

REPORT

Parks, Culture & Recreation Department

To: Mayor Wright and Members of City Council in Committee of the Whole

Date: April 7, 2014

From: G. Dean Gibson
Director of Parks, Culture & Recreation

Doc.# 538562

Subject: Westminster Pier Park Timber Wharf Interim Programming Prioritization

RECOMMENDATION

THAT the interim use programming opportunities for Westminster Pier Park be prioritized and reconciled against available funding as noted in the following table:

Program Element	Priority	Relative Funding Allotment (\$)	Relative Funding Allotment (%)
Public pathway	1	23,000	8%
General landscaping	1	100,000	34%
Urban beach	2	95,000	32%
Outdoor group fitness area	3	78,100	26%
Sports activity area	4	1,000	0%
Fitness circuit and stations	5	0	0%
Labyrinth	6	0	0%
Enhancements to the volleyball area	7	0	0%
Off-leash dog enclosure	8	0	0%
TOTAL		\$298,000	100%

and based on these priorities,

THAT staff be directed to develop a detailed landscape design plan to incorporate the priority elements, and

THAT the landscape plan be presented back to City Council prior to tendering the construction of the works.

ORIGIN/PURPOSE

The purpose of this report is to:

- Report back on the recommendations of the Parks & Recreation Committee relative to the prioritization of interim use programming opportunities for the Westminster Pier Park Timber Wharf against available project funding as per prior Council direction.

SUMMARY

Westminster Pier Park opened in June 2012. While 100% of the park site is accessible to the public, available funding allowed for redevelopment of approximately 60% of the overall site. Council endorsed a plan to consult with the public on interim uses for the easterly Timber Wharf section of the park and to assess the feasibility of the identified options. A preliminary design concept has been developed with an estimated construction cost of \$650,000. This work can be implemented over time as funding permits.

City Council has received a staff report on the possible interim programming ideas for the Timber Wharf area of Westminster Pier Park and has referred these options to the Parks & Recreation Committee for prioritization and reconciliation against available project funding. The Committee is recommending the following interim programming opportunities be pursued:

Program Element	Priority	Relative Funding Allotment (\$)	Relative Funding Allotment (%)
Public pathway	1	23,000	8%
General landscaping	1	100,000	34%
Urban beach	2	95,000	32%
Outdoor group fitness area	3	78,100	26%
Sports activity area	4	1,000	0%
Fitness circuit and stations	5	0	0%
Labyrinth	6	0	0%
Enhancements to the volleyball area	7	0	0%
Off-leash dog enclosure	8	0	0%
TOTAL		\$298,000	100%

BACKGROUND

The Parks, Culture & Recreation Department has been engaging the community and City Council for several months regarding the temporary programming opportunities

for the most easterly end of Westminster Pier Park. This process has resulted in a rich menu of programming ideas that are reflective of the needs and preferences of the persons who participated in these sessions. Attachment "A" provides an overview of the consultation process. In the fall of 2013, City Council referred the interim programming elements for the Timber Wharf section of Westminster Pier Park to the Parks and Recreation Committee for final prioritization.

In consideration of the prioritization process, the Parks and Recreation Committee was provided with the following background information:

Timber Wharf Site Planning Outcomes

Based on the programming priorities developed in consultation with the community, and the opportunities and constraints determined through the Timber Wharf structural assessment plus existing site conditions (i.e. site access, noise, surface drainage, exposure to the elements, seasonal influences), a conceptual site plan has been developed which identifies how the various program ideas might be arranged on the site. As the list of programming ideas exceeds the available space on the Timber Wharf, the design attempts to accommodate those uses which can be most practically implemented, are compatible with each other, and can be readily re-used and/or relocated as the full park Master Plan is implemented in the future. Given the need to prioritize the programming opportunities, the following top priority programming elements were considered for the conceptual design:

- Group sporting activities
- Physical fitness opportunities
- Social gathering spaces
- Opportunities for relaxation/reflection

A rendering of the site concept plan is included as Attachment "B". Specific design features include:

- Designated pedestrian walkway (river walk)
- Outdoor group activity/fitness space (group fitness, dance, etc.)
- Fitness circuit & stations
- Sand volleyball courts

- Urban beach
- Labyrinth & grass mound
- Off-leash small dog area
- Group sporting activities
- General landscape improvements (i.e. planters, decorative banners, benches, drinking fountains, wayfinding/site information signage, site furnishings for table tennis, chess, etc.)

