



Committee of the Whole Report

For the Meeting of January 16, 2020

To: Committee of the Whole **Date:** January 3, 2020
From: Thomas Soulliere, Director of Parks, Recreation and Facilities
Subject: Topaz Park Improvement Plan Construction Funding

RECOMMENDATION

That Council approve the following investments for Topaz Park, in the 2020 Financial Plan;

1. Allocate \$3.25 million from the Building Infrastructure Reserve Fund to complete the construction of a skateboard park, bike park, and related supporting infrastructure; and,
2. Allocate \$3.02 million from the Building Infrastructure Reserve Fund, and \$1.2 million from the Artificial Turf Field Reserve Fund, to complete the construction of the artificial turf field replacement project.

EXECUTIVE SUMMARY

The purpose of this report is to provide information to support the allocation of funding to complete the skateboard/all-wheels park and bike skills park (skate park and bike park), and the artificial turf field replacement at Topaz Park.

In June 2018, Council approved a long-term renewal plan for Topaz Park, which was developed through extensive engagement with the community. One of the City's largest parks, Topaz Park is a destination for sport and recreation activities, and contains several amenities, many of which are nearing the end of their service life. The improvements proposed for Topaz Park will increase the range of activities of at the park, improve accessibility and enhance the park's capacity to support broad community use.

To bring the vision to reality, staff proposed a phased implementation process, which was the focus of Council deliberations during the development of the Strategic Plan and 2019-2023 Financial Plan. In 2019, Council approved funding for the preliminary design work necessary to confirm the construction cost and schedule of the artificial turf field replacement in the north area of the park, and for the design of the various improvements planned for the south portion of the park.

The design and associated technical analysis have been completed for the replacement of the artificial turf field. The project team has developed a concept (Attachment E), which includes a new field of approximately the same size as the current facility and provides the space necessary for a future additional field per Council's previous direction.

Following an unsuccessful Request for Proposal (RFP) for the south park enhancements in 2019, staff developed a new approach for the implementation of the skate park and bike park, which utilizes a design-build procurement method. This approach is expected to deliver the detailed design, stakeholder engagement and construction of the project, in an efficient manner.

Approval of the requested funding will provide for the replacement of the City's lone artificial sport turf field, which is at the end of its functional service life, and the delivery of the new skate park and bike park facilities, within the next two years.

PURPOSE

The purpose of this report is to provide information to support the allocation of funding to complete the skate and bike parks, and the artificial turf field replacement at Topaz Park.

BACKGROUND

Topaz Park is Victoria's third largest park (10ha/24.85ac). Located in the Hillside-Quadra neighbourhood, it is the main active recreation park in the city. The park is home to the City's only artificial turf sport field and numerous other amenities, including grass sport fields, a lacrosse box, leash-optional dog area, fitness equipment and a playground. It is also a popular outdoor special event venue, hosting a range of festivals, sports tournaments, and other events each year.

Topaz Park is bordered by Blanshard Street to the west, Topaz Avenue to the south, Finlayson Street to the north, and Glasgow Street to the east. The park lies approximately 350m from the municipal border with Saanich to the north and serves as a destination for residents of both municipalities.

Previous Council Direction

In June 2018, Council approved a long-term renewal plan for Topaz Park, which was developed through extensive engagement with the community. The concept diagram in the Topaz Park Improvement Plan illustrates the proposed layout of future park amenities, including two artificial turf fields in the north area of the park and a skate park and bike park in the south area of the park (Attachment A). To bring the vision to reality, staff proposed a phased implementation process, which was the focus of Council deliberations during the development of the Strategic Plan and 2019-2023 Financial Plan.

On June 6, 2019, Council approved an amendment to the Topaz Park Improvement Plan, to replace the existing artificial turf field with a new similar size field, and an allocation of capital funding (\$430,000) previously approved for the Topaz Park artificial turf field expansion, to detailed design work for the replacement of the Topaz Park field and the Victoria High School sport field project. The updated diagram illustrates the new orientation of the field (Attachment B). In the same meeting, Council directed staff to take a "zero-waste approach" when purchasing, replacing, or disposing of artificial turf.

In 2019, the City issued an RFP seeking qualified consultants for the design, construction cost estimating, and construction support services for the south park enhancements, which consist of removal of a sand-based natural turf sport field and design of new sport courts, skate park, bike park, sport hub, outdoor fitness area and associated support infrastructure. Although three submissions were received, the structure of this delivery model increased the project complexity, and unfortunately none of the proposals were suitable for award.

ISSUES & ANALYSIS

Skateboard/All-Wheels Park and Bike Skills Park Project

Following the unsuccessful RFP for the design of the long list of enhancements planned for the south area of the park, staff determined that a phased approach may be more effective, starting first with the skate park and bike park.

The Topaz Park Improvement Plan illustrates the approximate locations of the skate park and bike park. Design guidelines for these elements are also provided. The exact size, configuration, features and design for each facility will be determined through this project. The project also includes the design and construction of a pedestrian area located between the two facilities. Located in the southern portion of Topaz Park, the total project area is approximately 9,000 square metres (2.22 acres) in size.

