



# BELLEVILLE GATEWAY INTERNATIONAL TERMINAL

## Briefing Update: Terminal Development

Black Ball Ferry Line & Clipper Navigation

October 2014



Ministry of  
Transportation  
and Infrastructure

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## BELLEVILLE GATEWAY INTERNATIONAL TERMINAL

### INTRODUCTION

The Belleville Terminal is a key strategic international gateway to Victoria's working inner harbour, a unique jewel for the city, region, and province. Victoria's inner harbour welcomes nearly 1 million passengers per year through ferries and float planes.

For many years, the two marine scheduled operators, Black Ball Ferry Line, operating the MV Coho, and Clipper Vacations, operating as Victoria Clipper, have provided a vital service, transporting travelers, and goods and services between Victoria and Washington State. The two operators alone bring more than 675,000 people every year into downtown Victoria, the most western international boarder crossing in North America. Economic impact assessments (2010 & 2012) indicate that the combined Black Ball and Clipper operations generate more than \$180 million annually in economic activity and together support some 4,450 jobs in the Victoria region. About 35% of the Black Ball traffic is Canadian, providing an important link to the United States for Vancouver Island and other Canadian residents. The average Clipper passenger spends \$376 per stay per person (2012).

The development of a new Belleville Gateway International Terminal has been under discussion since 1993 when the "temporary" Clipper terminal was installed on the Belleville Street site, with the understanding that a new common ferry terminal would soon be constructed. Since then, many planning studies and concept plans have been prepared with respect to the development of a new terminal but without a successful outcome. The only outcome is that the infrastructure, already aging, is 30 years older. Previous proposals have been prepared by government agencies or other organizations taking the lead role. Moving forward, it is proposed that a new initiative be developed based on a cooperative planning and development program with key stakeholders.

In recent years several important initiatives have served to reinvigorate plans for a new terminal.

In 2002, the Greater Victoria Harbour Authority (GVHA) was incorporated as a not-for-profit society to act as an advocate for Victoria's working harbour. In 2012, GVHA negotiated a lease for the historic CPR Steamship building. Its investment and advocacy has been a catalyst for renewed interest in the Belleville terminal redevelopment.

In March 2013, Tourism Victoria released a Passenger Gateway Strategy. This process brought together a broad based group from the tourism community and outlined a vision, guiding principles, challenges, strengths and opportunities. The Strategy was developed using a consensus-based approach within the tourism community, while building relationships within the transportation and government sectors. The Strategy identified five short-term priorities for transportation to the region.

In January 2014, the Tourism Victoria Transportation Committee agreed to coalesce around the Ferry Terminal redevelopment priority and focus all efforts toward this goal. Other priorities would be re-assessed after success was achieved on ferry terminal redevelopment.



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The spring of 2014 has seen additional energy and vitality to drive progress around Belleville Terminal. Several factors have contributed to this energy: the transfer of ownership of the terminal from the Provincial Capital Commission to the Ministry of Transportation & Infrastructure; renewed emphasis on the strategic importance of the project by both the Greater Victoria Chamber of Commerce and Tourism Victoria; advocacy by groups, including GVHA; announcement of a federal New Build Canada Infrastructure Fund; and, the City of Victoria's Inner Harbour Dialogue process all combine to frame a unique opportunity to advance this project.

However, perhaps the most pressing driver is the least visible. The state of the current ferry terminal requires that some degree of action be taken to ensure the safe continuation of service, for Black Ball and Clipper operations.

In light of the strong community interest, Black Ball Ferry Line and Victoria Clipper see their role as a key champion for the project, working cooperatively with the Province through the Ministry of Transportation and Infrastructure who will play the pivotal strategic and coordinating role, collaborating with many other agencies and organizations to bring the new terminal to fruition.

