



July 22, 2016

**TO:** Park Board Chair and Commissioners  
**FROM:** General Manager - Vancouver Board of Parks and Recreation  
**SUBJECT:** Andy Livingstone & Creekside Playground Construction Award

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## RECOMMENDATION

- A. THAT the Vancouver Park Board authorize staff to negotiate to the satisfaction of the Park Board's General Manager, City's Director of Legal Services, and the City's Chief Purchasing Official and enter into a contract with Holland Landscapers Inc. for the renewal of the playgrounds at Andy Livingstone Park and Creekside Park, with an estimated contract value of \$1,371,747, plus applicable taxes, to be funded through the 2016 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. 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 - PS20160909) was issued in June 2016 for the renewal of the playgrounds in Andy Livingstone and Creekside Parks. 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 City's Procurement Policy AF-015-01. The ITT evaluation committee, and, subsequently, the Bid Committee, have considered the responses received, and on that basis recommend that the Park Board negotiate and if such negotiations are successful enter into a contract as described above with Holland Landscapers Inc.

## BOARD AUTHORITY

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.

## BACKGROUND

In line with recommendations in the 2015 city-wide Assessment of Playspaces document, the 20-year old playgrounds at Andy Livingstone Park and Creekside Park have reached the end of their service life and are in need of renewal to ensure Canadian Standards Association (CSA) compliance, public safety, and reductions to on-going maintenance costs.

### **Andy Livingstone Park**

Andy Livingstone Park is a 4.21 hectare downtown park located at 89 Expo Boulevard. The park is leased from the Province and has been capped with impermeable materials as per industry-standards to manage contaminated soils present in the subgrade. Additionally there is a history of illicit drug users that frequent the site and have impacted the usability of the park.

With increasing population growth in the neighbourhood and the opening of the adjacent International Village elementary school scheduled in January 2017, the existing playground at Andy Livingstone Park was selected for replacement in 2016. The playground will serve the community-at-large, but it is also integral to the new elementary school and will provide outdoor play and gathering space for 500 students, as well as teachers, parents, and caregivers.

The Andy Livingstone playground renewal will be part of a 2 step process. The first interim step will ensure that the existing playground is upgraded to be safe and welcoming for the new school population. The next step, as a result of the viaducts removal process, will see a new playground design integrated into the overall renewal of Andy Livingstone Park. Substantial components of Andy Livingstone Park are to be redesigned to address the new road and bicycle networks and this will include the integration of the new playground.

### **Creekside Park**

Creekside Park is a 2.53 hectare park adjacent to Science World, on the east edge of False Creek at 1455 Quebec Street. In 2011, the playground in Creekside Park was removed to accommodate the expansion of Science World and the pedestrian and cycling path upgrades along the seawall. At that time, a few of the play elements were relocated to the north end of Creekside Park where a playground for small children existed. A “spacenet” play feature was subsequently added to this location in 2013 as an interim measure pending the full renewal of a playground in Creekside Park.

The foreshore treatment of Creekside Park may undergo changes with the possible removal of the existing wooden deck and the creation of a naturalized transition to False Creek. The proposed new location of the new playground in Creekside Park has been sited to provide improved safety for children and to ensure the playground will not be impacted by future foreshore work associated with the Northeast False Creek park development.

## **DISCUSSION**

The design of the new playgrounds at Andy Livingstone Park and Creekside Park were developed through close collaboration between Park Board staff and landscape architectural consultant, Durante Kreuk Ltd (DKL). The designs were further informed through valuable input from the community and various stakeholders. The proposed new playgrounds will be CSA compliant and accommodate a wide range of ages and abilities. In addition, the new playgrounds will be constructed of materials that are durable and will accommodate an increased intensity of use.

### **Public Engagement**

To help inform the playground design, stakeholders and members of the public were asked for their feedback on two preliminary concepts at open-houses for each playground and through online surveys.

Preferred concept plans were evolved for each playground based on input received from residents and through work with the Northeast False Creek project team, the Vancouver School Board (VSB), Science World, the Playground Accessibility Focus Group (PAFG), and the False Creek Residents Association (FCRA).