The skate park will be approximately 3,000 square metres (0.75 acres) in size, similar to the existing Victoria West Youth Park. The facility will be designed in consultation with citizens and is likely to provide a different type of skating experience compared to the Victoria West Youth Park. A hybrid park that includes elements for both street/plaza style and transition/bowl style skateboarding has been suggested in previous public engagement, but the final design will be determined as part of the collaborative design process with citizens. The goal is to create a welcoming, inclusive, exciting and flexible space that fosters youth culture, self-development and creative expression.

The bike park will be approximately 6,000 square metres (1.5 acres) in size. The area will include an undulating paved pathway with rollers and berms and is intended to provide a fun and challenging riding experience for all skill levels, and create an all-ages social hub for the cycling community. The bike park will be located in a treed area of the park, and therefore arboriculture and landscape architecture expertise are required to develop a design and construction methodology that will protect the existing trees.

The project will also include the design and construction of a pedestrian area located between the new park amenities. This space will complement the sport facilities by providing opportunities to socialize and spectate and will also create connections to other areas within Topaz Park to the north. The provision of services (water, sewer, hydro, etc.) to support future phases of park enhancements will also be included.

The engagement component of the project will include design consultation with stakeholders and community groups, with a focus on youth culture, and those who have interests in the specific amenities being developed. An open house will be held as part of the concept design stage to solicit feedback that will be used to inform the detailed design process.

Staff recommend a design-build approach for delivery of the skate park and bike park. This model is commonly used for developing these types of facilities as they require a close integration of the specialized skills required for their design and their construction. As this is a common approach for such projects, there are numerous design-build firms available to compete for this work. Due to the nature of the design-build procurement and the contracts associated with it, the City must agree to a stipulated price prior to development of a detailed design for the project.

The proposed budget for the project has been developed using precedents from previously completed projects in the region and in consultation with specialists in these fields. The successful design-build team will be required to design and construct the facilities within the available construction budget, as is typical for the design-build project delivery approach. A detailed breakdown of the project budget is shown below.

Budget - Skateboard/All-Wheels Park and Bike Skills Park Project

Project Component	Proposed Budget
Design	\$250,000
Skate Park Construction	\$2,300,000
Bike Park Construction	\$500,000
Site Servicing	\$150,000
Contingency	\$600,000
Total	\$3,800,000

Subject to Council's approval of the funding request outlined below, staff will post an RFP and onboard a design-build team in the first quarter of 2020. The design process is anticipated to proceed through the remainder of 2020, with construction occurring between early 2021 and fall 2021. Council will receive progress updates quarterly for the duration of the project.

Artificial Turf Field Replacement Project

A risk assessment of the existing artificial turf field at Topaz Park completed in 2018 revealed that continued use of the field would soon result in conditions that may require the City to limit the frequency and types of uses in order to ensure user safety. Meanwhile the City is planning the construction of a new skate park in the southern area of the park that will displace an existing natural turf field and add pressure on the artificial turf field to accommodate existing demand. Staff recommend that the artificial turf field replacement occur in tandem with the development of the skate park in order to maintain service.

In the second half of 2019, the Topaz Park Artificial Turf Field Development Study was completed to assess artificial turf field design options, feasibility and costing to construct the replacement field as well as an option for a smaller second artificial turf facility at Topaz Park with the provision for future field expansion. To inform decision-making and budgeting, the various artificial turf infill options currently on the market have been identified, and compared with the existing crumb rubber infill, including the estimated cost, advantages and disadvantages of each option (Attachment C). The study also highlights the end of life options for artificial turf systems including recycling, re-use, re-purposing and disposal (Attachment D). Staff recommend the infill material be determined through the detailed design process which includes site-specific analysis and stakeholder consultation.

As per the recommended concept shown in the report, the artificial turf sport field replacement includes a full-size soccer pitch, softball field, field lighting, and additional sideline amenities such as dugouts, player shelters and a backstop. The softball field will replace one that will be displaced by construction of the new skate park. Through concept development it was determined that an additional mini field can be provided for approximately the same cost as reinstating a natural turf field by simply retaining and resurfacing the portion of the existing field falling outside the footprint of the new field (Attachment E).

The project scope will also include the design and construction of an enhanced accessible pedestrian circulation network and landscape treatments to blend the new facility into the surrounding park areas. Design guidance for the layout of pedestrian pathways and provision of amenities for this facility is provided in the Topaz Park Improvement Plan. The development of the artificial turf field proposed at Victoria High School will occur on a separate timeline, as it is subject to the considerations and schedule of School District 61.

The development and implementation of environmental protection measures will be a primary focus of the project. The project team will follow leading practices in the design to prevent the migration

of materials into the surrounding environment through the drainage system or other means. Environmental and health concerns will also be considerations in determining the type of infill used for the new facility. The design consultant, in collaboration with staff as well as health and environmental professionals, will build on the comparison of infill types provided in the development study to determine the most appropriate infill material.

