
CITY OF KELOWNA

MEMORANDUM

Date: January 30, 2008
File No.: 6340-30
To: City Manager
From: Park Design & Construction Supervisor
Subject: Downtown Pier – Design and Costing Refinements

RECOMMENDATION:

THAT City Council decline the bridge builder's offer to the City to make use of the floating pontoons from the existing bridge for a public pier downtown and that staff notify SNC-Lavalin and the WRB Bridge Group of this as soon as possible;

AND THAT the \$900,000 allocated in the 2008 budget for the first phase of this work be re-allocated in final budget to the funding sources from which they originated;

AND FURTHER THAT staff work internally, and with downtown development proponents and the public, to develop an alternative plan for a public pier downtown and bring it to Council for consideration.

BACKGROUND:

Introduction

The proposal to make use of two floating pontoon sections of the existing Okanagan Lake Bridge for a public pier has been presented to Council at a previous Council meeting (December 3, 2007). During budget deliberations Council adopted a motion to re-allocate \$900,000 of Priority 1 capital from other proposed park projects to receive and anchor two sections of the existing floating bridge for use as a public pier downtown. This was done with the understanding that additional resources, estimated at the time to be approximately \$2.3 million, would be required in future budget allocations to make the structure suitable for public use. These estimates were provided by the City's consultants (EBA Engineering and Hayco), who did preliminary feasibility and costing work for the proposal to use the pontoons as a public pier.

There are two possible locations for making use of the pontoon pier on the downtown waterfront:

- Off the end of Queensway (see Appendix A, Figure 1)
- Off of Kerry Park (see Appendix A, Figure 2)

During budget deliberations on the pontoon pier in December, there was considerable discussion by Council regarding the possible appearance of the structure and about the confidence of the estimated costs. This memorandum to Council is intended to clarify these issues and enable Council to provide direction to staff on Council's preferred approach to achieving a public pier downtown. To this purpose staff have:

- Undertaken additional design work to provide additional refinement and detail as to the location, function and appearance of a proposed pontoon pier. Plans and sketches illustrating this work have been provided in Appendix A and Appendix B; and
- Retained the expertise of Vancouver Pile Driving (n.b. the marine structures contractor for the new bridge crossing), to undertake more detailed assessment, pre-design and cost estimating for the proposed pontoon pier.

Phase 1 – Floating Pontoons

The objective of the first phase of this project is to obtain, place and prepare a structure that can be developed for use as a public pier. This work is undertaken as the existing floating bridge is being decommissioned and is expected to be complete in autumn 2008. Two pontoons from the existing Okanagan Lake Bridge are floated by tug and secured by piles and cable anchors approximately 60m from shore near the end of Queensway Avenue (see Appendix A, Figure 1) or near Kerry Park (see Appendix A, Figure 2). Access to the pontoons for pedestrians and service vehicles is achieved by a pile-supported boardwalk from shore. The two pontoons are arranged end-to-end to provide a continuous platform, 15m wide by 120m long, that floats 1.7m above the surface of the lake (n.b. 2.9m of the structure is below the water surface). The existing road surface and the parapets on each side of the structure are removed. This scope of work was costed out previously at \$900,000 by EBA and Hayco. Since then, at the request of Council, more detailed assessment, pre-design and estimating work has been undertaken to achieve an improved understanding of the costs. This work has been conducted by City staff and Vancouver Pile Driving and is based on a scope of work that includes removals from the existing pontoons, anchoring, on- and off-shore utility servicing and construction of a boardwalk connection from shore at the Queensway location (n.b. additional costs can be expected if the Kerry Park location is selected because it would require the immediate relocation of the commercial vessels moored there). The estimated cost of this work is \$1,900,000.

Phase 2 – Public Pier

The second phase of this project is focused on converting the basic pier structure into a functional and attractive public pier (see Appendix B). The concrete surface of the structure is replaced with a durable and pedestrian-friendly surface (e.g. unit pavers). A continuous marine-style railing is provided along the perimeter of the pier. Landscaping, in the form of raised planting beds and trees, is employed to provide shade and green space to the structure. Furnishings and other amenities (e.g. benches, lights, trash & recycling containers, signage, public art) are provided to complete the pedestrianization of the structure. This scope of work was costed out in the previous report to Council at \$2,300,000. Since then, like Phase 1 (above), the estimated costs for this phase of work have been reviewed and updated to reflect the design sketches provided in Appendix A, and include the addition of 5 kiosks and an allowance for public art. The estimated cost of this work is \$2,500,000.

