



June 28, 2019

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: Playground Renewals – 2019 Contract Awards

RECOMMENDATION

- A. THAT the Vancouver Park Board authorize staff to negotiate to the satisfaction of the Park Board's General Manager, the City's Director of Legal Services, and the City's Chief Purchasing Official, and enter into contracts with the vendors who have submitted qualified bids for the following seven (7) playground renewal projects, with pricing that aligns with their individual estimated project budgets (ranging from \$375,000-\$875,000 depending on their level of complexity), with the combined total cost of all contracts not to exceed the estimated overall budget of \$4.5 million:
- Ash Park
 - Beaconsfield Park
 - Cedar Cottage Park
 - Charleson Park
 - Jones Park
 - Kaslo Park
 - Winona Park
- B. THAT the Chief Purchasing Official and Park Board General Manager be authorized to execute on behalf of the Park Board the contracts contemplated by Recommendation A;
- C. THAT no legal rights or obligations will be created by the Park Board's adoption of Recommendations A and B above, until the contracts are executed by the authorized signatories of the City and Park Board as set out in these Recommendations; and
- D. FURTHER THAT staff will provide Commissioners with confirmation of the above noted contract awards once finalized.

REPORT SUMMARY

Playground renewals are an ongoing priority of the Park Board. Staff are currently working on detailed designs and tenders for seven (7) playground renewals, with construction scheduled to start this summer or early fall. These projects, funded through the 2019 capital budget, will be tendered through a public 'Invitation to Tender' (ITT) process to identify qualified contractors to provide construction services.

It is anticipated that the final tenders and pricing for construction of these seven (7) projects will be received during the Board's summer break or in early fall. Staff estimate that these will have individual construction contract values ranging from \$375,000 - \$875,000 with a combined maximum total cost of approximately \$4.5 million. Recognizing that many of the tenders received will exceed \$500,000 and require Board approval, and that some may exceed \$750,000 and require Bid Committee approval, staff are seeking Board authorization to proceed with awarding contracts for the qualified tenders with pricing that aligns with the respective

project cost estimates, prior to receiving the final tenders and pricing, in order to avoid potential project delays.

This approach aligns with both Park Board and City of Vancouver procurement policies, while also allowing the renewal work to occur during favourable construction windows, which will expedite the delivery of these important neighbourhood amenities.

BOARD AUTHORITY / RELATED POLICY

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 and improvements that occur within designated parks.

As per the [Park Board Procurement Policy](#) approved in April 2010, Board approval is required for all contract awards valued at \$500,000 or greater.

As per the [City of Vancouver's Procurement Policy](#), which was updated in April 2018, Bid Committee approval is required for contract awards exceeding \$750,000.

BACKGROUND

Playgrounds are a fundamental component of Vancouver's park system and play an essential role in children's cognitive, emotional, physical, and social development. There are currently 160 playgrounds in the Park Board's system, many of which are reaching the end of their lifespan. As such, replacement of playgrounds is an ongoing priority.

