



June 12, 2019

TO: Park Board Chair and Commissioners
FROM: General Manager - Vancouver Board of Parks and Recreation
SUBJECT: Slocan Park Field Upgrades – Contract Award

RECOMMENDATION

- A. THAT the Vancouver Park Board authorize staff to enter into a contract with Wilco Civil Inc., to upgrading the grass fields located at the Slocan Park, for a term of approximately six (6) months, with an estimated contract value of \$1,041,627.00, plus applicable taxes over the initial term, to be funded through 2019 Capital Budget;
- B. FURTHER THAT the Director of Legal Services, Chief Purchasing Official and Park Board General Manager be authorized to execute on behalf of the Board the contract contemplated by Recommendation A; and
- C. FURTHER THAT no legal rights or obligations will be created by Board adoption of Recommendations A and B above unless and until such contract is executed by the authorized signatories of the City as set out in these Recommendations.

REPORT SUMMARY

An Invitation to Tender (ITT PS20190210) was issued in April 2019 for a grass sport field renewal at Slocan Park. The ITT was advertised on the City of Vancouver website and BC Bid and the work was called in accordance with the terms and condition of the Park Board's Procurement Policy. The ITT evaluation committee and, subsequently, the Bid Committee have considered the responses received, and on that basis recommend that the Park Board enter into a contract as described above with Wilco Civil Inc. This report provides contextual information about the need for natural grass sport field renewals, a summary of the engagement, design and tendering process for this project, and a contract award recommendation.

BOARD AUTHORITY

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

The [Park Board's Procurement Policy](#) requires that contracts with values from \$500,000 and less than \$2,000,000 must be approved by the Park Board, with Bid Committee and Chief Purchasing Official concurrence.

REPORT

Background/Context

The Vancouver Park Board owns, operates and maintains parks and sports fields for use by the public and sports organizations including the Vancouver Field Sport Federation (VFSF). Currently, Park Board maintains 132 natural grass play fields for public or organizational booking, that provide approximately 27,000 hours of play and 12 synthetic turf playing fields plus 2 diamonds, providing approximately 29,000 hours of play (based on 2018 bookings). However, with population growth, higher density, changing demographics and an increased focus on exercise for healthy living, the use of existing fields and demand for new fields is increasing. To meet this demand, Park Board has been working to construct new grass and synthetic turf sport fields as well as to upgrade existing fields to increase their capacity to accommodate new users and a wider variety of sports.

Playing field improvements align with strategic objectives, including VanPlay (equitable provision of parks and recreation amenities, and goals to grow and renew assets to meet needs) and the Vancouver Sport for Life Strategy (providing quality facilities for sport and performance).

Park Board completed a city-wide assessment of existing turf facilities in 2016, through which the type and condition of each field was determined. Grass fields are categorized in descending order from Grade A (highest quality with a focus on bookable games, with irrigation, drainage, and a high level of grooming), Grade B (with some irrigation and drainage but for practices predominantly), to Grade C (lowest quality, without drainage or irrigation systems which are maintained less frequently).

Over the last decade, one major natural grass field renewal project was funded in each Capital Plan. The intent of the field renewal program is to upgrade a 'B' or 'C' level play field to an 'A' level increasing playing capacity by as much as 50%. For example, the western and eastern portions of Connaught Park were renovated in 2008 and 2011 respectively, and Hastings Community Park was upgraded in time to host the 2016 Provincial Little League championships in partnership with the Hastings Community Little League. Funds from the 2015-2018 Capital Plan, in combination with funds from the 2019-2022 Capital Plan make this project possible.

Based on the city wide turf facility assessment, available funding, and substantial input from the VFSF, including a detailed analysis of 19 parks city-wide, the existing fields at Slocan Park were identified as high priority for upgrades, along with Montgomery Park for which a construction tender is forthcoming.

Slocan Park is located on 29th Avenue in the Renfrew Collingwood Neighbourhood of East Vancouver. The 29th Avenue Skytrain station is located on its northeastern boundary, the BC Parkway and local bike routes on Duchess, Slocan, and Euclid Streets, and 29th Avenue provide comfortable walking and cycling linkages to the park. The park plays an important role in the public realm for the neighborhood, and is identified in the [Norquay Village Public Realm Plan](#) as a location for improvements to serve this densifying community where new townhomes and mid-rise residential projects are under construction within a 5 minute walk of the park.