Phase 3 – Moorage

The third phase of this project involves the provision of moorage facilities for the boating public and commercial vessels. These improvements and the estimated costs thereof have not been quantified to date, however they are important to identify as they will ultimately be required in order to serve the needs of the boating public. If this pier project is implemented staff will undertake a business case analysis of how to pay for and recoup the costs of public and commercial moorage required for the pier and will present that work to Council for consideration.

Phase 4 – Restaurant & Kiosk Options

The opportunity to develop a privately-operated restaurant and commercial kiosks on the pier has been identified and is illustrated on the diagrams in the appendices. This option has not been costed out at this time, but if this pier project is implemented staff will undertake a business case analysis of a restaurant and/or kiosks could proceed as part of a private sector partnership, and will present that work to Council for consideration.

LEGAL/STATUTORY PROCEDURAL REQUIREMENTS:

The estimated cost of \$1,900,000 for Phase 1, to prepare and anchor the pontoons, is in excess of the City's Purchasing Policy Bylaw No. 9590, which requires that any project in excess of \$50,000 be decided by a public tendering process. Staff have been advised by SNC-Lavalin that as a condition of proceeding with the acquisition, preparation and anchoring of the old bridge pontoons for a public pier, the City shall retain Vancouver Pile driving to undertake the work. They are the contractor responsible for piling and shoring for the new bridge and for timely and proper disposal of the old bridge. The Purchasing Policy Bylaw also enables the City Manager or Council to approve the sole-source award of projects of projects in excess of \$50,000 under sections 2.12(c) or 2.13(b) of the bylaw.

FINANCIAL/BUDGETARY CONSIDERATIONS:

There is a considerable discrepancy in the cost estimates prepared to date for this project: \$3.2 million for the previous Priority 2 proposal presented in December as compared to \$4.4 million for the Priority 1 proposal herein.

Notwithstanding this discrepancy, with the exception of the \$900,000 in capital approved in the 2008 Budget for Phase 1, the 10-Year Financing Plan has no funding specifically allocated to a public pier project. Coming up with the funds to finance the pier project outlined above will require additional tax revenue and/or the re-allocation of funds from other corporate projects in the 2008 budget year, in the amount of \$1,000,000. In future budget years there will be a requirement for an estimated \$2,500,000 in future budget years.

ALTERNATE RECOMMENDATION:

THAT City Council approve the proposal to utilize the pontoons from the existing floating bridge for a public pier downtown;

AND THAT additional funding of the \$1,000,000, be included in the Final Budget with funding to come from general taxation;

AND THAT staff start working with SNC-Lavalin and the WRB Bridge Group as soon as possible to obtain approvals, position and secure the structure at the downtown waterfront;

AND THAT upon receipt of an acceptable proposal from Vancouver Pile Driving, Council consider approving the expenditure and awarding the contract to Vancouver Pile Driving for the first phase of the pier project.

AND FURTHER THAT Council consider financing the outstanding \$2,500,000 estimated to be needed to undertake the pedestrian and moorage improvements required to complete the pier in the 2009 Budget.

INTERNAL CIRCULATION TO:

Director of Recreation, Parks & Cultural Services
Engineering Projects Manager
Civic Properties Manager
Planner Specialist

Considerations that were not applicable to this report:

INTERNAL CIRCULATION TO:

LEGAL/STATUTORY AUTHORITY:

EXISTING POLICY:

PERSONNEL IMPLICATIONS:

TECHNICAL REQUIREMENTS:

EXTERNAL AGENCY/PUBLIC COMMENTS:

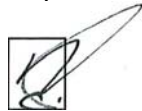
COMMUNICATIONS CONSIDERATIONS:

Submitted by:



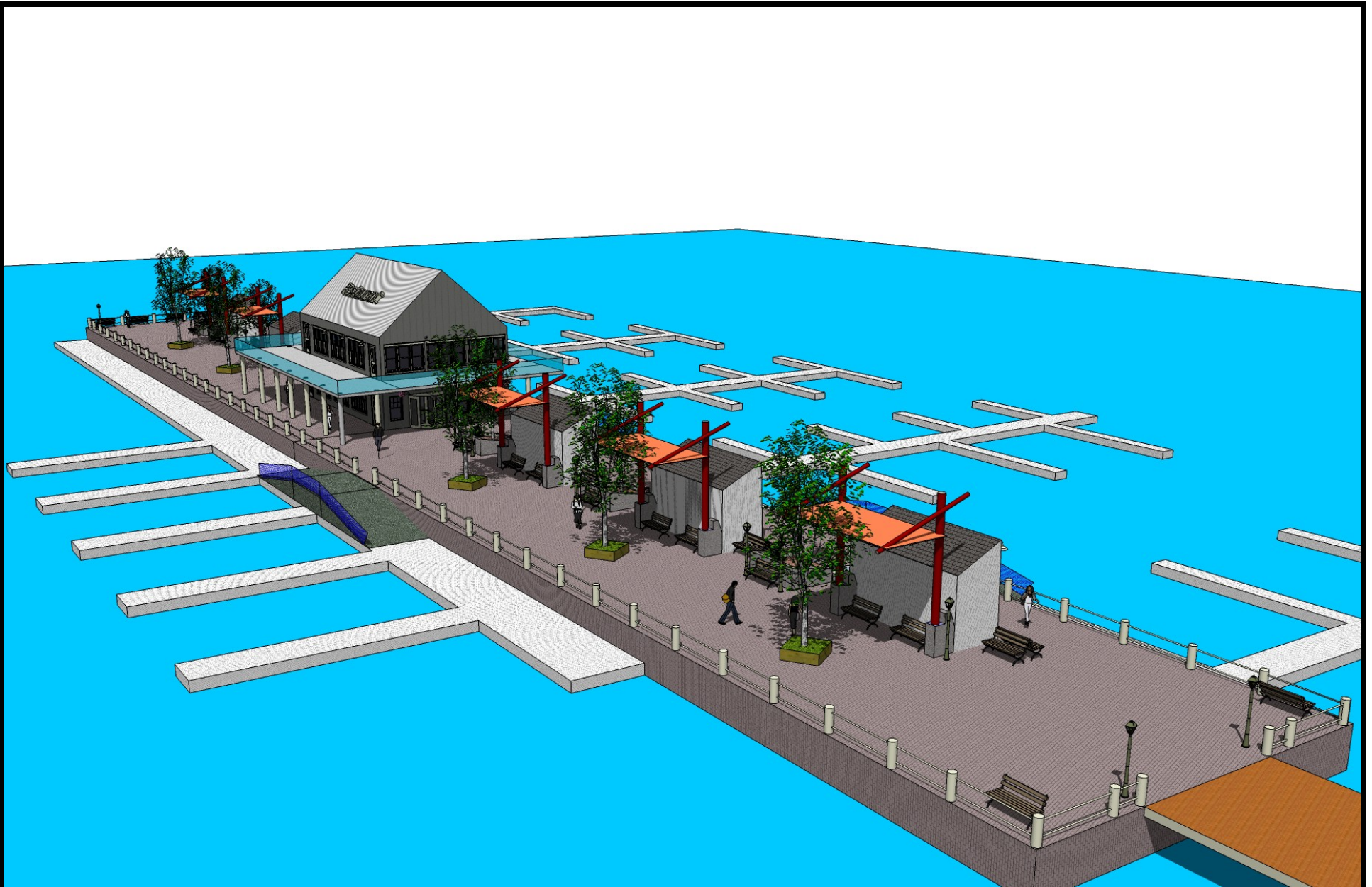
Andrew Gibbs, CSLA
Parks Design & Construction Supervisor

