# OGDEN POINT
# MASTER PLAN

## FINAL DRAFT

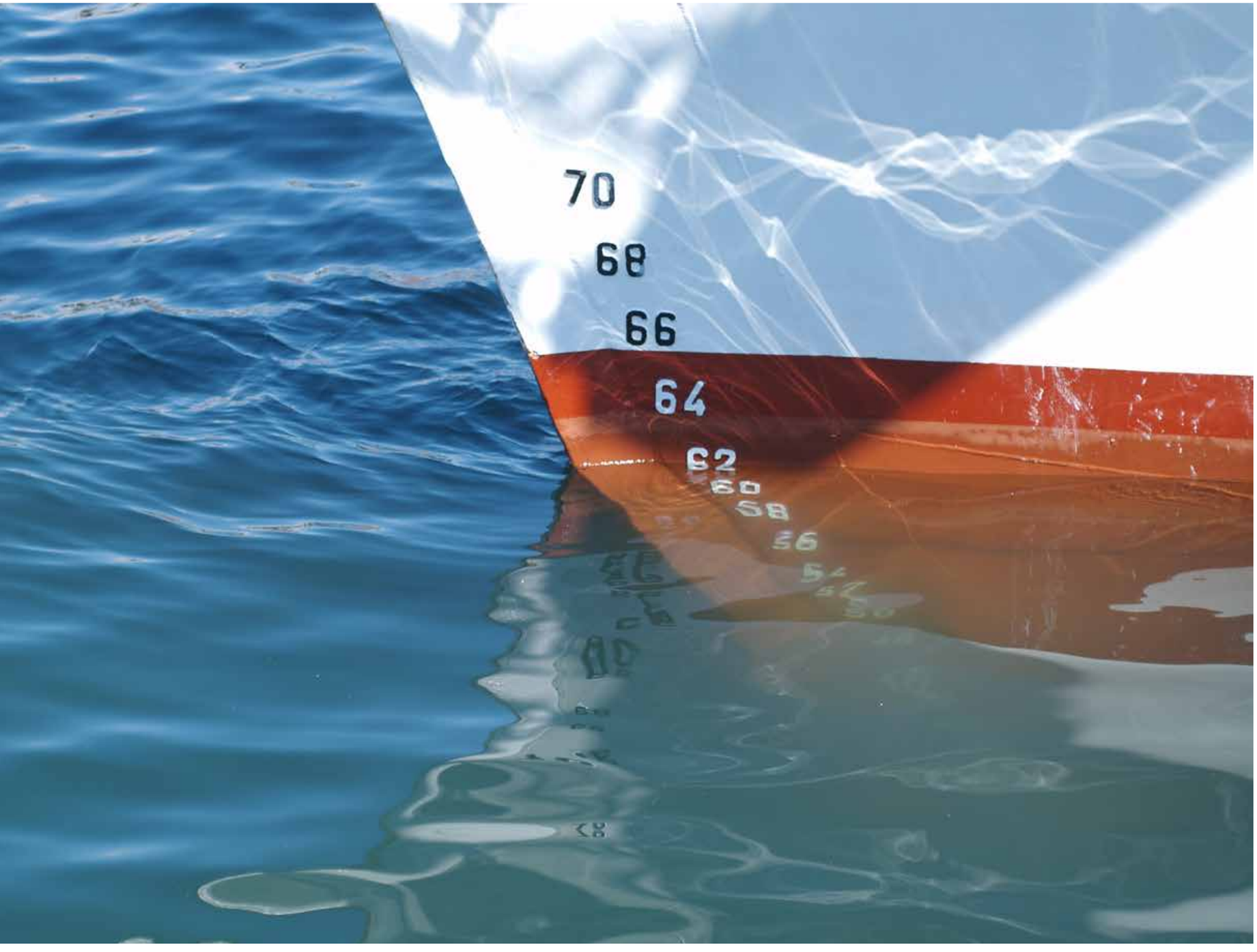
Greater Victoria Harbour Authority
December 2016

GVHA 2015/Heath Moffatt Photography

Stantec

GREATER VICTORIA HARBOUR AUTHORITY

# CONTENTS




## Acknowledgments

The Ogden Point Master Plan (OPMP) establishes policies and guidelines to direct the future development of the Ogden Point Facility for the next 30 years. The OPMP has been prepared with acknowledge and respect of the Songhees and Esquimalt Nation on whose territorial lands Ogden Point is located. The Greater Victoria Harbour Authority GVHA gratefully acknowledges the ongoing participation and valuable input of a broad range of partners, stakeholders, citizens and importantly, The James Bay Neighbourhood Association and neighbourhood residents who attended meetings, answered surveys, provided pictures and participated in the development of this plan.

# EXECUTIVE SUMMARY



This Master Plan is intended to outline the GVHA's aspirations for Ogden Point (the Site). A number of guiding principles have therefore been developed to guide future decision making with respect to development of the Site. Broadly divided into three major themes, Connecting Ogden Point, Building Ogden Point, and Sustaining Ogden Point, these guiding principles will help to organize and define the detailed *urban design*, architecture, landscape design, and *sustainability* objectives and guidelines that are outlined in this document.

The key objectives that have been identified for each theme are summarized as follows:

## Connecting Ogden Point

- Acknowledge Ogden Point's unique position as a *gateway* from the land, a point of entry from the sea, and a destination from the air.
- Reinforce and enhance Ogden Point's character as a *working harbour* and cruise ship destination that will also develop into a valuable cultural and recreational amenity for the region and a collaborative neighbour for the James Bay community.
- Support and enhance existing marine aviation services at Ogden Point.
- Improve the pedestrian experience within and adjacent to Ogden Point, along the breakwater, and along Dallas Road by providing wider sidewalks, enhanced crossing areas, designated walking and cycling infrastructure, and *human scale*d development along Dallas Road.
- Address tourist movement by encouraging walking and cycling, and incorporating bus and taxi loading areas into the development.
- Provide safe public access to the waterfront on the south side of the breakwater.
- Ensure reasonable efforts are made to minimize negative impacts of the development and operation of Ogden Point on the neighbouring community.

## Building Ogden Point

- Reflect and enhance the west coast maritime character of Ogden Point.
- Provide *human scaled* retail, commercial, and institutional developments along Dallas Road to encourage a positive pedestrian environment and buffer the residential community from the maritime industrial uses on the Site.
- Protect the mature street trees along Dallas Road through building *setbacks* and sensitively-designed landscaping.
- Prioritize the creation of a high quality public realm, including pedestrian and cycling infrastructure within and along Ogden Point.
- Where possible, preserve street level, public views of the waterfront and provide new opportunities for unique and memorable viewing experiences.
- Where possible, place parking under the development by locating buildings on a series of parking plinths, utilizing the slope of the Site to provide entrances to the parking structures from the rear of the buildings and to ensure pedestrian access at grade.

## Sustaining Ogden Point

- Encourage biodiversity for both plants and animals on the Site.
- Design, build, operate, and maintain buildings in a manner that promotes sustainable practices.
- Encourage and enhance economic diversity on the Site to support economic *sustainability*.
- Integrate opportunities for social interaction, cultural education, and celebration on the Site.
- Recognize, respect, and communicate the First Nation history of the area and develop the Site as a focal point for economic and cultural partnership with the Songhees and Esquimalt Nations.

## Implementation

The Ogden Point Master Plan is one component of a suite of three interrelated regulatory and policy documents. These include the Master Plan itself, an amendment to the City of Victoria's Official Community Plan (OCP), and the creation of a new comprehensive Development Zone (CDZ) as part of the City of Victoria's Zoning Bylaw.

The guidelines and objectives contained within this Master Plan are intended to guide development at Ogden Point, as referenced in the amended OCP. Divided into four Development Areas (DAs), the regulations contained within the CDZ are intended to provide regulatory capacity for the enforcement of the land use and technical components of the Master Plan.

Together, this suite of documents will provide the guidance necessary to encourage a world-class development and the regulatory capacity to enforce and maintain the high standards which have contributed to the success and vitality of the City of Victoria.

## Key Drivers for Ogden Point

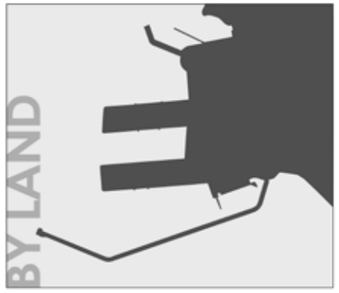
- To maintain & enhance the marine industrial use
- To add commercial /retail /industrial land uses to support long term financial *sustainability* for GVHA
- To celebrate and strengthen First Nation presence, partnership, and culture
- To enable a safe, animated, and vibrant amenity for James Bay residents and the community at large to enjoy
- To continue to be a welcoming tourist *gateway* to Victoria and the region
- To actively manage impacts within current regulatory frameworks

# MASTER PLAN AT A GLANCE

## CONNECTING OGDEN POINT


### OBJECTIVES

- Preserve and enhance the *working harbour*.
- Build a world-class tourism and visitor experience.
- Improve local community experience.
- Improve supporting infrastructure and services for cruise ships and marine vessels.




### OBJECTIVES

- Enhance the character of Dallas Road.
- Provide a positive interface between the maritime industrial uses and the neighbouring community.
- Consider multi-modal transportation and circulation options.

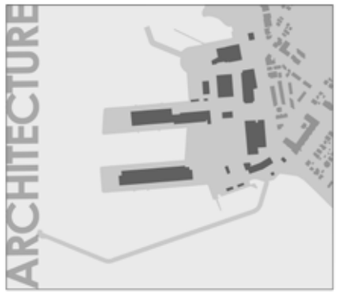

### OBJECTIVES

- Support and Enhance Helijet and Air Ambulance Services

## BUILDING OGDEN POINT


### OBJECTIVES

- Develop a high quality public realm.
- Incorporate and enhance public, street level views of the *harbour*.
- Incorporate high quality, site specific *wayfinding* and signage.
- Encourage the inclusion of public art.




### OBJECTIVES

- Integrate form and character with the community and express building use through architectural design.
- Express the character of the *working harbour*.
- Reinforce edges and nodes through the placement and orientation of buildings.


### OBJECTIVES

- Incorporate high quality landscape design.
- Provide adequate site lighting for safety and ambiance.
- Provide a consistent palette of site furnishings.

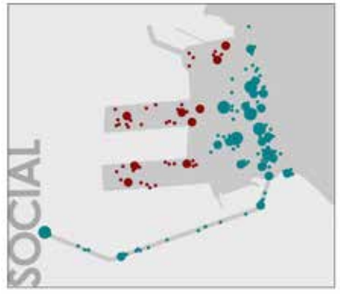
## SUSTAINING OGDEN POINT


### OBJECTIVES

- Implement forward-thinking *sustainability* approaches.
- Redevelop an underutilized urban site.
- Protect existing biodiversity.
- Consider and implement opportunities for enhancing biodiversity.
- Enhance the visitor experience at Ogden Point for both new visitors and locals.


### OBJECTIVES

- Foster economic stability through a diverse range of tenant types.
- Incorporate and express First Nation culture.




### OBJECTIVES

- Prioritize public safety and security.
- Program Site to ensure year-round occupation.

## 1.1. What is a Master Plan?

The Master Plan is comprised of three interrelated components:

1) Development Strategy—illustrating the vision, principles, and objectives as well as a functional layout "strategy" to meet the vision and objectives. The Functional and Facilities Plan is the first component of the Master Plan.

2) The Plan—a detailed layout of the Site for the long term, identifying projects that will be implemented over a period of time. The plan will contain guidelines for architecture, landscape, development controls, infrastructure, and servicing.

3) Implementation—how and when the Master Plan will unfold over the near, medium, and long term. This includes how the process will be governed, communicated, and delivered.

## 1.2. How is the Master Plan organized?

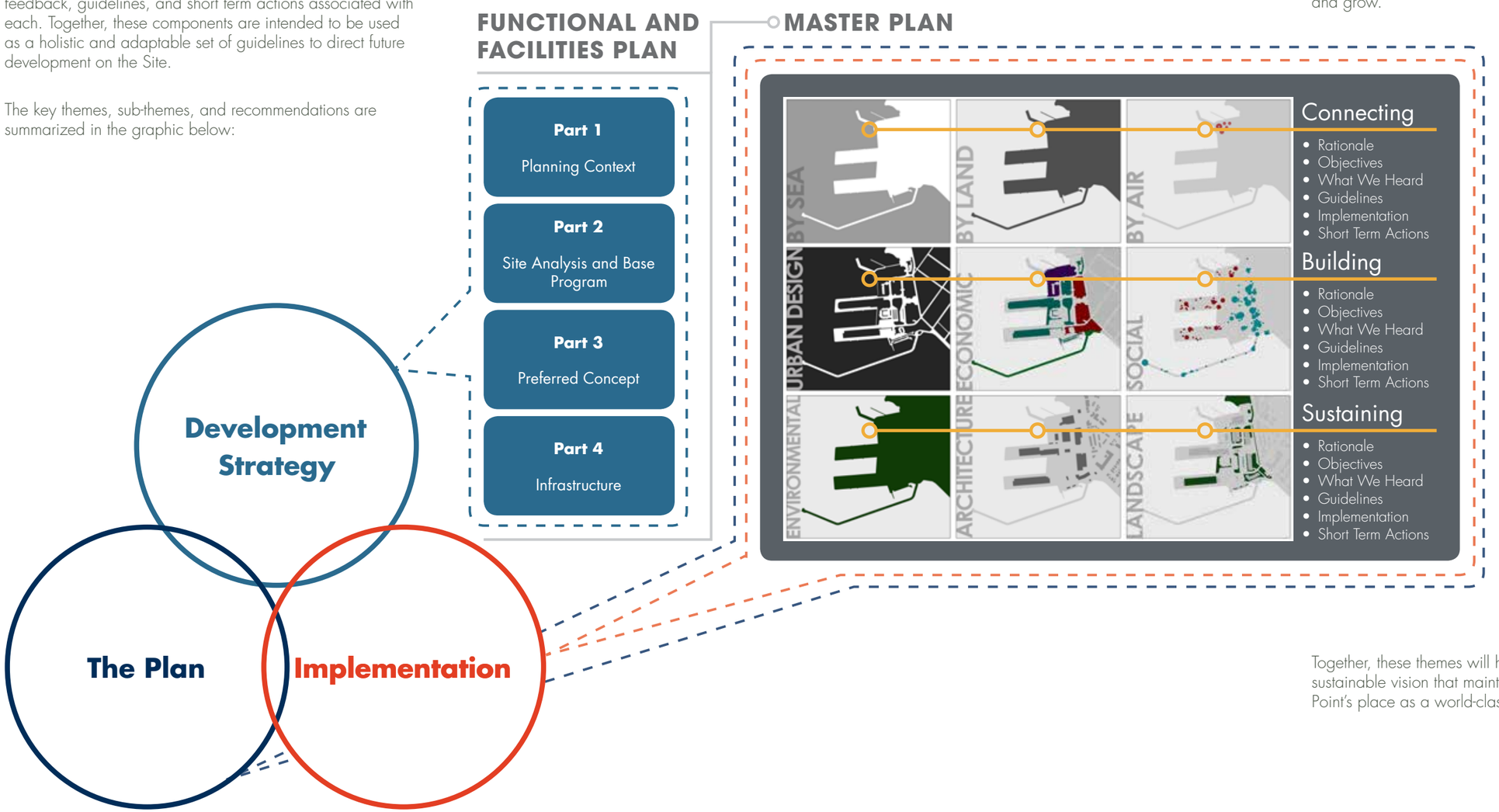
This Master Plan includes a number of guiding themes and principles that, together, are intended to inform future development at Ogden Point. Organized in terms of scale and duration of implementation, the three key themes are Connecting Ogden Point, Building Ogden Point, and Sustaining Ogden Point. Within each theme are a number of sub-themes and their relevant recommendations, which are discussed in detail to outline the rationale, objectives, feedback, guidelines, and short term actions associated with each. Together, these components are intended to be used as a holistic and adaptable set of guidelines to direct future development on the Site.

The key themes, sub-themes, and recommendations are summarized in the graphic below:

The Master Plan is organized in terms of the progression and scale of implementation. The first aspect to be addressed in the Master Plan will be the connectivity of the Site to and from the sea, the land, and the air. This multi-modal network will set the groundwork for all other interventions on the Site. As a major marine cruise facility, the sea edge must first be addressed. Second, the Site must be adequately connected both within its borders and to the adjacent community and region. Finally, air transport facilities will be developed further as a key node within the Site.

In the medium term, the Master Plan envisions a logical order to the design and construction of Ogden Point. Starting with the *urban design* of the Site, designers will establish the relationships between the open and built environments. Next, architectural interventions will define the form and character of the Site, emphasizing the marine heritage of Ogden Point. Finally, landscaping will be incorporated to detail the Site, assist with *wayfinding*, and provide a pleasant environment for visitors.

In every aspect of its development, the Master Plan has considered the three pillars of *sustainability*; environmental, economic, and social. These are included in the final section as the Plan looks toward the future implementation and management of the Site. Environmental protection will be addressed from the outset as a means to guide development and protect this world-class amenity. This will be supported concurrently with economic analysis and support in order to ensure long term feasibility of the development. Finally, the Master Plan anticipates that the development of Ogden Point will have a positive social impact on the Site and the region; creating a place for people to interact, share, collaborate, and grow.




Together, these themes will help to realize a dynamic and sustainable vision that maintains and enhances Ogden Point's place as a world-class destination.

## 1.3. Vision

- Ogden Point is a place of tradition, history, and optimism for the future.
- Ogden Point is a *working harbour* and tourism *gateway* that will also grow as a valuable cultural and recreational amenity for the region, and a good neighbour for the James Bay community.
- Ogden Point will continue to develop as a focal point for economic and cultural partnerships with the Songhees Nation and Esquimalt Nation.
- Ogden Point will continue to focus on becoming a centre of marine activities, tourism, and educational opportunities, as well as other diverse uses that are complimentary to the City of Victoria and to the community at large.
- Ogden Point will be operated in a safe, environmentally, socially, and fiscally responsible manner, and will maintain a strong economic and cultural contribution to the City of Victoria and the region as a whole.

Ogden Point will protect, support, and enhance its function as a *working harbour*, while realizing its potential as a high quality, mixed-use development. Visitors, occupants, and locals will benefit from high quality design which incorporates the cultural and industrial heritage of the Site, attractive urban gathering spaces, and opportunities for amenity land uses. Ogden Point has historically shaped the character and composition of James Bay and it now seeks to embrace its role as a key destination for tourists, cruise passengers, visitors, and employers.

## 1.4. Purpose of the Master Plan

The purpose of this Master Plan is to guide the future development of Ogden Point in a manner that respects the history and cultural context of the Site and provides high quality amenities and facilities for occupants, tourists, and locals alike.

The Functional and Facilities Plan (FFP) outlines the initial vision, objectives, and development strategy for the Site.

The following areas are discussed in detail in the FFP (for more information, refer to Appendix A: Functional and Facilities Plan):

- Key drivers for development, including cruise tourism, GVHA business, diversification, and general economic development;
- Site economics;
- Site analysis and context, including constraints and opportunities, historic and local context, and land use and regulatory context;
- Functional layout and zoning strategy;
- Circulation and parking;
- Land use;
- Security; and
- Infrastructure assessment.

The Master Plan incorporates marine-specific requirements for industrial use, safety and security, economic and operational feasibility, and environmental *sustainability*. The design guidelines discussed in this document are intended to assist Council and City staff in regulating the form and character of the buildings, public realm, and marine edge.

The Master Plan shall be referenced in the creation of detailed development proposals for the Site. While there is some degree of flexibility built into this Master Plan, future projects that are an outcome of this Plan must align with the principles, objectives, and the guidelines outlined within this document.

## 1.5. Design Philosophy

The guiding principles for Ogden Point are:

1) Development proposals should prioritize the preservation and enhancement of the *working harbour* and associated marine industrial infrastructure.

2) Development of the Site should prioritize a high quality public realm, including pedestrian and cycling infrastructure along Dallas Road. Public realm improvements and amenities should be incorporated into the Site via an integrated network of well-considered walkways, gathering spaces, and lookouts.

3) Development proposals along Dallas Road should be sensitive to the adjacent residential context and should provide community-oriented amenity spaces that serve as a buffer between the James Bay neighbourhood and the marine industrial lands.

4) Development of the Site should incorporate and enhance public, street-level views of the *harbour* and create new, publicly-accessible viewing opportunities.

5) Development proposals should employ forward-thinking approaches to *sustainability* and should attempt to leverage building design, location, and orientation to address existing issues.

6) Development proposals should add flexibility of use for marine activities on the Site.

7) No residential development shall be considered on GVHA land other than temporary commercial accommodation.

## 1.6. Site Context

Ogden Point is a *fee simple* property owned by the Greater Victoria Harbour Authority (GVHA). The property is approximately 34.7 hectares in area with a land base area of approximately 13.7 hectares. The lands, legally described as Lot 1, Section 31, Beckley Farm, Victoria and Part of the Bed of Victoria Harbour, VIP80448 (the "Site"), are located in the James Bay neighbourhood along Dallas Road between Ogden Point and Camel Point.

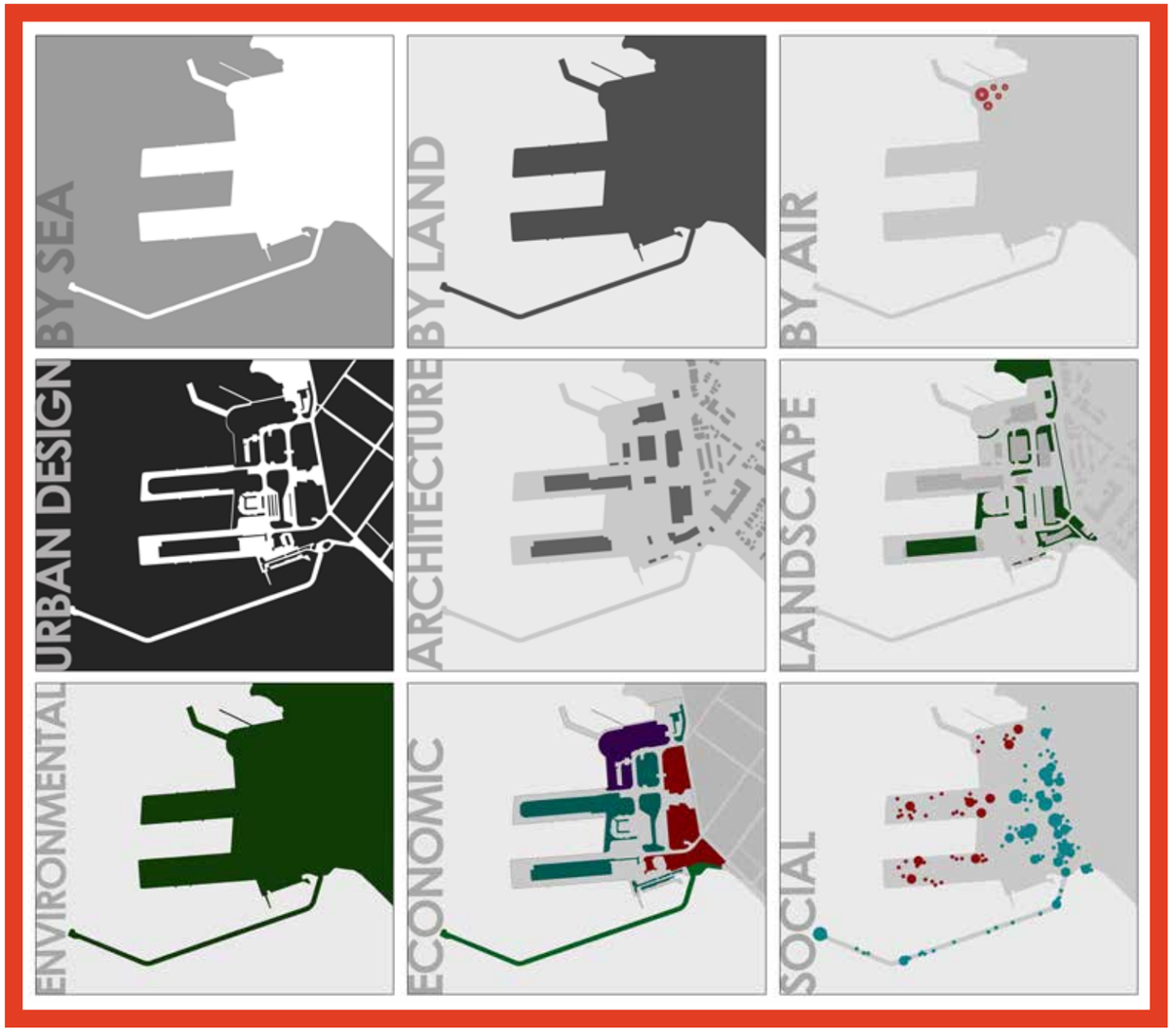
The Greater Victoria Harbour Authority (GVHA) is a non-profit society that was established on February 8, 2002 through a Memorandum of Understanding between the Provincial Capital Commission (PCC), Esquimalt Nation, Songhees Nation, the City of Victoria, the Township of Esquimalt, and the Victoria/Esquimalt Harbour Society (V/EHS).

The Ogden Point Marine Terminals and breakwater were among the first lands divested to the GVHA by the federal government. Under the terms of the divestiture agreement, the property could be developed to support and enhance marine industrial and commercial uses, but could neither be subdivided nor redeveloped for residential purposes. This remains a central principle in future development of the property.

For over a century, Ogden Point has reflected the changing fortunes of the west coast economy. The Site is currently home to four deep sea berths, a cruise terminal, a Helijet terminal, and a 100,000 square foot warehouse. The marine industry is continually changing and, therefore, Ogden Point must adapt and evolve in order to meet current and future *working harbour* requirements and standards. In 2016, Ogden Point is expecting to expand the number of scheduled cruise ship visits to 226, a significant increase from the approximately 186 cruise visits in 2006. This presents an opportunity to improve and enhance the infrastructure at Ogden Point to create a world-class arrival experience for visitors, while providing access to high quality community amenities.

In addition to the growing cruise industry, it is critical that the GVHA diversity the use of the Site to accommodate and grow non-cruise business and other marine-based services. Diversification will not only allow for the development of complementary, income-generating uses that allow the GVHA to meet its capital and operational demands, but also will allow for the incorporation of commercial, institutional, and retail uses that will service the wider community and provide a buffer between the residential neighbourhood and the marine industrial character of the Site.

This Master Plan represents the culmination of the fourth phase of a comprehensive development planning exercise that has taken place within an extensive consultation framework. Between 2008 and 2013, Phase 1 (technical feasibility study) and Phase 2 (market assessment) of the Ogden Point Master Plan process were completed. Phase 3 took place throughout 2015 and 2016, culminating in a Functional and Facilities Plan that focuses on the strategic development of Ogden Point, determining what is viable in the near and long term for the Site and how it will impact or benefit the GVHA and stakeholders. This Master Plan is supported by development guidelines and controls for *sustainability*, *urban design*, architecture, and landscape. An implementation plan is included to provide guidance of when and how development will likely occur over the next 30+ years.


BY SEA
BY LAND
BY AIR
URBAN DESIGN
ARCHITECTURE
LANDSCAPE
ENVIRONMENTAL
ECONOMIC
SOCIAL

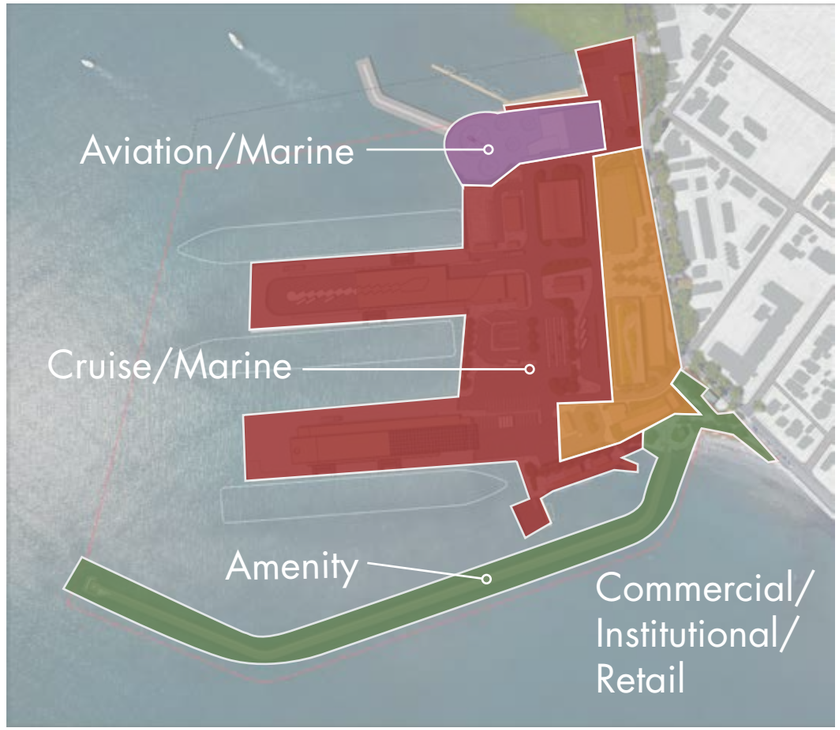
## 2.1. General Plan

### *2.1.0.1. General Layout Description*

**Key Aspects of the Master Plan**

1. Commercial, institutional, and retail development on a parking plinth located along Dallas Road, including a potential hotel opportunity near the head of the breakwater walkway
2. New pedestrian and bicycle only *gateway* to and from the Site to encourage stronger community access and visitor accessibility to downtown
3. Revitalized marine services area allowing for small yacht storage and a boat lift operation
4. Improved public boat launch
5. Dedicated open area for celebrating First Nation cultural events, as well as offering First Nation retail space
6. New raised terminal located on Pier B, incorporating tour bus parking beneath the terminal
7. Potential future "home port" facilities within the existing warehouse on Pier A
8. New hangar for ambulance helicopter integrated with new heliport terminal
9. Revitalized pilotage, emergency rescue docks, and amenities
10. Revised traffic and road circulation layout, including a central, stacked parking facility

## 2.2. Development Areas

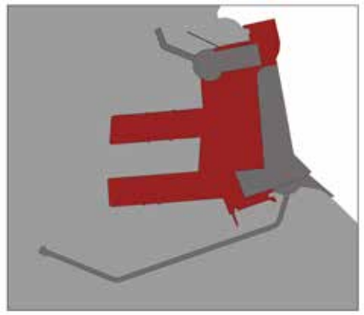



- Cruise/Marine
- Aviation/Marine
- Commercial/Institutional/Retail
- Amenity

Four development areas have been identified as part of a future Comprehensive District Zone that may be approved through a Zoning Amendment application.

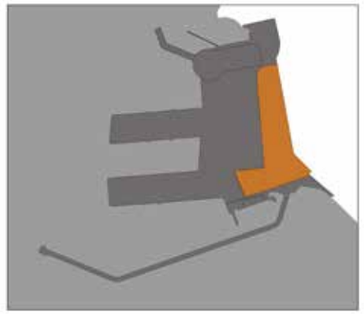
**DA-1**

DEVELOPMENT AREA 1: MARINE CRUISE consists of uses related to the marine and cruise industries. The development area is bisected by a large, pedestrian and bicycle only *gateway* that serves as a cultural gathering and celebration space as well as a public amenity space.



**DA-2**

DEVELOPMENT AREA 2: COMMERCIAL consists of pedestrian oriented, mixed-use developments that serve as community focused retail, educational, cultural or commercial employment uses and a buffer between the marine industrial uses and the adjacent residential neighbourhood. The developments in this area include office, retail, and institutional (university and trades education) uses.



**DA-3**

DEVELOPMENT AREA 3: AVIATION MARINE consists of lands associated with the heliport, including Helijet, air ambulance services, and a Federal water lot area.

**DA-4**

DEVELOPMENT AREA 4: AMENITY consists of the breakwater, rock outcropping, and beach access. There is a small public gathering space at the head of the breakwater, including a retail kiosk.

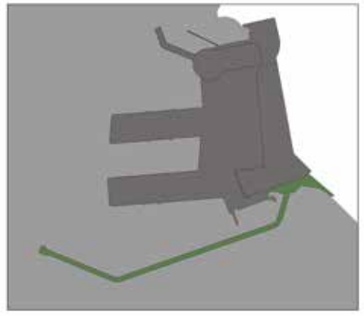
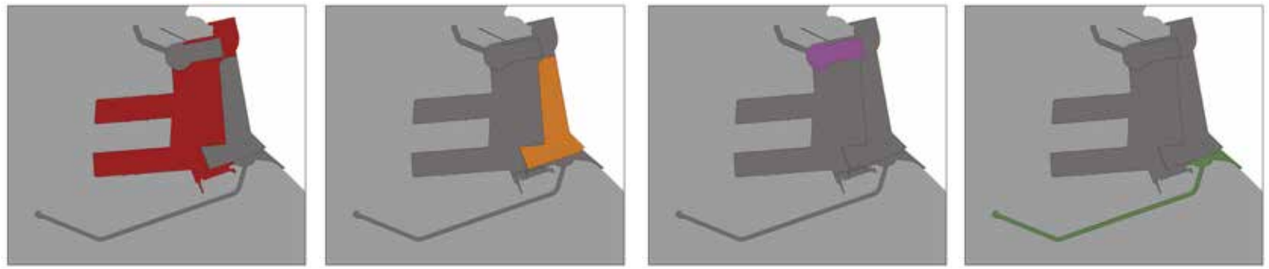


Table 2.1: Zone and Development Area Comparison

The following comparative table provide a summary of the existing zoning compared to the proposed zoning of the development areas.
NOTE: This table is subject to review and revision and will be used as the basis for discussion of final permitted land use and zoning.



| | M-2 ZONE, LIGHT INDUSTRIAL DISTRICT [1] | M-S-1 ZONE, MARINE SERVICE (OUTER HARBOUR) DISTRICT [2] | DA-1, MARINE CRUISE | DA-2, COMMERCIAL MIXED-USE | DA-3, AVIATION MARINE | DA-4, AMENITY |
|---|---|---|---|---|---|---|
| *Floor Space Ratio* | 3 to1 | 1.5 to 1 | 1.5 to 1 | | | |
| Building Height (max) | 15 m | 10 m | 18 m | 20 m | | |
| Setbacks | Required on corner lots only | 6 m from any building or High Water Line (HWL) | 6 m from HWL | 7 m along Dallas Road | 6 m from HWL | 6 m from HWL |
| LAND USE* | | | | | | |
| Civic Spaces (park, plaza, promenade) | — | — | Permitted | Required | — | Required |
| Residential | Not permitted | Not permitted | Not permitted | Not permitted | Not permitted | Not permitted |
| Casinos | Not permitted | Not permitted | Not permitted | Not permitted | Not permitted | Not permitted |
| Clubs | Permitted | Not permitted | Not permitted | Not permitted | Not permitted | Not permitted |
| Restaurants | Permitted | Permitted | Permitted | Permitted | Permitted | Limited use |
| Trade Schools, University Facilities, and Educational Uses | Permitted | | Permitted | Permitted | Permitted | — |
| Retail | *Accessory Use* | *Accessory Use* | *Accessory Use* | Permitted | *Accessory Use* | *Accessory Use* |
| Office | Not permitted | Not permitted | *Accessory Use* | Permitted | *Accessory Use* | Not permitted |
| Cultural Facilities | Not permitted | Not permitted | Permitted | Permitted | — | Permitted |
| Hotels | Not permitted | Not permitted | Not permitted | Permitted | Not permitted | Not permitted |
| Seasonal Markets | Not permitted | Not permitted | Permitted | Permitted | — | Permitted |
| Marine Industrial | Permitted | Permitted | Permitted | — | Permitted | Permitted |
| Aviation Services | Grandfathered use | — | — | — | Permitted | — |
| PARKING | | | | | | |
| Location | Off-street | Off-street | Of-street; parking structure; parking platform | Off-street; parking platform | Off-street | Off-street |
| Spaces per sqm | Per Schedule C | Per Schedule C | Per Schedule C of the current City of Victoria Zoning Bylaw | Per Schedule C of the current City of Victoria Zoning Bylaw | Per Schedule C of the current City of Victoria Zoning Bylaw | Per Schedule C of the current City of Victoria Zoning Bylaw |

[1] Current zoning of Ogden Point
[2] Proposed zoning prior to memorandum of understanding 2006
*This list is not exhaustive, please see Table 2.2 for specific use types.

Table 2.2: Permitted Land Use Types by Zone and Development Area

The following table summarizes the permitted land use types under the M-2, M-S-1 zones and the proposed CD (CDZ) zone. For clarity, allowable land uses within the CDZ are identified by Development Area (DA).

**Legend**

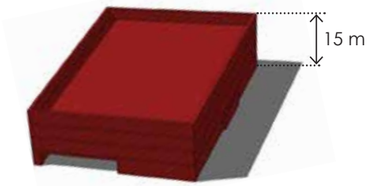
DA-1 DA-2 DA-3 DA-4

| LAND USE TYPE | PERMITTED IN THE FOLLOWING ZONES AND DEVELOPMENT AREAS |
|---|---|
| **Marine Industrial** | |
| Docks, wharves, piers, and similar structures | M-S-1, M-2, DA-1, DA-3, DA-4 |
| Facilities for the construction, repair, storage, and maintenance of marine vessels | M-S-1, DA-1, DA-3 |
| Activities associated with commercial fishing, including fish packing and processing plants and ship chandlers | M-S-1, DA-1 |
| Retail businesses associated with the fishing industry | M-S-1, |
| Radio and radar sales and service facilities | M-S-1, DA-1 |
| Storage, repair, and supply of fishing equipment | M-S-1, |
| Electrical shops | M-S-1, |
| Bulk storage of oil, gasoline, or propane | M-S-1, M-2, DA-1 |
| Buildings, activities , and facilities associated with marine services, cruise, and tourism activities | DA-1 |
| Retail, restaurants and canteen facilities, as an *accessory use* of cruise and *working harbour* facilities | DA-1 |
| **Industrial** | |
| Assaying gold and silver | M-2 |
| Dye works | M-2 |
| Forging, electric only | M-2 |
| Light industry, including manufacturing, processing, assembly, testing, servicing, and repairing | M-2, DA-1 |
| Mail-order businesses | M-2 |
| Milk processing and distribution | M-2 |
| Printing and publishing | M-2 |
| Quick freeze lockers | M-2, DA-1 |
| Storage lots for undamaged vehicles, impounded or intended for sale, lease, rental, or delivery | M-2 |
| Tire vulcanizing | M-2 |
| Warehouses | M-2, DA-1 |
| High tech research/development | DA-1, DA-2 |
| Light industrial support uses | DA-2, DA-3 |
| Renewable energy and power generation | DA-1, DA-4 |

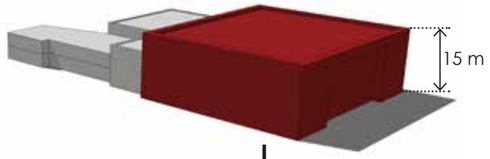
| LAND USE TYPE | PERMITTED IN THE FOLLOWING ZONES AND DEVELOPMENT AREAS |
|---|---|
| **Institutional** | |
| Schools, including trade schools | M-2, DA-1, DA-2, DA-3 |
| Government offices/services | DA-3, DA-4 |
| **Aviation** | |
| Air travel terminals | DA-3 |
| Hangars | DA-3 |
| Docks and landing areas for aircraft and associated ancillary office accommodation | DA-3 |
| Ticket offices and administration offices associated with tourist and aviation facilities | DA-3 |
| **Retail and Commercial** | |
| Restaurants and canteen facilities | M-S-1, M-2, DA-2, DA-4 |
| Bakeries | M-2 |
| Retail, as an *accessory use* of products manufactured, cleaned, stored or otherwise handled in the primary use | M-2, DA-1 |
| Vehicle sales and rentals | M-2 |
| Wholesale | M-2, DA-1 |
| Cultural facilities, performance spaces, galleries, *public art*, and exhibits | DA-1, DA-2, DA-4 |
| Seasonal Markets | DA-1, DA-2, DA-4 |
| Offices | DA-1, DA-2 |
| Rental Businesses | DA-1 |
| Retail and commercial businesses | DA-2 |
| Trades that require artisan skills | DA-2 |
| Retail kiosk | DA-4 |

| LAND USE TYPE | PERMITTED IN THE FOLLOWING ZONES AND DEVELOPMENT AREAS |
|---|---|
| Services | |
| Parking and loading facilities | M-S-1, DA-1, DA-2, DA-3, DA-4 |
| Banks | M-2, DA-2 |
| Carpet cleaning | M-2 |
| Churches | M-2 |
| Drycleaners | M-2 |
| Funeral undertaking | M-2 |
| Garages | M-2, DA-1 |
| Residence for watchman as an ancillary use on lot | M-2 |
| Veterinary hospitals | M-2 |
| Washing of Vehicles | M-2, DA-1 |
| Activities associated with horse-drawn carriage tours | DA-1 |
| Conference and meeting facilities | DA-1 |
| Tourist services | DA-1, DA-4 |
| Public washrooms, toilets, showers and laundromats | DA-1, DA-4 |
| Taxi Offices | DA-1 |
| Professional Services/offices | DA-2 |
| Hotels | DA-2 |
| Daycare | DA-2 |
| Recreation and Public Amenity | |
| Parks, plazas, and accessory garden structures | DA-1, DA-2, DA-4 |
| Land Uses of Concern to the Community | |
| Clubs | M-2 |
| Residential | Not permitted |
| Casinos | Not permitted |

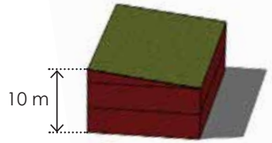
**PARKADE**
Conceptual Massing



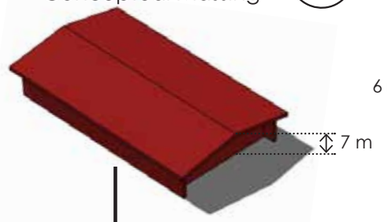

**YACHT STORAGE**
Conceptual Massing



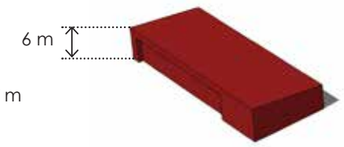

**MARINE SERVICES**
Conceptual Massing

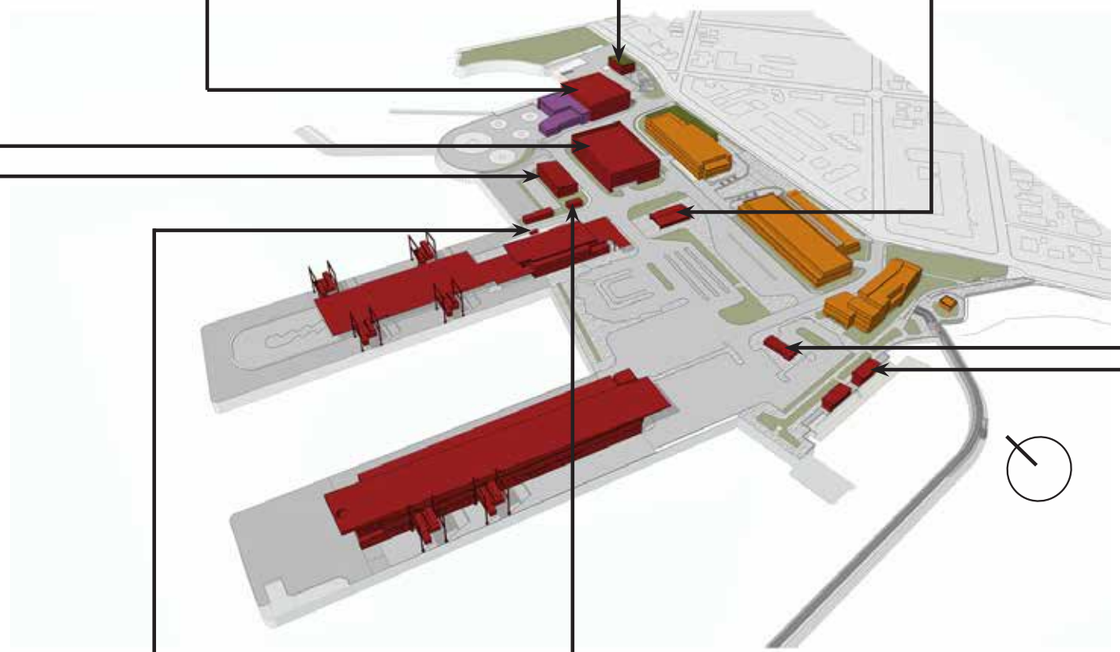



**CULTURAL CENTRE**
Conceptual Massing

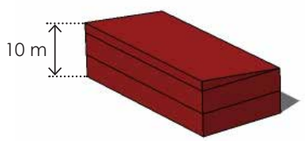



**PUBLIC WASHROOM**
Conceptual Massing

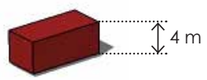


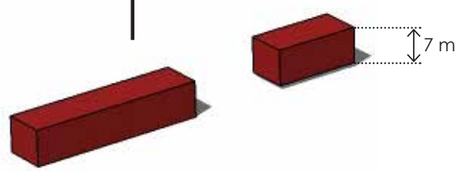
**MARINE SERVICES**
Conceptual Massing



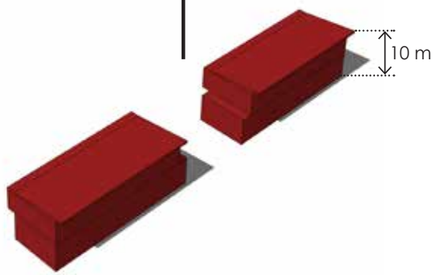

**GATEHOUSE**
Conceptual Massing




**SUB STATIONS**
Conceptual Massing

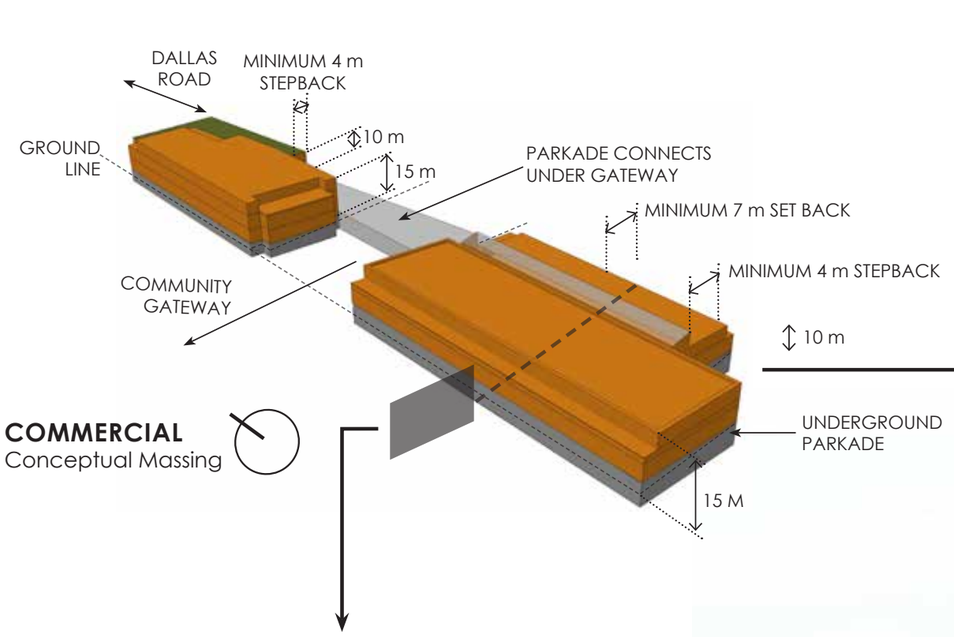



**PILOTAGE BUILDINGS**
Conceptual Massing

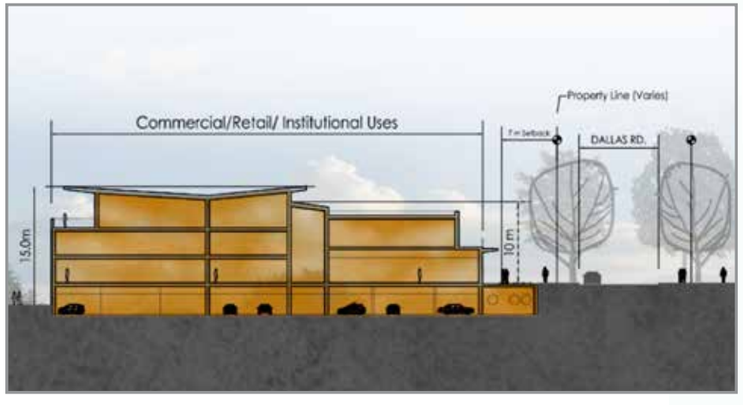


## 2.3. Massing Diagrams

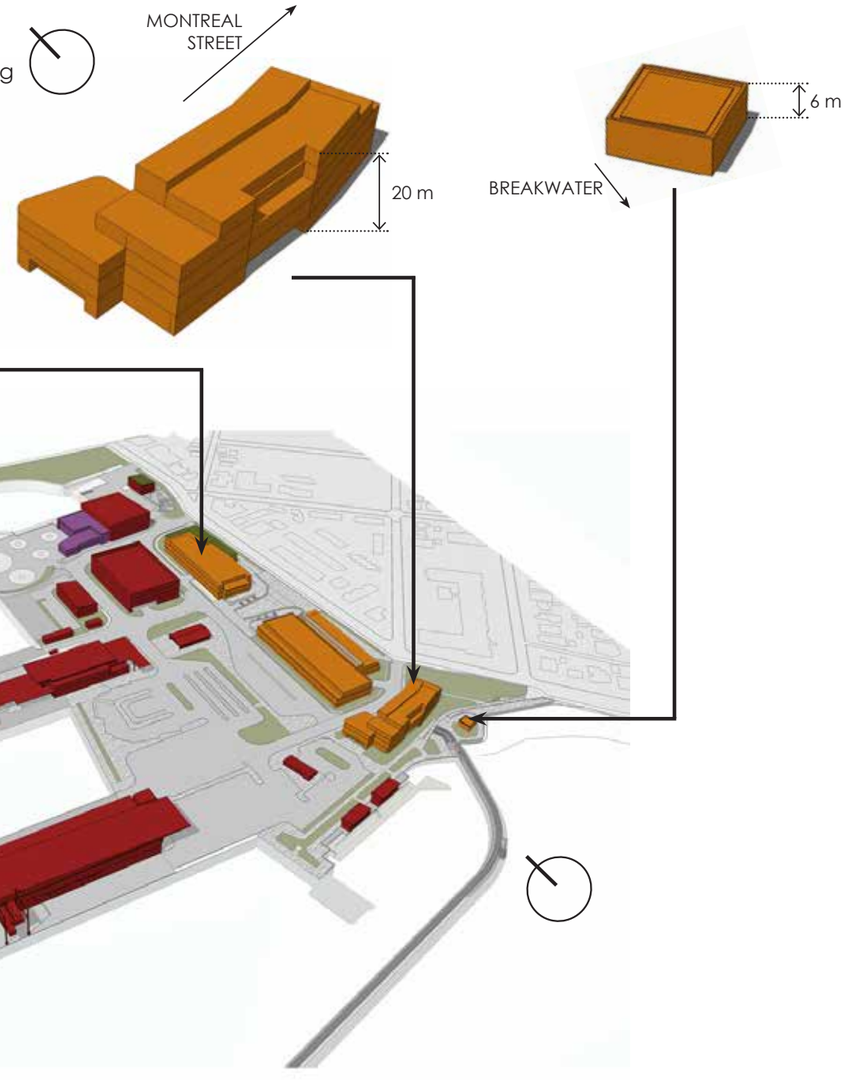
The following diagrams provide an overview of recommended massing and articulation of all buildings located on the Ogden Point Site. The reader may also refer to section 2.5 where conceptual cross sections are provided.