### ***Andy Livingstone Park Playground***

Public input for the playground design at Andy Livingstone Park was received from February-April 2016.

Forty members of the public attended the open house held on February 15, 2016 at S.U.C.C.E.S.S. Social Service Centre and 115 respondents completed the questionnaire. Notification of the open house included: a Canada Post mail-out of over 2000 flyers beyond the typical 2-block radius to the surrounding residences; social media posts promoting the event and linking to the questionnaire; signs installed in the park; flyers posted at nearby schools; and members of the False Creek Residents Association (FCRA) and Talk Vancouver (V6A,V5T,V5Y,V5Z) notified of the event by email. Two concept plans were presented for comment and both were well received by the respondents -- 61% of the respondents preferred Concept A while 72% preferred Concept B.

In addition to the public open house, the project team met with VSB representatives on a number of occasions, as well as with the PAFG to review input received and consider design options. The top five pieces of playground equipment among respondents' children (as identified by respondents) were slides (74%), bridge climbers (58%), climbing nets (51%), play hut (43%) and spacenet (40%). The VSB and the PAFG both supported the inclusion of a hillside in the playground design. The VSB confirmed the popularity of the spacenet and were in favor of relocating the spacenet at Creekside to Andy Livingstone. The PAFG also noted that ground play features were particularly popular and subsequent design development incorporated this element.

In response to feedback received from the focus group and the public, Concept A was further evolved to provide additional accessible play features, a hillside slide, fun patterns in the surfacing to encourage inclusive play, and clear sightlines. The new playground at Andy Livingstone Park is designed to accommodate a range of ages and abilities, will be CSA compliant, include sensory and imaginative play opportunities, feature rubber safety surfacing, retain all existing trees, create shaded seating areas and adhere to Crime Prevention Through Environmental Design (CPTED) and sustainability principles.

### ***Creekside Park Playground***

Public input for the playground location and design at Creekside Park was received from November 2014 - March 2016.

The Creekside Playground open house notification included: a Canada Post mail-out of over 1400 flyers beyond the typical 2-block radius to the surrounding residential areas; signs installed in the park; flyers dropped-off at 4 area daycares; posters displayed at Creekside Community Center with flyers available at the front desk; and notification of Talk Vancouver members (FSA: V5T, V6A). The project team met with the FCRA on Nov 17, 2014 and they informed their members of details of the open house event.

Sixty members of the public attended the open house held on December 3, 2014, at the Creekside Community Centre and 90 respondents completed the questionnaire. Two playground concept plans were presented and both were well received by the respondents. While respondents preferred Location B, Location A was selected as it is farther south than Location B and will ensure the playground upgrade will not be impacted by future changes to the Creekside Park foreshore and work related to the new Northeast False Creek park development.

The new playground at Creekside Park is designed to accommodate a range of ages and abilities, will be CSA compliant, include sensory and imaginative play opportunities, feature nature, sand, and water play, rubber safety surfacing, retain all existing trees and create shaded seating areas. The top 6 elements the public felt were important have been included in the playground: zip line, bridge climber, slides, sand and water, picnic tables and a play hut. This input, in addition to feedback received from members of the FCRA in December 2015, further evolved the concept plan.

### **Playground Design**

The 2015 Assessment of Playspaces document includes a number of design recommendations and strategies for playground renewals ensuring safe, CSA compliant, accessible, inclusive, challenging, nature-inspired play environments useable by residents all year round.

Nature-inspired play is a growing component in playspace inventories as the benefits of self-directed play and interaction with natural elements has been shown to improve children's health and development, as well as foster greater awareness and care for the environment that is carried through life. Boulders, logs, plants, water, sand, and other organic features are highly attractive to children and foster this as part of childhood development. Providing elements that support unstructured imaginative play are also important and continuing to include these elements enriches playspaces. Natural areas can provide high play value with minimal infrastructure and maintenance. The Park Board Strategic Framework, Urban Forest Strategy, Biodiversity Strategy and Healthy City Strategy align with nature-inspired play opportunities in playground design.