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## GUIDING PRINCIPLES

Guiding principles helps define the purpose and provides a framework for moving the project forward. It is recognized that the current dock and loading facilities at the terminal are inadequate and in critical need of replacement. The common goal is clear: the development of a safe, reliable, and welcoming ferry terminal in Victoria's spectacular Inner Harbour. Guiding principles moving forward include:

1. Victoria is an international transportation gateway to Vancouver Island, British Columbia, and Canada. A new terminal will promote travel to the Capital City in a safe, efficient and welcoming way.
2. A cooperative approach and ongoing engagement and partnerships with: Esquimalt and Songhees First Nations, Province of BC, Black Ball Ferry Line and Clipper Vacations, City of Victoria, US and Canada Customs and Border Security, Greater Victoria Harbour Authority, other organizations and agencies, and the community at large.
3. As a common-use terminal, design considerations include expansion capabilities to accommodate the potential for future domestic or international carriers, within schedule and capacity limitations of docking facilities.
4. The terminal will be designed to meet future passenger demand and support the efficient flow of customers including the implementation of customs pre-clearance measures.
5. The site must be planned and used efficiently, be affordable to the operators and end users, comfortable for customers and encourage passengers to maximize their Victoria experience.
6. The site must be planned to ensure safe and efficient ground transportation movement to expedite inbound and outbound passengers.
7. The terminal will support the City of Victoria's vision to revitalize the working harbour and complement the overall Inner Harbour environment and enhance the pedestrian experience along Belleville Street, contributing to the vision of David Foster Way. Maximize public view points and access, recognizing the safety and security requirements associated with customs and immigration and the logistics of significant marine transportation operations.
8. The terminal will adopt sustainable practices in its design and operations, and be respectful of the region's rich history.
9. The terminal project will be phased to allow for planned improvements matching realistic funding opportunities.
10. The terminal will respect neighbouring businesses and residences and ensure that sight-lines to the waterfront are preserved and enhanced.





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## DEVELOPMENT VISION - A PHASED APPROACH

It is recognized that for planning and logistical reasons and to achieve realistic funding and budget timelines, the vision for the full build-out of a new Belleville Gateway International Terminal will happen on a phased basis. A three phased program is currently envisioned.

Marine infrastructure is expensive and phases of development must be matched with realistic funding opportunities. Areas of the dock infrastructure have suffered from a historic lack of maintenance, to the point that it has reached a state of urgency and must be addressed in Phase One. Within the work-plan of Phase One, is a careful site analysis to ensure that the principles pertaining to physical planning for a new terminal and support infrastructure are met. Structural and geotech analysis for Phase One dock improvements have been advanced and the extent the essential work that needs to be done and costing of same is well defined.

The development and timing of Phases Two and Three are more flexible. As details are developed, parties responsible and timelines for implementation could be enhanced or changed from what has been identified and will be dependent on funding commitments. Examples of visions for Phases Two and Three that came out of a Harbour Visioning charette process sponsored by the City of Victoria in the Spring of 2014 are shown conceptually the possibilities. Significantly, the concepts developed by different groups involved in the charette process show consistent themes.



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## PHASE 1

Most of Phase One improvements are mandatory upgrades to address public safety concerns and provide secure docking facilities for vessel use. It includes other passenger convenience measures and landscaping and related aesthetic all within the Belleville Terminal Provincial land holdings.

There is an urgent requirement to address deteriorating dock conditions at both the Black Ball and Clipper operation locations. Black Ball docks require a complete replacement of pilings and decking near and at the docking bulkhead. It will include a 0.2m rise in the deck level and dock realignment. In tandem with the dock replacement, Black Ball Ferry Line will replace its vehicle loading ramp and support facilities, and its stern tie-up dolphin. Black Ball will also construct new covered walk-off ramps from the ship through to customs, improve entry landscape features and signage, and undertake other cosmetic touch-ups.

Significant investment is also essential for the replacement of deteriorated pilings and decking at the Clipper Navigation docks (western end of the Belleville docks) to permit continued operations. Phase One remedial work proposes to address immediate safety concerns and will be the most minimal repairs necessary to extend the dock life for an interim.

Because alternate temporary facilities are not readily available, dock replacement will be performed over three winter periods to minimize disruptions to operations, starting in the Fall of 2015 and completing as late as the Fall of 2017.