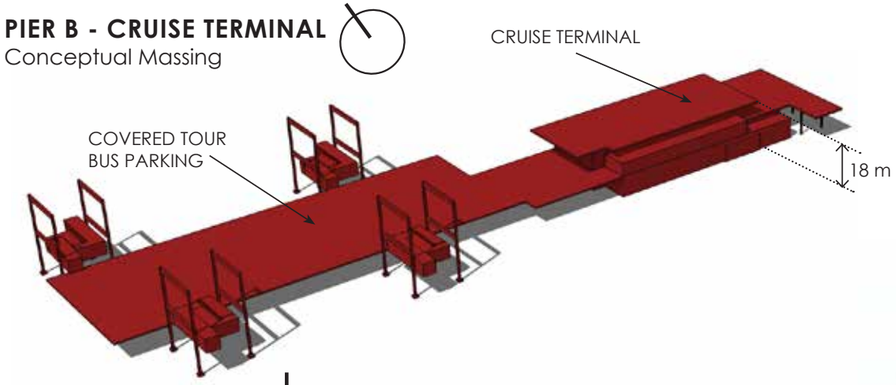

**COMMERCIAL**
Conceptual Massing

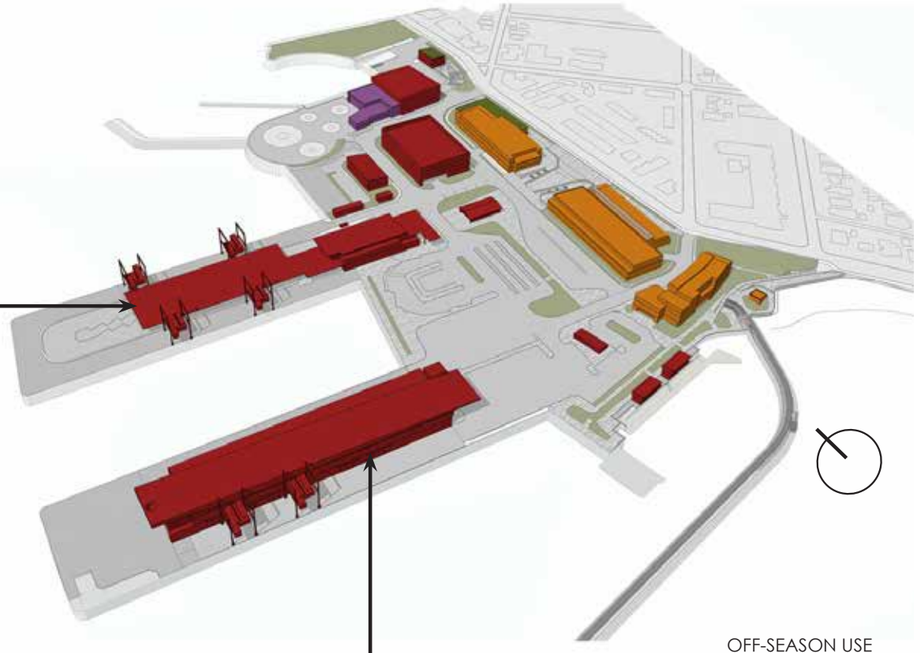


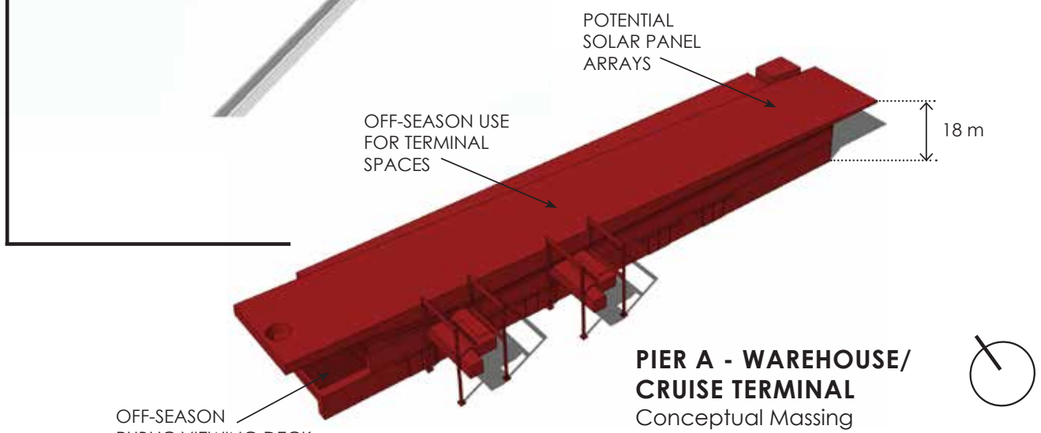

**INSTITUTION**
Conceptual Massing



**PIER B - CRUISE TERMINAL**
Conceptual Massing

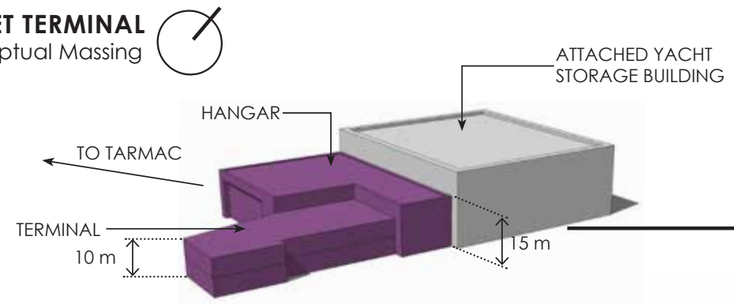


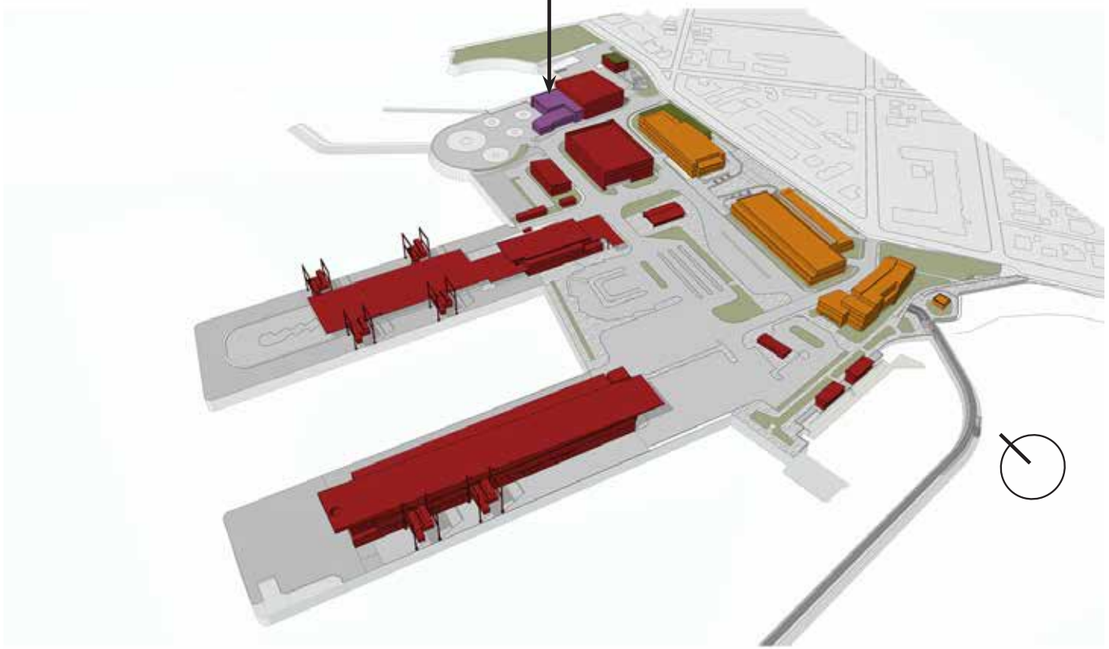





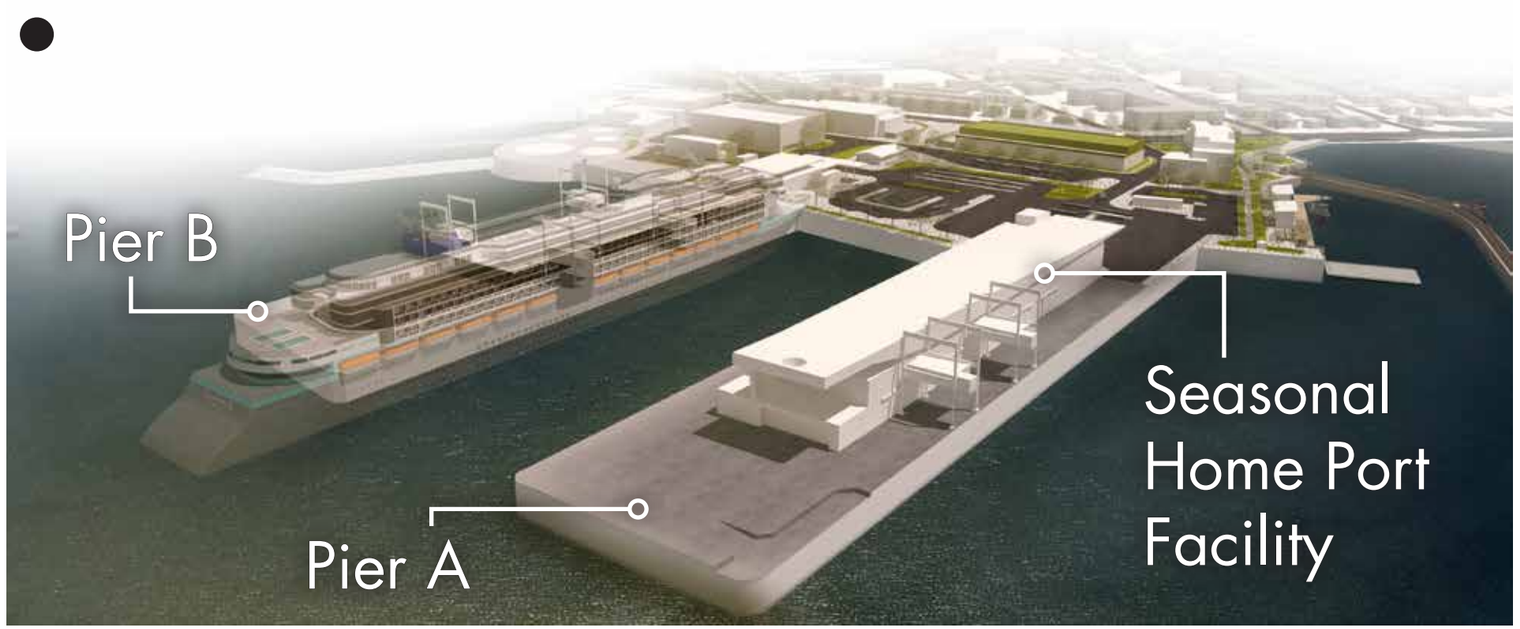

**PIER A - WAREHOUSE/**
**CRUISE TERMINAL**
Conceptual Massing

## HELIJET TERMINAL
Conceptual Massing



- Cruise/Marine
- Aviation/Marine
- Commercial/Institutional/Retail
- Amenity (excluding breakwater)




View from South West


View from South East

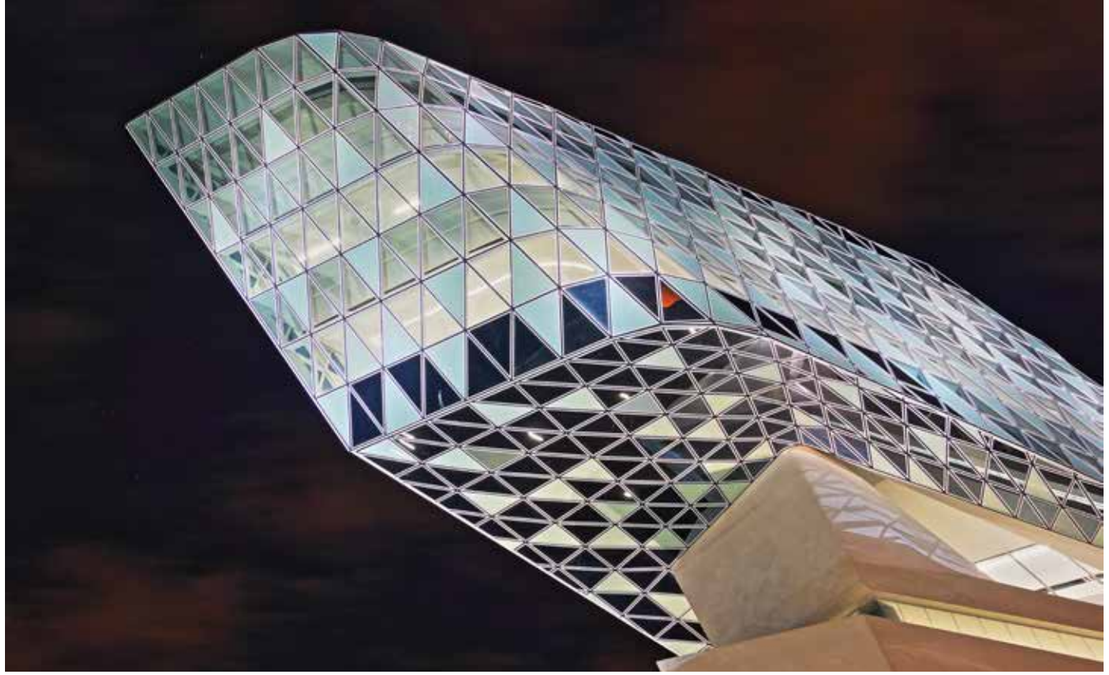
View from West

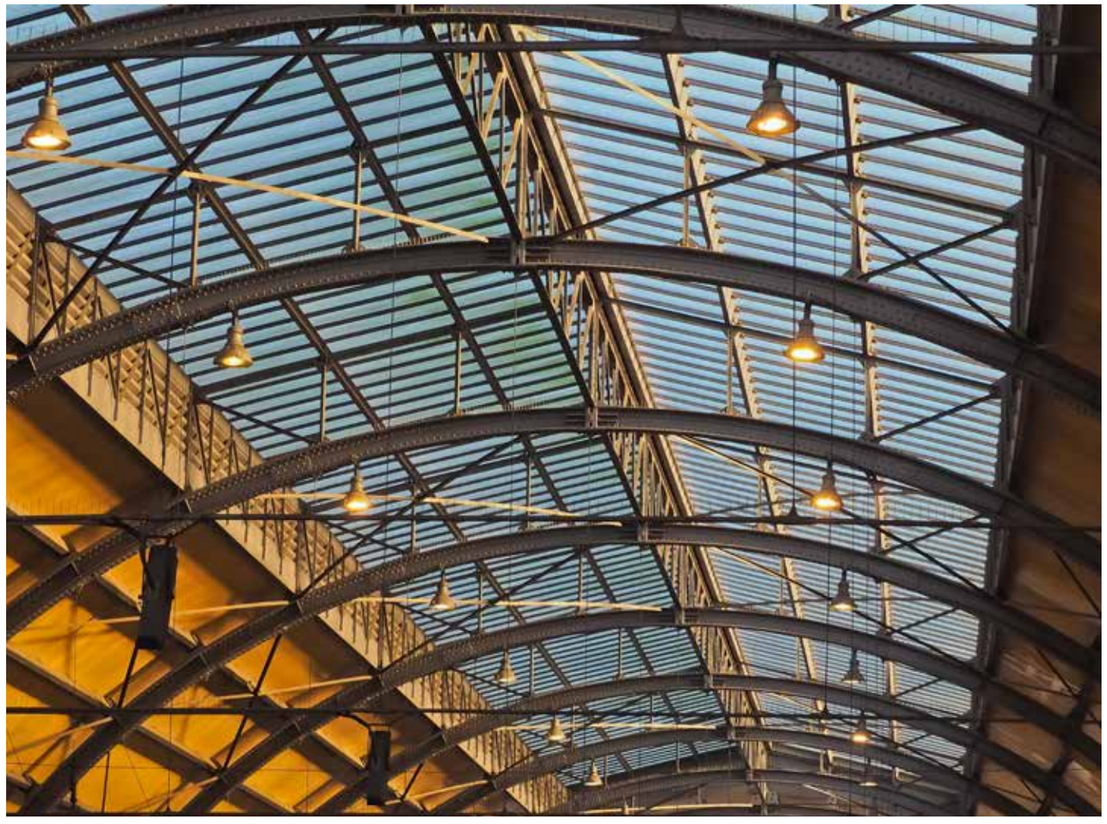

View from East

## 2.4. Potential Development Statistics

| MAP NUMBER | ESTIMATED FLOOR AREA $M^2$ | PROPOSED HEIGHT M | PROPOSED HEIGHT FT | PROPOSED STOREYS | GROSS FLOOR AREA $M^2$ | GROSS FLOOR AREA $FT^2$ |
|---|---|---|---|---|---|---|
| 1 | 339.3 | 10 | 32.8 | 2 | 678.6 | 7,301.736 |
| 2 | 802.8 | 10 | 32.8 | 2 | 1,605.6 | 17,276.256 |
| 3 | 2694.3 | 15 | 49.2 | 3 | 8,082.9 | 86,972.004 |
| 4 | 1825.3 | 10 | 32.8 | 2 | 3,650.6 | 39,280.456 |
| 5 | 3058.1 | 15 | 49.2 | 3 | 9,174.3 | 98,715.468 |
| 6 | 13761.6 | U/G Parkade | | | 13,761.6 | 148,074.816 |
| 7 | 1723.4 | 20 | 65.6 | 5 | 8,617.0 | 92,718.92 |
| 8 | 81.0 | 6 | 19.68 | 1.5 | 121.5 | 1,307.34 |
| 9 | 140.0 | 10 | 32.8 | 2 | 280.0 | 3,012.8 |
| 10 | 140.0 | 10 | 32.8 | 2 | 280.0 | 3,012.8 |
| 11 | 199.1 | 6 | 19.68 | 1.5 | 298.65 | 3,213.474 |
| 12 | 7482.1 | 18 | 59.04 | 4 | 29,928.4 | 322,029.584 |
| 13 | 1946.1 | 18 | 59.04 | 4 | 7,784.4 | 83,760.144 |
| 14 | 427.0 | 7 | 22.96 | 1.5 | 640.5 | 6,891.78 |
| 15 | 18.4 | 4 | 13.12 | 1 | 18.4 | 197.984 |
| 16 | 142.8 | 7 | 22.96 | 1.5 | 214.2 | 2,304.792 |
| 17 | 71.0 | 7 | 22.96 | 1.5 | 106.5 | 1,145.94 |
| 18 | 676.3 | 10 | 32.8 | 2 | 1,352.6 | 14,553.976 |
| 19 | 3035.7 | 15 | 49.2 | 3 | 9,107.1 | 97,992.396 |
| 20 | 1809.3 | 15 | 49.2 | 3 | 5,427.9 | 58,404.204 |
| 21 | 936.5 | 15 | 49.2 | 3 | 2,809.5 | 30,230.22 |
| 22 | 548.6 | 10 | 32.8 | 2 | 1,097.2 | 11,805.872 |
| **Totals** | **34,193.10** | | | | **90,597.25** | **1,122,901.23** |

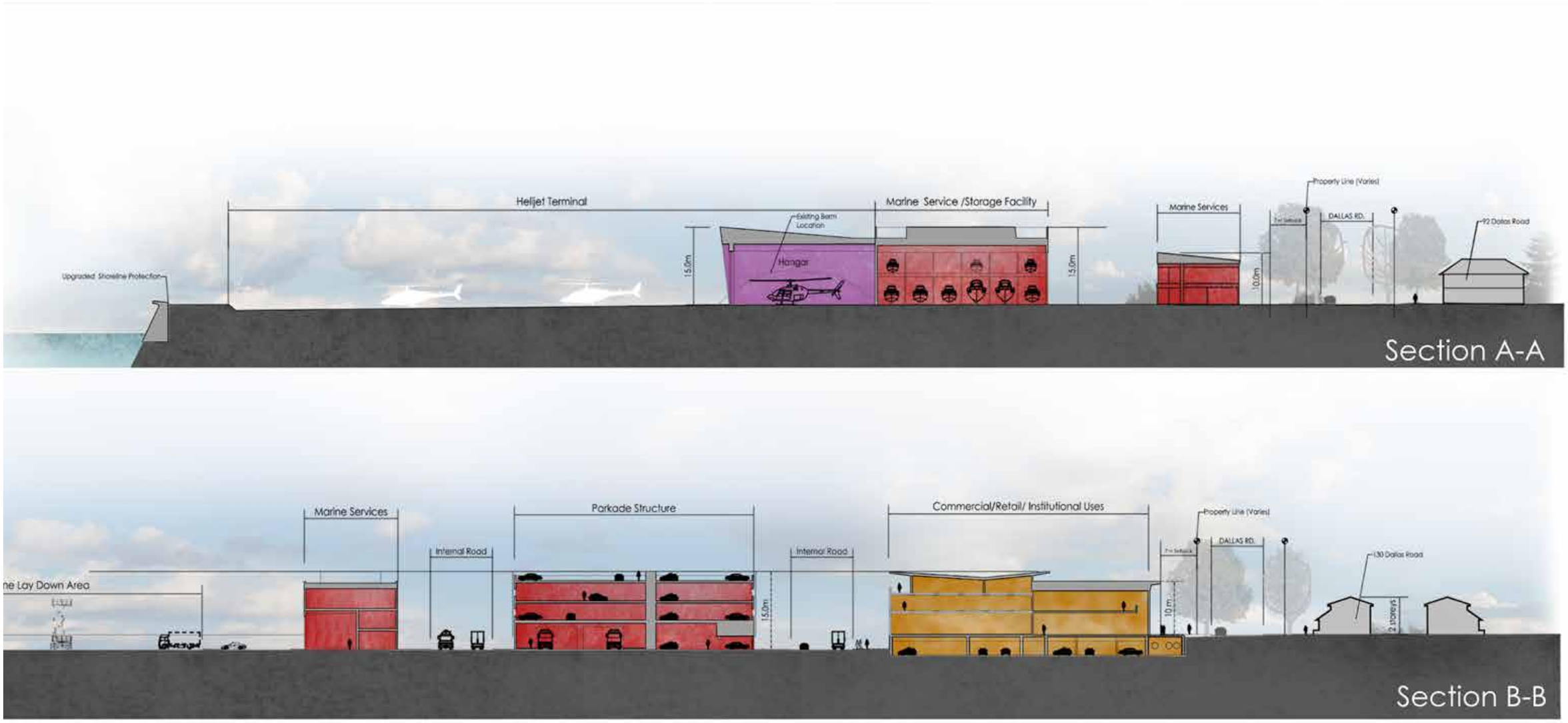
* Subject to review and revision.






Dallas Road
St. Lawrence Street
A-A
B-B
C-C
Community Gateway
D-D
Pier B
Montreal Street
E-E
F-F
Pier A
Dallas Road
Breakwater

## 2.5. Conceptual Cross Sections

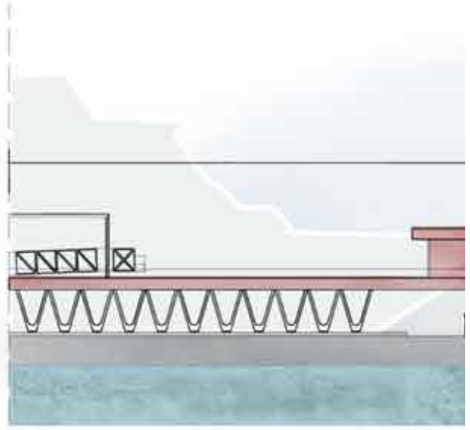


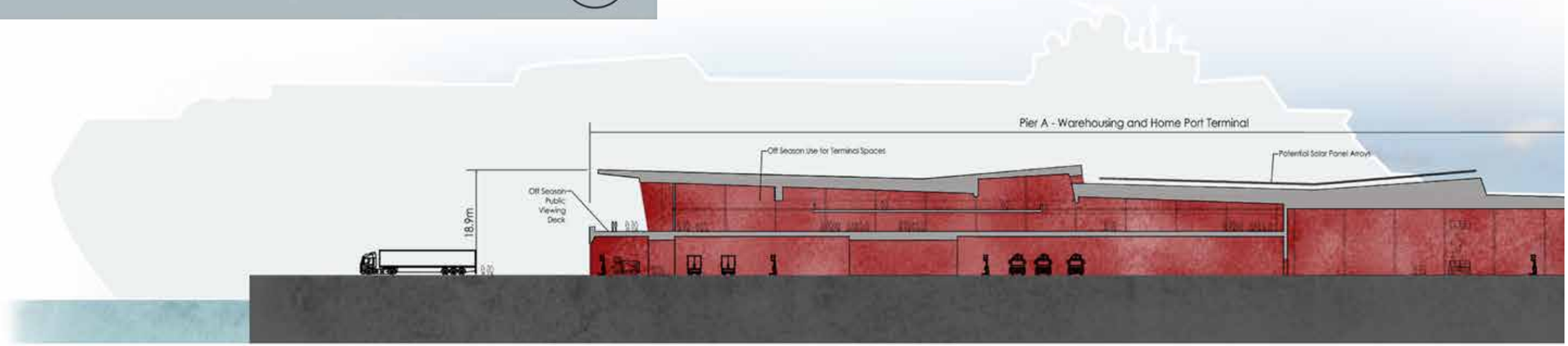

Dallas Road
St. Lawrence Street
A-A
B-B
C-C
Pier B
Community Gateway
D-D
Montreal Street
E-E
F-F
Pier A
Dallas Road
Breakwater

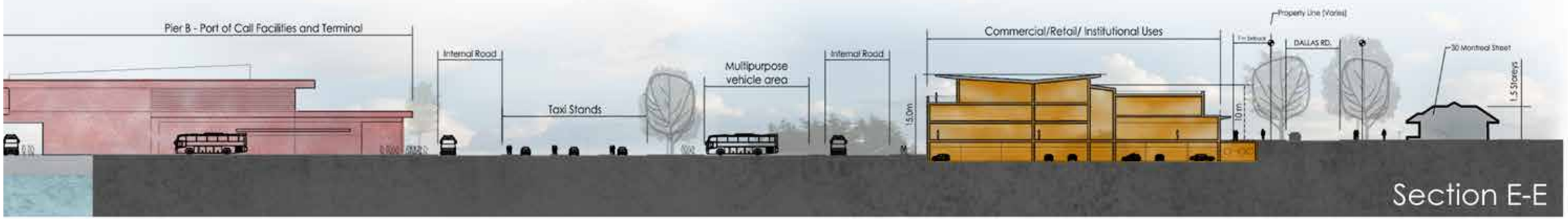

Upgraded
Pier B - Port of Call Facilities and Terminal
15.0m


Helijet Terminal
Marine Service /Storage Facility
Marine Services
Property Line (Varies)
104 Dallas Road
Existing Berm Location
Hangar
Terminal
Helijet
Shoreline Protection
15.0m
10.0m
DALLAS RD.
5 Storeys
Internal Road
Songhees and Esquimalt Nations Cultural Centre
Internal Road
Community Gateway
138 Dallas Road
2 Storeys
7 m ±
Section C-C
Section D-D

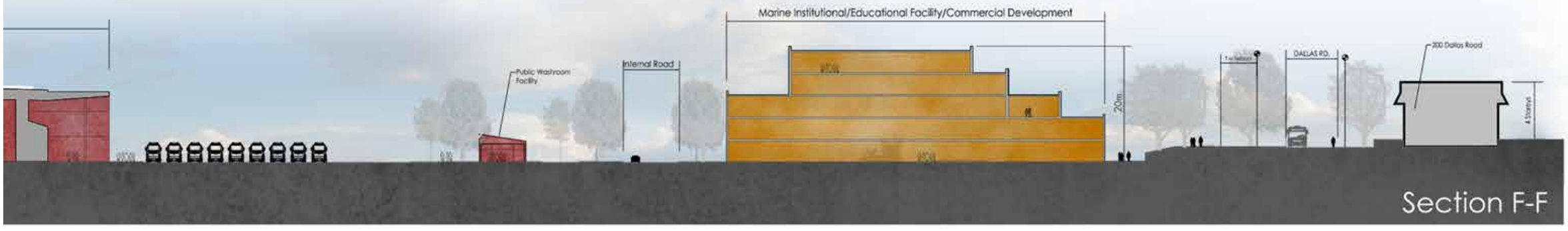

Dallas Road
St. Lawrence Street
A-A
B-B
C-C
Pier B
Community Gateway
D-D
Montreal Street
E-E
F-F
Pier A
Dallas Road
Breakwater




Pier A - Warehousing and Home Port Terminal
Off Season Use for Terminal Spaces
Potential Solar Panel Arrays
Off Season Public Viewing Deck
18.9m




Section E-E




Section F-F

This Master Plan is intended to outline the GVHA's aspirations for Ogden Point. A number of guiding principles have therefore been developed to guide future decision making with respect to development of the Site. Divided into three major themes, these guiding principles will help to define the detailed *sustainability*, *urban design*, architecture, and landscape design objectives and guidelines that are outlined in this document.

The key planning objectives that have been identified for each theme are summarized in the following text.


## Connecting Ogden Point Guiding Principles

- Acknowledge Ogden Point's unique position as a *gateway* from the land, a point of entry from the sea, and a destination from the air.
- Reinforce and enhance Ogden Point's character as a *working harbour* and cruise ship destination.
- Provide continuous and safe pedestrian and cycling infrastructure both within and adjacent to Ogden Point.
- Support and enhance existing marine aviation services at Ogden Point.
- Improve the pedestrian experience within Ogden Point, along the breakwater, and along Dallas Road by providing wider sidewalks, designated walking and cycling infrastructure, and pedestrian-oriented development along Dallas Road.
- Address tourist movement by encouraging walking and cycling, and incorporating bus and taxi loading areas into the development.
- Provide safe public access to the waterfront on the south side of the breakwater and along the breakwater.
- Ensure reasonable efforts are made to minimize negative impacts of the development and operation of Ogden Point on the neighbouring community.

## Building Ogden Point Guiding Principles

- Reflect and enhance the west coast maritime character of Ogden Point.
- Provide pedestrian-oriented commercial developments along Dallas Road to encourage a positive pedestrian environment and buffer the residential community from the maritime industrial uses on the Site.
- Protect the mature street trees along Dallas Road through building *setbacks* and sensitively-designed landscaping.
- Prioritize the creation of a high quality public realm, including pedestrian and cycling infrastructure within and along Ogden Point.
- Where possible, preserve street level, public views of the waterfront and provide new opportunities for unique and memorable viewing experiences.

## Sustaining Ogden Point Guiding Principles

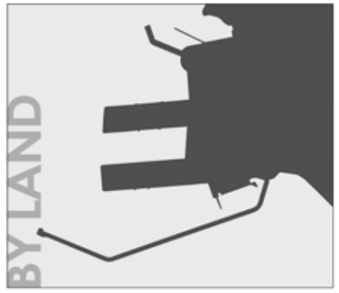
- Encourage biodiversity for both plants and animals on the Site.
- Design, build, operate, and maintain buildings in a manner that promotes sustainable practices.
- Encourage and enhance economic diversity on the Site to support economic *sustainability*.
- Integrate opportunities for social interaction, cultural education, and celebration on the Site.
- Recognize, respect, and communicate the First Nation history of the Site.

# MASTER PLAN AT A GLANCE

## CONNECTING OGDEN POINT


### OBJECTIVES

- Preserve and enhance the *working harbour*.
- Build a world-class tourism and visitor experience.
- Improve local community experience.
- Improve supporting infrastructure and services for cruise ships and marine vessels.




### OBJECTIVES

- Enhance the character of Dallas Road.
- Provide a positive interface between the maritime industrial uses and the neighbouring community.
- Consider multi-modal transportation and circulation options.

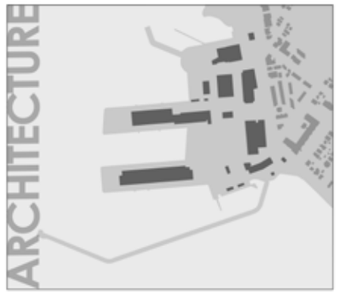

### OBJECTIVES

- Support and Enhance Helijet and Air Ambulance Services

## BUILDING OGDEN POINT


### OBJECTIVES

- Develop a high quality public realm.
- Incorporate and enhance public, street level views of the *harbour*.
- Incorporate high quality, site specific *wayfinding* and signage.
- Encourage the inclusion of *public art*.




### OBJECTIVES

- Integrate form and character with the community and express building use through architectural design.
- Express the character of the *working harbour*.
- Reinforce edges and nodes through the placement and orientation of buildings.


### OBJECTIVES

- Incorporate high quality landscape design.
- Provide adequate site lighting for safety and ambiance.
- Provide a consistent palette of site furnishings.

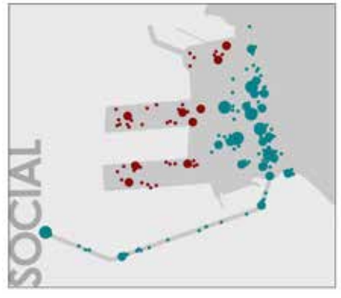
## SUSTAINING OGDEN POINT


### OBJECTIVES

- Implement forward-thinking *sustainability* approaches.
- Redevelop an underutilized urban site.
- Protect existing biodiversity.
- Consider and implement opportunities for enhancing biodiversity.
- Enhance the visitor experience at Ogden Point for both new visitors and locals.

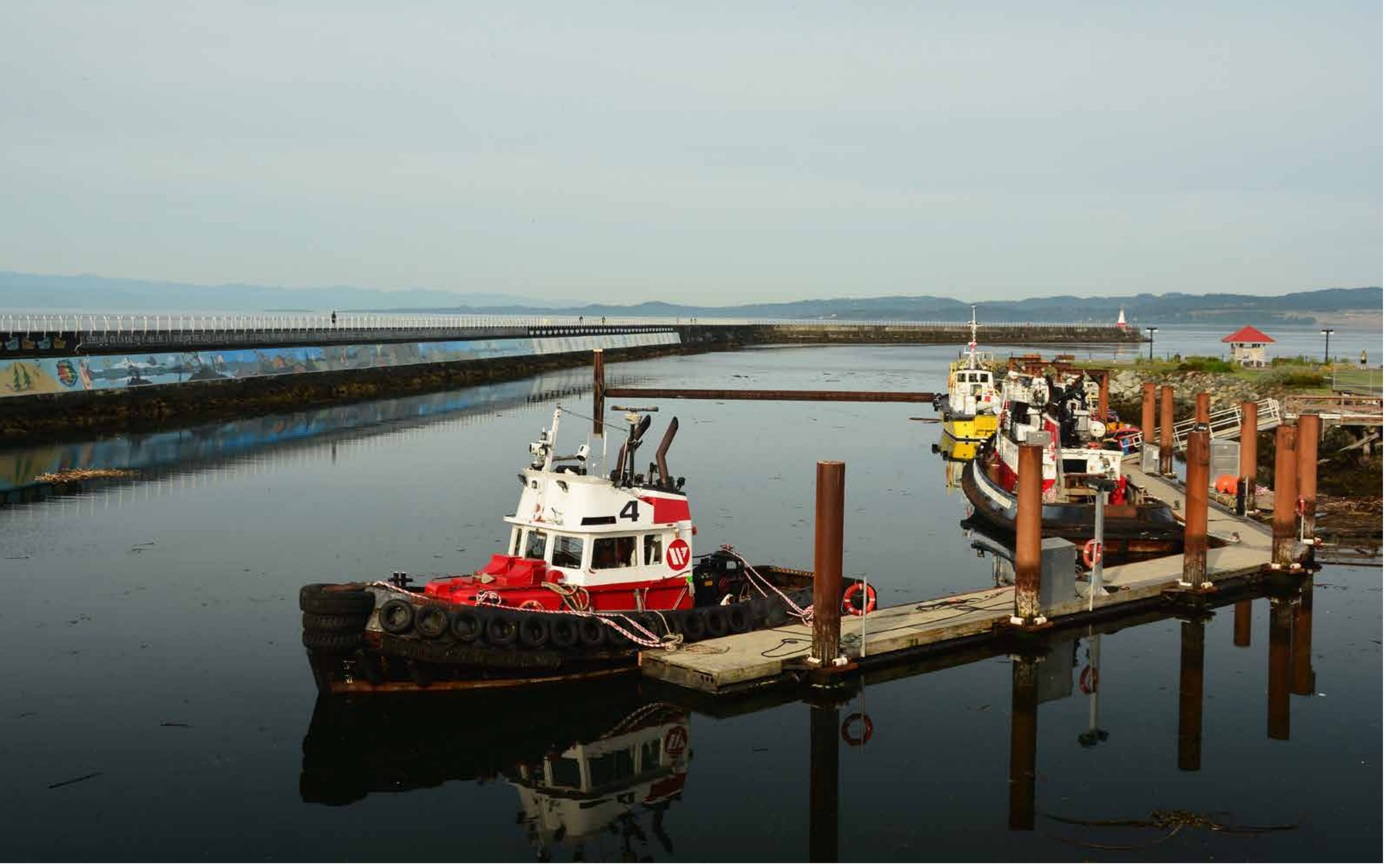

### OBJECTIVES

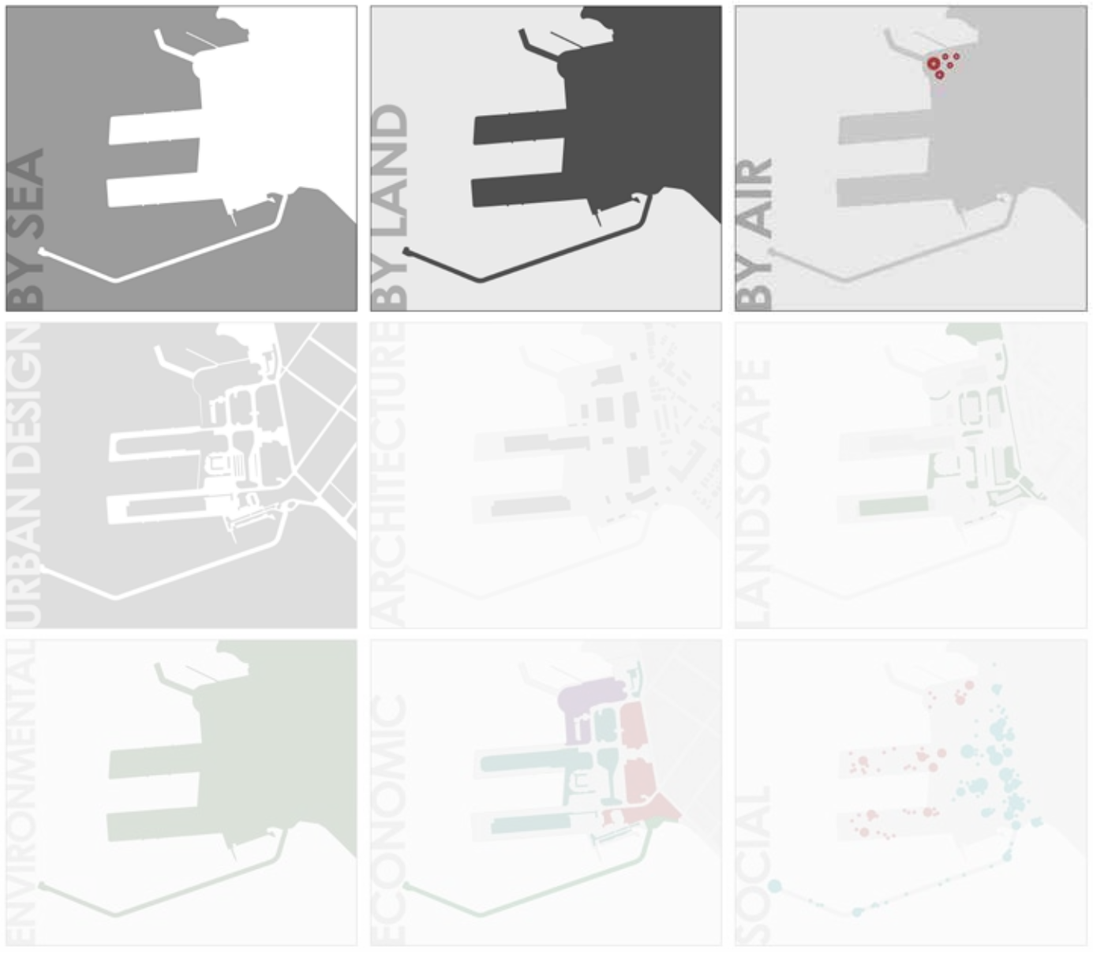
- Foster economic stability through a diverse range of tenant types.
- Incorporate and express First Nation culture.




### OBJECTIVES

- Prioritize public safety and security.
- Program Site to ensure year-round occupation.


4


BY SEA
BY LAND
BY AIR
URBAN DESIGN
ARCHITECTURE
LANDSCAPE
ENVIRONMENTAL
ECONOMIC
SOCIAL


CruiseNew


## 3.1. Ogden Point by Sea

A *working harbour* for over 100 years, development proposals should prioritize the preservation and enhancement of Ogden Point's marine industrial heritage. Ogden Point is currently Canada's busiest cruise ship port of call and development on the Site should respect and celebrate its two "faces;" one to the sea and the other to the land. Ogden Point's seaward face should reflect Victoria's position as a world-class tourist destination.

**533,000** cruise passengers and over **200,000** crew visited Victoria via Ogden Point in 2015

### RATIONALE

The Ogden Point Site is located on the west side of James Bay between Ogden Point and Camel Point. It is within walking distance to Beacon Hill Park, Fisherman's Wharf, the Provincial Legislature, and the downtown core. The Site's prominent location on the outer *harbour* contributes to its importance as both a *gateway* for cruise passengers, and as a destination for neighbouring residents and visitors to work, shop, and visit. The Site is home to a publicly-accessible breakwater that serves as a key vista point in the Outer Harbour.

Operating as a *working harbour* for over a century, Ogden Point is facing a significant crossroad in its growth and development as a world-class marine facility and tourism *gateway*. In 2016, Ogden Point is expecting to expand the number of scheduled cruise ship visits to 226, making it the busiest port of call in Canada. Ogden Point is also the most popular and accessible dive site in Victoria. The breakwater extends almost a kilometre out from shore and provides fast and easy diving access to the kelp forests of the Salish Sea. Kayaking, fishing, sailing, and other marine activities are also popular in and around Ogden Point. There is a significant opportunity to improve and enhance the infrastructure at Ogden Point to create a world-class arrival experience for visitors, while providing the community with high quality, pedestrian-oriented amenities.

The preservation and enhancement of the *working harbour* is supported by direction from the City of Victoria's Official Community Plan, the Harbour Plan, and the James Bay Neighbourhood Plan. All of these policy documents speak to the importance of protecting and enhancing the marine heritage of this site as one of Victoria's few remaining deep water *working harbours*. This approach is consistent with other successful waterfront initiatives, including the development of Fisherman's Wharf which balances the preservation of the *working harbour* with a vibrant commercial and tourist industry.

### OBJECTIVES

Development proposals should prioritize preservation and enhancement of the *working harbour* and associated marine industrial infrastructure, including, but not limited to, cruise infrastructure, berthing and storage facilities, Helijet facilities, staging areas, and piloting and emergency services.

The recommendations outlined in the master plan are intended to meet the following objectives:

**Preserve and Enhance the Working Harbour**

(a) To ensure future developments respond to the Site's marine industrial significance, as well as its dual role as a tourist destination and community amenity.

(b) To develop the Site in a manner that is responsive and sensitive to the residential character of the James Bay neighbourhood to the east, while preserving and enhancing the Site's marine industrial use.

(c) To support, diversify, protect, and enhance the Site's marine industrial uses, including cruise operations, aviation services, and vessel storage and maintenance.

(d) To ensure the commercial and functional viability of other existing and future marine uses including, but not limited to, lay berths, yacht-trans shipment, cable vessel support bases, marine repair, boat and vehicle storage, boat building, scuba diving, bunkering, and tour services.

**Build a World-Class Tourism and Visitor Experience**

(a) To prioritize the creation of a high quality public realm with a variety of experiences available to tourists, locals, and regional visitors.

(b) To create a unique and memorable entrance point into Ogden Point and the greater Victoria region from the sea.

(c) To create a cultural amenity space that highlights and explores the history of the local First Nations on the Site and in the surrounding area.

(d) To capitalize on opportunities to create and enhance public view and vista points for visitors to enjoy the natural beauty of the *harbour*.

(e) To encourage cruise passengers to explore James Bay and Victoria's downtown core by bicycle or on foot.

(f) To preserve and enhance the "wild west coast" character of the rock outcropping as a place for gathering, recreation, and enjoyment of the natural environment.

**Improve Local Community Experience**

(a) To improve access to the waterfront for tourists, locals, and regional visitors.

(b) To provide an improved breakwater experience.

(c) To protect and enhance public, street level views into and through Ogden Point.

(d) To improve marine docks and access to the water to improve private and semipublic access.

**Improve Supporting Infrastructure and Services for Cruise Ships and Marine Vessels**

(a) To address increased marine traffic, berthing requirements, and infrastructure needs associated with a projected increase in the size and number of cruise ships that visit Ogden Point.

(b) To address increased pedestrian, bicycle, and vehicular traffic as a result of an expanding cruise and tourism industry.

(c) To provide wave attenuation or a permanent breakwater on the North West corner of the Site in order to maintain

basin tranquillity and protect moored vessels from wave and wind action in the event that a marina or yacht lift facility is proposed for the north edge of the Site.

GUIDELINES

(a) Development proposals must respect the overall vision of the Site, with significant effort made toward protecting current and future marine industrial uses. Casinos, night clubs, and residential developments shall not be permitted on the Site.

(b) Development on the Site should integrate with the adjacent neighbourhood by locating appropriately scaled commercial, retail, and institutional amenities adjacent to existing residential areas.

(c) All proposed developments should be positioned to reinforce and define corresponding nodes, street edges, and building frontages. Developments should be oriented to provide views into and through the Site, as well as to mitigate noise, wind, and environmental impacts, where possible.

(d) Public amenity spaces are to be provided along the breakwater, including a retail kiosk, viewing platforms and/or *public vantage points*, a beach access on the south side of the breakwater, and at the beach rock outcropping.

