



April 26, 2018

**TO:** Park Board Chair and Commissioners  
**FROM:** General Manager – Vancouver Board of Parks and Recreation  
**SUBJECT:** Real Estate & Facilities Management Provision of Services to Park Board (*Report Back*)

---

## RECOMMENDATION

- A. THAT the Vancouver Park Board continue the shared services model, with Real Estate & Facilities Management (REFM) providing facility management services to the Park Board;
- B. THAT staff proceed with the following recommendations to improve service delivery, as outlined in this report:
  - i. Develop an Operating Level Agreement (OLA) with REFM to clarify roles, responsibilities, and service level expectations;
  - ii. Seek additional funding to address the identified staff capacity issues;
  - iii. Collaborate with REFM on their “Safely Improve Management of Building Assets” (SIMBA) project; and
  - iv. Link the Community Centre Association Implementation Manual with the REFM OLA to clarify roles, responsibilities and expectations in relation to facility maintenance work; and
- C. THAT staff report back on the performance of the above initiatives in 2019.

## BOARD AUTHORITY / PREVIOUS DECISIONS

As per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over park land use in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within parks.

On October 11, 2017, the Board passed a motion titled: [Review of Real Estate & Facilities Management Provision of Services to Vancouver Park Board](#), which directed “staff to initiate a review of facility and infrastructure service requests” and to “present an analysis of findings... [and] identify solutions for delivering an acceptable level of service for the Vancouver public and Park Board partners”.

## OVERVIEW

Concerns have been raised that the quality of facility management services has dropped since implementation of the shared services model of consolidated facilities management. This report provides an overview of the analysis undertaken to improve the quality of facility management services, which included:

1. A review of the Consolidated Facilities Services project;
2. A review of available facility maintenance request and 311 data;
3. A review of key stakeholder experiences;
4. A root cause analysis; and
5. An evaluation of solutions to improve service.

Staff recommend that the Park Board continue the shared services model, with Real Estate & Facilities Management (REFM) providing facility management services, and that staff proceed with the development of an Operating Level Agreement (OLA) with REFM as well as seek additional funding to address identified staff capacity issues. Staff will also continue to collaborate with REFM's project SIMBA (Safely Improve the Management of Building Assets) and link the Community Centre Association Joint Operating Agreement (CCA JOA) Implementation Manual with the OLA, as these are key solutions to address some of the root causes identified within this report. Collectively these solutions are expected to greatly improve facility management services for the Vancouver public and Park Board partners in a cost effective and timely manner with very few risks. The expected outcomes from this collective work will:

- Clarify service levels, roles, and responsibilities between REFM and the Park Board;
- Address resourcing gaps (budget and staff) in both REFM and Park Board;
- Reduce service times and improve work prioritization;
- Improve communication and collaboration within REFM, and between REFM, the Park Board and partners; and
- Improve data collection and reporting tools to support performance management.

## **BACKGROUND REVIEW & ANALYSIS**

### **1. Review of the Consolidated Facilities Services Project**

The REFM department is set-up as a shared service to support the facility management needs for the Vancouver Park Board and City of Vancouver. In response to the [February 2009 Council direction](#) for the City Manager to consider expediting the implementation of a shared services model, the Consolidated Facilities Services project (CFS) was launched and delivered by the Vancouver Services Review (VSR) department from 2011-2016. The goals of the CFS project were to:

- Consolidate facilities services under one management structure to minimize redundancy;
- Achieve opportunities for streamlining and cost efficiency;
- Develop facility management strategies based on leading practices; and
- Provide value for money and accountability of taxpayers' dollars.

As a result of consolidation, the Park Board divested a subset of resources to REFM, which now has accountability to deliver facility management services. The provision of services between the Park Board and REFM are outlined in the [Real Estate and Facilities Management and Vancouver Board of Parks and Recreation Partnership Agreement](#) (Partnership Agreement) signed on November 7, 2014, and revised with an amendment on July 12, 2016 (referenced excerpts attached as Appendix A).

#### **1.1. Benefits of the Consolidated Facilities Services Project**

Consolidation has led to an expanded scope of services being delivered by REFM that did not exist under the Park Board model including:

- Long-term Facility and Capital Planning, Asset Management Programs, and Project Management;
- Seismic, Accessibility, and Site Safety Programs; and

- Energy/Green-house Gas Reduction, Environmental Response, Zero Waste, Hazardous Materials, Contaminated Sites Management, and Contaminated Site Programs.

Consolidation has led to enhanced compliance related programs delivered by REFM including:

- Regulatory Processes (e.g. regular ammonia assessments);
- Environmental Processes (e.g. inventory of hazardous materials such as asbestos and lead paint);
- Safety Processes (e.g. hot work procedures in work orders).

## 1.2 Challenges of the Consolidated Facilities Services Project

CFS was a complex project with a long implementation schedule that was expected to require three years, but instead ran for five years from 2011-2016. Change fatigue from the impacted staff, along with a desire to operationalize the shared services model, led the CFS project to be closed before completion. However, organizational changes including turnover in key leadership and a lack of capacity and accountability for several functions within the Partnership Agreement (see Appendix A) have contributed to performance issues.

For example, under the Partnership Agreement Ownership Model (p. 29), the Park Board holds responsibility for non-building assets yet there is currently no dedicated resource accountable to undertake asset management responsibilities for this work. Additionally, there was no single point of contact assigned at Park Board and REFM to administer the agreement on an ongoing basis, which has led to inefficiencies in resolving gray areas in the agreement related to the Financial Responsibility Matrix (p. 27) and Asset Ownership Model (p. 29). Collectively this has contributed to difficulty interpreting and consistently applying the Partnership Agreement. REFM has identified several resource gaps as a result of consolidation and solutions are discussed in sections 5.1. and 5.1.1.