The capital works planned for the Black Ball Ferry docks will provide a full 50-year life cycle. Budget allocation for the dock facilities for the west end (Clipper docking) are temporary and will extend the life of the docking facilities for up to 15 years. The new terminal will require further changes to dock infrastructure towards the west side of the docks and it is only prudent to address the immediate essentials now and manage dock improvement costs on the west end and focus the balance of the dock improvements as part of the Phase 3 development of a new terminal.

At the Belleville / Oswego St corner, Phase One plans include enhancing the Belleville Gateway image and aesthetic, with landscaping and marine themed artworks and artifacts. Black Ball corner envisages marine artwork (large stainless steel propellers) and improved signage to create a welcoming experience.

**Involvement in Implementation:** The Province of BC and Black Ball Ferry Line will take the lead roles, with input from others, be involved/responsible for the coordination, planning, construction and funding of Phase One works.



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## VISION – PHASE 2

It is envisioned that Phase Two will address primarily public realm space, enhancing the connectivity between Belleville Street and the Inner Harbour. It will require the direct collaboration and participation of the City of Victoria as it relates to David Foster Way and in turn its implementation is dependent on funding availability.

Improvements for public and pedestrian enjoyment should include removing the unfriendly fencing along the west side of the current Belleville Street adjoining the Black Ball Ferry staging area and widening the pedestrian space as part of David Foster Way. To provide more interest and achieve improved views of the inner harbour, look-out observation points are envisaged with possible interpretive kiosks and additional landscape elements potentially comprising a marine or marine transportation theme. The viewing area at Point Hope Shipyards is a small version of what is imagined.

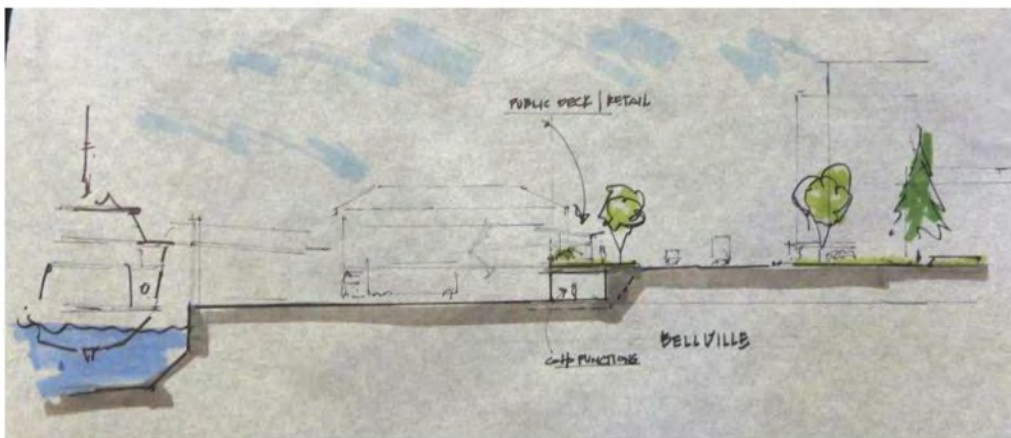


There is a nearly two metre drop in grade between the Belleville Street sidewalk and the parking lot for vehicles waiting to load onto the Black Ball that tapers toward the Oswego Street intersection. As Black Ball passengers/vehicles are processed through US customs prior to departure, the parking waiting area for the Black Ball must be made secure. Between extending the sidewalk to enhance the pedestrian experience, and meeting border security requirements, planning will require coordination between the City of Victoria, Black Ball Ferry Line, and the Province of BC, along with Border Security involvement. Attractive but secure fencing and allowing for public space and viewpoints can be designed to meet security and public accessibility needs.

Interim exterior improvements are anticipated for the Clipper Navigation operations buildings including replacement of front canopies.

A target date for completion of Phase Two is 2017, to coincide with “Canada 150”. It is noted that other improvements have been identified for the general area as part of those celebrations. Of note is proposed Quadra Park upgrades (southeast corner of Belleville Street and Oswego) that proposes private sector (Butchart Gardens) investment to honour and celebrate the rich heritage of the region’s First Nations. As an entry gateway into the new terminal, an important design consideration will be to respect and respond to future Quadra Park improvements.

