



September 4, 2020

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: Montgomery Park Grass Field Renewal - Construction Contract

RECOMMENDATION

- A. THAT the Vancouver Board of Parks and Recreation (“Park Board”) authorize staff to negotiate to the satisfaction of the Park Board’s General Manager, the City of Vancouver’s (the “City”) Director of Legal Services, and the City’s Chief Purchasing Official and enter into a contract with TGK Irrigation Ltd., for upgrading the grass fields located at Montgomery Park, for a term of approximately eight (8) months, with an estimated contract value of \$1,818,603.00, plus applicable taxes over the initial term, to be funded through the 2020 Capital Budget;
- B. THAT the City’s Chief Purchasing Official and Park Board’s General Manager be authorized to execute on behalf of the Park Board the contract contemplated by Recommendation A; and
- C. THAT no legal rights or obligations will be created by the Park Board’s 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 PS20200359) was issued in July 2020 for grass sport field renewal at Montgomery Park. This project is part of Park Board’s ongoing field upgrades program that aims to increase the quality of public playfields and increase their resiliency to accommodate more intense and year round usage. The fields at Montgomery Park were selected for upgrades following a detailed review of existing facilities and based on input from stakeholders. The upgrades include installation of new irrigation and drainage systems as well as replacing baseball diamonds and backstops, which will expand the available playfield area. The new field will feature four baseball diamonds and can accommodate a variety of field sports like soccer, rugby, and ultimate. The design of the field was completed through consultation with the Vancouver Field Sports Federation and local residents. The design also incorporates features to improve water infiltration and storm water management capacity of the fields to meet the latest city and regional guidelines.

The ITT was advertised on the City of Vancouver and BC Bid websites, and the work was called in accordance with the terms and conditions of the Park Board 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 TGK Irrigation Ltd. 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 / RELATED POLICY

As per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those 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.

On May 12, 2008, the Park Board approved the [Vancouver Sport Strategy](#) which identifies six strategic goals to support and encourage lifelong pursuit of sports and active living. Goal 5 is to provide a diverse range of accessible and welcoming facilities for participation and performance for all ages and abilities.

On July 23, 2018, the Park Board approved the first two reports of [VanPlay](#), Parks & Recreation Services Master Plan: [Inventory and Analysis](#) & [10 Goals to Shape the Next 25 Years](#). Goal 1 is to grow and renew parks, community centres, and recreation assets to keep pace with population growth and evolving needs.

On October 9, 2019, the Park Board approved the final two reports of [VanPlay](#), Parks & Recreation Services Master Plan: [Strategic Bold Moves](#) & [The Playbook, Implementation Plan](#). The [Strategic Bold Moves](#) presents tools to create a more connected and equitable future for parks and recreation amenities.

BACKGROUND

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, the Park Board maintains 148 natural grass play fields, which provide approximately 27,000 hours of play, and 12 synthetic turf fields, providing approximately 29,000 hours (based on 2018 bookings). 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.

Through a system-wide review as part of VanPlay, it was found that while the number and distribution of fields was adequate, there is a need to improve the quality and availability of fields to meet the current and expected future demands and ensure an equitable provision of these amenities city-wide. Consequently, VanPlay set asset targets to increase supply of fields through construction of new grass and synthetic fields, along with renewals of existing fields, to ensure facilities have increased capacity, resilience, and quality to accommodate more intensive use and a wider range of sports year-round. Through consultation with VFSF, VanPlay also identified a need for spaces suitable for event/tournament hosting, especially locations where two or more co-located fields can be accommodated. These findings also echo the objectives identified in the Vancouver Sport Strategy, in particular the call for providing more quality facilities for sport and event hosting, and confirm the Park Board's previous direction and importance of its ongoing field renewal program, which over the last decade has resulted in major renewal of at least one major natural grass field facility in each Capital Plan.

The intent of the field renewal program is to improve the quality of the current inventory and incrementally increase the playing capacity of the fields over time. As part of the program, 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.