This past summer, two sand volleyball courts were installed on the Timber Wharf generally in accordance with the conceptual site plan.

Given the very large size of the overall site, even modest enhancements to the programming of the Timber Wharf have the potential to have significant budget implications. High level estimates for the concept plan have been prepared and are in the order of magnitude of \$650,000 (inclusive of a 10% contingency) plus associated design fees. This estimate does not include expenditures associated with addressing issues with the Timber Wharf structure as identified in the Engineer's inspection report.

EXISTING POLICY/PRACTICE

It is the practice of the City to involve the community in the planning of community amenities such as parks and open spaces. Best practices dictate that this work be informed by sound data related to site and infrastructure conditions that may impact the planning process.

DISCUSSION

At the November 27, 2013 Parks & Recreation Committee meeting, members evaluated each of the identified program features against the *Guiding Principles for Program Prioritization and Site Development* (established during the public consultation sessions), and further reconciled the prioritized program features against the available capital budget. Worksheets provided in Attachment "C" provide the detailed results of this ranking exercise. At the conclusion of this process, the Parks and Recreation Committee passed the following motion:

THAT the interim use programming opportunities for Westminster Pier Park be prioritized and reconciled against available funding as noted in the following table; and

Program Element	Priority	Relative Funding Allotment (\$)
A public pathway	1	23,000
General landscaping	1	100,000
An urban beach	2	95,000
An outdoor group fitness area	3	78,100
A sports activity area	4	1,000
Fitness circuit and stations	5	0
A labyrinth	6	0
Enhancements to the volleyball area	7	0
Off-leash dog enclosure	8	0
TOTAL		\$298,000

THAT the above program elements be recommended to City Council for consideration.

CARRIED.

All members of the Committee present voted in favour of the motion.

The minutes from the Parks & Recreation Committee also reflect the following comments:

The Committee concluded that they are committed to finishing the first, or southwestern side of the park, as opposed to finishing the entire park in a halfhearted manner. Based on this conclusion, the Committee noted the following:

- The Fraser walkway should be kept intact, as it was ranked as the top priority.
- Enhancements to the volleyball courts were given priority, as it was noted that this amenity has established users.
- Additional budget can be allocated to the urban beach, as it is at the front of the site.
- By focusing on one area of the site, landscaping costs will decrease.
- A landscape architect will organize the site to be cohesive and visually pleasing.
- The sporting area was not assigned a value, as staff believes concrete barriers can be acquired inexpensively.

SUSTAINABILITY CONSIDERATIONS

- **Financial Impact** – The 2014 Capital budget includes funding in the amount of \$298,000 for interim programming enhancements. In 2013, approximately \$51,200 for conceptual site design and construction of the sand volleyball courts was expended.
- **Social Impact** – Westminster Pier Park is making a notable change in the fabric of the City’s waterfront and helping to make the Downtown neighbourhood a more complete community. There is strong community interest in maximizing the programming opportunities for the entire park site, including implementing interim activities for the Timber Wharf.
- **Environmental Impact** – The design of the Timber Wharf interim programming improvements has been done with an eye towards being able to re-use/re-purpose the majority of the materials either on the same site or elsewhere in the City when the final park master plan is implemented.

OPTIONS

1. Prioritize the interim use programming opportunities for Westminster Pier Park and reconcile against available funding as follows:

Program Element	Priority	Relative Funding Allotment (\$)	Relative Funding Allotment (%)
Public pathway	1	23,000	8%
General landscaping	1	100,000	34%
Urban beach	2	95,000	32%
Outdoor group fitness area	3	78,100	26%
Sports activity area	4	1,000	0%
Fitness circuit and stations	5	0	0%
Labyrinth	6	0	0%
Enhancements to the volleyball area	7	0	0%
Off-leash dog enclosure	8	0	0%
TOTAL		\$298,000	100%

2. Direct staff to develop a detailed landscape design plan to incorporate the priority elements and present the plan back to City Council prior to tendering the construction works.
3. Provide staff with other direction.

