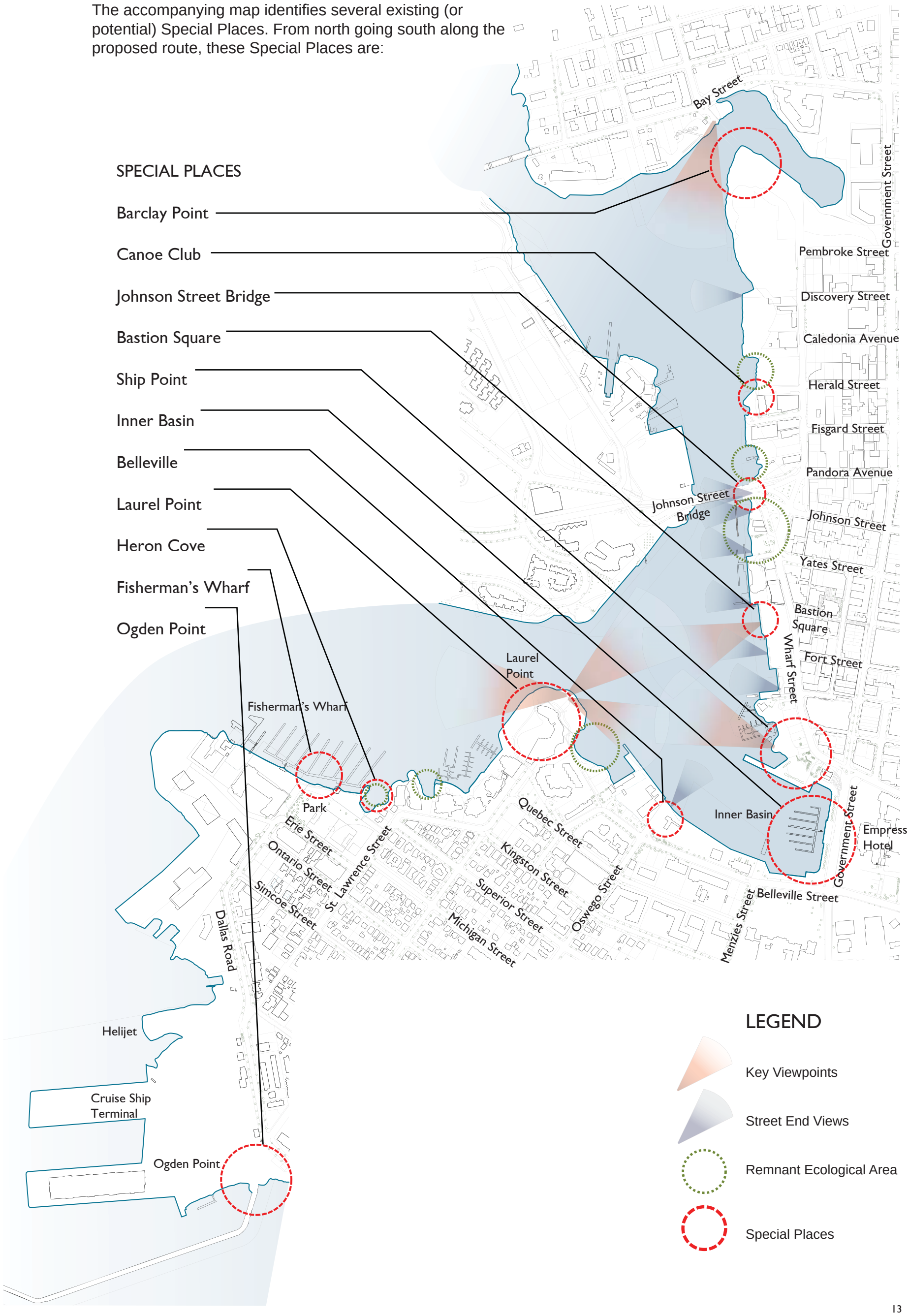
4. 2 SPECIAL PLACES

The accompanying map identifies several existing (or potential) Special Places. From north going south along the proposed route, these Special Places are:



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4. 3 POTENTIAL DEVELOPMENT SITES /FUTURE LAND USE CHANGES

The Harbour Pathway both anticipates and is designed to accommodate new development on several key sites along the route. While this is not a land use study, this Harbour Pathway work does inform longer term land use planning and supports potential future changes in land use along the route. Development of these sites will bring more diverse uses to the waterfront, and these new uses will front onto and help animate the Harbour Pathway.

Key specific adjacent sites that are expected to be redeveloped in the near future, and some possible uses, include:

• Fisherman's Wharf area
(expected to add tourist commercial operations, a pub, and a performance area)

• Belleville Street ferry terminal site
(expected to be redeveloped as a marine gateway transportation hub with a mix of supporting uses including retail, restaurants, tourist attractions, etc.)

• City of Victoria owned parking lot along Wharf Street between Humboldt and Broughton streets
(envisaged to be redeveloped as a public celebration space with arts performance area, First Nations and tourist/ commercial operations)

• Provincial Capital Commission owned parking lot along Wharf Street between Fort Street and Bastion Square
(envisaged to be redeveloped as a mixed use, active public area, with a mix of tourist commercial, retail and food services)

Taken together with other planning policies such as the Harbour Plan or Downtown Plan Update, redevelopment of these and other adjacent sites will bring a more diverse, lively, active range of uses to Victoria's waterfront. The Harbour Pathway, with its generous width, is specifically designed to accommodate and support these uses and the increase in pedestrian and cyclist traffic that will accompany them.

The Harbour Pathway could also provide other opportunities to expand and improve existing commercial uses of the water itself such as for kayak launches, canoe rentals, ecotourism, whale watching, additional ferry services, etc.

Finally, the Harbour Pathway also anticipates eventual changes in land use around Rock Bay over the long term, from the existing industrial use to other uses. If and when this change occurs, then the Harbour Pathway plan has identified future new routes along the shoreline around Rock Bay, with a pedestrian bridging across the mouth of Rock Bay linking Barclay Point and Bridge Street. This bridge would only be developed once the existing industrial uses around Rock Bay no longer require barge access into the bay

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4. 4 PROGRAMMING

A key aspect of the success of the proposed Harbour Pathway will be the intensive programming of spaces along the pathway. Programming of the Harbour Pathway could include such elements as:

- Mobile food/drinks/crafts vending kiosks;
- Tourist Information kiosks;
- Public Washrooms;
- Public Art installations or temporary displays;
- Arts and Cultural Festivals
- Special events
- Seasonal flower displays/hanging baskets
- Busker program
- Sports events such as fundraiser walks, jogging races, etc.
- Environmental Interpretive program (signs and plaques)

The Harbour Pathway is designed to support a wide range of intensive programming. Locations for the infrastructure (e.g. electric power, lighting) and facilities (e.g. public art sites, gathering spaces, bike racks) required to support such programming will be included at various sites along the length of the pathway. The pathway is sufficiently wide (typically 7.0 m) to ensure that such programming should not impede the flow of pedestrians.

4. 5 TEMPORARY AND PERMANENT USERS

The Harbour Pathway route plan recognizes that there are both short term or interim conditions and longer term conditions. For example, the pathway route around Rock Bay cuts inland onto City streets to avoid compromising the water access requirements of existing industrial uses. At the same time, as noted above, the plan identifies the long-term preferred pathway route along the waterfront when and if such land uses change.

Similarly, the pathway is designed with built-in flexibility to accommodate a wide range of ephemeral uses or activities within its undifferentiated 7.0 m width, such as busking locations, mobile vending kiosks, craft stalls, temporary art displays, etc. These ephemeral uses can be added, relocated or terminated as required by program managers.

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5.0 PATHWAY ROUTE

The Harbour Pathway routing alignment has been determined based on the key planning principle that:

“The harbour pathway shall follow the shoreline as the ultimate preferred priority, while ensuring that existing working harbour access is not compromised.”

This has meant that wherever possible the alignment follows the existing shoreline.

The alignment has also been determined based on another key planning principle that:

“*The harbour pathway plan shall accommodate both interim and ultimate solutions, recognizing that construction will be phased over time and that some sections may involve short term solutions.”*

This has meant that certain sections of the proposed alignment are interim solutions that do not as yet follow the shoreline.

The pathway initially began at Fisherman’s Wharf. Following community input, the City extended the pathway scope southwards along Dallas Road as far as Ogden Point. The pathway therefore now begins at the point where Dallas Road accesses the Ogden Point breakwater. The pathway then follows the west side of Dallas Road via a widened sidewalk all the way north to Fisherman’s Wharf Park.

From here the proposed alignment follows the roadway along the west side of the park down to the waterfront at Fisherman’s Wharf. At Fisherman’s Wharf the pathway is aligned along the shoreline, heading east.

Two pedestrian bridges are proposed, the first crossing the mouth of Heron Cove and the second crossing the entry to Raymur Point Bay. These bridges will allow remnant natural habitats in both these two bays to be retained and enhanced.

The route then follows the shoreline around to Laurel Point, where it joins the existing waterfront walkway, which would be widened and reserved for pedestrians only. A secondary route splits off here to form an upper (inland) route around the point, which will be the designated route for recreational cyclists.

After utilizing the existing pathway route around the park east of Laurel Pont (KP 1.1 – KP 1.3), the route again splits in two: one alignment joins Belleville Street where it is proposed to widen the north-side sidewalk by eliminating a row of on-street parking; the other alignment will follow the shoreline of the future Belleville ferry terminal site after redevelopment. It is assumed that this second alignment will be constructed as part of this site’s redevelopment, and the path will be separated from the controlled security area.

From here, the alignment connects into the existing Lower Causeway pathway that follows around the Inner Basin. This section of the route will remain unchanged.

From the north side of the Inner Basin, the alignment passes Ship Point and follows the west edge of the parking area as far north as the Customs wharf at Broughton Street. The pathway connects here to the existing boardwalk (KP 2.3) which would be widened.

The pathway then follows the existing route along the edge of the second parking lot between Fort Street and Bastion Square, again widened. This leads to the existing pathway across the rear of the Regent Hotel, which would also be widened over the water. At the north end of the Regent Hotel, the alignment extends out over the water as a boardwalk connecting to a new underpass beneath the Johnson Street Bridge. The underpass could either be suspended from the underside of the bridge or supported on piles in the water.

North of the bridge, the alignment follows the natural curved bay around to the Mermaid Wharf building, then joins the existing waterfront pathway here leading north past the Canoe Club restaurant. This section of the pathway would be widened.

From the north end of the Canoe Club restaurant, the alignment once again extends out over the water as a boardwalk, connecting back to the land at the north end of the Value Village building. From here the proposed alignment follows the existing shoreline as far north as Discovery Street where it turns away from the water and heads east uphill to Store Street, then turns north again along the west sidewalk as far as Pembroke Street.

At Pembroke Street the pathway follows an interim alignment east along the north side of Pembroke Street on a widened sidewalk as far as Government Street, then north along Government Street (west sidewalk) and west along Bay Street (south sidewalk).

In the long term the preferred alignment is to continue northwards on the Store Street right of way as far as Rock Bay, then follow the western shoreline north to Barclay Point from where a proposed pedestrian bridge will cross the mouth of Rock Bay to connect to Bay Street at Bridge Street (replicating the historical bridge that used to be here). From here, the Harbour Pathway will eventually extend and connect to surrounding proposed or existing greenway routes.

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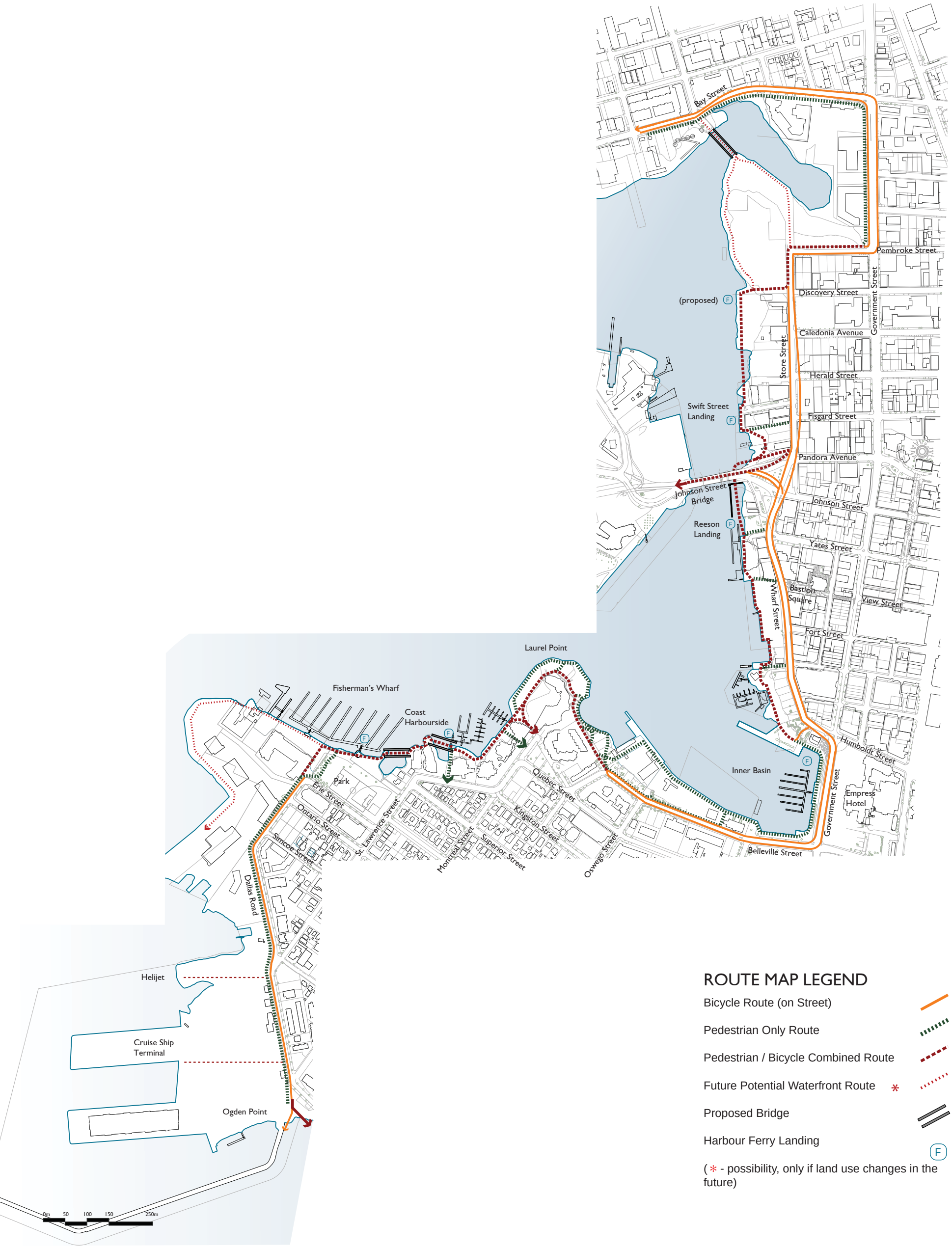
5.0 PATHWAY ROUTE



ROUTE MAP LEGEND

Bicycle Route (on Street)

Pedestrian Only Route

Pedestrian / Bicycle Combined Route

Future Potential Waterfront Route *

Proposed Bridge

Harbour Ferry Landing (F)

(* - possibility, only if land use changes in the future)

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6.0 GREENWAYS PLAN INTEGRATION

The City's Greenways Plan (2003) identifies a network of existing and proposed greenway routes throughout the City.

