



Islands Trust

## Project Charter: Ganges Boardwalk Completion

Date: January 9, 2015

Version: 1

### Purpose

To review the design and enable the construction of the Ganges Boardwalk in collaboration with the Capital Regional District, the Chamber of Commerce, the Salt Spring Island Harbour Authority and other interested stakeholders, adjacent property owners and the Salt Spring Island community. The first phase of the boardwalk project extends from Rotary Park to Peck's Cove.

### Background

Ganges is the commercial, social, cultural and institutional heart of Salt Spring Island. With the goal of creating a local area plan to guide future development, the Salt Spring Island Local Trust Committee (LTC) established "Ganges Village Planning" as a Work Program project in June of 2013.

Many have lamented that the village form ignores the harbour, and expressed concern over the lack of safe pedestrian access throughout. To address these issues, efforts have been made to construct a continuous harbourside boardwalk (at various stages called the Seawalk, Harbourwalk and "marine walkway").

The current boardwalk was constructed in the 1980s as a collaborative initiative involving public agencies and community volunteers. The legal instruments required to guarantee public access (known as statutory right of ways or SRWs) were unfortunately not secured at the time. As a result, there are gaps in the boardwalk, and some segments have fallen into disrepair. Private property owners have been maintaining segments of the boardwalk and incurring the costs of liability insurance at their own expense.

In order to realize the long standing community goal of a continuous harbourside walkway, the LTC decided to focus the initial phase of the "Ganges Village Planning" project on completing the Ganges boardwalk.

### Project Objectives

- Undertake a comprehensive community consultation that provides for the involvement of community members, stakeholder groups, provincial and federal agencies and neighbourhood landowners in the development of a vision for a public boardwalk.
- Strive to ensure that First Nations rights and title are not impacted by the proposal, and that archaeological values are protected.
- Agreement of upland property owners to grant statutory rights of way (SRWs) along existing and new segments of the boardwalk.
- Assess the consistency of the vision as desired by upland property owners to provide public access to a boardwalk (as a community amenity) with the overall community vision and the Official Community Plan.
- Provincial and federal approval for the required permits and rights of way along the foreshore and to the location and design of proposed new sections of the boardwalk.

- Establish a funding mechanism to complete new segments, repair existing sections that have deteriorated, and address the long term maintenance of the boardwalk.
- Repair and construct the boardwalk for continuous access from Rotary Park to Peck’s Cove.
- Consider the interest and feasibility of completing segment of the Boardwalk beyond the preliminary scope (between Rotary Park and Peck’s Cove Park).

**Project Scope**

In Scope	Out of Scope
<p><u>Salt Spring Local Trust Committee</u></p> <ul style="list-style-type: none"> <li>• Facilitate the development of a community vision for the Ganges Boardwalk</li> <li>• Consideration of Land Use Bylaw and Official Community Plan Bylaw amendments to enable a public boardwalk over the project area (between Rotary Park and Peck Bay)</li> <li>• Consideration of Development Permits to enable the construction of a public boardwalk</li> <li>• Community-wide consultation in concert with other agencies</li> <li>• First Nations engagement</li> <li>• Assistance with grant applications for funding to construct new boardwalk segments</li> </ul>	<p>Completion of the Boardwalk beyond Rotary Park to Peck’s Cove is out of scope. The principles and approaches of this project charter may apply to additional segments of the boardwalk if the scope is broadened in the future.</p>
<p><u>Joint LTC/ CRD action</u></p> <ul style="list-style-type: none"> <li>• Design for a public boardwalk</li> <li>• Archaeological assessment</li> <li>• Structural and geotechnical engineering, environmental, and other required reports</li> <li>• Negotiations with upland owners to obtain agreement for rights of way across the foreshore lands</li> <li>• Liaison with the Province on design of a boardwalk and granting of rights of way</li> </ul>	
<p><u>To be considered by CRD:</u></p> <ul style="list-style-type: none"> <li>• Agreements with upland property owners to support Provincial approval of SRW’s for the Boardwalk in front of their properties</li> <li>• Resolution of the issue of long term maintenance of the Boardwalk in consultation with property owners</li> <li>• Resolution of funding of capital costs for construction of new sections and upgrading of deteriorated sections;</li> <li>• Repair/ reconstruction of deteriorated sections of the Boardwalk</li> <li>• Construction of a boardwalk from Rotary Park to Peck’s Cove</li> </ul>	