(e) Landscape design and *public art* installations should be employed as part of an overall *wayfinding* strategy from the cruise terminal toward and through the James Bay community to the downtown core.

(f) In recognition of the waterfront as an entrance point to the Site, the City, and the region, clear public sightlines should be provided from the cruise terminal toward Dallas Road and James Bay.

(g) Future cruise ship terminals should be designed or renovated to incorporate tour bus parking and loading into the building footprint in order to reduce congestion on site.

(h) Development proposals should consider improvements to water access to the downtown so that visitors can make their way to the City Centre through Victoria Harbour or take a water tour from Ogden Point.

(i) In order to better serve private and semi-public users, development proposals should contemplate the creation of an updated boat launch.

### WHAT WE HEARD

Maintaining the scenic views and access to the ocean at Ogden Point is important, but there is also a desire to see enhanced opportunity for both industrial and marine use on the lands. The community is concerned regarding the number of cruise ship passengers moving through their community by way of taxis, private vehicles, and tour buses. Historic marine industrial uses are favoured over other recreational uses of the Site such as casino or night club uses (to which there is strong opposition).

# IMPLEMENTATION

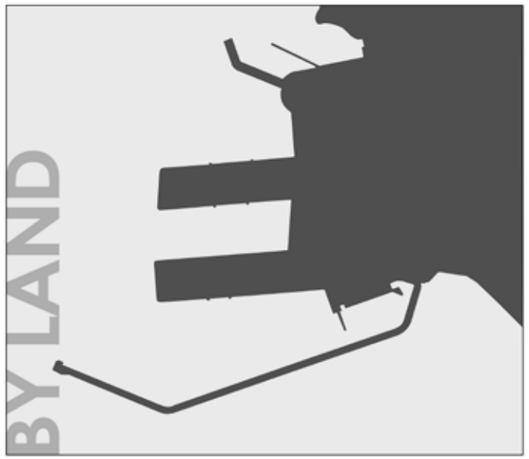
- Work with the James Bay community to develop walking tours and maps to direct cruise ship passengers toward downtown on foot, while exploring the local heritage buildings and houses.
- Marine cruise and marine industrial uses are subject to regulation from Transport Canada. Marine aviation uses are subject to regulation from Nav Canada. The aforementioned regulations supersede municipal regulations and policies.
- Work with local First Nations, cultural groups, and performing and visual arts organizations to design and program displays, events, and exhibits in the proposed *Gateway* and community gathering spaces.
- Coordinate development with a facility resiliency plan to address sea rise, flooding, and storm surge impacts.
- The GVHA will implement Marine Security requirements for border security and will apply these requirements to design features and layouts.

SHORT TERM ACTIONS

> Undertake further amenity and access improvements to the breakwater.

> Meet with cruise ship operators to discuss sailing departure times.

- Develop an Impact Management Plan as part of the implementation strategy to address:
  - » Cruise ship visits and passenger numbers
  - » Traffic
  - » Emissions
  - » Waste management
  - » Natural environment




## 3.2. Ogden Point by Land

Ogden Point should be designed to service both cruise and marine industrial users, and local patrons. Development proposals along Dallas Road should be sensitive to the adjacent residential context and should provide community-oriented amenity spaces that serve as a buffer between the James Bay neighbourhood and the marine industrial lands.

**15%** of Victoria's population lives in James Bay, making it the most populous neighbourhood in the city.

### RATIONALE

Ogden Point is situated at a prime location along the pedestrian/bicycle route from downtown to Fisherman's Wharf. With an increasing cruise tourism outlook, Ogden Point must find a way to facilitate the multi-modal movement of passengers and visitors to and through the Site while maintaining marine and aviation industry functions. Redevelopment of Ogden Point presents a significant opportunity to create a transitional buffer zone between the existing residential neighbourhood and the marine industrial uses by providing *human scale* commercial, retail, and institutional amenities along Dallas Road.

The close proximity of the Site to the James Bay neighbourhood and, in particular, to the existing residential uses along the east side of Dallas Road requires careful consideration. The transportation policies within the City of Victoria's Official Community Plan identify a 'People Priority Greenway' and established biking route along Dallas Road.

One of the key aspects of managing the circulation network is the reduction of the overall demand for large buses by encouraging pedestrian improvements along the short distance to and from Ogden Point and the Inner Harbour. The development of a *harbour pathway* system with the proposed David Foster Way passing in front of the facility will greatly enable improved pedestrian choices. In addition to managing bus traffic, it is noted that water access to the remainder of downtown could be improved so that visitors can take a tour or make their way to the city centre through Victoria Harbour. This has already been implemented with limited success but offers greater potential with improvements to the existing infrastructure.

### OBJECTIVES

The design of the public space networks at Ogden Point and along Dallas Road endeavour to create a vibrant and sustainable public realm by reallocating space to give higher priority to pedestrians and cyclists. As a *working harbour*, consideration must also be given to creating and maintaining a functional transportation network for semi-trucks, buses, taxis, and emergency services.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

**Enhance the Character of Dallas Road**

(a) To prioritize pedestrian and bicycle safety by providing safe, visible, and convenient street crossings throughout the Site.

(b) To locate *human scale*, pedestrian-oriented retail, commercial, office, and institutional uses along Dallas Road that serve as a buffer between the James Bay neighbourhood and the marine industrial lands. These developments should be compatible in scale and character with the single and multi-family residential buildings along the street and should incorporate parking into a parking plinth accessed via the rear of the building.

(c) To balance pedestrian safety, traffic congestion, and access for trucks servicing Ogden Point.

(d) To ensure that *setbacks* along Dallas Road consider the existing street trees and other public realm elements including wider sidewalks, a designated pedestrian and bicycle pathway, and pedestrian-oriented landscaping and street furniture.

(e) To eliminate overhead utilities along Dallas Road adjacent to Ogden Point by creating a utility corridor, in cooperation with the City of Victoria.

(f) To provide improved street furnishings, including bus shelters, benches, bicycle racks, and waste receptacles along Dallas Road adjacent to Ogden Point.

**Provide a Positive Interface Between the Maritime Industrial Uses and the Neighbouring Community**

(a) To create a transitional mixed use zone along Dallas Road, consisting of pedestrian-oriented commercial, retail, office, hotel, and institutional buildings. Larger marine, cruise, and aviation developments should be located closer to the waterfront to facilitate marine access and decrease the impact on the adjacent neighbourhood.

(b) To reflect land use through building design, including material selection, massing, rhythm, and scale.

**Consider Multi-Modal Transportation and Circulation Options**

(a) To prioritize the creation of an integrated network of public spaces, including streetscapes, gathering spaces, breakwater, lookouts, and pedestrian pathways. Proposals should encourage and improve linkages between Ogden Point and the Victoria/Esquimalt waterfronts, reflecting the City of Victoria's Waterfront Walkway objectives through the development of the David Foster Way *harbour pathway* system.

*Pedestrians*

(b) To manage the overall circulation network and reduce the demand for large buses by encouraging pedestrian and bicycle options to travel the short distance between Ogden Point and the downtown core.

*Bicycles*

(c) To increase the required building *setbacks* along Dallas Road to facilitate the future development of the multi-modal

David Foster Way *harbour pathway* system and mitigate the impacts of major sanitary infrastructure installation along Dallas Road. This pathway, in addition to newly integrated access points, will greatly increase pedestrian and bicycle amenity and accessibility to encourage cycling as a means of travelling to and from the Site.

(d) To incorporate bicycle parking within the Site, in particular at the cruise terminal, heliport, cultural and gathering spaces, and breakwater.

*Public Transit*

(e) To encourage clear and convenient bus access to the Site for employees, tourists, and regional visitors.

(f) To provide parking and loading areas for transit buses in close proximity to Piers A and B. Private tour operators and buses will have designated parking, loading, and waiting areas within a new, raised terminal on Pier B.

(g) To provide future recharging facilities as a terminus station for public transit buses.

(h) To provide pick up areas for horse drawn carriages, pedicabs, and limos between Piers A and B.

*Parking and Service Areas*

(h) To reconfigure parking into the terminal buildings or limited to one stacked parking structure, located to the south of the Helijet terminal. Other activities and events may be hosted in the parking areas during the off-season and should not be precluded in future design layouts.

(i) To consider access and parking for delivery vehicles, including transport vehicles, when designing the internal roadway network on the Site.

### GUIDELINES

(a) Introduce a new pedestrian and bicycle only community *gateway* promenade that is aligned with the cruise terminal on Pier B. This promenade should be approximately 15 m in width to encourage pedestrian and bicycle access to James Bay and the downtown core. Cultural attractions, including *public art*, First Nation longhouses, totem poles, and performance spaces should be situated along this axis.

(b) Provide multiple open and inviting access points to the network of pathways through the Site to address the arterial character of Dallas Road to encourage a high volume of pedestrian and bicycle traffic.

(c) Development proposals should aid in the establishment of a public pathway system along Dallas Road which facilitates safe, shared use by bicycles, pedestrians, wheelchairs, and scooters. The new, widened pedestrian/bicycle pathway along Dallas Road will form a continuation of the David Foster Way pathway system and shall be at sidewalk grade, subject to coordination with City Engineering. Buildings should be set back a minimum of 7 m along Dallas Road to include a minimum 2.5 m sidewalk which will be installed along the property line.

(d) Development proposals, in coordination with City Engineering and Transportation, should consider safe crossing points along Dallas Road. Crossings should be well-defined and flush with sidewalks and entry points should be defined with plantings and/or bollards.

(e) Incorporate on-site vehicular parking into buildings or located within one stacked parking structure, where possible. Careful consideration should be given to safety, security, legibility, accessibility, and ease of use in the design of the parking areas. Surface parking should be provided only as required for loading, servicing, and accessibility. Rooftop and surface parking should be screened by landscaping, as appropriate.

(f) Provide parking for 25-30 tour buses (up to 1,650 passengers) within the footprint of a new, raised cruise terminal on Pier B.

(g) Create a transitional mixed use zone along Dallas Road to serve as a buffer between the community and the maritime industrial uses. This development area will be approximately 2.45 ha in size, containing 35,054 $m^2$ or 300,000 sqft gross floor area on several storeys, and should provide a strong pedestrian-oriented character to the edge of the Site.

(h) Buildings along Dallas Road should be articulated using colour, *setback*, and materials in order to provide visual interest and contribute to the *human scale* of the street. Long and monotonous walls should be avoided along Dallas Road.

(i) When designing Site access, sightlines to and along Dallas Road should be maintained to ensure pedestrian and cyclist safety.

(j) Utilities should be contained in an underground utility corridor, where possible, to eliminate the need for overhead infrastructure.

### WHAT WE HEARD

Amenity space, marine services, and marine technology are priority uses of the land. Because Ogden Point is located next to a residential community, impacts need to be addressed.


## IMPLEMENTATION

- Continue to work with the City of Victoria to ensure that Ogden Point is adequately and safely serviced via Dallas Road.
- The design of every building should incorporate bicycle parking, in accordance with the City of Victoria's specified requirements.

### TRAFFIC MANAGEMENT

> Pending completion of Traffic Impact Study in January 2017

### SHORT TERM ACTIONS

> Complete a Traffic Impact Assessment to confirm levels of vehicular traffic along Dallas Road and throughout James Bay, generated from the Ogden Point Site.

> Develop the detailed design for the community *gateway* promenade to serve as an axial structure for future development on the Site.

> Address community concerns regarding taxi shortcutting by working with taxi providers to enforce standards through licensing and operational strategies.


Ogden Point should be designed to incorporate site-specific strategies that support and enhance aviation services while decreasing the impact of these services on the neighbouring community. This may include, but is not limited to, siting, massing and height of buildings, sound absorbing cladding materials, and landscape buffers.

## 3.3. Ogden Point by AIR

### RATIONALE

With over a 30 year history in Victoria, Helijet has grown from a small, one aircraft operation into a thriving local company with 15 helicopters and 150+ employees. Helijet carries over 100,000 passengers annually and is the only scheduled passenger helicopter airline service in North America. This presents a unique opportunity for tourists, business travelers, locals, and commuters to travel from a convenient, downtown location. Helijet is also one of the largest providers of air medical services in Western Canada.

The realities of air access, however, pose a number of challenges with respect to the design of the Site. These include height restrictions, exterior finish limitations, noise and emission mitigation, and security considerations. The intent of the recommendations outlined in this Master Plan is to provide guidance that will support and enhance Helijet's operations, while leveraging the development of the Site to mitigate the undesirable impacts of the heliport on the neighbouring residential community.

**30 years**: length of time Helijet has been operating in Victoria.

### OBJECTIVES

Access to Victoria by air is a key driver of business tourism at Ogden Point. Helijet has proven to be a viable and successful company over the past 30 years and this Master Plan anticipates that heliport services will continue to be provided from Ogden Point for the foreseeable future.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

**Support and Enhance Heliport Services**

(a) To protect and enhance facilities and opportunities for heliport use, industry waterfront access, and marine services.

(b) To address community concerns regarding noise and emissions through technical and operational strategies, where appropriate.

(c) To maintain the heliport as an essential regional/ community use at Ogden Point.

(d) To improve the noise attenuation at the heliport through the design and placement of buildings.

### GUIDELINES

(a) Mitigate helicopter noise through the creative use of landscape and sound attenuation structures and materials, including plant material, *public art*, natural features, sound buffering cladding materials, and sound walls.

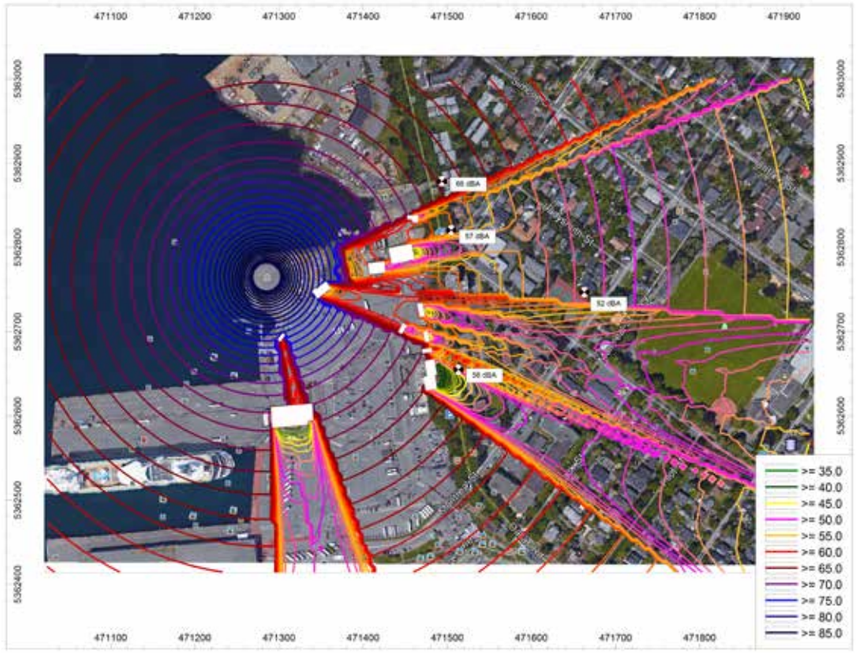
(b) Leverage the placement of buildings to provide an improved level of noise attenuation.

(c) Maximize functional space at the heliport by relocating surface parking into a parkade structure, located to the south of the Helijet terminal.

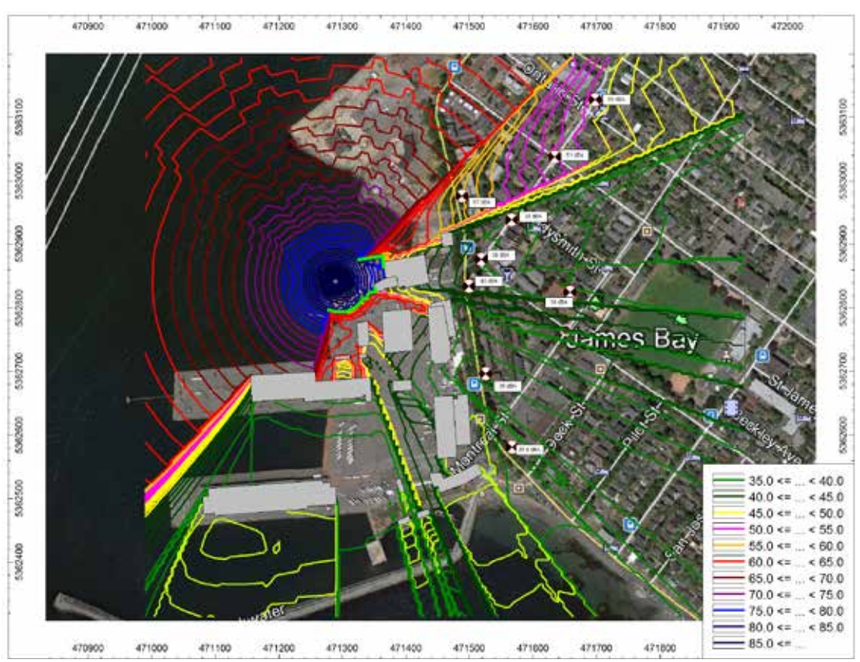
**WHAT WE HEARD**

Noise and emission levels from ships, helicopters and vehicles are a key community concern with respect to the development of the Site.

**Before**




**After**




# IMPLEMENTATION

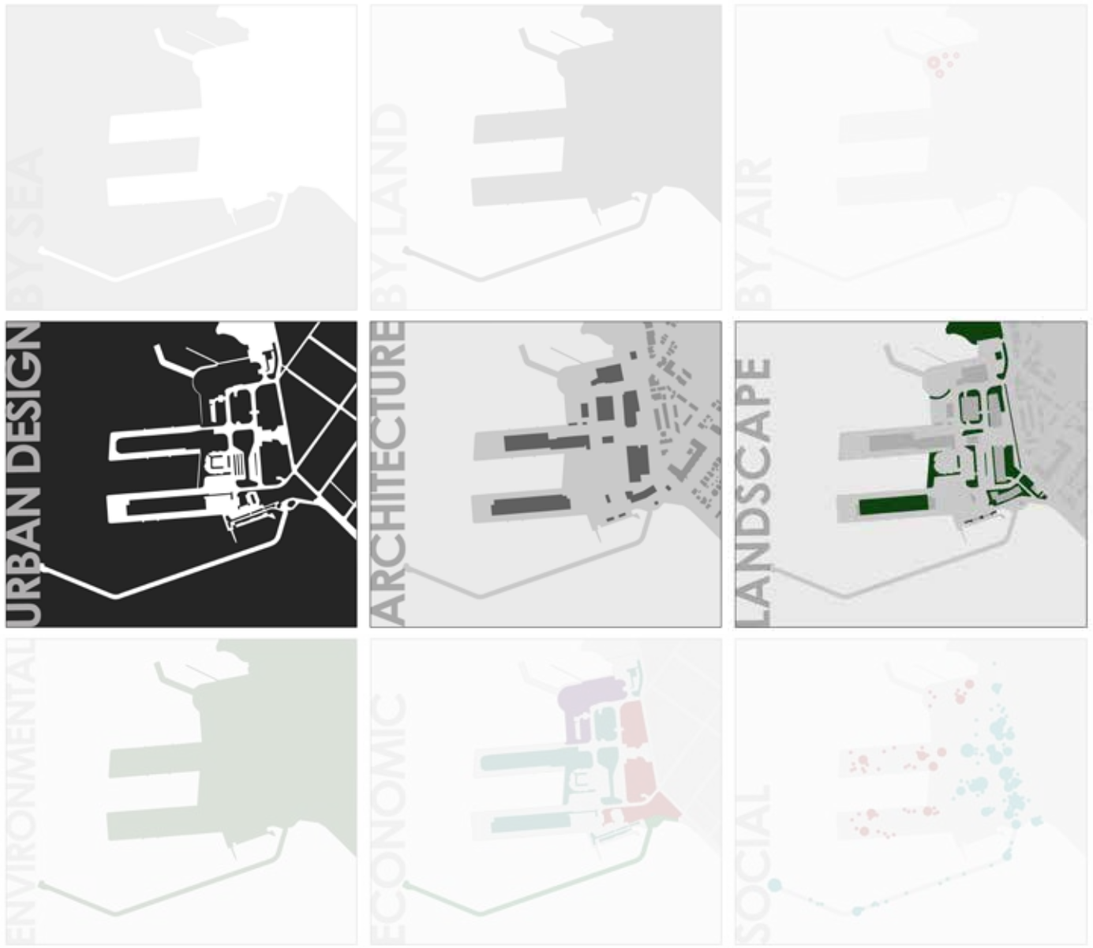
- Work with the helijet operator to upgrade and improve facilities with a focus on noise and emission mitigations.
- To a certain extent, impacts on the local community due to noise and emissions may be addressed through planning and operational strategies.
- The waterfront area within the Federal water lot area has the potential to be developed as a marina dock and yacht lift area and requires negotiations with First Nations and Transport Canada.

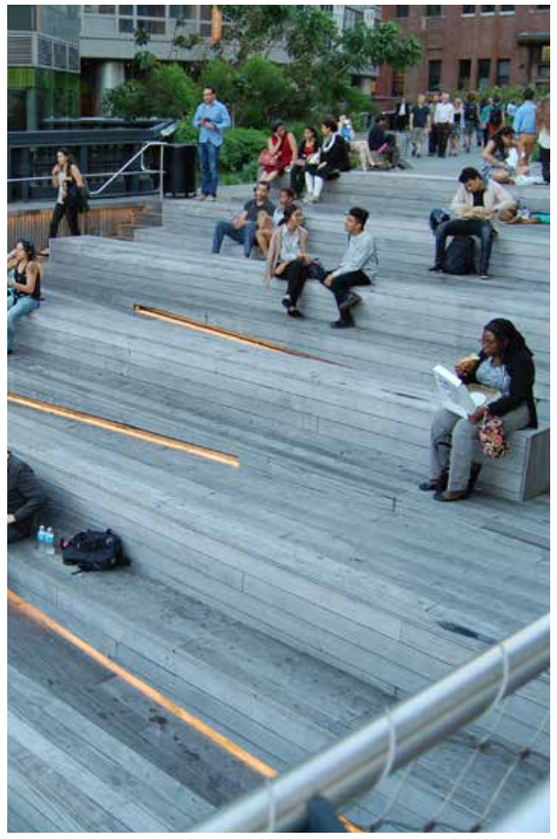
## SHORT TERM ACTIONS

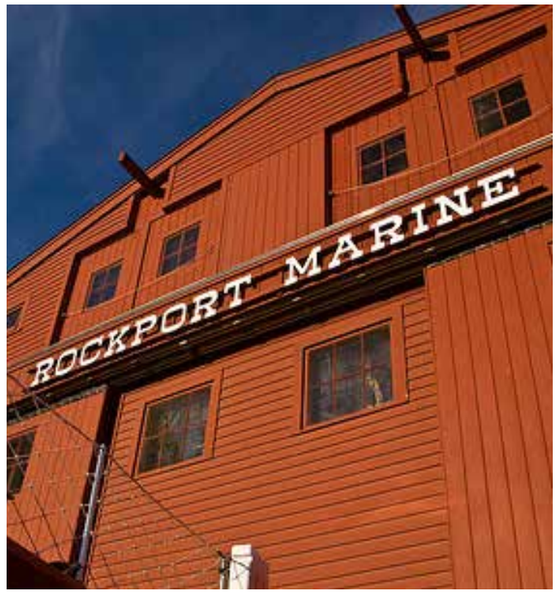
> Ensure buildings are positioned to maximize sound attenuation for the adjacent community.

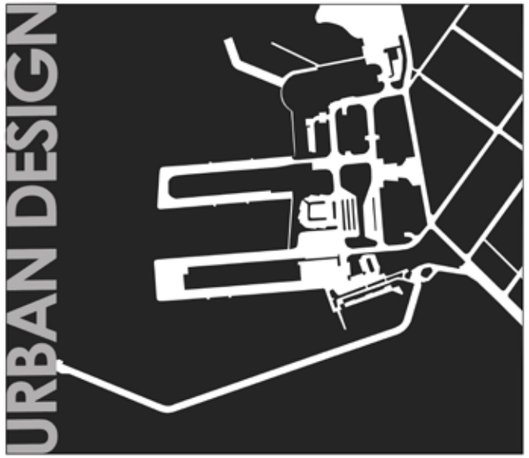
> Pilot or implement the following temporary or permanent noise attenuation measures:

- Acquire automated noise level monitoring equipment and install at one location that is near the property line but shielded from off-site road noise (e.g., the south side of 182 Dallas or the Maintenance Building).
- Explore opportunities with the Coast Guard to study and identify options for noise attenuation to the north of Ogden Point near the existing James Bay boat ramp.
- Install temporary noise attenuation fencing at strategic locations around the heliport and site to test noise.
- Construct permanent noise attenuation fencing or landscape berms aligned with the Master Plan layout.
- Explore options where noise attenuation is installed as part of a *public art* piece to address aesthetics and opportunities for showcasing arts and culture.


BY SEA
BY LAND
BY AIR
URBAN DESIGN
ARCHITECTURE
LANDSCAPE
ENVIRONMENTAL
ECONOMIC
SOCIAL




ROCKPORT MARINE




# 4.1. Urban Design

Development of Ogden Point should prioritize the creation of a high quality public realm, including pedestrian and cycling infrastructure, street level views, and *public art*. Public realm improvements and amenities should be incorporated into the Site via an integrated network of well-considered walkways, gathering spaces, and viewpoints.

2009 work began on the Unity Wall Mural, a project that transforms the breakwater into an enormous canvas upon which established local First Nation artists and the young artists they mentor share their stories with the world.

## RATIONALE

Ogden Point offers significant potential for the public to access and enjoy the waterfront.

Due to the prominent, *harbour*-front character of the Site, is it important that any development proposals consider, respect, and enhance existing street-level, public access to views to public gathering places and marine industrial activities as well as to the Outer Harbour.

Development proposals on this Site should endeavour to create an enhanced public realm with a high degree of permeability, accessibility, and visibility. This is achieved through the provision of thoughtfully-located land uses and an integrated network of public gathering and amenity spaces. Development should include *human scaled* architecture, pedestrian-oriented *wayfinding* and building signage, and unique *public art* or cultural elements at key nodes to provide visual anchors for visitors. Together, these elements support the definition of a common identity and contribute to a vibrant and memorable public realm.

## OBJECTIVES

The *urban design* objectives and guidelines contained within the Master Plan are in accordance with the direction outlined in the City of Victoria's Official Community Plan, Harbour Plan, and the James Bay Neighbourhood Plan.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

### Develop a High Quality Public Realm

(a) To consider and enhance the dual entrance points to the Site, from the waterfront and from the community.

(b) To create an interconnected and pedestrian-oriented urban environment that respects and enhances the marine industrial character and history of the Site. Public realm interventions should consist of *human scaled* architecture, pedestrian-oriented signage, *public art*, and a cohesive *open space* network. These elements contribute to the legibility, character, and experience of the Site.

(c) To create an environment along Dallas Road that recognizes pedestrians, cyclists, and vehicles as equally important and provides a safe and convenient mix of transportation options for all users.

(d) To create a significant public gathering space that acknowledges both the historic and cultural significance of the Site. The space will serve as a ceremonial space for First Nations and will provide visitors information about the history, culture, and traditions of the Esquimalt and Songhees First Nations in the area.

(e) To create an internal circulation network that is tied into a series of interconnected nodes and amenity spaces.

(f) To decrease surface parking by providing a single, stacked parking structure and incorporating tour bus parking and loading areas into the future terminal buildings.

### Incorporate and Enhance Public, Street Level Views of the Harbour

(a) To incorporate and enhance street level views of the *harbour* and create new, publicly-accessible viewing opportunities.

(b) To carefully consider street-level view sequences from Dallas Road, to the proposed public *gateway*, the breakwater, and other key vantage points so as to result in the provision of clear, appealing public sightlines into and through the Site.

(c) To introduce new opportunities for viewing both the *harbour* and publicly visible marine industrial activities that occur on the Site as a unique feature that may be considered as a type of "living theatre."

(d) To design and orient buildings to encourage sightlines and direct visitors into the Site.

### Incorporate High Quality, Site Specific Wayfinding and Signage

(e) To develop and encourage an integrated signage strategy that provides for way-finding, building, retail, and informational signage appropriate to the character and context of the Site.

(f) To contribute to the creation of a distinct, marine-based identity for the Site, particularly along Dallas Road and at the Helijet and cruise terminals. Signage should give direction to individual buildings, public areas and amenities, both within the Site and to locations within reasonable walking distance.

### Encourage the Inclusion of Public Art

(g) To incorporate *public art* works into public indoor and outdoor areas, wherever possible, in order to add visual interest and enhance the cultural and aesthetic interest of the Site.

(h) To complement and enhance key architectural and landscape design features and to support Ogden Point's significance as a *gateway*, both from the waterfront and from the community.

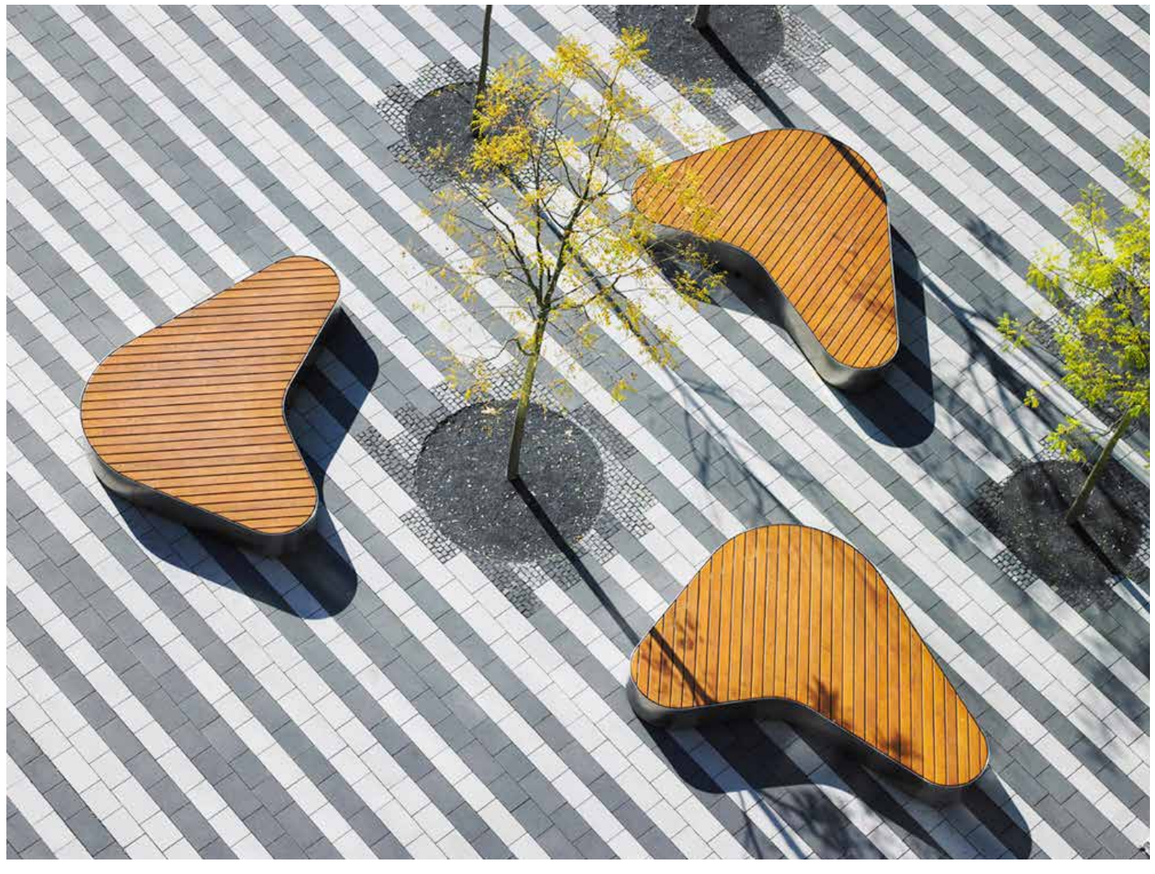
(i) To develop a strategy of organizational and spatial strategies to make a variety of *public art* installations possible, from stand-alone sculptures to integrated design details.

## GUIDELINES

(a) Buildings along Dallas Road should be articulated and/or oriented to draw pedestrians into the Site and to facilitate public views into and through the Site. The primary entrances to the cruise terminal should be aligned so to encourage cruise passengers to explore and exit the Site on foot.

(b) A sequence of public spaces should be designed leading from Dallas Road, to a public gathering space, and on to either the breakwater or the cruise terminal.

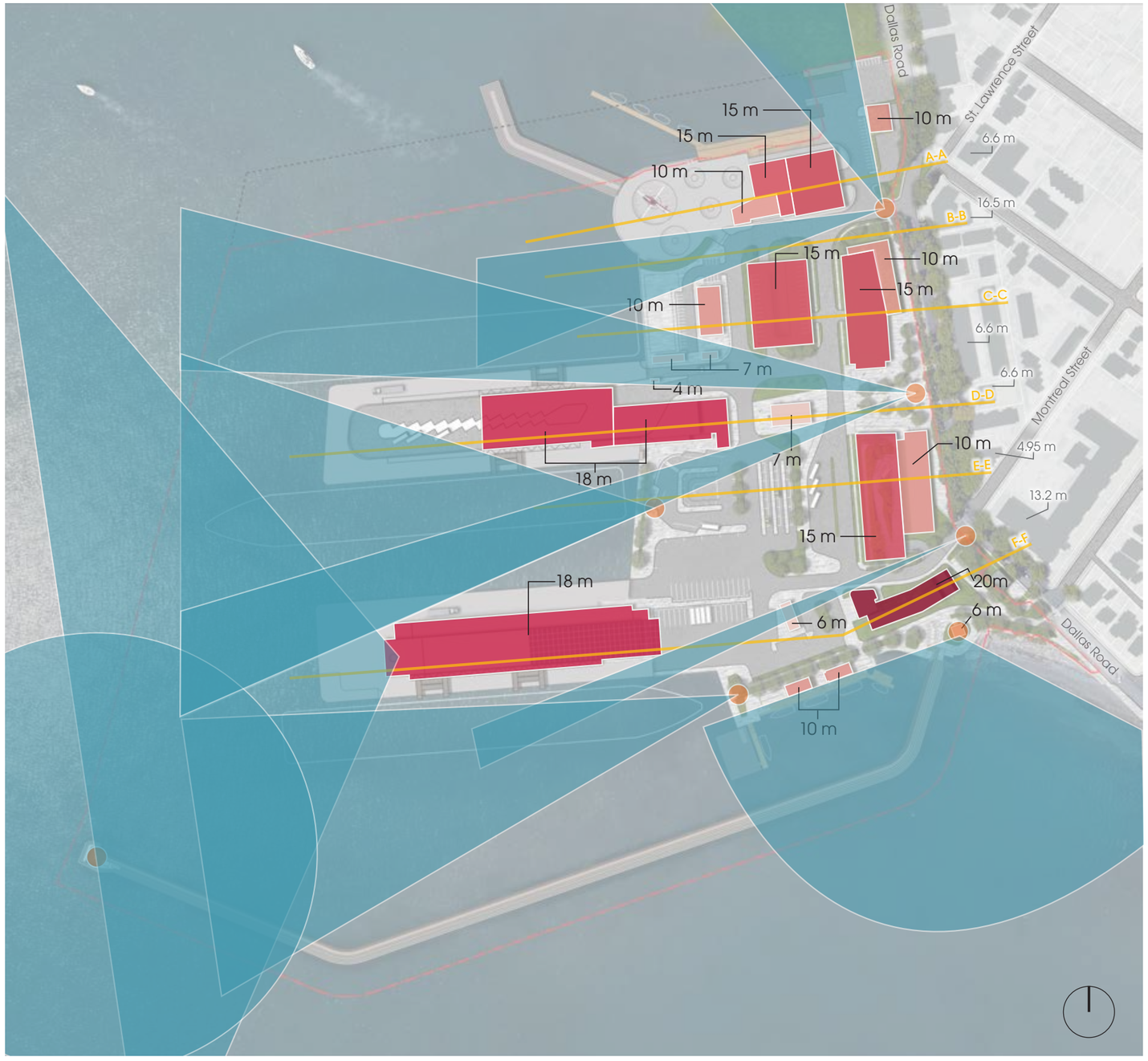
(c) Retail signage along Dallas Road should emphasize high quality materials and styles. Signage should be fabricated from metal and/or wood and may be painted, screened, sandblasted, or etched. Decorative supports and front or edge lighting illumination should be incorporated into the design of any pedestrian-oriented signage. Signage should be integrated with the architectural design and expression of buildings and should consider multiple viewpoints, including visibility for pedestrians, cyclists, and motorists.

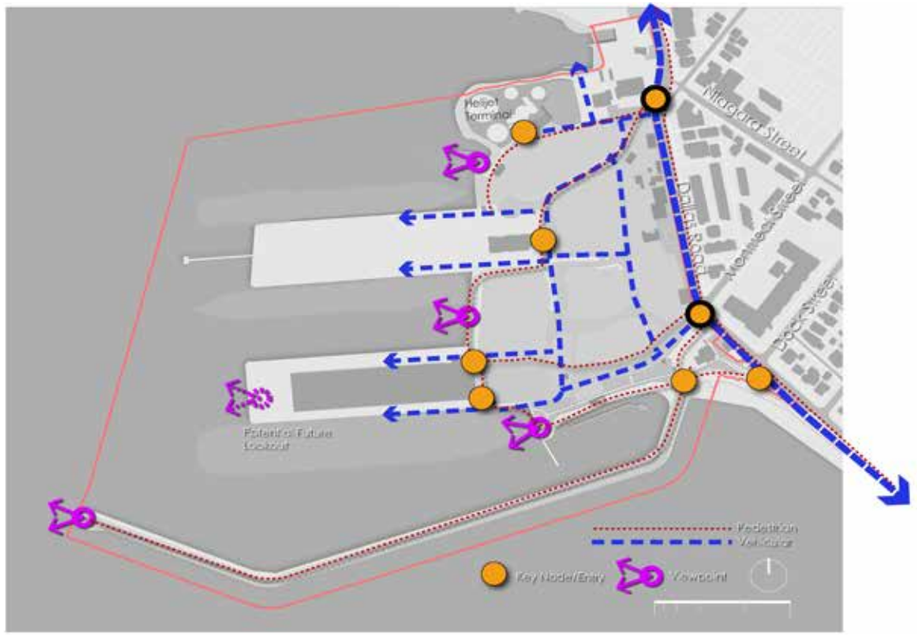


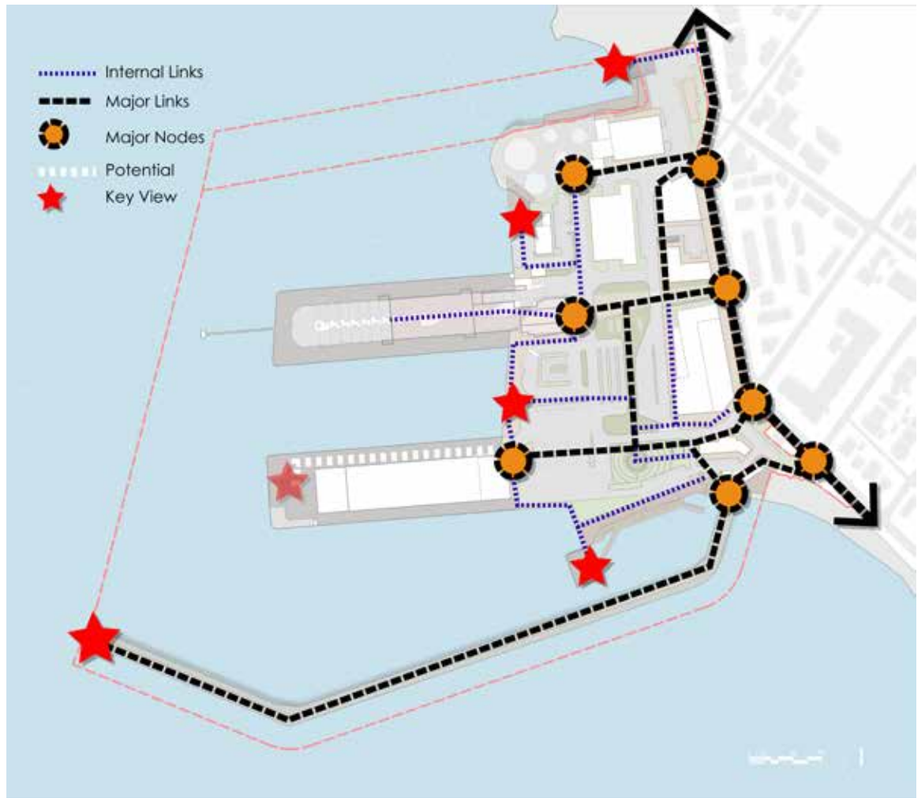
WHAT WE HEARD

There is a strong desire for more walking paths, bike paths, benches, and places to park bikes. Green space that is open to the public is also important.

## Public Viewscapes






(d) Banners and flags are iconic maritime features, and should be considered in the overall signage strategy. Backlit plastic signs or flashing electronic signs are to be avoided.

(e) Signage that communicates directions, gives instructions, or outlines GVHA, City of Victoria, or *harbour* regulations, should be clear, consistent, and simple in design and form. Wherever possible, a single sign conveying multiple pieces of information should be installed in place of multiple signs.

(f) As part of Development Permit Applications, architectural drawings should specify approximate dimensions of signs and letters along with their approximate locations.

(g) Development proposals should support distinct *gateway* features at key arrival points, including street and waterfront access. The form, character, and detailing of new development should clearly articulate its identity and type of activity.

(h) Public pathways within the Site should be constructed of high quality materials, including stone, concrete pavers, scored concrete, or wood to convey a high quality ground plane expression.

(i) To encourage pedestrian movement and accessibility, all pathways within the Site should be a minimum of 1.5 m wide. Slopes on paved surfaces should not exceed 5%. Physical accessibility along Dallas Road and within the Site should be maximized for all members of the community.

(j) Where possible, higher buildings should be located along the north and south edges of the Site. The slope of the Site should be utilized to better accommodate taller buildings and decrease the impact of this height on Dallas Road and the adjacent neighbourhood.

(k) Buildings that are publicly visible from Dallas Road should be articulated in order to achieve a *human scaled* rhythm. A low ratio of building height to façade length should be targeted to maintain an intimate feeling and scale to the street.

(l) *Public art* should be located within, or be visible from, publicly accessible areas.

(m) Artwork can include a variety of mediums, including but not limited to, murals, sculptures, water features, mosaics, earth works, artist-designed street furniture, and sounds and light installation. Artwork should be of a permanent nature and must be original works. Artwork may not include mass-produced objects, heritage restoration, or architectural treatments designed without consultation with artists.

## IMPLEMENTATION

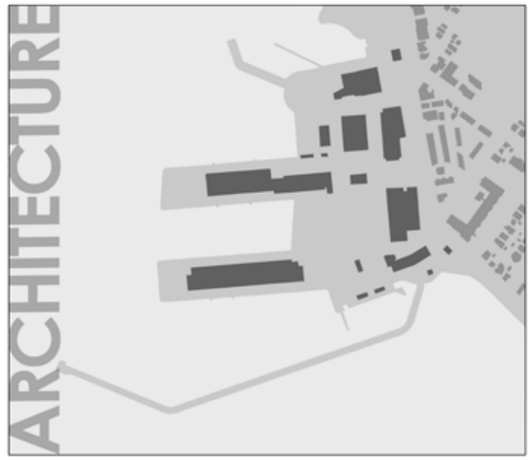
- Consider the future development of a *public art* master plan for Ogden Point that confirms priority sites, suggests a range of opportunities for *public art* installations, and outlines a funding strategy. The plan should include mechanisms for selecting artworks, pooling funding, management, and long-term maintenance of the collection. It may include the creation of an organization-wide inventory of *public art* that will be part of a managed collection.

### SHORT TERM ACTIONS

> Develop a detailed *wayfinding* strategy, in collaboration with the James Bay community and the City of Victoria.

> Develop detailed design for community *gateway*, including key nodes, edges, and gathering spaces to serve as preliminary feature points for *public art*, *wayfinding* signage, and cultural elements.

> Develop a *wayfinding* strategy to direct the styles and location of signage on the Site.




Building design for Ogden Point should establish a contemporary architectural expression that supports and respects the maritime industrial heritage of the Site and that contributes to the unique image and character of the Outer Harbour area.

# 4.2. Architecture

## RATIONALE

Ogden Point will continue to perform as a hub for the thousands of cruise passengers, employees, tourists, and regional visitors who visit each year. Expected growth and diversity on the Site will be supported by the development of high quality, context specific buildings that reflect the contemporary and historic marine character of the Site.

Intended to supplement the City of Victoria's Official Community Plan and other relevant planning documents, these guidelines are consistent with the development at Fisherman's Wharf and the Inner Harbour.

## OBJECTIVES

Development at Ogden Point will continue to establish an architectural expression that supports and respects the maritime industrial heritage of the area and that contributes to the image and character of the Outer Harbour area. Given the importance of the Site as a dual-sided *gateway* for cruise passengers and the community, buildings should be designed to front onto the public space and provide pedestrian amenity, such as overhead canopies, wherever possible.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

### Integrate Form and Character with the Community and Express Building Use Through Architectural Design

(a) To encourage contemporary design in the form and character of proposed building designs, which will contribute to establishing a strong *sense of place*. The design of individual buildings on the Site should consider the inherent use and function of the building and its relationship to the scale and texture of adjacent buildings. Treatment of building frontages may vary in response to solar orientation, daylight access, and street activity.

(b) To ensure a transition in scale from the higher, cruise marine-oriented buildings along the waterfront to the lower, *human scale* retail, commercial, and institutional buildings along Dallas Road.

(c) To carefully consider the use of *setbacks* and *stepbacks* in the design of new buildings in order to provide a respectful development that responds to the scale and character of the adjacent neighbourhood and minimizes overshadowing.

(d) To provide weather protection for pedestrians, which may be highlighted using architectural details, including overhangs, porticos, or awnings. Primary building entrances should be clearly expressed and access from pedestrian paths should be prioritized.

(e) To utilize the slope of the Site to better integrate higher buildings. The Site has an overall grade change of approximately 3.0 m from east to west, therefore allowing one additional storey to be added within the Site with minimal visual impact on Dallas Road and the adjacent community.

(f) To encourage vegetated green roofs on flat roof areas and landscaping into rooftop parking areas, where practical.

(g) To permit temporary seasonal structures, including tents and gazebos, in public gathering areas provided they are of good quality and meet appropriate construction standards.

### Express the Character of the Working Harbour

(a) To utilize the architectural expression of buildings to reflect the working waterfront and west coast architectural style.

(b) To develop a vocabulary of cladding and wall materials that reflect the marine and west coast context of Ogden Point, including wood, metal panel, and clap board.

(c) To develop a consistent, integrated colour palette that enhances the maritime architectural expression of the buildings and landscape design.

(d) To select colours for accent and secondary finishes such that they harmonize with the primary materials.

(e) To derive roof forms from the inherent use, scale, form, and construction of the buildings. Roofs should respect views from the community adjacent to the Site by providing screening, green roofs, and attractive profiles.

### Reinforce Edges and Nodes Through the Placement and Orientation of Buildings

(a) To design buildings to enhance the ground level, pedestrian environment wherever development proposals aim to add public amenities, such as along Dallas Road and at the proposed *gateway*, and at gathering areas.

(b) To reinforce and animate the major building frontages and ensure that building design relates to the varying characteristics within the Site, including commercial amenity, cruise marine, marine industrial, and aviation marine uses.

(c) To orient and articulate buildings to provide views into and through the Site and direct visitors toward public gathering spaces.

### Implement Measures to Mitigate Projected Sea Rise and Storm Surges

(a) Building Heights have been determined based on a projected one metre rise in seas level by 2100. This allows for maintaining adequate working under terminal buildings and other structures on Site, if Site levels are adjusted on the piers and water edge.

(b) The GVHA will work with the City of Victoria regulation for flood construction levels that will be implemented in the near future.

## WHAT WE HEARD

The architectural design should be appropriately scaled to the neighbourhood and of high quality. The design should also be iconic and represent the Site as the *gateway* to the community, city and country.

## GUIDELINES

(a) A renovated terminal building on Pier B will be a maximum of 18 m (approximately 4 storeys), compatible in scale with the existing warehouse on Pier A, and will incorporate bus parking at grade on the pier.

(b) The stacked parking structure will be a maximum of three storeys and will accommodate a bus waiting area at grade.

(c) The helicopter hangar will be a one storey structure to a maximum of 15 m in height. The Helijet terminal building will be a maximum of two storeys, not including the machine room, elevator overrun, roof mechanical space/screening, and enclosed areas for mechanical equipment. The height, massing, orientation, and location of the helicopter hangar will be utilized to improve noise attenuation.