Options #1 & #2 are recommended.

INTERDEPARTMENTAL LIAISON

Staff from the Parks, Culture & Recreation and Engineering Departments have collaborated on this project.

CONCLUSION

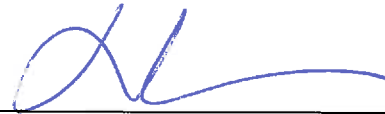
Westminster Pier Park has become a valued amenity for the City and is widely used by the public. The overall public experience can be further enhanced with modest short term investment in repairs to the Timber Wharf and development of additional park features.

Report prepared by,

Approved for presentation to City
Council,



G. Dean Gibson
Director of Parks, Culture &
Recreation



Lisa Spitale
Chief Administrative Officer

ATTACHMENT "A"

**Westminster Pier Park Timber Wharf
Interim Programming Process Overview**

**Westminster Pier Park Timber Wharf –
Interim Programming Process Overview**

Westminster Pier Park was opened to the public in June of 2012. A comprehensive site master plan was developed as part of the initial planning for the overall park development. While 100% of the park site is accessible to the public, available funding allowed for redevelopment of the approximately 60% of the site. The remainder of the site, which consists of the original wood pile wharf, was made safe for public access but has not had any formal development.

In the fall of 2012, Council endorsed a plan to consult with the public on interim uses for the Timber Wharf and to assess the feasibility of the identified options. Results from the public consultation were subsequently presented to Council and a series of follow-up steps were endorsed. In summary, the consultation results concluded:

- Guiding Principles for Program Prioritization and Site Development:
 - Addresses gaps in the provision of recreation across age groups and interest areas
 - Relates to the river, heritage, and nature
 - Balances active and passive uses
 - Is accessible (barrier free)
 - Supports multi-use
 - Is visually pleasing
 - Does not negatively impact short term opportunities that have a high value to the community
 - Enables a transition to future long term uses

- Proposed Park Uses (Top priorities)
 - 1: Places for group sports and activities
 - Outdoor games area
 - Versatile sport court area
 - Large open flex space (tie)
 - Fishing dock/pier/moorage/barge (tie)
 - Versatile sport box area to support seasonal activities
 - 2: Activities or amenities related to physical fitness
 - Obstacle course

- Fitness circuit
 - Fitness loop – bike or running
 - Outdoor courts
 - Outdoor fitness programs (yoga)
- 3: Social gathering places
- Night Market
 - Festivals celebrating food, culture and spirits
 - Outdoor movie/theatre
 - Interactive public art
 - Beach/picnic tables
 - Concerts
- 4: Places to reflect and relax
- Spaces protected from the weather (rain or sunshine)
 - Sitting places to watch activities
 - Creating white noise with water
 - Totem pole – carving on site (tie)
 - Covered area for artists to paint (tie)
 - Teaching opportunities
- 5: An “other” category was used to capture additional creative ideas.
- Community Gardens – intergenerational, learning, etc.
 - Interactive art, chalk drawings, murals, LED displays, rock piling, etc.
 - Active and unique – zipline, bungee, and carousels

Council provided suggestions regarding additional programming ideas to be incorporated into the Timber Wharf which included:

- A beach area;
- A restaurant or café;
- A multi-use sports court which includes nets (for ball hockey or lacrosse);
- A tennis court;
- A skateboard park, which could deter visitors from utilizing the playground, railings, and park benches;
- Configurations which can be moved to accommodate large events;
- Inclusion of shady areas or trees to provide shade, noting that the park was underutilized on hot summer days due to the lack of shade. It was suggested that canvas coverings could be included at the playgrounds.