Part of the scope of CFS was to transfer the mobile janitorial workers from Park Operations and mechanical technicians from Recreation over to the new REFM organizational structure, however this decision was deferred and has led to supervisory gaps for these teams. Recreation is currently recruiting a superintendent for the mechanical technicians to address this capacity issue. There is still an outstanding capacity issue in Park Operations to conduct quality control of the janitorial workers in park washrooms, however two building service supervisor positions are recommended to address this gap.

It was also in the project scope to transfer all of the shops to the new REFM structure. However, management decisions led to six of the shops returning to Park Board control in the first quarter of 2014. The hybrid reporting structure of the shops has contributed to workflow, productivity, communication, and financial challenges. The functions of the REFM and Park Board shops are summarized in the Partnership Agreement (p.22 & p.23).

REFM Shops	Park Board Shops
Plumbing	Welding and Fabrication
Mechanical	Asphalt and Drainage
Electrical	Construction
Carpentry	Painting and Signage
	Structures
	Irrigation

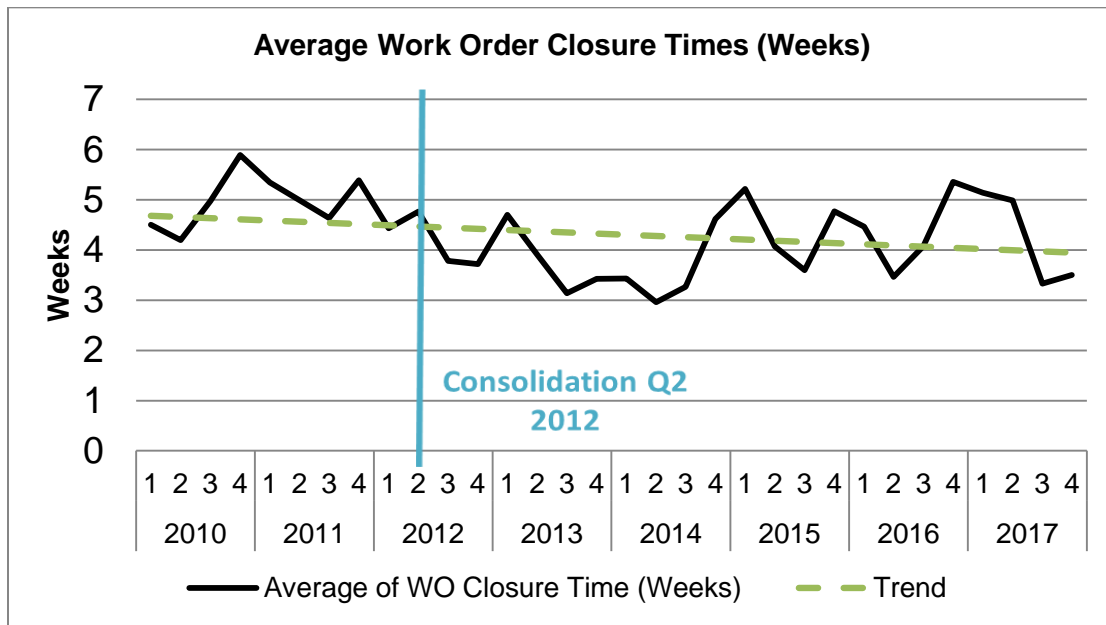
**TABLE 1: Summary of Shop Reporting Structure**

## 2. Review of Available Facility Maintenance and 311 Data

The [October 2017 Board motion](#) directed staff to review available facility and infrastructure service requests pre- and post- implementation of the shared services model. For data comparison purposes, consolidation has been demarcated as June 2012, which is the date used as the official transfer of shops. Availability and quality of data, as well as process and technology changes made over the years, render it challenging to make any like for like comparisons regarding pre- and post-consolidation responsiveness from this information.

### 2.1 Facility Maintenance Request Data

REFM shops receive approximately 20,000 maintenance service requests from staff and community partners annually; the Park Board represents roughly one half of that volume across its 236 Recreation and Parks facilities. In order to assess responsiveness to service requests pre- and post-consolidation, the average time to close work orders generated from service requests in Park Board facilities was compared across the four shops that were under Park Board control prior to consolidation, but subsequently transferred to REFM (Plumbing, Carpentry, Electrical, and Mechanical). The results of this comparison are shown in Figure 1.



**FIGURE 1: Average Work Order Closure Time (Weeks)**

From 2010 to 2017, the data shows that the average annual work order closure time is variable (black solid line). This result is demonstrated both pre- and post-consolidation and is not surprising given the unique nature, volume and complexity of the service requests that the shops receive. Despite this variability, there is a visible overall downward trend (green dashed line) over the period, and this trend is consistent for each of the four transferred shops.

This result was inconsistent with the findings of the stakeholder consultations, presented in later sections of this report, and points to a challenge in using work order data outside of its intended purpose. Work orders are an imperfect proxy for service requests because they are a tool for workflow management, not for comparing responsiveness to service requests over long periods of time. Process and technology changes, and improvements to how the

work is managed, will show a change in the average time to close a work order that may or may not impact the completion time of a service request.

Since 2010, several process and technology changes have been implemented and this renders it challenging to make any like for like comparisons regarding pre- and post-consolidation responsiveness. Over the short-term, and absent of major changes, work order closure time is a better approximation of service request responsiveness and it is clear that REFM has improved its responsiveness to maintenance service requests in the second half of 2017. In the fall of 2017, REFM launched project SIMBA, a facilities management service improvement project that has contributed to the improved results seen in late 2017. The project is more fully described in later sections of this report and demonstrates REFM's commitment to continued service improvement efforts, including collaboration with Park Board staff to streamline and improve responsiveness.

## **2.2 311 Interaction Data**

A sample of 311 interaction data from 2009-2017 was reviewed however process changes in how facility related information is collected from 311 over that period impaired like for like comparison pre- and post-consolidation and this data could not be used to make meaningful conclusions.