(d) Buildings fronting onto Dallas Road and containing commercial, retail, and/or institutional uses will be setback a minimum of 7 m. The buildings along Dallas Road may incorporate a single storey *stepback* after the second storey in order to provide additional floor space, while minimizing the impact on the street and the adjacent community.

(e) The design of mixed use buildings containing commercial, retail, office, and institutional uses along Dallas Road should incorporate clear glazed windows of an appropriate size, proportion, and character to enhance transparency and visibility and facilitate interaction

(f) Where practical, locate loading and recycling areas at the rear of each building or in the ground floor parking area. Where service and loading areas are visible from public areas, including from the cruise and Helijet terminals, breakwater, and Dallas Road, careful attention to visual screening is required.

(g) In publicly accessible areas, punched windows should be utilized to reveal the depth of the building's exterior wall. Flush mounted and continuous, horizontal strip windows are discouraged, however flush, floor to ceiling curtain wall glazing systems are permitted in some instances. To ensure transparency and eyes on the street, the use of heavily-tinted or reflective glass is not permitted.

(h) Wall cladding materials for the mixed use retail, commercial, and institutional buildings should be selected from a range of high quality products that include, but are not limited to, brick, terra cotta, stone, cast-in-place or pre-cast concrete, composite fibre cement, wood, and architectural wood products.

(i) Wood siding should have a re-sawn or smooth finish, and stained with a solid or semi-solid product.

(j) Roof materials suitable to a marine environment should be used, including metal and shallow standing seam products, fiberglass or simulated shingle, or cedar shingle/shake. Finishes should be selected in response to the form, material and use of the building and should consider issues such as long term performance, durability, and aesthetic appearance.

(k) Roofs which are visible from surrounding buildings should be finished with high quality materials, including but not limited to, gravel ballast, cap sheet, concrete pavers, green roof systems, or a combination thereof, to achieve an appealing appearance. Metal roofs and roof accessories including flashing and gutters, should be finished with a natural, galvanized, or factory applied baked enamel finish. Heavily corrugated profiles are not permitted.

(l) Roof elements, including vents, chimneys, mechanical equipment, stair accesses, and elevator overruns should be screened or enclosed and integrated with the design of the roofscape. Wherever possible, these elements should be located to minimize their visibility and impact on the surrounding community.

(m) In buildings with glazed roof areas and/or canopies, the metal and/or wood structural systems should be expressed.

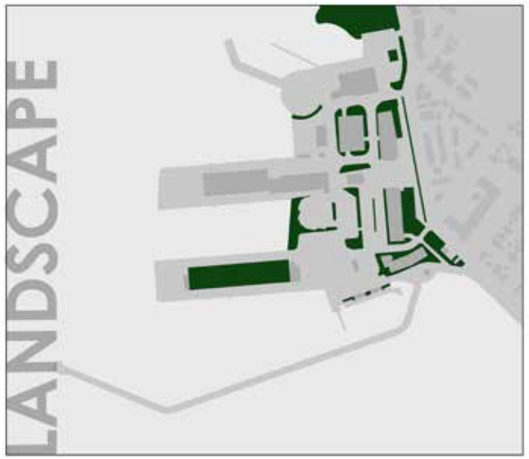
(n) Natural colours are preferred and should enhance the inherent characteristics and qualities of the materials used for the primary surfaces of the buildings. Colour and material palettes should reflect maritime industrial building use and contemporary west coast precedents.

## IMPLEMENTATION

- Explore options for an iconic structure at the end of Pier A as part of the home port development.

### SHORT TERM ACTIONS

> Review opportunities for a national design competition celebrating Canadian architecture for various key building projects.




## 4.3. Landscape

Landscape design at Ogden Point should incorporate, wherever possible, indigenous landscape elements typical of the James Bay neighborhood and encourage a botanically interesting landscape throughout the year, exhibiting variety in scale, texture, colour, and form. Wherever possible, pedestrians and cyclists should be guided through the Site via intuitive landscape design, paving strategies, and clear lines of sight.

**1,232** plant species native to south Vancouver Island

### RATIONALE

Vancouver Island is home to a botanically diverse palette of native vegetation. The development of Ogden Point presents a key opportunity to increase biodiversity in James Bay and on the Site, thereby supporting a unique *sense of place*, rainfall absorption, noise attenuation, and animal habitat.

### OBJECTIVES

This Master Plan endeavours to provide a diverse and seasonally-responsive environment for visitors to enjoy, while responding to and addressing the challenges presented by the Site, including wind and salt penetration, interaction of wildlife and aircraft, and water treatment and runoff.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

**Incorporate High Quality Landscape Design**

(a) To employ design and landscape strategies that provide a clear and consistent landscape vocabulary for the Site. Wherever possible, incorporate landscaping as an ordering tool to assist in *wayfinding* and to define streets, pathways, and *open spaces*.

(b) To incorporate, wherever possible, indigenous landscape elements typical to the James Bay neighbourhood, including native plant/grass species suited to maritime conditions, with reduced water and maintenance requirements. Wherever possible, incorporate groupings of complementary tree, shrub, and flower species to contribute to an individual identity for the Site's public realm.

(c) To protect the mature trees along Dallas Road which are part of the heritage of the Site and lend character to the interface with the neighbouring residential community.

(d) To incorporate rain gardens and other landscape strategies to manage rainfall on the Site.

**Provide Adequate Site Lighting for Safety and Ambiance**

(a) To enhance the architectural expression of buildings and *open spaces* by providing appropriate daytime and nighttime lighting.

(b) To provide a subdued, night-lit landscape, emphasizing the illumination of selected buildings, cultural features, ships, and equipment.

(c) To provide decorative and security lighting that increases public safety and contributes to the overall character and ambiance of the Site.

(d) To select building lighting fixtures that are high quality, contemporary, and of a *human scale*. Lighting should be unobtrusively placed to subtly enhance the definition of buildings, landmarks, and public spaces.

(e) To ensure that lighting reflects the marine context and should correspond to the overall architectural style of the development.

**Provide a Consistent Palette of Site Furnishings**

(a) To provide a consistent and integrated vocabulary of Site furnishings that incorporate a contemporary palette of materials and finishes and that complement the character of the new cruise terminal, proposed public gathering space, and the James Bay Neighbourhood.

(b) To incorporate seating walls and elements into the *gateway* area, along Dallas Road, at the breakwater, and in public gathering spaces. Generally speaking, furnishings should be oriented toward the morning and afternoon sun and, where possible, near windbreaks, to create comfortable conditions for resting, gathering, and spectating.

(c) To integrate custom seating into the proposed gathering area to facilitate a range of seating options and to accommodate larger groupings of people.

(d) To provide improved street furnishings, including bus shelters, benches, bicycle racks, and waste receptacles along Dallas Road adjacent to Ogden Point

**WHAT WE HEARD**

There is a desire for green space that allows for kids to play and people to gather and enjoy.

GUIDELINES

(a) Vegetation should be selected to enhance bio-diversity throughout the Site and should be hardy enough to withstand strong winds and salt spray from the *harbour*. Hard and soft landscaping should be selected to limit the amount of stormwater run-off from the Site.

(b) Driving, parking, and pedestrian/cyclist areas should be distinguished by changes in material, finish, or colour of the paving to provide clear and safe differentiation between vehicle, pedestrian, and cycle routes on the Site. Permeable surfaces should be used wherever feasible outside the working marine industrial area.

(c) Plantings should be chosen to encourage a botanically interesting landscape throughout the year and should exhibit variety in scale, texture, colour, and form.

(d) Landscaped buffers should be incorporated between industrial uses and pedestrian areas and to define pedestrian crossing areas, where appropriate.

(e) Green roofs and rooftop landscaping should be encouraged where suitable to advance *sustainability* objectives and, in particular, where roofs are overlooked by neighbouring residential properties.

(f) Fixed benches should be of a contemporary marine style with durable seating surfaces consisting of concrete, stone, synthetic timber or hardwood.

(g) Weather-protected bicycle racks should be provided close to building entries and at public destinations including the breakwater, and the cruise and Helijet terminals. Bicycle racks should comply with the City of Victoria's guidelines contained within the 2011 Bicycle Parking Strategy.

(h) Trash and recycling receptacles must be provided in strategic locations throughout the Site where high volume pedestrian use is expected. Trash and recycling receptacles must be made of a durable material and finished in a colour or material that is in keeping with other Site furnishings.

(i) Lights shall meet or exceed required IES (Illuminating Engineering Society) guidelines and be dark sky compliant and shall have a minimum CRI of 70, 3500-4000K color temperature and feature salt air resistant finishes to ensure long lifespan. Exterior lighting control shall be specified for energy efficient automatic dusk-to-dawn photocell control.

(j) In order to avoid light spillage, and where additional lighting is not required for safety and Site operation, low-glare, shielded lighting systems should be used.

(k) Lighting should correspond with the overall architectural and landscape concept of the Site. Lighting should reflect the marine character of the Site and contribute to the high quality character of the Site.

(l) Vertical seawalls or retaining walls in/near the high water mark or intertidal areas should be avoided.

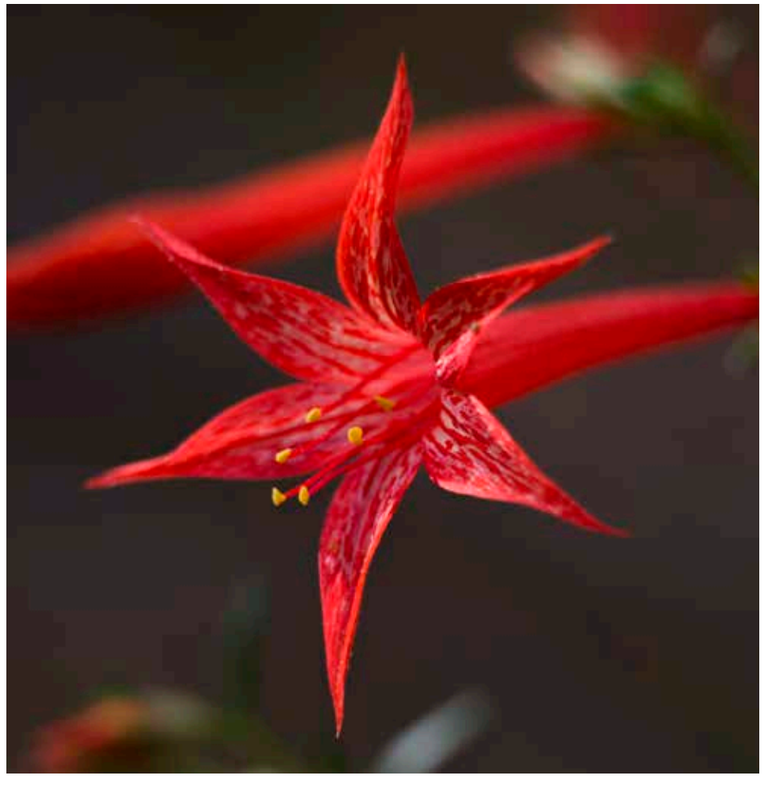
## IMPLEMENTATION

- Continue to work with the City of Victoria to ensure that the 2011 Bicycle Parking Guidelines are met.
- Light placement shall be reviewed in consideration of the submitted building and landscape plans. Special attention must be given to ensure proper coverage, avoid spill on neighbouring properties, and limit night sky *light pollution*

SHORT TERM ACTIONS

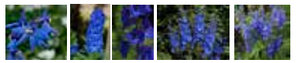
> Plant first phase of landscaping along public *gateway* area.

> Ensure building *setbacks* along Dallas Road respect the existing mature trees for habitat, environmental protection, and ambiance.



# OGDEN POINT - PLANT PALETTE

## BC wildflowers


Delphinium nuttallii


Camassia quamash - Common Cammas


Purple coneflower


Scarlet Gilia


Lilium philadelphicum

## native perennials


Black eyed susan


rhododendron luteum


Robinia pseudoacacia 'Frisia' - Frisia Locust

## coastal native shrubs


Acer macrophyllum - Big Leaf Maple


Robinia pseudoacacia 'Frisia' - Frisia Locust

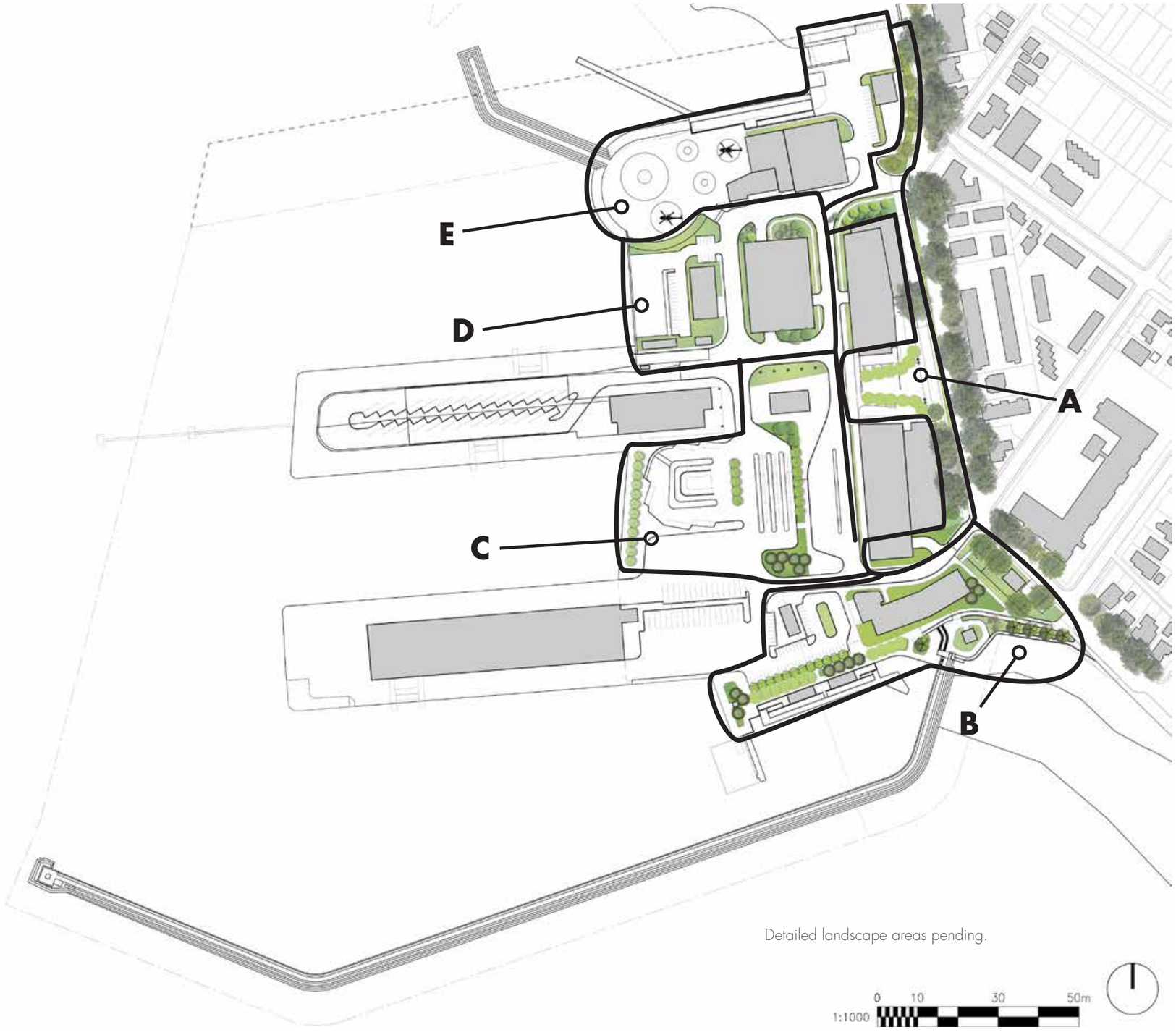

Holodiscus discolor


Artemesia - sage bush

## hardy trees

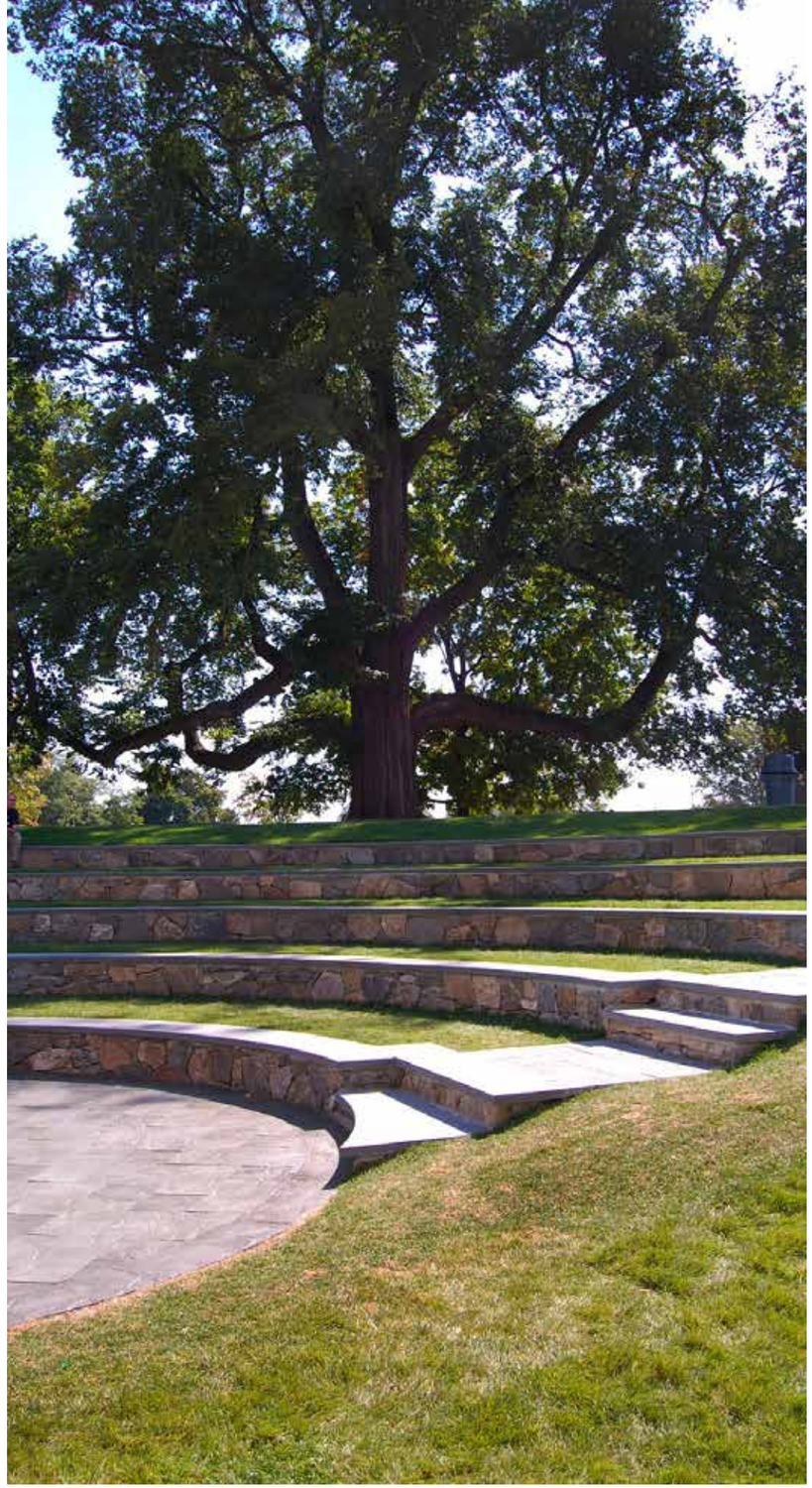

Populus tremuloides - Trembling Aspen

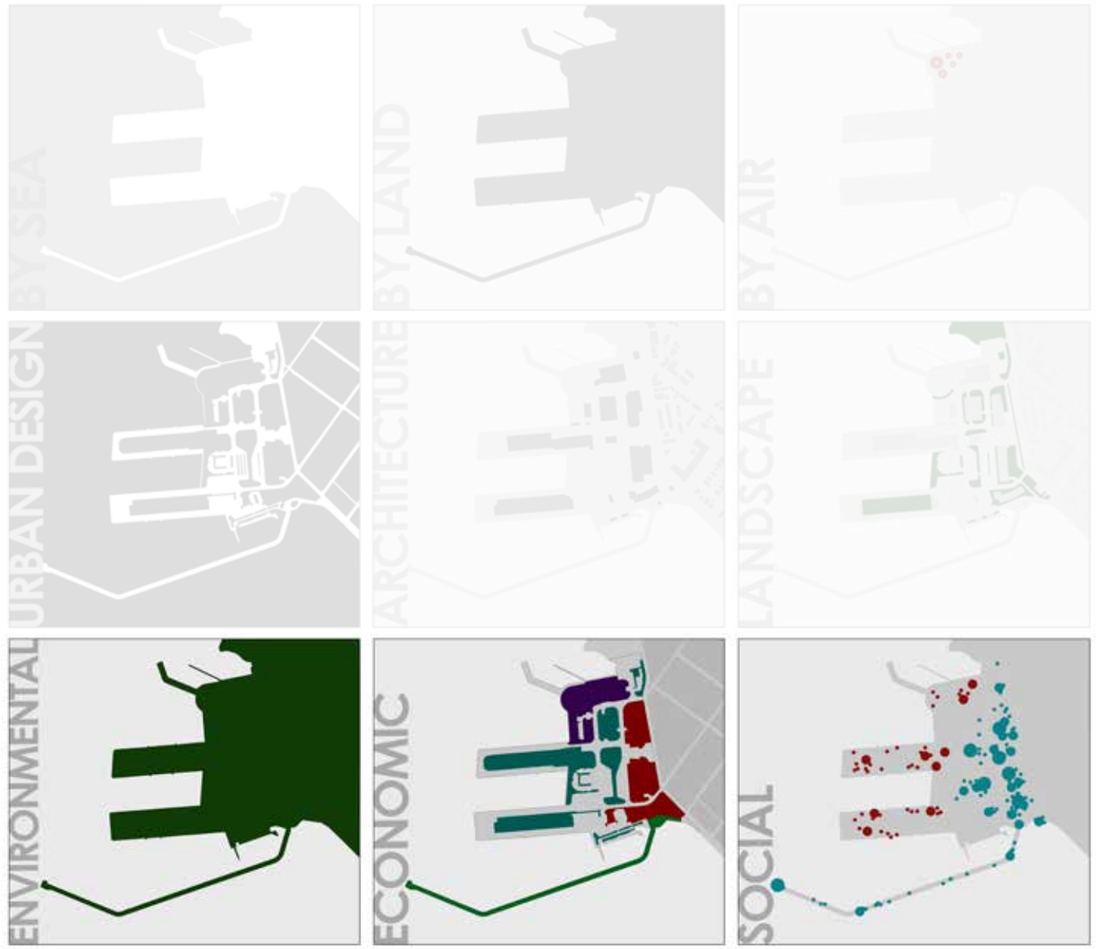

Cornus nutalli - Pacific Dogwood




Detailed landscape areas pending.

0 10 30 50m
1:1000




BY SEA
BY LAND
BY AIR
URBAN DESIGN
ARCHITECTURE
LANDSCAPE
ENVIRONMENTAL
ECONOMIC
SOCIAL


BURLINGTON BIKEWAY
BURLINGTON BIKEWAY


# 5.1. Environmental

## 5.1.1. Sustainable Infrastructure at Ogden Point

Development proposals should employ forward-thinking approaches to *sustainability* and should attempt to leverage building design, location, and orientation to address existing issues. Buildings should be designed, built, operated, and maintained in a manner that promotes energy efficiency, water conservation, waste minimization, pollution prevention, resource-efficient materials, and indoor air quality.

**1923:** year a migratory bird sanctuary was established at Ogden Point

### RATIONALE

Ogden Point is adjacent to the marine reserve, part of the migratory bird sanctuary, home to otters (at the pilot boat moorage), a perching location for bald eagles (on top of the lighting pylons), and home to a diverse system of sea creatures.

Preserving, protecting, and, where possible, enhancing the natural environment is integral to sustainable development. Similarly, minimizing the environmental impact of human activities in both the built environment and port operations is essential to long term success.

### OBJECTIVES

A *working harbour* for over a century, Ogden Point is at a crossroads in its growth and development. Future development must achieve the triple bottom line of environmental, economic, and social *sustainability*, not only for the good of the organization, but also for the benefit of the community, city, and region as a whole.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

**Implement Forward Thinking Sustainability Approaches**

(a) To incorporate energy efficiency, water conservation, waste minimization, pollution prevention, resource-efficient materials, natural lighting, and indoor air quality. Buildings should be designed, built, operated and maintained in a manner that respects the triple bottom line of environmental, social, and economic factors.

(b) To incorporate high performance building envelope systems in all developments.

(c) To reduce heat gain in buildings through orientation, interior and exterior sun shading equipment, and building form.

(d) To encourage the incorporation of green spaces on new buildings, including vegetated roof areas to manage storm water run-off and address the heat island effect.

(e) To incorporate energy efficient lighting and electrical systems, including a reduced lighting power density, water efficient plumbing fixtures, low VOC interior finishes, and bicycle storage facilities for employees and visitors.

(f) To expand electric vehicle charging infrastructure into public parking areas, as required.

(g) To address sea rise and employ resiliency planning principles.

**Redevelop an Underutilized Urban Site**

(a) To redevelop an underutilized urban site in an area that is well-served by transit and is highly accessible to pedestrians and cyclists.

WHAT WE HEARD

Air quality, the management of emissions from the cruise ships, and traffic volumes continue to be major concerns for the community.

### GUIDELINES

(a) Development proposals should optimize building siting and design for interior daylighting.

(b) Lighting should be sited downward to minimize overspill, glare, and uplighting, and should limit night sky pollution.

(c) Development proposals should prioritize wildlife and habitat protection, as well as environmental education.

(d) *Sustainability* strategies that may be considered include:

i. A potential ground-source geoexchange based HVAC system.

ii. A potential district energy system solution to diversify overall heating and cooling loads and permit the sharing of excess thermal energy between buildings.

iii. The potential retention and treatment of either stormwater or grey water for the use of irrigating the building landscapes and/or green roofs.

iv. The potential use of solar thermal collectors on building roofs to heat hot water and recharge the geo-exchange loops during summer months.

(e) There are several options that should be considered to provide renewable energy generation on the Site, if deemed viable, including:

i. District energy to provide supplemental power for shore power.

ii. Solar arrays placed on the new raised terminal and potentially the warehouse.

iii. Tidal and wave power generation.

## IMPLEMENTATION

The most problematic environmental issue is the air and noise pollution and the congestion associated with motorized ground transportation. GVHA remains committed to minimizing the volume of motorized passenger vehicles and, consequently, their noise and air emissions:

- Financial incentives to operators to modernize their fleets to meet increasingly stringent environmental standards
- The introduction of new technologies including electric buses and service vehicles
- Providing on-site supporting infrastructure such as vehicle re-charging stations
- The use of high capacity vehicles to minimize traffic volumes
- Investigating scheduling of ship arrivals/departures to moderate traffic surges
- Encouraging walking and other non-motorized transportation options
- Monitoring the safe and courteous operations of all transportation operators

The GVHA, as a business resident of James Bay, will also collaborate with and seek the support of the City of Victoria and the James Bay neighbourhood on initiatives beyond their operational mandate including:

- Development of the David Foster Way pathway system as a method of encouraging non-motorized passenger movement
- Lobbying for more stringent vehicle regulations and enforcement by the City of Victoria (Vehicles for Hire Bylaw) and the Government of British Columbia (Motor Vehicle Act and enforcement)
- Encouraging the transition of public transit from internal combustion to non-polluting propulsion systems
- Ensure compliance with the Capital Regional District Regional Sustainability Strategy, which provides policy and guidance for regional municipal Official Community Plans.
- Encourage development proposals to consider *sustainability* systems, including LEED, Passivehaus, and Green Globe, as appropriate.

### SHORT TERM ACTIONS

> Evaluate the environmental and economic feasibility of shore power.

## 5.1.2. Biological Diversity of Ogden Point

### RATIONALE

Ogden Point is a unique area rich in biodiversity of avian and marine species. This diversity and abundance is a result of merging nutrient rich waters from the Strait of Georgia and the Strait of Juan de Fuca, upwelling, and variety of underwater habitat types. The Ogden Point breakwater has been designated as a marine sanctuary. The area has good opportunities for viewing wildlife both from the land as well as underwater for diving enthusiasts. The Victoria Harbour Migratory Bird Sanctuary includes Ogden Point, making it a good place to observe a number of avian species (primarily waterfowl, shorebirds, and gulls) that utilize the marine and intertidal habitats.

Any development of Ogden Point should be completed in a manner that does not reduce these opportunities for the public, but rather enhances the wildlife viewing opportunities for locals and visitors alike.

### HABITAT TYPES AND SPECIES PRESENT

There are a variety of habitat types present at Ogden Point, both above and below the surface of the water. Subtidal and intertidal habitats include rocky areas that support kelp beds, gravel areas on the north side of the breakwater, and areas of sandy substrate with small pockets of eelgrass. The diversity of underwater habitat promotes a diversity of marine flora and fauna in a small area. The species that are likely to be observed underwater include, but are not limited to, the following:

- Marine invertebrates: mussels, barnacles, sea anemones, bryozoans, sponges, ascidians, tube worms, crabs (Dungeness, helmet, red rock, Puget Sound king crab, and kelp crabs), giant Pacific octopus, swimming scallops, and shrimp.
- Marine vegetation: bull kelp, sea lettuce, filamentous red algae, other seaweeds, and eelgrass.
- Marine vertebrates: rockfish (e.g., sleeping canary, tiger, black, yellowtail, Puget Sound and quillback), dogfish, rat fish, wolf eels, black eyed gobys, warbonnets, greenling, lingcod, perch, flounder, and sculpins.

Other habitats present include the breakwater, existing terminal property, cobble beaches, and small pockets of intertidal habitat in protected coves. Wildlife viewing opportunities for the public include, but are not limited to:

- Marine mammals: harbour seals, Steller and California sea lions, orcas, and harbour and Dahl's porpoises.
- Waterfowl: red breasted merganser, common goldeneye, bufflehead, hooded merganser, greater scaup, American coot, longtail duck, surf scooter, Pacific loon, red-necked grebe, horned grebe, Canada geese, mallards, and American widgeon.
- Gulls: glaucous-winged gull, mew gull, Heermann's gull, California gull, Western gull, Bonaparte gull, and Caspian tern.
- Shorebirds: western sandpiper, black-bellied plover, and black oystercatchers.

### OBJECTIVES

The development objective regarding Site biodiversity should focus on:

1) Protection of the biological resources currently at the Site

2) Opportunities for enhancement of this biodiversity

**Protect Existing Biodiversity**

To protect the existing biodiversity during development by careful planning of construction activities, preparation of a robust construction environmental management plan, and implementation of industry-leading best management practices.

**Consider and Implement Opportunities for Enhancing Biodiversity**

To consider and implement any opportunities for enhancing the biodiversity (both below and above the sea surface) at the Site, where feasible.

### GUIDELINES

(a) Implement appropriate mitigation during construction to protect the existing biodiversity at the Site.

(b) Be aware of any opportunities during the implementation and construction phases to improve the habitat at Ogden Point in an effort to increase the biodiversity at the Site.

## IMPLEMENTATION

- During landscape design and development of planting plans for the Site, utilize plant species known to enhance the habitat present to encourage use by individuals and, potentially, species, particularly for avian species.
- Incorporate habitat enhancements in final design of Site amenities.

### SHORT-TERM ACTIONS

> Work with stakeholders and biologists to identify opportunities for protecting and enhancing the habitat and biodiversity on the Site.

## IMPLEMENTATION

### 5.1.3. Opportunities for Public Interpretive Sites

#### RATIONALE

Ogden Point will become a *gateway* for visitors to Victoria from the air and sea as well as an amenity for the adjacent residential properties and city residents. Opportunities to enhance the experience of visitors and locals through creation of interpretive sites and presentation of educational material about the local biological resources should be implemented, where feasible.

#### OBJECTIVES

**Enhance the visitor experience at Ogden Point for both new visitors and locals.**

(a) To create opportunities for increased enjoyment of the existing biodiversity through additional viewing and interpretive sites and features.

(b) To place interpretive and educational resources at Ogden Point in high traffic areas to maximize the use and enjoyment of these amenities.

#### GUIDELINES

(a) Work with stakeholders and biologists to develop conceptual plans of additional viewing and interpretive sites for consideration in future developments.

(b) Select and implement the development of interpretive areas that provide an enhanced experience for guests to the Site.

Implementation of new viewing and interpretive sites must be planned and implemented effectively. Although further study to determine feasibility is required, the following are potential ideas for viewing and interpretive sites.

- Incorporation of salt water aquariums into the interior design of Site facilities. This would be an opportunity to provide guests with a chance to observe closely some of the local marine life would otherwise only be accessible to recreational divers. These tanks would become year-round features.
- Deploy underwater video cameras at areas of different habitat types and live stream the video footage to monitors in Ogden Point terminals or buildings. Interpretive panel displays at each monitor could identify the species likely to be observed in each habitat type with information about the uniqueness and value of each habitat type. These live feeds could be streamed to the Ogden Point website as well.
- Develop interpretive trails and signs around the Site as a way to educate visitors and provide another Site amenity.
- Consider the implementation of a touch pool at Ogden Point for species that would be suitable for such an installation. Rotation of touch pool specimens could be developed through a partnership with the local dive store or diving enthusiasts.
- Implement the creation of additional viewing sites at Ogden Point and the breakwater to enhance viewing opportunities. Consider adding fixed, weather-proof binoculars that can either be coin operated to generate revenue or free for use. These would increase the visitors experience by allowing detailed viewing of distant objects and wildlife.

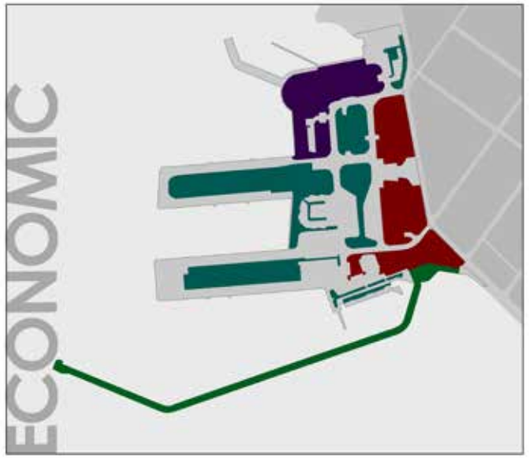
#### SHORT-TERM ACTIONS

> Work with stakeholders and biologists to determine interpretive content and location of the viewing and interpretive sites to incorporate into a proposed development phase.

### 5.1.4. Table 1 - Preliminary Summary of Potential Environmental Regulatory Permits

| REGULATORY PERMIT APPLICATION | WHY DOES THIS PERMIT APPLY? | ANTICIPATED STUDIES AND POTENTIAL DATA REQUIREMENTS | APPROXIMATE TIME TO PREPARE APPLICATION | APPROXIMATE REGULATORY REVIEW TIME | REGULATORY APPLICATION FEE |
|---|---|---|---|---|---|
| Fisheries and Oceans Canada (DFO)<br>» Request for Review | It is recommended that projects taking place in and near water and have the potential to cause serious harm to fish as described in the Fisheries Act receive counsel from DFO through a Request for Review. A Request for Review is expected to be necessary if any construction is within the marine environment or has the potential to affect the marine environment (such as shading from new pier development). | 1. Field Studies<br>» Desktop review of existing habitat<br>» Intertidal, subtidal and marine riparian field surveys including fish and fish habitat surveys<br>2. Sediment Dispersion Modelling (for dredging)<br>3. DFO Self-Assessment<br>4. Construction Environmental Management Plan<br>5. Description of construction methods and materials<br>6. Engineering drawings<br>7. Site maps and photographs<br>8. Additional info to make determination of serious harm or if the project requires an authorization. | Field studies and application preparation typically takes 6 months to 1 year; however multi-year studies may be necessary | Minimum 3 months; however, a timeline to complete a review of a Request for Review is not legislated | At this time there is no regulatory application fee for a Request for Review. |
| Fisheries and Oceans Canada<br>» Authorization | If after a Request for Review it is determined that the project will cause serious harm to fish as described in the Fisheries Act, then an application for an Authorization (Paragraph 35(2)(b) Fisheries Act Authorization) to ensure compliance with the Fisheries Act may be necessary. | 1. Additional Field Studies may be required beyond what is done for a Request for Review.<br>2. Habitat Offsetting Plan | If additional field studies are necessary, an additional 6 months is expected. | DFO is legislated to review the Authorization for completion within 60 days, followed by 90 day review period to assess the application. | Letter of Credit may be necessary. DFO issues a Letter of Credit to provide a financial assurance mechanism in the event that an offsetting plan is not completed. This allows DFO to access funds to ensure that the offsetting plan is implemented under the authorization. |
| Transport Canada<br>» Notice of Works | Transport Canada prohibits the construction of certain projects on marine and navigable freshwater without approval. A Notice of Works is to the Minister may be necessary when a proponent proposes to construct, place, alter, repair, rebuild, remove or decommission a work in a Scheduled water body that is not a designated work under the Minor Work Order. At this time it is unclear whether the proposed project falls under a Minor Work Order; therefore, it is assumed that a Notice of Works may be required. | 1. Field Studies<br>» Desktop review of existing habitat<br>» Intertidal, subtidal and marine riparian field surveys including fish and fish habitat surveys<br>2. Project description<br>3. Description of construction methods and materials<br>4. Legal site description<br>5. Site maps and photographs<br>6. Engineering drawings<br>7. Anticipated construction start/end dates | Field studies and engineering design should be complete and construction methods understood when submitting the application. This supporting information typically takes 6 months to multiple years depending on how long engineering design takes. | Minimum 3 months | At this time there are no fees set by the Transport Canada Navigation Protection Program. |
| Ministry of Forests, Lands and Natural Resource Operations<br>» Crown Land Tenure | Project activities on provincial Crown Land (e.g., land, including the intertidal and subtidal seabed areas from the high water mark to the provincial jurisdiction limits) require permission by the Province. Marinas and yacht clubs can be established on foreshore and/or aquatic Crown Land through tenures available through the Province.<br>It is to be determined if the Project will require a Crown Land Application as the proposed work may affect foreshore lots. | 1. Field Studies<br>» Desktop review of existing habitat<br>» Intertidal, subtidal and marine riparian field surveys including fish and fish habitat surveys<br>2. Construction Environmental Management Plan<br>3. Crown Land Management Plan<br>4. Project description<br>5. Site maps<br>6. Engineering drawings<br>7. Public advertising<br>8. Staking notice<br>9. Consultation<br>10. Land survey | Field studies and engineering design should be complete and construction methods understood when submitting the application. This supporting information typically takes 6 months to 1 year depending on how long engineering design takes. | Minimum 6 months | Application fees vary by purpose. |

| REGULATORY PERMIT APPLICATION | WHY DOES THIS PERMIT APPLY? | ANTICIPATED STUDIES AND POTENTIAL DATA REQUIREMENTS | APPROXIMATE TIME TO PREPARE APPLICATION | APPROXIMATE REGULATORY REVIEW TIME | REGULATORY APPLICATION FEE |
|---|---|---|---|---|---|
| Environment and Climate Change Canada<br>» Disposal at Sea Permit | If dredging is a potential component of the proposed project then disposal of the dredge sediment needs to be considered. A Disposal at Sea Permit is required by anyone who intends to dispose of materials at sea. | 1. Field Studies<br>» Sediment Sampling to characterize physical and chemical sediment characteristics<br>» Sediment Toxicity Test (e.g., acute and chronic tests)<br>» Sediment Dispersion Modelling at source and disposal site<br>2. Fish and Fish Habitat Field Studies of the source site and disposal site<br>3. Engineering drawings including dredge footprint, volume of sediment, spatial area and depth of dredging<br>4. Options analysis for land-based disposal, re-use of dredged material<br>5. Detailed dredging/disposal methods<br>6. Construction timelines<br>7. Develop mitigation and monitoring plan for pre-, during and post-disposal activities<br>8. Public advertising<br>9. Consultation | Typically 8 months to 1 year | Minimum 6 months | $2,500 application fee as prescribed in the Disposal at Sea Regulations |
| City of Victoria<br>» Rezoning Application<br>» OCP Amendment | If the proposal for a development does not meet the use and density requirement as specified in the Zoning Regulation Bylaw, a Rezoning application is required. A similar process is required for an amendment to the Official Community Plan. | 1. Meeting with city planner to go over application<br>2. Consultation with the neighbours and local community<br>3. Plan and prepare for a community meeting to present the development proposal.<br>4. Prepare a letter to Mayor and Council with the following:<br>» Description of proposal<br>» Government policies<br>» Project benefits and amenities<br>» Need and demand<br>» Neighborhood<br>» Impacts<br>» Design and development permit guidelines<br>» Safety and security<br>» Transportation<br>» Heritage<br>» Green building features<br>» Infrastructure | Variable- depends of complexity of development application | 6 to 8 months from submission of a complete application package- more for complex applications | » $400 to advertise the date of a community meeting prior to submitting an application. This fee is $800 if an Official Community Plan amendment is required<br>» $1,400 as a base fee plus a large project fee, if applicable<br>» $1,200 for the Public Hearing fee |
| City of Victoria<br>» Building Permit | Any building project in the City of Victoria will require a building permit. | 1. Accepted rezoning and OCP Amendment applications<br>2. Completed building application form<br>3. 3 sets of construction plans<br>4. Value of construction (excluding plumbing and electrical) | Variable- depends of complexity of development application | 20 days to review from submission of a complete application package- more for complex applications | » 25% of the building permit fee ($30.00 + 1.25% of the construction costs, excluding plumbing and electrical).<br>» Full fee is required up front for Tenant Improvement Permits.<br>» A 5% fee reduction up to $500 will be granted when sealed plans and Letters of Assurance are provided from a professional Engineer or Architect. |




Commercial, retail, and institutional development proposals should be based on a solid, objective business case and should be designed to accommodate a range of tenant types in order to ensure diversity and *sustainability.*

## 5.2. Economic

WHAT WE HEARD

The community is generally supportive of diversification, including retail/commercial, and institutional uses.

### RATIONALE

Ogden Point will face a number of challenges in the next decade, including financial and operational demands that will see significant costs for upgrades and maintenance to all of its assets, including Ogden Point. As part of the process the GVHA must consider the needs of its current tenants, the marine and tourism industry at large, and the impacts of a heliport, marine industrial, and cruise terminal facility adjacent to the James Bay neighbourhood.

Changing markets and demands of the marine industry make it essential that the GVHA maintain a flexible development plan for the facility in order to accommodate a range of uses associated with a *working harbour* operation. Apart from maintaining and improving the infrastructure for cruise business, the GVHA will continue to seek and market business opportunities for marine industrial business and services at Ogden Point.

**56%** of GVHA's income is generated by the cruise industry

### OBJECTIVES

Commercial, retail and institutional development proposals should be based on a solid, objective business case and should be designed to accommodate a range of tenant types in order to ensure diversity and *sustainability*.

The recommendations outlined in the Master Plan are intended to meet the following objectives:

**Foster Economic Stability through a Diverse Range of Tenant Types**

(a) To diversify the economic base on Ogden Point to allow the GVHA to generate income to meet capital and operational demands.

(b) To address the need for retail stores in James Bay, including grocery, hardware, medical/dental, and neighbourhood-based commercial opportunities.

(c) To provide opportunities for a post-secondary, technical school that is focused on marine industries and marine-related research.

**Incorporate and Express First Nation Culture**

(a) To encourage the development of Ogden Point as a cultural and educational hub that promotes First Nation culture as well as marine education.

(b) To allow the Songhees and Esquimalt Nations to benefit from business development opportunities that encourage employment on the property, as well as to provide spaces to celebrate their stories on the Site for the benefit of locals and visitors alike.

### GUIDELINES

(a) Introduce a new, transitional commercial zone along Dallas Road, which includes pedestrian-oriented retail, commercial, office, hotel, and institutional uses.

(b) Consider opportunities for off-season use of cruise and parking facilities, including conference facilities, covered markets, performance and exhibition space, and festival grounds.

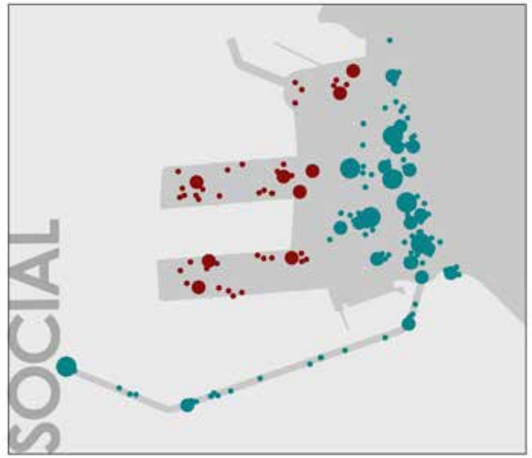


## IMPLEMENTATION

- Continue discussions with local post-secondary institutions regarding the introduction of a technical school on the Site.
- Throughout implementation, temporary edges should be finished such that their surfaces have the appearance of being finished.

### SHORT TERM ACTIONS

> Pending further market and economic analysis




## 5.3. Social

Ogden Point should provide opportunities for social and cultural interaction for locals, employees, and visitors alike. The design of the Site should ensure the well-being of the thousands of people expected to occupy, visit, and pass through Ogden Point each day, while providing opportunities for a diverse group of people to linger, celebrate, interact, and learn.

### RATIONALE

The GVHA faces a unique challenge due to its heavy reliance on cruise tourism as an economic driver. In peak tourism season, Ogden Point sees thousands of visitors every day. In the off-season, however, the Site is visited mainly by employees, locals, and business travellers. The intent of this section is to recommend a number of strategies that can be used to enhance, sustain, and mitigate social considerations on the Site.

### OBJECTIVES

The following recommendations should be considered to enhance the safety and security of cruise passengers, visitors, employees, and the surrounding community:

**Prioritize Public Safety and Security**

(a) To utilize design strategies that contribute to public safety and security and that minimize opportunities for inappropriate or criminal activity.

(b) To encourage an integrated design that will offer natural surveillance and will ensure the safety and security of visitors, tourists, and employees.

(c) To ensure the well-being of the thousands of people expected to occupy, visit, and pass through the Site each day.

**Program Site to Ensure Year-Round Occupation**

(a) To encourage a critical mass of visitors to the Site to provide an economic base and ensure public safety through "eyes on the street".

(b) To ensure off-season use of cruise and parking facilities and provide a community amenity while discouraging inappropriate activity on the Site.

An estimated
**533,000** passengers
arrived at Ogden Point in 2016


### WHAT WE HEARD

There is strong support for increasing amenities including restaurants, events, and activities like the farmer's market.

The breakwater is an important social space for locals and visitors and continued access is important.

GUIDELINES

(a) New buildings should address current principles related to Crime Prevention Through Environmental Design (CPTED) (in accordance with the guidelines adopted by the City of Victoria).

(b) Encourage the incorporation of active commercial, retail, and institutional uses to promote natural surveillance and generate positive and desirable activity along Dallas Road.

(c) Position building entrances and access to pedestrian walkways in locations that are easily identifiable from street level to enhance the neighbourhood character and contribute 'eyes on the street.'

(d) Encourage the design of highly-visible pathways with pedestrian-oriented lighting that are conducive to positive public activity. Where practicable, development proposals should coordinate lighting times and levels for interior and exterior public spaces to eliminate dark corners.

(e) Development proposals should carefully consider landscape design and topography to ensure adequate surveillance and to minimize visual barriers and hiding spots.

(f) Programming on the Site should consider opportunities to overlap activities in order to maximize opportunities for 'eyes on the street' in public and private areas

## IMPLEMENTATION

- The *harbour* will be designed to continue to implement all three levels of MARSEC levels. With the potential of a transitional commercial area, consideration will be given to accessing these areas as part of the security plan.

SHORT TERM ACTIONS

> Implement future enhancements such as lighting, celebration point at the lighthouse end, and historical plaques to encourage use of the breakwater.

> Increase amenities such as restaurants, events, and activities like the farmer's market.

# 6.0 IMPLEMENTATION

## 6.1. Phasing

## 6.2. Master Plan Administration

## 6.3. Business Strategy

This section is pending due to completion of traffic impact and market impact/ assessment reports that will form part of this documentation.