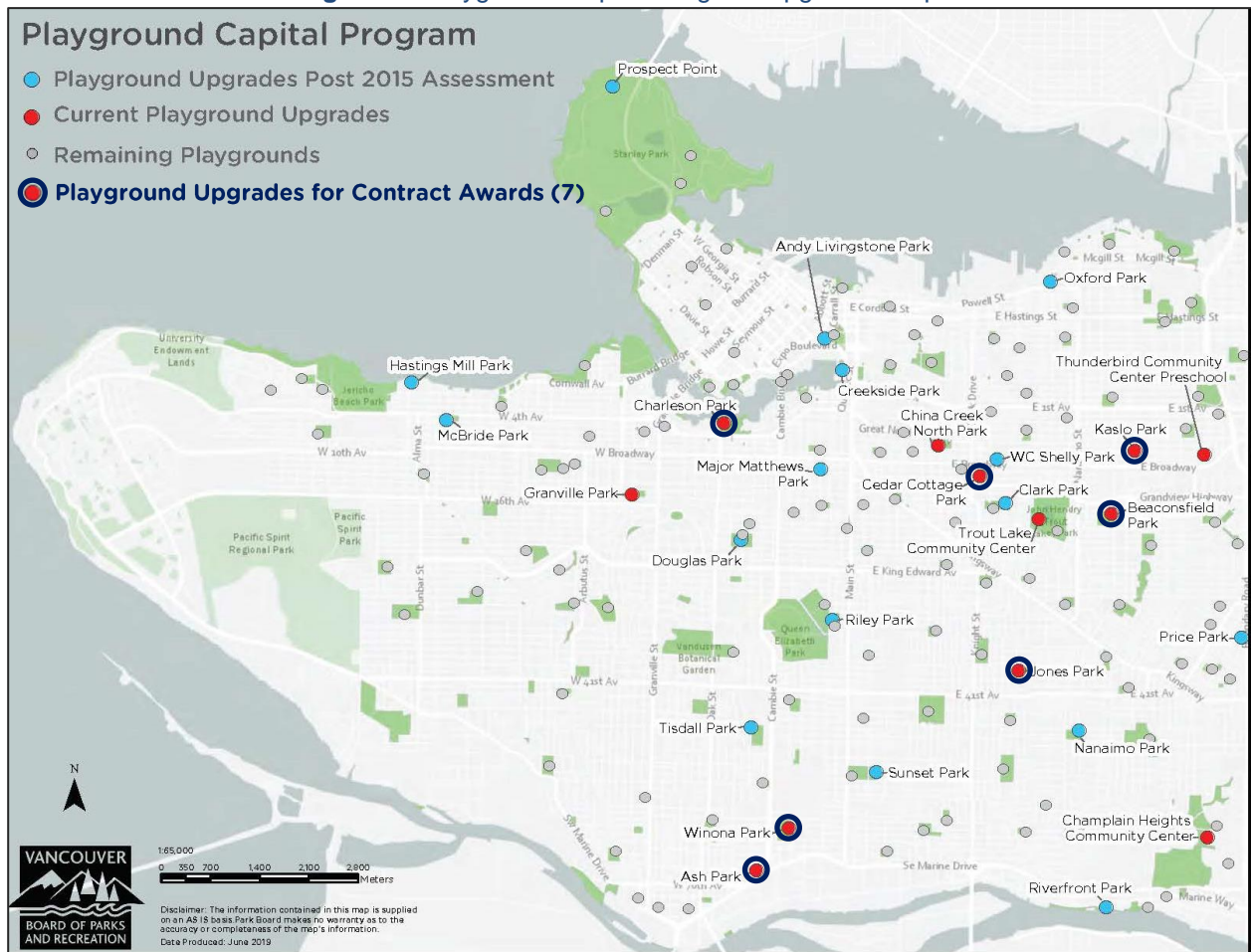
Several reports and recommendations guide playground renewal work. In 2015, the Park Board completed an Assessment of Playspaces report which identified playground replacements citywide. The playgrounds were prioritized based on their age, condition, and compliance with current Canadian Safety Association (CSA) standards. Also in 2015, the non-profit group Let's All Play, dedicated to creating universally accessible playgrounds, reviewed Park Board playgrounds and provided recommendations for actions that could be taken to improve accessibility at each location.

Since 2015, seventeen (17) playground renewals have been completed, with the majority funded through the playground and spray park renewal program included in the 2015-2018 Capital Plan (see Figure 1 below).

The locations of the completed playground renewals are as follows:

- | | |
|-------------------------------------------------|---------------------------------|
| - Andy Livingstone Park | - Nanaimo Park |
| - Clark Park - East | - Oxford Park |
| - China Creek North Park (<i>summer 2019</i>) | - Price Park |
| - Creekside Park | - Stanley Park - Prospect Point |
| - Douglas Park | - Riley Park - North |
| - Hastings Mill Park | - Riverfront Park - West |
| - Lillian To Park (<i>new asset</i>) | - Sunset Park |
| - Major Mathews Park | - Tisdall Park |
| - McBride Park | - WC Shelley Park |

Figure 1: Playground Capital Program Upgrades Map



[VanPlay](#), the citywide Parks and Recreation Services Master Plan that will be presented to the Board later this year for approval of the final components, provides recommendations on strategies for the creation of more vibrant parks and recreation amenities over the next 25 years including playgrounds.