The park is 4.2 ha in size and includes mature and newly planted trees including a cherry grove, a fieldhouse, tennis courts, an event pavilion used daily for Tai-Chi, a playground and a pathway which provides an important pedestrian connection through the park to the fieldhouse and

skytrain station. The relocated [Still Creek Community Garden](#) completed in June at the northeast corner of the park, and the playground is scheduled for renewal next year. The aerial view of Slocan Park with existing amenities is shown below:



Figure 1: Aerial view of Slocan Park

Previous Upgrades and Current Conditions

Slocan Park was last upgraded in 1981-82 and has three large level turf areas that can accommodate new sport fields:

Field 1 (north field) is categorized as Grade A, with well-manicured grass and supporting irrigation and drainage lines in need of renewal.

Field 2 (west field) is categorized as Grade B and has drainage but is not irrigated.

Field 3 (east field) is categorized as Grade C and has no irrigation or drainage.

There are two Metro Vancouver Regional District (MV) utility rights of way (ROWS) in the park. The sewer structure is old and located at a shallow depth, which introduces additional challenges during construction and requires measures to ensure the pipes are protected. Staff has contacted MV and ensured that MV has approved the works in vicinity of their infrastructure for this project and will provide inspections of their utilities during construction.

Slocan Park Grass Field Upgrade Project

In 2018, Park Board retained consultant Binnie Associates Ltd. to design new playing fields for the park based on standards established by the Park Board, VFSF and other local, provincial or national sport organizations. After exploring several options with stakeholders, it was determined that Field 1 (north field) and Field 2 (west field) are suitable for two full size soccer fields and Field 3 (east field) is suitable for mini soccer fields. These fields are booked for not only soccer but also for the games of ultimate and rugby. This renovation will result in an increase of playing hours from approximately 550 hours to 800 hours.

Site design of each field include excavation, grading, new layout, irrigation and drainage systems, connections to utilities and sport specific infrastructure like fencing and goal posts. Upgrades for Field 2 (west field) and Field 3 (east field) were tendered as the base scope for the project. Since Field 1 (north field) has functioning irrigation and drainage systems that are approaching their end of life, the upgrade for Field 1 was included in the tender as an optional item. Appendix B illustrates the proposed design upgrades.

The purpose of this ITT was to hire a contractor to do the construction work as summarized below:

- Remove existing playfield surfaces, irrigation and drainage systems and install new irrigation and drainage systems to accommodate new playing fields;
- Construct new grass playfields with proper fencing and adjusted grades;
- Restoration of the project area including but not limited to adjacent pathways, landscaping and other natural features to the original condition; and
- Provide landscape maintenance for a period of one year beginning on the date of acceptance of the grass fields.

Community Engagement

In addition to VFSF and stakeholder engagement, the local community was informed about this project. Information signs about the project were posted in the park, and information notices about the project were mailed to residences in a two block radius around the park. Project information was also disseminated through social media and the [project web page](#).

An open house was held at Slocan Park on June 10, 2019 to inform the community about the upcoming field upgrades. Approximately 50 people attended and had a chance to review display boards and discuss the project with Park Board staff and the design consultants. The attendees also had an opportunity to submit written comments for further review. The majority of attendees had positive responses to the proposed field upgrades. However, a few of the attendees raised concerns about the design and placement of fencing at the ends of the fields and about parking impacts on the neighbourhood resulting from increased use. These concerns were also raised in email submissions through the project website and by members of the Still Moon Arts Society who host the annual Renfrew Ravine Moon festival in the park. Consequently, Park board staff reviewed the situation with the consultants and reduced the number and type of fences as requested by the community, and staff have informed participants about fence changes by email and through a web update. Additionally, staff will be in touch with the Engineering Department to explore opportunities to improve local parking availability for field users.