# GLOSSARY

| | |
|---|---|
| Accessory Uses | A use that is normally incidental or normally associated with and subordinate to the principal use. |
| Arterial Road | A street that typically emphasizes a high level of traffic mobility at higher speeds and volumes and a low level of property access, serving longer distance trips including those between major activity centres and regional destinations. Secondary arterials represent a sub-classification of this street type. |
| Cultural Landscapes | Geographic area or property with character-defining elements that are the result of human interaction with the environment, or which represent the social, cultural or heritage values of a community. |
| Cultural Spaces | Places for the arts and cultural development including performance venues, exhibition spaces, studios as well as industrial, office and retail spaces where such activities occur. |
| Fee Simple | Private ownership of property with no strata-title ownership or obligations. |
| Floor Space Ratio | The ratio of the total floor area of a building to the area of the lot on which it is situated. |
| Gateway | Physical and spatial elements that mark a primary point of entry to a defined area within a city, that may include open space, buildings, decorative structures, signage, or other special design features. |
| Harbour | Portion of Victoria's marine waterfront extending from the Ogden Point breakwater to Selkirk Trestle |
| Harbour Pathway | The currently incomplete public multi-purpose pathway running along the Victoria Harbour south and east shore between Ogden Point and Rock Bay—also referred to as the David Foster Way. |
| Human Scale | The experience of comfort and fit between the size (height, distance, areal extent, details) of physical surroundings and its natural and built elements relative to the size of a person with average vision, hearing and walking ability. |
| Light Pollution | Excessive or obtrusive artificial light, and resulting impacts on adjacent development, ecosystems, human health and illumination of the night sky. |
| Open Space | Land that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events or aesthetic enjoyment that is generally publicly-accessible, and that is not a designated City of Victoria park. Open space may include private lands, public lands and City-held property. |
| Place Character | The combination of street and lot patterns, landscape features, building forms, and activities that collectively determine the experiential and visual character of a place. |
| Placemaking | A holistic and community-based approach to the development and revitalization of cities and neighbourhoods, that creates unique places of lasting value that are very often compact, mixed-use, and pedestrian and transit-oriented with a strong civic character. |
| Principle Use | The primary and intended use of a lot or building. Principal use activities may occur without planning consent being required. |
| Public Art | Artwork selected commissioned, created or donated for location in public space, and created by an artist. |
| Public Vantage Points | Defined public outdoor locations from which a view or vista is obtained. |
| Sense of Place | The subjective experience of a place as having physical and social attributes that make it distinctive and memorable. |
| Setback | The shortest horizontal distance from a boundary of a lot to the face of the building. |
| Stepback | A step-like recession in the face of a building after the first storey that is intended to bring more light to the street level and decrease the perceived height and massing of the building. |
| Street Wall | A generally continuous edge of building facades that collectively define streets and sidewalks, and include portions of building facades above the ground. |
| Sustainability | Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable practices consider the social, economic, and environmental impacts of development and affirm that socio-economic activity happens within ecological limits. |
| Urban Design | Urban design is concerned with the human-made environment. It is a discipline that is dedicated to the relationships among the fields of urban planning, architecture and landscape architecture. The concerns of urban design range from a broad level, such as the layout of entire cities, to particular aspects of designed environments such as architectural detailing, landscaping and street furniture. |
| Wayfinding | A system of signage, distinctive physical features and information that aid in the navigation of urban areas, primarily but not limited to pedestrians. |
| Working Harbour | A place where commerce requiring the connection between land and water takes place. |

# APPENDIX A
# OGDEN POINT
# FUNCTIONAL AND FACILITIES PLAN

# OGDEN POINT
# FUNCTIONAL AND FACILITIES PLAN

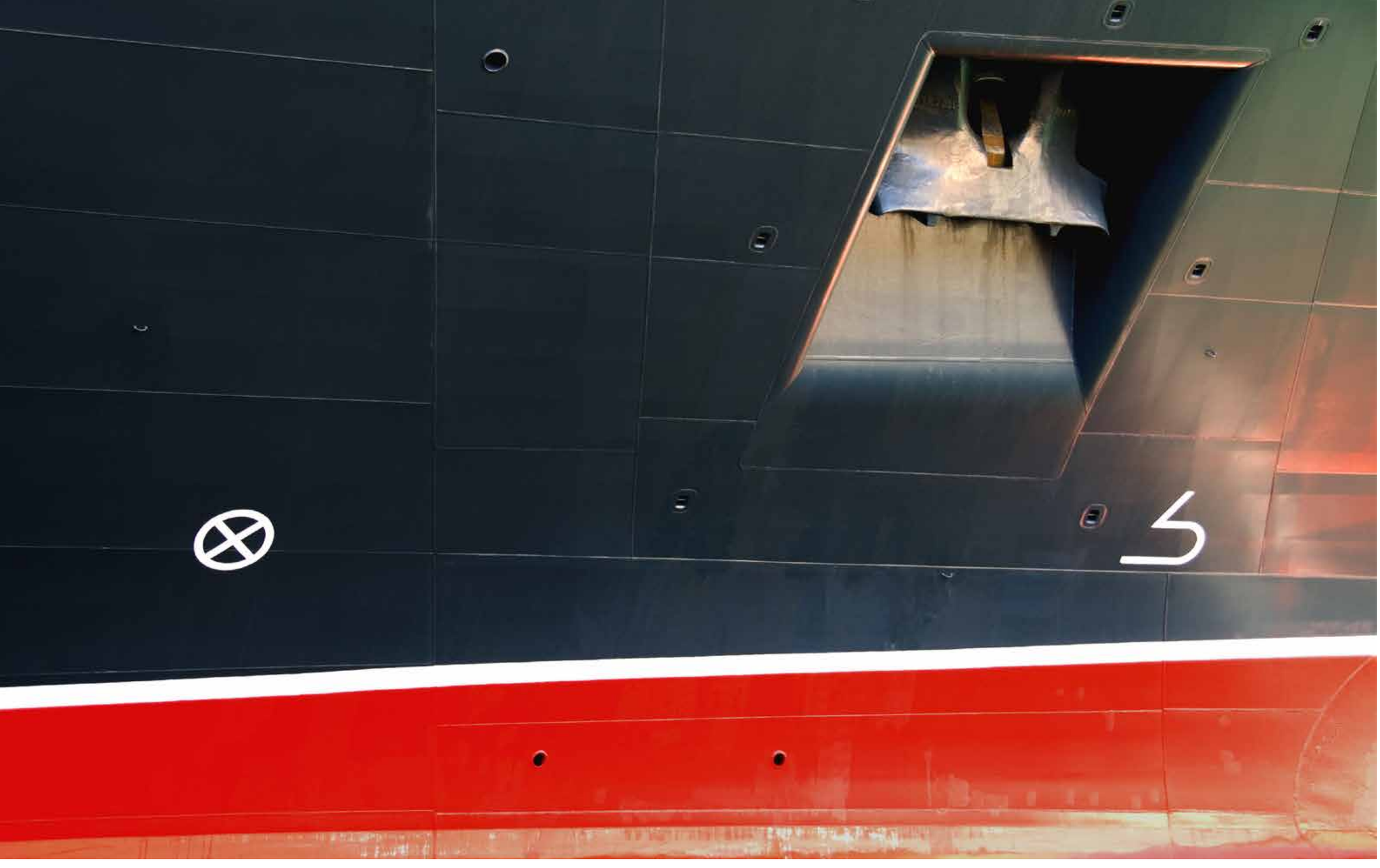
Greater Victoria Harbour Authority
July 13, 2016

GVHA 2015/Heath Moffatt Photography

Stantec

GREATER VICTORIA HARBOUR AUTHORITY

# CONTENTS



# EXECUTIVE SUMMARY



This report is prepared in acknowledgement and respect of the Esquimalt and Songhees Nations, on whose traditional territories Ogden Point is located.

The GVHA and Stantec Consulting Ltd. also acknowledges the input of various partners, stakeholders and the community, and looks forward to ongoing dialogue as the masterplan is completed for December 2016.

The Ogden Point Functional and Facilities Plan (OPFFP) is Phase 3 of a five-phase master planning process initiated by the GVHA in 2008. Work on the OPFFP was begun by Stantec Consulting Ltd.(Stantec) in late 2014 starting with a review of previous work prepared in Phases 1 (2008) and Phase 2 (2012–13). A detailed consultation plan for both phases 3 and 4 (Masterplan) was begun in early 2015.

This report is organized in four parts which outline the development of the OPFFP Plan.

**Part 1–Introduction**—focuses on the scope, process and general background of the work completed to date. This section identifies the vision, objectives and drivers of the plan that have influence the development of the proposed layout.

**Part 2–Site Analysis and Functional Design Criteria**—focuses on the development of the constraints and opportunities for planning the facility building on site analysis and preliminary programming of uses and areas on the property.

**Part 3–Functional and Facilities Plan**—focuses on the proposed layout and uses of the plan that will form the foundation for the masterplan guidelines and implementation strategy. This section includes a brief summary of the infrastructure assessment and approach for the plan and a summary of the proposed rezoning and uses strategy.

**Part 4–Summary and Next Steps**—outlines the key findings of this report and describes the next steps of the planning process.

Esquimalt Nation

# Background

## Regional Context

Ogden Point is located in a region served by major Canadian and US ports, ranging from Prince Rupert to ports located on the Columbia River. The key ports include the container and bulk operations at Prince Rupert BC, Port Metro Vancouver BC, Seattle WA, Tacoma OR, and Portland OR (Figure ES.1). Operating as a working harbour for over a century, Ogden Point is at a significant crossroad in its growth and development as a world class marine facility and tourism gateway. A key consideration in the planning process is addressing the regional and community context to understand the constraints and opportunities for the facilities business growth over the next 30 years. Of equal importance are the impact and benefits of the site on the local and greater Victoria community as a tourism gateway and functioning marine industrial facility. The functional and facilities plan is intended to address the near and future practical requirements of the property and to address, where possible, improvements to the current layout and functions of the site.

Ogden Point is owned by the Greater Victoria Harbour Authority (GVHA) as fee simple property and is 34.7 hectares,(85.71 acres) in area. The land base area is approximately 13. 7 hectares (33.92 acres). Ogden Point operated with four deep-sea berths. (Figure ES.2) Pier A, located to the south of the site, offers two berths, 1,000 feet and 800 feet, with a 100,000 square foot warehouse. Two berths at Pier B have been extended, at considerable cost and benefit, to 1,040 feet with the installation of a mooring dolphin. All berths have 9.44 metres to 10.6 metres (31 to 35 feet) of water alongside at zero tide.

Ogden Point is expecting to see 226 scheduled cruise ship visits in 2016. This has increased steadily over the past decade from approximately 186 cruise visits in 2006. The increase has seen over 500,000 passengers and 200,000 crew enjoy the Victoria area and region. A key factor in this growth is that ships are becoming larger with the potential to reach combined passenger and crew totals of 6,000 persons arriving in port. This provides an opportunity to improve and enhance the infrastructure to create a world class arrival experience for visitors. While cruise is the predominant business which contributes to over 60% of the GVHA general income, other vessels such as yacht transfer and cable laying ships are also berthed at the facility.

Accommodating and growing this non cruise business as well as growth in other marine based services is crucial to the GVHA in the long term.


Figure ES.2: Aerial View of Ogden Point

# General Process

The OPFFP was developed within an extensive consultation framework[1] and process which sought to maximize input from diverse participants. Key messaging for the project from the outset was that firstly, the plan would be developed to account for its primary function as a working harbour, with a focus on the improvement and enhancement of the cruise facilities as its major source of income for the foreseeable future.

1 Refer to the Ogden Point Masterplan and Rezoning Application—Engagement Plan 2015–2016. Available at http://www.gvha.ca/ogden-point-terminal/ogden-point-master-plan


Figure ES.1: Regional Context Map

Secondly, the GVHA and its partners require that other opportunities for diversifying its financial and economic portfolio must be evaluated for the site leading to potential changes in its current land uses.

Thirdly, that the facility is located within the James Bay community that is impacted by the activities of the site and subsequently the OPFFP must demonstrate a clear plan for implementation, consultation and governance as the project is implemented.

Fourth, the GVHA is faced with several challenges in the next decade including financial and operational demands that will see significant costs for upgrades and maintenance to all of its assets including Ogden Point. As part of the process the GVHA must consider the needs of its current tenants, the marine and tourism industry at large, and the impacts of a heliport, marine industrial and cruise terminal facility adjacent to a James Bay residential area.

With this in mind the Stantec team approached the project by balancing these various viewpoints with the future functional development of the site to continue to provide world class facilities. In balancing these inputs several commonalities emerged that are central to the development of the functional plan:

- The facility should be planned and implemented in partnership with the Esquimalt and Songhees Nations.
- The facility should be planned for the local community while balancing the needs of the marine industry that operates on these facilities.
- Decision making should be based though a social, economic and environmental lens, to create a balanced outcome between the plan's needs, impacts and benefits.
- The GVHA is continually evolving and growing as a key organization and will work to implement systems and governance to operationalize the plan.
- The movement of transportation and people will need to be addressed as part of the planning process as well as the financial viability of the facility.

### Key Drivers

Ogden Point is firstly a working harbour facility that will continue to provide marine and industrial related services to the region. There are several drivers that are key to the plan's development and future implementation. These drivers include:

- Significant emerging asset costs for all GVHA facilities—$60 million+
- Certificate of Compliance pending
- Cruise business is 60% of GVHA's income source
- Ongoing community concerns (uses, amenities emissions, noise and traffic)
- City requirement for a masterplan and rezoning

*Cruise business is the primary driver of the plan:*

- Improve tourism and visitor experience.
- Improve supporting infrastructure and servicing.
- Improve circulation and movement.
- Improve local community experience.

*Economic/Financial Drivers:*

- Economic diversification to allow GVHA to generate income to meet capital and operational demands
- Flexibility for current and future marine industry and services
- Inclusion of other types of complimentary uses that generate income—commercial, institutional and retail

*Challenges:*

- Cruise operations require a siginificant amount of land and water access (over 50% of the site) during the cruise season which restricts the development of more permanent marine business that require access to the water all year round.
- Public safety and security—public safety is a primary concern of the GVHA, especially during the cruise season when large traffic volumes and pedestrians are on the site. Other marine industrial activities on the property also require appropriate safety measures. Border protection requirements during cruise visits also require strict controls regarding access to the piers.
- Dallas Road—as the only access ot the site, Dallas Road is a critical part of Ogden Point's operation. Ongoing challenges of this road include, but are not limited to, traffic congestion, access for trucks servicing the Ogden Point facility, noise and emissions, and pedestrian safety.

## Objectives of the Functional and Facilities Plan

The OPFFP is integral to the overall master planning process by providing an important planning foundation for making decisions. The objectives of the OPFFP are:

a) Reflect GVHA's requirements to enhance cruise and related facilities.

b) Build upon effective consultation and dialogue, and be supported by the GVHA, partners, regulators, stakeholders and the local and broader community.

c) Identify near and long term diversification opportunities for cruise and marine activities and services, as well as other uses on the property, to meet GVHA's financial objectives.

d) Develop a high level infrastructure assessment of the proposed plan.

e) Become a foundation for the completion of the masterplan.

## Other Reports

To supplement Stantec's work, two external documents were prepared by the following subconsultants:

**Wave point Consulting (2015)** prepared a memorandum summarizing the outcomes of their review of the previous market assessment for the cruise and cargo sectors prepared for the GVHA[2]. This review included consideration of the assumptions inherent in the previous work and identified gaps that should be considered as part of the functional and facilities planning process. The focus of this review was on highlighting the major implications from the previous research efforts that would impact the current functional planning initiative. Key summary findings included[3]:

### Cruise Business

- The length of time cruise ships are in port is subject to some variation. However, it is predominately between five and eight hours. A significant number of ships stay more than eight hours while some cruise ship visits last less than a five-hour period.
- Ogden Point marine terminal could reasonably expect to see vessel and passenger demand from two 5,000 passenger cruise ships on pier B and up to 4,000 passengers from a cruise ship on Pier A.
- Victoria, with its high level of shore excursion product offerings, is in a stronger position to meet the needs of mega size cruise vessels compared to other BC port of call competitors.
- The need to address the berthing and landside operational requirements from multiple mega size cruise ships berthed simultaneously at Ogden Point will significantly impact landside planning and the amount of space needed to support cruise traffic at the Ogden Point terminal.

### Non-Cruise Business

- Lay berth, yacht trans-shipment, cable vessel support base will continue to be the dominant forms of non-cruise shipping activity that will find the Ogden Point marine terminal commercially and functionally viable.
- Access to the Ogden Point marine terminal is currently very constrained by the lack of a suitable truck route through Victoria. The lack of an adequate truck route through the City of Victoria to and from the Ogden Point terminal is a significant factor in reducing the potential types of non-cruise shipping activity that would find the site commercially or functionally attractive location.
- It is important to note that Transport Canada's port and vessel security regulation can come into play even if a ship is not necessarily involved in actively loading or discharging cargo. The maritime security (MARSEC) regulations have three levels. During a

2 Documents reviewed by Wavepoint Consulting included:
- *Ogden Point Cruise Market Assessment* August 16, 2012, by Bermello, Ajamil and Partners,
- *Greater Victoria Harbour Authority Marine Market Assessment 2012*, by Martin Associates.
- *Cruise Economic Impact Facts and Stats*, December 13, 2013
- *The Economic Contribution of Cruise Tourism in Victoria 2012* by Business Research and Economics

3 Wavepoint Consulting - Review of the previous market assessment for the cruise and cargo sectors prepared for the Greater Victoria Harbour Authority (GVHA) 2015 p.2

period of heightened security, the mariner terminal operator is required to maintain additional protective security measures. Thus, the physical location and types of land use activities allowed on the site will require careful consideration if they are to be included or integrated into areas of the site where shipping activity will also occur.

**Site Economics Ltd. (2016)** prepared an Ogden Point Harbour Development Opportunity and Market Analysis[4] report outlining the potential for industrial, commercial and retail opportunities on the property. At this stage of the project, Stantec had concurred with the original Ch2MHIll study[5] which had identified a "transitional mixed use zone" and through schematic planning, a development area of approximately 12 acres (4.85 hectares) to the east of the site, along Dallas Road.

The report findings are summarized as follows:

- **Retail:** The James Bay Neighbourhood has relatively few retail stores and there is sufficient demand to warrant a new supermarket and neighbourhood shopping centre on this site. The scale would be on the order of 63,000 square feet of net leasable area.
- **Industrial:** This component would consist of high quality flex space which can be developed as needed and located on almost any size site. The scale of industrial would be moderate if retail is warranted and large if retail proves to be too difficult. The market for small high quality industrial space is relatively strong and this is a unique location.
- Potential tenants are not just marine industry related but also businesses which serve the entire downtown and area. However, it should be noted that marine services will likely continue be a priority and requirement of the GVHA's mandate under the terms of divesture.
- **Office:** This component would consist of high quality low-rise buildings with grade level parking which can be developed as needed and each building could be located on a 1 acre site. The scale of the office space would be moderate if retail is warranted and larger if retail proves to be too difficult to achieve.
- The market for office space is not particularly strong, however demand will grow and the site does have several advantages, primarily its ocean side location and proximity to the BC Legislature. The value is severely constrained by the cost of surplus parking.
- **Development Strategy:** The ideal development program would be to focus on the retail and industrial. Retail lands are worth twice as much as office or industrial lands. Retail and industrial lands would be absorbed in the short term and maintain their high value whereas office lands would likely take the long term to be absorbed, which has a significant negative impact on land value.
- **Land Value:** The land value for the approximate 11 acres required to do this project is on the order of $15.3 million. As the hotel site is approximately 1 acre in size and the value is comparable to retail, the total value of all 12 acres of surplus lands is on the order of $16.3 million. The value is constrained by the land lease tenure and the large parkade, which is expensive to construct.
- **Economic Impact**: The economic impact of the above project was estimated using a standardized input/output model. The economic benefit is expected to be on the order of $481 million dollars for Victoria and the region. This is for the surplus area only and does not include any other aspect of terminal operations.

## Business Growth and Opportunities

Changing markets and demands of the marine industry make it essential that the GVHA maintain a flexible development plan for the facility to accommodate a range of uses associated with a working harbour operation. Apart from maintaining and improving the infrastructure for cruise business, the GVHA will continue to seek and market business opportunities for marine industrial business and services on the Ogden Point property. These business opportunities may, in the near and long term, include growth in yacht storage and servicing, cable laydown and vessel support, lay berth, yacht trans-shipment, vessel cleaning, lumber repositioning, commercial fishing, and ship building and repairs.

In some circumstances, in order to conduct marine and service operations and business on Ogden Point, the facility may be accessed beyond the normal hours of business or on a seasonal nature.

These factors are important to the GVHA in operating the working harbour and ensuring that the facility remains attractive to the marine market.

## Constraints and Opportunities

As well as the cruise business and activities on the site between April and October each year, Ogden Point is home to several key businesses that include services and goods ranging from marine repair, boat and vehicle storage, boat building, restaurant and bar, scuba diving, cable and warehouse storage, bunkering, tour services to a heliport. A summary of constraints and opportunities are provided in Part 2 of this report. A key outcome of that work identified several opportunities that were either physical (spatial) or operational, that GVHA may consider over a 30 year period. Some key findings of the site analysis work undertaken by the Stantec team are as follows:

### Constraints

C1 As an industrial site operating for over a century, management and mitigation of contaminated fill will be a primary concern. The GVHA is in the process of addressing the Certificate of Compliance (COC) requirements in order to permit future construction activities to proceed in the future.

C2 Dallas Road experiences high traffic volumes during the cruise season, which is a major constraint in the development and operation of the facility. There is also significant impact to the adjacent residential community due to the various modes of transport used from Ogden Point (buses and taxis continue to be the focal points) during the cruise season. A key success factor for the project is addressing both transportation management on site and collaboration with the City of Victoria in addressing the limitations of Dallas Road. Confirming future transportation plans for Dallas Road with the City of Victoria, is a critical step in ensuring that Ogden Point is adequately and safely serviced, and that local community concerns are mitigated, as development occurs.

C3 There are significant geotechnical and seismic factors to be considered in the structural support and safety of existing and new buildings. Since approximately 70% of the site is built upon engineered fill (often with unknown origin) it is critical that more detailed studies for liquefaction and seismic stability are conducted to manage costs.

C4 Ships are increasing in size and gross tonnage which requires careful evaluation of the limits of Ogden Point's physical and operational capacity to manage and service vessels and passengers. With the potential for cruise ships arriving in the very near future, carrying over 4,000 passengers and 2,000 crew, detailed programming of facilities as well as operational strategies will be confirmed with the GVHA during the master planning phase.

C5 Noise and emission levels from ships, helicopters and vehicles continue to be a key concern in the development of the facility. Impacts on the local community, drawing complaints, will need to be addressed through planning and operational strategies. It is noted that since vessels are now required to follow the MARPOL Annex VI requirements affecting emissions, a reduction in ship borne emissions is expected over the next decade.

C6 Several concerns have been raised by stakeholders on the wave and wind impacts to the facility and the constraints it places on ship movement and berthing as well as on land. Wind direction is predominantly south easterly and westerly. The breakwater hook provides basin tranquillity within the south waterlot (pilotage area), however wave and ship bow/stern thruster action is affecting the area off the north side of Pier B and also around the entry into the Federal water lease area, which is outside the GVHA boundary. This has placed limitation on any future development of docks or marina opportunities without appropriate attenuation.

C7 Ogden Point is located within a migratory bird sanctuary boundary which was established in 1923. Future development of the facility may require environmental review of potential impacts to wildlife and marine ecosystems.

C8 Sea rise is a concern for all ports globally. Due to rising sea levels, storms will make it more likely that the Ogden Point piers, docks and upland facilities have the potential to be damaged, critical roads submerged and utilities disrupted. As part of future planning it will be necessary to conduct a more detailed impact assessment of sea rise on the facility and create a resiliency plan. The preparation of the masterplan will identify some key options to be further developed.

### Opportunities

O1 Pier B offers significant working area that could be better utilized to manage bus traffic for cruise visitors as well as stevedoring activities.

O2 There is opportunity to develop a strong buffer

4 Site Economics Ltd. Ogden Point Harbour Development Opportunity and Market Analysis 2016 p. 2-3

5 CH2MHill. Ogden Point Master plan - Part A- Foundation for Growth, Viability and Development Technical Report. February 2012

and transition between the James Bay community on Dallas Road and the main site. This space running between both entry points into the site could be developed with commercial, open space, institutional and retail uses to provide amenity for the local community as well as visitors.

O3 There are several areas located on the water edge that would benefit from improved marine docks and access to the water. This would improve private and semipublic access.

O4 The current parking, road and bus areas have functioned well in accommodating traffic flows. There is an opportunity to develop better defined spaces and landscape that would help break up the "sea" of parking and protect the site from winds from the southeast and west. Safety and accessibility will remain the primary concerns

O5 The warehouse located on Pier A has the potential, with seismic upgrades, to provide other business opportunities for GVHA. The asset is currently underutilized, but offers significant area for boat and marine storage.

O6 There is an opportunity to create public space on the end of Pier A which may be developed as an iconic structure seen from the water.

O7 There are options to further develop the beach area south of the breakwater to accommodate public amenity spaces such as platforms that provide views of and access to the water. This would form part of an improved gateway to the breakwater.

O8 There are several options that should be considered to provide renewable energy generation on the site including, if deemed viable:

i) District energy to provide supplemental power for shore power

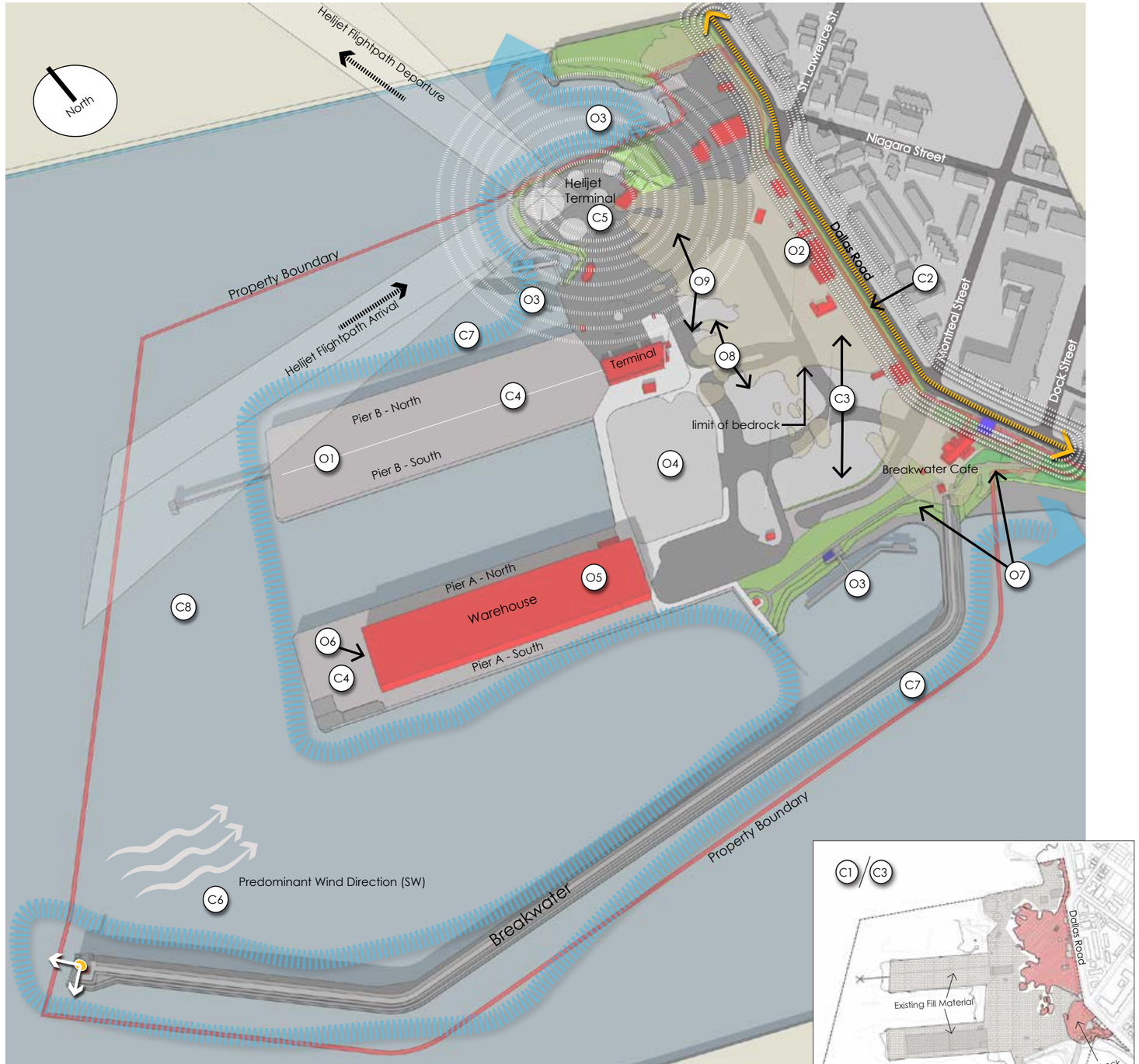
ii) Solar arrays placed on the new raised terminal and potentially the warehouse

iii) Tidal and wave power generation

O9 Ogden Point has the potential to become a cultural and educational hub that promotes First Nation culture as well as marine education. Both Songhees and Esquimalt Nations would greatly benefit from business development opportunities to encourage employment on the property, as well as spaces to celebrate their stories on the site—for the benefit of locals and visitors alike. Open space and business areas will be integrated into the plan.

C# Constraints

O# Opportunities



## Functional and Facilities Layout

The Functional and Facilities Plan layout (Figure ES.3) has been developed based on extensive discussion and consultation with stakeholders, the community and GVHA staff. This plan provides the basis for development of the masterplan layout which will later illustrate landscape, architecture and the public realm in more detail supported by guidelines and development controls.

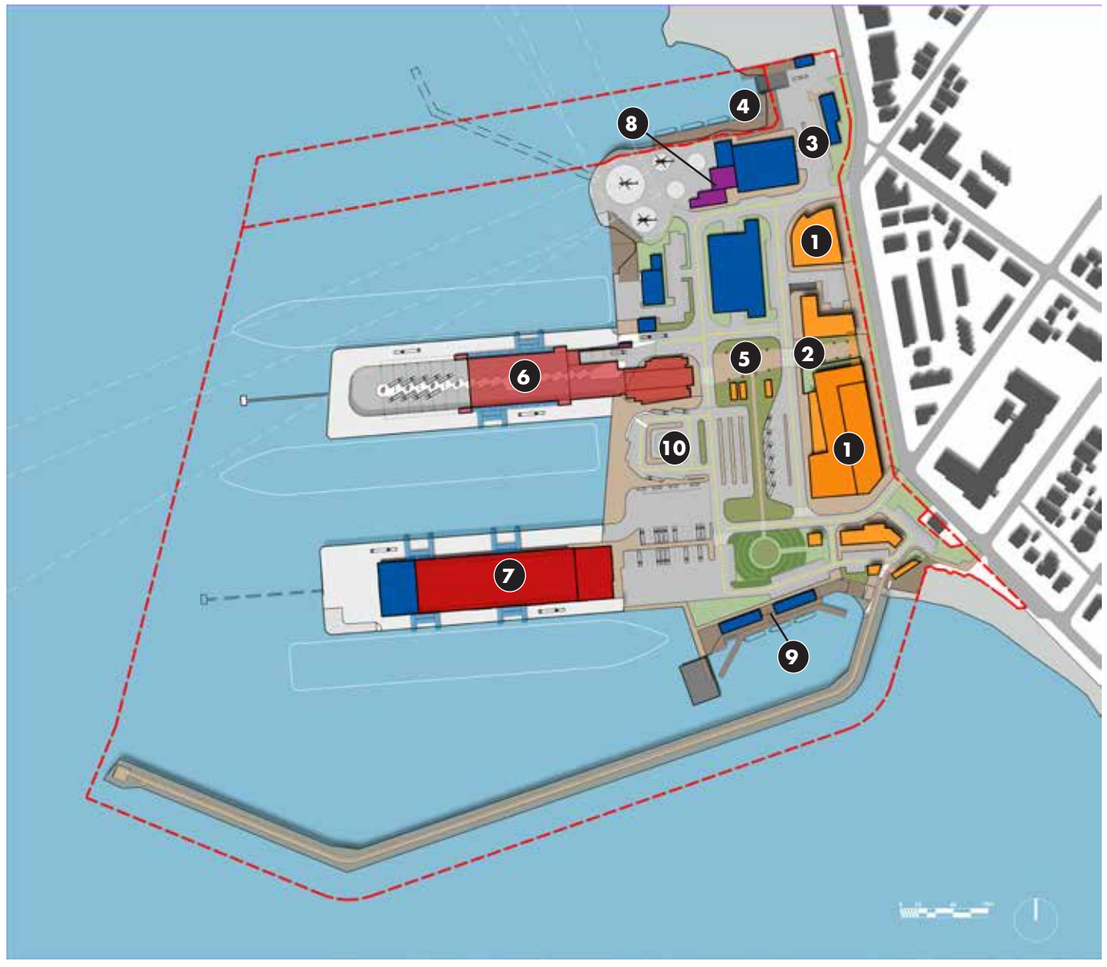



Figure ES.3: Functional and Facilities Key Plan

## Key Aspects of the Functional and Facilities Plan

The Functional and Facilities Plan (Figure ES.3) illustrates the following features:

1. Potential commercial, institutional and retail development on a parking plinth located along Dallas Road, including a potential hotel opportunity near the head of the breakwater walkway
2. New pedestrian and bike only pedestrian gateway to and from the site to encourage stronger community access and visitor accessibility to downtown
3. Revitalized marine services area allowing for small yacht storage and boat lift operation
4. Updated public boat launch
5. Dedicated open area for celebrating First Nation cultural events and offering retail
6. New raised terminal located on Pier B with tour bus parking beneath the terminal
7. Potential future home of port facilities within the existing warehouse on Pier A
8. New hangar for ambulance helicopter integrated with new heliport terminal
9. Revitalized pilotage, emergency rescue docks and amenities
10. Revised traffic and road circulation layout

Figure ES.4: Sketch Rendering of Ogden Point From South East


Figure E2.2: Functional and Facilities Plan

## Functional Land Use and Zoning Strategy

To create a zoning strategy for the property, a functional zoning plan was developed to allocate working boundaries for primary uses on the site. These primary uses were:

a) **Cruise/Marine**—Area allocated for cruise, marine and warehousing activities on Pier A and B

b) **Aviation/Marine**—Area allocated for the Heliport and any future marine service or industry

c) **Marine Services/Industrial**—Area allocated for marine industrial and service activities

d) **Commercial/Institutional/Retail**—Area allocated for development of commercial, institutional and retail real estate opportunities, not precluding other marine related uses such as technical schools and services

e) **Amenity (excluding Breakwater)**—Area allocated for public uses and retail opportunities near waterfront and breakwater areas

These five primary use areas were further broken down into potential specific uses such as office, minor retail, light marine industrial, tourism services, technical schools etc. The total percentage coverage on the site, of the five areas summarized in Figure ES.6 below

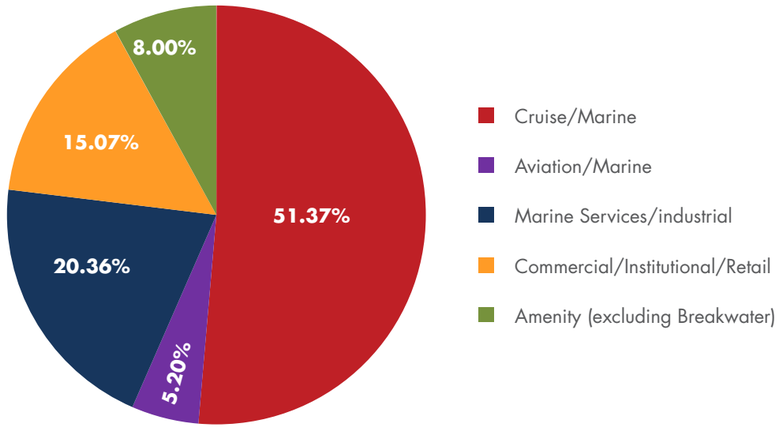



Figure ES.6: Functional Zones % Coverage

A detailed breakdown of uses is provided in the following table below:

| FUNCTIONAL ZONE USES AND SITE COVERAGE | | | | |
|---|---|---|---|---|
| FUNCTIONAL ZONE | POTENTIAL USES | ESTIMATED HECTARES | ESTIMATED ACRES | ESTIMATED COVERAGE % |
| CRUISE/MARINE | » Ship servicing and storage<br>» Bulk goods storage/transfer<br>» Conference and meeting centre (off season)<br>» Cruise ship services<br>» Docks, wharves and piers<br>» Fuel storage facilities<br>» Government offices/services<br>» High tech research/development (marine )<br>» Light industrial manufacturing<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Retail (support to other use only)<br>» Seafood processing/packing<br>» Seasonal markets<br>» Storage warehouses<br>» Taxi offices<br>» Tourist services<br>» Trade schools/educational uses<br>» Use-related parking<br>» Use-related wholesale sales<br>» Vehicle storage/rentals/services<br>» Public art/cultural exhibits<br>» Performance space<br>» Renewable energy power generation | 7.04 | 17.39 | 51.37% |
| AVIATION/MARINE | » Air travel terminals<br>» Hangars<br>» Boat servicing and storage<br>» Docks, wharves and piers<br>» Government offices/services<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Professional services/offices<br>» Trade schools/educational uses<br>» Use-related parking | 0.69 | 1.69 | 5.20% |
| MARINE SERVICES/ INDUSTRIAL | » Boat launch facilities<br>» Boat servicing and storage<br>» Docks, wharves and piers<br>» Government offices/services<br>» High tech research/development<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Restaurants<br>» Retail (support to other use only)<br>» Tourist attractions/services<br>» Trade schools/educational uses<br>» Use-related parking<br>» Use-related wholesale sales<br>» Renewable energy power generation | 2.8 | 6.91 | 20.36% |

| FUNCTIONAL ZONE USES AND SITE COVERAGE | | | | |
|---|---|---|---|---|
| FUNCTIONAL ZONE | POTENTIAL USES | ESTIMATED HECTARES | ESTIMATED ACRES | ESTIMATED COVERAGE % |
| COMMERCIAL/ INSTITUTIONAL/RETAIL | » Government offices/services<br>» High tech research/development<br>» Office use (support to other use)<br>» Office uses (major occupancy)<br>» Parking structures<br>» Professional services/offices<br>» Restaurants<br>» Retail, commercial , businesses<br>» Trade schools/educational uses<br>» University facilities<br>» Use-related parking<br>» Light industrial support uses<br>» Seasonal markets<br>» Public art/cultural exhibits<br>» Performance space | 2.07 | 5.11 | 15.07% |
| AMENITY (EXCLUDING BREAKWATER AREA) | » Tourist services<br>» Use-related parking<br>» Docks, wharves and piers<br>» Seasonal markets<br>» Restaurants<br>» Micro brewery<br>» Public art/cultural exhibits<br>» Performance space<br>» Minor retail<br>» Government offices/services<br>» Renewable energy power generation | 1.04 | 2.57 | 8.00% |

In addition to the information provided on the previous page, the following table provides a summary of potential gross floor area in the primary zones. See Figure ES.7 for the Key Map.

| KEY MAP CODE | FUNCTIONAL USE | $M^2$ | $FT^2$ | PROJECTED FLOORS | GFA $M^2$ | GFA $FT^2$ |
|---|---|---|---|---|---|---|
| 1 | Marine Services/Industrial | 135.60 | 1,459.58 | 1 | 135.60 | 1,459.58 |
| 2 | Marine Services/Industrial | 458.70 | 4,937.40 | 2 | 917.40 | 9,874.80 |
| 3 | Marine Services/Industrial | 2,101.00 | 22,614.95 | 3 | 6,303.00 | 67,844.86 |
| 4 | Marine Services/Industrial | 302.20 | 3,252.85 | 2 | 604.40 | 6,505.70 |
| | | **2,997.50** | **32,264.79** | | **7,960.40** | **85,684.95** |
| 5 | Aviation/Marine | 1,047.10 | 11,270.88 | 3 | 3,141.30 | 33,812.64 |
| 6 | Aviation/Marine | 345.70 | 3,721.08 | 2 | 691.40 | 7,442.16 |
| | | **1,392.80** | **14,991.96** | | **3,832.70** | **41,254.80** |
| 7 | Commercial/Institutional/Retail | 1,724.50 | 18,562.35 | 3 | 5,173.50 | 55,687.04 |
| 8 | Commercial/Institutional/Retail | 1,050.90 | 11,311.78 | 3 | 3,152.70 | 33,935.35 |
| 9 | Commercial/Institutional/Retail | 6,260.70 | 67,389.55 | 3 | 18,782.10 | 202,168.65 |
| 10 | Commercial/Institutional/Retail | 681.90 | 7,339.90 | 5 | 3,409.50 | 36,699.52 |
| 11 | Commercial/Institutional/Retail | 122.40 | 1,317.50 | 1 | 122.40 | 1,317.50 |
| 12 | Commercial/Institutional/Retail | 83.20 | 895.56 | 1 | 83.20 | 895.56 |
| 13 | Commercial/Institutional/Retail | 120.80 | 1,300.28 | 1 | 120.80 | 1,300.28 |
| | | **10,044.40** | **108,116.92** | | **30,844.20** | **332,003.88** |
| 14 | Marine Services/Industrial | 329.70 | 3,548.86 | 2 | 659.40 | 7,097.72 |
| 15 | Marine Services/Industrial | 329.70 | 3,548.86 | 2 | 659.40 | 7,097.72 |
| 16 | Cruise/ Marine | 9,141.60 | 98,399.27 | 2 | 18,283.20 | 196,798.54 |
| 17 | Cruise/ Marine | 7,040.40 | 75,782.16 | 2 | 14,080.80 | 151,564.32 |
| 18 | Marine Services/Industrial | 166.10 | 1,787.88 | 1 | 166.10 | 1,787.88 |
| 19 | Marine Services/Industrial | 643.70 | 6,928.72 | 2 | 1,287.40 | 13,857.44 |
| 20 | Marine Services/Industrial | 3,137.50 | 33,771.74 | 4 | 12,550.00 | 135,086.95 |
| | | **20,788.70** | **223,767.49** | | **47,686.30** | **513,290.56** |

GFA = Gross Floor Area

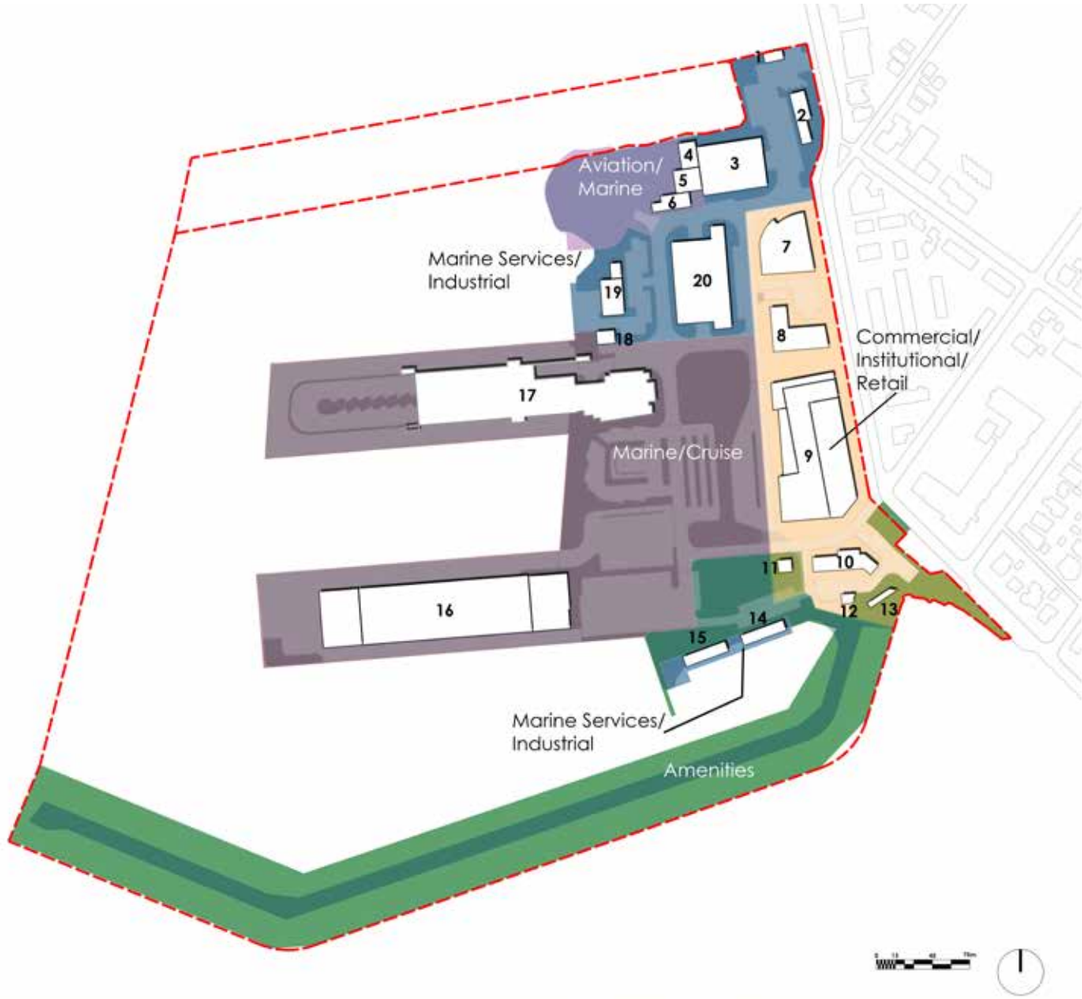



Figure ES.7: Key Map

These zones may be subject to performance standards that are subject to negotiation between the GVHA and the City of Victoria.

## Next Steps—Rezoning and Land Use Amendment

To facilitate redevelopment, the GVHA's Ogden Point site will require several municipal application processes. The nature of the proposed land use framework and density configuration has been determined through the facility planning and consultation.

A wide range of land uses is currently permitted at the site under the current M-2 Light Industrial District, at a significant floor space ratio (3:1). If the development proposal can be tailored to fit within the current zoning district technical constraints and Official Community Plan (OCP) Development Permit (DP) area guidelines, then the process would be quick and straightforward. Should a variance to the existing land use, density, or DP guidelines be required to facilitate the development plan, the process will require a much longer timeline and a generous public engagement component to complete.

Upon approval of the OPFFP, Stantec will proceed with preparation of the rezoning and land use amendments that will be submitted to the City of Victoria for preapprovals. This will initiate the Community Advisory Land Use Committee process, which will require that the plan be reviewed by the James Bay Community Association who will then provide their comments to the City.

Based on the objectives of the GVHA, it is recommended that a Comprehensive Development Zone (CDZ) be considered for the Ogden Point site. A preliminary zoning plan is provided in Figure ES.8. The intention of a CDZ is to maintain the primary marine and cruise services and industry with flexible area for growth, while permitting the development of commercial, institutional, and retail uses along Dallas Road as a transition between the residential area of James Bay and the port facilities.

## Next Steps—Masterplan Completion

Upon approval of the OPFFP, detailed guidelines and development controls will be prepared. This will be supported by an implementation plan that will identify the main phases of development for the plan over 30 years.

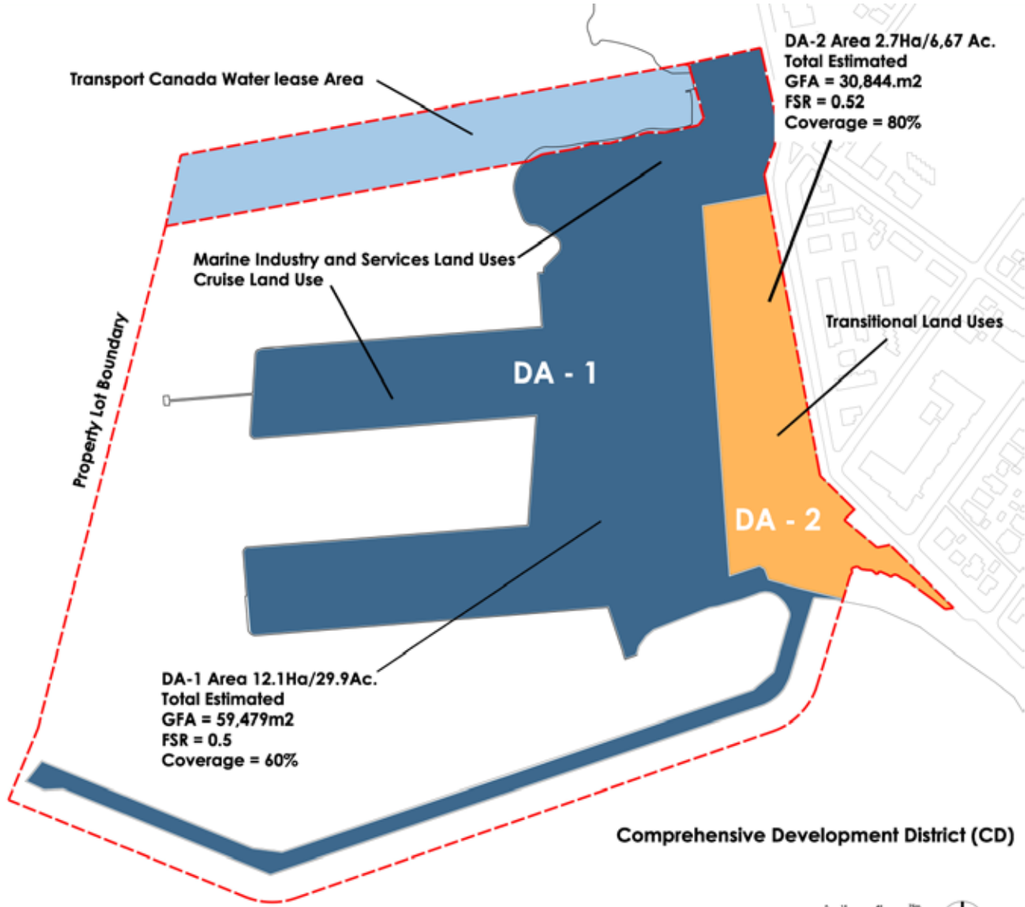



Figure ES.8: Conceptual Zoning Plan

# 01 INTRODUCTION

02 03 04

## 1.1. Overview

This section focuses on the scope, process and general background of the work completed to date. This section identifies the vision, objectives and drivers of the plan that have influenced the development of the proposed layout.