## Project Deliverables and Timeline

Deliverable / Milestone	Target Date
<b>PHASE 1: land use planning (led by Islands Trust)</b>	
Staff prepare public engagement plan for LTC consideration	Jan 2015
Initiate discussions with First Nations	Jan 2015
Continue property access discussions	Jan/Feb 2015
Community/ stakeholder consultation continued (in collaboration with the Chamber of Commerce & CRD)	Jan/Feb 2015
Explore opportunities for grant funding through IT staff Grants Administrator	Feb 2015
Research comparable local government & inter-agency financial and organizational arrangements	Jan-Mar 2015
Community visioning workshop for a public boardwalk	April 2015
Review landowner development objectives with community vision	April 2015
OCP/LUB amendments initiated for foreshore and upland areas along the boardwalk; staff directed to prepare bylaw amendments; first reading	May/ June 2015
Agency review of proposed OCP/LUB amendments	June-Aug 2015
Consultation program for summer residents and tourists	July-Aug 2015
Public engagement event/ review of consultation and work to date	Sept 2015
Possible amendments/second reading of proposed bylaw amendments	October 2015
Public Hearing for OCP/ LUB amendments	Nov 2015
Adopt bylaw amendments	Jan 2016
<b>PHASE 2: design (joint LTC/ CRD)</b>	
Review of property issues; prepare survey plan	Spring 2015
Initiate archeological assessment	As directed by FN consultation
Complete geotechnical, environmental, economic impact assessments, arborist report and other studies	TBD in concert with CRD
Preliminary design of the boardwalk and request for review to provincial and federal agencies	TBD in concert with CRD
<b>Phase 3: construction (led by CRD)</b>	
<b>TBD</b>	

## Stakeholders

Agency/group	Represented by	Interests, expectations, concerns
Capital Regional District (CRD)	<ul style="list-style-type: none"> <li>• Electoral Area Director</li> <li>• SSI Manager; Engineer</li> <li>• Economic Dev, PARC and Transport. Commissions</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation partners; funding, maintenance, holders of some SRWs for the boardwalk; park and animal control bylaws; providers of sewer service in Ganges</li> <li>• Property owners (Rotary and Peck's Cove Parks)</li> </ul>
Chamber of Commerce	Manager, Directors and other interested members	Timely completion of boardwalk as an economic development strategy; interest in assisting with the process
Ministry of Forests, Lands, Natural Res Ops	Mark Harvey, Nanaimo Office	<ul style="list-style-type: none"> <li>• Location and design of structures over foreshore</li> <li>• Approval for foreshore leases</li> </ul>
Department of Fisheries and Oceans	Fisheries Protection Program, Vancouver	Any fill proposal would need to be reviewed under the Fisheries Act to (avoid causing "serious harm to fish")
Transport Canada	Colin Parkinson, Officer	Any proposed fill would require approval under the Navigation Protection Act ("permitted works")
Archaeology Branch	Justine Batten, Victoria Office	Review of archaeological assessments/permits/approvals
School District No. 64	Rod Scotvold, Secretary Treasurer	<ul style="list-style-type: none"> <li>• Safe pedestrian access for students</li> <li>• May wish to involve school children in planning and design of boardwalk features</li> </ul>
Harbour Authority (HASSI)	Harbour Manager HASSI Board Directors	Navigation issues in the harbor, including safety hazards for boat and aircraft traffic.
Environmental groups	TBD	Ensuring that environmental concerns are addressed throughout the project
RCMP detachment	TBD	Responsible for public safety aspect of boardwalk use
Ganges business owners	Various	<ul style="list-style-type: none"> <li>• Some have expressed interest in fundraising, volunteer contributions to construction</li> <li>• May benefit from community economic development generated by a boardwalk or the enhanced connectivity</li> </ul>
Ganges and Churchill Road residents	All	<ul style="list-style-type: none"> <li>• Improved pedestrian network to the village core</li> <li>• Potential neighbourhood nuisance impact of land uses and design, including noise and lighting</li> </ul>
Upland property owners	Owners fronting on existing Boardwalk	<ul style="list-style-type: none"> <li>• Funding for maintenance and liability of the segments fronting their properties</li> </ul>
Upland parcel owners where SRWs may be required	<ul style="list-style-type: none"> <li>• Cudmore property</li> <li>• Ganges Marina</li> <li>• Gulf of Georgia Land &amp; Timber</li> <li>• Island Farmers Institute</li> </ul>	<ul style="list-style-type: none"> <li>• Increased development potential in exchange for the provision of the boardwalk as a community amenity</li> <li>• Agreements on government responsibility for liability and maintenance costs.</li> </ul>
Salt Spring Island community	All	<ul style="list-style-type: none"> <li>• Benefit of enhanced economic activity in Ganges</li> <li>• Improved connectivity through village – accessibility</li> <li>• Fiscal prudence as tax payers</li> </ul>
North Salt Spring Waterworks District	Ron Stepaniuk	Community water provider for Ganges Village

