



ADMINISTRATIVE REPORT

Report Date: June 25, 2013
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Meeting Date: July 10, 2013

TO: Standing Committee on City Finance and Services

FROM: General Manager Park Board, Chief Purchasing Official and General Manager Financial Services

SUBJECT: Construction Services Contract Award Hastings Park Empire Fields

RECOMMENDATION

- A. THAT Council approve an increase of \$2.1 million for the Hastings Park Greening Project due to increased project scope as described in the body of the report for a total multi-year capital budget of \$10.5 million. Source of funds for the \$2.1 million project budget increase:
- i. 2012-14 Capital Plan for new park development, with funding from a provincial cycling infrastructure grant \$905,000 and \$895,000 from park DCL for a total of \$1.8 million;
 - ii. 2012-14 Capital Plan for emerging priority projects with funding from park DCL \$300,000
- B. THAT Council authorize City staff to negotiate, to the satisfaction of the City's Chief Purchasing Official, General Manager of Park Board, Director of Legal Services, and Director of Finance to enter into a contract with Tybo Contracting Ltd. for construction services for new and revitalized park spaces at Empire Fields and new greenway connections for Hastings Park at an estimated cost of \$8,218,882.11 (excluding GST) to be funded from the Hastings Park Greening multi-year capital budget
- C. FURTHER THAT the Director of Legal Services be authorized to execute on behalf of the City the contract contemplated by Recommendation B.
- D. AND FURTHER THAT no legal rights or obligations will be created by Council's adoption of Recommendations B and C above unless and until such contract is executed by the Director of Legal Services.

REPORT SUMMARY

The City issued a Request for Proposal (“RFP”) PS20130378 on April 5, 2013 for construction services for new and revitalized park spaces at Empire Fields and new greenway connections for Hastings Park. City staff on the RFP evaluation committee, and subsequently the Bid Committee, have considered the proposals received and on that basis, recommend that the City negotiate and, if such negotiations are successful, enter into a contract as described above with Tybo Contracting Ltd.

These new and revitalized park spaces deliver on key priorities of the Hastings Park/PNE Master Plan and build on the legacy components of the BC Lions temporary stadium at Empire Fields:

- creation of a destination park, sport and recreation facilities for all ages and abilities (6.8 ha of new and renewed park space) and;
- significant increase in connectivity for pedestrians and cyclists in and around Hastings Park and to New Brighton Park (3.25 km of new greenways).

The plan for Empire Fields, Plateau Park and Greenways in Hastings Park was developed with extensive stakeholder and community input over 2011-12. With Council approval the project will proceed to construction this summer, with completion expected fall 2014.

The construction of a renewed Empire Fields, Plateau Park and Greenways in Hastings Park will deliver a facility that was conceived with significant input from both local and city-wide residents and is highly supported by residents and stakeholders. The inclusive project leverages the legacy components of the PavCo temporary stadium and sensitively combines a diverse, multi-generational park program with separated bicycle and pedestrian facilities that provide safe and convenient access across Hastings Park and to New Brighton Park.

The construction of this new park space will be a significant outcome of the Hastings Park/PNE Master Plan and will deliver on community, City and Park Board priorities for new park space and improving pedestrian and bicycle access to parks.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

The City's Procurement Policy requires that contracts with values over \$2 million must be approved by Council following review and recommendation by the Bid Committee.

Bid Committee has considered and approved Tybo Contracting Ltd. as the successful proponent.

The Park Board approved the concept plan for Empire Fields, Plateau Park and Greenways in Hastings Park on October 1, 2012. City Council approved the concept plan on November 15, 2012.

REPORT

Background/Context

In December 2010, Vancouver City Council approved the Hastings Park/Pacific National Exhibition (PNE) Master Plan. The Plan is transforming the Hastings Park of today into a greener, year-round destination for park use that includes an amusement park, the annual Fair and places for festivals, culture, sport and recreation, leisure and fun.