**Involvement in Implementation:** It is envisioned that the City of Victoria, the Province of BC, Black Ball Ferry lines and Clipper Navigation and other agencies and the private sector will be involved/responsible for coordination, planning and construction of Phase Two improvements.



*Schematic Drawings from Harbour Dialogue Workshop June 2014*

### BELLEVILLE TERMINAL – IMPROVEMENTS X-SECTION



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## VISION – PHASE 3

The Phase Three vision is the largest and most complex of the phases. It is also the most exciting and affords the opportunity to dramatically improve the visitor experience and positively transform the character of the Inner Harbour. Conceptually, Phase Three will include: removing the existing modular buildings and providing interim facilities for Clipper Navigation operations; additional dock upgrades and raising of grades of the west side docks; re-alignment of access points from Belleville Street and other street improvements; enhanced passenger access and overall pedestrian experience; landscaping and signage, and, most importantly, the development of a new common-use terminal.

Preliminary concepts propose a functional and affordable, two-storey building sited on the Belleville Street property, at the extension of Oswego Street and that will allow for expansion as required. A circular drive-through is proposed, accessed from both Oswego and Pendray Streets. Ample space for off-street taxi and bus laybys and passenger pick-up and drop-off is envisioned without extensive cantilevered bridging between Belleville Street and the terminal building. A concept site plan can be found in Appendix A of this report.



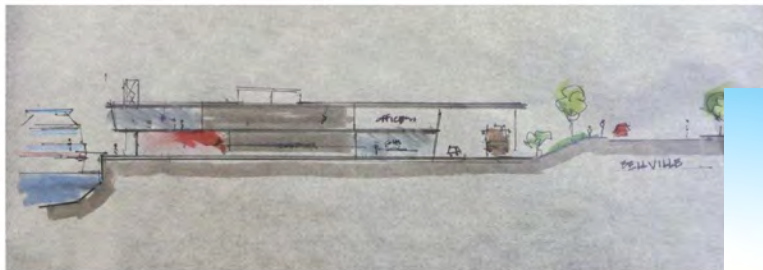
*Schematic Drawings from Harbour Dialogue Workshop June 2014*  
**BELLEVILLE TERMINAL SCHEMATIC PLAN**

The terminal will be designed on the model of best practices for international ferry terminals. Significant space considerations include US and Canadian border security and customs requirements, a large pre-clearance waiting area for passengers waiting for departures and service areas for Coho and Clipper operations. Limited residual commercial space is envisioned, as the intention is to move passengers in and out of the terminal quickly to maximize their experience in the City and points beyond. Preliminary space planning has identified a building of approximately 26,000 - 30,000 sq ft building on two floors, subject to final programming, with opportunities for future expansion.

The second floor will have dramatic views of the Inner Harbour and the design will take advantage of the views.

The proposed design must be serviceable and also must stay within manageable capital costs, while respecting the significance of the site within Victoria's Inner Harbour. With the users directly participating in the design and implementation, sound business planning is central to the mandate and to the success of the terminal.

Notwithstanding a strong business plan focus, it is recognized that transportation terminal facilities have, almost universally, relied on government participation in the capital cost to make the project come to fruition. The terminal will be a public amenity and a gateway to Victoria, Vancouver Island and the Province and, for many visitors, it is their first experience entering Canada.



*Schematic Drawings from Harbour Dialogue Workshop June 2014*

**BELLEVILLE TERMINAL – CONCEPT SECTION**



*Nanaimo Port Authority*

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Part of the complexity of the terminal project will be the provision of interim terminal space for the Clipper during construction. It will require the cooperation of the various parties, including the City of Victoria with municipal approvals, in finalizing a construction plan.

Phase Three development is extensive as it not only takes into account the terminal construction but will include a rebuild of the west side docks, grade changes and accommodating geotechnical issues. Phase One dock remediation will provide greater flexibility for completion date for Phase 3 from a dock safety perspective and can extend the timeframe for up to 15 years, but it doesn't improve the all-important passenger or community experience.