The Harbour Pathway forms a key part of the Greenways Plan. The Harbour Pathway section was previously identified by the City as the highest priority section for implementation. The proposed routing is generally consistent with the Greenways Plan routing and policies (see Section 11.1 of this report).

The Harbour Pathway will connect and integrate with a number of existing or proposed greenway routes, as illustrated on the map opposite. These connections will serve to enhance public access to the waterfront from the wider greenway route network.

Greenways that will be connected to the Harbour Pathway include, from south to north:

Dallas Road (east of Ogden Point)
Simcoe Street
Superior Street
Government Street (south)
Government Street (north)
Courtney Street
Bastion Square/View Street
Pandora Avenue
Johnson Street Bridge/E & N Trail/Galloping Goose Trail
Bay Street
Rock Bay Avenue
Hillside/Bridge Street

As described elsewhere in this report (see Section 4.2 Special Places), this study has identified opportunities to enhance and improve pedestrian connections between the Harbour Pathway and other Greenway routes at key Special Places. This includes at Bastion Square, Johnson Street Bridge, and Ship Point. At these intersection points it is proposed that expanded public open spaces are designed into the pathway. These will become the major pedestrian gateways to the Harbour Pathway and significant activity nodes.

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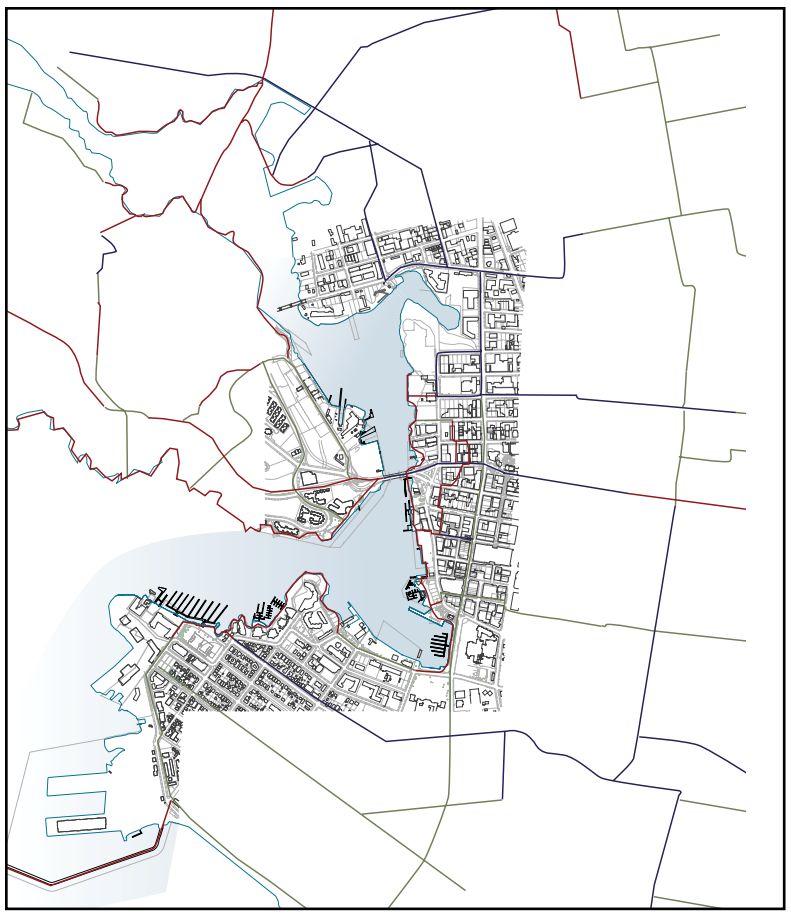
6. 0 GREENWAYS PLAN INTEGRATION



CITY OF VICTORIA GREENWAYS MAP:

Existing Greenways and Greenways to be improved according to city of Victoria Greenways plan,2003 .

ROUTE MAP LEGEND

City of Victoria Greenways

Shared

(Designed for Pedestrian, Bicycle and other non -motorized rolling traffic, Motorized Vehicle. This type of Greenway will occur on streets classified as primary and secondary arterial and primary collectors.)

People Priority

(According to city of Victoria Greenways Map 2003: Pedestrian, Bicycle and other non -motorized rolling traffic, Motorized Vehicle. This type of Greenway will occur on streets classified as secondary collectors and local.)

People Only

(Designed for Pedestrian, Bicycle and other non -motorized rolling traffic. No Vehicular traffic is permitted except emergency or maintenance vehicle .)

Victoria Harbour Pathway

Bicycle Route (on Street)

Pedestrian Only Route

Pedestrian / Bicycle Combined Route

Future Potential Waterfront Route *

Proposed Bridge

Harbour Ferry Landing (F)

(* - Possibility, only if land use changes in the future)

VICTORIA HARBOUR PATHWAY:

Connection of Victoria Harbour Pathway to the regional Greenways.

0m 50 100 150 250m

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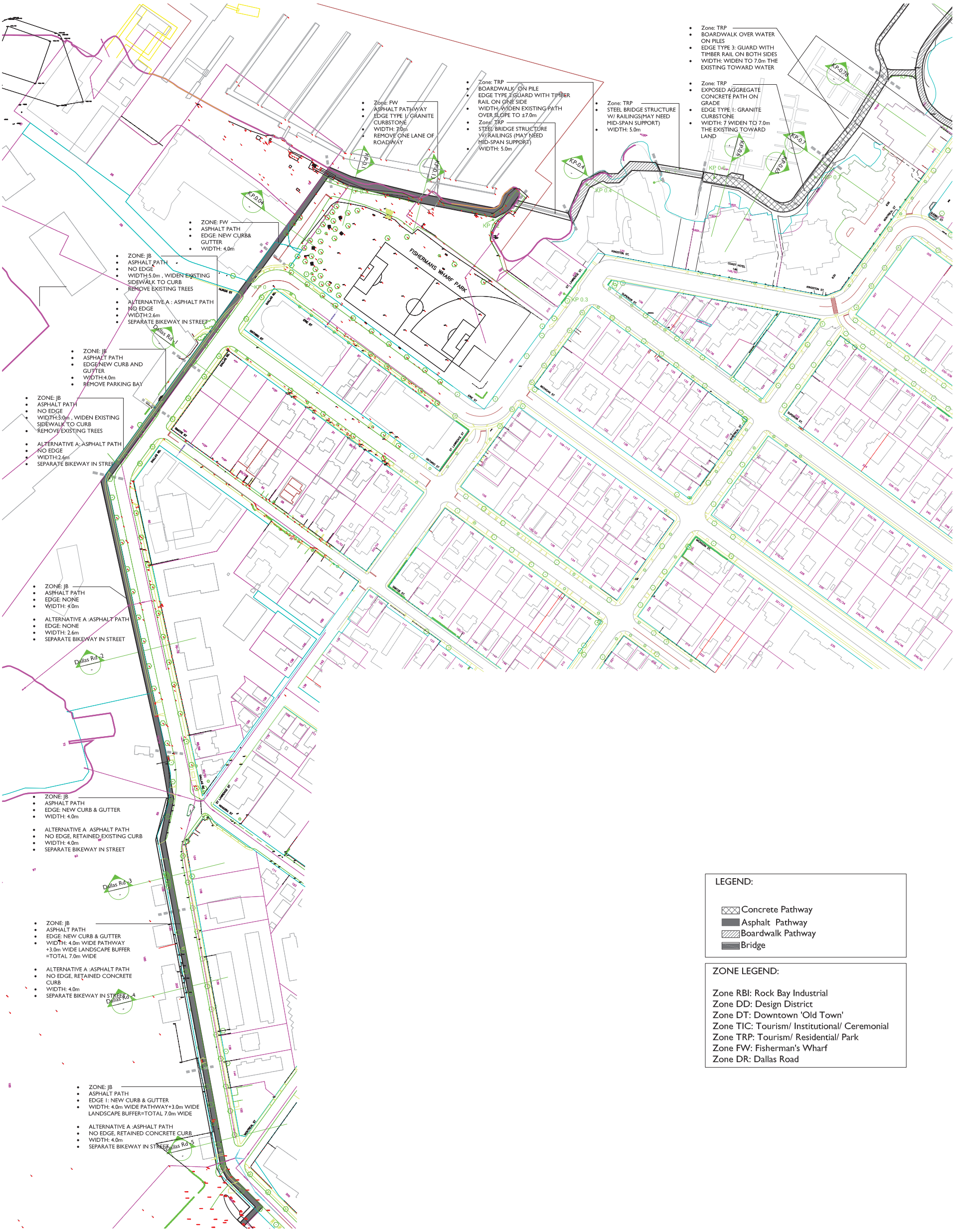
7. 0 PATHWAY DESIGN APPROACH

ROUTE & MATERIAL MAP 1OF3



LEGEND:

- Concrete Pathway
- Asphalt Pathway
- Boardwalk Pathway
- Bridge

ZONE LEGEND:

Zone RBI: Rock Bay Industrial
Zone DD: Design District
Zone DT: Downtown 'Old Town'
Zone TIC: Tourism/ Institutional/ Ceremonial
Zone TRP: Tourism/ Residential/ Park
Zone FW: Fisherman's Wharf
Zone DR: Dallas Road

scale 1:1000

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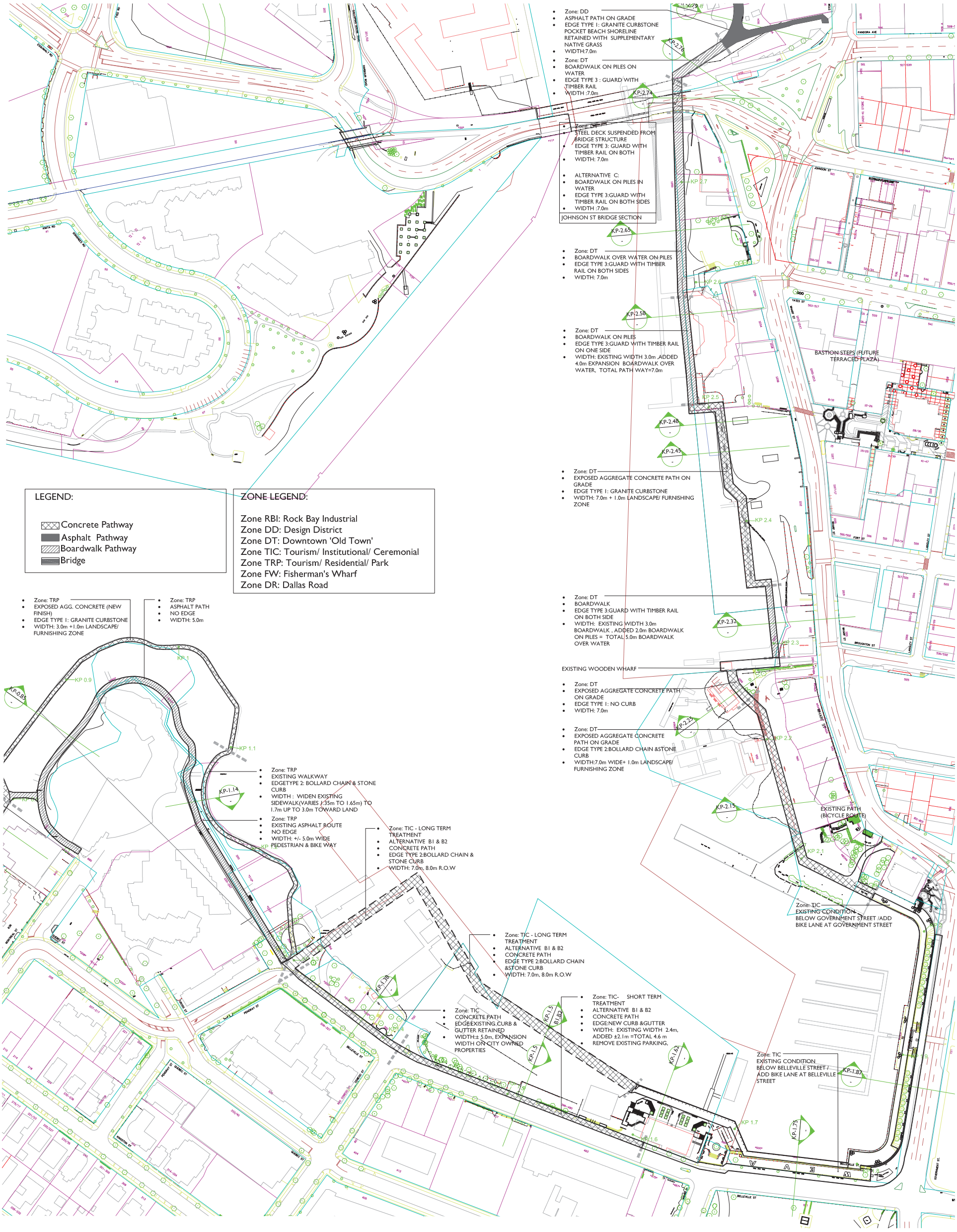
7.0 PATHWAY DESIGN APPROACH