## **3. A Review of Key Stakeholder Experiences**

Given the limitations in available facility related data, staff undertook a comprehensive stakeholder consultation process to understand the current state of customer experiences with a selection of community partners as well as key Park Board and REFM staff employees. Sixty-four (64) stakeholders were consulted via face to face meetings held between the months of October 2017 to January 2018. A full list of the stakeholders consulted can be found in Appendix B.

A summary of the community partner feedback indicates that partners:

- Experience backlog and delays in getting work done;
- Find it difficult to navigate and communicate within the system;
- Experience quality control issues with janitorial services;
- Consider cost of doing work prohibitive in some cases; and
- Report that the quality of work when done is excellent.

A summary of the Park Board staff consultations indicates that staff:

- Experience delays and lack of response in having work completed;
- Are unclear on the roles and responsibilities for assets;
- Feel there is a lack of clarity of roles and responsibilities for joint processes;
- Are concerned about aging infrastructure of certain assets; and
- Experience communication, workflow, productivity, and financial challenges related to the hybrid reporting structure of the shops, Maintenance Technicians and Janitorial Workers.

A summary of the REFM staff consultations indicates that staff:

- Are unclear on the roles and responsibilities for assets;
- Feel there is a lack of clarity of roles and responsibilities for joint processes;
- Are unsure who to contact within Park Board for work prioritization and communication, which leads to inefficient decision making and communication; and

- Experience communication, workflow, productivity and financial challenges related to the hybrid reporting structure of the shops, Maintenance Technicians and Janitorial Workers.

#### **4. Root Cause Analysis**

A review of the CFS project as well as an evaluation of available facility maintenance request data and a stakeholder consultation process have identified multiple issues related to facility management services between REFM and the Park Board. Park Board and REFM staff have collaborated in the review and validation of issues identified in the data analysis and the stakeholder consultation process. As a result of this review, the following five root causes have been attributed to the issues experienced by Park Board and REFM staff and partners.

1. Unclear roles and responsibilities and undefined service levels and expectations between REFM and Park Board;
2. Resourcing gaps (budget and staff) in both REFM and Park Board;
3. Ineffective management tools and processes;
4. Communication and collaboration gaps within REFM and between REFM and Park Board; and
5. Data and information gaps.

#### **5. Review of Solutions to Improve Service**

In order to provide context to the recommendations to follow, staff undertook a review of work currently being undertaken in the organization as it relates to facility management and service improvements.

##### **5.1 REFM Service Improvement Initiatives**

In spring 2017, the City recognized the need for strategic support in REFM and created a new department, Strategic Operations Planning and Program Management (SOPPM), to provide strategic leadership and oversee the operational effectiveness of REFM. The new Director recruited to lead this department had previously been a Recreation Manager for the Park Board and through that role had experience as a client of REFM. In summer 2017, the SOPPM department began scoping and resourcing two facilities management improvement projects:

1. **Project SIMBA** - A comprehensive set of priority initiatives that are collectively referred to as Safely Improve the Management of Building Assets; and
2. **Project OLA** - A program to develop Operating Level Agreements (OLA's) with REFM's client departments.

##### **5.1.1 Project SIMBA (Safely Improve the Management of Building Assets)**

Project SIMBA is a multi-year, multi-initiative project that is expected to yield significant improvements in the provision of facility-related services to REFM's client departments. The Park Board's 2017 motion and subsequent consultations were leveraged by the project team to inform the scope of the project. Project development further benefitted from extensive and ongoing collaboration between REFM and Park Board staff to define, prioritize, and sequence initiatives. The size, scope, and effort undertaking this project are significant and the Project SIMBA team includes dedicated staff from REFM, Business Planning & Project Support, and Continuous Process Improvement, as well as support staff from Finance, Risk Management, Organizational Safety, Communications and Organizational Development. The costs related to Project SIMBA are fully funded

by REFM and the City. The Park Board will benefit from REFM and City resources devoted to improving facilities management through Project SIMBA.

Through Project SIMBA, REFM is committed to improving facility-related services, realizing operational efficiencies, and reducing the risk associated with managing a large portfolio of complicated facilities. As a critical component of addressing the root causes of service issues contained within this report, Park Board staff have the opportunity to collaborate with REFM throughout the implementation of project SIMBA in order to ensure alignment of shared goals and outcomes related to service improvement initiatives. Each of the initiatives within SIMBA have unique schedules milestones; the overall suite of initiatives is anticipated to take two years to complete. A summary of key initiatives within project SIMBA and the associated root cause of service issues that each initiative addresses is shown in Table 2.

**TABLE 2: Example SIMBA Initiatives and Corresponding Root Causes Addressed**

Initiative	Status	Root Cause Addressed
50% increase in funding for capital replacements (city-wide) in the 10-year capital outlook	<b>Complete</b>	Resourcing gaps (budget and staff) in both REFM and Park Board (#2)
Increase staffing levels in Electrical shop (6 new roles) and Organizational Safety (1 new role supporting REFM) to improve service request response times and reduce work order backlog	<b>Complete</b>	
Secure funding for six new roles in REFM, to be recruited in 2018, to support facilities maintenance and operations (two engineers, two technicians, analyst, manager)	<b>Complete</b>	
Re-evaluate resourcing needs based on: (a) industry benchmarking of staffing and investment levels, and (b) optimized preventative maintenance strategy and updated maintenance plans	Planned	
Improve work control processes and tools (e.g. updates to service request form, transition field staff to electronic work orders using a mobile app, bundling of same-shop non-urgent work orders at the same location to reduce worker travel time)	<b>Complete</b>	Suboptimal workflow management tools and processes (#3)
Develop client-facing tool for service request management, reporting and communication	Planned	

