

# Capitola City Council

## Agenda Report

**Meeting:** October 23, 2025

**From:** Public Works Department

**Subject:** Award of Construction Contracts for the Treasure Cove Playground and Jade Street Park Restroom Renovation Projects



**Recommended Action:** Adopt a resolution awarding the construction contracts for the Treasure Cove Playground Project to SSB Construction, Inc. in the amount of \$2,446,238, and for the Jade Street Park Restroom Renovation Project to CWS Construction Group, Inc. in the amount of \$484,000, authorizing the City Manager to execute both contracts, and authorizing staff to issue notices to proceed upon final execution.

**Background:** In June 2025, the City Council approved construction plans for the Treasure Cove Playground, Jade Street Park public restroom renovation, and Community Center patio improvements, and authorized staff to advertise the projects for competitive bids. Funding for these improvements is supported by local funds, community fundraising led by County Park Friends, and the City's recently awarded \$3.2 million Community Development Block Grant (CDBG) allocation, which fully funds the playground, restroom, and patio scopes.

The Treasure Cove Playground will replace the existing 1999-era playground with a universally accessible, ocean-themed play space designed with extensive public input. The restroom renovation will modernize the existing facility, improving accessibility and capacity. Together with the ongoing Community Center Renovation Project, currently under construction by SSB Contracting, Inc., these projects complete the City's commitments under the Long-Term Use Agreement (LTUA) with the Soquel Union Elementary School District for substantial upgrades at Jade Street Park.

**Discussion:** The Treasure Cove Playground Project was advertised for construction bids on July 21, 2025. A mandatory pre-bid conference and site walk were held on August 5, 2025, and bids were opened on August 21, 2025. The City received four bids, listed below.

| Bidder                      | Bid Amount  | Responsiveness Status           |
|-----------------------------|-------------|---------------------------------|
| S&H Construction            | \$2,168,600 | Non-Responsive                  |
| Galeb Paving                | \$2,285,000 | Non-Responsive                  |
| SSB Contracting, Inc.       | \$2,446,238 | Lowest Responsive & Responsible |
| CWS Construction Group, Inc | \$2,785,000 | Responsive & Responsible        |

To be considered for the project, a bid must meet the qualifications outlined within the Notice Inviting Bids and comply with the requirements of the bid documents (responsive). For a bid to be considered responsible, a bidder must show that they are capable of performing the work. Upon review, two of the four bids were determined to be non-responsive. S&H Construction submitted several required CDBG forms that were incomplete or unsigned, and Galeb Paving provided post-bid documentation that did not match subcontractor information submitted at bid time. Because these deficiencies involve mandatory CDBG compliance, both bids were determined to be non-responsive. The lowest responsive and responsible bidder is SSB Construction, Inc. in the amount of \$2,446,238.

The Jade Street Park Restroom Renovation Project was advertised for construction bids on September 12, 2025. A mandatory pre-bid conference and site walk were held on October 1, 2025, and bids were opened on October 14, 2025. The City received three bids, listed below.

| Bidder                       | Bid Amount | Responsiveness Status           |
|------------------------------|------------|---------------------------------|
| CEN-CON, Inc.                | \$583,000  | Responsive & Responsible        |
| CWS Construction Group, Inc. | \$484,000  | Lowest Responsive & Responsible |
| SSB Contracting, Inc.        | \$484,266  | Responsive & Responsible        |

All three bids were complete and met the requirements of the bid documents. Staff verified that CWS Construction Group, Inc. met all CDBG, licensing, and bonding requirements and is the lowest responsive and responsible bidder at \$484,000.

The combined Jade Street Park improvements — including the playground, restroom, patio, and Community Center renovation — remain within budget overall, with total costs approximately \$5,000 over the full program budget, which already includes contingency for the Community Center renovation and patio scopes. To maintain a prudent contingency for the playground and restroom scopes, staff reviewed modest design adjustments to balance cost and functionality.