## 1.2. Background

For well over a century, Ogden Point has functioned as a working harbour. Over the past few decades, the site has transformed into the nation's busiest cruise port of call, and increased commercial marine activities. With this growth and use, there come several challenges to balancing the operation and management of the harbour with the impacts of increased tourism use and ongoing business and services on the local community and the environment.

Ogden Point is at a crossroads in its development as one of the most important marine industrial properties on Vancouver Island that has broad connections economically to several other critical port facilities along the West Coast of North America.(Figure 1.1) The significance of this planning process is that the plan will assist the Greater Victoria Harbour Authority (GVHA) in working towards optimizing the site to efficiently manage cruise traffic and marine business as well as identify and develop other business options to maintain financial and operational viability for the next five decades.

Over the next year, the GVHA will need to prioritize development and diversification opportunities based on clear financial and growth objectives and metrics. A decision making process is necessary to identify opportunities, through detailed business cases, for successful development and viability for the success of the facility.

The functional planning process looked at 'test fit' layouts of emerging opportunities along with the cruise service/ terminal development plans. It is critical that both the cruise opportunities and other marine business opportunities be compatible in sharing limited area. This is particularly important as the cruise season requires seven months' use of the site that creates difficulty in attracting or establishing more permanent cargo or marine services which require access to the piers and laydown spaces.

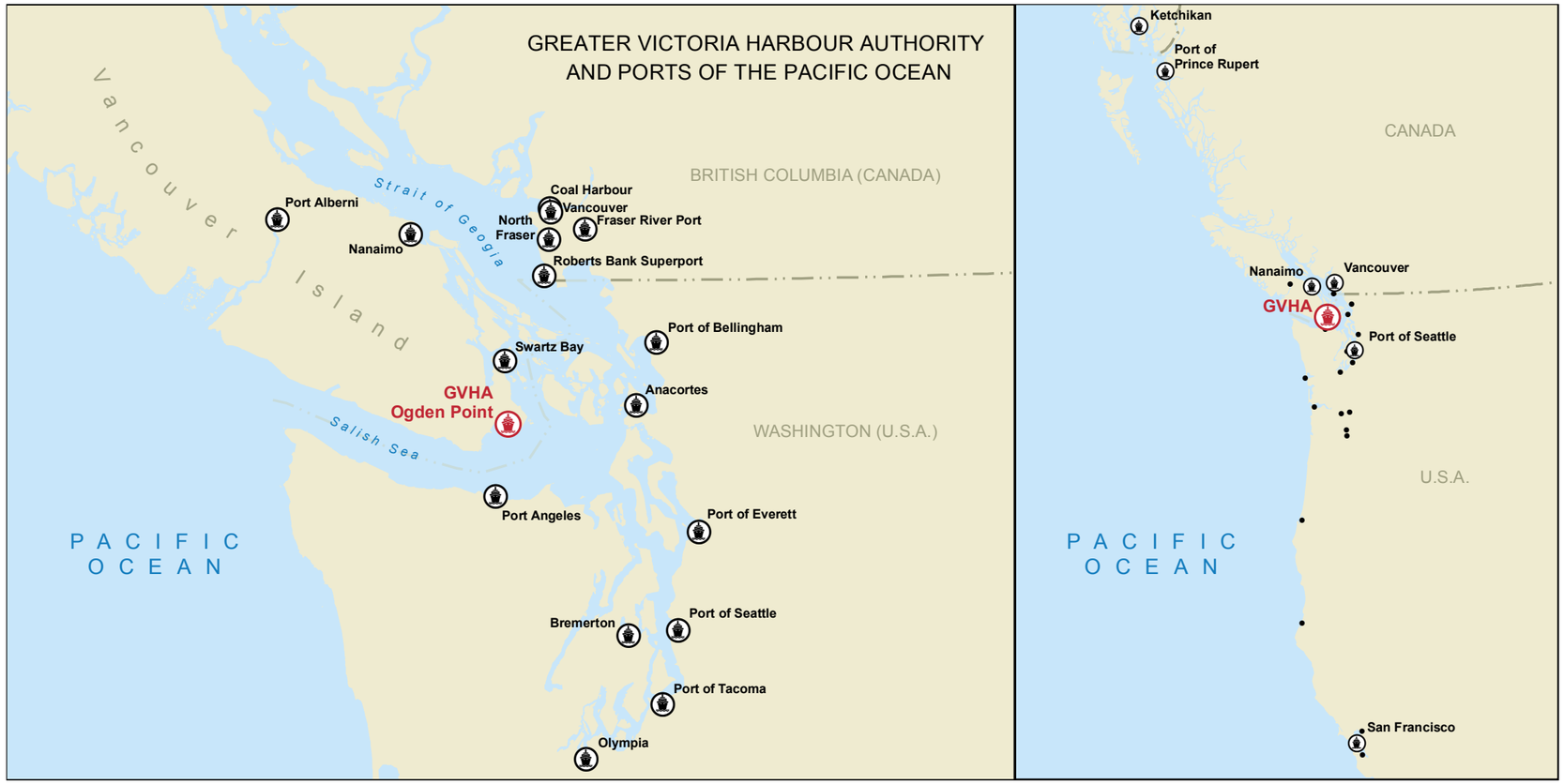



Figure 1.1: Regional Context Map

### 1.2.1. Planning Drivers

There are several drivers guiding this overall planning process:

1) **Optimization** of current facilities for cruise and marine business. Improved infrastructure for larger ships supporting marine services is warranted. The creation of a home port facility is a key objective of the GVHA.

2) **Diversification** of business and revenue generation opportunities. Operational and maintenance demands of GVHA's assets and properties require that other sources of income, over and above traditional cruise and marine sources, are developed.

3) **Mitigation** through stewardship management and planning of impacts to the local community adjacent to the site. Growth of the facility operations will demand efficient and responsive management of impacts to the adjacent community of James Bay

4) **Gateway competitiveness** providing a unique experience for tourism, and local and regional economic growth. International, national, regional and local markets are increasingly competitive offering a range of marine and land based businesses outside of Victoria.

5) **Support** Songhees and Esquimalt Nations cultural presence and opportunities for business and employment ventures. Located on the traditional lands of the Songhees and Esquimalt Nations, Ogden Point provides a significant opportunity to establish a strong hub of activity and entrepreneurship for First Nations Partners.

## 1.3. Scope and Process

The Ogden Point master planning process was initiated in 2008 and structured in five phases of work. For clarity, the master planning process includes all phases of work outlined in Figure 1.2. Phases 1 and 2, completed 2008–2013, focused on the technical viability of the property and later a market assessment of cruise and marine opportunities. Phases 3 and 4 include the Ogden Point Functional and Facilities Plan (OPFFP) and the Ogden Point Masterplan (OPMP) respectively. Phase 4 will be completed by December 2016. Phase 5, will focus on procuring and implementing the approved masterplan.

Stantec Consulting Ltd. (Stantec) was retained by the GVHA in late 2014 to prepare a Functional and Facilities Plan for Phase 3 of the master planning process for Ogden Point. The scope of work for Phase 3 was structured in three overlapping stages (Figure 1.3) focused on developing a strategic foundation for the Phase 4 master planning work. The functional and facilities planning is the subject of this report.

### 1.3.1. What is the purpose and structure of a masterplan?

Masterplans set a policy and spatial context, within which individual projects come forward. As projects are implemented, the masterplan provides the necessary framework to determine alignment and continuity with past decisions made during its creation, which is further formalized by the specific regulatory zoning and permitting requirements for that property. More importantly, a masterplan is intended to provide certainty about future development for the owner, the municipality, investors and the surrounding community.

Generally, masterplans are organized into three integrated parts:

a) Development strategy–the planning context and development requirements
   i) Identify vision, goals, objectives and principles
   ii) Baseline the current facility through analysis and understanding of constraints and opportunities
   iii) Build a development program identifying needs and future uses
   iv) Build a functional plan as a foundation or more detailed planning work

b) The plan–spatial layout of the site
   i) Detailed development of the plan into guidelines and controls for various components of the plan including architecture, landscape, infrastructure and the public realm

c) Implementation–a summary of timing, how and when the strategy and plan will be achieved
   i) A clear timeline and phasing of the various stages of the project based on construction and financial planning requirements
   ii) A governance and consultation plan to guide future communication and decision making for the deployment of the masterplan

The functional and facilities plan can be viewed as "Part A" of the overall master planning process.

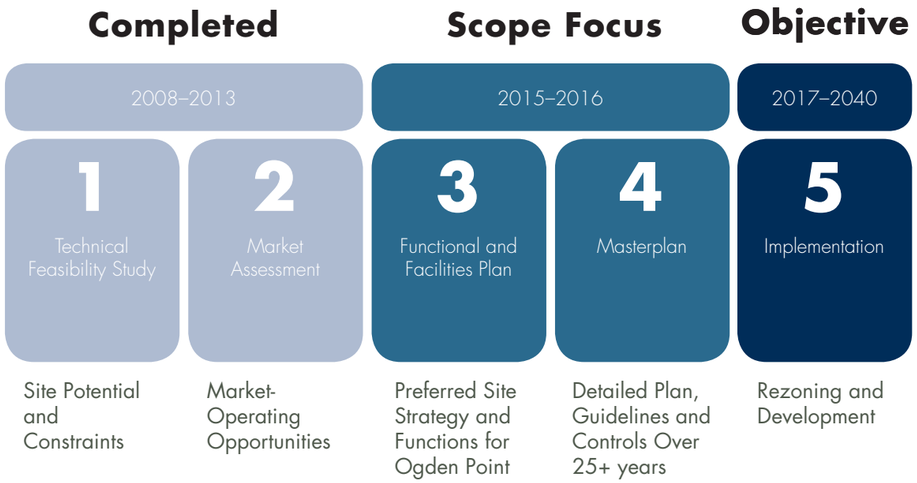



Figure 1.2: Masterplan Phase 2008–2017+

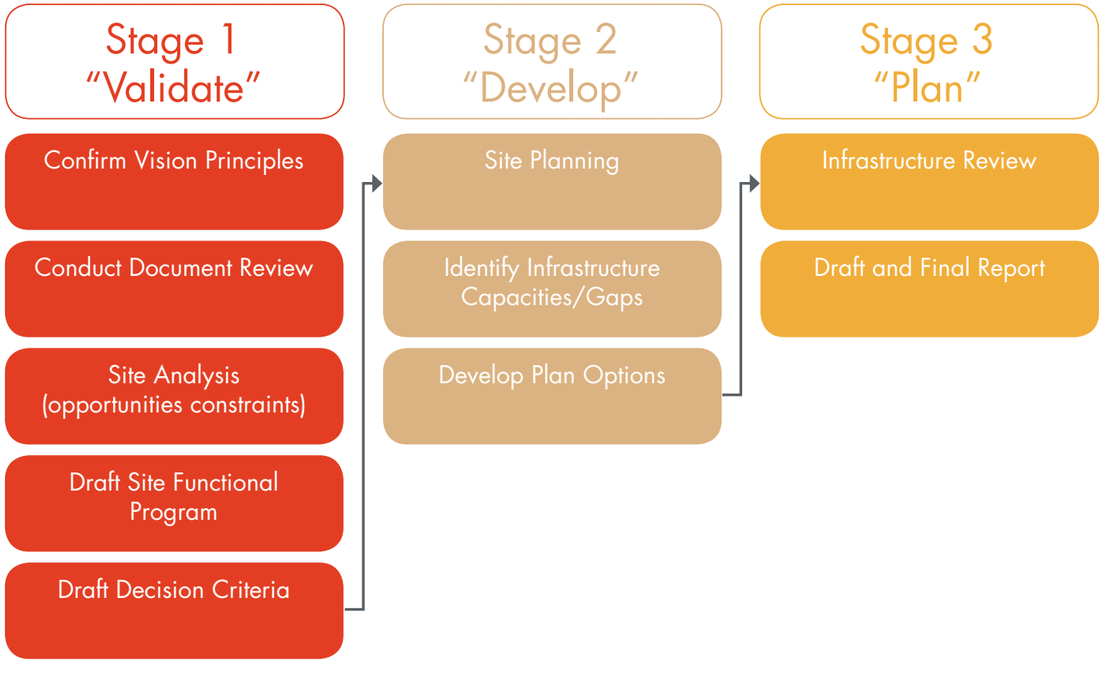



Figure 1.3: Functional and Facilities Plan Scope

### 1.3.2. Goals and Objectives of the Masterplan

The OPMP will outline the development of the property with a clear objective of maintaining and enhancing the property as a working harbour for the foreseeable future, while identifying opportunities for other uses that will contribute to the GVHA's financial and operational mandate to manage all of its properties in a sustainable manner.

#### *1.3.2.1. Goals*

The following goals and objectives provide the basis on which the current planning work was completed. The primary goal of the process is to create a viable and flexible masterplan that sets the course for Ogden Point's development over the next 30 years. Other goals include:

- **Growth**—Grow and diversify the business base to meet financial mandates and responsibilities of the GVHA and its partners.
- **Infrastructure**—Provide and facilitate amenities, infrastructure to meet demands of the cruise and marine business.
- **Stewardship**—Sustain the business for the long term in a socially, environmentally and financially responsible manner. Enable long term economic benefit to the region through tourism, investment and education.
- **Connection**—Through the planning process, build a strong and mutually beneficial relationship with the community at large.
- **Certainty**—Create confidence and certainty for regulatory, development, business and community interests.

#### *1.3.2.2. Objectives*

To work towards achieving the goals noted above, objectives have been identified to facilitate clear and measurable components for the masterplan development. These include:

1) Finalize the overall near and long term spatial layout of the property.
2) Plan for improved cruise and potential home port facilities.
3) Plan for growth for marine industrial development.
4) Identify and plan for business and cultural opportunities for Esquimalt and Songhees First Nations that can be implemented in the near term.
5) Meet regulatory requirements for rezoning.
6) Prepare guidelines for development controls, transportation, infrastructure, site security, architecture, landscape and the public realm.
7) Provide an implementation plan based on a sound development strategy and procurement model that addresses the needs of current and future tenants and uses.

### 1.3.3. Planning Principles

The application of design principles ensures a planning solution is grounded in best practice and contemporary approaches for port design and planning. A masterplan usually sets out a 10 to 20 year development option, where many different interests come into play, and it requires an agreed balanced course of action by multiple stakeholders. Focus areas may include economic expansion; employment; the strengthening of the maritime industry; the creation of value-added services—benefiting city and GVHA alike; the provision and upgrading of infrastructure; and the development of an efficient management strategy.

Core principles include:

- Build for the local community—future development that is focused on the community at large is also attractive for tourism and cruise markets.
- Create a strong First Nations presence on the property through cultural and business activities.
- Connect visually and physically reintegrate the harbour with the local community and downtown.
- Celebrate and enhance the historical and current marine industrial uses of the property.
- Provide sufficient and flexible areas for marine services and industries.
- Create attractive development along Dallas Road, which maintains accessibility and visibility to waterfront development.
- Where practical, extend waterfront uses inland and inland uses to the waterfront.
- Connect public and visitor places along the waterfront.
- Enlist the public in shaping a vision for the harbour's development.
- Incorporate a variety of uses that provide activity all day and all year long. This includes seasonal outdoor activities, and in support of diversification of the site, a balance of commercial, institutional, retail and industrial uses.
- Enhance multi-modal quality infrastructure for all transportation modes (walking, cycling, roller blading, public transit, motor vehicles, and boats).
- Encourage and improve pedestrian and biking accessibility to and from the site.
- To support long term evolution and success, Ogden Point should be planned and designed with flexible elements that will allow it to adapt to change.
- Implement and maintain green infrastructure practices to manage stormwater, energy and waste. Create opportunities for near term or future application of viable renewable energy, waste management and environmental protection systems.
- Reduce existing permeable surfaces without compromising laydown, storage and traffic movement requirements for the facility.

### 1.3.4. Vision

A successful masterplan must have a core vision that will encapsulate a collective belief of stakeholders in how the near and future development of a site will evolve. This will remain the touchstone for all participants in checking that the process and the outcomes generated during the planning process are consistent.

The vision for Ogden Point has been developed though public and stakeholder review:

**Ogden Point...**

- is a place of tradition, history and optimism for the future
- will be maintained as working harbour and tourism gateway that will also grow as a valuable cultural and recreational amenity for the region, and as a collaborative neighbour for the James Bay community
- will continue to develop as a focal point for economic and cultural partnership with Songhees Nation and Esquimalt Nation
- will continue to focus on becoming a centre of marine activities, tourism, and educational opportunities, as well as other diverse uses that are complimentary to the City of Victoria, and community at large
- will be operated in a responsive, safe, environmentally, socially and fiscally responsible manner
- will maintain a strong economic and cultural contribution to the City of Victoria and the region as a whole

1843 NAMED FOR PETER SKENE OGDEN (1794-1854), AN OFFICIAL WITH THE HUDSON'S BAY CO.

1916 IN ANTICIPATION OF INCREASED SHIPPING ACTIVITY, A 500 FOOT GRANITE AND CONCRETE BREAKWATER WITH A LIGHTHOUSE WAS COMPLETED.

1918 TWO PIERS, A CARGO WAREHOUSE AND RAILWAY TRACKS WITH A RAIL BARGE RAMP WERE COMPLETED. CONSTRUCTION INCLUDED 53 CONCRETE CAISSONS AND OVER ONE MILLION CUBIC YARDS OF DREDGED FILL.

1925 PANAMA PACIFIC GRAIN TERMINAL ELEVATOR CO. LTD. AND CITY OF VICTORIA AGREE TO BUILD A GRAIN TERMINAL WITH 22 STORAGE BINS, STANDING 93 FEET HIGH, TO LOAD PRAIRIE GRAIN INTO SHIPS HEADING TO PORTS AROUND THE WORLD. A RAILWAY SERVICED THE $500,000 GRAIN TERMINAL.

1928 OTTAWA HANDED OVER ADMINISTRATION OF OGDEN POINT DOCKS TO THE CANADIAN NATIONAL RAILWAY (CNR) UNDER A 50 YEAR ENTRUSTMENT. B.C. PACKERS BUILT A FISH PROCESSING AND COLD STORAGE PLANT.

1969 CNR DREDGED OGDEN POINT SHIPPING BERTHS AND INCREASED STORAGE SPACE FOR THE BUSY FACILITY. MILLIONS OF BOARD FEET OF LUMBER AND MILLIONS OF BUSHELS OF GRAIN PASSED THROUGH THE PORT.

FEDERAL GOVERNMENT SPENT $1 MILLION ON OGDEN POINT FACELIFT.

1970

AUGUST 8 FIRE RIPPED THROUGH CNR'S 140,000 SQUARE FOOT WAREHOUSE, CAUSING MORE THAN $3 MILLION IN LOSSES, DESTROYING THE 1911 BUILDING, NEWSPRINT ROLLS AND 6,800 TONS OF BALED PULP. PORT ANGELES CITIZENS THOUGHT VICTORIA WAS ON FIRE AND THOUSANDS OF LOCAL RESIDENTS TURNED OUT TO WATCH THE SPECTACULAR BLAZE. ALL FIREFIGHTING EQUIPMENT FROM VICTORIA, SAANICH, OAK BAY AND THE DOCKYARD FIRE DEPARTMENTS WAS PUT INTO SERVICE AND SEASPAC TUGS BATTLED THE FIRE FROM THE WATER.

1977

CNR HANDED OGDEN POINT BACK TO TRANSPORT CANADA. WESTCAN TERMINALS LEASED THE SITE. PIER A WAS RAISED AND A 100,000 SQUARE FOOT CONCRETE WAREHOUSE WAS BUILT. THE CNR DISCONTINUED RAIL SERVICE TO OGDEN POINT.

1978

1978 THE GRAIN ELEVATOR SITUATED ON PIER NORTH B WAS DISMANTLED.

1984 THE LAST MAJOR LUMBER SHIPPER TO OGDEN POINT TERMINAL, SOOKE FOREST PRODUCTS, WAS FORCED INTO BANKRUPTCY.

1985 ISLAND JEFOIL OPERATED FOR THE YEAR FROM THE HEAD OF THE PIER NORTH B, A PASSENGER ONLY FERRY SERVICE TO SEATTLE AND VANCOUVER.

1985–86 ISLAND FERRIES OPERATED A PASSENGER ONLY SERVICE TO VANCOUVER FROM THE HEAD OF PIER A SOUTH.

1987 CNR REMOVED ALL REMAINING RAIL TRACKS.

1987–2000 BC STEAMSHIPS, THEN STENA LINE, OPERATED A CAR CARRYING FERRY SERVICE TO SEATTLE FROM PIER B SOUTH

1987 HELIJET BEGAN HELICOPTER SERVICE TO VANCOUVER.

1990 B.C. PACKERS' 65 YEAR OLD, FIVE STOREY CONCRETE COLD STORAGE FISH PLANT SHUT DOWN, PUTTING 75 OUT OF WORK BECAUSE FEWER FISH WERE BEING LANDED IN VICTORIA.

1990 A FEDERAL STUDY SAID OGDEN POINT SHOULD CONTINUE TO BE USED FOR PASSENGER SHIPS, MARINE CARGO AND HELIJET AIRWAYS.

1992–2006 FIBRE OPTIC CABLE MAINTENANCE VESSELS WERE HOMEPORTED AT PIER A SOUTH.

1993 B.C. PACKERS COLD STORAGE AND FISH PACKING PLANT WAS DISMANTLED.

1993 FIBRE OPTIC CABLE DEPOT WAS INSTALLED IN THE WAREHOUSE.

1994 RAIL BARGE RAMP WAS REMOVED.

1996 THE TALLY HO HORSE DRAWN TROLLEY SERVICE BEGAN OPERATIONS AT OGDEN POINT.

1996 THE OGDEN POINT CAFE AND DIVE SHOP OPENED.

2001 THE NORWEGIAN SKY WAS THE FIRST WEEKLY SCHEDULED CRUISE VESSEL FROM SEATTLE EMBARKATION PORT.

2002 GREATER VICTORIA HARBOUR AUTHORITY (GVHA) WAS ESTABLISHED. OGDEN POINT, WITH LAND STRETCHING FROM THE BREAKWATER TO THE NORTH OF THE JAMES BAY ANGLERS SITE, IS AMONG PROPERTIES OWNED BY THE GVHA. TRANSPORT CANADA PROVIDED SEVERAL MILLION DOLLARS IN START-UP FUNDING AND TO CARRY OUT IMPROVEMENTS AT THE SITES.

2003 GVHA RAISED PIER B SOUTH AND PROVIDED CUSTOMS FACILITIES AT A COST OF $3 MILLION.

2009 ROYAL CARIBBEAN'S MARINER OF THE SEAS MADE ITS MAIDEN VOYAGE. AT 1,020 FT. LONG AND 138,000 GROS TONNES WAS THE LARGEST VESSEL TO BERTH AT OGDEN POINT DOCKS.

2015 TODAY

Figure 2.1: Detailed Historical Timeline

# 02 SITE ANALYSIS AND FUNCTIONAL DESIGN CRITERIA



## 2.1. Overview

This section focuses on the development of the constraints and opportunities for planning the facility building on site analysis and preliminary programming of uses and areas on the property.

## 2.2. Planning Context

### 2.2.1. Regional Marine Context

As illustrated in Figure 1.1, Ogden Point is located within a large network of ports and destinations along the west coast of North America. Serving the cruise industry as its primary business has brought significant economic benefit to local and regional industry as well as the tourism sector.[1] This regional position remains highly competitive with other cruise and cargo deep-water facilities located further north on Vancouver Island in Nanaimo and Campbell River. The absence of a viable rail network and limited transport accessibility has limited Ogden Point to primarily cruise operations, becoming the nation's busiest port of call, from April to October each year.

Port Metro Vancouver is the dominant port in the region, and Canada's largest container port, handling about 22 million tonnes of containerized cargo annually[2]. GVHA had conducted two market analyses studies[3], which had identified various opportunities for cruise and cargo related opportunities. As part of the functional planning process an assessment of both previous studies was conducted by Wavepoint Consulting to verify current opportunities[4]. The conclusions were as follows:

#### *2.2.1.1. Cruise Business[5]*

- The length of time cruise ships are in port is subject to some variation. However, it is predominately between five and eight hours. A significant number of ships stay more than eight hours while some cruise ship visits last less than a five-hour period.
- Ogden Point marine terminal could reasonably expect to see vessel and passenger demand from two 5,000-passenger cruise ships on pier B and up to 4,000 passengers from a cruise ship on Pier A.
- Victoria, with its high level of shore excursion product offerings, is in a stronger position to meet the needs of mega size cruise vessels compared to other BC port of call competitors.
- The need to address the berthing and landside operational requirements from multiple mega size cruise ships berthed simultaneously at Ogden Point will significantly impact landside planning and the amount of space needed to support cruise traffic at the Ogden Point terminal.

#### *2.2.1.2. Non-Cruise Business[6]*

- Lay berth, yacht trans-shipment, cable vessel support base will continue to be the dominant forms of non-cruise shipping activity that will find the Ogden Point marine terminal commercially and functionally viable.
- Access to the Ogden Point marine terminal is currently very constrained by the lack of a suitable truck route through Victoria. The lack of an adequate truck route through the City of Victoria to and from the Ogden Point terminal is a significant factor in reducing the potential types of non-cruise shipping activity that would find the site commercially or functionally attractive location.
- It is important to note that Transport Canada's port and vessel security regulation can come into play even if a ship is not necessarily involved in actively loading or discharging cargo. The maritime security (MARSEC) regulations have three levels. During a period of heightened security, the mariner terminal operator is required to maintain additional protective security measures. Thus, the physical location and types of land use activities allowed on the site will require careful consideration if they are to be included or integrated into areas of the site where shipping activity will also occur.

1 It is important to note that several International studies have been published examining the impacts and benefits of the cruise industry in more detail which have argued that cruise generated economies may place more burden than benefit on a community if not managed from the perspective of social and environmental impacts.

2 Martin and Associates, *Greater Victoria Harbour Market Assessment*, 2012.

3 Martin and Associates, *Greater Victoria Harbour Market Assessment*, 2012, and Bermello, Ajamil & Partners, *Ogden Point Cruise Market Assessment*, 2012

4 Documents reviewed by Wavepoint Consulting included:

- *Bermello, Ajamil and Partners, Ogden Point Cruise Market Assessment* August 16, 2012
- *Martin Associates, Greater Victoria Harbour Authority Marine Market Assessment 2012*, by Martin Associates.
- *Cruise Economic Impact Facts and Stats*, December 13, 2013
- *Business Research and Economics, The Economic Contribution of Cruise Tourism in Victoria, 2012*

5 Wavepoint Consulting - *Review of the Previous Market Assessment for the Cruise and Cargo Sectors prepared for the Greater Victoria Harbour Authority* (GVHA), 2015 p.2

6 Ibid.

## 2.2.2. Historical and Local Context

The site is located within the traditional lands of the Songhees and Esquimalt Nations. The approximate area of James Bay, in which Ogden Point is located, is known as the Swengwhung Territorial lands. A traditional blessing in Lekwungen appears on a mural on the Ogden Point breakwater. Named after Peter Skene Ogden, Ogden Point was developed in the early twentieth century in anticipation of the Panama Canal construction. Over the past century the site has seen significant change in the type of industry that has operated there. A detailed historical timeline, summarizing key milestones of the site's development is provided in Figure 2.1.

The James Bay community established in 1859, is characterized by a diverse demographic of residents living within a mixture of Victoria and Edwardian residential properties, mid-century modern apartments and small scale commercial and retail businesses. (Figure 2.2).

It is a well-loved popular, highly valued neighbourhood, enjoyed by visitors and locals alike. Ogden Point is located to the west side of the residential community adjacent to Dallas Road. This area originally housed workers who were employed at Ogden Point and other industries along the waterfront, and now comprises of some remaining historic houses, with larger apartments and townhouse complexes.

A major challenge of the adjacency of the Ogden Point Site is the impacts of helicopter, cruise and industrial activity that have generated noise, emissions and traffic. Since the site will remain a working harbour and cruise destination, and therefore will continue to have impacts on the community, it is essential that the planning process develops reasonable strategies to mitigate the impacts through either operational and management changes or careful layout of the facility to help "buffer" the community and harbour more effectively. Figure 2.3 illustrates some early studies for a transitional buffer area.


Figure 2.2: Transitional Buffer Area

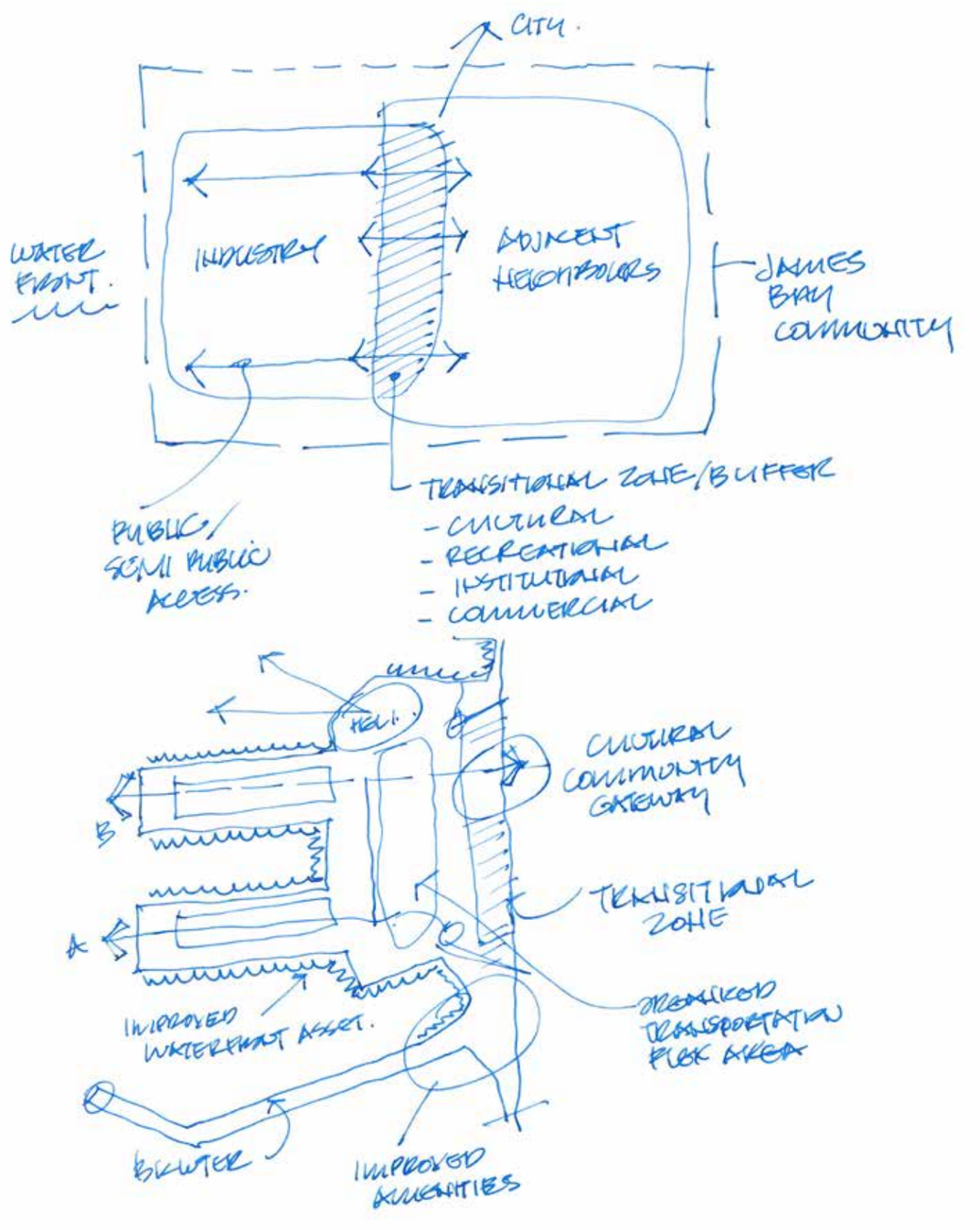



Figure 2.3: Preliminary Sketch Studies for Planning Approach

#### 2.2.2.1. *Dallas Road*

Dallas Road is designated as a secondary arterial route by the City of Victoria. The City's Official Community Plan transportation policies also identify a 'People Priority Greenways' and established biking route on the road. The major vehicular entry points to Ogden Point are at the Montreal and St. Lawrence Street intersections. Access to the James Bay public boat ramp is located just before St. Lawrence Street to the north. Dallas Road has seen increased traffic volume, seasonally, from tourism (bus, taxi, pedcabs and horse and carriage), originating to and from Ogden Point, as well as other areas of the City. A ground transportation plan for Ogden Point is under preparation at the time of writing this report and is expected in the fall. Land use and rezoning applications for Ogden Point will likely require a detailed traffic management study and plan to supplement the masterplan.

A key challenge for future development of Ogden Point is reconciling the necessity for traffic requiring access, marine industrial employment land uses, and cruise activities on Ogden Point, with the greenways and bike route policies of the City. Ongoing transportation discussions with the City and the James Bay community are essential for the success of the masterplan and should be considered a priority as the plan is completed.

### 2.2.3. Land Use and Regulatory Context

#### 2.2.3.1. *Federal and Provincial Regulatory Context*

Victoria Harbour waters and water traffic are administered and regulated by Transport Canada. The harbour seabed is also controlled by Transport Canada, as far inland as the Selkirk Trestle. Air traffic into the harbour, including helicopters and seaplanes, is regulated by NavCanada. The following provides a list of the primary regulations affecting the property:

- *Canada Marine Act*, 1998
- *Canadian Environmental Protection Act*, 1999
- *Canadian Environmental Assessment Act*, 2012
- *Canada Shipping Act*, 2001
- *BC Environmental Assessment Act*, 2002

#### 2.2.3.2. *Capital Regional District*

The Capital Regional District (CRD), through the Regional Sustainability Strategy provides policy and guidance for the region affecting municipal official community plans.

#### 2.2.3.3. *Municipal Regulatory Context*

Ogden Point is subject to the land use and zoning requirements of the City of Victoria. The following table summarizes the key regulatory documents affecting the property.

| SUMMARY OF LOCAL BYLAWS AND GUIDELINES |
|---|
| Official Community Plan Bylaw (No. 12-013) |
| » Official Community Plan Urban Place Designation: Marine Industrial |
| » Development Permit Area DPA11: James Bay and Outer Harbour |
| Zoning Regulation Bylaw (No. 80-159) |
| » Current Zoning: M-2 Light Industrial District |
| Other Relevant Planning Documents |
| » James Bay Neighbourhood Plan, 1993 |
| » Victoria Harbour Plan, 2001 |
| » Harbour Vitality Principles, 2014 |

## 2.3. Current site program and uses

### 2.3.1. General Site Layout and Program

Ogden Point is owned by the GVHA as fee simple property and is 34.7 hectares,(85.71 acres) in area. The land base area is approximately 13. 7 hectares (33.92 acres). Ogden Point operated with four deep-sea berths (Figure 2.4). Pier A, located to the south of the site, offers two berths, 1,000 feet and 800 feet, with a 100,000 square foot warehouse. Two berths at Pier B have been extended, at considerable cost and benefit, to 1,040 feet with the installation of a mooring dolphin. All berths have 9.44 metres to 10.6 metres (31 to 35 feet) of water alongside at zero tide.

Ogden Point is expecting to see 226 scheduled cruise ship visits in 2016. This has increased steadily over the past decade from approximately 186 cruise visits in 2006. The increase has seen over 500,000 passengers and 200,000 crew enjoy the Victoria area and region. A key factor in this growth is that ships are becoming larger with the potential to reach combined passenger and crew totals of 6,000 persons arriving in port. This will have significant impact with no current infrastructure to accommodate the movement of this amount of visitors to and from the site. While cruise is the predominant business which contributes to over 60% of the GVHA general income, other vessels such as yacht transfer and cable laying ships are also berthed at the facility. Accommodating and growing this non-cruise business as well as growth in other marine based services is crucial to the GVHA in the long term.

Figure 2.5 illustrates the current property and land area of the facility:


Figure 2.4: Aerial View of Ogden Point

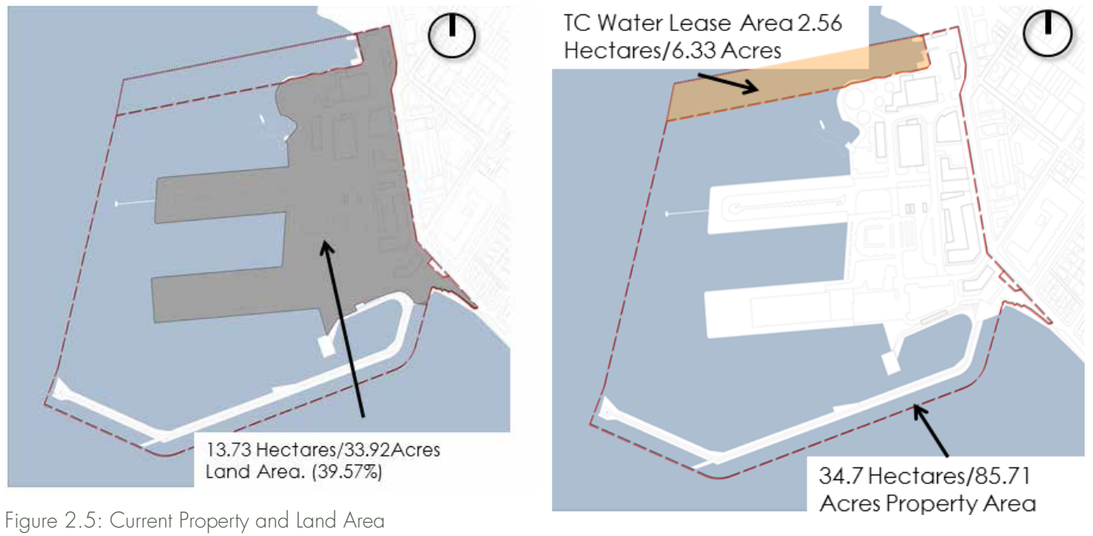



Figure 2.5: Current Property and Land Area

### *2.3.1.1. Current Buildings and Uses*

The distribution of uses on the site is illustrated in Figure 2.6 and summarized in Table 2.1 below:

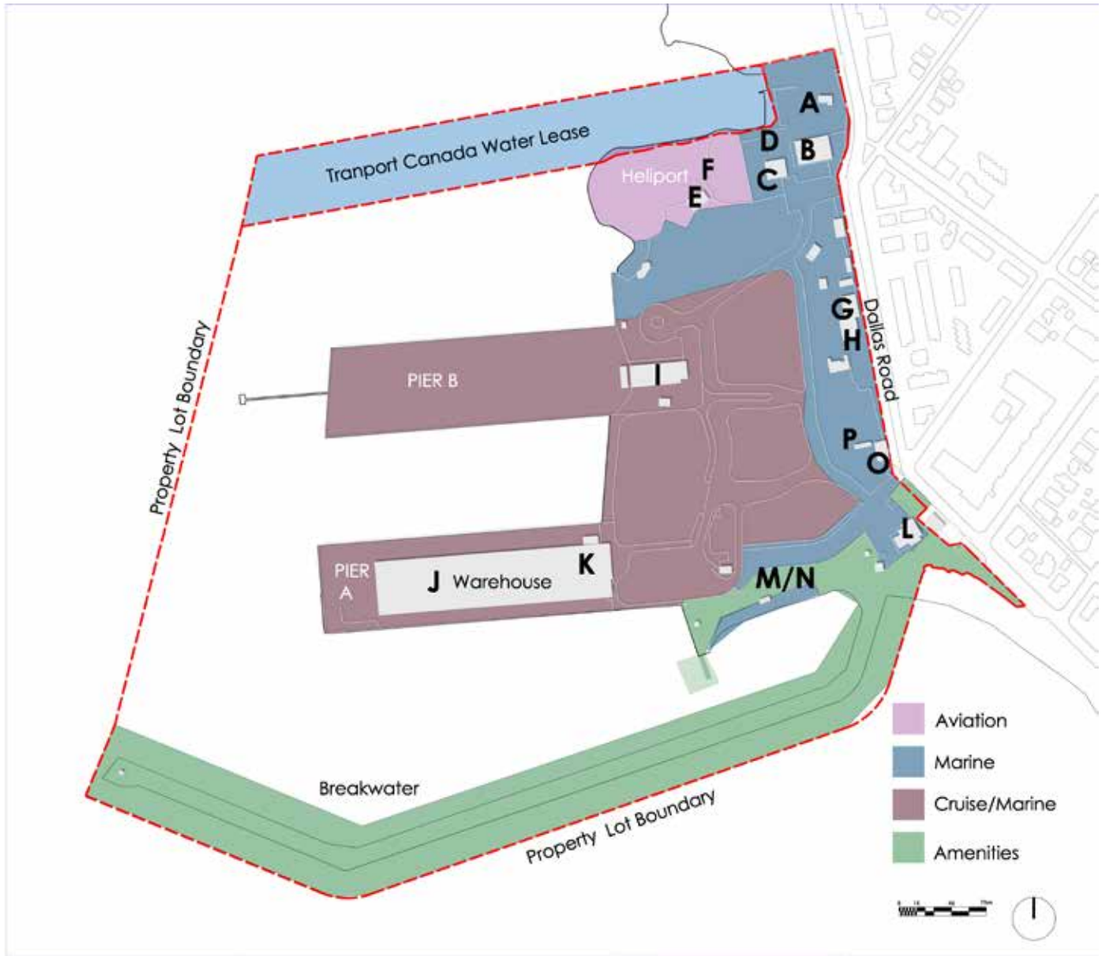



Figure 2.6: Distribution of Uses

Table 2.1: Ogden Point Current Building Program Areas

| MAP CODE | BUILDING NAME | FLOOR AREA | | STOREYS | GROSS FLOOR AREA | |
|---|---|---|---|---|---|---|
| | | $M^2$ | $FT^2$ | | $M^2$ | $FT^2$ |
| **A** | James Bay Anglers Assoc. Building | 78.40 | 843.58 | 1 | 78.40 | 843.58 |
| **B** | Whitehall Rowing and Sail | 582.37 | 6,266.30 | 1 | 582.37 | 6,266.30 |
| **C** | Mercury Marine | 180.60 | 1,943.26 | 1 | 180.60 | 1,943.26 |
| **D** | Mercury Marine Ancillary | 56.52 | 608.16 | 1 | 56.52 | 608.16 |
| **E** | Helijet Terminal | 164.53 | 1,770.34 | 1 | 164.53 | 1,770.34 |
| **F** | Helijet Ancillary | 25.70 | 276.53 | 1 | 25.70 | 276.53 |
| **G** | GVHA Maintenance Building Level 1 | 485.60 | 5,225.06 | 1 | 485.60 | 5,225.06 |
| **H** | GVHA Maintenance Building Level 2 | 312.75 | 3,365.19 | 1 | 312.75 | 3,365.19 |
| **I** | Cruise Terminal, CBSA, Offices and Gift Shop | 869.50 | 9,355.82 | 1 | 869.50 | 9,355.82 |
| **J** | Pier A Warehouse - Level 1 | 7,783.30 | 83,748.31 | 1 | 7,783.30 | 83,748.31 |
| **K** | Pier A Warehouse - Level 2+3 | 1,405.36 | 15,121.67 | 2 | 2,810.72 | 30,243.35 |
| **L** | Breakwater Bistro/Dive Centre | 250.00 | 2,690.00 | 2 | 500.00 | 5,380.00 |
| **M** | Pacific Pilotage | 90.48 | 973.56 | 1 | 90.48 | 973.56 |
| **N** | Victoria Marine Rescue Society | 57.96 | 623.65 | 1 | 57.96 | 623.65 |
| **O** | Victoria Harbour Ferry Offices | 162.50 | 1,748.50 | 2 | 325.00 | 3497.00 |
| **P** | GVHA Ancillary | 46.50 | 500.34 | 1 | 46.50 | 500.34 |
| | | **12,552.07** | **135,060.27** | | **14,369.93** | **154,620.45** |

## 2.3.2. Circulation

One of the major concerns for the property is the management of vehicles during the cruise season. Safety of pedestrians and staff is priority for the GVHA and significant effort has already been conducted to manage the movement of people on the site. Figure 2.7 illustrates current circulation patterns and nodes on the property.

### *2.3.2.1. Parking*

Parking areas are more ample for various uses on the facility; however these areas are mostly underutilized during the off season. Other activities and events on this areas which should not be precluded in future design layouts.

**Parking Areas**

Refer to Figure 2.8 for existing key parking areas.

| MAP CODE | AREA SERVICED | ESTIMATED STALLS |
|---|---|---|
| **A** | Public Boat Launch and Business Staff/Customers | 10 |
| **B** | Helijet Parking | 50 |
| **C** | General Use Bus Parking/Vehicles | 114 |
| **D** | Staff parking | 7 |
| **E** | Staff parking | 135 |
| **F** | Bus Parking (Pier B) | Up to 42 Tour Buses |
| **G** | Bus Parking (Pier A) | Up to 16 Tour Buses |
| **H** | General Parking | 122 |
| **I** | BC Coast Pilots, Seaspan and General Parking | 36 |
| **J** | Breakwater Bistro and Dive Shop | 31 |
| **K** | Victoria Harbour Ferry and CVS Sightseeing | 15 |

### *2.3.2.2. Transportation*

One of the key aspects of managing the circulation network is the reduction of the overall demand for large buses by encouraging pedestrian improvements along the short distance to and from Ogden Point and the Inner Harbour. The development of a harbour pathway system with the David Foster Way passing in front of the facility will greatly enable improved pedestrian choices. In addition to managing bus traffic it is noted that water access to the remainder of downtown may be improved so that visitors can make their way to the City centre through Victoria harbour or take a tour. This has already been implemented with limited success but offers greater potential with improvements to the existing infrastructure.

