



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services  
Committee

**Date:** January 9, 2015

**From:** Mike Redpath  
Senior Manager, Parks

**File:** 06-2345-20-STEVE2/Vol  
01

**Re:** **Steveston Community Society Contribution to Steveston Community Park  
Playground Renewal**

### Staff Recommendation

1. That staff commence a park planning process for the renewal of the playground in Steveston Community Park as outlined in the attached report, "Steveston Community Society Contribution to Steveston Community Park Playground Renewal," dated January 9, 2015, from the Senior Manager, Parks.

Mike Redpath  
Senior Manager, Parks  
(604-247-4942)

Att. 2

REPORT CONCURRENCE		
<b>ROUTED TO:</b> Recreation Services	<b>CONCURRENCE</b> <input checked="" type="checkbox"/>	<b>CONCURRENCE OF GENERAL MANAGER</b> 
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

The Steveston Community Park Playground is one of the oldest in the city and has gone through numerous transformations over the course of its history. Most recently, a major upgrade was completed in 2003. The budget for that upgrade was \$636,000 and it included a generous contribution of \$108,636 from the Steveston Community Society.

In November of 2014, the Parks Department received a letter from the Steveston Community Society (Attachment 1) to initiate a playground design process for the renewal of the playground. The Society has proposed to contribute up to 50 per cent of the costs associated with the process.

The purpose of this report is to receive Council approval to proceed with the design process and to match the Society's funding contribution.

### Analysis

#### Current Status of the Steveston Community Park Playground

The 2003 upgrade entailed a significant expansion of the playground, the creation of separate preschool and school aged play areas and upgrades to existing structures that were retained (e.g., the iconic "trawler" structure received new components that improved safety and play value). One of the older playground structures that was retained, the "lighthouse," has surpassed its useful life and must be removed while the very popular hillslide is being reconstructed.

As per the City's maintenance and inspection programs, all equipment and surfacing in the playground meets current safety standards.

#### Steveston Community Society Proposal

The Society is interested in working toward renewal of the playground with the first step being a public consultation and design process to develop a plan. The Society has offered to contribute 50 per cent toward the costs, up to \$40,000, with the expectation that the City will fund the remaining 50 per cent.

Staff have met with Steveston Community Society representatives to discuss the process and informed them of the City's Community Initiated Capital Project Process (Attachment 2).

The design process for the renewal of the playground will take into consideration the Steveston Community Facilities study that is to be completed in 2015.

#### Public Consultation and Design Process

The process is envisioned to occur in phases beginning with community consultation followed by the development of an overall concept for the whole playground. Cost estimates based on the concept would be prepared to establish the project budget. A phasing plan could then be devised that would be used by the Society to assist with future fundraising efforts and could also be used to inform future Parks Capital submissions. A consultant is proposed to be retained to support the

public consultation process and to work with the City and the Society to develop the conceptual design and cost estimates. Staff will commence the planning process in 2015.

Given the magnitude of this project and especially its impact on a City park, City staff expertise in park planning and design is required to guide the process. At the same time, the Society will play an important role in the public consultation process, a process that is expected to have a prominent profile given the popularity of the park and the playground. In addition, the Society's ability to fundraise will add value to any capital construction budgets allocated to the project.

Current phased City-wide playground replacement priorities are included annually within the 5 year capital budget process. Steveston park replacement is not presently funded and planning for this upgrade would be advanced with this community initiated capital process. Accommodation for the planning process as detailed in this report has been considered within the 2015 Parks Department work planning.

### **Financial Impact**

The construction budget for the recent destination playground projects at Garden City Community Park and Terra Nova Rural Park have been in the vicinity of \$1 million. The complete replacement of the Steveston Community Park playground (except for the hillside) could be expected to have a similar cost. It is estimated that the process described above could cost up to a total of \$50,000.

If the City agrees to match the Society's contribution, the City's 50 per cent share would be up to \$25,000. The funding source for the City's share is proposed to be the 2015 Parks Advance Planning and Design program.

### **Conclusion**

The Steveston Community Society's proposal to initiate a renewal of the Steveston Community Park Playground has been reviewed by City staff. The proposal to work collaboratively has strategic advantages. Staff have the expertise required to support an initiative of this magnitude while the Community Society is an important source of the community connections required to conduct a successful public process. The proposed cost sharing can be accommodated within the existing 2015 City Capital Budget.



Jamie Esko  
Park Planner  
(604-233-3341)

- Att. 1: Steveston Community Society Letter
- 2: Community Initiated Capital Project Process



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*Make It – Bake It – Grow It – Catch It*

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Mr. Mike Redpath  
Senior Manager, Parks  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

RECEIVED  
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Dear Mr. Redpath:

On behalf of the Steveston Community Society, this is to advise you that we wish to initiate the playground design process for the re-development of Steveston Park playground. Our goal is to have a new playground that meets universal access guidelines and provides a stimulating and challenging play environment for children of all ages and abilities.

We acknowledge that the first step is to develop a comprehensive plan with full community consultation, and to this end, my Board is prepared to contribute 50% of the playground design costs up to \$40,000. If bids are received that exceed this contribution amount, we are open to further negotiations towards achieving the 50% cost sharing agreement.