Integral to the program planning and design work for the Timber Wharf was the undertaking of a detailed engineer's inspection of the wood pile wharf to determine the compatibility of the structure with the proposed programming ideas. In addition, the inspection results will help the City plan for any required maintenance activities required to ensure the ongoing integrity of this structure. The scope of work included in the Timber Wharf inspection included:

- Condition Assessment: consisting of both above and underwater condition sampling through a visual inspection and coring program
- Load Rating Analysis: structural review of the wharf structure and sheet piling bulkhead based on the site observations and available reference material to determine its current capacity.

Subsequent to the fall presentation to City Council, a Marine Structural Engineering firm was engaged to undertake the assessment of the Timber Wharf and a landscape architect was engaged to work with a staff team from the Parks, Culture & Recreation Department to develop a design that incorporated the Timber Wharf programming priorities and that took into account the condition of the Timber Wharf structure.

Concurrent to the Timber Wharf inspection and interim use park design work, during the summer of 2013 the Parks, Culture & Recreation Department collaborated with several local businesses and organizations to deliver public programs and services in Westminster Pier Park. Free activities for all ages, skills and abilities were offered on a scheduled basis throughout the summer. The most popular programs included group fitness, yoga, dance, and children's outdoor games.

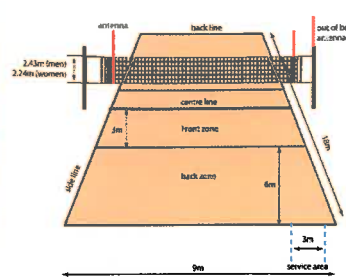
ATTACHMENT “B”

Westminster Pier Park Timber Wharf

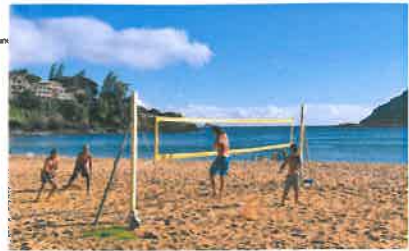
Conceptual Interim Use Site Plan
(July 2013)



Find Old Boats-saw off bottoms to "submerge"
Add New Decking-as informal seats/staging



Beach VolleyBall- is a great fit

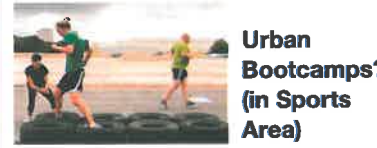
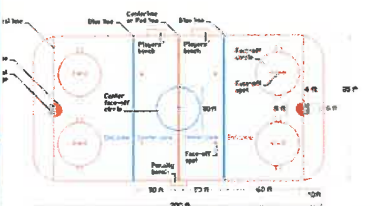


Games Room

Labyrinths of Stone + Groundcover?



Fabric Sail Shades-a must



Short Cable Ride or Track Ride



Westminster Pier Park Adjacent Full West Edge



Hammock Row
EQUALS
HAMMOCK
HEAVEN!
OR Use
Abstract
Swing Seat
Form?

The Urban Recreational Extension of Waterfront Pier Park



TREES/PLANTERS-ABSOLUTELY!!!!



and GRASSES TOO!!!!
(perfect for this application
Maintenance free, sunny, min. water)



The High Activity Noisier Sports Zone



The Urban Beach

THINK WINTER TOO!



July 15th, 2013-Scale 1:500 Metric

ATTACHMENT "C"

Westminster Pier Park Timber Wharf

Conceptual Interim Programming Opportunities

- Programming Opportunities Ranking Sheet
- Cost Estimates & Financial Reconciliation (July 2013)

WESTMINSTER PIER PARK - Timber Wharf Interim Programming Opportunities Ranking Sheet