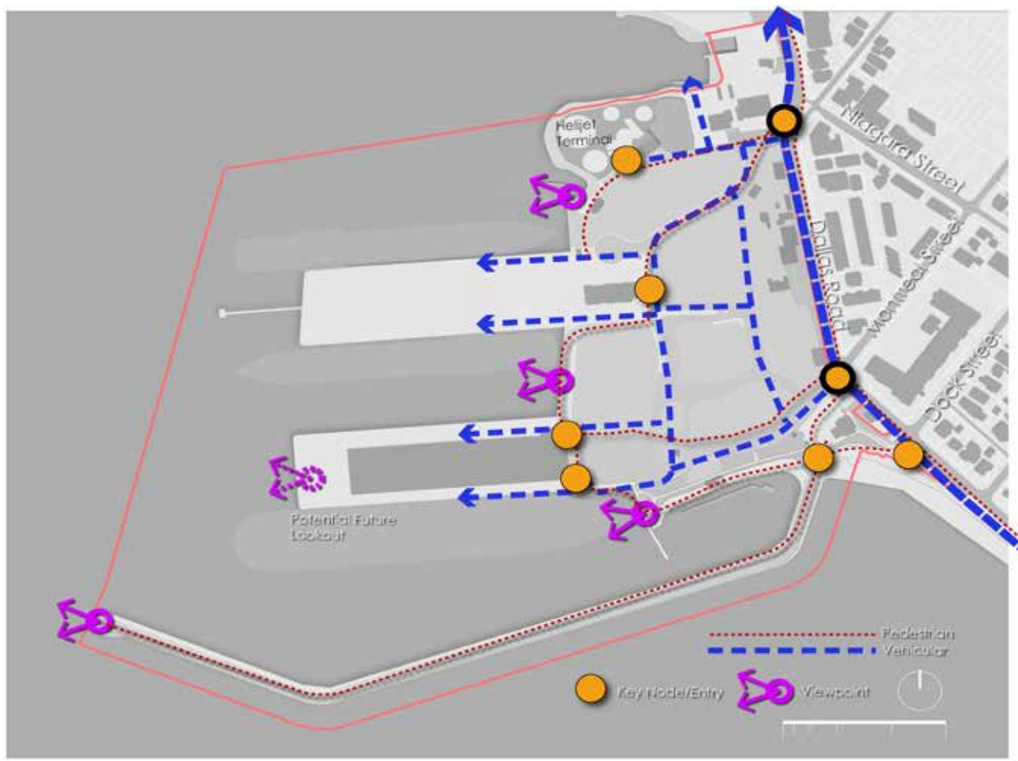



Figure 2.7: Current Circulation Patterns and Nodes

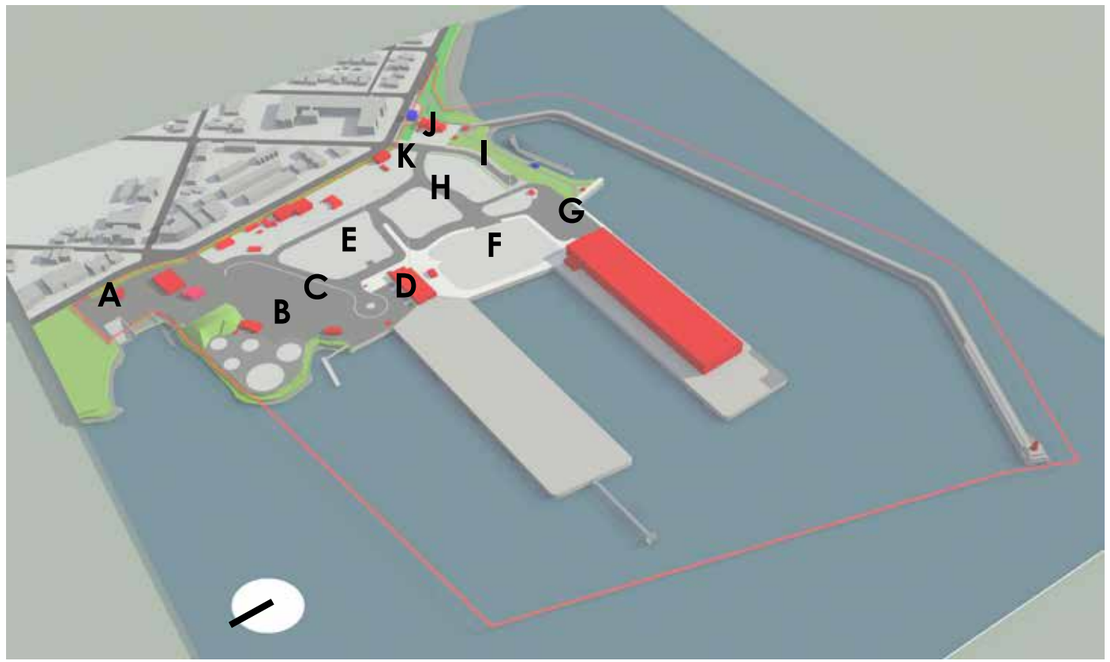



Figure 2.8: Existing Key Parking Areas

### 2.3.3. Helicopter Noise

Helicopter noise generated form the heliport site, located on the northwest corner of the property, was evaluated by creating a baseline analysis of existing property and determining the noise levels at key monitoring points. Figure 2.9 illustrates the baseline conditions while Figure 2.10 illustrates the impacts of building placement in the proposed functional layout. The masterplan will further develop guidelines for landscape and sound attenuation material options for the site to further mitigate the helicopter noise. It is clear by the analysis that the placement of buildings provides an improved level of noise attenuation; however noise travelling to the northeast over the Coast Guard lands cannot be mitigated without some landscape or structure changes on the Coast Guard site. It is recommended that additional study be done with the Coast Guard to explore spatial and physical opportunities to mitigate this noise.

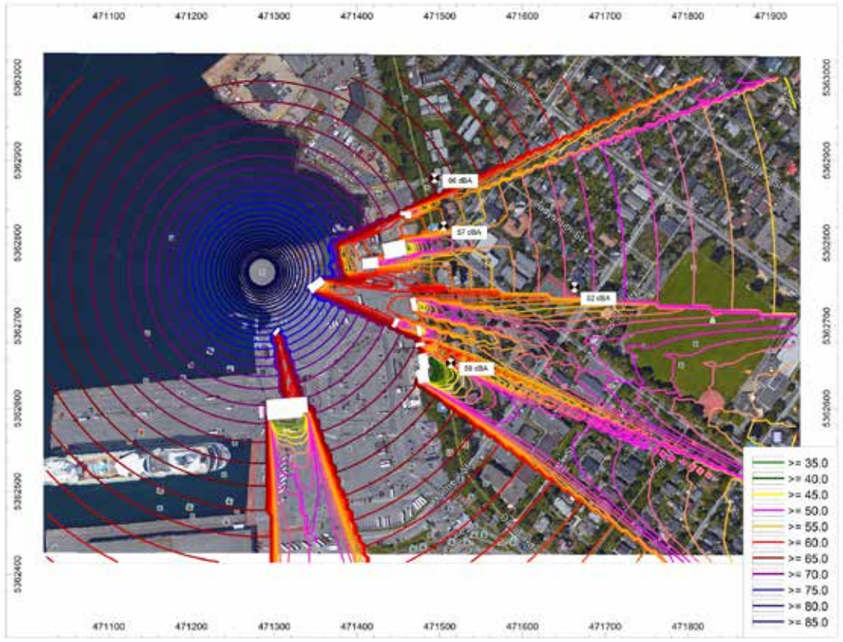



Figure 2.9: Baseline Noise Level Conditions

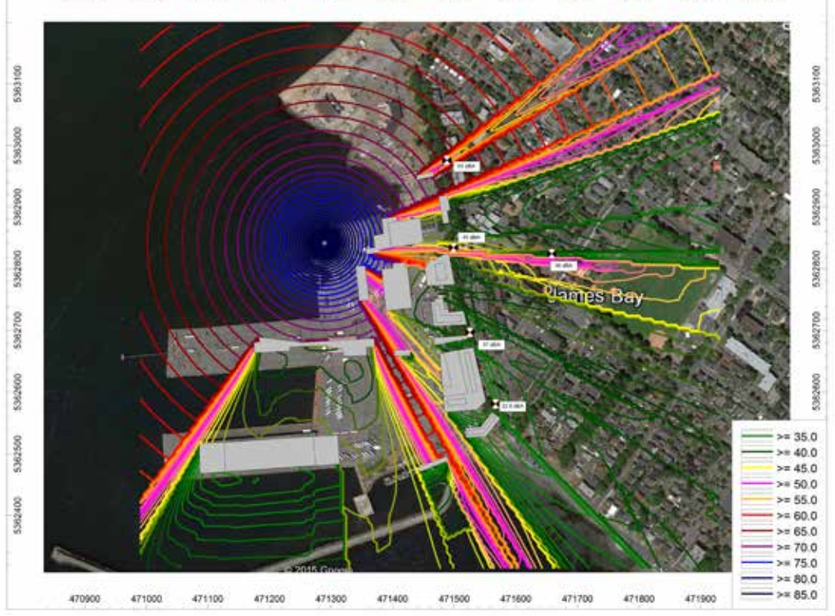



Figure 2.10: Building Placement Noise Level Impact

### 2.3.4. Geotechnical

Figure 2.11 illustrates the overall geotechnical conditions of the property.

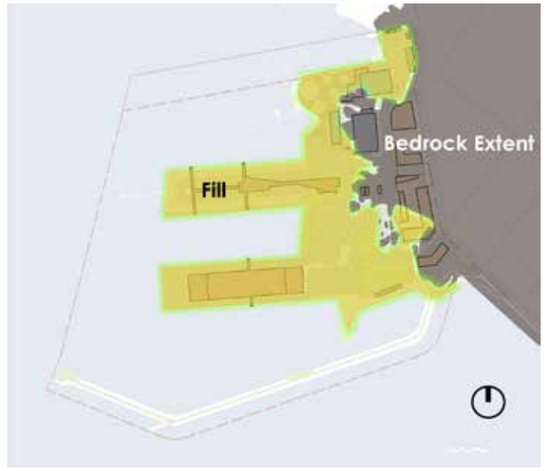



Figure 2.11: Geotechnical Conditions of Property

A report prepared by Ryzuk Geotechnical Consultants in 2011 indicated that:

*"The original shoreline as documented in 1890 is near the eastern limits of the site. Most of the Ogden Point area has since been in-filled with seafloor sediment that was reportedly dredged from areas adjacent to the current/existing piers. Geotechnical investigations and analyses that have been undertaken over the past decade by others as well as ourselves have concluded that the fill materials at the site are highly susceptible to seismic induced liquefaction. This phenomenon generally affects loose, saturated sands and results in a loss of bearing strength and possible lateral flow. The shoreline caissons that were placed in the 1920's, creating the piers and the bulkhead between the piers, are believed to be at risk of seismic induced failure in part from the liquefaction anticipated in the fill soils behind the caissons, but also because of possible slumping of the soils beneath the caissons."*[7]

7 Geotechnical Assessment Ogden Point Development Report prepared by Ryzuk Geotechnical dated October 19, 2011; Geotechnical Investigation for Proposed Seismic Upgrade & Addition prepared by C.N. Ryzuk & Associates Ltd. dated May 28, 2010; and Geotechnical Investigation for Proposed New Terminal Facility by C.N. Ryzuk & Associates Ltd. dated January 5, 2001.

Recommendations for the site included:

1) Removal of the existing berm will be required prior to future land development at 79 Dallas Road. It appears that standard spread footings on native soils on the southern portion of the site and piled foundations over the northern portion of the site will be the most economical solutions.

2) The soils on the western half of the site are considered high risk for large scale liquefaction, which could lead to failure of the shoreline caissons in a seismic event.

3) If the existing shoreline caissons on the western half of the site were to fail, buildings in close proximity could experience significant foundation failures and potential collapse as the soil flowed past the piers towards the ocean.

4) The cost of improving the stability of the caissons would almost certainly be cost prohibitive.

5) It is recommended that new buildings located on the west side of the site close to the shoreline caissons be constructed on a structural slab spanning between secant 'blade' walls, which would accommodate the liquefaction potential.

6) The eastern portion of the site appears to be relatively stable without any unique geotechnical issues.

7) Buildings located on the east side of the site may be constructed on standard shallow, concrete foundations.

Work conducted by Stantec Consulting Ltd. in 2011 provided additional input and limited review on structural solutions for potential building expansions on the property. The conclusion of the project team was that while solutions for building in liquefaction are available, these may be cost prohibitive for the GVHA. Preliminary recommendations included the construction of Secant or "Blade" walls as deep foundations under additions and new buildings in fill areas[8]. An illustration of a Secant wall is provided in Figure 2.12.

8 A feasibility study for various building expansion options at different locations within the site at Ogden Point. By Stantec Consulting Ltd. 2011.

## 2.4. Preliminary Studies and Option Development

### 2.4.1. Functional Planning Criteria

The drivers for the development of the Ogden Point have been outlined in detail in Section 1 of this report. Based on these drivers, functional planning criteria were developed with the GVHA, to identify program and site needs based on strategic planning that was underway in 2015. The following key criteria or "big moves" were identified as follows:

1) A future home port option located on Pier A

2) Improved Terminal infrastructure and layout on Pier B potentially handling up to 9,000 passenger from two ships plus up to 5,000 crew members.

3) Improved and optimized transport circulation for buses, service vehicles and other modes of transport

4) Improved pedestrian connectivity to the downtown core and to the waterfront

5) Commercial, institutional and retail development options for lands alongside Dallas Road, including the potential for a hotel located near the breakwater

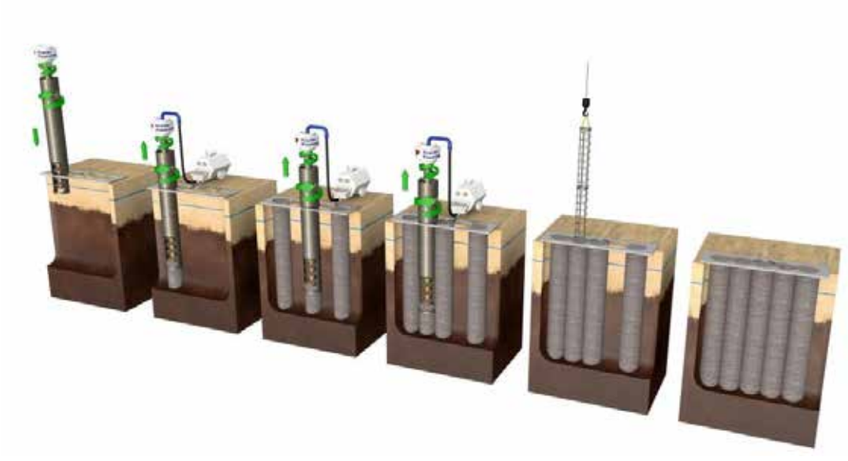


Figure 2.12: Secant Walls
(source http://www.ffgb.be/Business-Units/Bored–Micro-Piles/Secanspalenwand–Verbuisd-avegaarsysteem.aspx?lang=en-US)

6) Options for marine industry and services

7) Options for preserving waterfront access and development for marine activities

8) Options for public access and amenities

### 2.4.2. Land Uses

Ogden Point provides only a limited land base which is no longer accessible by rail or major road transportation routes. Therefore, in considering land uses the GVHA must manage its land and water resources to accommodate the long term needs of the harbour and marine industry. However, given the financial and economic demands of the GVHA's current assets, and the limited market options for marine services, it is also important that the GVHA optimize land utilization through diversification in order to capture economic benefits, and manage its land resources to maintain its viability as a major gateway facility.

#### *2.4.2.1. Cruise Land Use*

Strengthening operations, upgrading facilities (including homeporting) and developing strategies for new cruise product opportunities is expected to result in Ogden Point's ongoing growth and reputation in the cruise marketplace. Future development of policy directions of the Ogden Point Use Plan should support land and water uses that will lead to growth in the cruise sector:

1) Enhance cruise terminal operations in the harbour to continue to provide world-class cruise facilities and services.

2) Provide land opportunities to capture forecasted growth and changes in the cruise industry that support new cruise infrastructure, product and service needs.

3) Utilize cruise facilities in a manner that optimizes capacity and operations.

4) Respond to changing CBSA and US preclearance and security requirements.

5) Implement green marine initiatives.

#### *2.4.2.2. Marine Service Industry Land Uses*

Numerous marine service industries require water access or access to marine terminals and include such uses as customs, pilotage, tugboats, ship fuelling and provisioning, ships' garbage/waste removal and disposal, environmental protection/clean-up services, ship repair, marine surveyors and ship chandlery.

These industries support Ogden Point's ability to function as a working harbour. In addition, several commercial and industrial activities that provide services to harbour users, but may not need water access, can also benefit from being located on Ogden Point. Some of these uses and related activities may include container storage and repair, food/agricultural/aquaculture products, trans-shipment facilities, and trucking operations. A market assessment and business case should be undertaken for these options to determine the long term viability:

1) Keep land and water available to accommodate service industries as the harbour continues to grow.

2) Support the retention of waterfront land and water lots in support of marine service industries that are dependent upon waterfront access or require proximity to Ogden Point.

#### 2.4.2.3. *Transitional Land Uses*

Ogden Point is adjacent to the James Bay residential community. It is therefore advantageous to develop transitional areas or buffers to soften the transition between harbour and cruise activity and the adjacent areas. This can be accomplished by appropriate green belts, landscaping and walkways or by encouraging light industrial, commercial, institutional, or retail development that is preferably predominantly marine oriented.

1) Strategic infrastructure and development investments that are compatible with adjacent land uses are preferred. The GVHA should take into consideration established activities in adjacent areas, and ensure quality development in the transitional zone. GVHA will seek adherence, through the masterplan, to certain design principles that promote quality and sustainable development, thereby contributing to overall quality of development and stimulating private investment that meets public objective.

#### 2.4.2.4. *Public Accessibility and Uses*

Waterfront access is a limited and key resource for both the harbour facility and the community at large. The breakwater provides a popular walkway providing views over the Salish Sea and therefore, ensuring high quality waterfront development and amenity is an essential part of the functional planning process. Implementing new or improved amenity spaces and circulation routes will greatly improve connectivity to the waterfront and the community. These amenities should be reinforced with effective wayfinding and cultural and public art programs that provide attraction and interest for visitors and strengthen the overall narrative of the site from the perspective of First Nations and the City of Victoria.

1) The GVHA will continue to work with the local community to enhance harbour/public uses in a manner that is safe and compatible with harbour and cruise operations while considering current and future harbour and community needs.

The masterplan will identify the future land use designations for each of the uses and planing areas on a short, medium and long term basis, and either a low or high priority. The timing of these stages is expected to range over 30+ years.

Short term uses of harbour lands must be considered during the phases leading up to the eventual long term land use designation. It is critical to note that due to long lead times involved in planning for anticipated future needs for major harbour infrastructure, it is possible that some areas may lie temporarily vacant prior to ultimate development. It is important that these areas, or those surrounding harbour lands, not be sterilized by long term vacancy or short term uses that are divergent from the land's intended strategic purpose.

Assessment for short term uses should consider establishing 'sunset periods'—requirements relating to removal of goods, establishing appropriate buffers from surrounding uses and restoration of the land.

## 2.5. Business Growth and Opportunities

Changing markets and demands of the marine industry make it essential that the GVHA maintain a flexible development plan for the facility to accommodate a range of uses associated with a working harbour operation. Apart from maintaining and improving the infrastructure for cruise business, the GVHA will continue to seek and market business opportunities for marine industrial business and services on the Ogden Point property. These business opportunities may, in the near and long term, include growth in yacht storage and servicing, cable laydown and vessel support, lay berth, yacht trans-shipment, vessel cleaning, lumber repositioning, commercial fishing, and ship building and repairs.

In some circumstances, in order to conduct marine and service operations and business on Ogden Point, the facility may be accessed beyond the normal hours of business or on a seasonal nature.

These factors are important to the GVHA in operating the working harbour and ensuring that the facility remains attractive to the marine market.

## 2.6. Analysis—Constraints and Opportunities

### 2.6.1. Constraints and Opportunities

As well as the cruise business and activities on the site between April and October each year, Ogden Point is home to several key businesses that include services and goods ranging from marine repair, boat and vehicle storage, boat building, restaurant and bar, scuba diving, cable and warehouse storage, bunkering, tour services to a heliport. A key outcome of that work identified several opportunities that were either physical (spatial) or operational, that GVHA may consider over a 30-year period. Some key findings of the site analysis work undertaken by the Stantec team are as follows:

#### 2.6.1.1. *Constraints*

C1 As an industrial site operating for over a century, management and mitigation of contaminated fill will be a primary concern. The GVHA is in the process of addressing the Certificate of Compliance (COC) requirements in order to permit future construction activities to proceed in the future.

C2 Dallas Road experiences high traffic volumes during the cruise season, which is a major constraint in the development and operation of the facility. There is also significant impact to the adjacent residential community due to the various modes of transport used from Ogden Point (buses and taxis continue to be the focal points) during the cruise season. A key success factor for the project is addressing both transportation management on site and collaboration with the City of Victoria in addressing the limitations of Dallas Road. Confirming future transportation plans for Dallas Road with the City of Victoria, is a critical step in ensuring that Ogden Point is adequately and safely serviced, and that local community concerns are mitigated, as development occurs.

C3 There are significant geotechnical and seismic factors to be considered in the structural support and safety of existing and new buildings. Since approximately 70% of the site is built upon engineered fill (often with unknown origin) it is critical that more detailed studies for liquefaction and seismic stability are conducted to manage costs.

C4 Ships are increasing in size and gross tonnage which requires careful evaluation of the limits of Ogden Point's physical and operational capacity to manage and service vessels and passengers. With the potential for cruise ships arriving in the very near future, carrying over 4,000 passengers and 2,000 crew, detailed programming of facilities as well as operational strategies will be confirmed with the GVHA during the master planning phase.

C5 Noise and emission levels from ships, helicopters and vehicles continue to be a key concern in the development of the facility. Impacts on the local community, drawing complaints, will need to be addressed through planning and operational strategies. It is noted that since vessels are now required to follow the MARPOL Annex VI requirements affecting emissions, a reduction in ship borne emissions is expected over the next decade.

C6 Several concerns have been raised by stakeholders on the wave and wind impacts to the facility and the constraints it places on ship movement and berthing as well as on land. Wind direction is predominantly south easterly and westerly. The breakwater hook provides basin tranquillity within the south waterlot (pilotage area), however wave and ship bow/stern thruster action is affecting the area off the north side of Pier B and also around the entry into the Federal water lease area, which is outside the GVHA boundary. This has placed limitation on any future development of docks or marina opportunities without appropriate attenuation.

C7 Ogden Point is located within a migratory bird sanctuary boundary which was established in 1923. Future development of the facility may require environmental review of potential impacts to wildlife and marine ecosystems.

C8 Sea rise is a concern for all ports globally. Due to rising sea levels, storms will make it more likely that the Ogden Point piers, docks and upland facilities have the potential to be damaged, critical roads submerged and utilities disrupted. As part of future planning it will be necessary to conduct a more detailed impact assessment of sea rise on the facility and create a resiliency plan. The preparation of the masterplan will identify some key options to be further developed.

#### 2.6.1.2. *Opportunities*

O1 Pier B offers significant working area that could be better utilized to manage bus traffic for cruise visitors as well as stevedoring activities.

O2 There is opportunity to develop a strong buffer and transition between the James Bay community on Dallas Road and the main site. This space running between both entry points into the site could be developed with commercial, open space, institutional and retail uses to provide amenity for the local community as well as visitors.

O3 There are several areas located on the water edge that would benefit from improved marine docks and access to the water. This would improve private and semipublic access.

O4 The current parking, road and bus areas have functioned well in accommodating traffic flows. There is an opportunity to develop better defined spaces and landscape that would help break up the "sea" of parking and protect the site from winds from the southeast and west. Safety and accessibility will remain the primary concerns

O5 The warehouse located on Pier A has the potential, with seismic upgrades, to provide other business opportunities for GVHA. The asset is currently underutilized, but offers significant area for boat and marine storage.

O6 There is an opportunity to create public space on the end of Pier A which may be developed as an iconic structure seen from the water.

O7 There are options to further develop the beach area south of the breakwater to accommodate public amenity spaces such as platforms that provide views of and access to the water. This would form part of an improved gateway to the breakwater.

O8 There are several options that should be considered to provide renewable energy generation on the site including, if deemed viable:

ii) District energy to provide supplemental power for shore power

iii) Solar arrays placed on the new raised terminal and potentially the warehouse

iv) Tidal and wave power generation

O9 Ogden Point has the potential to become a cultural and educational hub that promotes First Nation culture as well as marine education. Both Songhees and Esquimalt Nations would greatly benefit from business development opportunities to encourage employment on the property, as well as spaces to celebrate their stories on the site—for the benefit of locals and visitors alike. Open space and business areas will be integrated into the plan.

C# Constraints

O# Opportunities

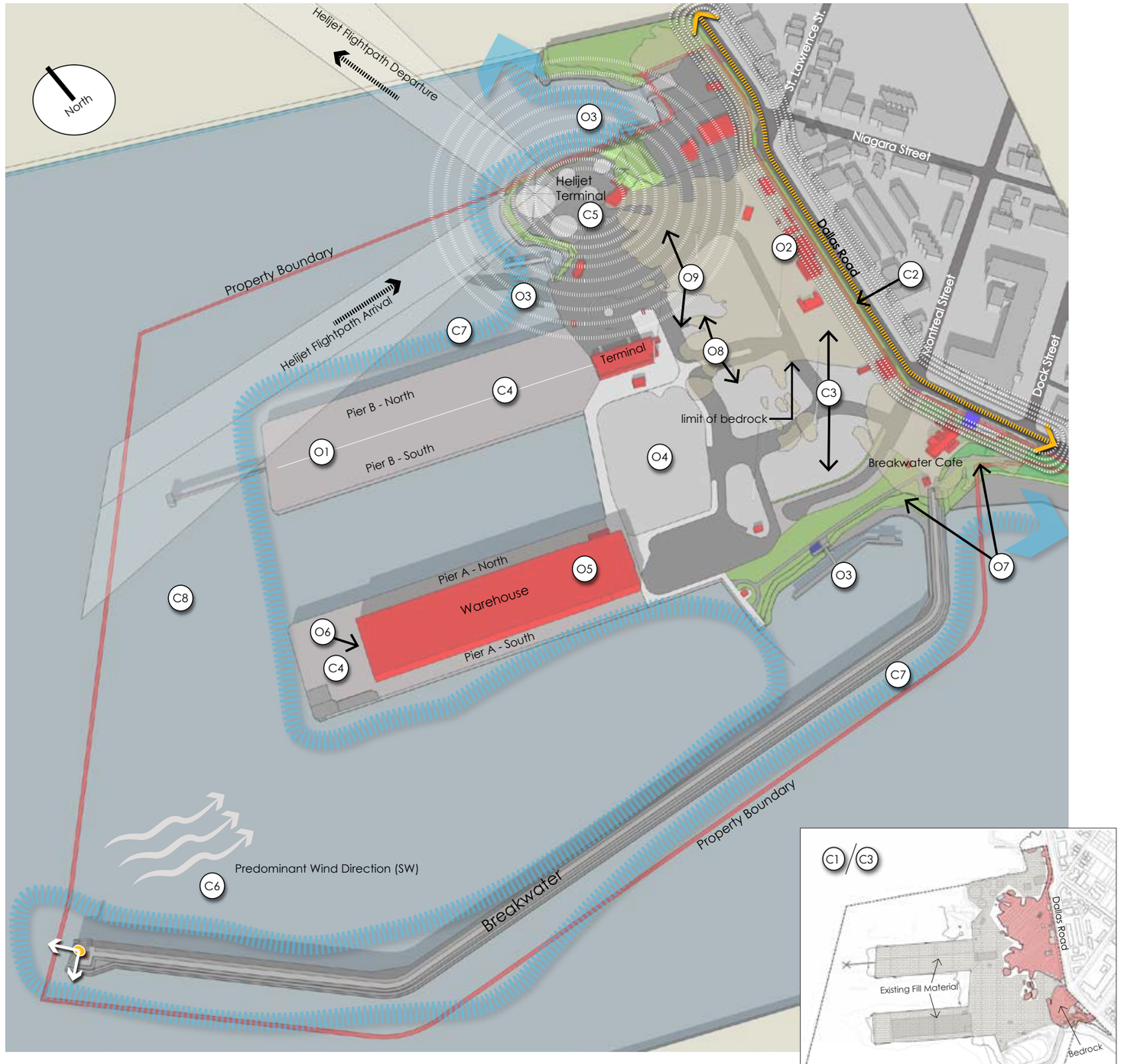



Figure 2.13: Site Constraints and Opportunities

Figure 3.2: Sketch Rendering of Ogden Point From South East

# 03 FUNCTIONAL AND FACILITIES PLAN

## 3.1. Overview

This section focuses on the proposed layout and uses of the plan that will form the foundation for the Phase 4 Masterplan guidelines and implementation strategy. This section includes a brief summary of the infrastructure assessment and approach for the plan, and a summary of the proposed rezoning and uses strategy.

## 3.2. Layout

The Functional and Facilities Plan layout (Figure 3.1) has been developed based on extensive discussion and consultation with stakeholders, the community and GVHA staff. This plan provides the basis for development of the masterplan layout which will later illustrate landscape, architecture and the public realm in more detail supported by guidelines and development controls.

### 3.2.1. General Plan

#### *3.2.1.1. General Layout Description*

**Key Aspects of the Functional and Facilities Plan**

The Functional and Facilities Plan (Figure 3.1) illustrates the following features:

1. Potential commercial, institutional and retail development on a parking plinth located along Dallas Road, including a potential hotel opportunity near the head of the breakwater walkway
2. New pedestrian and bike only pedestrian gateway to and from the site to encourage stronger community access and visitor accessibility to downtown
3. Revitalized marine services area allowing for small yacht storage and boat lift operation
4. Updated public boat launch
5. Dedicated open area for celebrating First Nation cultural events and offering retail
6. New raised terminal located on Pier B with tour bus parking beneath the terminal
7. Potential future home of port facilities within the existing warehouse on Pier A
8. New hangar for ambulance helicopter integrated with new heliport terminal
9. Revitalized pilotage, emergency rescue docks and amenities
10. Revised traffic and road circulation layout

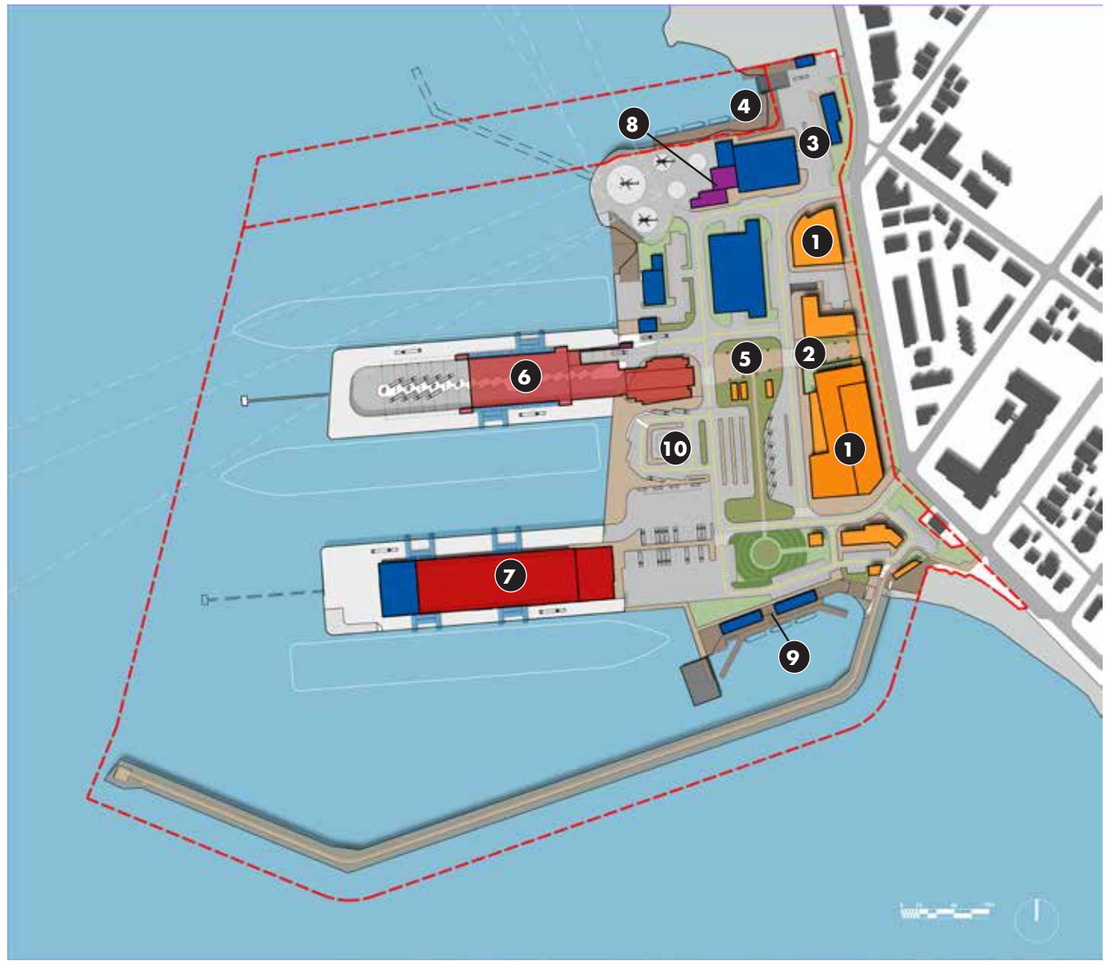



Figure 3.1: Functional and Facilities Key Plan


Figure 3.3: Functional and Facilities Plan

### 3.2.2. Plan Areas

The following plan areas are illustrated in Figure 3.4, Figure 3.5, and Figure 3.6.

#### *3.2.2.1. Area A – Aviation and Marine Service Zone*

**Context**

This zone is currently occupied by the heliport and various marine industry and service businesses. Extensive parking for staff, buses and patrons of Helijet and businesses is located in this area.

**Intent**

This area will remain for heliport use, industry waterfront access and marine services. A parkade structure is contemplated to the south of the Heliport terminal to accommodate for loss of surface parking and bus storage area. This is considered only as an option if parking cannot be fully accommodated under the development in Area C.

**Layout**

The current layout plan indicates the following:

1) The heliport terminal is upgraded and connected to a new medical emergency helicopter hanger. The berm will be removed to accommodate the additional area required. Tanker access for refuelling will remain in its present location. A new sound wall is contemplated on the perimeter of the main landing pad.

2) The waterfront area within the Federal water lot area has the potential to be developed as a marina dock and yacht lift area and requires negotiations with First Nations and Transport Canada. However, the flight path over the northwestern corner of the water may limit the dock expansion. If a marina or yacht lift facility is implemented It is necessary to provide wave attenuation/or a permanent breakwater on the North West corner to maintain basin tranquillity to protect moored vessels form wave and wind action that can be quite severe in this area.

3) The waterfront area directly below the main helipad landing area and which now utilized for

a passenger ferry operation to the downtown has the potential to be infilled and expanded. Another option it to extend the current paving surface with a new dock structure. This would greatly help with any laydown area behind the proposed marine service building contemplated in this area. Alternately the GVHA may consider placing another yacht lift in this are, however bow or stern thrusters from cruise and other marine vessel will likely require extensive attenuation to make this viable.

4) The area currently occupied by established marine businesses has the potential to become a small yacht storage facility. It is noted that due to the vehicular access requirements into the site at the Dallas Road and St Lawrence Street intersection, the turning geometries for large vehicles impacts the available area to create a larger yacht dry stack building. In this scenario the plan provide the for a four storey structure accommodating up to 45 foot length vessels. A detailed business plan to assess the viability of this site should be conducted.

5) The public boat launch will require upgrades. A facility for the James Bay Anglers Association building may be relocated to the north end of the property, near the ramp, and form part of a integral lookout area.

### *3.2.2.2. Area B – Cruise, Marine and Terminal Zone*

**Context**

This zone covers the majority of the working property. The uses will continue to be cruise and marine related with supporting transportation and staging areas on the uplands area.

**Intent**

GVHA's business strategy of expanding its cruise business requires the continued current use of the Pier A and B facilities. A continued customer-oriented entrepreneurial approach will build on recent success. The GVHA will continue strengthening and upgrading operations and facilities and develop strategies to attract new cruise product opportunities. Off season use of the facility will continue to facilitate larger vessels ranging from Cable Laying ships and yacht repositioning vessels to other marine opportunities that be well serviced in this facility.

**Layout**

The current layout plan indicates the following:

1) Pier A—The long term development of Pier A contemplates the development of a home port facility. Currently the warehouse is underutilized however cable storage will require expansion in the short term. A key decision that will be made is to determine if the warehouse can be economically retrofitted for seismic upgrades to accommodate a home port facility which will require embarkation and disembarkation levels, baggage handling, security and provisioning. In addition to the building a new dolphin will be required located on the north side of Pier A to accommodate plus 350 metre length ships. A critical limit to placing the dolphin on the south side is that navigation between the breakwater end and the pier is already limited—an added dolphin on this side would likely limit berthing in the future. Preliminary space requirements for a home port suggest a facility accommodating one vessel with a maximum of 4,500 passengers will likely require in the region of 13,000 $m^2$/140,000 $ft^2$ on two levels.

2) Pier B—This area has been planned to accommodate between 25–30 tour buses (up to 1,650 passengers). This entails raising the embarking/disembarking facility above the bus parking and then descending to ground level at the current location of the terminal. This plan contemplates a facilities sized for managing two 4,500 pax vessels berthed at the same time. Processing up to 9,000 pax and disembarking crew requires significant area as the existing pier is no longer available for lining up at grade outside the terminal. The current design includes a raised structure which can be incrementally expanded over time with rolling telescopic enclosed gangways running up and down the entire length of the terminal. Layout areas are maintained at 18 metres/60 feet on the perimeter of the pier. After processing via CBSA passenger would descend either directly towards the community gateway or pickup areas for cabs, transit of other tours; or down to the tour bus area below the terminal.

3) The Transportation area is designed to accommodate a range of multi modal uses. Transit buses parking (3a) is located in easy access of both Pier A and B, and within that area both horse and carriage (3b), limousine and pedcabs pickup is accommodated. Taxi ranks are located at the centre of the site (3c). Tour bus parking for Pier A is located in area 3d. Tour bus parking for Pier B is located under the proposed new raised terminal (3e). To the east of the taxi rank, (3f), additional tour buses will be able to wait until needed to replace empty spots. This area may also be used as a location for Food Trucks and other types of open air market activities in the off season. A central pedestrian space connects the amenity area with the community promenade, featuring First Nation long houses and craft activities and the Dallas Road pedestrian gateway.

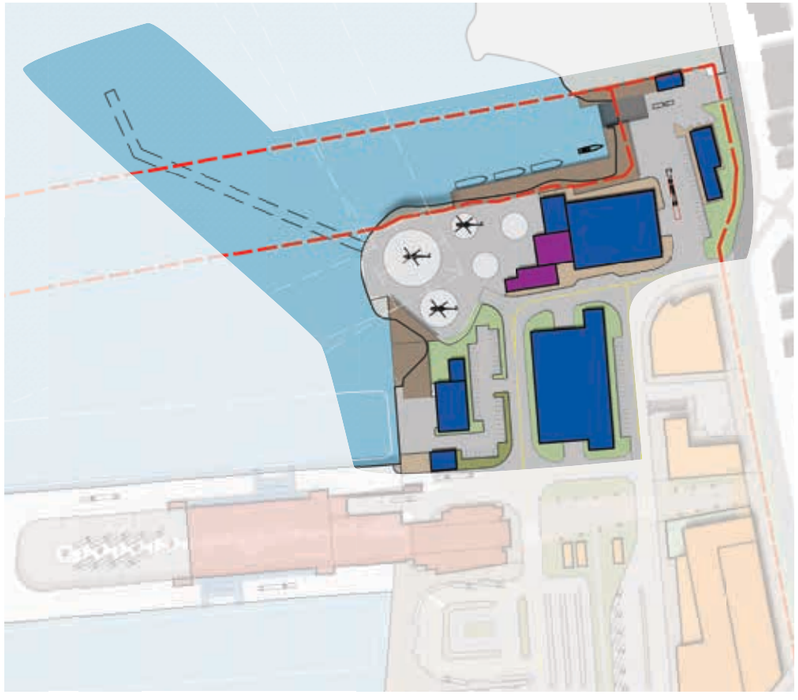


Figure 3.4: Plan Area A

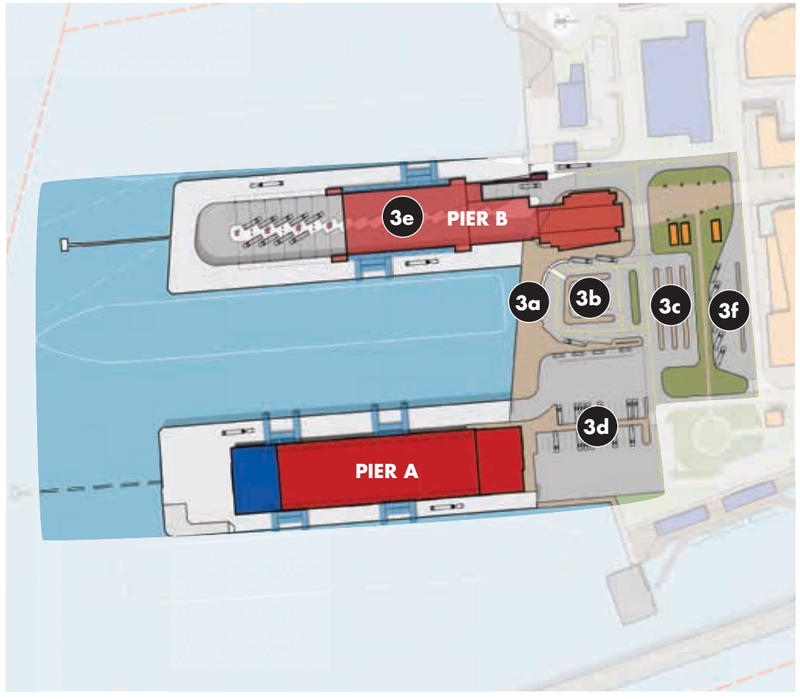



Figure 3.5: Plan Area B

### *3.2.2.3. Area C – Commercial, Institutional Retail and Amenity Zone*

**Context**

This area is currently used for a range of storage and staging areas for various key cruise and automobile businesses. The GVHA maintenance depot is also located on this site.

**Intent**

While these current uses are important part of the GVHA business income and use of the area, the opportunity to develop other uses in this area, as transitional zone offering commercial, institutional and retail options is part of this current functional planning strategy. This has the potential to provide additional income for the GVHA as well as provide appropriate options tailored to the local community and Victoria as a whole. This area would act as a much needed "buffer" between the industrialized component of the sites and the adjacent residential community.

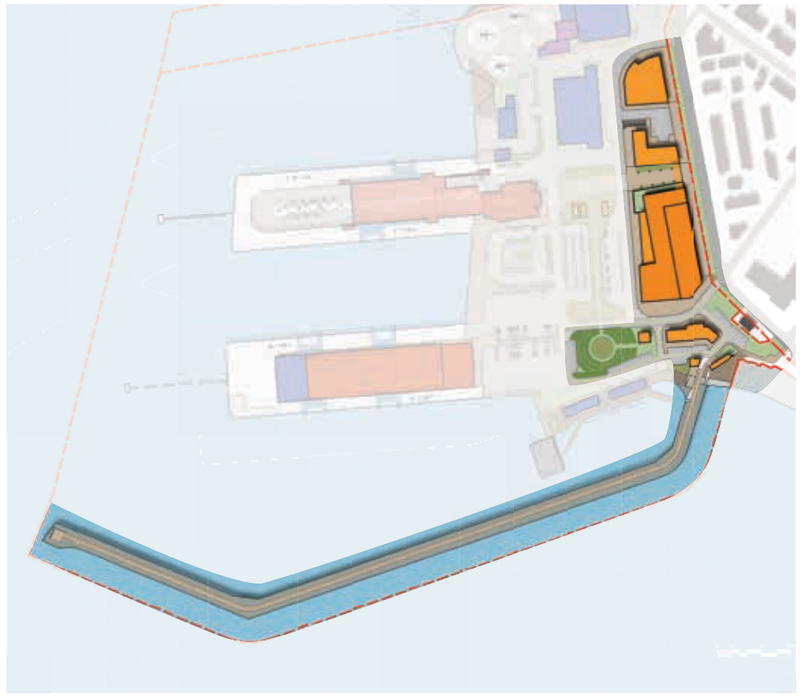


Figure 3.6: Plan Area C

**Layout**

1) A major community gateway of approximately 15 metres/50 feet in width is provided to encourage pedestrian and bike access to the downtown area. It is directly aligned with the Pier B terminal entry. Pedestrians can freely move back and forth down into the community promenade where First Nation Longhouses and cultural activities will be located.

2) A small hotel is currently contemplated near the entry of the breakwater. This may also be a location for a microbrewery and restaurant. Other retail opportunities are located around the breakwater area that may be comprised of smaller vendors.

3) This area could accommodate a mixed use building of a maximum of three storeys. This may contain commercial, retail and institutional uses.

4) This area may accommodate commercial or retail uses on the site. However the GVHA may wish to contemplate expanding this as Marine service Area if viable.

5) A key feature of this zone is placing parking under the entire facility and locating the entire development on a plinth. Since this is located on the area of bedrock on the site this would likely be economical to construct. Current calculations indicate that 200 vehicles can be accommodated under the conceptual footprint of this structure.

## 3.2.3. Circulation and Parking

Refer to Figure 3.7 for proposed key parking areas.

| MAP CODE | AREA SERVICED | ESTIMATED STALLS |
|---|---|---|
| **A** | Public Boat Launch and Business Staff/Customers | 23 |
| **B** | Parkade | 16 Buses/150 Vehicles |
| **C** | Business/Staff and Workers | 56 |
| **D** | Bus Parking (Pier B) | 25–30 |
| **E** | Transit Parking, Tally Ho, Pedcabs, Limousines | 7 Buses/5 Limousines |
| **F** | Taxi Cab Parking | 20 |
| **G** | Bus Parking and Limousines (Pier A) | 15 Buses/4 Limousines |
| **H** | Bus Parking (Pier A) | 18 |
| **I** | BC Coast Pilots, Seaspan and General Parking | 30 |
| **J** | Hotel Parking | 76 |
| **K** | Parkade | 200 |
| **L** | General Short Term | 25 |
| | Total Estimated Stalls On Site | 568 |
| | | Cars 568 |
| | | Buses/Other 98 |

Figure 3.7 and Figure 3.8 illustrate the proposed road/parking layout and pedestrian circulation respectively. One of the goals of the planning team was to reduce the amount of paved road and parking areas in the new plan. The current plan demonstrates a 16% decrease (estimated 84,500 $m^2$ to 71,000 $m^2$) in paved road area. This can be further reduced by utilizing permeable paving systems in parking areas, decreasing stormwater runoff on the property.

Emphasis on efficient pedestrian and active transportation movement was also a goal of the team, which led to the creation of the community gateway and promenade to Dallas Road to help facilitate orientation of visitors and locals alike.

The circulation network is tied in with amenity spaces to create a series of interconnected nodes.

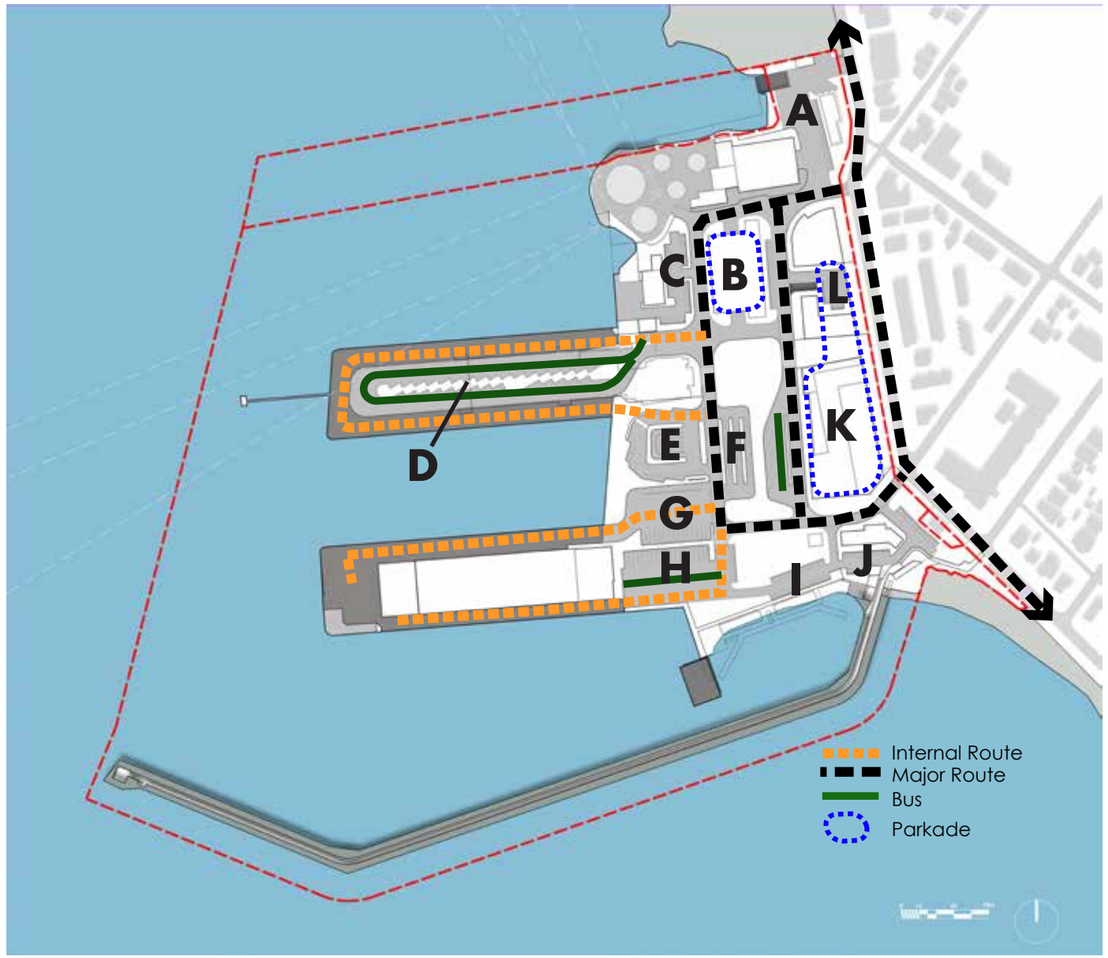



Figure 3.7: Proposed Vehicle Circulation and Parking

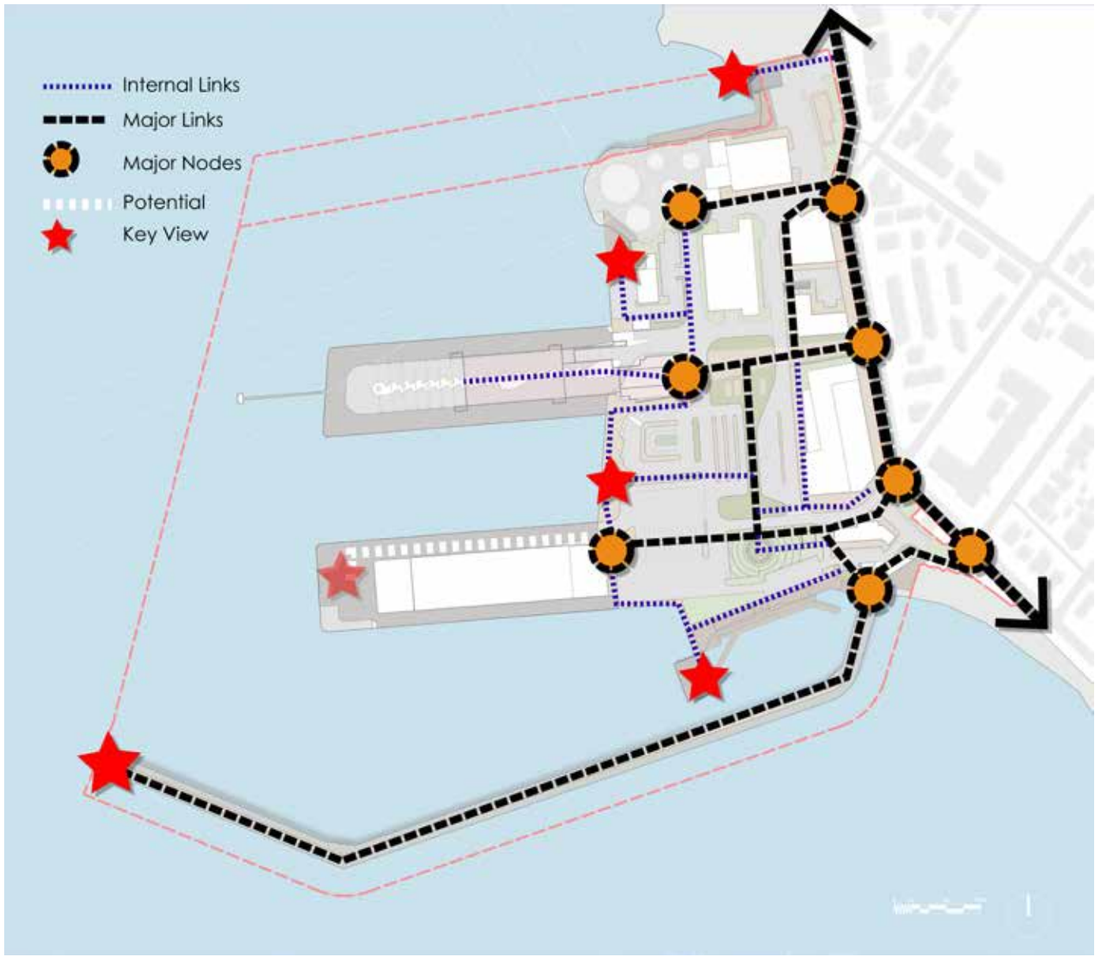



Figure 3.8: Proposed Pedestrian Circulation

### 3.2.4. Security

Marine security has become a high priority for all ports and the marine industry, not only in Canada but internationally. In considering its land use and the operation of its marine facilities, the GVHA is required to follow the requirements of the *Marine Transportation Act and Regulations*, both of which are linked to the International Ships and Port Facility Security Code established by the International Maritime Organization (IMO) following the events of 9/11. This requires strict access controls at port facilities and restricts access to those employed at facilities and those conducting business at the harbour. It includes registration of personnel, issuance of identification cards and in certain cases the provision of a Transport Canada Clearance. It is anticipated that security controls will continue to evolve given the ongoing perimeter security discussions between Canada and the United States.