Aligning with the Park Board Strategic Framework and the 2015 city-wide Assessment of Playspaces, the proposed playground renewals at Andy Livingstone Park and Creekside Park will be of high quality, durable materials and surfaces to reduce operating costs. The playgrounds feature rubber resilient safety surfacing, nature-inspired play elements, sensory and imaginative play opportunities, shade, comfortable seating, good visibility and overlook areas for parents and caregivers to ensure CPTED compliance. In addition, 28 new trees will be added to the urban forest and a large number of pollinator plants to attract birds and butterflies will be planted to increase biodiversity in the parks.

### **Procurement**

Based on the requirements of the project, on April 29, 2016, the Bid Committee approved the recommended procurement methodology as Invitation to Tender (ITT) for bundling the two projects together for potential cost savings. Park Development worked with Supply Chain Management to retain the consultant services of a landscape architecture firm (DKL) to prepare the construction package, through a prior competitive open process, and together evaluated this recommended best approach.

The ITT PS20160909 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 City's Procurement Policy AF-015-01. With the intent to better assess overall best value, the ITT called for two tender price models. First, tenderers were required to provide a tender price to complete the scope of work at both parks. Second, tenderers were also required to provide separate tender prices to complete the work at each park individually, and whereby the City, pursuant to the terms of the ITT, may have the option to award contracts to two tenderers if proven the most cost-effective option. The table below summarizes the process for the Andy Livingstone and Creekside Park playground renewals:

Date of Issuance of ITT:	June 13, 2016										
Notices Sent:	Supply Chain Management sent notices to five (5) tenderers										
Closing Date:	July 11, 2016										
Responses Received:	<table><thead><tr><th>Vendor Name:</th><th>Price:</th></tr></thead><tbody><tr><td>Holland Landscapers Inc.</td><td>\$1,371,747.17</td></tr><tr><td>Cedar Crest Lands (BC) Ltd.</td><td>\$1,465,698.00</td></tr><tr><td>Fricia Construction Inc.</td><td>\$1,795,700.00</td></tr><tr><td>Wilco Civil Inc.</td><td>\$1,808,659.00</td></tr></tbody></table>	Vendor Name:	Price:	Holland Landscapers Inc.	\$1,371,747.17	Cedar Crest Lands (BC) Ltd.	\$1,465,698.00	Fricia Construction Inc.	\$1,795,700.00	Wilco Civil Inc.	\$1,808,659.00
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Departments:	Supply Chain Management; and Parks Development, with the assistance of Legal Services.										

Through the tender process, Holland Landscapers Inc. submitted the lowest tender price for the full scope of work at both sites, and also the lowest separate tender price for the work at each individual site.

Holland Landscapers Inc. have a history of constructing high quality public spaces in the City of Vancouver, including the park at 18<sup>th</sup> and Main (Poodle Park), Olympic Village Plaza, and the new public realm improvements at the Vancouver Aquarium.

The funding and associated contract award was presented to Bid Committee on July 15, 2016. Additionally, Financial Planning & Analysis (FP&A) has reviewed the cost of the goods and/or service and concurs that funding is available from the 2016 Capital Budget. This funding is available from the Playgrounds, Water and Skateparks account for the Creekside Park playground and from the Neighbourhood Park Renewal account for the Andy Livingstone Park playground. This funding is contingent on Council approving an additional \$550,000 in the 2016 Q2 Capital Adjustment report, of which \$550,000 is for these projects.

### Construction Schedule

Upon Board approval, construction of the playground upgrades in Andy Livingstone and Creekside parks are scheduled to begin in August 2016. The existing playground at Creekside Park will remain open until the fall while the new playground is being constructed in the new location to the south. The Andy Livingstone Park playground will be complete in December 2016 and the Creekside Park playground will be open to the public by spring 2017.

## CONCLUSION

Holland Landscapers Inc. has a proven record of constructing high quality park projects and submitted the lowest tender price for the renewal of the playgrounds at Andy Livingstone Park and Creekside Park. The consultant and project manager will work with the contractor to inspect progress of the work and ensure work is performed according to specifications and is delivered on time and within the budget allocation.

Staff recommend that the Vancouver Park Board enter into a contract with Holland Landscapers Inc. for the playground upgrades for Andy Livingstone and Creekside Parks.

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