In order to assist with future planning of the program and ongoing maintenance, Park Board staff completed a detailed city-wide assessment of existing turf facilities in 2016, through which the type and condition of each field was determined. Grass fields were classified 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, and are maintained less frequently).

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 and Montgomery Park were identified as high priority for upgrades. Construction of [Slocan Park grass fields](#) was completed in August 2020 and the fields are scheduled to open for public use in September 2020. The current project at Montgomery Park was identified in the 2019-2022 Capital Plan.

As shown in Figure 1 below, Montgomery Park is located between West 43rd and West 45th Avenues, one block west of Oak Street in the Oakridge neighbourhood. The park shares a city block with Sir William Osler Elementary School, located to its west, and is accessible via public transit along Oak Street as well as through local bike routes along West 37th and West 46th Avenues.



Figure 1: Montgomery Park – aerial view of current amenities

The park plays an important role in the neighborhood as a space for gatherings, jogging, walking, and sports. As with other parks city-wide, Montgomery Park has seen increased visitation due to the COVID-19 global pandemic as residents look for opportunities to safely exercise and enjoy the outdoors. The neighbourhood features a mix of single family and new townhomes and is expected to continue to densify, particularly along Oak Street. The park also sits immediately east of the [Cambie Corridor Plan](#) area, which is expected to see a steady rise in population over the next decade and an increased need for nearby recreational amenities.

The park is four hectares in size and currently includes three softball diamonds, one soccer field, and a field house located in the northeast corner. The site is flanked on the north and south side by wide sidewalks and the level field area allows a variety of passive and sport uses year-round. The perimeter of the site is lined with a mix of new and mature trees which provide shade. The adjacent elementary school includes a playground which is accessible to the public.

Previous Upgrades and Current Condition

The field area, which covers the majority of the park, can be further divided into two sections. The western half of the park is irrigated and has a drainage system (categorized as Grade A), while the eastern half does not have an irrigation or drainage system and is rated as Grade B. The irrigation and drainage systems for the west field were installed in 1997 and are reaching end of life and require ongoing maintenance. The current layout of the softball diamonds, in particular the diamond on the north side of the park, limits the use of the entire field space for other field sports. There is another small sized softball diamond in the northwest corner of the park that is partially on the Vancouver School Board property.

Grass Field Upgrade Project

In 2018, the Park Board retained consultant Binnie Associates Ltd., the consultants for the Slokan Park field upgrades, to design new playing fields for Montgomery Park based on standards established by the Park Board, VFSF, and other local, provincial, and national sport organizations. After exploring several options with stakeholders, it was determined the park is suitable for four (4) full-size softball diamonds and two (2) full-size soccer fields (see Figure 2).



Figure 2: Montgomery Park – proposed design upgrades (looking southeast)

This renovation will result in an increase of playing time from approximately 500 hours to 800 hours. This configuration also responds to VFSF's calls for creating sport hubs through co-location of two sport fields.

Site design for the renewed field includes regrading as well as: new layout; irrigation and drainage systems; connections to utilities; and sport specific infrastructure like softball dugouts, fencings, spectator bleachers, and goal posts for soccer. The relocated diamonds on the northeast and southwest side maximize the play field area and allow for flexibility in the types of sports that can be accommodated at the same time. The design also includes an extension of the asphalt pathway adjacent to the field house to make the fields more accessible, while also allowing for future development of the east side of the park with additional walking paths, outdoor exercise equipment, and naturalized areas. These opportunities did not fit within the scope of the current project but will be explored further through engagement with the local community in the future.

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

- Remove existing playfield structures along with existing irrigation and drainage system and install new irrigation and drainage system covering the entire field;
- Regrade and construct new grass field area as well as four (4) new softball diamonds, inclusive of backstops, fencing and dugouts;
- Screen the topsoil where required and re-seed the entire field on a newly prepared seedbed;
- Restore 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 through informational signs posted in the park and notices sent by mail to residences in a two block radius around the park. Project information was also disseminated through social media and the [Montgomery Park field renewal project webpage](#).