Initiative	Status	Root Cause Addressed
Develop improved stakeholder collaboration, communication, and tracking process for maintenance and capital replacement planning and prioritization	In progress	Communication and collaboration gaps within REFM and between REFM and Park Board (#4)
Document and train staff on current work flows (e.g. tenant improvement capital renewals and replacements)	Planned	
Improve data quality and develop work order dashboards for REFM shops superintendents to improve work order tracking, prioritization, responsiveness and resource planning	<b>Complete</b>	Data / information gaps (#5)
Create key performance indicators and dashboards for management and client groups; implement regular review process with client groups (to follow)	In progress	
Improve facility condition awareness to inform immediate and longer term investment requirements through detailed condition assessments at 17 priority facilities (including 8 Park Board facilities) and an updated Building Condition Assessment (BCA) program	In progress	

**TABLE 2: Example SIMBA Initiatives and Corresponding Root Causes Addressed**

**5.1.2 Project OLA (Development of Operating Level Agreements)**

Another priority for the SOPPM department was to develop Operating Level Agreements (OLAs) with all eight of the key departments that REFM provides service to, including the Park Board. Through Project OLA, REFM is expecting to increase consistency in service delivery across the City of Vancouver.

REFM has assigned a dedicated resource for managing the OLA project and the Park Board will be prioritized upon approval. As a Partnership Agreement already exists between REFM and the Park Board, this project would leverage existing material and focus on building out the detail required to address identified gaps in roles and responsibilities, service levels, and processes identified in this report. A brief outline of the planned content for an expanded OLA with the associated root causes being addressed can be found in Table 3. Project OLA represents a significant opportunity for Park Board to improve on the level of detail contained in the existing Partnership Agreement as well as to incorporate learnings from other client groups.



Operating Level Agreement Scope	Status	Root Cause Addressed
A description of services including a detailed description of roles, responsibilities and accountabilities for assets, facilities and services as well as service schedules to document service expectations.	Planned	Unclear roles and responsibilities and undefined service levels and expectations between REFM and Park Board (#1)
Develop and document detailed workflow, issue resolution and escalation processes that describe how REFM & Park Board will work together.	Planned	Suboptimal workflow management tools and processes (#3)
Performance metrics and a supporting process to ensure regular monitoring, reporting and tracking.	Planned	Data/information gaps (#5)
A sustainment plan and continuous improvement process including a plan for review, renewal and renegotiation.	Planned	Communication and collaboration gaps within REFM and between REFM and Park Board (#4)
Reference the work procedures for facility management related services that involve Park Board community partners and associations.	Planned	Communication and collaboration gaps within REFM and between REFM and Park Board and partners (#4)
A Training and Implementation Plan including change management and communication support.	Planned	Communication and collaboration gaps within REFM and between REFM and Park Board a (#4)

**TABLE 3: Example OLA Scope and Corresponding Root Causes Addressed**

## 5.2 CCA JOA Implementation Project

The Joint Operating Agreement (JOA) project between Park Board and the Community Centre Associations (CCAs) has been occurring over the last several years and has impacted the capacity for proactive long-term planning between Park Board staff and CCA partners. Together with a lack of clarity of roles and responsibilities and processes related to the Partnership Agreement, this has likely contributed to increased customer complaints and unmet stakeholder priorities as it relates to facility management services.

The next phase of implementation includes the development of a JOA Implementation Manual (Implementation Manual). The purpose of the Implementation Manual is to provide a tool for the Recreation Supervisor and Park Board staff to consistently interpret and apply the JOA across community centers. The Implementation Manual will outline several policies and procedures related to facilities management services including, but not limited to:

- Section 4 - System planning and communication sessions;
- Section 5 - Checklist for annual and regular reviews;
- Section 8 - Asset inventory list;
- Section 9 - Facility maintenance and repair;
- Section 10 - List of annual priorities and maintenance and repair work; and
- Section 11 - Insurance and risk management

The Implementation Manual is anticipated to clarify roles, responsibilities, and expectations, as well as improve communication and engagement in long-term planning and issues resolution for facility related work between the Park Board, CCAs and REFM. As a critical component of addressing the root causes of service issues contained within this report, Park Board staff will continue to collaborate with the CCA JOA Implementation team and ensure a corresponding link is made to the REFM OLA in reference to the work procedures for facility management related services that involve Park Board community partners and associations.

### **5.3. A Review of Returning Facility Management Services to Park Board**

Staff also reviewed whether returning facility management services to the Park Board could improve service for the Vancouver public and for Park Board partners. Returning services to the Park Board alone would not guarantee improved service as it does not address the root causes identified in this report. The gaps and deficiencies that exist in the current facilities management program provided by REFM would continue to exist. To address these gaps, Park Board would need to implement its own version of REFM's project SIMBA into a CFS reversal project. This initiative would cost approximately \$900K to implement and \$14M annually (+/-25%) and would take approximately three years. This initiative would duplicate facility management services across the City, would effectively eliminate the benefits of consolidation, and could be highly disruptive to staff and partners. Due to the aforementioned reasons, returning facility management services to Park Board is not recommended. A detailed analysis of the scope, cost, schedule, and risks associated with returning facility management services to the Park Board is provided in Appendix C.

## **DISCUSSION**

Based on the analysis conducted, staff conclude that REFM can deliver improved facility management services and service delivery, provided the Park Board take the following actions:

- i. Develop an OLA with REFM to clarify roles, responsibilities, and service level expectations;
- ii. Seek additional funding to address the identified staff capacity issues;
- iii. Collaborate with REFM on Project SIMBA; and
- iv. Link the CCA JOA Implementation Manual with the REFM OLA to clarify roles, responsibilities and expectations in relation to facility maintenance work.

### **Develop an Operating Level Agreement with REFM**

Staff recommend that the Park Board support proceeding with the development of an OLA with REFM. The existing Partnership Agreement can be leveraged to develop an expanded OLA and will address several of the issues identified in this report as outlined in Table 3. The development of an OLA would be facilitated by REFM in close consultation with Park Board. Draft reports would be reviewed by key stakeholders from both departments and approved by the General Manager of Parks and Recreation and the General Manager of REFM. A full training and implementation plan would support successful adoption of the revised OLA.