ROUTE & MATERIAL MAP 2OF3



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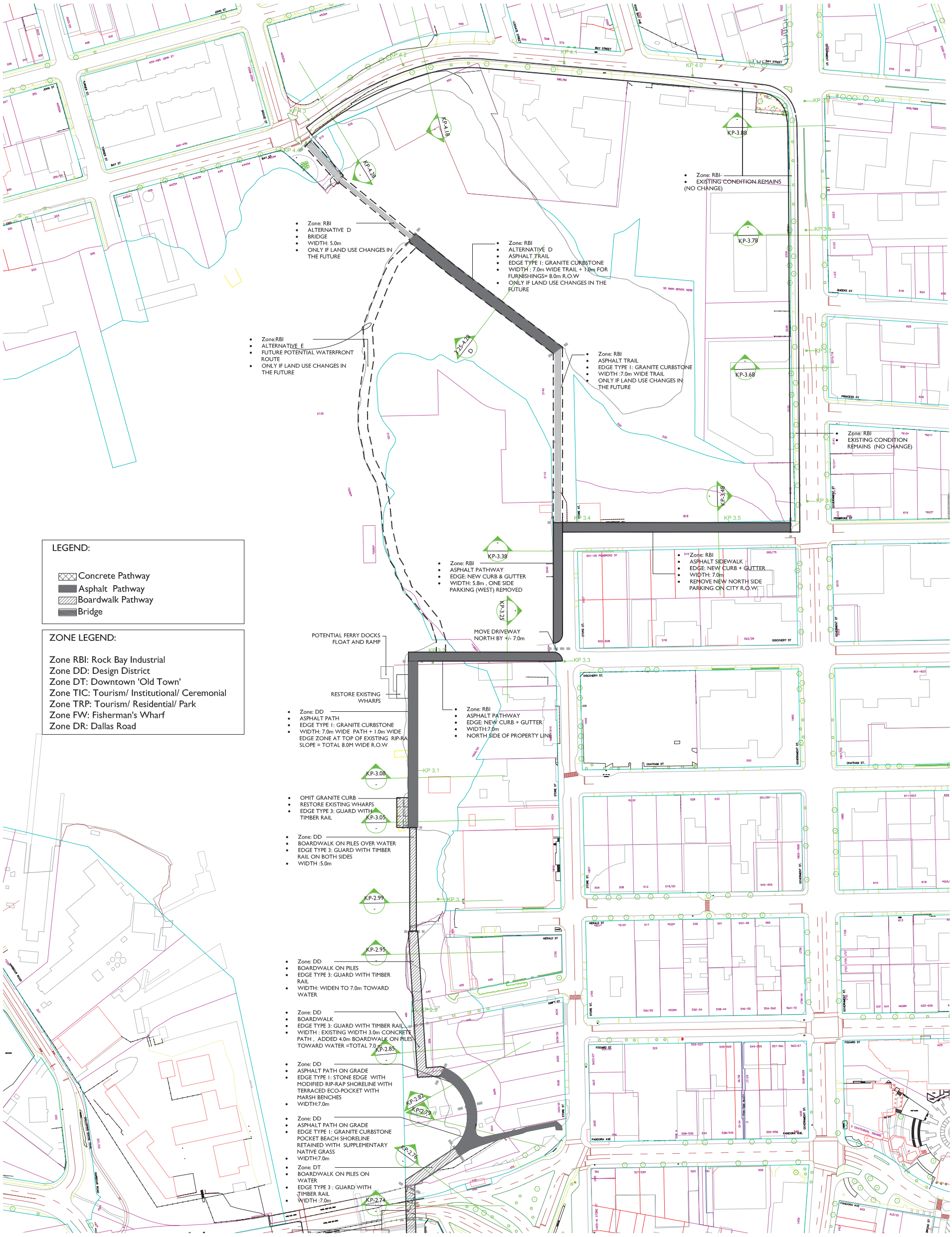
7. 0 PATHWAY DESIGN APPROACH

ROUTE & MATERIAL MAPS 3OF3



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7.1 PATHWAY WIDTH

As noted on the accompanying Detailed Route & Material Plans, the width of the proposed Harbour Pathway varies.

Consistent with the Planning & Design Principles, typically the pathway will be 7.0 m wide where it is shared by pedestrians and cyclists, and where this width can be reasonably accommodated. In addition, wherever it is possible a 1.0 m wide zone has been added for landscaping and/or furniture.

Where the pathway separates cyclists and pedestrians the width is typically reduced to 5.0 m for cyclists-only sections, and 3.0 m for pedestrian-only sections (e.g. around Laurel Point).

In the Dallas Road section of the route the pedestrian only pathway is typically 2.6–4.0 m wide, depending on existing circumstances, with a separate bikeway in the street.

The proposed pedestrian bridges at Heron Cove, Raymur Point Bay and Rock Bay are 5.0 m wide (cyclists would be required to dismount on these bridges). The proposed new or widened existing boardwalks (e.g. north of the Customs Wharf) over water are either 5.0 m or 7.0 m wide.

The proposed section of pathway along Belleville Street is typically 4.6 m wide. This involves expanding the sidewalk into the street by removing a row of parking, and adding a striped bikeway on the street.

The Harbour Pathway will be designed to be universally accessible wherever possible.This means providing gentle ramps where necessary to access the route, and also sufficient clear width to accommodate wheelchairs, walking aids, etc. It also means ensuring that the pathway (and bridge) gradients are kept within acceptable tolerances. There are sections of the pathway however that will not be handicapped accessible due to very tight geographic constraints and grade changes.

7.2 DESIGN LANGUAGE AND MATERIALS

The proposed design language and materials selection reflect the history and sense of place of Victoria. They are also intended to be timeless, with a restrained yet robust elegance that will last and convey a sense of permanence.

Thus the pathway will be built of either concrete or asphalt, with a 400 mm wide granite edge strip on both sides and a granite raised curb on the waterfront side. This combined granite strip and raised curb will serve to unify the design along its length and convey a sense of high quality material, while being relatively economical to include, as the principal surface paving material will be cheaper (either concrete in the more urban central character zones or asphalt in the outlying character zones).

For those sections of the pathway where it crosses over the water or is suspended over a sloping shoreline bank, the pathway will be built of timber decking on a heavy timber structure (piles), with a timber bull rail and timber railings on metal stanchion supports.

The judicious yet limited use of granite along the length of the harbour pathway will create a sense of unity to the design and also reflects local geology and building traditions. Granite is also a sustainable material since it is available from local quarries, very long lasting and durable, and has very low embodied energy values.

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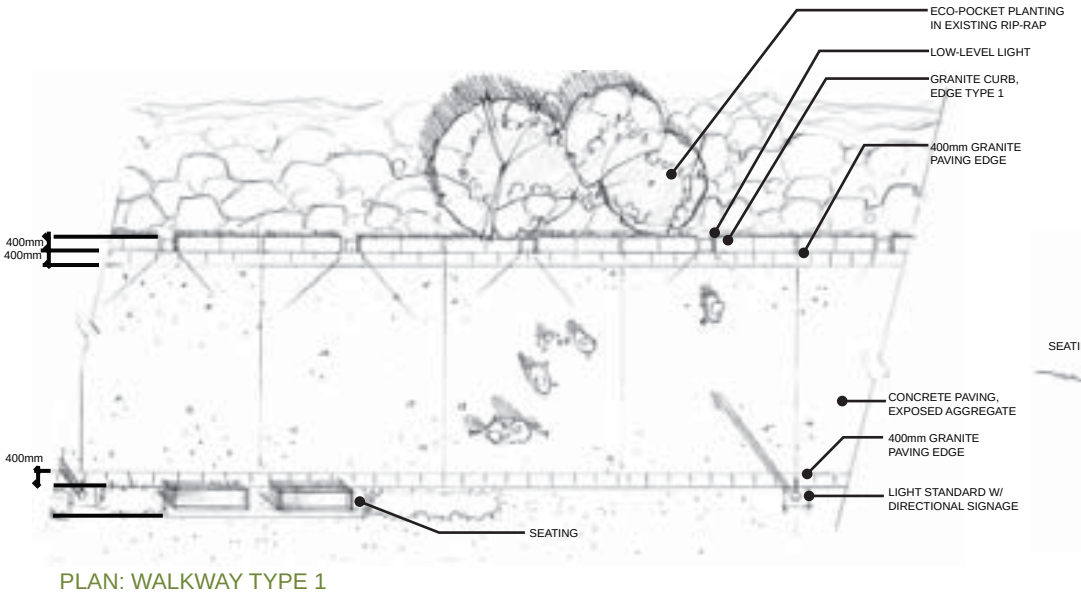
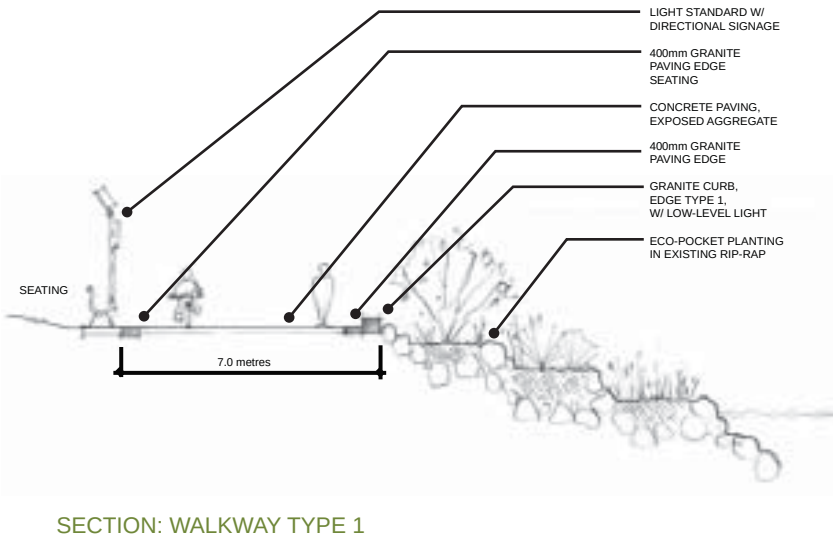
7. 2 DESIGN LANGUAGE & MATERIALS



PLAN: WALKWAY TYPE 1

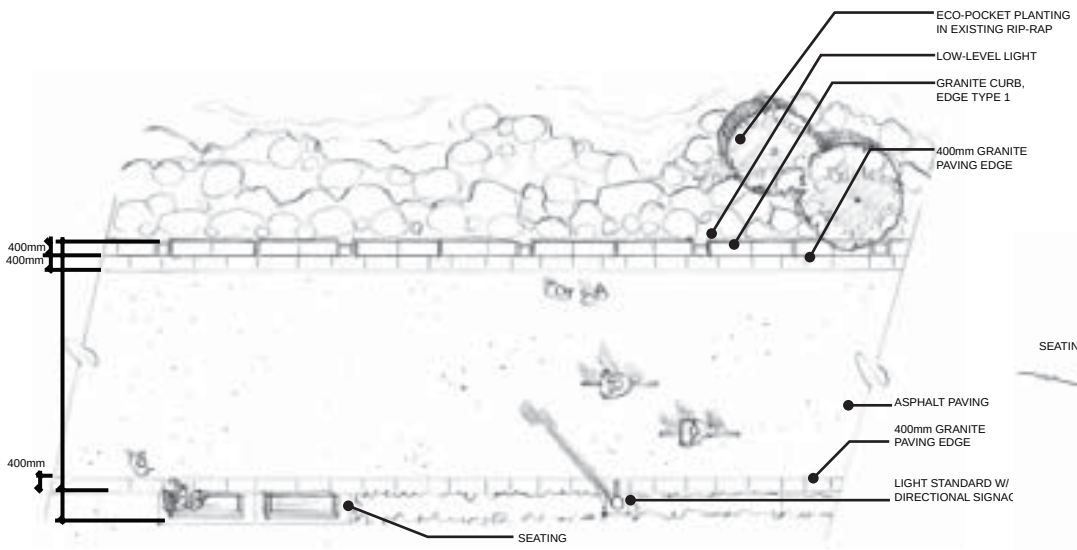
CONCRETE PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL

This path type is the typical condition on grade above the existing shoreline, in the more central urban character areas.



SECTION: WALKWAY TYPE 1

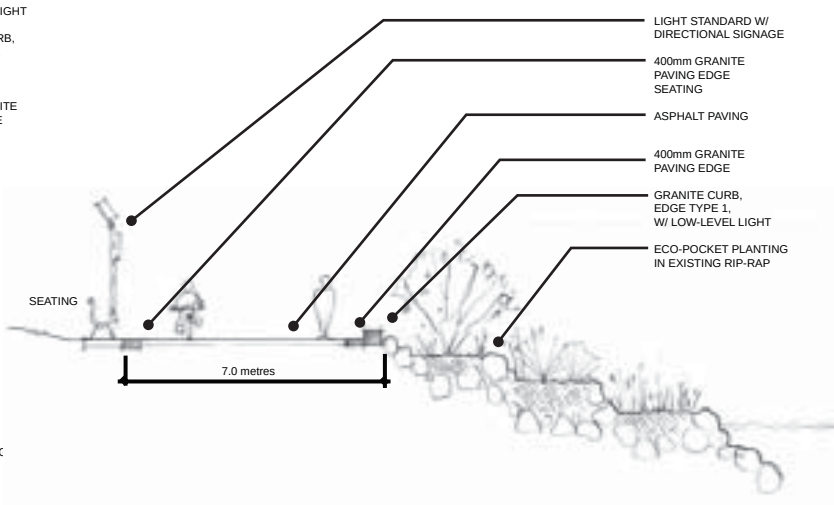
CONCRETE PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL



PLAN: WALKWAY TYPE 2

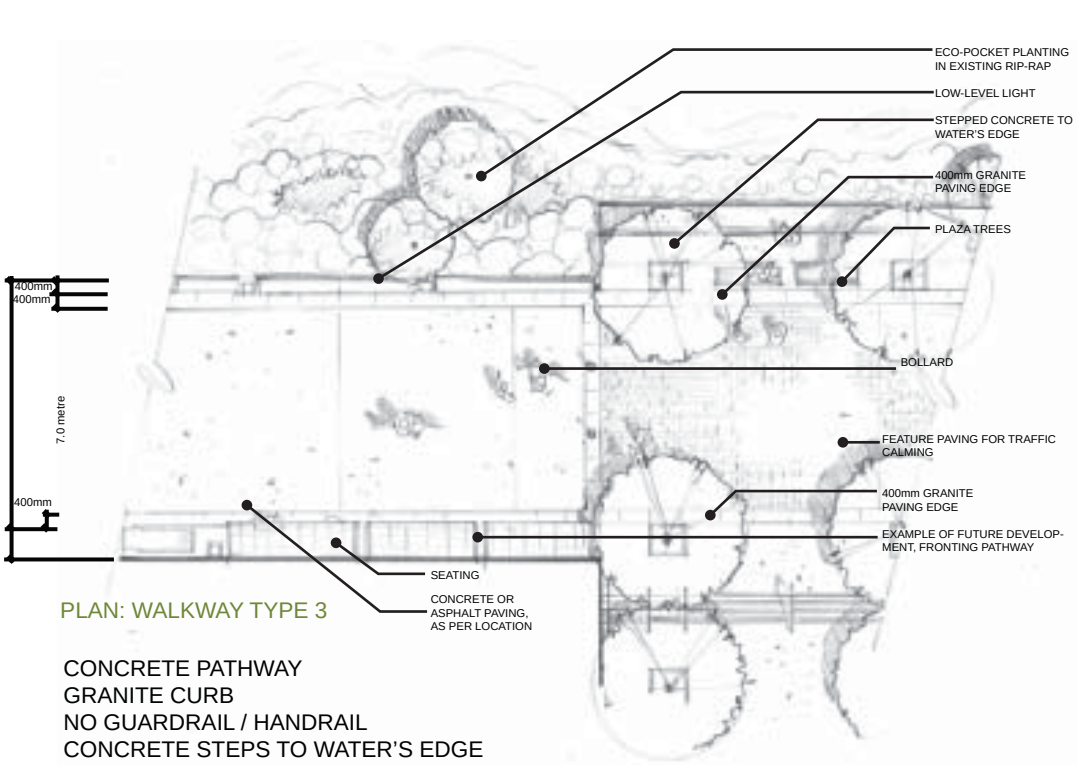
ASPHALT PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL

This path type is the typical condition on grade above the existing shoreline, in the outlying sections of the route beyond the central urban area.