An open house to inform the community about the upcoming field upgrades was held on September 21, 2019. Park Board staff and the consultant's representative were present at the open house to explain the design to the public. 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 and were excited about the new sport possibilities that would be available locally following completion of the project.

Environmental Impact and Sustainability

The proposed upgrades will improve the storm water management of the whole park. The new drainage system has been designed to meet the new [Rain City Strategy](#) design target of capturing and cleaning a minimum of the first 48mm of rainfall per day at the source. The design includes wider drainage channels that increase water retention and infiltration, as well drywells with perforated sidewalls and coarse drain rocks that will divert generated water to the ground water table by natural gravitational flow. This will help the fields dry out quicker in wet

conditions, help maintain base groundwater flows, and keep the fields functional year-round. Peak rain event overflow water will be diverted to the city storm water system and City of Vancouver Engineering Services has reviewed the impact on the capacity of the existing infrastructure and approved the proposed work. The new intermittent irrigation systems will improve the condition of the turf for play while reducing overall water consumption.

Upgrading this park will increase access to high quality play fields for local residents and events. The field is also strategically located alongside a school, which allows for more opportunities for organized sport activities for all ages and abilities. Finally, providing high quality field access adjacent to a major arterial that is well served by transit may also reduce road traffic and encourage use of public transit rather than private transport.

Schedule and Public Access Impacts

The proposed construction work is expected to start in October 2020 and substantial completion is targeted for April 2021. During construction, the fields will be fenced off and inaccessible to the public. The newly seeded fields require some time to establish in order to withstand the impact from sport usage. Consequently, the upgraded fields will likely remain fenced and inaccessible until July 2020.

The field house as well as pathways along the north and south edges of the fields will remain open throughout construction. Leagues and permit holders have already been notified about the upcoming works and will be accommodated at other facilities city-wide, including the newly completed fields at Slocan Park.

DISCUSSION

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 as an additional (add/delete) scope, which will be incorporated into the project to address any unforeseen site conditions.

Responses were received from:

Company	Total Price
TGK Irrigation Ltd.	\$1,818,603.00
Cedar Crest Lands (BC) Ltd.	\$1,970,700.00
Wilco Civil Inc.	\$2,079,949.00
Canadian Landscape and Civil Services Ltd.	\$2,204,785.00

The responses were evaluated through the work of an evaluation team comprised of staff, the design consultants, Supply Chain Management, and Legal Services 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 overall net financial impact;

- tenderer's proven ability to understand and adhere to regulatory requirements;
- tenderer's reputation;
- skill, knowledge and experience of the tenderer's resources in retrofitting of grass fields of similar nature; and
- tenderer's ability to meet the requirements as set out in the invitation to tender.

Based on the overall evaluation, the team concluded that the tender submitted by TKG Irrigation Ltd. best met the Park Board's requirements and provided best overall value. TKG has completed a number of Park Board park upgrade projects recently, including the China Creek North Park and Dr. Sun Yat-Sen Classical Chinese Garden renewals.

Financial Implications

Finance has reviewed and confirmed that funding is available in the approved Capital Budget (CPP-00090). As a result of the ITT, the Park Board is able to achieve cost certainty for the proposed contract term.

Legal

Park Board Procurement Policy requires that all contracts, renewals, extensions, and any other forms of commitments and contracts will be on terms and conditions approved by the City Solicitor.

All contracts awarded by the Park Board and valued over \$750,000 will be signed by the Bid Committee and Chief Purchasing Official.

CONCLUSION

Staff recommend that the Vancouver Park Board negotiate and enter into an eight (8) month contract with TKG Irrigation Ltd. for the grass field upgrades at Montgomery Park as outlined within this report.

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

Prepared by:
Park Development

sm/an/is/clc