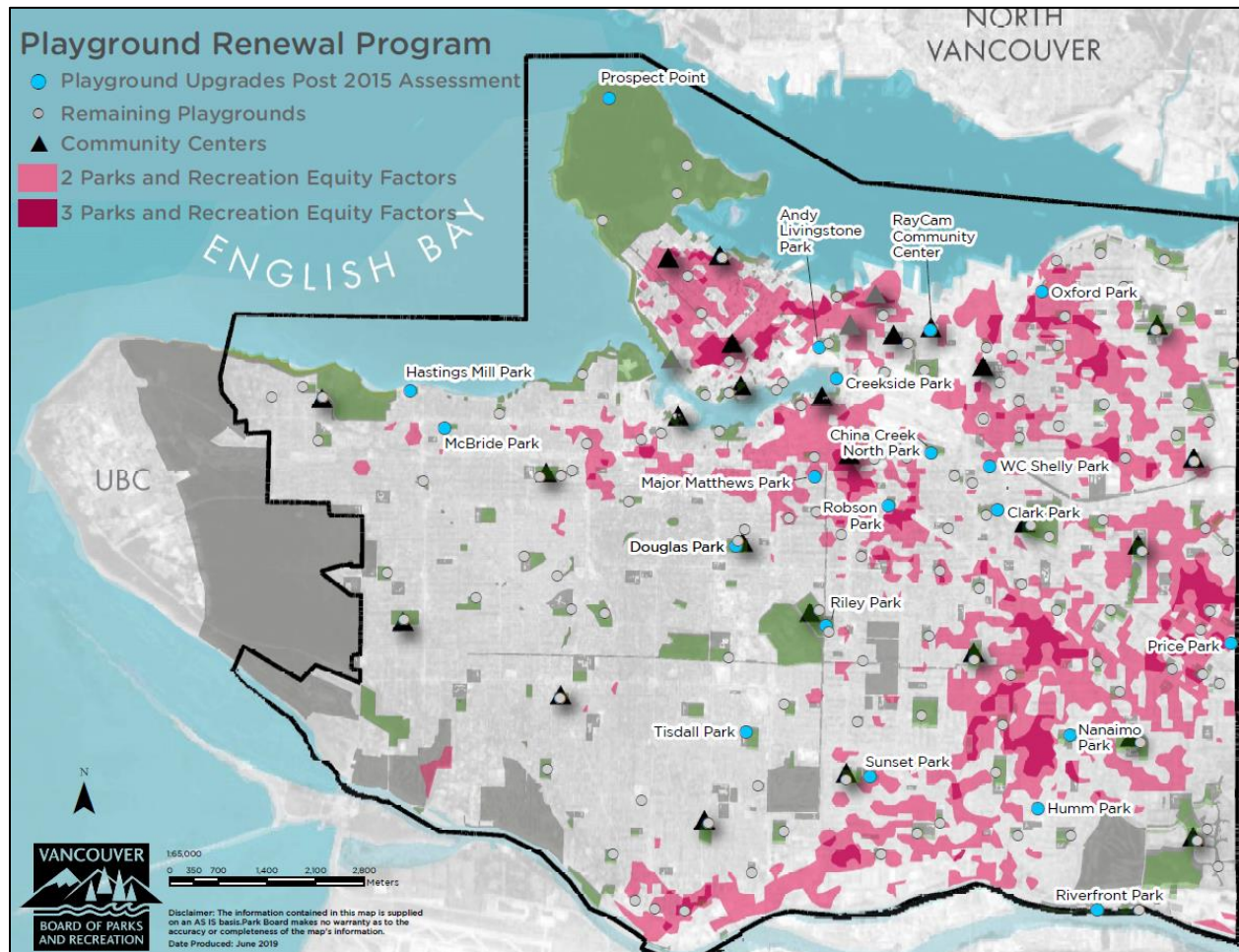
The draft VanPlay Report 3, “Big Move 1: Equity” examines parks and recreation through an equity lens and recognizes where the system is not meeting needs, and where the history of investment has resulted in an uneven distribution of resources and opportunities.