#### **Cost**

The costs related to Project OLA are fully funded by REFM and the City.

#### **Schedule**

Development of the Park Board's OLA with REFM could begin immediately and is expected to take approximately nine months.

### **Address Staff Capacity Issues**

As discussed in previous sections 1.3 and 3.0, implementation gaps from the CFS project including gaps in capacity have led to issues operationalizing the Partnership Agreement. In order to develop and effectively govern a revised OLA for outsourced facilities management services provided by REFM, staff recommend that Park Board invest in several areas where capacity gaps currently exist. Subject to the Board's support to continue with the CFS model, staff would seek the funding required for these new positions from the City. The need for additional resources required to effectively administer the OLA will be assessed and validated as the scope of the responsibilities are defined. New resources proposed include:

#### ***Program Manager (1)***

There is a need for a position to act as the interface with REFM and to lead the development and management of the OLA on an ongoing basis. The Program Manager will act as the primary liaison with REFM on Projects OLA and SIMBA, supporting and resolving operational issues related to facility management services, capital planning, asset management, and project management functions, as well as support communication and collaboration with the Park Board, REFM, and community partners as needed.

#### ***Asset Planner (1)***

There is currently a technical resource gap in the Park Board to undertake planning for non-building asset management activities. In the current Partnership Agreement (p.29) and to be expanded in a revised OLA, Park Board has several non-building related asset management responsibilities yet there is currently no capacity to conduct these functions. This role should be filled on a priority basis to plan, prioritize, and advocate for the funding required for a renewal plan for the assets managed by Park Board.

#### ***Building Services Supervisor II (2)***

There is a need for two resources to conduct supervisory and quality control functions related to janitorial services and building maintenance in park washrooms. These two roles would provide complete coverage for a seven day a week operation and conduct quality control inspections and develop an action plan to resolve issues in order to improve the user experience in park washrooms.

#### ***Cost***

The salary costs, inclusive of fringe benefits, to address Park Board staff capacity gaps is estimated at approximately \$500,000 annually.

#### ***Schedule***

New roles could begin to be recruited as soon as funding is made available; the recruitment process is expected to take approximately six months.

### **Other Considerations:**

In addition to the above recommendations, the following initiatives are critical components in addressing the root causes of service issues identified within this report:

#### ***Project SIMBA:***

Park Board staff will continue to collaborate with project SIMBA team members on a weekly basis in order to ensure alignment of shared goals and outcomes related to service improvement initiatives.

**CCA JOA Implementation Project:**

Park Board staff will continue to collaborate with the CCA Implementation team on the Implementation Manual to link with the REFM OLA to clarify roles, responsibilities and expectations and improve communication and engagement in long term planning and issues resolution for facility related work between Park Board, CCA's and REFM.

**NEXT STEPS**

Subject to Park Board support of the proposed recommendations, staff will proceed with the development of an OLA with REFM, seek the funding required to address capacity issues, and continue to collaborate on relevant initiatives, Project SIMBA and the CCA JOA Implementation Manual, at appropriate intervals.

**CONCLUSION**

A review of the CFS project, including an evaluation of available service request data and a stakeholder consultation process, has identified multiple issues related to facility management services between REFM and Park Board. A review of concurrent organizational work including the CCA JOA Implementation project and REFM's SIMBA and OLA projects, have revealed opportunities to improve service that are currently resourced and in process within the organization. Returning facility management services to the Park Board is not recommended as it would not guarantee improved service, it would be costly, it would duplicate services across the City effectively eliminating the benefits of consolidation and pose greater risks, and it could be highly disruptive to staff and partners. The recommended solutions comprehensively address the root causes of service issues in a more cost effective and timely manner. The recommendations best support delivery of facility management services and will enable the Park Board to deliver on its mission of preserving and advocating for parks and recreation to benefit all people, communities, and the environment.

General Manager's Office  
Vancouver Board of Parks and Recreation  
Vancouver, BC

Prepared by: Sarah Iacoe, Manager, Park Board Special Projects

/si

**REFM & PB Partnership Agreement – Nov 2014 (excerpts)**

The provision of services between the Park Board and REFM are outlined in the [Real Estate and Facilities Management and Vancouver Board of Parks and Recreation Partnership Agreement](#) (Partnership Agreement) signed on November 7, 2014, and revised with an amendment on July 12, 2016. The specific charts referenced in this report are included in this Appendix, with a link to the full agreement provided above.