Approved for Inclusion:



cc: Director of Recreation, Parks & Cultural Services
Engineering Projects Manager
Civic Properties Manager
Planner Specialist
Parks Manager
Director of Works & Utilities
Director of Financial Services
Purchasing Manager

encl. Appendix A – Proposed Pier Location
Appendix B – Proposed Design Treatment

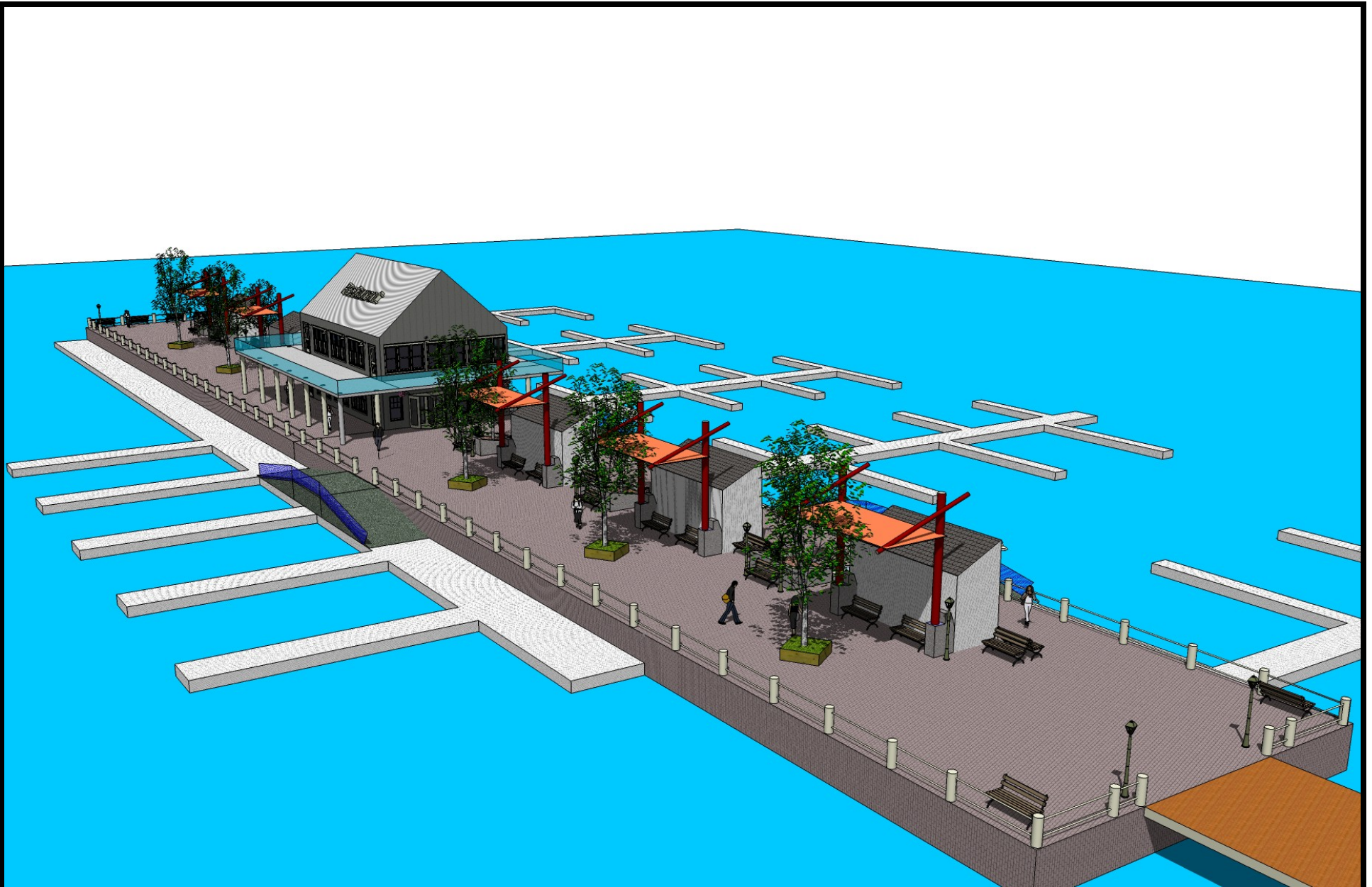


DOWNTOWN PIER – DESIGN & COSTING REQUIREMENTS

Downtown Pier – Proposed Design Treatment

APPENDIX B

Figure 1



DOWNTOWN PIER – DESIGN & COSTING REQUIREMENTS

Downtown Pier – Proposed Design Treatment