To highlight areas in need of resources, VanPlay’s “Initiative Zones” uses three indicators (equity factors):

- park access;
- demand for low-barrier recreation services; and
- tree canopy gaps.

The intention is to use the VanPlay Initiative Zones as one tool for setting priorities for future playground renewals. Areas with one or more equity factors identified indicate an area in need (see Figure 2 below).

Figure 2: VanPlay Playground Renewal Program Equity Map



Current and future playground renewals are funded through the 2019 Capital Budget, which was approved by the Board at the [Special Budget meeting held on December 10, 2018](#). The playground and spray park renewal program continues to be a priority, with \$9M allocated in the 2019-2022 Capital Plan.

DISCUSSION

Staff are currently working on detailed designs and tender documents for the following seven (7) projects scheduled for construction to start this year:

- Ash Park
- Beaconsfield Park
- Cedar Cottage Park
- Charleson Park
- Jones Park
- Kaslo Park
- Winona Park

These playgrounds were chosen based on consideration of their priority ranking in the Assessment of Playspaces report, recommendations from Park Operations staff, and in response to community needs. Planned upgrades for these playgrounds include new play equipment and surfacing, accessible pathways, and supporting amenities like seating and drinking fountains when potable water services are available. Two of these playground

renewals also include other park upgrades, such as adult exercise equipment and sport court renewals (Jones Park and Cedar Cottage Park), to be funded from the Park Renewals and Court Renewals programs.

Community Engagement

Public engagement has occurred throughout the design phase and feedback has been incorporated into the final design concepts (see Appendix A). The engagement techniques employed for each project are summarized below, and range from informational signs placed on site for smaller renewals to public open houses and online surveys for larger projects. Overall, there is broad community support and enthusiasm for the playground renewals.

Ash Park, Beaconsfield Park, Kaslo Park & Winona Park

Engagement for these projects included online project websites, social media, consultation with relevant local community groups and posting information signs in the parks with illustrative concept plans for the renewed playgrounds. Positive feedback and enthusiasm for these renewals has been received. Additionally, staff are in the process of reviewing the concepts to ensure a high level of accessibility at each playground. Construction will be ongoing throughout the fall of 2019 and spring 2020. Concepts for the new playgrounds can be found on the project page for each park: [Ash Park Playground Upgrade](#), [Beaconsfield Park playground upgrade](#), [Kaslo Park playground upgrade](#), [Winona Park playground upgrade](#),

Cedar Cottage Park

Staff completed public engagement on the proposed changes to Cedar Cottage Park in November 2017. Two initial concepts were shown and the final plans are a combination of the preferred options for both. Detailed design is complete and the project is ready for tendering. Construction is targeted to begin in summer 2019. The concept, open house panels and consultation summary can be viewed on the [Cedar Cottage Park renewal project page](#).

Jones Park

Staff completed public engagement on the proposed changes to Jones Park in December 2018. The plans received an 89% approval rating with 9% of respondents indicating a “neutral” response. Detailed design is underway and construction is targeted to begin in late summer 2019 following the Victoria Drive Festival held in the park each August. The concept can be viewed on the [Jones Park renewal project page](#).

Charleson Park

A partial playground renewal is planned at Charleson Park. Elements that will be replaced include the small playground adjacent to False Creek Elementary School, the hilltop tower, and the swings, which are being replaced due to their age and condition. The lower playground adjacent to the swings was replaced in 2013 and will remain. A public open house was held in December 2018 to obtain feedback on the preliminary concept and equipment options. Design is underway and construction is targeted for fall 2019. The concept can be viewed on the [Charleson Park playground upgrade project page](#).