<b>Facilities Operations Shops</b>			
<p style="text-align: center;"><b>Carpentry</b></p> <ul style="list-style-type: none"> <li>• Building Components                             <ul style="list-style-type: none"> <li>○ Repairs of wooden floors/wooden ramps</li> <li>○ Walls</li> <li>○ Ceilings</li> <li>○ Doors</li> <li>○ Windows</li> <li>○ Roofs</li> <li>○ Door/Window Hardware</li> <li>○ Millwork</li> <li>○ Handrails/guardrails</li> </ul> </li> <li>• Mirrors</li> <li>• Wooden Fences/Gates</li> <li>• Benches and Picnic Tables</li> <li>• Wooden Structure/Enclosures</li> <li>• Wooden Play and Playground Equipment</li> <li>• Outdoor Pool/Beach Equipment</li> <li>• Boats/Buoys</li> <li>• Information/Direction Signs</li> <li>• Equipment Repairs</li> <li>• Marinas and Wharfs</li> </ul>	<p style="text-align: center;"><b>Electrical</b></p> <ul style="list-style-type: none"> <li>• Power Distribution Systems</li> <li>• Lighting                             <ul style="list-style-type: none"> <li>○ Building Lights</li> <li>○ Pathway Lights including stair lights and lighting on bollards</li> <li>○ Parking Lots</li> <li>○ Emergency Lighting</li> <li>○ Accent lights on park structures</li> </ul> </li> <li>• Building Sound and Communication Systems</li> <li>• Water Supply Systems Pumps</li> <li>• High voltage and overhead wiring</li> <li>• Sewage units/pumping stations</li> <li>• Fire Alarm Systems</li> </ul>	<p style="text-align: center;"><b>Plumbing and Irrigation</b></p> <ul style="list-style-type: none"> <li>• Domestic Hot/Cold Water Distribution Systems</li> <li>• Boilers</li> <li>• Hot water heaters</li> <li>• Gas pipes</li> <li>• Fire lines and Hydrants</li> <li>• Fire Sprinkler Systems</li> <li>• Sewer Services                             <ul style="list-style-type: none"> <li>○ Lift Pump Systems</li> </ul> </li> <li>• Sinks</li> <li>• Toilets</li> <li>• Showers</li> <li>• Non-potable water systems</li> <li>• Indoor/outdoor drinking fountains</li> <li>• Decorative fountains</li> <li>• Water spray parks</li> <li>• Backflow preventers</li> <li>• Irrigation Systems (including the automation system)</li> <li>• Sanitary vacuum systems</li> </ul>	<p style="text-align: center;"><b>Mechanical</b></p> <ul style="list-style-type: none"> <li>• Mechanical Equipment                             <ul style="list-style-type: none"> <li>○ Boilers</li> <li>○ HVAC</li> </ul> </li> <li>• Overhead Doors</li> <li>• Elevators (Contracted)</li> <li>• Indoor Pool Filtration Systems and Pumps</li> <li>• DDC / Building Automation Systems</li> </ul>

REFM/PB Partnership Agreement 2014: REFM Shop Functions (p.22)

REFM & PB Partnership Agreement – Nov 2014 (excerpts)

Park Board Operations Shops				
<p><b>Welding and Fabrication</b></p> <ul style="list-style-type: none"> <li>• Metal Program Equipment</li> <li>• Hardware fabrication</li> <li>• Metal Ramps</li> <li>• Specialty Manufacturing / Repair</li> <li>• Plastic Welding and Repairs</li> </ul>	<p><b>Asphalt and Drainage</b></p> <ul style="list-style-type: none"> <li>• Underground Services Access</li> <li>• Pathways</li> <li>• Parking Lots</li> <li>• Landscape Drainage</li> <li>• Culverts</li> <li>• Catch Basins</li> </ul>	<p><b>Construction</b></p> <ul style="list-style-type: none"> <li>• Tiles</li> <li>• Concrete</li> <li>• Masonry and Stone</li> <li>• Caulking</li> <li>• Roof Gutters</li> <li>• Equipment and Furniture Transport</li> <li>• Outdoor Pool Structures                             <ul style="list-style-type: none"> <li>○ Spray pools</li> <li>○ Wading pools</li> </ul> </li> <li>• Statue and Structure Bases</li> <li>• Fountain Bases</li> <li>• Bench/Table Plaques Installation</li> </ul>	<p><b>Painting and Signage</b></p> <ul style="list-style-type: none"> <li>• Re-finish/ Re-surface Gym/Sport Floors</li> <li>• Inside/Outside Facilities</li> <li>• Outdoor Pools</li> <li>• Informational and Directional Signage</li> <li>• Life Boats and Water Buoys</li> <li>• Structures, 'Unauthentic' Totem Poles, Statues</li> <li>• Park Benches /Picnic Tables - Coatings only</li> <li>• Murals</li> </ul>	<p><b>Structures</b></p> <ul style="list-style-type: none"> <li>• Recreation and Program Equipment (hockey nets, slides, etc)</li> <li>• Bracket and Frame Structures and Supports</li> <li>• Chain link fence</li> <li>• Metal Products</li> <li>• Playground and Play Equipment</li> <li>• Bleachers</li> <li>• Transport Services                             <ul style="list-style-type: none"> <li>○ Powered Equipment</li> <li>○ Unpowered Equipment</li> </ul> </li> </ul>

REFM/PB Partnership Agreement 2014: Park Board Shop Functions (p.23)

**REFM & PB Partnership Agreement – Nov 2014 (excerpts)**

Facility Mgt Functions	Business Case/ Service Needs/Programmi ng	Responsibilities					
		Project Develop- ment	Project Concept Approval	Project Funding	Project Funding Source	Project Design Approval	Project Implementa tion
New Construction & Additions	Requesting Department (in consultation with Facilities Planning)	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D (in consultation with Requesting Service Department)	Capital Budget	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D
Renovations & Enhancements	Requesting Department (in consultation with Facilities Planning)	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D (in consultation with Requesting Service Department)	Capital Budget	REFM FP+D (in consultation with Requesting Service Department)	REFM FP+D
Building Performance Upgrades	REFM FP+D	REFM FP+D	REFM FP+D	REFM FP+D	Capital Budget	REFM FP+D	REFM FP+D
Capital Maintenance	REFM FP+D (in consultation with Service Department)	REFM FP+D	REFM FP+D	REFM FP+D	Capital Budget	REFM FP+D	REFM FP+D
Preventive Maintenance	REFM Fac Ops	REFM Fac Ops	REFM Fac Ops	REFM Fac Ops	Operating Budget	REFM Fac Ops	REFM Fac Ops
Demand Maintenance	Requesting Department	REFM Fac Ops	REFM Fac Ops	REFM Fac Ops	Operating Budget	REFM Fac Ops	REFM Fac Ops
Mandatory Upgrades	REFM	REFM	REFM	REFM	Capital or Operating	REFM	REFM
Building Operations Base Building	REFM Fac Ops	REFM Fac Ops	REFM Fac Ops	REFM Fac Ops	Operating Budget	n/a	REFM Fac Ops
Building Operations Events	Requesting Department	Requesting Department	Requesting Department	Requesting Department	Operating Budget	n/a	REFM Fac Ops
Security Services and Systems	Requesting Department	REFM Except Billable	REFM	REFM Except Billable	Capital or Operating	REFM	REFM
Environmental Services	REFM FP+D	REFM FP+D	REFM FP+D	REFM FP+D	Capital or Operating	REFM FP+D	REFM FP+D
Energy Management	REFM	REFM	REFM	REFM Fac Ops	Capital or Operating	REFM	REFM Fac Ops
Production Items	Requesting Department	Requesting Department	Requesting Department	Requesting Department	Capital or Operating	REFM	REFM
<b>FF + E</b>	Requesting Department	REFM FP+D	Requesting Department	Requesting Department	Capital or Operating	REFM	REFM