SECTION: WALKWAY TYPE 2

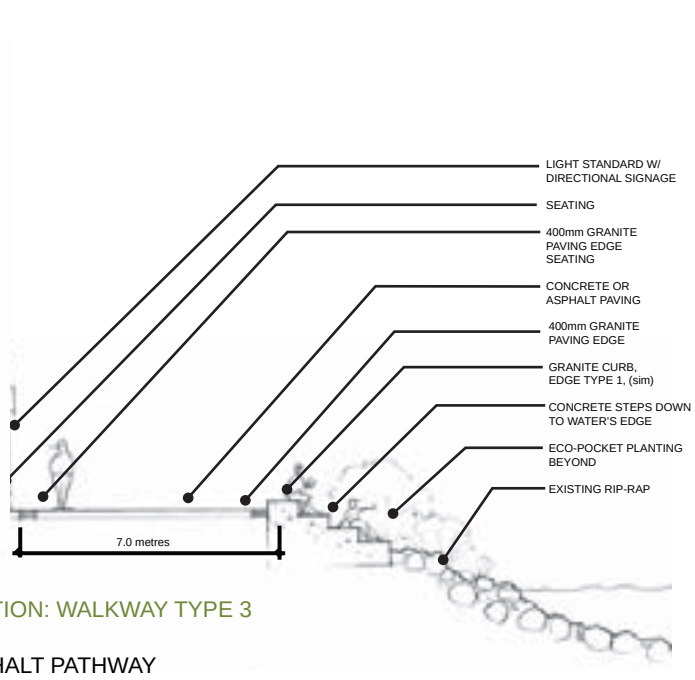
ASPHALT PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL



PLAN: WALKWAY TYPE 3

CONCRETE PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL
CONCRETE STEPS TO WATER'S EDGE

This path type occurs at special places, and where the water's edge is amenable to direct access



SECTION: WALKWAY TYPE 3

ASPHALT PATHWAY
GRANITE CURB
NO GUARDRAIL / HANDRAIL
CONCRETE STEPS TO WATER'S EDGE

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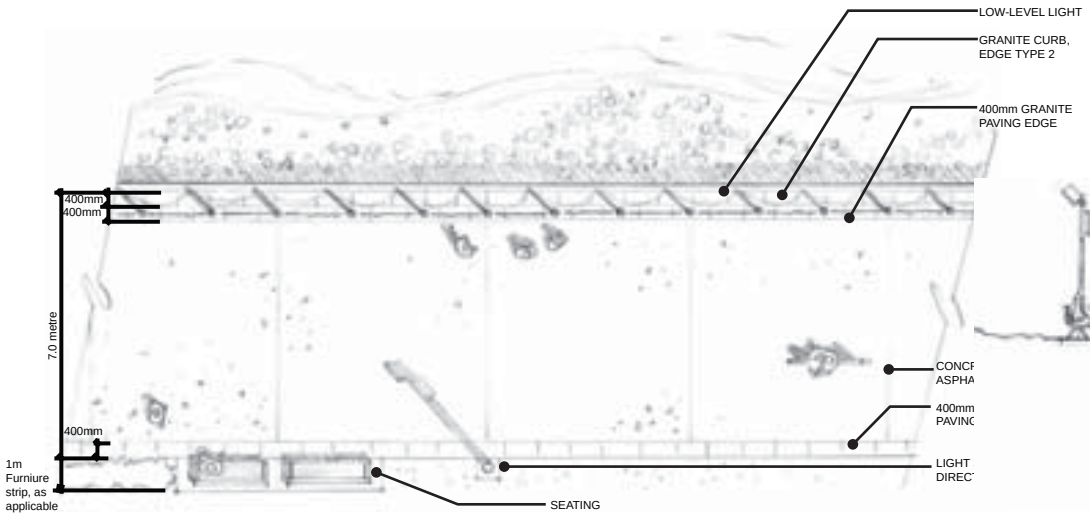
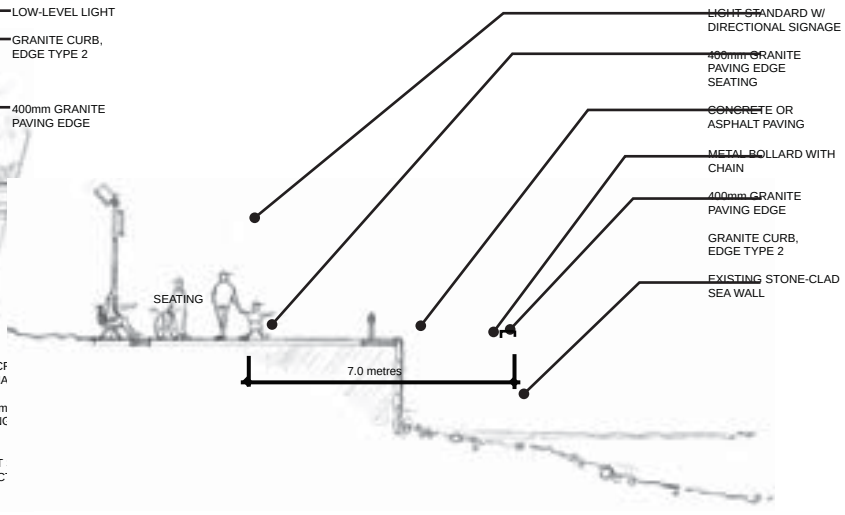




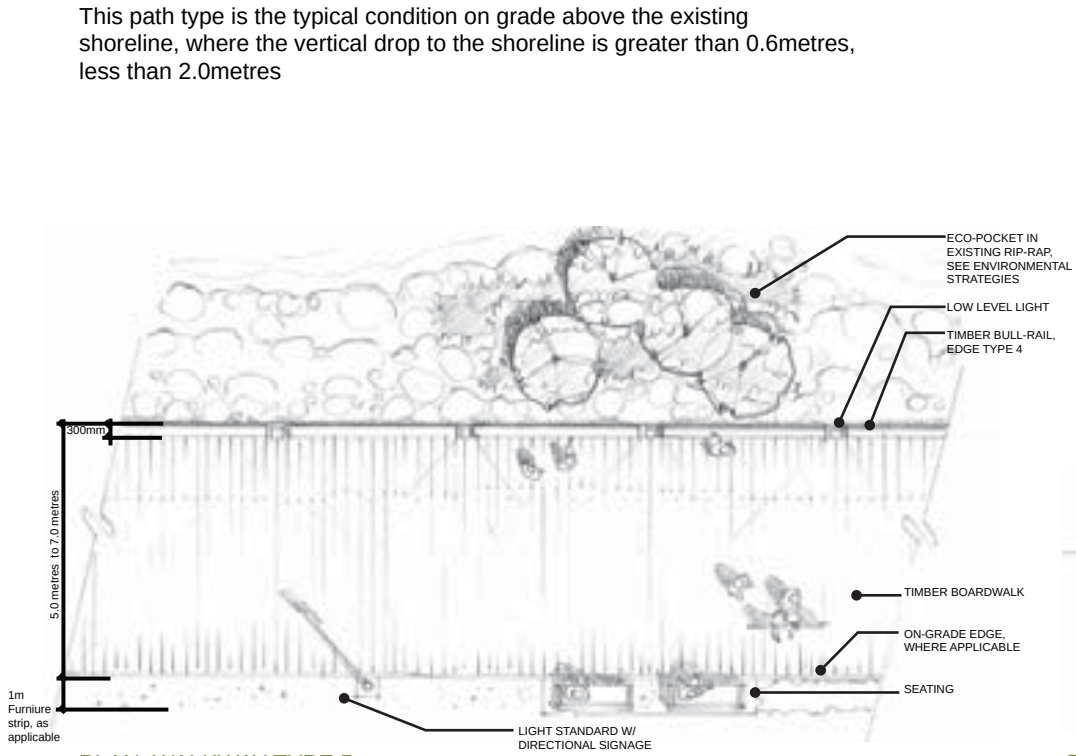
PLAN: WALKWAY TYPE 4

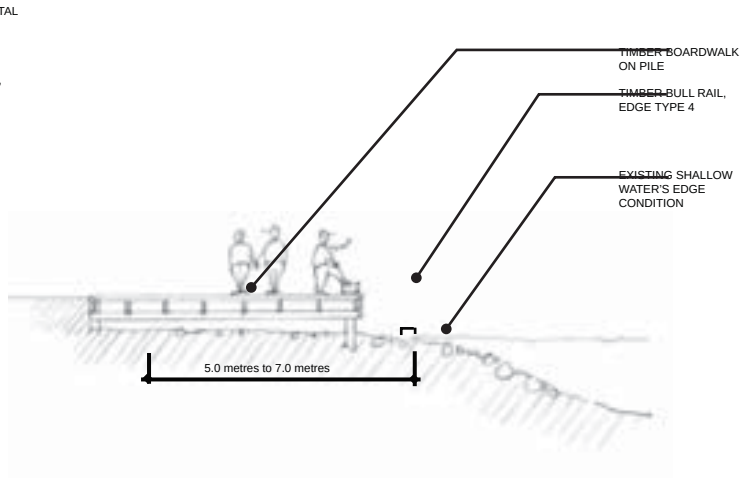
CONCRETE PATHWAY
GRANITE EDGING
BOLLARD AND CHAIN BARRIER

This path type is the typical condition on grade above the existing shoreline, where the vertical drop to the shoreline is greater than 0.6metres, less than 2.0metres

SECTION: WALKWAY TYPE 4

CONCRETE PATHWAY
GRANITE EDGING
BOLLARD AND CHAIN BARRIER





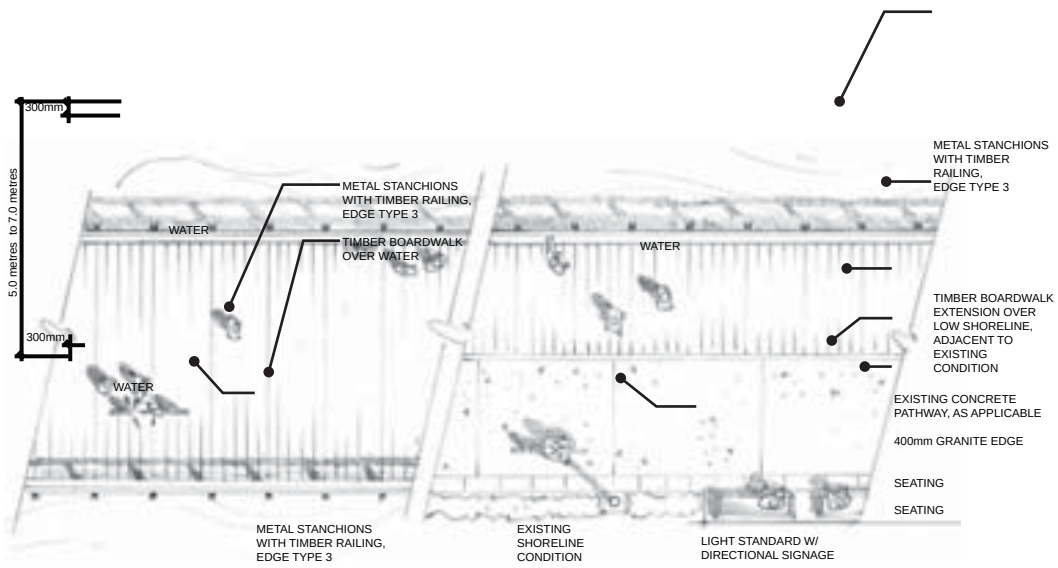
PLAN: WALKWAY TYPE 5

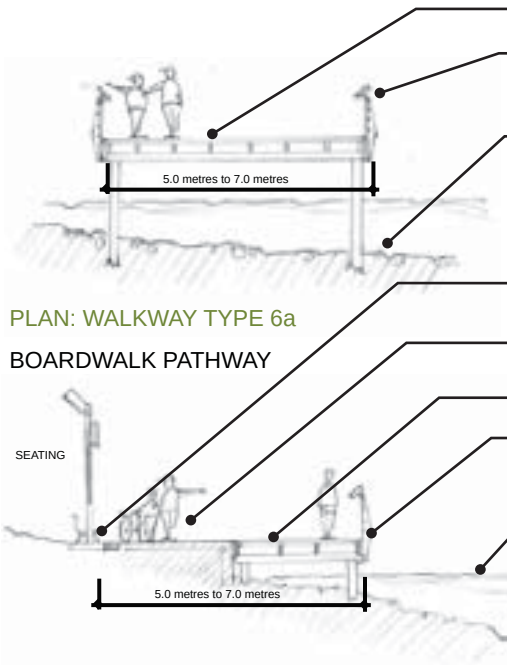
BOARDWALK PATHWAY
TIMBER BULL RAIL
NO GUARDRAIL / HANDRAIL

This path type is the condition in those sections of the route where a wooden boardwalk is proposed on grade above the existing shoreline, and the drop is less than 0.6metres.

SECTION: WALKWAY TYPE 5

BOARDWALK PATHWAY
TIMBER BULL RAIL
NO GUARDRAIL / HANDRAIL





PLAN: WALKWAY TYPE 6a

BOARDWALK PATHWAY
GUARDRAIL W/ METAL STANCHIONS
AND TIMBER TOP RAIL

This path type is the condition in those sections of the route where a wooden boardwalk is proposed above the existing shoreline or over water, and the drop is greater than
0.6metres.

PLAN: WALKWAY TYPE 6b

BOARDWALK EXPANSION OF EXISTING PATHWAY
GUARDRAIL W/ METAL STANCHIONS
AND TIMBER TOP RAIL

This path type is the condition in those sections of the route where a wooden boardwalk is proposed adjacent to an existing walkway, and the drop is greater than 0.6metres.

PLAN: WALKWAY TYPE 6a

BOARDWALK PATHWAY
GUARDRAIL W/ METAL STANCHIONS
AND TIMBER TOP RAIL

PLAN: WALKWAY TYPE 6b

BOARDWALK EXPANSION OF EXISTING PATHWAY
GUARDRAIL W/ METAL STANCHIONS
AND TIMBER TOP RAIL

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Beacon Construction

7.3 STREET FURNITURE

Street furniture such as benches, bike racks, garbage receptacles and seating walls are incorporated into the design. These elements will typically be placed in a 1.0 m wide furniture strip on the inland side of the pathway (where space is available). The suite of street furniture is seen as being unique to the Harbour Pathway, thus helping to create a sense of unity to the design along its length.