Procurement Process

The above noted projects will be tendered through publicly advertised ‘Invitation to Tender’ (ITT) processes to identify qualified contractors to provide construction services. Responses to the ITTs will be evaluated by Park Board and Procurement staff, as well as by the design

consultants, under the stewardship of Supply Chain Management to ascertain if the responses offer good overall value to the Park Board.

Both quantitative and qualitative factors will be evaluated. Some of the criteria that will be considered in the overall evaluation process for each tender include:

- the lowest tender price for the full scope of work;
- the proponent's ability to meet the Park Board's requirements; and
- the proponent's skill, knowledge, experience and reputation.

Pricing for each project will vary depending on its level of complexity, however staff estimate that the seven (7) upcoming projects will have individual construction contract values ranging from \$375,000 - \$875,000, with a maximum combined total cost of \$4.5 million. As per the Park Board's Procurement Policy, Board approval is required for all contract awards valued at \$500,000 or higher. Additionally, the City's Procurement Policy requires Bid Committee approval for all contract awards valued above \$750,000.

It is expected that the final tenders for these projects will be received over the summer (late July to mid-September) when the Board is not in session. Recognizing that many of the tenders received will likely exceed \$500,000 and require Board approval, and that some may exceed \$750,000 and require Bid Committee approval, staff are seeking Board approval, subject to the terms outlined above, prior to receiving the final tenders and pricing in order to avoid project delays.

Upon receiving Board authorization, and as per the procurement process outlined above, construction contracts will be awarded for qualified tenders with pricing that aligns with the respective project cost estimates. This approach aligns with both Park Board and City of Vancouver procurement policies, and will result in significant time efficiencies, earlier construction dates, and ultimately faster delivery of much needed neighbourhood amenities.

Financial Implications

Staff estimate that the seven (7) upcoming projects will have individual construction contract values ranging from \$375,000 - \$875,000, depending on their level of complexity, with a combined maximum total cost of \$4.5 million. Finance has reviewed and confirmed that funding is available in the 2019 Capital Budget.

Future Improvements

In addition to the playgrounds listed above, there are two preschool play areas that are currently out for tender (Trout Lake and Thunderbird), and concept revisions are currently underway for playgrounds at Champlain Heights Community Centre and Granville Park.

For future playground renewal projects, staff will prioritize replacements based on consideration of the playground's age, condition, accessibility, compliance with current Canadian Safety Association (CSA) standards, and alignment with VanPlay. Depending on the complexity of the renewal, playgrounds may be replaced by Park Operations staff or through external contractors, and may be designed in-house or by an external consultant. It is expected that a Request for Proposals (RFP) for design services will be posted for upcoming projects in late 2019. The number of playgrounds designed and installed will be dependent on funds remaining in the 2019 - 2022 Capital Plan after completion of the current upgrades.

CONCLUSION

In order to avoid construction delays due to the timing of the ITT procurement process for the seven (7) upcoming playground renewal projects identified in this report, staff recommend that the Vancouver Park Board authorize staff to award contracts to the vendors with qualified successful bids once all final tenders and pricing have been submitted.

Qualified tenders will be evaluated based on the procurement process and criteria outlined in this report, and will be subject to total costs falling within the project budget estimates provided. Staff will notify the Board of all successful contract awards, including pricing and other details, once finalized.