REFM/PB Partnership Agreement 2014: Financial Responsibility Matrix (p.27)

REFM & PB Partnership Agreement – Nov 2014 (excerpts)

---

Park Board Assets Ownership Model (for routine maintenance activities)	
Park Board	REFM
<ul style="list-style-type: none"><li>• Parks</li><li>• Playgrounds</li><li>• Park fencing and Backstops</li><li>• Park furniture<ul style="list-style-type: none"><li>○ Benches</li><li>○ Bleachers</li><li>○ Picnic Tables and Shelters</li></ul></li><li>• Open Spaces</li><li>• Field Lighting and Pathway Lighting (including lighting on bollards)</li><li>• Accent lighting on Park Structures</li><li>• Pathways</li><li>• Pedestrian Footbridges and Overpasses</li><li>• Piers and Docks</li><li>• Pergolas, Canopies, Arbours,</li><li>• Bandshells/Band Stands</li><li>• Fountains<ul style="list-style-type: none"><li>○ Drinking</li><li>○ Decorative</li></ul></li><li>• Asphalt Maintenance</li><li>• Wading Pools and Splash Pads</li><li>• Irrigation</li><li>• EQS (Fleet Vehicles)</li><li>• Recreation Programming Equipment</li></ul>	<ul style="list-style-type: none"><li>• Buildings*<ul style="list-style-type: none"><li>○ Community Centres</li><li>○ Arenas</li><li>○ Pools</li><li>○ Field Houses</li><li>○ Washrooms</li><li>○ Concessions</li><li>○ Golf Course Buildings</li><li>○ Service Yards</li></ul></li><li>• Marinas - Burrard and Heather (including docks)</li><li>• Utilities</li></ul>

\*REFM Operations and Maintenance will be responsible for all Base Building equipment and systems. Building interiors and furniture *within city inventory* will also fall within the scope of work.

REFM/PB Partnership Agreement 2014: Assets Ownership Model (p.29)



## Summary of Stakeholders Consulted

---

### Community Centre Association's

- Gerry Massing, *President*, Dunbar Community Centre
- Sarah Lusina, *President*, Trout Lake Community Centre
- Kate Perkins, *Past President*, Trout Lake Community Centre
- Linda Johnston, *President*, West End Community Centre
- Anita Romaniuk, *President*, Mount Pleasant Community Centre

### Community Partners

- Gillian Drake, *Acting Executive Director* Vancouver Botanical Garden Association (VBGA)
- Lynn Kennedy, *Past President*, Stanley Park Lawn Bowling Club
- Vincent Kwan, *Executive Director*, Sun Yet Sen Gardens

### Park Board Staff

- Malcolm Bormley, *General Manager*
- Shauna Wilton, *Deputy General Manager*
- Howard Normann, *Director, Parks*
- Alex Downie, *Manager, Operations*
- Yann Gagnon, *Manager, Operations*
- Ray Augustine, *Supervisor, Major Maintenance and Construction*
- Ian Foster, *Acting Supervisor, Major Maintenance and Construction*
- Michael Knoll, *Superintendent, Neighbourhood Parks North*
- Tara Bromberger, *Superintendent, Neighbourhood Parks South*
- Jamie Creery, *Supervisor Neighbourhood Parks Maintenance*
- Dean McIntosh, *Superintendent, Parks Operations West*
- Janice Bishop, *Superintendent, QE Park and Sunset Greenhouses*
- Guy Pottinger, *Supervisor, VanDusen, QE Park, Blodel, and Sunset Nursery*
- Ken Fee, *Subforman, Parks Maintenance West*
- Kris Kryszak, *Acting Superintendent, Asphalt & Drainage*
- Gary Webster, *Acting Superintendent, Paint & Sign Shop*
- Noel Carino, Simon Chesterton, Peter Evans, James Gillis, Jamie Cole, Eamon McGinley, Jose Menjivar, and Tibor Koeppel
- Donnie Rosa, *Director, Recreation*
- Susie Hutchinson, *Manager, Recreation, City-Wide*
- Darren Peterson, *Manager, Recreation, East*
- Daisy Chin, *Manager, Recreation, West*
- Luke Balson, Debbie Barber, Alison Cristall, Lily Dong, Peter Fox, Karen Grant, Michael Herrin, Silvia Laforges, Jayne Loutit, Susan Mele, Jennifer Swan, Kathryn Sweetapple, Brenda Tang, Wes Uyeyama, and Ian Broadbent - *Recreation Supervisors*
- Sev Araujo, *Manager, Commercial Operations*
- Joan Probert, *Supervisor, Commercial Operations*

## Summary of Stakeholders Consulted

---

- Tim Collins, *Supervisor, Commercial Operations*
- Octavio Silva, *Manager, Business Development*
- Ema Tanaka, *Business Team Lead, VanDusen Garden and Bloedel Conservatory*
- Tiina Mack, *Manager, Park Development*
- Dave Hutch, *Manager, Planning & Research*
- Tammy Reid, *HR Consultant*
- Pauline Moshier, *HR Consultant*
- John Brossard, *Business Analyst*
- Meg Elliot, *Senior Business Analyst*