## First Nations

First Nations with asserted rights on Salt Spring Island will be engaged early to discuss the project and identify any potential impacts on Aboriginal rights and title. Engagement topics will focus on potential amendments to the Official Community Plan and protection of archaeological sites. The First Nations with interests on Salt Spring are:

Chemainus First Nation  
Cowichan Tribes  
Halalt First Nation  
Lake Cowichan First Nation

Lyackson First Nation  
Malahat First Nation  
Pauquachin First Nation  
Penelakut First Nation

Tsartlip First Nation  
Tsawout First Nation  
Tsawwassen First Nation  
Tseycum First Nation

### Local Trust Committee Project Team Resources

Name	Role	Responsibility
Leah Hartley, RPM	Project Champion	Ensures project aligns with strategic goals, provide adequate resources and overall direction and leadership
LTC	Project Sponsor	Maintaining the project as a work program priority
Kristin Aasen	Project Manager/ Planner	Project management, contract management, agency coordination, planning work
Mark van Bakel	GIS Coordinator	Mapping and GIS work
Mike Richards	Grants administrator	Assistance with identifying grants; applications and reporting
TBD	Admin support	Background materials, meeting notices, bookings, etc.
TAS staff	Communications support	Assisting with developing communications

### Project Budget

Activity	Description	Estimated Cost \$
<b>PHASE 1 – land use planning – led by LTC</b>		
Community engagement	Facilitated public workshops, contract for graphic facilitator, communications materials, facility rental, minute takers, advertising, etc.	7,000
First Nations engagement	Engagement with 12 affected First Nations. Possible site tour to visit Ganges archaeological site – travel and honorarium	3,000
Public Hearing for LUB/ OCP amendments	Statutory notice, meeting hall rental, minute taker	2,000
	<b>TOTAL</b>	<b>12,000</b>
<b>PHASE 2 – design phase – joint LTC/ CRD</b> (*these figures are order of magnitude <b>estimates</b> provided by the consultant)		
Survey	Surveys likely required to confirm the location of existing SRWs, structures and outline future SRWs	20,000 + (est.)
Analysis and design	Geotechnical, civil, environmental assessment reports and design	20,000 + (est.)
Archaeology	Archaeological overview assessment and follow up	12,000 + (est.)
	<b>TOTAL</b>	<b>52,000 + (est.)</b>
<b>PHASE 3 – construction – to be considered by CRD</b>		
	<b>TOTAL</b>	<b>TBD</b>

### Endorsements

Role	Name	Endorsement Date
Project Champion	Leah Hartley, Regional Planning Manager	December 19, 2014
Project Manager	Kristin Aasen, Planner	December 19, 2014
Project Sponsor	Salt Spring Island Local Trust Committee	January 8, 2015