The Plan outlines a strategy to increase park space from 10 hectares to an eventual total of 30 hectares, as a major park for the east side of the City. The Master Plan will significantly improve the sustainability and ecological performance of the Hastings Park and PNE, consistent with City Council's Greenest City Action Plan priorities and the Park Board's Strategic Goals. The multipurpose nature of the Plan reflects the balanced approach that the Master Plan achieves: 'A Fair in a Park' - a significantly greener and more publicly accessible Hastings Park which renews Vancouver's historic annual fair and amusement park, while ensuring economic vitality and long-term sustainability.

With the adoption of the Master Plan in 2010, Council directed staff to proceed with a number of implementation priorities. These included:

- Reinstatement of Empire Fields;
- Development of new park space;
- Implementation of the first segment of the day-lighted stream connection to New Brighton (construction completion anticipated September 2013); and
- Implementation of park-wide pedestrian and bicycle pathways (greenways).

These priorities were chosen to reflect community priorities of park connections for pedestrians and cyclists and increased park space within Hastings Park.

Over 2011 and 2012 the design development of the project occurred with extensive public engagement focused around three main open house input sessions. A Hastings Park Open Space Advisory Group (OSAG) was established to provide detailed stakeholder input into the design programming and design development of Empire Fields, Plateau Park and Greenways and met six times over the duration of the project. These included representatives from:

- Circus West
- Cycling and walking (commuting or leisure)
- Hastings Park Conservancy
- Leaside Tunnel users (Vancouver Skateboard Coalition)
- Pacific National Exhibition
- Residents from Hastings/Sunrise and Vancouver Heights Neighbourhoods
- Vancouver Field Sports Federation
- Vancouver Sports Network
- Youth

A number of other focused stakeholder workshops were also held with individuals presenting specific sports or pursuits (street soccer, parkour, in-line skating, volley ball). These workshops assisted in providing detailed input into the design of the fields and Plateau Park spaces ensuring the design addressed specific needs. Subsequent to this detailed construction drawings were prepared and the City issued an RFP for the construction of the project in April 2013.

This construction contract will deliver the park and recreation elements developed through the above noted design and consultation process. This project is a Council priority as identified in the Hastings Park/PNE Master Plan and will increase the usable park space by 6.8 hectares and add 3.25km of new park greenways.

Park amenities include:

- two synthetic turf fields including a warm up area
- spectator seating for approximately 400,
- a rubberized surface recreational track,
- playgrounds for a diversity of age groups, ,
- a parkour area (urban obstacle training course) ,
- fitness equipment,
- sand volleyball courts,
- a sport court for street soccer, ball hockey and basketball,
- a BMX dirt jump area,
- improvements of the entrance to the Leaside Tunnel skate park,
- site-wide permanent and temporary Greenways built to City-standard, and
- significant tree planting.

On-site interpretive signage will illustrate the unique and important role the Empire site has played in the sport and cultural history of Vancouver. The targeted completion of these works is the fall of 2014.

The Plateau Park, originally scheduled for a later date, is included in this contract - a strategic decision was made when the design elements were completed to include it in the 2012-2014 Capital Plan. As a result of the economies of scale and the efficiencies which result from including it in the whole capital program, the City will realize savings of approximately \$280,000 for contractor mobilization and demobilization costs, specialty sub-trade works, and order of magnitude savings in materials and utilities, versus delivering it in a future Capital Plan.

Strategic Analysis

The RFP was issued in accordance with the City's Procurement Policy. The City received proposals from four proponents in response to the RFP. The proposals were evaluated under the stewardship of Supply Chain Management to ascertain which offered the best overall value to the City through the work of an evaluation team comprised of representatives from various City departments, Vancouver Park Board and PNE. In determining which proposals offered the best overall value to the City, both quantitative and qualitative factors such as price, contractor capability and experience were considered, among other factors.

Based on the overall evaluation, the team concluded that the proposal submitted by Tybo Contracting Ltd. met the City's requirements and provided best overall value.