## Real Estate and Facility Management Services (REFM) Staff

- Lisa Prescott, *Director, Strategic Operations & Program Management*
- Margot Davis, *Manager, Environmental Services*
- Greg Conlan, *Manager, Corporate Security*
- Jack Chen, *Manager, Financial Planning & Analysis*
- Dominica Chan, *Financial Analyst*
- Paul Hsu, *Acting Director, Facility Operations*
- Dennis Leung, *Acting Associate Director*
- Ian Harvey, *Manager, Building Operations*
- Brian Landels, *Acting Manager, Portfolio Operations*
- Mario Dotto, *Acting Assist. Manager, Work Control*
- Kevin Clark, *Manager of Building Maintenance*
- Danica Djurkovic, *Director, Facilities Planning & Development*
- Natalka Lubiw, *Associate Director, Facilities Planning & Development*
- Michelle Schouls, *Associate Director, Facilities Planning & Development*
- Sam Bachra, *Manager, Capital Maintenance*
- Craig Edwards, *Manager, Energy and Utilities*
- Paul Fazekas, *Project Manager, Facilities Planning*
- Matthew Halverson, *Project Manager, Facilities Planning*
- Mike Thicke, *Project Manager, Facilities Planning*
- Jerry Evans, *Director, Real Estate Services*
- Patrick Murphy, *Associate Director, Operations*
- Cindy Jean, *HR Consultant*
- Simon Goldsmith, *Manager, HR Business Partnerships*

## Evaluation of Returning Facility Management Services to Park Board

---

### Scope

Returning facility management services to Park Board would involve a project to reverse the Consolidated Facilities Services (CFS) project. This initiative would restore responsibility for facility management service to the Park Board, which would then have primary stewardship and responsibility to plan, fund and deliver services for all Park Board assets.

### Level of Service

Returning services to the Park Board alone would not guarantee improved service as it does not address the root causes identified in this report. The gaps and deficiencies that exist in the current facilities management program provided by REFM would continue to exist with repatriation. Returning services to Park Board would still require the following root causes to be addressed including: defining service levels, addressing resource gaps, developing management tools and processes, and improving communication and information gaps. To address these gaps, Park Board would essentially need to embed its own version of REFM's Project SIMBA into a CFS reversal project. This would include developing an asset management and investment strategy to plan, fund and deliver both operational and project related facility management services in-house. Returning services to Park Board alone does not address the issue of under investment in certain assets, which predates consolidation. A robust asset management program and preventative maintenance strategy supported by good quality data would be needed to effectively advocate for investments in order to address aging infrastructure.

### Cost

Returning facility management services to the Park Board would require significant investment. It is estimated that the cost of repatriation would include: a one-time project cost of \$900,000 and \$14,200,000 annually (+/-25% budget accuracy). The repatriation budget has been created based on the return of resources provided to REFM during consolidation, as well as new resources proposed to address capacity gaps identified in this report and resources proposed to operate a new theoretical facilities management organization with an expanded scope of expertise now in place with REFM. The budget was created with several key assumptions on number and function of staff and a more accurate budget estimate can only be developed once detailed planning of the new organizational structure is complete. The components of the repatriation budget estimate include: consultant and project team costs, staff costs, facility, material and equipment costs as well as legal fees. The costs to backfill resources reallocated from REFM are not factored into the budget. Other than staff costs, additional costs required to deliver a Park Board led SIMBA program are not included.

#### Financial Impact on Park Board Operating Budget

<b>One Time Costs</b>	
One Time Project Budget	\$900,000
<b>Annual Operating Budget</b>	
Budget Currently in Parks	\$5,800,000
Budget to come from REFM	\$7,000,000
Proposed Organization	\$1,400,000
<b>Subtotal</b>	<b>\$ 14,200,000</b>

## **Evaluation of Returning Facility Management Services to Park Board**

---

### **Schedule**

It is estimated that to plan, design, and implement a project to return facility management services to Park Board would require approximately three years.

### **Risk**

It is possible that current services to staff, the public, and partners could be disrupted or delayed during the transition and implementation of this initiative. Any delay in asset management and capital planning functions could impact long range planning and execution of major capital and renewal initiatives. Additionally Park Board would now regain all the risk for managing and funding facility related services for a portfolio of aging infrastructure. Returning facility related services to Park Board could have mixed impacts on staff. Regardless of reporting structure, staff have expressed they wish to be aligned in service delivery expectations and are experiencing a significant amount of change fatigue due to the CFS project. It is reasonable to conclude that a repatriation exercise would be highly disruptive to affected staff. It is worthwhile noting that the CFS project was predicted to take three years to complete however it was closed after five years of implementation from 2011-2016 due to significant change fatigue and challenging implementation. It is reasonable to conclude there could be schedule risks with the implementation of this initiative.

### **Evaluation**

Returning facility related services to Park Board could have certain advantages. Returning facility management to a single asset owner could reduce confusion regarding asset inventory roles and responsibilities and reduce communication complexity for staff and partners. Additionally, Park Board would have sole discretion to define service levels and reprioritize work and resources within its approved budget.

Some of the challenges that would accompany returning facility management services to Park Board include the cost and time required for implementation as well as the risk of potential disruption in service for staff, public and partners. This initiative would require an improvement in asset management and an expanded scope of services which would duplicate facility related services within the City of Vancouver and the work contained within project SIMBA.

Returning services to Park Board alone would not guarantee improved service as it does not address the root causes identified in this report. The gaps and deficiencies that exist in the current facilities management program provided by REFM would continue to exist. To address these gaps, Park Board would need to implement its own version of REFM's Project SIMBA into a CFS reversal project. This initiative has significant cost and schedule implications, would duplicate services across the City affectively eliminating the benefits of consolidation and comes with greater risks due to an aging portfolio of assets and could be highly disruptive to staff and partners. Due to the aforementioned reasons, returning facility management services to Park Board is not recommended.