APPENDIX B

Figure 2



DOWNTOWN PIER – DESIGN & COSTING REQUIREMENTS

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APPENDIX B

Figure 3



DOWNTOWN PIER – DESIGN & COSTING REQUIREMENTS

Downtown Pier – Proposed Design Treatment

APPENDIX B

Figure 4

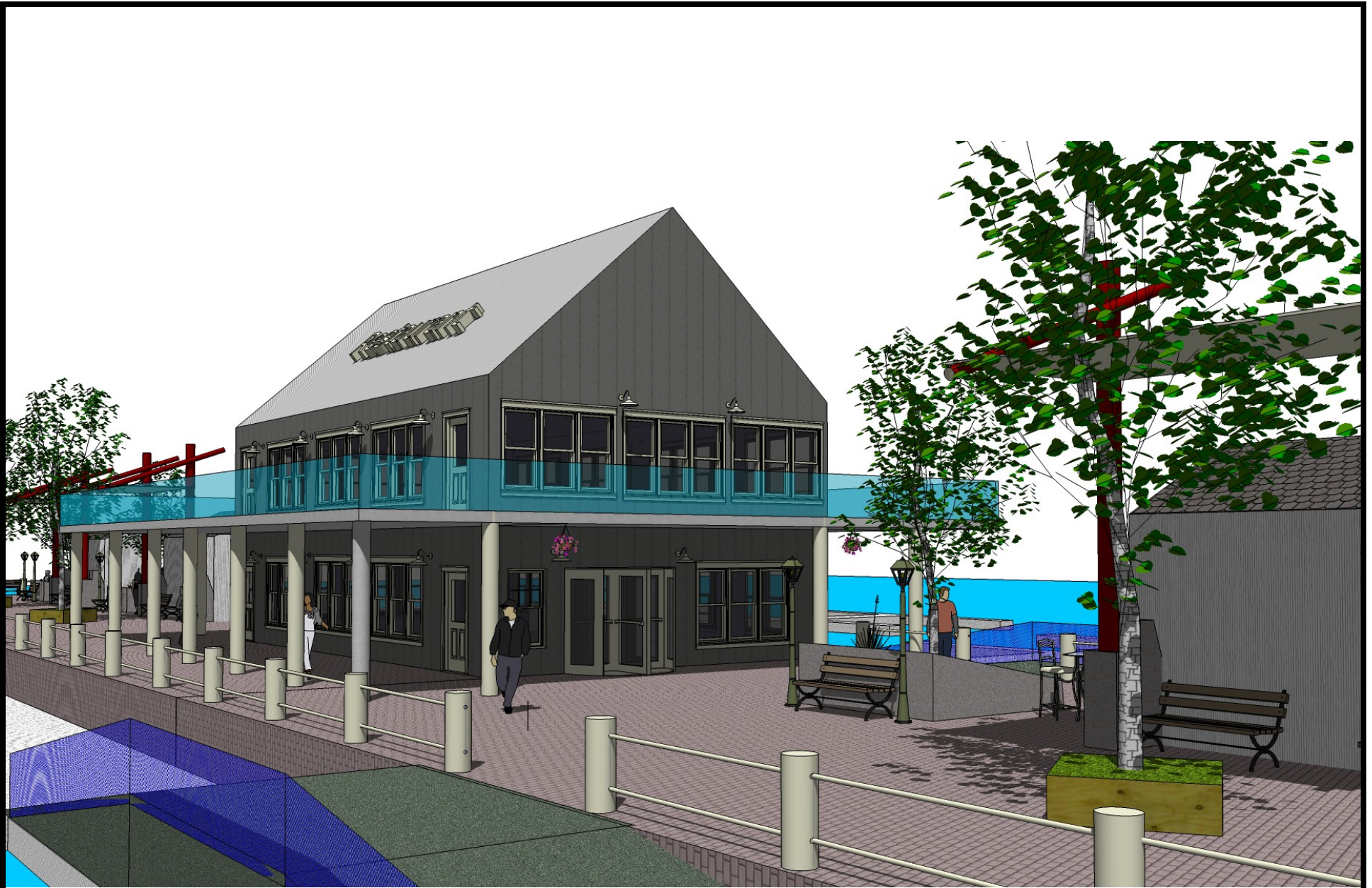