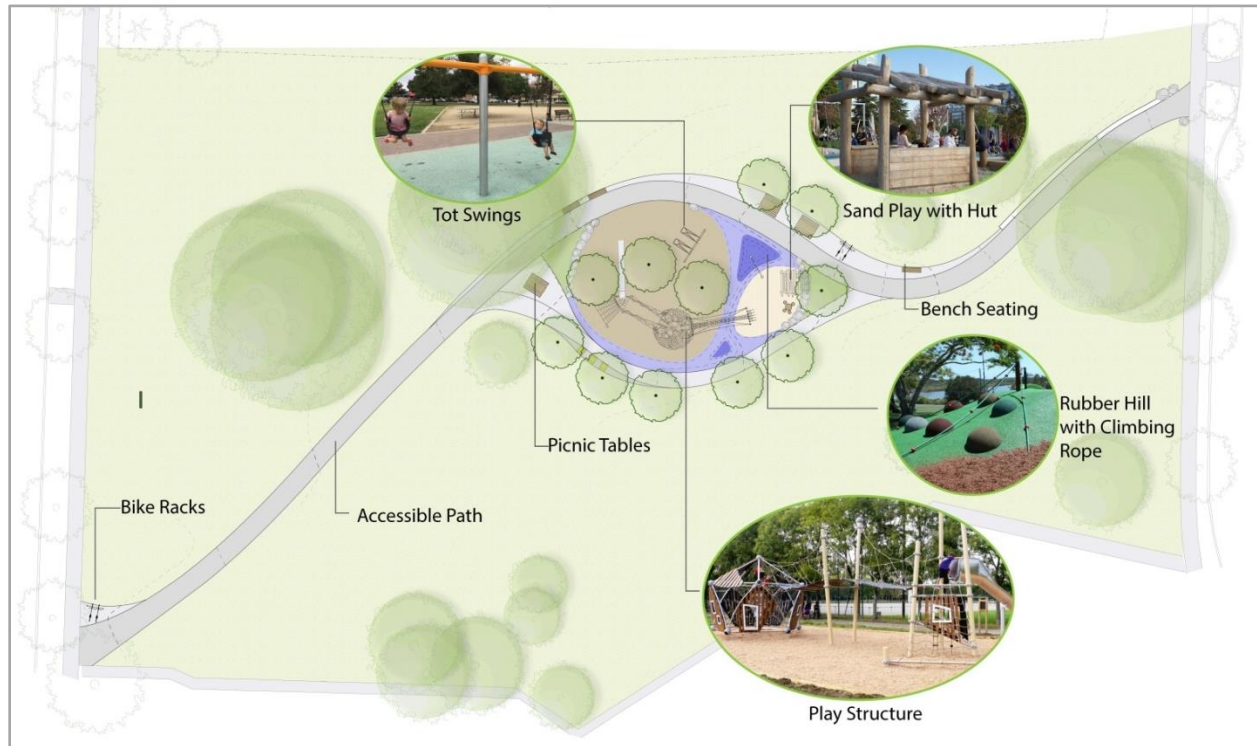
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Playground Renewals – Final Design Concepts