The security of Ogden Point will be developed in more detail in the master planning stage. However the broad requirements have been factored into the functional planning in compliance with the *Marine Transportation Security Regulations* CODIFICATION SOR/2004-144. The harbour will be designed to continue to implement all three levels of MARSEC (MARitime SECurity) levels. With the potential of a transitional commercial area, consideration will be given to accessing these areas as part of the security plan.

When notified of an increase in the MARSEC level, the GVHA and operator must ensure:

1) Vessels moored to the facility and vessels scheduled to arrive at the facility within 96 hours of the MARSEC Level change are notified of the new MARSEC Level and the Declaration of Security is revised as necessary.

2) The facility complies with the required additional security measures within 12 hours.

3) The facility reports compliance or noncompliance to the GVHA.

The MARSEC Levels are as follows:

a) **MARSEC Level 1** means the level for which minimum appropriate protective security measures shall be maintained at all times. This is the level at which ships and port facilities normally operate.

   i) Standard security measures will be employed

for marine and cruise activities past Pier A and B gates. Security checkpoints will be formalized with on site security and the Canada Border Services Agency.

b) **MARSEC Level 2** means the level for which appropriate additional protective security measures shall be maintained for a period of time as a result of heightened risk of a security incident. This is a heightened level of awareness and precautionary activity applying for as long as there is a heightened security risk.

i) Traffic controls will be implemented to manage proximity of vehicles to buildings. The westerly road passing by Pier B terminal and the bus parking zone alongside Pier A will be subject to temporary traffic control.

ii) For MARSEC Levels 2 and 3, the Facility Security Officer must inform all facility personnel about identified threats, and emphasize reporting procedures and stress the need for increased vigilance.

iii) An owner or operator whose facility is not in compliance with the requirements of this section, must inform the GVHA and obtain approval prior to interfacing with a vessel or continuing operations.

iv) For MARSEC Level 2, the additional security procedures for monitoring shall include, as appropriate to the facility's operations:

- Increasing the coverage and intensity of lighting and surveillance equipment, including the provision of additional lighting and surveillance
- Increasing the frequency of foot, vehicle or waterborne patrols
- Assigning additional security personnel to monitor and patrol

c) **MARSEC Level 3** means the level for which further specific protective security measures shall be maintained for a limited period of time when a security incident is probable or imminent, although it may not be possible to identify the specific target. This is an exceptionally high level of awareness and precautionary activity for a period of time when there is an imminent risk of a security incident.

i) At MARSEC Level 3, in addition to the requirements of other levels, a facility owner or operator may be required to implement additional measures, as appropriate, which may include:

- Use of waterborne security patrol
- Use of armed security personnel to control access to the facility and to deter, to the maximum extent practical, a transportation security incident
- Examination of piers, wharves, and similar structures at the facility for the presence of dangerous substances or devices underwater or other threats

### 3.2.5. Planning for Sea Rise Impacts

Recent work conducted by the CRD[9] has provided a basis for estimating the potential impacts of sea rise and storm surge impacts on the facility. Further discussion was conducted with the City of Victoria in late 2015, to discuss future regulatory requirements for sea rise. These planning regulations are pending by the end of 2016 or early 2017 and will likely include minimum construction grade levels for waterfront development. Based on the data provided via the City of Victoria, Figure 3.9 was prepared to illustrate the predicted sea rise impact to Ogden Point.

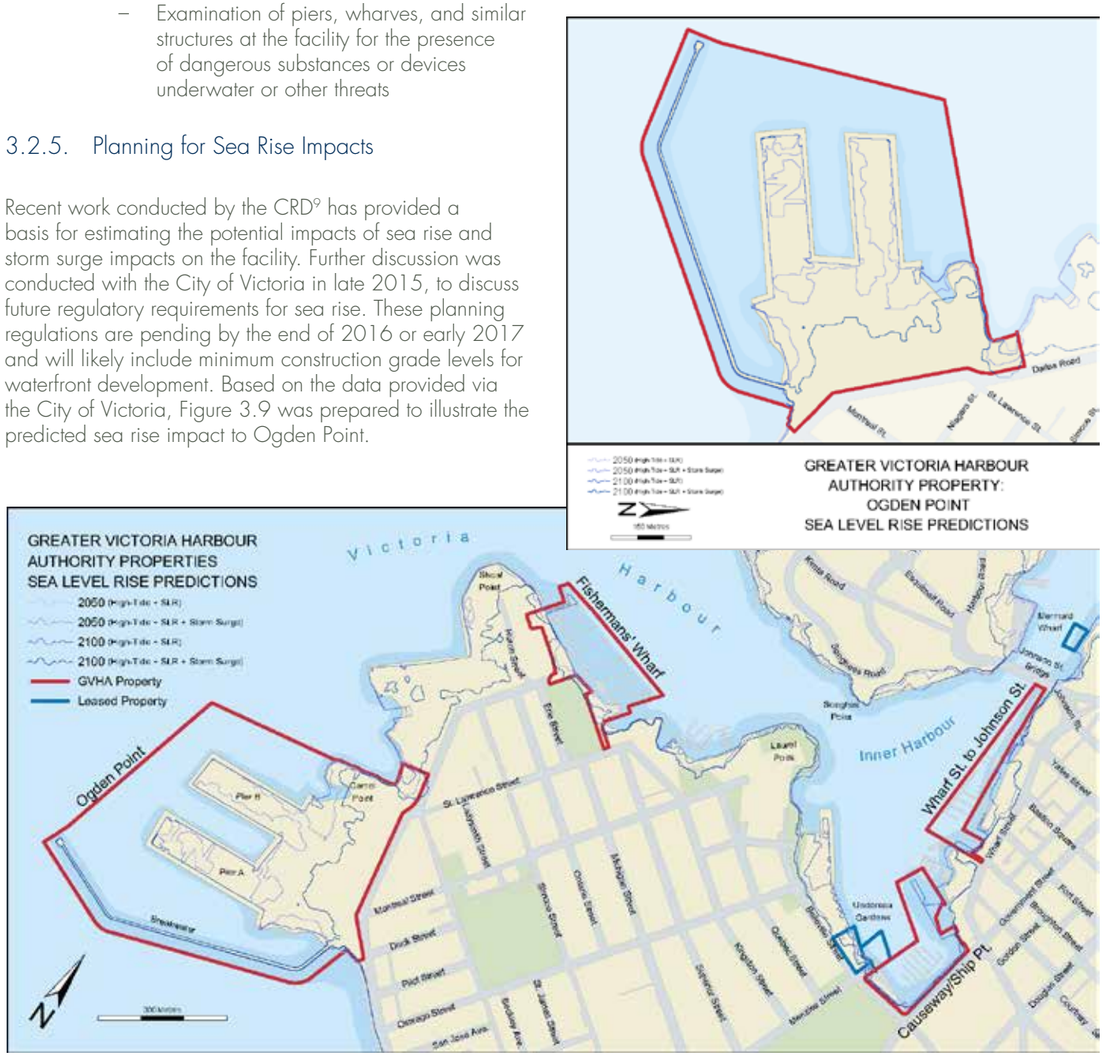



Figure 3.9: Sea Rise Impact to Ogden Point

9 CRD *Coastal Sea Level Rise Risk Assessment, Prepared by AECOM, January 2015*

### 3.2.6. Performance Standards

During the amendment to the land use and zoning for this property, the CDZ may be subject to performance standards for the working harbour that are subject to negotiation between the GVHA and the City of Victoria.

#### *3.2.6.1. Application of Performance Standards for Ogden Point*

To address the environmental and social effects of the activities on the Ogden Point site, the James Bay Neighbourhood Plan (1993) called for the implementation of performance standards to be applied to industrial and marine related land uses adjacent to residential areas.

Performance zoning is an approach to land use regulation that focuses on the effects of land uses rather than categories of use. Specifically, performance zoning establishes particular standards and other criteria for determining appropriate uses and site design requirements rather than prescribing specific uses and building functions. Performance zoning establishes criteria that ensure each land use is compatible with adjacent land uses, and more specifically that one land use will not adversely affect others. The purpose of performance standards in industrial and marine related areas is to translate the traditional light, medium and heavy industrial zones into well-defined terms that focus on the environmental and by extension, social and potential health effects of industry or marine related activities.

Importantly, performance standards should relate only to process and effects. Environmental effects normally regulated through performance zoning are noise, pollution, glare, heat, smoke, odour and waste.

Performance standards can be separated into two categories, site or activity standards. Site standards regulate the appearance of new developments, to the extent that the development corresponds to the community character. Many communities utilize site regulations to achieve a compatible appearance between land uses. Activity standards regulate the outputs of an industry in a manner that limits the noxious effects industries may have on adjoining property owners. It is clear, to make the masterplan acceptable to James Bay, that the bias will be to the application of activity standards, as well as ensuring that form and character are addressed. The standards themselves may be written very precisely, giving measurements and formulas, or may be vague in nature, or simply defer to federal, provincial and municipal standards.

Site standards in conjunction with activity standards create industries that are beneficial to the community physically and economically. Most often, the building and site are regulated by means of maintenance, building floor area ratio, and site design and lot coverage. These regulatory distinctions can be broken into two classifications, regulation of the site and regulation of the activity.

Performance standards have the potential to offer a variety of solutions to alleviate incompatible activities, but to such an extent that the standards and the methods of application can become complex. Key criteria for enforceability will be to develop and implement scientifically based performance standards that work in the regulatory environment. Other challenges will be to ensure that any enforceable standards:

1) Are measurable/observable

2) Are direct/precise measures

3) Are repeatable

4) Legally enforceable within an authority's jurisdiction

5) Are cost effective /practical for all parties

As the planning authority and regulator, the City of Victoria will need to make decisions on how it will integrate performance standards within the current planning regulatory framework and whether the current enabling powers of the *Local Government Act* and *Local Government (Green Communities) Statutes Amendment Act* (Bill 27), which have expanded the powers of both development permit areas and zoning, if drafted appropriately, would be sufficient to address these effects. Caution is noted in the application of performance standards that are not enforceable by the City of Victoria's jurisdiction.

## 3.3. Infrastructure Assessment

A high level infrastructure assessment and concept plan, overlaid with the functional and facilities plan was prepared by the Stantec team to help determine initial capacity demands and have a high level order of magnitude cost assessment, completed by an independent cost consultant. A preliminary servicing layout was prepared over the base layout plan to illustrate the basic concepts for the project. This is illustrated in Figure 3.10 on the following page.

### 3.3.1. Stormwater Services

The preliminary conceptual stormwater drainage system design was developed with the intent of conveying flows from both the existing and proposed new buildings, including the surrounding parking and greenspace areas and directing it to the ocean via the existing three stormwater outfalls. The existing outfalls were utilized for the new design in an effort to mitigate the costly and time consuming regulatory application process involved in acquiring approval for new stormwater outfalls.

This design approach will require the addition of three new stormwater rehabilitation units to be sized appropriately for the pipe networks they service and located just upstream of the exiting outfalls to comply with current building codes of practice.

The condition of the existing on site infrastructure was unknown at the time the preliminary conceptual servicing design was generated therefore re-use of existing stormwater infrastructure was not considered in the design.

Detailed design of catch basins and other drain inlet structures was not performed at this stage.

### 3.3.2. Sanitary Services

Conceptual sanitary servicing for the site was also designed to service the existing and preliminary proposed buildings and their anticipated occupancy including a proposed new cruise ship terminal on the north jetty. Due to the primarily flat topography of the existing site it was assumed that site flows would be collected by gravity system at a centralized pump station before leaving the site via force main to the existing City system on Dallas Road.

Preliminary pipe sizes were not intended for conveyance of flows received from the ships docked at the jetties but allowance was made for on site attenuation tanks to mitigate the need for upgrades to the existing receiving infrastructure due to the development of the site.

The condition of the existing on site infrastructure was unknown at the time the preliminary conceptual servicing design was generated therefore re-use of existing sanitary infrastructure was not considered in the design.

### 3.3.3. Potable Water

The proposed conceptual water service design is also looped externally off the existing main on Dallas Road at Montreal and Niagara Streets and also looped internally to service all of the proposed and existing buildings, and also provide suitable flows for firefighting requirements. Fire hydrants were located to meet minimum building code distance requirements in relation to proposed building locations and their assumed building entrances

Preliminary pipe sizes were not intended for conveyance of flows to the ships docked at the jetties as this was not considered to be a requirement at the time the design was created.

The condition of the existing on site water infrastructure was unknown at the time the preliminary conceptual servicing design was generated therefore re-use of existing sanitary infrastructure was not considered in the design.

### 3.3.4. Gas

Conceptual gas service design for the site was not performed at this stage as the servicing of the site is anticipated to be performed by the gas utility provider at no cost to the development.

### 3.3.5. Electrical Service and Distribution

Currently, the site is served from BC Hydro distribution circuit 12322HSY which transitions from the overhead distribution system to an underground, radial primary feed at the 189 Dallas Road property and service is provided through a series of pad mounted transformers connected to the BC Hydro network.

Based on the proposed buildings area, systems typical for the Victoria environment, and an electrical capacity allowance for future load growth, 5 MW standard primary services will be required. The building usage and areas were provided for the load calculations purposes. Some assumptions were given based on average load for typical buildings (i.e., heating and cooling loads were assumed based on ASHRAE standards Zone 5, owner supplied equipment are assumed based on CEC 22.1-15 building demand.

To provide the new 5MW standard service, a new concrete encased duct bank from the existing 12.5KV underground service to two new 2 x 12.5KV–347/600V Vista cubicles complete with transformers will be required. The cubicles will be placed strategically on north and south ends of the proposed area of development to minimize the voltage drop and the feeders on the secondary side for each building/service.

BC Hydro is continuously upgrading and expanding the power distribution grid and various BC Hydro feeders are being upgraded from 12.5 KV to 25 KV, this might be reflected on the existing 12.5KV primary voltage on site. In accordance with BC Hydro's Primary Service Guide, all primary customer owned equipment must be capable of operating at the current system voltage (12.5 KV) while being capable of operating at the higher primary supply voltage including meeting the requirements of the increased fault level, overcurrent protection, grid potential rise and step and touch voltage requirements per CEC. The design of the system shall consider this aspect and allow for the future upgrade.

We anticipate the vista cubicles and transformers will be NEMA 3R suitable for the application to avoid the requirement for a shelter. This is a typical installation method for utility power supply. A capacitor bank might be considered for each building dependent on the anticipated power factor for each building. Each building is anticipated to be equipped with a standalone main distribution panel that is fed from the secondary side of the transformers.

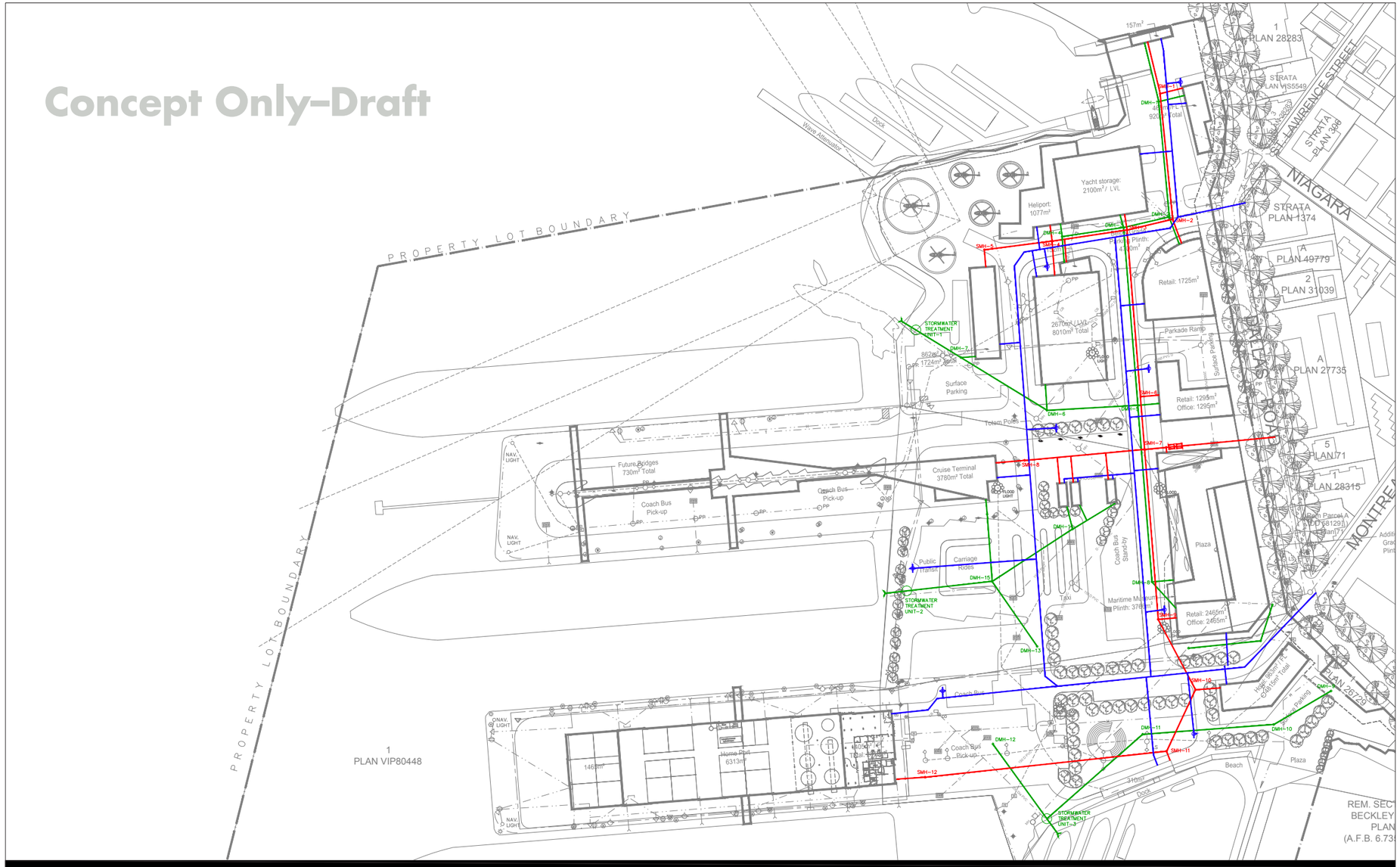
It was assumed the tel/data services will be installed in the same trench with the power feeders for each building and the trench shall allow for the proper separation between power and tel/data conduits. The main tel/data conduits servicing the site will be stubbed up to a pedestal installed adjacent to BCH Vista Switch where it will distribute to the buildings sharing the same trench from the secondary feeds to the building service entrance point.

### 3.3.6. Site Lighting

The proposed site lighting will be pole mounted, multi-head high output LED fixtures. Lights shall meet or exceed required IES (Illuminating Engineering Society) guidelines and be dark sky compliant. The placement of the lights shall be reviewed based on the latest building plans to provide proper coverage and to avoid spill on the neighbouring properties while maintaining the minimum lighting levels required for each area.

Lights selected shall have a minimum CRI of 70, 3500–4000K color temperature and feature a salt air resistant finish to ensure long lifespan.

Exterior lighting control shall be specified for energy efficient automatic dusk-to-dawn photocell control.




| | | | |
|---|---|---|---|
| Revision / Issued | Consultants | Permit-Seal | Stantec<br>400 - 655 Tyee Road<br>Victoria BC<br>The Contractor shall verify and be responsible for all dimensions. DO NOT scale the drawing - any errors or omissions shall be reported to Stantec without delay. The Copyrights to all designs and drawings are the property of Stantec. Reproduction or use for any purpose other than that authorized by Stantec is forbidden. |
| Client/Project: Greater Victoria Harbour Authority (GVHA)<br>OGDEN POINT MASTERPLAN 2016<br>Phase 3 Functional and Facilities PLan<br>Victoria BC<br>File Name: | Title: SITE FUNCTIONAL PLAN<br>CIVIL CONCEPT<br>Project No. 116542011<br>Scale 1:750 (0 7.5 22.5 37.5m)<br>Drawing No. SK-5<br>Sheet of<br>Revision - | | |

ORIGINAL SHEET - ISO A1

Figure 3.10: Basic Infrastructure Layout for Functional and Facilities Plan

## 3.4. Functional Land Use and Zoning Strategy

To create a zoning strategy for the property, a functional zoning plan was developed to allocate working boundaries for primary uses on the site. These primary uses were:

1) **Cruise/Marine**—Area allocated for cruise, marine and warehousing activities on Pier A and B

2) **Aviation/Marine**—Area allocated for the Heliport and any future marine service or industry

3) **Marine Services/Industrial**—Area allocated for marine industrial and service activities

4) **Commercial/Institutional/Retail**—Area allocated for development of commercial, institutional and retail real estate opportunities, not precluding other marine related uses such as technical schools and services

5) **Amenity (excluding Breakwater)**—Area allocated for public uses and retail opportunities near waterfront and breakwater areas

These five primary use areas were further broken down into potential specific uses such as office, minor retail, light marine industrial, tourism services, technical schools etc. The total percentage coverage on the site, of the five areas summarized in Figure 3.11 below.

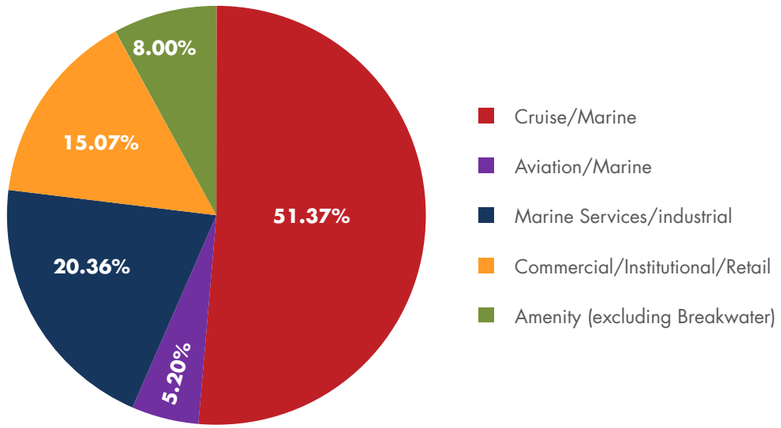



Figure 3.11: Functional Zones % Coverage

A detailed breakdown of uses is provided in the following table below:

| FUNCTIONAL ZONE USES AND SITE COVERAGE | | | | |
|---|---|---|---|---|
| FUNCTIONAL ZONE | POTENTIAL USES | ESTIMATED HECTARES | ESTIMATED | ESTIMATED COVERAGE % |
| CRUISE/MARINE | » Ship servicing and storage<br>» Bulk goods storage/transfer<br>» Conference and meeting centre (off season)<br>» Cruise ship services<br>» Docks, wharves and piers<br>» Fuel storage facilities<br>» Government offices/services<br>» High tech research/development (marine )<br>» Light industrial manufacturing<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Retail (support to other use only)<br>» Seafood processing/packing<br>» Seasonal markets<br>» Storage warehouses<br>» Taxi offices<br>» Tourist services<br>» Trade schools/educational uses<br>» Use-related parking<br>» Use-related wholesale sales<br>» Vehicle storage/rentals/services<br>» Public art/cultural exhibits<br>» Performance space<br>» Renewable energy power generation | 7.04 | 17.39 | 51.37% |
| AVIATION/MARINE | » Air travel terminals<br>» Hangars<br>» Boat servicing and storage<br>» Docks, wharves and piers<br>» Government offices/services<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Professional services/offices<br>» Trade schools/educational uses<br>» Use-related parking | 0.69 | 1.69 | 5.20% |
| MARINE SERVICES/ INDUSTRIAL | » Boat launch facilities<br>» Boat servicing and storage<br>» Docks, wharves and piers<br>» Government offices/services<br>» High tech research/development<br>» Light industrial servicing/repair<br>» Office use (support to other use)<br>» Restaurants<br>» Retail (support to other use only)<br>» Tourist attractions/services<br>» Trade schools/educational uses<br>» Use-related parking<br>» Use-related wholesale sales<br>» Renewable energy power generation | 2.8 | 6.91 | 20.36% |

| FUNCTIONAL ZONE USES AND SITE COVERAGE | | | | |
|---|---|---|---|---|
| FUNCTIONAL ZONE | POTENTIAL USES | ESTIMATED HECTARES | ESTIMATED | ESTIMATED COVERAGE % |
| COMMERCIAL/ INSTITUTIONAL/RETAIL | » Government offices/services<br>» High tech research/development<br>» Office use (support to other use)<br>» Office uses (major occupancy)<br>» Parking structures<br>» Professional services/offices<br>» Restaurants<br>» Retail, commercial , businesses<br>» Trade schools/educational uses<br>» University facilities<br>» Use-related parking<br>» Light industrial support uses<br>» Seasonal markets<br>» Public art/cultural exhibits<br>» Performance space | 2.07 | 5.11 | 15.07% |
| AMENITY (EXCLUDING BREAKWATER AREA) | » Tourist services<br>» Use-related parking<br>» Docks, wharves and piers<br>» Seasonal markets<br>» Restaurants<br>» Micro brewery<br>» Public art/cultural exhibits<br>» Performance space<br>» Minor retail<br>» Government offices/services<br>» Renewable energy power generation | 1.04 | 2.57 | 8.00% |

In addition to the information provided on the previous page, the following table provides a summary of potential gross floor area in the primary zones. See Figure 3.12 for the Key Map.

| KEY MAP CODE | FUNCTIONAL USE | M² | FT² | PROJECTED FLOORS | GFA M² | GFA FT² |
|---|---|---|---|---|---|---|
| 1 | Marine Services/Industrial | 135.60 | 1,459.58 | 1 | 135.60 | 1,459.58 |
| 2 | Marine Services/Industrial | 458.70 | 4,937.40 | 2 | 917.40 | 9,874.80 |
| 3 | Marine Services/Industrial | 2,101.00 | 22,614.95 | 3 | 6,303.00 | 67,844.86 |
| 4 | Marine Services/Industrial | 302.20 | 3,252.85 | 2 | 604.40 | 6,505.70 |
| | | **2,997.50** | **32,264.79** | | **7,960.40** | **85,684.95** |
| 5 | Aviation/Marine | 1,047.10 | 11,270.88 | 3 | 3,141.30 | 33,812.64 |
| 6 | Aviation/Marine | 345.70 | 3,721.08 | 2 | 691.40 | 7,442.16 |
| | | **1,392.80** | **14,991.96** | | **3,832.70** | **41,254.80** |
| 7 | Commercial/Institutional/Retail | 1,724.50 | 18,562.35 | 3 | 5,173.50 | 55,687.04 |
| 8 | Commercial/Institutional/Retail | 1,050.90 | 11,311.78 | 3 | 3,152.70 | 33,935.35 |
| 9 | Commercial/Institutional/Retail | 6,260.70 | 67,389.55 | 3 | 18,782.10 | 202,168.65 |
| 10 | Commercial/Institutional/Retail | 681.90 | 7,339.90 | 5 | 3,409.50 | 36,699.52 |
| 11 | Commercial/Institutional/Retail | 122.40 | 1,317.50 | 1 | 122.40 | 1,317.50 |
| 12 | Commercial/Institutional/Retail | 83.20 | 895.56 | 1 | 83.20 | 895.56 |
| 13 | Commercial/Institutional/Retail | 120.80 | 1,300.28 | 1 | 120.80 | 1,300.28 |
| | | **10,044.40** | **108,116.92** | | **30,844.20** | **332,003.88** |
| 14 | Marine Services/Industrial | 329.70 | 3,548.86 | 2 | 659.40 | 7,097.72 |
| 15 | Marine Services/Industrial | 329.70 | 3,548.86 | 2 | 659.40 | 7,097.72 |
| 16 | Cruise/ Marine | 9,141.60 | 98,399.27 | 2 | 18,283.20 | 196,798.54 |
| 17 | Cruise/ Marine | 7,040.40 | 75,782.16 | 2 | 14,080.80 | 151,564.32 |
| 18 | Marine Services/Industrial | 166.10 | 1,787.88 | 1 | 166.10 | 1,787.88 |
| 19 | Marine Services/Industrial | 643.70 | 6,928.72 | 2 | 1,287.40 | 13,857.44 |
| 20 | Marine Services/Industrial | 3,137.50 | 33,771.74 | 4 | 12,550.00 | 135,086.95 |
| | | **20,788.70** | **223,767.49** | | **47,686.30** | **513,290.56** |

GFA = Gross Floor Area

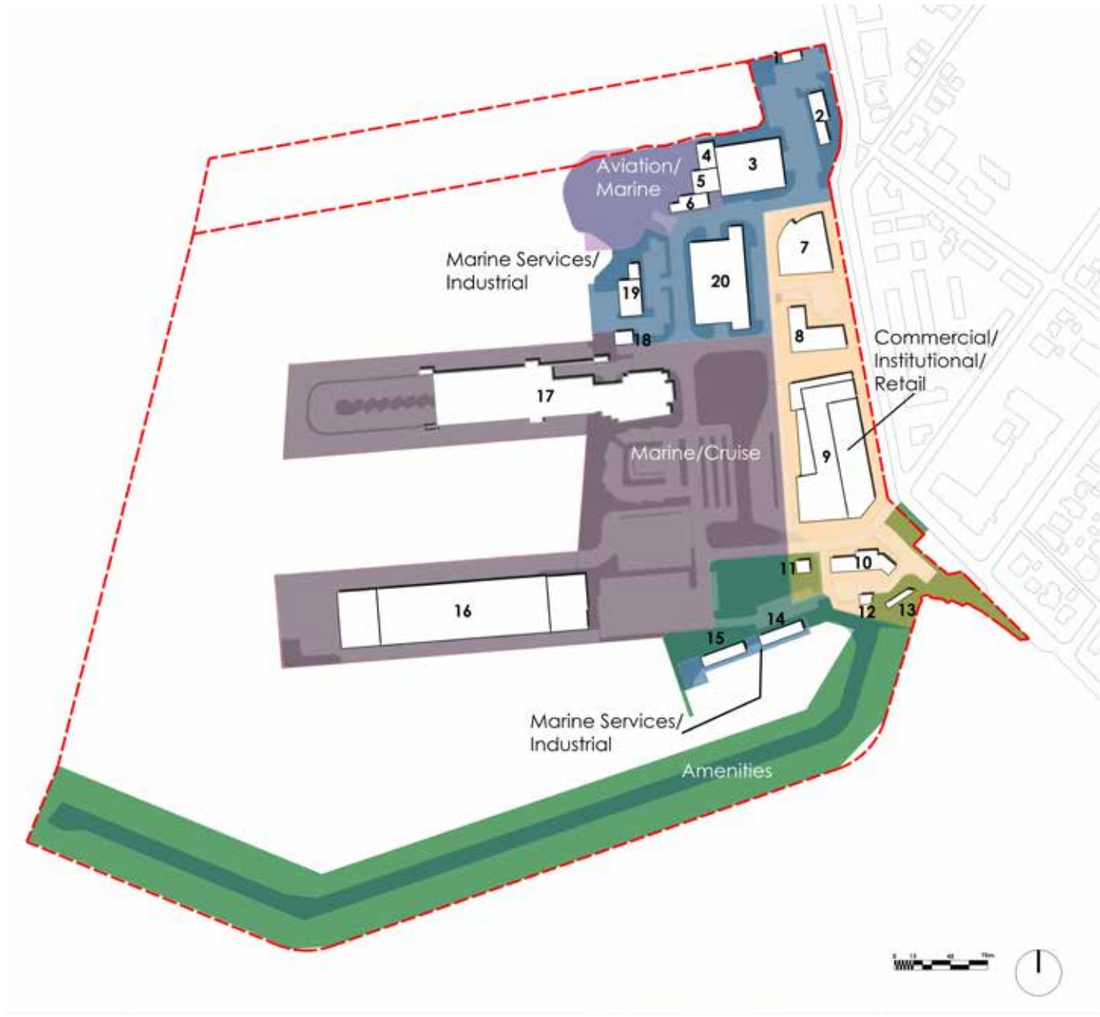
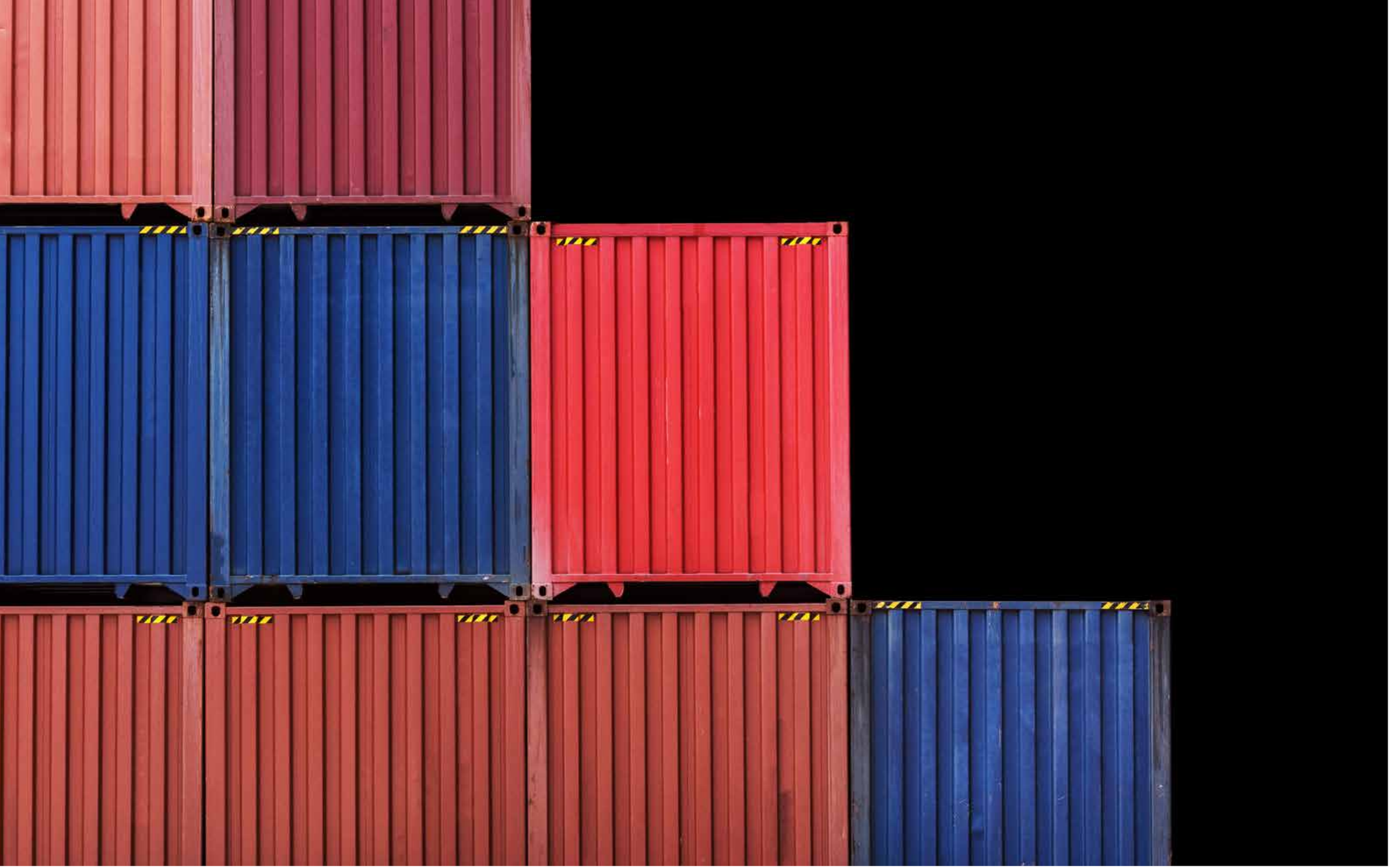



Figure 3.12: Key Map



## 4.1. Rezoning and Land Use Amendment

To facilitate redevelopment of the GVHA's Ogden Point site will require several municipal application processes. The nature of the proposed land use framework and density configuration has been determined through the facility planning and consultation.

A wide range of land uses is currently permitted at the site under the current M-2 Light Industrial District, at a significant floor space ratio (3:1). If the development proposal can be tailored to fit within the current zoning district technical constraints and Official Community Plan (OCP) Development Permit (DP) area guidelines, then the process would be quick and straightforward. Should a variance to the existing land use, density, or DP guidelines be required to facilitate the development plan, the process will require a much longer timeline and a generous public engagement component to complete.

Upon approval of the OPFFP, Stantec will proceed with preparation of the rezoning and land use amendments that will be submitted to the City of Victoria for preapprovals. This will initiate the Community Advisory Land Use Committee process, which will require that the plan be reviewed by the James Bay Neighbourhood Association who will then provide their comments to the City.

Based on the objectives of the GVHA, it is recommended that a Comprehensive Development Zone (CDZ) be considered for the Ogden Point Site. A preliminary Zoning plan is provided Figure 4.1. This will be refined as part of the land use and rezoning process. The intention of a CDZ is to maintain the primary marine and cruise services and industry with flexible area for growth, while permitting the development of commercial, institutional, and retail uses along Dallas Road as a transition between the residential area of James Bay and the port facilities. This use is intended to permit industrial and other uses that are generally considered incompatible with residential land use, but are beneficial in that they provide industrial and service employment opportunities or serve a useful or necessary function in the City and the region. It is not the intent, however, to permit uses that are potentially dangerous or environmentally incompatible when situated near residential districts. This CDZ will encourage the development of recreational, cultural and public uses that provide access to the waterfront where appropriate.

This strategy provides for the development or redevelopment of a larger site allowing a variety of land uses and development approaches as part of a comprehensive development plan. This form of zoning enables the City of Victoria and the GVHA to work collaboratively to integrate detailed guidelines and performance standards for appropriate aspects of the development scheme. Development controls, detailed guidelines and performance standards will be included in the Phase 4 Masterplan.

It should be noted that the CDZ zone provides the City of Victoria the ability to specifically regulate the development of a particular site. CDZ zones provide municipalities with greater flexibility to obtain a development plan that better suits the neighbourhood and the particular property. This is a key element needed for support from the James Bay Community who is looking for reasonable certainty on future development.

As part of the amendment process, the GVHA will need to clearly identify amenity contributions on which it is willing to negotiate with the City. A development proforma will be necessary to understand the costs of any amenity contribution against the overall development budget, such as additional open space, greater access to the waterfront, tree retention, innovative storm water management, and affordable housing.

In addition to the above, the City of Victoria has indicated that this project will require an OCP amendment to account for changes in land use. This would only be triggered if the GVHA proceeds with commercial and retail development on a portion of the site as this is currently not a permitted use.

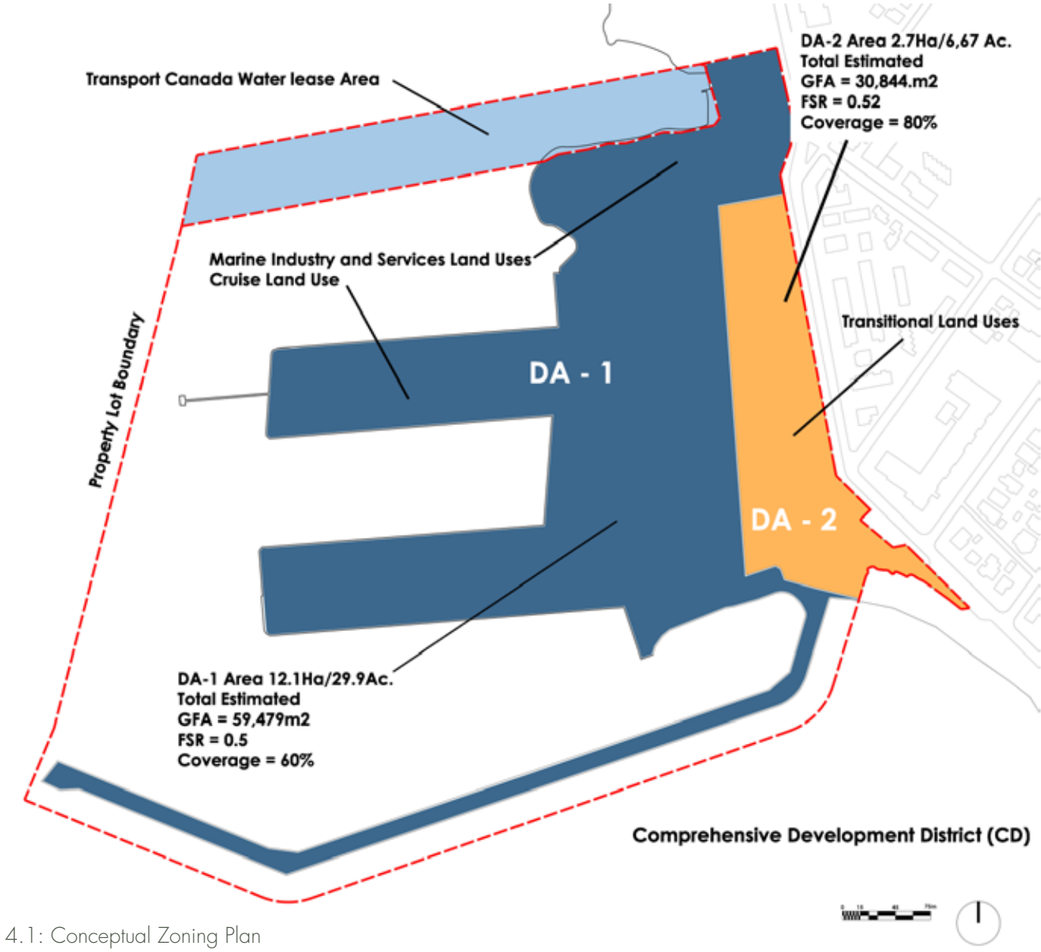
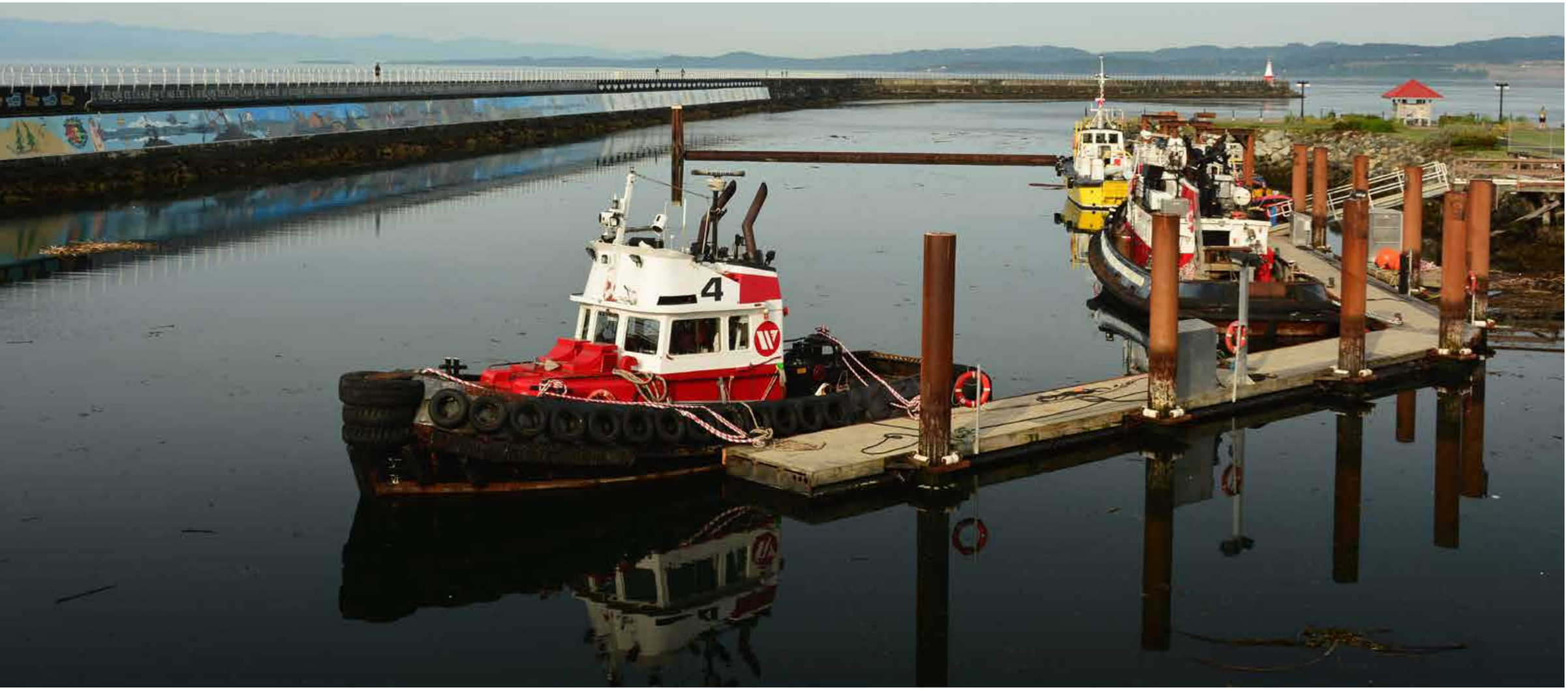



Figure 4.1: Conceptual Zoning Plan

Figure 4.1 provides a conceptual zoning plan for the Ogden Point development. This will be refined as part of the Land use and rezoning process.

## 4.2. Masterplan Completion

Upon approval of the OPFFP, detailed architectural, landscape, infrastructure and public realm guidelines will be prepared. This will be supported by an implementation plan that will identify the main phases of development for the plan over 30 years.



Stantec Consulting
400 - 655 Tyee Road
Victoria BC V9A 6X5
ww.stantec.com

Stantec Consulting
400 - 655 Tyee Road
Victoria BC V9A 6X5
ww.stantec.com