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Figure 5

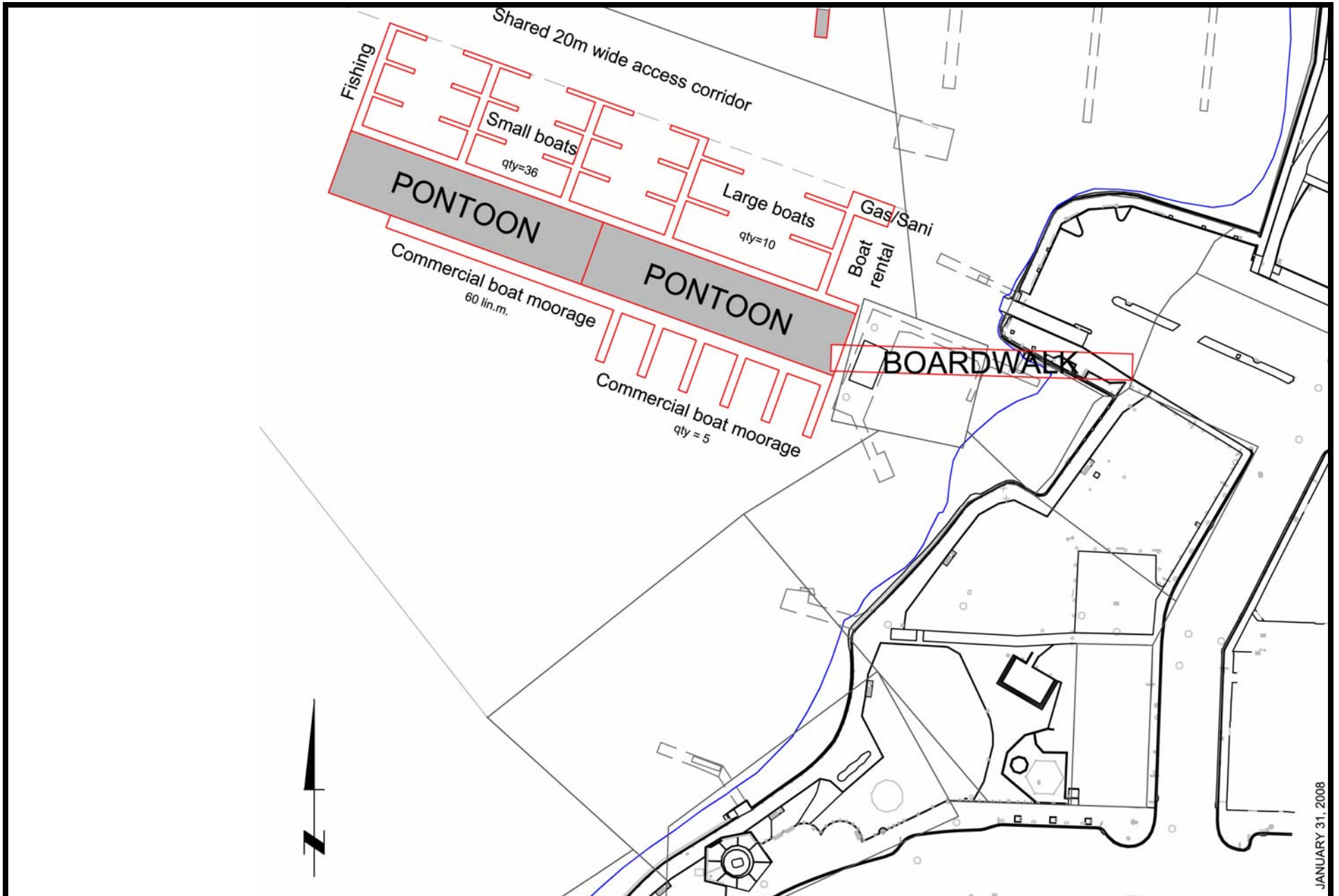


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APPENDIX B

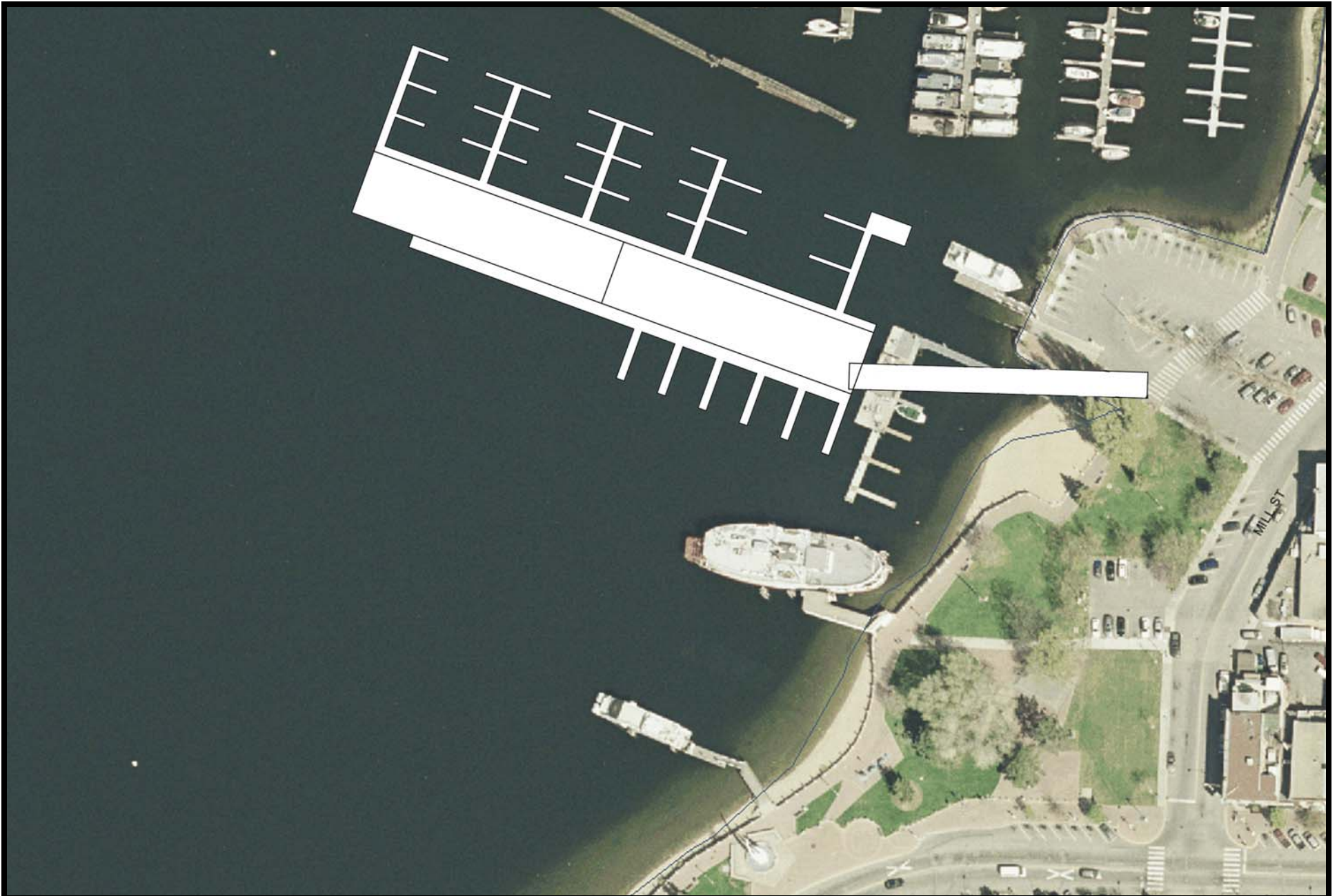
Figure 6



JANUARY 31, 2008

PROPOSED PIER LOCATION
Queensway