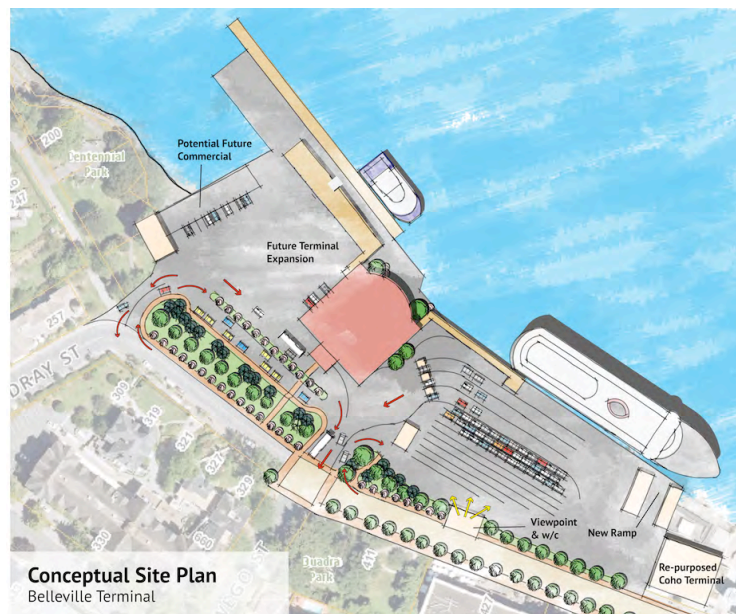
Preliminary planning for Phase Three is proposed to occur over 2015 and 2016 and relates to David Foster Pathway planning, with confirmation of designs and funding principles coinciding with the implementation of Phase Two of the overall plan in 2017/18. A targeted 6-year time horizon for implementation by the end of 2020 is intended to set challenging yet doable timelines, building on the success and momentum ideally developed in Phase One and Two and allow for planning, partnerships and funding arrangements to come together. The interim improvements to the Clipper Navigation docks will provide flexibility in the completion date of Phase Three but should not detract from the proposed target timelines objectives and the importance of the project as a primary international gateway to the region and Province.



*Schematic Drawings from Harbour Dialogue Workshop June 2014*

**BELLEVILLE TERMINAL – CONCEPT PERSPECTIVE**

**Involvement in Implementation:** The Province of BC, Black Ball Ferry Lines/ Clipper Navigation, the City of Victoria, in collaboration with other organizations and agencies including the Government of Canada, GVHA and others will be involved/responsible for the coordination, planning and construction of Phase Three improvements.



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## MOVING FORWARD

Moving forward, the Province (MoTI) with Black Ball and Clipper Navigation will continue to spear-head the project and advance the design and business planning work. But, success will require governments and agencies working positively together to bring the project to fruition.

As this process proceeds, meaningful engagement with First Nations will be an integral part of planning and programming.

In advancing the planning and design, business case development, and funding opportunities, the Province of BC, Black Ball and Clipper are committed to a cooperative framework involving partners and key stakeholders including the City of Victoria, the Government of Canada, the Greater Victoria Harbour Authority, in addition to other important groups and organizations that must inform the process including Tourism Victoria, Victoria Chamber of Commerce, Downtown Victoria Business Association, Victoria Esquimalt Harbour Society and the James Bay and Downtown Community Associations.

As the terminal project moves forward, it is envisaged that a steering committee will be established comprising key stakeholders to ensure that the community is informed.

## FUNDING AND BUDGETS

Further development of plans will require collaboration with the Province of BC and City of Victoria as land owners and approving authorities to ensure integration between terminal improvements, Belleville Street and David Foster pathway and at that time tighter budgets can be developed. As stated in the principles, key to the success of this project is the phasing that will see realistic and positive incremental improvements that can build the momentum to target the completion of the vision for 2020.

As an international terminal funding partners for the project may include:

1. Government of Canada (as an international terminal and federal harbour).
2. Province of BC (as land owners and gateway entrance to the Province).
3. City of Victoria (as regulatory visionary for the harbour, lead agency in the development of the David Foster Pathway and jurisdiction for Belleville Street).
4. Other public agencies, including the GVHA and private sector contributions, (notably, private sector investment proposed for Quadra Park).
5. Black Ball Ferry Lines and Clipper Navigation (as terminal operators).