The proposed benches are a stock product, with wooden slats (catalogue selected).

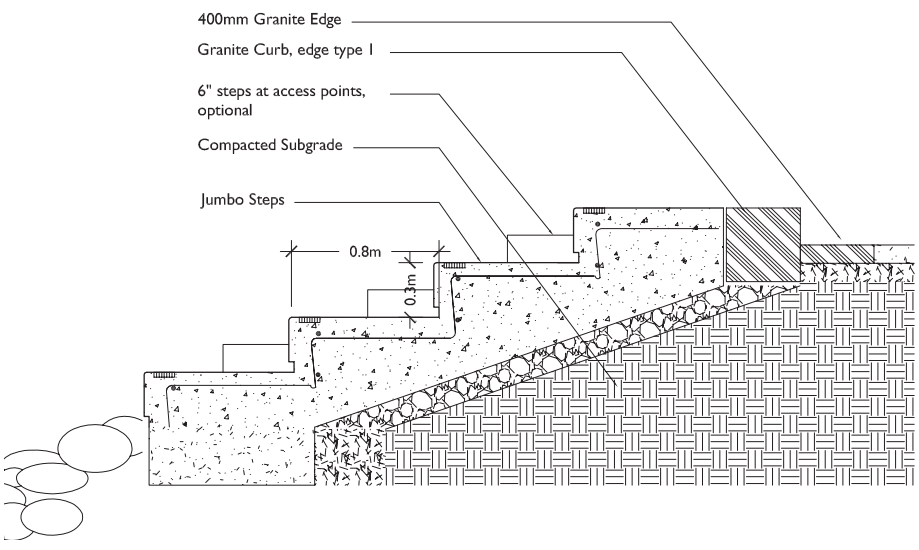
The proposed bike racks are looped steel model (catalogue selected).

Seating walls could occur where there is a grade change between the pathway and the adjacent land, thus requiring a low retaining wall. The seat is a wooden seating strip set on top of a concrete retaining wall.

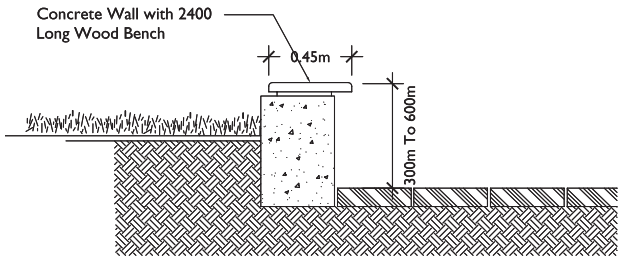
The design also contemplates sections of concrete seating steps that lead down to the water's edge in specific locations. These steps would be dimensioned to provide comfortable seating, and integrated with regular dimensioned regular steps.

SITE FURNISHINGS EXAMPLES

SEATING TYPE 1: Standard wooden bench (catalogue selected) located on inland side granite paving strip

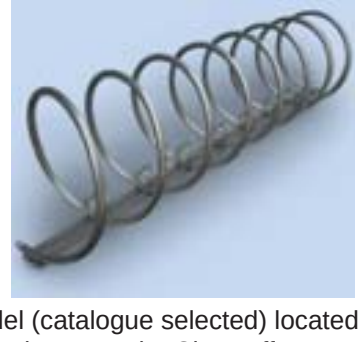


SEATING TYPE 2: Concrete seating steps leading down to water



SEATING TYPE 3: Wooden seating strip fixed on top of concrete retaining wall

BIKE RACK: Looped steel model (catalogue selected)



TRASH RECEPTACLE Standard model (catalogue selected) located on inland side granite paving strip, specific locations TBD by City staff

BRIDGE EXAMPLES

Bridge Example :Barcelona

Existing Boardwalk/Bridge :Downtown/Old town Victoria

Bridge Example Railing:New York

3 bridges are proposed for the Victoria Harbour Pathway as well as a number of boardwalk over water.

The boardwalk are intended to follow condition indicated in "Pathway types".

The bridges are intended to be unique expression of metal timber or other materials.

Bridges intended to be 5.0m wide and to have guard rail and low level lighting.

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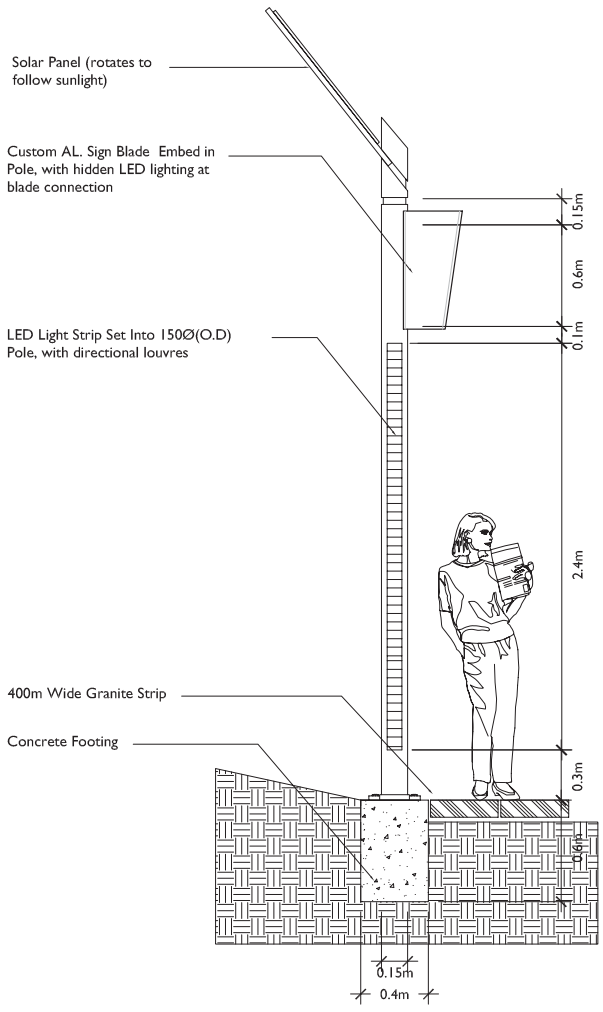
7.4 LIGHTING & SIGNAGE

Pedestrian lighting is a key design feature of the proposed pathway. Regularly spaced light poles will be a significant unifying design element that ties the entire pathway length together.

The proposed light poles are custom designed specifically for the Harbour Pathway. They would be unique to the pathway, and help ‘brand’ the pathway as a special public space and contribute to an overall sense of identity and unity for the Harbour Pathway.The proposed light poles would be self-powered by individual solar panel power units, thus contributing to the planning principle that the harbour pathway should be a model of environmental sustainability.

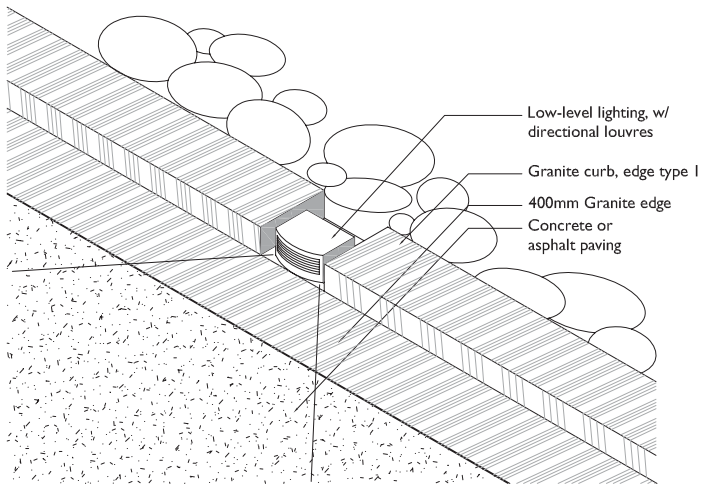
In addition, it is proposed to have low-level (ground) lighting integrated into the granite curbs, and recessed step lights set into concrete retaining walls or cheekwalls. These low level lights will provide direction and safety at night, while the lamp poles will provide ambient lighting along the length of the pathway.

SITE LIGHTING / DIRECTIONAL SIGNAGE

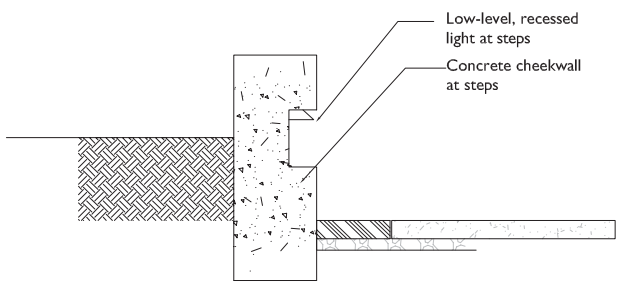


LAMP STANDARD & DIRECTION SIGNAGE:

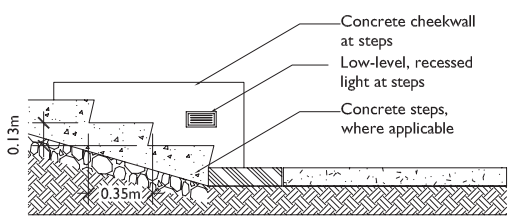
Located along length of pathway on inland side, at regular intervals (approx. 10 m), except for those sections over water
Custom designed powder coated steel lamp pole,typ. 3.6 m height, individual solar powered (top mounted panel)
LED strip light set into length of pole
Directional signage bracket option



LOW LEVEL LIGHTING AT CURB: Along stone curb ,Edge type 1, or bull rail edge,Edge Type 4.

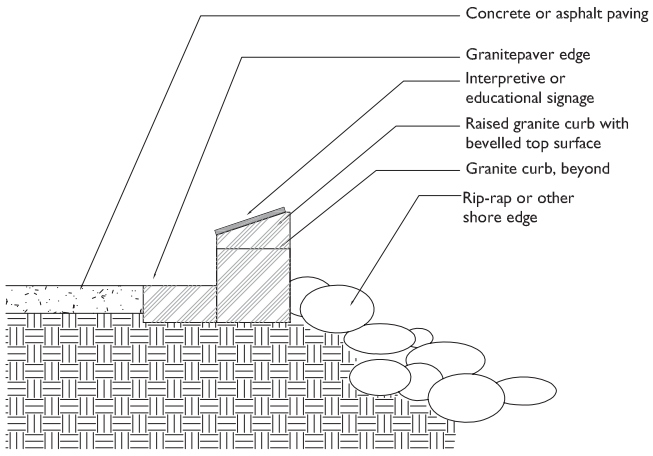


STEPLIGHT AT CHEEKWALL: Recessed light in concrete retaining wall

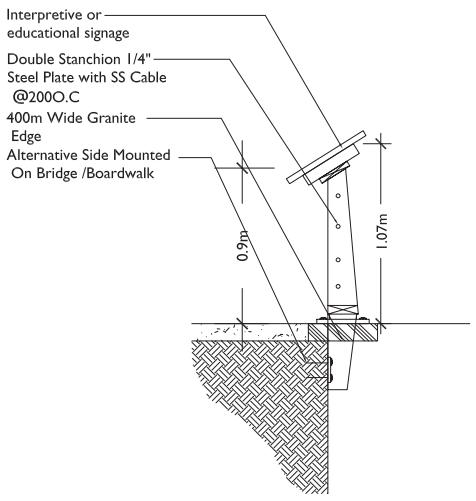


STEPLIGHT AT CHEEKWALL: Recessed step light in concrete stair sidewall

INTERPRETIVE / EDUCATIONAL SIGNAGE



LOW LEVEL SIGNAGE AT CURB EDGE: Stainless steel plaque set into top of granite curbstone on water side.



MID. LEVEL SIGNAGE AT RAIL: Stainless steel plaque set into top of metal guard with timber rail.

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Pottinger Gaherty
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7.5 PUBLIC ART

The proposed Harbour Pathway will provide multiple opportunities to incorporate public art into the design.

Both permanent and temporary art could be installed at select locations along the pathway.

For example, it is understood that there is an ongoing program to locate a series of First nations “wheels” along the pathway. These art elements could be set into the landscape/furniture strip along the inland side of the pathway.

Other artworks could be commissioned for specific sections of the pathway, either by the City or by private developers who are redeveloping properties along the Harbour Pathway.

Public artworks will need to take into account the design context of the pathway and also address issues of public safety, maintenance, access, view impacts, etc.

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8.0 ENVIRONMENTAL STRATEGY

8.1 ENVIRONMENTAL APPROACH SUMMARY

The team's environmental consultant, Pottinger Gaherty Environmental Consultants Ltd. (PGL), toured the proposed Victoria Harbour Pathway route, and developed the following summary of environmental strategies for the project.

Background
Cumulative impacts from a long history of industrial activity have had significant effects on subtidal, intertidal, riparian and upland habitat in the Victoria Harbour. Existing habitat quality in the majority of the study area is very low, with only a few small undisturbed areas remaining.

Approach
Our environmental approach will be consistent with the recently developed "Green Shores" guiding principles, which include:

- Preserving the integrity or connectivity of coastal processes;
- Maintaining or enhancing habitat diversity and function (on a local or regional scale);
- Minimizing or reducing pollutants to the marine environment; and
- Reducing cumulative impacts to the coastal environment.

We propose to minimize Pathway impacts while maximizing opportunities for habitat protection and enhancement along the Pathway and throughout the harbour. Our primary goals will include:

- Providing a net increase in both the quantity and quality of fish and wildlife habitat in the harbour area;
- Increasing the fish and wildlife species diversity in the harbour area; and
- Improving the overall ecological rating of the Harbours Ecological Inventory and Rating (HEIR) shore units in the Pathway project area.

Our suggestions/recommendations for meeting these habitat protection and enhancement goals along the Pathway and throughout other areas of the harbour include:

- Avoiding, protecting, and restoring the few remaining natural habitats;
- Removing invasive plant species;
- Creating and/or augmenting upland habitat;
- Planting native vegetation along the existing top-of-bank wherever possible, in as wide a strip as conditions permit. This includes:
    - Planting in areas where the Pathway is not located near the waterfront;
    - Planting in any areas where the Pathway can be pulled back from the top-of-bank; and
    - Planting on the water side of the Pathway wherever possible (including the use of planter boxes with overhanging vegetation.
- Planting native vegetation in "ecopockets":
    - Within any new riprap placement; and
    - In existing riprap area where creation of pockets is feasible.
- Softening of the shoreline wherever possible by:
    - Removing sheet piling and/or retaining walls; and
    - Creating vegetated banks.
- Creating intertidal marsh habitat;
- Creating intertidal "hard surface" habitat;
- Creating subtidal "hard surface" (reef) habitat;
- Establishing pocket beaches wherever possible;
- Orienting "above-water" portions of the Pathway in a north-south direction to minimize shading impacts;
- Recycling concrete slabs/sections as "hard surface" subtidal reef habitat;
- Cantilevering sections of the pathway to reduce intertidal impacts;
- Minimizing "on-water" (floating) Pathway areas to reduce shading impacts;
- Daylighting historic streams by removal of culverts wherever possible; and
- Providing interpretive signage along the Pathway route on topics such as:
    - Fishing industry;
    - Fish (resident and migratory);
    - Riparian habitat;
    - Intertidal habitat;
    - Subtidal habitat (especially in areas of reef creation); and
    - Wildlife.