PROGRAM FEATURE	Addresses gaps in the provision of recreation across age groups		Relates to the river, heritage, & nature		Balances active and passive uses		Is accessible (barrier free)		Supports multi-use		Visually pleasing		Does not negatively impact short term opportunities that have a high value to the community		Enables a transition to future long term uses		Grp Total	Grp Avg	Grp Ranking
	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4	0-4					
Designated pedestrian walkway (river walk)																	186	23.25	1
Outdoor group activity/fitness space (group fitness, dance, etc.)																	172	21.5	3
Fitness circuit & stations																	140	17.5	5
Sand volleyball Courts (<u>enhancement to existing</u>)																	126	15.75	7
Urban beach																	175	21.875	2
Labyrinth & grass mound																	137	17.125	6
Off-leash small dog area																	97	12.125	8
Group sporting activities																	143	17.875	4
General landscape improvements (i.e. planters, decorative banners, benches, drinking fountains, wayfinding/site information signage, site furnishings for table tennis, chess, etc.)																	186	23.25	1

WESTMINSTER PIER PARK - Timber Wharf Interim Programming Opportunities

Ranking			Subtotal +	PR Committee Proposed
			Contingency (10%)	funding Allocation
1	Designated pedestrian walkway (river walk)		22,880	23,000
	Painting of walkway in base colour	15,800		
	Painting stenciled words (10)	5,000		
3	Outdoor group activity/fitness space (group fitness, dance, etc.)		78,100	78,100
	Resilient Rubber Tiles	36,000		
	Stage Platform under cover	2,000		
	Windsail Shade Covers (2)	20,000		
	Large Pole Mounted Umbrellas (2)	10,000		
	Drinking Fountain (1)	3,000		
5	Fitness circuit & stations		58,300	-
	Jogging track line painting (800m)	8,000		
	Workout station surface painting (6)	9,000		
	Fitness Equipment stations (6)	36,000		
7	Sand volleyball Courts (enhancement to existing)		50,050	-
	Courtesy electrical outlet (1)	2,500		
	Informal gathering/observation areas (s)	16,000		
	Ball control fencing (50m)	10,000		
	Boardwalk Deck Arrival feature	7,000		
	Large Pole Mounted Umbrellas (2)	10,000		
	Optional Windsail Shade Element (1 @ \$25,000)	NIC		
2	Urban beach		127,600	95,000
	Sand build-up with sub-surface drainage mat	20,000		
	River Logs - Salvages (18)	3,600		
	Large Pole Mounted Umbrellas (2)	10,000		
	Small Pole Mounted Umbrellas (12)	36,000		
	Hammock - Pole Mounted (5)	30,000		
	Rocks/Feature Boulders	5,000		
	Sand Control Fencing (114m)	11,400		
6	Labyrinth & grass mound		38,940	-
	Edge boulders	5,000		
	Turf Lawn Rings	400		
	Granular in-fill	1,500		
	Pavers (20m2)	1,000		
	Land component	5,000		
	Soft Landscape (ornamental grasses, etc.)	10,000		
	Irrigation	7,500		
	Lightweight build up material for mounds	5,000		
8	Off-leash small dog area		17,496	-
	Control Fence (73m)	8,030		
	Granular surface material (175m2)	4,375		
	Dog drinking fountain (1)	3,500		
4	Group sporting activities		-	1,000
	Painted no-post barrier curbing (50)	City supplied		
	Sport court line painting (various sports)	NIC		
1	General landscape improvements (i.e. planters, decorative banners, benches, drinking fountains, wayfinding/site information signage, site furnishings for table tennis, chess, etc.)		140,030	100,000
	Concrete planters - large (20)	40,000		
	Concrete planters - small (15)	15,000		
	Decorative banners (6)	10,800		
	Site furniture - benches (10)	10,000		
	Site furniture (concrete) - table games, ping pong, chess, etc. (10)	42,500		
	Drinking fountain - Sport court (1)	3,000		
	Information/wayfinding/regulatory signage (3)	6,000		
TOTAL PROBABLE COST			\$ 533,396	\$ 297,100
TOTAL AVAILABLE BUDGET 2013/14			\$ 298,800	\$ 298,800
	Initial budget (2013 & 2014)	350,000		
	Expenditures to date (design & sand volleyball courts)	(51,200)		
FUNDING SURPLUS / (SHORTFALL)			(\$234,596)	\$1,700