Your consideration of our request is greatly appreciated. Please coordinate with Mr. Keith Whittle, chairman of the Playground Re-design Committee. He can be contacted at 604-272-4584 or by email at [whittle@telus.net](mailto:whittle@telus.net)

Yours truly,

A handwritten signature in black ink, appearing to read 'Beth Ovenden', is written over a light blue horizontal line.

Beth Ovenden  
President  
Steveston Community Society

cc: Steve Baker, Area Coordinator, Steveston Community Centre



## Community Initiated Capital Project Process (CICP)

A CICP is a project proposed by a community group, individual, or organization that may result in the acquisition or construction of civic infrastructure on city-owned property or on joint school/park sites. Examples include new or upgraded playgrounds, washroom facilities, playing field upgrades, new park construction. The value of these projects can range from \$15,000 to over \$3,000,000 and can be wholly funded by the community, or a combination of city, community and other funding sources.

Community initiated projects are supported by the City according to the following process:

1. A community group submits a project proposal to the City.
2. The project proposal is reviewed by the City to understand, among other considerations, if it fills a gap in service and its relationship to current 5-Year Capital Plan priorities.
3. Parks staff work with the community group and any other affected stakeholders to plan the project including development of the project design and cost estimate.
4. A report is submitted to Council for approval of the project and approval for commitment of City funding for the project. Upon Council approval, the project is scheduled according to the 5-Year Capital Plan and Parks Design and Construction work schedule.
5. Staff provide resources to implement the project as required and to assist with communications throughout the project.

Typically, community initiated projects bring greater community engagement and support for projects as well as contributing funding to City capital budgets that would not otherwise be available (e.g., grants available only to non-profit community organizations).

***Please review the following detailed information on the process and complete the Community Initiated Capital Project Application.***

### **CICP Goals:**

The goals of the CICP process are to:

1. Ensure that requests are evaluated using the same criteria that is applied to City initiated capital projects;
2. Create a standardized application form for such requests, to ensure consistency in the type and quality of information between requests;
3. Provide a clear timeframe for submission and consideration of requests.

### **Step 1: Project Submission**

- The community group meet with City staff from the relevant department to discuss the proposed project and review the City's process.
- The community group completes the CICP application and submits that, along with a cover letter, to the department manager prior to June 30 so that the project can be considered for inclusion in the subsequent 5 Year Capital Plan.

### **Step 2: Project Review**

The project submission is evaluated by City staff for:

1. Community Benefit
  - Is there a demonstrated community need or does the project fill an existing gap in service?
  - Does the project align with Council approved strategies and plans?
  - Is the proposed project consistent with the current land use designation according to the Official Community Plan and is it compatible with existing site uses?
2. Environmental Benefit
  - Does the project advance the City's sustainability objectives?
  - Is there direct environmental benefit or avoidance of negative environmental impacts as a result of this project?
3. Economic Benefit
  - Will the project produce a positive economic benefit to the community?
4. Impact on the current 5 Year Capital Plan
  - Is the community benefit of this project greater than the projects currently prioritized in the Plan?

- Can potential community capital donations or grants be leveraged to enhance an existing planned civic capital project?

5. Operational Budget Impact

- Will the project result in an increase or decrease in operational costs?

If the proposed project satisfies the review criteria, it will be advanced to the planning stage.

**Step 3: Project Planning**

Project planning is done collaboratively between the community group proposing the project and City staff according to the following process:

1. Preliminary Project Budget

- Based on the project scope established in the previous steps, an order of magnitude budget will be established for the proposed project.

2. Fundraising

- If there are community donations proposed in support of the project, the “who, what, where, and when” are to be identified along with a contingency plan should the community group fail to meet their fundraising targets.

3. Public Consultation

- The degree of public consultation required the means by which it is conducted, and the relevant stakeholders are identified.

4. Consultation with other governmental and non-governmental agencies may be required including the Richmond School District Board.

5. Design Process

- The process may include a conceptual design phase, the generation of design options and the development of the detailed design depending on the complexity of the project.
- A project that does not involve significant site alterations may be guided by City staff whereas a project with significant site alterations may require the support of consultant services.

6. Project Budget

- The final budget is established once a detailed design has been approved by the sponsoring community group and by City staff.

#### **Step 4: Project Approval Process**

1. A staff report will be submitted to the appropriate Council Committee and then to Council seeking approval for the project including the community contribution, the project objectives and the proposed design.
2. If Council approves the project and the project includes funding from City sources, it will be submitted as part of the 5 Year Capital Plan to be considered within the capital budgeting process. The 5 Year Capital Plan is usually approved by year end with any portion of City funding becoming available January 1<sup>st</sup>.

#### **Step 5: Project Implementation**

1. City objectives:
  - Ensure public safety of all products and workmanship
  - Ensure quality of all products and workmanship especially where the City will assume responsibility for maintenance.
2. City staff roles:
  - Advisory role for projects that are small and have few implementation steps or do not involve City resources.
  - Project management role for larger projects and those involving City resources.
  - Provide assistance with communication (e.g., notification of public consultation, project updates).
3. Community group roles:
  - Direct liaison with suppliers and contractors for smaller projects.
  - Advisory role for larger projects and those involving City resources.
  - Communication with community stakeholders.
4. Project Completion:
  - Depending on the nature of the project, the City may collaborate with the community group to hold an opening and community recognition event.