Ash Park Playground

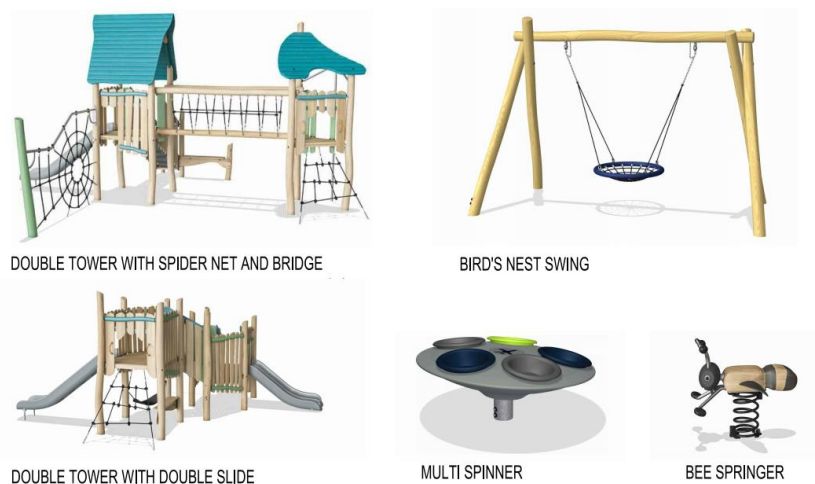


Playground Renewals – Final Design Concepts

Beaconsfield Park Playground

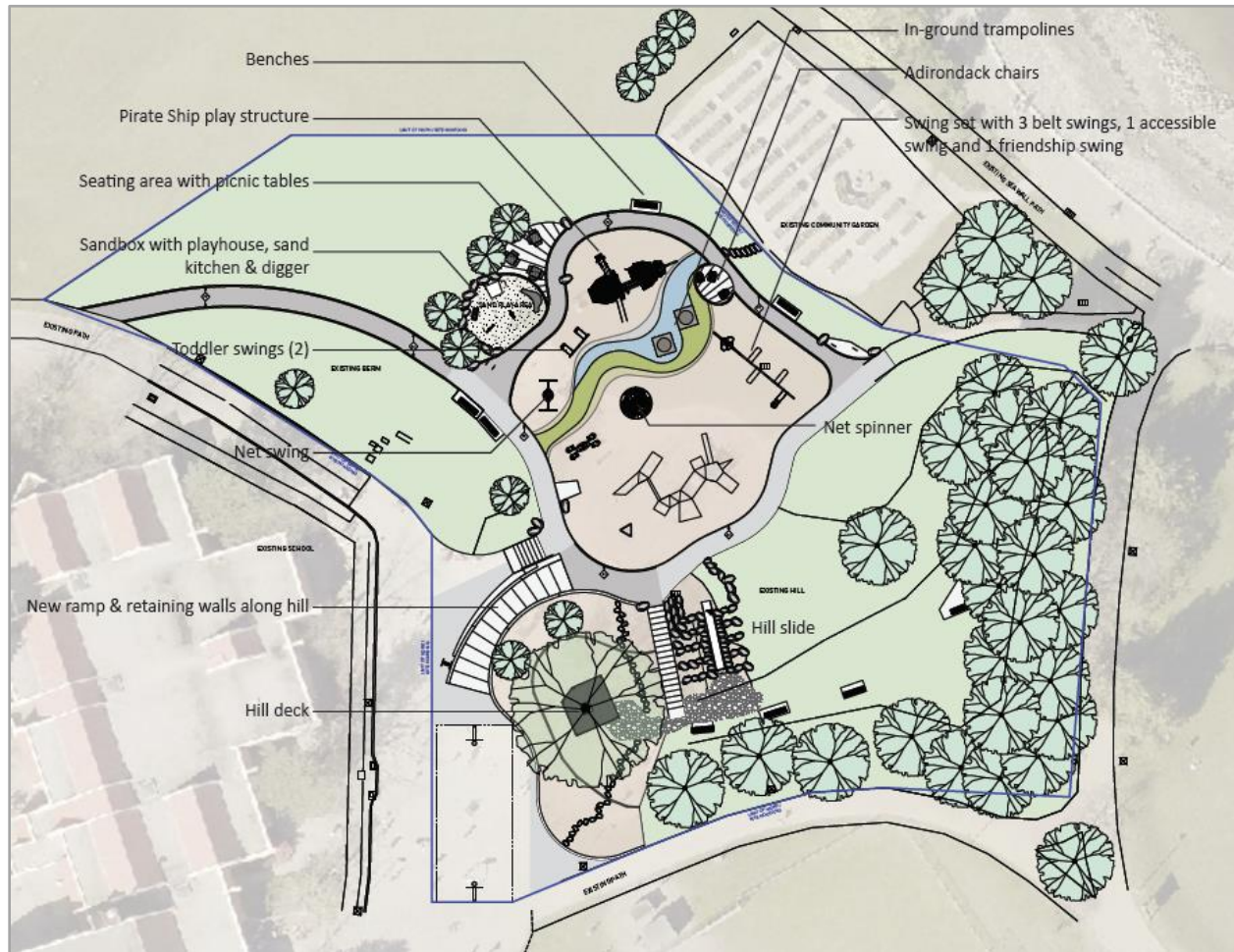


Cedar Cottage Park Playground



Playground Renewals – Final Design Concepts