APPENDIX A
Figure 1a

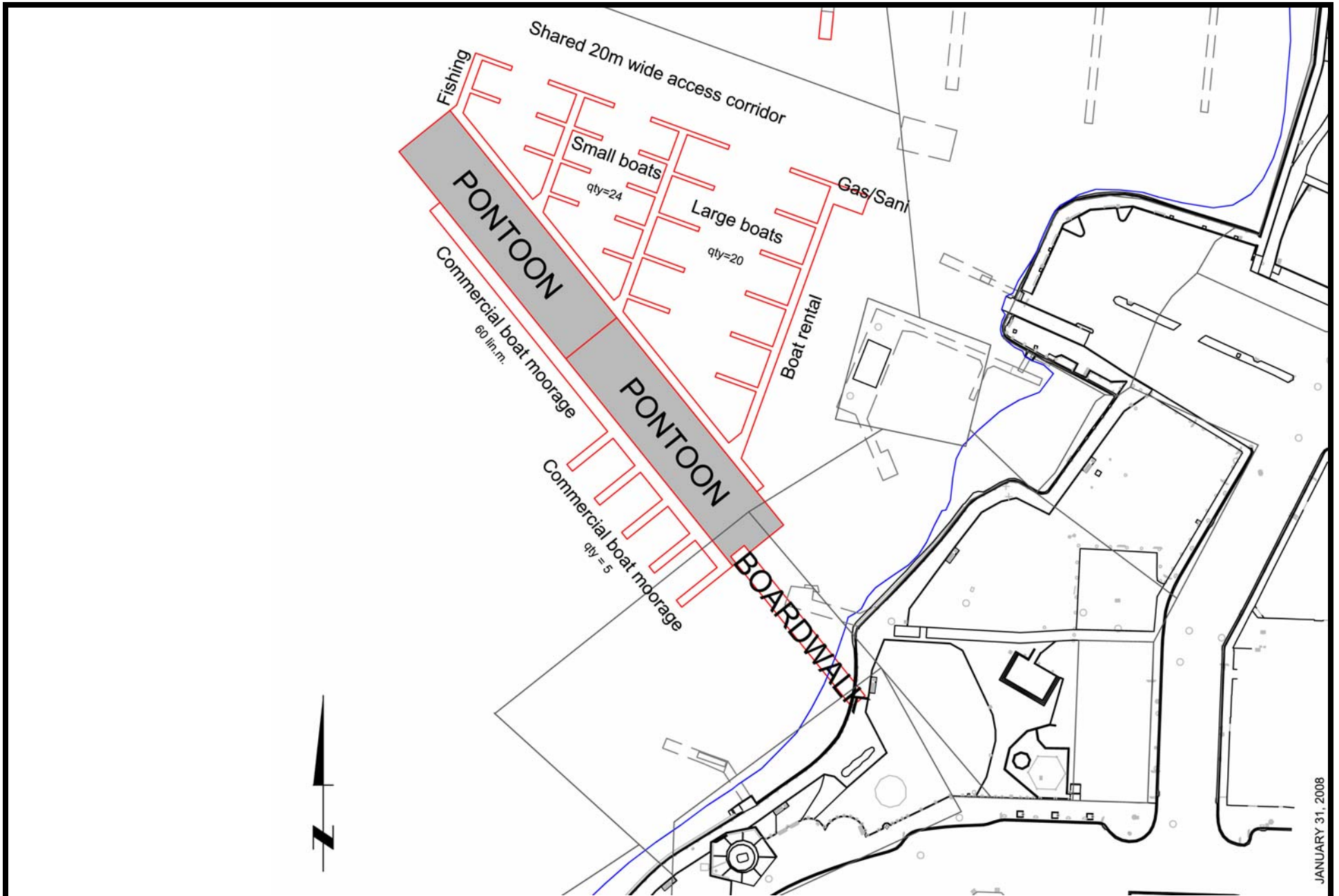


PROPOSED PIER LOCATION

Queensway

APPENDIX A

Figure 1b



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PROPOSED PIER LOCATION
Kerry Park

APPENDIX A
Figure 2a



PROPOSED PIER LOCATION

Kerry Park

APPENDIX A

Figure 2b