Implications/Related Issues/Risk (if applicable)

Financial

Capital

The current approved multi-year capital budget is \$8.4 million. In order to complete the construction of Hastings Park - Empire Fields, Plateau Park and Greenways, an additional \$2.1 million is required for a revised multi-year capital budget of \$10.5 million.

The additional \$2.1 million is required for the following:

- To advance the construction of Plateau Park (\$1.4M) which was not included in the 2012-2014 Capital Plan but was contemplated for the next plan. By completing the project now we can deliver the whole park at once and in addition will save approximately \$280,000 reducing the cost of the Plateau Park to \$1.1M;
- To cover the additional costs (\$673,000) required to replace rather than convert the temporary electrical and lighting systems installed by PavCo;
- To accommodate the challenges of installing and connecting the new synthetic turf field and drainage system (\$160,000) to the existing synthetic turf field and drainage system (possibly a first in the industry);
- To provide City Engineering standard greenways paint on approximately 3.25 kms of bicycle paths (\$152,000).

Funding for the \$2.1 million increase to the multi-year project capital budget will be redirected as follows:

- \$1.8 million from the 2012-14 Capital Plan for New Park Development that will be directed to this project. Of the \$1.8 million, \$905,000 is funded from a provincial cycling infrastructure grant and \$895,000 from Park DCL.
- \$300,000 from the 2012-14 Capital Plan for emerging priority projects with funding from Park DCL.

As the bulk of the project spending will be in 2014, an increase in the 2013 annual capital budget is not required at this time.

Operating

Revenue from Empire Field bookings is estimated to be \$110,000 per year, while operating and maintenance costs are anticipated to be approximately \$35,000 per year. The maintenance for new park spaces and greenways as outlined in this report is at an estimated cost of \$128,000 per year, with partial offsetting revenue from the development of new programming of the park spaces. Responsibility for the maintenance for these park spaces and greenways will be determined as part of the

implementation of the Hasting Park/PNE Governance Review. Revenue and Expenses as noted above will be reviewed as part of the normal operating budget process.

Environmental

Greening of Hastings Park is identified as a high priority action item for 2011-14 in the City's 2020 Greenest City Action Plan. The specific deliverables of 3.25km of new bicycle and pedestrian pathways, 6.8 ha of new and renewed park space and a park program focused on a diversity of active and passive recreation and sport, directly support the Greenest City Action Plan's "Green transportation and "Access to Nature" goals and the Park Board's "Leader in Greening" and "Parks and Recreation for All" strategic directions.

Project Risks:

- **Undocumented Site History Risk:** These lands have an undocumented site history from the 1956 Commonwealth Empire Games Stadium, to the first synthetic turf field in Canada in the 1970's, to a parking lot in the 1980's, to natural grass sports fields in the 1990's, to the B.C. Pavilion Corporation (PavCo) stadium in 2010. There is potential for the uncovering of unanticipated underground materials that may result in extra project costs (no contaminated materials are expected).
- **Weather Risks:** Asphalt, painting, synthetic turf and rubberized surfaces need to be installed in dry, or in dry and warm, conditions. The project schedule accommodates the installation of these features in the summer of 2014.
- **Synthetic Turf Field Risk:** Approximately 10,000 sq. ft. of new synthetic turf surface is to be stitched to the synthetic turf field constructed by PavCo in 2010. This may be a first in the industry however the City has engaged the original turf installer who has knowledge and expertise of the synthetic turf field. There may be challenges in connecting existing and proposed grades and drainage systems however the General Contractor is knowledgeable in this work.

CONCLUSION

In summary, City Staff recommend that Council approve an increase of \$2.1 million for the Hastings Park Greening multi-year capital project budget making the total multi-year capital project budget \$10.5 million. In addition, City staff recommend that the City of Vancouver negotiate and enter into a contract with Tybo Contracting Ltd. for construction services for new and revitalized park spaces at Empire Fields and new greenway connections for Hasting Park. Tybo Contracting Ltd. offers the best overall value to the City.

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Hastings Park Context (red lines indicate greenways under construction or to be constructed)

Empire Fields & Track



Plateau Park