Environmental Impact and Sustainability

The proposed upgrades will improve the storm water management on the three fields. Drainage catch basins contain drywells with perforated bottoms and coarse drain rocks, which will divert generated water to the ground water table by gravitational flow. This will help the fields dry out quicker in wet conditions, help maintain groundwater flows, and keep the fields functional year round. Peak rain event overflow water will be diverted to City of Vancouver (CoV) Storm Water lines and CoV Engineering Services has reviewed the impact on the capacity of the existing infrastructure and approved the proposed work. The new intermittent and remotely controlled irrigation systems will improve the condition of the turf for play while reducing overall water consumption.

Upgrading three fields will increase access to high quality play fields for local residents and events, including the annual Still Moon Arts Society's Renfrew Ravine Moon Festival and group picnics. Providing high quality field access adjacent to a major transit hub may also reduce road traffic as people may be more inclined to use public transit rather than private transport.

Schedule and Public Access Impacts

The proposed construction work is expected to start in July, 2019 and substantial completion is targeted for November, 2019. During construction, the fields will be fenced off. However, the walkway in between the fields will be open for public access to the fieldhouse and Skytrain station. The project also includes a new park path to provide a link from the main path to the fieldhouse, pavilion and playground.

The fieldhouse will remain open during the construction phase. Since grass roots require time to establish prior to use for sports, the upgraded fields will remain fenced and will not be accessible for sports purpose until April 2020.

Strategic Analysis

The ITT was issued in the accordance with Park Board's Procurement Policy. In addition to the base scope price, the tenderers provided separate pricing Field 1 (North field) upgrade as an additional (add/delete) scope which will be incorporated into the project if budget sustains.

Responses were received from:

Company	Base Price	Additional Scope Price	Total Price
Cedar Crest Lands BC Ltd.	\$920,600.00	\$456,300.00	\$1,376,900.00
Canadian Landscape and Civil Services Ltd.	\$797,921.39	\$373,801.00	\$1,171,722.52
TGK Irrigation Ltd.	\$696,674.00	\$367,528.00	\$1,064,202.00
Wilco Civil Inc.	\$703,847.00	\$337,780.00	\$1,041,627.00

The responses were evaluated through the work of an evaluation team comprised of staff, the consultants, and Supply Chain Management to ascertain if the responses offered good overall value to the Park Board; both quantitative and qualitative factors were evaluated.

Some of the Criteria considered in the overall evaluation process included:

- Price and the overall net impact on the finances of the City;
- The tenderer's proven ability to understand and adhere to regulatory requirements;
- The Tenderer's reputation;
- The skill, knowledge and experience of the tenderer's resources in retrofitting of grass fields of similar nature; and
- The tenderer's ability to meet the City's requirements as set out in the invitation to tender;

Based on the overall evaluation, the team concluded that the tender submitted by Wilco Civil Inc. best met the Park Board's requirements, provided best overall value, and accommodates the much needed upgrade of Field 1 (north field) which was included as an additional scope item. Wilco Civil Inc. has successfully completed a number of Park Board field and park upgrade projects recently, including the Hastings Community, Hillcrest, and Riley Park renewals.

Financial Implications

Finance has reviewed and confirmed that funding is available in the existing capital budgets for the Slocan Grass Field Renewal. The identified budgets are as follows:

1. Playfield Renewal – Montgomery & Slocan Parks ; and
2. Brewers and Clinton Park – Park Renewals; as part of the 2Q2019 quarterly capital budget adjustments a \$380K budget transfer will be requested from this project to Playfield Renewal – Montgomery & Slocan Parks. At this time the Clinton playfield project is paused to allow for work with a city-wide playing field advisory group that includes this park and Brewers is expected to begin in 4Q2019.

Legal

The Park Board's Procurement Policy requires that all contracts that have been awarded by Bid Committee plus the Board will be signed by the Director of legal Services.

CONCLUSION

Staff recommend that the Vancouver Park Board enter into a six (6) months contract with Wilco Civil Inc., with an estimated contract value of \$1,041,627.00, plus applicable taxes over the initial term, to be funded through 2019 Capital Budget.

General Manager's Office
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Existing Play Fields

APPENDIX A

A) Existing Play Fields



Proposed Upgrade

APPENDIX B

B) Proposed Upgrade Design