*Ships Anchor*

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# APPENDIX A

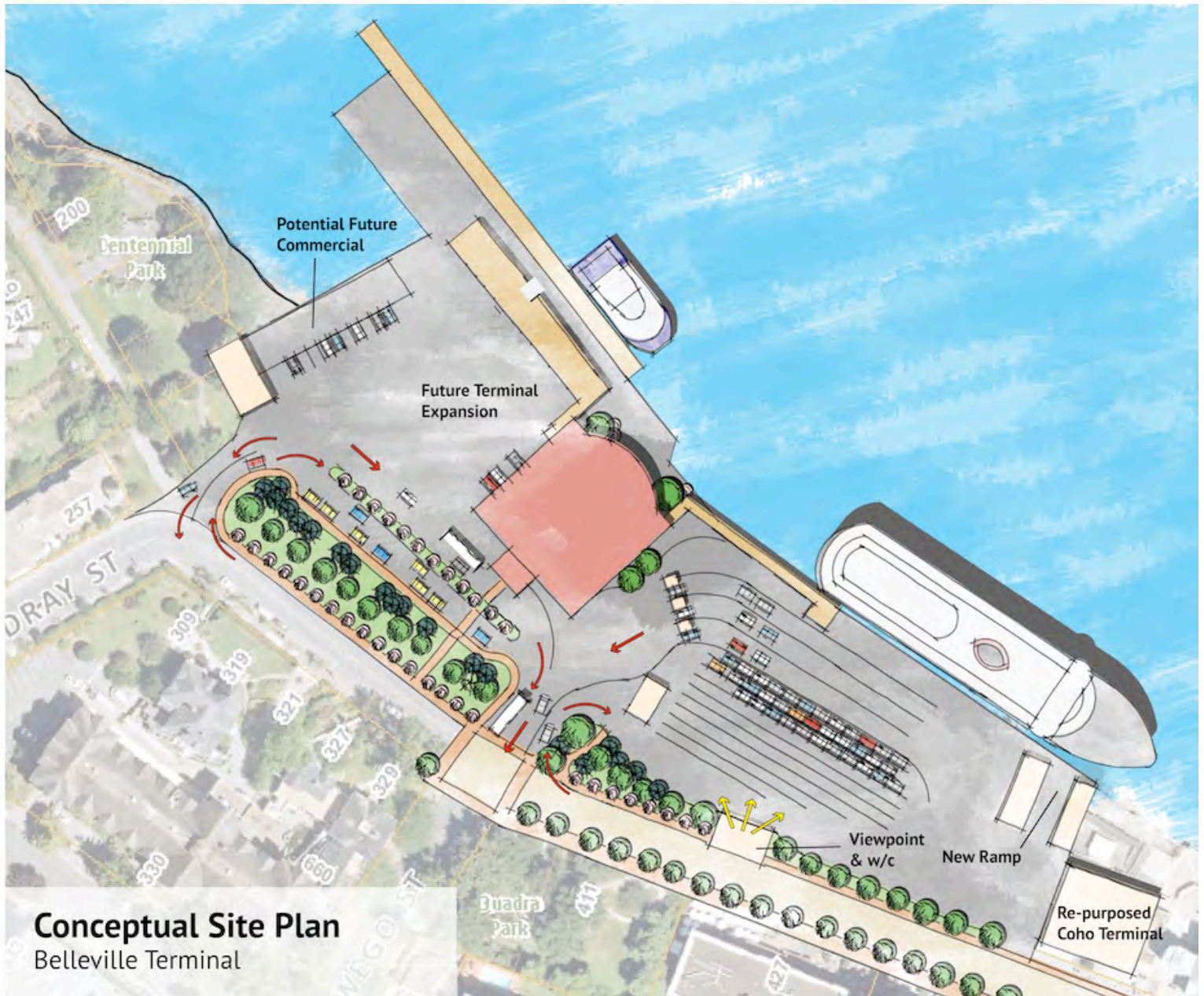
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## CONCEPTUAL SITE PLAN



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## CONCEPTUAL SITE PLAN



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