Public engagement for the remaining phases of this project will focus on consultation with stakeholders and user groups with specialized knowledge and interest in the project.

The proposed budget for the artificial turf field replacement project was developed based on the cost estimate included in the development study. A detailed breakdown of the project budget is shown below.

Budget - Artificial Turf Field Replacement Project

Project Component	Proposed Budget
Design	\$300,000
Construction	\$3,050,000
Contingency	\$500,000
Allowance for alternative infill pending final design	\$500,000
Total	\$4,350,000

Subject to Council’s approval of the budget request outlined below, the project team will progress the remaining design work, expected to be completed by the summer of 2020. It is anticipated that the project will be tendered for construction in the fall of 2020, with construction being complete by the summer of 2021. Council will receive progress updates quarterly for the duration of the project.

OPTIONS & IMPACTS

Staff recommend that Council approve the respective funding allocation for the two projects outlined within this report.

These two projects (Attachment F) are substantial investments in recreation amenities based on the Improvement Plan, which has received strong support from the community and will extend and expand the quality of sport and recreation opportunities for citizens. Funding approval will allow for the timely implementation of these key elements over the next two years.

Impacts to Financial Plan

Council has approved funding for the detailed design for the artificial turf project and for the improvements in the south area of the park. Staff recommend approval of the allocations necessary to complete the design and construction of these park amenities as shown in the tables below.

Skateboard/All-Wheels Park and Bike Park Project Funding Proposal	
Proposed Total Budget	\$3,800,000
Remaining Previously Approved Funding	- \$550,000
Total New Funding Requested	\$3,250,000
<i>Recommended Allocation - Building Infrastructure Reserve Fund</i>	<i>\$3,250,000</i>

Artificial Turf Field Replacement Project Funding Proposal	
Proposed Total Budget	\$4,350,000
Remaining Previously Approved Funding	- \$130,000
Total New Funding Requested	\$4,220,000
<i>Recommended Allocation - Artificial Turf Field Reserve Fund</i>	<i>\$1,200,000</i>
<i>Recommended Allocation - Building Infrastructure Reserve Fund</i>	<i>\$3,020,000</i>

Funding requirements for the remaining components of the south park enhancements (i.e. sport courts, outdoor fitness, sport hub, etc.) will be presented to Council for consideration at a later date.

2019 – 2022 Strategic Plan

The proposed park improvements support Strategic Plan Objective #5: Health, Well-Being and a Welcoming City.

Official Community Plan Consistency Statement

The Official Community Plan contains the following objectives with respect to parks and open spaces, access to services and facilities, and facilities planning:

(9.1.2) Recognize and balance the multiple purposes and uses of parks, such as cultural events, recreation, sports, ecosystem services, commemoration and aesthetic enjoyment;

(9.14) Enhance child- and youth-friendly parks and recreational facilities, services, and programs in the City, to promote a healthy community and to help attract and retain households with children.

(9.18) Seek opportunities to integrate green infrastructure in park and recreational facilities during new construction and major upgrades

Accessibility Impact Statement

Accessibility will be a primary consideration of the detailed design exercise for both projects. During the design process, the project team will engage with stakeholders such as the Accessibility Working Group (AWG), and others who have experience living with disabilities, along with design experts.

The concept plan for the artificial turf field replacement project incorporates features designed to improve the accessibility of this facility including low-slope pedestrian connections between the proposed field and the adjacent parking area and sidewalk. Accessible routes from the nearby parking area to the skateboard park and bike park will also be provided. Consideration of lower-allergen plantings will also be taken account during the design process.

CONCLUSIONS

The Topaz Park Improvement Plan is based on public engagement, assessment of community needs, direction from other City plans and priorities, technical analysis, and financial considerations. Approval of the requested funding will provide for the completion of park amenities that will meet the needs of the growing community, expand park use and functionality, and meet key strategic priorities.

Respectfully submitted,




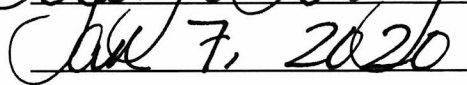
Derrick Newman
Assistant Director
Facilities and Construction Management



Thomas Soulliere
Director
Parks, Recreation and Facilities

Report accepted and recommended by the City Manager:

Date:

List of Attachments:

- Attachment A: Topaz Park Improvement Plan Concept Diagram, 2018
- Attachment B: Topaz Park Artificial Turf Field Phasing, June 2019
- Attachment C: Alternative Artificial Turf In-Fill Options, December 2019
- Attachment D: End of Life Options for Artificial Turf Systems, December 2019
- Attachment E: Topaz Park Phase 1 Artificial Turf Field Facility Components and Concept Plan, December 2019
- Attachment F: Topaz Park Proposed Project Areas 2020 – 2021, December 2019