8. 2 SITE SPECIFIC PROTECTION & ENHANCEMENT OPPORTUNITIES

Pottinger Gaherty Environmental Consultants Ltd. has provided the following habitat protection and enhancement opportunities for specific waterfront locations along the proposed Harbour Pathway route. KP refers to Kilometre Points along the proposed route as per the City's Harbour Maps (by Westland, January 2007).

KP 0.1 – KP 0.65

- Revegetate the grassy bank adjacent to Fisherman's Wharf with native tree and shrub species.
- Augment riparian habitat at the top of bank along the foreshore with native plant species.
- Create ecopockets in the existing riprap foreshore adjacent to Fisherman's Wharf wherever possible. Eco pockets would be planted with native vegetation, and could be designed to augment existing riparian and/or intertidal marsh habitat.
- Remove invasive plant species and replant with native species at selected locations along the waterfront.
- Daylight a portion of the stormwater culvert terminating in Heron Bay to create an open watercourse with a small riparian fringe.
- Avoid impacting natural beach and riparian habitat areas in Heron Bay.
- Terminate boat cleaning operations in Heron Bay
- Design the bridge over Heron Bay at a height to reduce shading impacts.
- Avoid impacting natural bedrock and mudflat habitats on the west side of Raymur Point.
- Design the bridge immediately east of Raymur Point at a height to reduce shading impacts.
- Replace invasive vegetation upland of the small pocket beach immediately east of Raymur Point with native species, and restore the pocket beach.

KP 0.85 Laurel Point

- Upon completion of remediation of this area, reconstruct the foreshore/shoreline area to include a mix of grades and habitat types, including:
- Pocket beaches with sediment-dominated areas and native vegetation species;
- Intertidal marsh benches; and
- Riparian zones vegetated with native grasses, shrubs and trees.

KP 2.15

- Remove asphalt and replace with permeable pavers.
- Plant native shrub and tree species at the top of bank.

KP 2.45 – KP 2.48

- Plant native shrub and tree species at selected locations along the top of bank.
- Create a native vegetated riparian zone along the reconstructed foreshore bank.
- Plant native grass and shrub vegetation in ecopockets within the riprap along the bottom of the reconstructed foreshore bank.
- Create intertidal marsh benches.

KP 2.65 – Johnson Street Bridge

- Pile-supported boardwalk above the water immediately west of the shoreline will provide a good interpretive opportunity, and will preserve the natural bedrock shoreline. (North-south orientation of this boardwalk will minimize shading impacts on subtidal habitat).
- Remove invasive plant species and replant with native species at selected locations along the natural bed rock shoreline.

KP 2.78 (Bay Immediately North of Johnson Street Bridge)

- Plant native species to augment existing riparian and marsh vegetation.
- Remove invasive plant species from riparian and upland areas and replant with native shrub and tree species.
- Create ecopockets in existing riprap north of the beach, and plant with native grass or shrub species.

KP 2.99

- Pile-supported boardwalk above the water immediately west of the shoreline will provide a good interpretive opportunity, and will preserve the natural bedrock shoreline. (North-south orientation of this boardwalk will minimize shading impacts on subtidal habitat).
- Remove invasive plant species and replant with native species at selected locations along the natural bedrock shoreline.

KP 3.05 – KP3.08 (Fill Site)

- Plant native shrub and tree species at selected locations along the top of bank.
- Plant native grass and shrub vegetation in ecopockets within the existing riprap bank.
- Create intertidal marsh benches.

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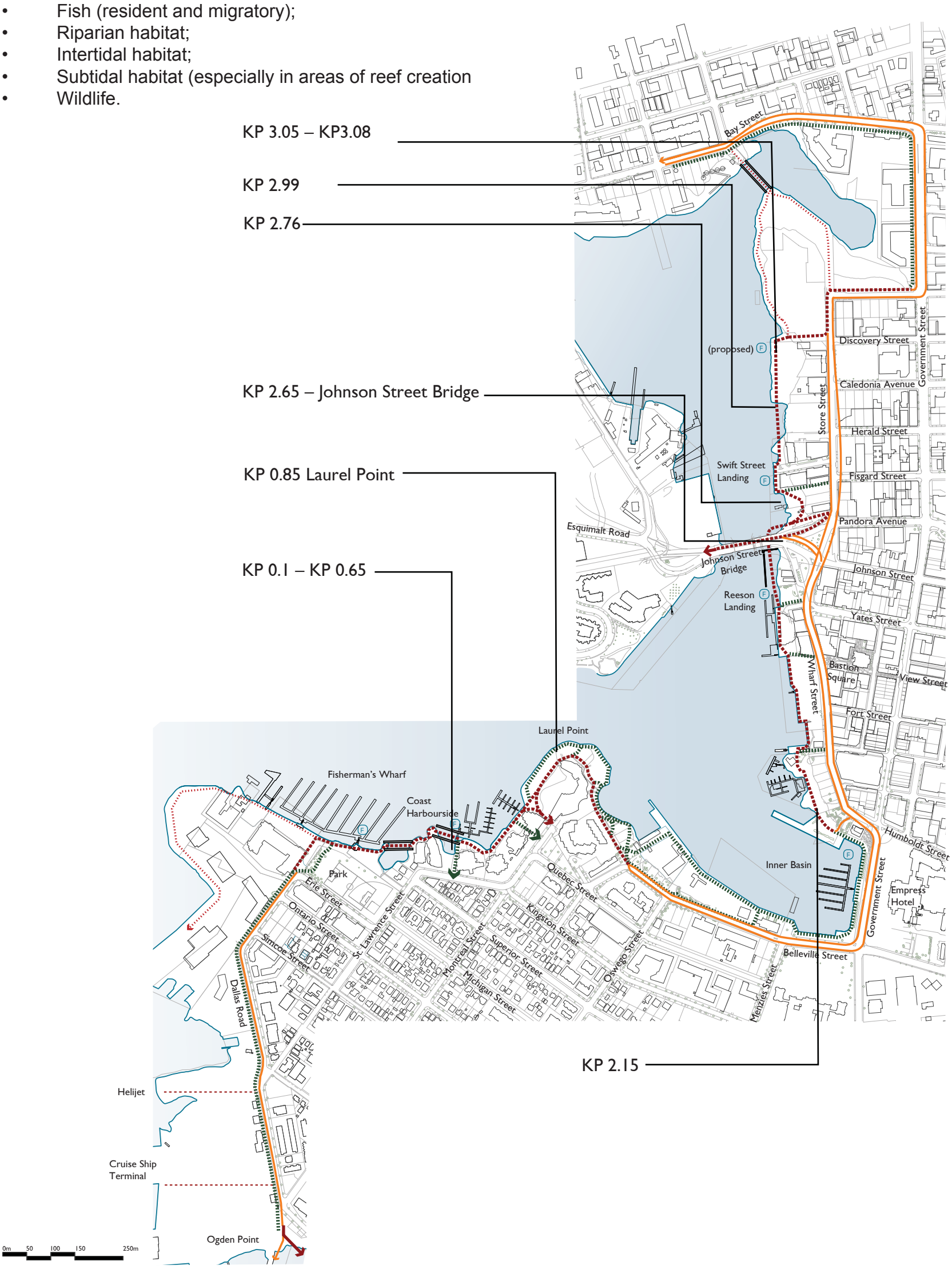
8. 2 SITE SPECIFIC PROTECTION & ENHANCEMENT OPPORTUNITIES

Other Environmental Protection and Enhancement Opportunities

- At locations where the pathway is not located at the waterfront, remove invasive plant species from riparian foreshore and top of bank areas and replant with native grass, shrub and tree species.
- At locations where the pathway is not located at the waterfront, explore opportunities to create riparian eco pockets, marsh benches and pocket beaches.
- Conduct subtidal biophysical surveys at selected locations in the harbour to determine appropriate locations for creation of subtidal “hard surface” (reef) habitat.
- Recycle concrete slabs as “hard surface” (reef) habitat.
- Provide interpretive signage along the pathway route on a variety of topics, including:
- Fishing industry;
- Fish (resident and migratory);
- Riparian habitat;
- Intertidal habitat;
- Subtidal habitat (especially in areas of reef creation
- Wildlife.



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9.0 LAND ACQUISITION

The proposed Harbour Pathway route crosses many separate properties (land parcels and water lots), which are controlled by a number of landowners. Agreements will need to be reached with these landowners to enable the Harbour Pathway to be completed.

A land acquisition analysis was undertaken by Coriolis Consulting Corp. A detailed Land Acquisition Strategy Report has been submitted to the City under separate title. A summary of this report follows:

Property Acquisition Strategy

Property ownership along the portions of the proposed pathway that will be new or widened can be divided into five categories by ownership as shown in the following table.

	Lineal Metres of Proposed New or Widened Pathway	Approximate Share of Total
City of Victoria	845 lineal metres	26%
PCC	615 lineal metres	18%
GVHA	315 lineal metres	9%
Transport Canada	1235 lineal metres	37%
Private	335 lineal metres	10%
Total	3345 lineal metres	100%

Various levels of the government own about 90% of the portion of the route where improvements are planned (the government owned portion is even higher if the sections to Ogden Point and Rock Bay are included). The main property owner that the City will need to involve is Transport Canada, which owns about 37% of the proposed new/ expanded pathway route. The Provincial Capital Commission (PCC) and Greater Victoria Harbour Authority (GVHA) also own significant portions of the planned route. Private owners account for about 10% of the proposed route.

Based on our evaluation of land/water lot use and property ownership along the proposed pathway, we recommend the following strategy to acquire the land/water and rights of public access that will be needed to implement the planned pathway while keeping acquisition costs to a minimum.

1. Use the City owned lands along the pathway to accommodate new portions of the pathway wherever possible.

2. For the section of proposed pathway along the harbor in Rock Bay (north of Discovery Street), wait for sites to redevelop (and rezone) and negotiate any property requirements at that time.

3. Work with the GVHA to implement improvements to the existing pathway and proposed new pathway sections at the GVHA properties/water lots without negatively affecting the development potential of the GVHA properties. The main issue to the GVHA will likely be avoiding any loss of parking at Fisherman's Wharf and moorage at the other GVHA sites. If impacts cannot be avoided, the City could consider trading City water lots (at the existing float plane base) and land (at Fisherman's Wharf) to offset any impacts on the GVHA.
   Any discussions should be completed prior to the GVHA and the City needing to make decisions about renewing existing water leases.

4. Work with the PCC to:
   - Ensure development plans for the Belleville Terminal site incorporate the planned pathway system.
   - Create the planned pathway at the sites currently used for parking along the Inner Harbour. If the PCC cannot provide the required land (or right of access) in the short term at these sites, wait for these sites to be developed (and likely rezoned) and negotiate inclusion of the pathway at that time.
   - Obtain a right of access for the proposed pathway at Reeson Park. Given current zoning (park), we assume that this would be provided at nominal cost to the City.

5. Negotiate with Transport Canada to obtain the required land/water (or right of access) for the pathway improvements at the sites owned by Transport Canada:
   - Any Transport Canada lands needed to widen the existing pathway at Laurel Point Park will likely need to be part of broader discussions/negotiations on the future remediation and disposal of all of Transport Canada's land holdings in this area. We have not included a land acquisition cost estimate for the pathway improvements on Transport Canada lands at Laurel Point.
   - Negotiate the right to use Transport Canada water lots/foreshore where needed for the proposed pathway.
   - Negotiate rights of access or acquire property from Transport Canada for the portions of the pathway along the Transport Canada waterfront sites north of Johnson Street Bridge. If Transport Canada cannot provide the required land, the City has two options:
     a. Wait for Transport Canada to sell the sites to another party (such as a developer) and then negotiate the pathway requirements from the new owner/developer. This could be inexpensive if the new owner rezones the site and makes the required land available to the City as part of the approvals

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process. However, if the sites are not rezoned, the City may not be able to acquire the required land.

b. Acquire these parcels at market value. The City can then sell the portion of these sites not required for the pathway to a private developer.

If the City decides to purchase any Transport Canada owned sites, it should consider negotiating acquisition of all of the Transport Canada properties needed for the pathway simultaneously.

6. Negotiate with private land owners to obtain the required property (or access rights) in the few locations that property is privately owned along the proposed pathway.

Acquisition Cost Estimate

Our property acquisition cost estimate is only for the land (and water) area needed for the pathway. It is possible that it would be more attractive financially for the City to acquire entire parcels (at a higher cost) and then market the surplus lands that are not required for the pathway.

We estimate that the total ballpark property acquisition allowance is between $4 million and $5 million if the fee simple interest in the portion for each property required for the pathway is purchased. This excludes any sites that we assume can be acquired at nominal cost, including the GVHA properties and the PCC properties. It also excludes any costs associated with acquiring the necessary Transport Canada lands at Laurel Point Park.

It is possible that the City will not need to acquire the fee simple interest in each of the properties needed for the pathway. If an easement, statutory right of way, license of occupation or lease can be negotiated to meet the City's needs, it would result in a lower property acquisition cost.

10.0 COSTS

Beacon Construction Consultants (Quantity Surveyors) have prepared construction cost estimates of the proposed Harbour Pathway. The detailed cost estimates are attached as an Appendix to this report.

It is important to note that these are order-of-magnitude cost estimates, based on the preliminary concept design drawings. More detailed cost estimates will be required at the detailed design and construction documentation stage for each phase of the work.

A summary of the overall cost estimates (in 2008 dollars) follows. These summary cost estimates include the following assumptions:

15% construction contingency
15% contractor's overhead
10% contractor's profit

The cost estimates have been organized by Character Zone, so that the City can see the costs by segment, since it is most likely that the Harbour Pathway will be constructed in several phases.

Cost Estimate Summary	
James Bay/Dallas Road Zone	$1.249 million
Fisherman's Wharf Zone	$2.969 million
Tourist/Residential/Park Zone	$2.786 million
Tourist/Institutional/Ceremonial Zone	$0.957 million
Downtown "Old Town" Zone	$5.285 million
Design District Zone	$3.786 million
Rock Bay Industrial Zone	$1.905 million
Total Harbour Pathway	$18.941 million

Cost Estimate Options

The above cost estimates are reflective of a 'baseline' design, indicated in the detailed cost estimate as 'Option 1'. Alternate cost estimates have been prepared where additional design options have been identified, as shown in Section 7.0, Route and Materials Map, and in Appendix 3, Detailed Cross-Sections, and described below:

James Bay / Dallas Road Zone

- Option 1 (baseline) generally consists of widening the existing sidewalk for a shared bike/pedestrian path. Curb and gutter relocation/replacement is called for in some locations.
- Option 2 includes creating bike lanes within Dallas Road, and the construction of half-height roll curbs to separate them from vehicles.