Charleson Park Playground



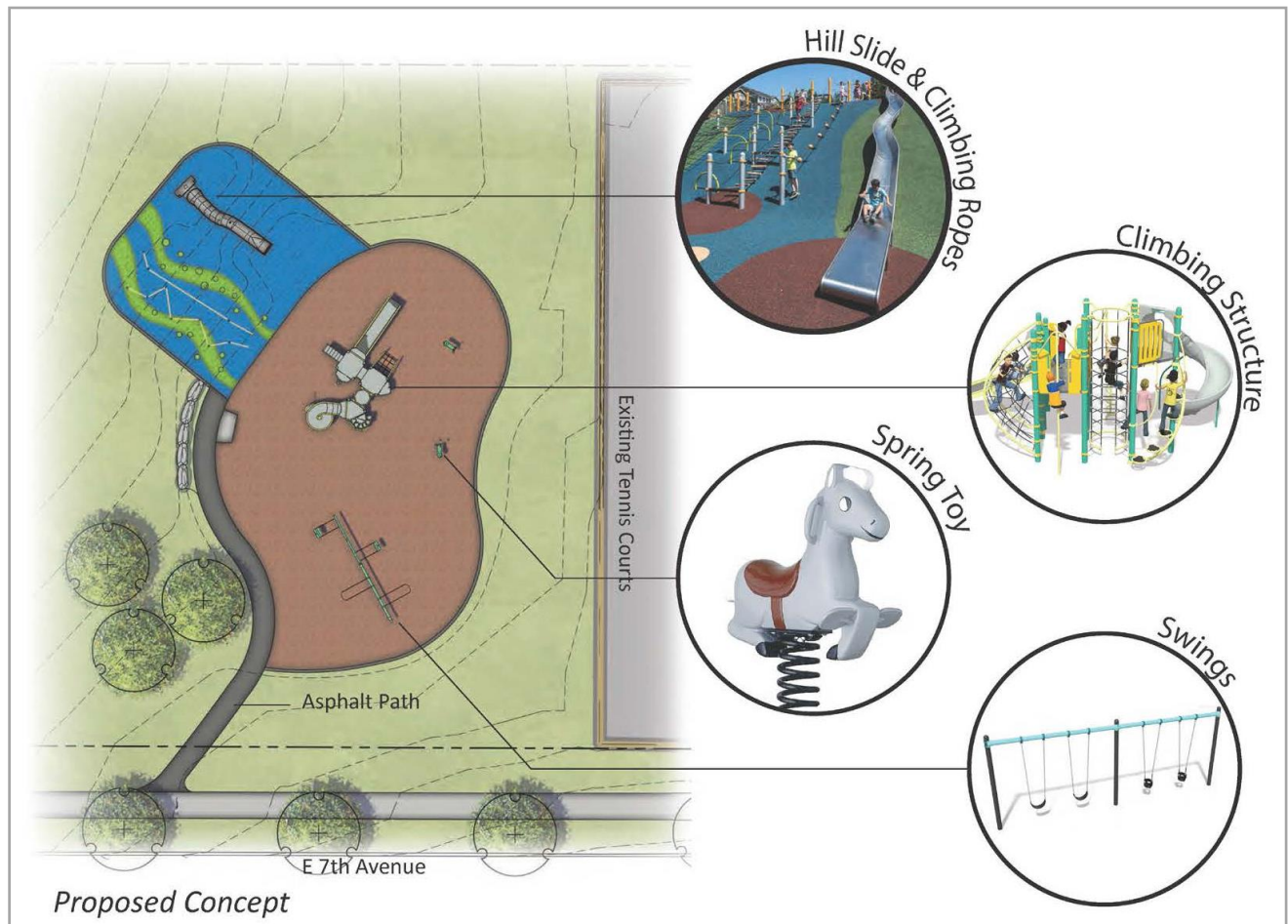
Playground Renewals – Final Design Concepts

Jones Park Playground



Playground Renewals – Final Design Concepts

Kaslo Park Playground



Playground Renewals – Final Design Concepts

Winona Park Playground