Tourist / Institutional / Ceremonial Zone

- Option 1 (baseline) assumes no redevelopment at the ferry terminal along the waterfront, therefore routing the pathway along Belleville Street only.
- Options 2 and 3 assume redevelopment at the ferry terminal, with harbour pathway access along the waterfront as well as on Belleville Street.

Downtown 'Old Town' Zone

- Option 1 provides for a steel pedestrian bridge, suspended beneath the existing Johnson Street Bridge, connecting the pathway north and south under the bridge.
- Option 2 calls for a timber boardwalk on piers in the water beneath the existing Johnson Street Bridge, connecting the pathway north and south under the bridge.

Costs for these options have been indicated in the Cost Analysis as 'Summary Option 2', and 'Summary Option 3'. These costs correspond to only a portion of the baseline costs of each zone; the overlapping costs are noted as 'Corresponding Items', and the net cost increase per zone for subsequent options is determined by subtracting the 'Summary Option 2 (or 3)' from the 'Corresponding Items'.

It is important to note that the above costs do not include soft costs such as design fees and permits. Design fees can typically be expected to be approximately 10% of constructions costs, although some preliminary design work has already been done.

It is also important to note that these costs do not include allowances for any land acquisition.

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11.0 REVIEW EXISTING POLICY COMPATIBILITY

The Harbour Pathway consultant team reviewed the following City policy documents to identify any conflicts between current policies and the proposed Harbour Pathway route and design development plans:

- Greenways Plan (2003)
- Harbour Plan (2001)
- Bicycle Master Plan (1995)
- Downtown Plan (date?)

This section of the report describes the review and identifies any areas where there are policy compatibility issues.

11.1 GREENWAYS PLAN (2003)

The City formally adopted the Greenways Plan in August 2003. The Harbour Pathway forms a part of the City's proposed Greenways Plan. The Harbour Pathway section was identified by the Greenways Committee as the highest priority section for implementation. The proposed routing is generally consistent with the Greenways Plan routing (Greenways Map 1) and policies.

The relevant specific sections of the Greenways Plan, and how the proposed Harbour Pathway Plan responds to them, are described below:

Greenways Plan Policy:	Harbour Pathway Plan:
People Only Greenway: for pedestrians, cyclists and other non-motorized rolling traffic - 7.0 m ROW width - min. 1.5 m pathway width, >2.0 m - min. 4.0 m bikeway width - bicycles and pedestrians to be separated	consistent with People Only Greenway (between Fisherman's Wharf and Discovery Street) - 7.0 m ROW proposed except for sections over water (5.0 m) - min. pedestrian & bike widths achieved - bicycles and pedestrians combined
People Priority Greenway: for pedestrians, cyclists, other non-motorized rolling traffic and vehicles, on secondary collector streets - bicycles on roadway - min. 1.2 m width bike lane	consistent with People Priority Greenway (Dallas Road between Ogden Point and Fisherman's Wharf) - bicycle lanes proposed on roadway - min. 1.2 m bike lane width achieved
Shared Greenway: for pedestrians, cyclists, other non-motorized rolling traffic and vehicles, on primary/secondary arterials - bicycles on roadway - min. 1.2 m width bike lane	consistent with Shared Greenway (Rock Bay: Government and Bay streets) - bicycle lanes proposed on roadway - min. 1.2 m bike lane width achieved
Access to Water: where greenway is adjacent to water, design will provide opportunities for public to get close to water where it is safe and compatible with environmental conditions	several places for public access to the water are proposed along the harbour pathway
Environmental Considerations: where remnant ecosystems exist and restoration is feasible, incorporate native, aquatic and cultural habitats	several locations identified along route for habitat restoration and enhancement

Based on our review of the Greenways Plan, there are no policies in it that would need to be amended in order to permit or facilitate implementation of the proposed Harbour Pathway plan, other than the People Only Greenway characteristic that rolling traffic (e.g. bicycles) and pedestrians should be separated.

11.2 VICTORIA HARBOUR PLAN (2001)

The Victoria Harbour Plan was formally adopted by Victoria City Council in November 2001, and forms a set of policies that are reflected in the City's Official Community Plan.

The Victoria Harbour Plan includes a section titled Public Path System (p.18), which lays out a number of issues/ opportunities, an overall objective (establish a continuous public path system around the harbour), and a series of strategies.

The proposed Harbour Pathway plan and design is entirely consistent with this objective. It also addresses all the following Victoria Harbour Plan strategies (p.18):

1. City will continue to acquire public rights-of-way and pathway amenities through density bonus agreements, development and subdivision agreements, and capital projects.

2. Whenever possible, a corridor of between 5 and 7 metres will be sought.

3. Incorporate the following features in any new pathway designs:
- include design details to balance the needs of cyclists, pedestrians and other recreational uses…
- wherever possible, make the path universally accessible…
- preserve areas of significant intertidal habitat…
- provide opportunities for the public to get close to the water's edge…

The proposed Harbour Pathway route is also consistent with the route illustrated in the Victoria Harbour Plan (see Map 9, page 19).

The Victoria Harbour Plan also contains Design Guidelines and illustrated concept plans for the following areas:
- Ship Point/Ocean Cement (pp 31-32)
- Bastion Site (pp 34-35)
- Johnson Bridge to Discovery Street (pp 39-40)

The proposed Harbour Pathway plan and design is generally consistent with the intent and spirit of all these design guidelines. While the Harbour Pathway plan proposes minor deviations to some specific parts of the illustrated concept plans for these areas, there are no significant conflicts identified that would require changes to the Victoria Harbour Plan.

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11.3 BICYCLE MASTER PLAN (1995)

The Bicycle Master Plan was submitted to Victoria City Council in February 1995. It is not clear whether it was formally approved or adopted by Council.

The Bicycle Master Plan identifies a network of Bikeway Routes on City streets (Figure 1, Page 2). There are limited Bikeway Route sections that coincide with the proposed Harbour Pathway route. These include:

Dallas Road (between Ogden Point and Erie Street)
Government Street (between Discovery and Bay streets)
Bay Street (between Government and Bridge streets)

Interestingly, no bike routes are identified within the Downtown core.

The Bicycle Master Plan focuses on on-street Bikeway Routes. No bikeways are identified along the harbour shoreline, which is the proposed route for most of the Harbour Pathway.

The Plan recommends that for arterials (such as Government Street and Bay Street), marked bike lanes be implemented. The Plan recommends that bike lanes should be 1.2 m – 1.6 m wide, with a minimum 1.5 m width recommended.

The Plan further notes that “marked bike lanes may not be the best or only option”, and may be unnecessary on other, less busy, streets.

The proposed Harbour Pathway plan meets these minimum dimension requirements for marked bike lanes on streets. Specifically, the proposed on-street bikeway option for Dallas Road has painted bike lanes of at least 1.2 m wide. The Harbour Pathway plan proposes retaining the existing painted bikeways on Government Street and Bay Street.

The following identifies and compares the Bicycle Master Plan’s recommended potential improvements (see Figure 2, Page 4) required for each of the noted road sections coinciding with the proposed Harbour Pathway Plan, and the Harbour Pathway Plan proposal for those same sections:

Street Section Bicycle	Master Plan Recommendations	Harbour Pathway Plan proposals
Dallas Road:	- signs only (no widening or marked bike lanes)	- painted bike lanes in each direction minimum 1.2 m –1.5 m wide
Government Street:	- markings and signs	- retain and use existing painted bike lanes
Bay Street:	- widening required	- does not contemplate widening of Bay Street(unclear if already completed)

As noted above, the Harbour Pathway Plan either matches or exceeds the Bicycle Master Plan recommendations for these street sections.

The Harbour Pathway Plan does not contemplate widening of Bay Street, as it is assumed this has already been done and that the existing painted bike lanes will continue to be used here.

The Bicycle Master Plan notes that “experience…suggests that separated or joint bicycle-pedestrian paths can support commuting and recreational cycling by all age groups.” (page 7, section 1.1.7). It goes on to note that “For joint use paths, special control measures are necessary. “Pedestrians Keep Right “signs should be posted and a speed limit should be considered.”

The Harbour Pathway Plan proposes that pedestrians and cyclists would share the combined pathway, which would be between 5.0 m and 7.0 m wide. The consultant team’s experience is that shared waterfront pedestrian-bicyclist pathways work as effectively as and are safer than separated pathways, especially where there is extensive cross traffic of pedestrians. However, this would require a possible modification to the Bicycle Master Plan recommendation noted above.

II.4 DOWNTOWN PLAN

The City of Victoria is currently updating its 1990 Downtown Victoria Plan to serve as a “blueprint” to guide and manage physical change in the downtown area over the next 20 years. The planning process for the Downtown Plan Update is expected to be complete by the end of 2008. Option plans for the Downtown Update have been reviewed to identify potential areas of overlap and integration between the planning policies for the Harbour Pathway and those under development for the downtown.

Connectivity and Integration with Harbour Pathway

The Harbour Pathway Plan identifies a number of key connections to the upland street network and proposes enhancing these connections to facilitate public access to the waterfront. An opportunity exists through the Downtown Plan Update to further facilitate the integration of the Harbour Pathway with adjacent neighbourhoods through the development of additional pedestrian and cyclist connections to the waterfront.

Enhanced integration between the Downtown ‘Old Town’ portion of the Harbour Pathway and the upland areas of the downtown are needed to enhance public access to the waterfront. The existing grade separation between Wharf Street and the water’s edge acts as a physical barrier between downtown and the Harbour Pathway. The Harbour Pathway recognizes the opportunity to extend public spaces such as Bastion Square down to the Harbour Pathway. Any future redevelopment of the existing waterfront surface parking lots should accommodate the development of enhanced public connections between upland areas and the waterfront.

The proposed alignment of the Harbour Pathway under the Johnson Street Bridge, connecting the Downtown ‘Old Town’ area to the Design District, presents a key opportunity to enhance pedestrian and cyclist connections within the downtown. The provision of a pedestrian and cyclist corridor separated from the vehicular road network will serve to encourage alternative forms of transportation within the downtown core.

This connection will also provide enhanced connectivity to other pedestrian and cyclist facilities within the region, including the Galloping Goose Regional Trail, the proposed E&N Rail Trail and the West Song Walkway.

The Downtown Plan Update could consider additional urban design and public realm improvements on upland sites to facilitate connections to the proposed Harbour Pathway.

Land Uses

The Harbour Pathway Plan is primarily focused on the routing and design of the overall pathway system. Adjacent land uses including industrial, institutional, commercial and residential, influence and inform the character of the Harbour Pathway and have been considered in the Harbour Pathway Plan.

Section 4.0 of the Harbour Pathway Plan addresses the relationship between adjacent land uses and the Harbour Pathway. Where opportunities exist, the Downtown Plan Update should consider land use designations that will further complement the Harbour Pathway Plan.

Parks and Open Spaces

The Harbour Pathway will provide additional connections between existing public gathering spaces and parks within the city. Existing and planned park spaces at or near the water’s edge should be integrated into the Harbour Pathway system through enhanced greenway links. The development of new park spaces along the Harbour Pathway corridor should be considered to serve as destinations and areas of rest for users of the facility. In particular, the Rock Bay portion of the Harbour Pathway corridor is under-served by public gathering spaces at the water’s edge. Future land use planning for these lands should take into consideration the development of additional public park lands for community use and access to the water.

Opportunities to consider the development of additional public spaces and parks within the Downtown Plan Update should be pursued.

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12.0 IMPLEMENTATION

This report describes the results of a high-level overall Concept Plan for the proposed Harbour Pathway. As part of this initial stage of work, the consultants have identified a number of potential implementation governance models and a phasing strategy for undertaking the Harbour Pathway project. In the next stage of work on the project, the City will need to develop a detailed Implementation Plan and funding program. This section of the report discusses these components, and also describes the proposed Phasing Strategy.

12.1 IMPLEMENTATION GOVERNANCE MODELS

The Victoria Harbour Pathway is a long term and complex project involving multiple jurisdictions and ownership conditions. It also represents a high value investment. Given this, there are several potential implementation governance models for the City to consider for implementing the Harbour Pathway project. These implementation models are discussed below.

Development Corporation Model

In this model, the City would establish and mandate a Development Corporation to oversee and manage the implementation of the Harbour Pathway. This model, as its name implies, would be more appropriate if the City decided it was going to be an active player in the development of sites along the pathway route, and that such development was a way to help pay for the construction of the pathway.

A Development Corporation would be mandated to acquire, develop and sell certain key properties required for the Harbour Pathway. In this process the City would in effect act as a land developer through the Development Corporation, which would be structured to develop properties that it acquired on behalf of the City. As part of such developments, the Harbour Pathway route would be defined and secured (either through subdivision, easements or rights of way) and the pathway constructed as part of the development.

This model may be of relevance if, for example, the City wished to acquire certain key properties from such agencies as Transport Canada who in turn were seeking to divest their properties in their entirety, at market value. A Development Corporation would be set up at arms length from the City. It would require capitalization and establishment of a Board of Directors and a Development Manager who would in effect be the Chief Executive. Enabling legislation would be required (which may involve the provincial government).

An example of a Development Corporation includes the Downtown New Westminster Development Corporation, which was established to spur redevelopment of downtown New Westminster's waterfront.

City Departmental Model

In this model, City Council, on the advice of staff, would designate a specific City department as having responsibility for implementing the Harbour Pathway. This department would be responsible for preparing a multi-year implementation plan and budget, and would oversee and manage implementation of the pathway in phases. The pathway would be constructed as a municipal civic project with 100% municipal funding, through the City's standard procurement process (i.e. open tender).

The designated department would be responsible for managing each phase of construction, and for coordinating the inputs and approvals of other departments as required.

The most likely department in this model would be the Parks & Recreation Department, although Engineering or Planning could also conceivably manage the project.

Given the limited available municipal funding, this model is likely to take the longest to complete construction of the entire pathway.

Special Project Working Group Model

In this model, the City would strike a Special Project Working Group to oversee and manage implementation of the Harbour Pathway. This would be an inter-departmental group with senior representatives appointed from all key departments, and additional staff seconded as required. Typically, such a Special Project Working Group (or Task Force) would report directly to the City Manager's office. The Harbour Pathway Special Project Working Group would be responsible for preparing a multi-year implementation plan and budget, and would manage implementation of the pathway in phases.

Examples of the Special Project Working Group model include the City of Richmond's 2010 Winter Olympic Games Speed Skating Oval project, and the City of Vancouver's Broadway Corridor Rapid Transit Project Office.

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Harbour Pathway Trust Model

This implementation model would bring together outside representatives from key stakeholders (e.g. DVBA, PCC, GVHA, etc.) and the community into a decision making group. A Board of Trustees would be appointed by Council. The Board would be responsible for seeking funding partners, and approving development phases. The Trust could be managed by an appointed, paid CEO and supported by a single City department (e.g. Parks & Recreation) on behalf of the City, or it could be managed by an interdepartmental Working Group as described above.

Having a separate Trust governed by a Board of Trustees with decision-making authority would encourage City staff to deliver the project in a timely and accountable way.Examples of the Trust model include the Simon Fraser University Community Trust, and the Granville Island Trust.

Each of these implementation models has pros and cons. In the next stage of work on the Harbour Pathway, the City's Implementation Plan should include a detailed analysis of the appropriate project governance model leading to a recommendation on the preferred model.

12.2 PHASING

At over 5 km in length, and with multiple property owners along its length, the Harbour Pathway will need to be developed in several phases, as funding and land become available. This section identifies a number of criteria for phasing the project, and based on these criteria, specific pathway sections have been identified as either Highest Priority Phases or Secondary Priority Phases. There is also a discussion on Opportunity Phasing sites. The following plan illustrates the Phasing Strategy.

Phasing Criteria:

The following criteria have been identified as key factors in determining which sections of the proposed pathway should be undertaken as highest priority phases and which as secondary priority phases.

Criterion: City-owned Land
- refers to proposed sections on land that is already in City ownership which can be developed quickly as a first priority
- includes those sections of the pathway that are proposed on City streets (e.g. Dallas Road, Belleville Street)
- these sections do not require any negotiations with or acquisitions from other property owners

Criterion: Leverages Existing Pathway Sections
- refers to proposed sections that extend existing completed sections of pathway
- also refers to proposed sections that connect two existing sections of pathway

Criterion: Enables Greenway Connection Opportunities
- refers to proposed sections that create new connections to the wider City Greenway network
- includes both the principal pathway and improved connections to existing Greenways (e.g. connections to Dallas Road, Simcoe Street, Superior Street, Courtney Street, Bastion Square, Pandora Avenue, Government Street, Rock Bay Avenue, and Bridge Street/Hillside)

Criterion: Construction Cost
- refers to proposed sections whose estimated construction cost matches available funding [the City has budgeted $1.2 million per year for the next four years for pathway construction]
- excludes relatively high cost sections such as proposed bridges

Criterion: Resolves Other Issues
- refers to proposed sections whose construction would help to address other planning / public safety / transportation issues
- Examples: improving movements for all travel modes at Johnson Street bridgehead, creating a safer public environment at Reeson Park

Criterion: Leverages other Landowners' Interests
- refers to proposed sections whose construction helps to achieve other landowner's development interests
- includes sections that could create increased development opportunities and land value for adjacent properties, such as the surface parking lots between Milestones Restaurant and the Customs Wharf at Broughton Street (KP 2.1 – KP 2.3)

Criterion: Demonstration Project
- refers to completion of proposed sections that present a good opportunity to demonstrate new design standards and higher expectations for the entire pathway
- includes high visibility sections such as either side of the Inner Causeway

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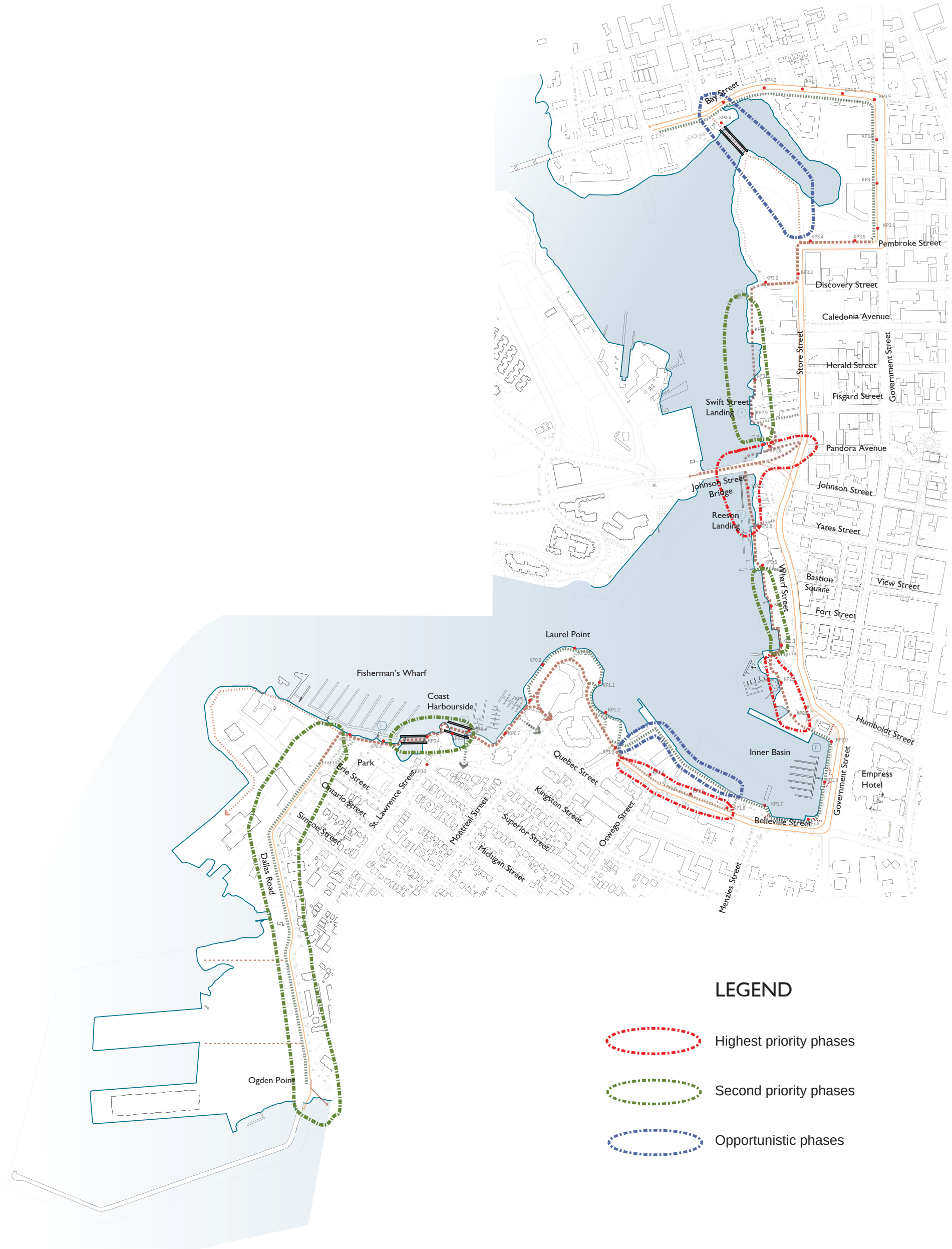

LEGEND

- Highest priority phases
- Second priority phases
- Opportunistic phases

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Criterion: Soil Remediation Status

- refers to proposed sections across land that has already been remediated
- such sections can be developed more quickly than on lands that may still require soil remediation

Criterion: Existing Land Use

- refers to proposed sections across land that is not currently used or zoned for waterfront commercial / industrial use
- such sections can be developed more quickly than properties that still require commercial / industrial water access, or would require rezoning to exclude such industrial use
- this would exclude pathway sections proposed across existing industrial lands around Rock Bay, for example

Based on applying the above noted criteria for prioritizing phasing of the Harbour Pathway construction, the following proposed pathway sections have been identified as Highest Priority or Secondary Priority Phases:

Highest Priority Phases:

- Tourist/Institutional/Ceremonial Character Zone: Belleville Street on-street section between Menzies Street and Pendray Street (KP 1.3 – KP 1.6)

- Downtown 'Old Town' Character Zone: between Milestones Restaurant and the Customs Wharf at Broughton Street (KP 2.1 – KP 2.3)

- Downtown 'Old Town'–Design District Character Zones overlap: from Reeson Park to north side of Johnson Street Bridge including underpass (KP 2.6 – KP 2.8)

One or more of these three pathway sections would be the most appropriate to implement as first priority phases, either because they only require lands that the City already owns (e.g. along Belleville Street, Downtown 'Old Town' Character Zone between KP 1.3 – KP 1.6), or because they connect existing sections of pathway and maximize leverage, and/or resolve other issues (e.g. Johnson Street Bridge section between KP 2.6 – KP 2.8).

The first section requires City-owned lands only (Belleville Street). The second section traverses primarily City-owned lands (between Milestones and Broughton Street Customs Wharf; KP 2.1 – KP 2.3). The third section (Reeson Park to Johnson Street Bridge underpass; KP 2.6 – KP 2.8) would extend the existing pathway north of Reeson Park and provide a new connection to the Johnson Street Bridge which in turn connects to the city-wide Greenway and Bikeway trail system, e.g. the Galloping Goose, etc.

None of these highest priority sections require soil remediation as far as we are aware.

Secondary Priority Phases:

- James Bay/Dallas Road Character Zone: west side of Dallas Road between Ogden Point and KP 0.0 (Fisherman's Wharf Park)

- Fisherman's Wharf–Tourist/Residential/Park Character Zones overlap: between Fisherman's Wharf and the Coast Hotel (KP 0.2 – KP 0.6)

- Downtown 'Old Town' Character Zone: between the Customs Wharf at Broughton Street and Reeson Park (KP 2.3 – KP 2.6)

- Design District Character Zone: between north end of Johnson Street Bridge and Discovery Street (KP 2.8 – KP 3.2)

It is recognized that implementing some of these Second Priority Phase sections will depend on concluding successful land acquisition or rights of way negotiations with other property owners.

Opportunistic Phases:

In addition to the Highest Priority and Second Priority Phases noted above, it is important to note that some pathway sections could be implemented as a condition of approvals for the redevelopment of certain specific development sites. Those pathway sections would then be constructed as part of these new developments. Such developments could happen at any stage during the life of the project and the City should be ready to move forward with such pathway sections as and when such opportunities present themselves: we refer to these as Opportunistic Phasing sites.

Opportunistic Phases sites include:

- Belleville Ferry terminal site (KP 1.3 – KP 1.6)
- Laurel Point site (KP 0.8 – KP 1.1)
- PCC Wharf Street parking lot site (KP 2.3 – KP 2.5)
- Transport Canada sites such as: between Johnson Street Bridge and Mermaid Wharf (KP 2.8); between Value Village and Discovery Street (KP 3.0 – KP 3.2); Rock Bay/Barclay Point site north of Pembroke Street along the water (KP 3.4 – KP 4.4)
- proposed bridge across the entrance to Rock Bay, once industrial water access to Rock Bay is no longer required (this section is tied to previous Opportunistic Phasing site)

Cost Estimates:

The following are order of magnitude land acquisition and construction cost estimates for the three Highest Priority Phases:

- Tourist/Institutional/Ceremonial Character Zone: Belleville Street on-street section between Menzies Street and Pendray Street (KP 1.3 – KP 1.6)

Land acquisition: This is all owned by the City (street right of way) so we assume the required land is available at no cost to the City.

The construction cost: $121,251

- Downtown ‘Old Town’ Character Zone: between Milestones Restaurant and the Customs Wharf at Broughton Street (KP 2.1 – KP 2.3)

Land acquisition: This is all owned by the City, the GVHA and the PCC so we assume the required land is provided at nominal cost to the City.

The construction cost: $285,990

- Downtown ‘Old Town’–Design District Character Zones overlap: from Reeson Park to north side of Johnson Street Bridge including underpass (KP 2.6 – KP 2.8)

Land acquisition: This includes property owned by private owners, Transport Canada, the GVHA and the City. We assume that the GVHA and City owned property is provided at nominal cost. Our ballpark acquisition cost estimate for the Transport Canada and private land/water needed for the pathway is $3 million. If the City acquires entire parcels (not just the property needed for the pathway), then the costs would be higher.

The construction cost: : $2,097,516

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12.3 PROGRAMMING & MANAGEMENT

As noted in Section 4.0, the Harbour Pathway should be an opportunity to experience the waterfront as a special place in the city: a place for gathering, celebrating, special events, watching water activities, enjoying nature and landscape, and participating in a vibrant public realm. Detailed programming components are described in Section 4.0. Effectively programming and managing the Harbour Pathway are important to its success as a public space.

One approach to doing this is to build on what already works. The Inner Causeway section is well programmed, with an extensive range of uses and events. The City may want to use the same programming and management structure for the extended Harbour Pathway.
Alternatively, if the City decides to establish a Trust or Development Corporation to implement the project, that entity could assume responsibility for managing and programming the extended Harbour Pathway.

Outside agencies or third parties such as the Downtown Victoria Business Association, Tourism Victoria and the Provincial Capital Commission, could all play an important role in programming and managing the Harbour Pathway. Such agencies could be represented on a Board of Trustees if the City elects to establish a Harbour Pathway Trust model.

12.4 NEXT STEPS

The key next steps for the City are:

- seek Council endorsement of this Harbour Pathway Plan
- select a preferred project implementation governance model
- develop a detailed Implementation Plan and funding program, including identifying both short- and long-term funding sources
- adjust the City's Capital Program accordingly
- select a section of the pathway for implementation as Phase 1 (see Section 12.2 above)
- negotiate any land transfers or legal agreements with any affected land owners (if required)
- commission the design team to prepare detailed design and construction documents for the construction of Phase 1, and confirm construction costs
- seek Council approval to proceed to construction
- construct Phase 1

Johnson Street Bridgehead Urban Design & Transportation Study

In the course of undertaking the harbour pathway work, it became clear to the consultants that the area around the east end of the Johnson Street Bridge has a number of conflicts requiring resolution. We therefore recommend that a key next step is to undertake a detailed urban design and transportation study of the Johnson Street bridgehead.

This study is necessary to determine the optimum route(s) for pedestrians and cyclists to move between the Harbour Pathway at water level and the street level system above. This work is also required to resolve the multiple current conflicts between different transportation modes in this area: vehicles, cyclists, pedestrians and trains. The study should analyse existing conditions, and result in practical proposals for improving movements for all modes in this area, as well as improving the public realm. The study could result in recommendations for reconfiguring the road network intersection at the bridgehead. The study would also include confirmation of the proposed route for the Harbour Pathway section beneath the Johnson Street Bridge, and its connections to the north and south, as well as the best route between the pathway at water level and the street level system at bridge level above.

While we believe that this study should be undertaken regardless of which pathway section is selected as Phase 1, this work will need to be done as a high priority if the Johnson Street Bridge underpass section (KP 2.6 – KP 2.8) is confirmed as a highest priority phase of the pathway and selected as Phase 1.

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