To achieve an estimated \$180,000 contingency (approximately 6 %) for the playground and restroom projects, staff evaluated several potential scope reductions in coordination with the City's fundraising partner, County Park Friends. The group supported the proposed adjustments, which preserve accessibility and the overall visitor experience while simplifying higher-cost features.

| Priority                       | Potential Change Order  | Approx. Cost Impact | Notes  |
|--------------------------------|---|---------------------|--|
| 1                              | Remove artificial-turf seating area within the playground, eliminate concrete seat wall, and shorten ornamental fencing | \$ 96,000 savings   | Removes decorative seating and excess fencing while maintaining sensory value and reducing long-term maintenance |
| 2                              | Remove upgrade to concrete walkway; retain existing walkway (no new concrete)   | \$ 83,000 savings   | Maintains access at lower finish quality and reduces hardscape cost  |
| <b>Total Potential Savings</b> |   | <b>\$ 179,000</b>   | Represents available contingency for unanticipated costs   |

Staff intends to implement these change orders sequentially based on funding needs and project timing. The goal is to implement as few changes as possible—or in a way that minimizes project impacts—while maintaining sufficient contingency to fund unanticipated needs. These refinements do not alter the functionality or community benefit of the playground and are appropriate given the low risk of unforeseen conditions for this reconstruction on a previously developed site with well-documented utilities and subsurface conditions. Staff will also work with the contractor to identify other potential cost savings that do not negatively impact functionality or community benefit.

Fiscal Impact: The four Jade Street Park Projects are funded by a combination of General Fund allocations, County Park Friends fundraising, a CNRA grant, and 2024–2025 CDBG allocations. Funding sources are summarized below.

### Jade Street Park Improvements – Project-Level Budget Detail

| Category                                     | Amount              | Funding Source(s)   |
|--|---------------------|---|
| <b>Community Center</b>                      |                     |   |
| Pre-Project Modifications                    | \$34,000            | General Fund  |
| BLRA Design                                  | \$580,000           | General Fund  |
| Cummings Construction Management (Pre-CDBG)  | \$300,000           | General Fund  |
| PG&E Service Upgrade                         | \$45,000            | General Fund  |
| SSB Construction, Inc. Contract              | \$4,726,000         | CNRA (\$1,000,000),<br>CDBG 2024 (\$3,365,000),<br>General Fund (\$361,000) |
| Construction Contingency                     | \$477,000           | General Fund  |
| <b>Playground</b>                            |                     |   |
| Verde Design                                 | \$194,000           | General Fund  |
| Verde Construction Support                   | \$99,000            | General Fund  |
| Construction                                 | \$2,446,500         | CPF Fundraising<br>(\$965,000), CDBG 2025<br>(\$1,375,000)                  |
| <b>Restroom</b>                              |                     |   |
| BLRA Design and Construction Support         | \$58,000            | General Fund  |
| Construction                                 | \$484,000           | CDBG 2025   |
| <b>Patio</b>                                 |                     |   |
| BLRA Design and Construction Support         | \$70,000            | General Fund  |
| SSB Construction, Inc. Contract              | \$1,055,000         | CDBG 2025   |
| <b>Construction Management</b>               |                     |   |
| Cummings Construction Management (New Phase) | \$242,000           | CDBG 2025   |
| <b>Total</b>                                 | <b>\$10,810,500</b> |   |

#### Jade Street Park Improvements – Overall Budget Summary

| Funding Source                          | Revenue             | Expenditure         |
|---|---------------------|---------------------|
| General Fund – Community Center         | \$1,800,000         | \$1,800,000         |
| CNRA Grant – Community Center           | \$1,000,000         | \$1,000,000         |
| General Fund – Playground               | \$475,000           | \$480,500           |
| CPF Fundraising – Playground            | \$965,000           | \$965,000           |
| CDBG 2024 (Community Center)            | \$3,365,000         | \$3,365,000         |
| CDBG 2025 (Playground, Restroom, Patio) | \$3,200,000         | \$3,200,000         |
| <b>Total</b>                            | <b>\$10,805,000</b> | <b>\$10,810,500</b> |

Environmental Determination: The projects are categorically excluded under the National Environmental Policy Act (NEPA) pursuant to 24 CFR 58.35(a) and exempt under the California Environmental Quality Act (CEQA) Section 15301 for existing facilities. The improvements will remain in the same use and will not result in significant environmental impacts.

Attachments:

1. Resolution
2. Draft Construction Contract – Treasure Cove Playground
3. Draft Construction Contract – Jade Street Park Restroom Renovation

Report Prepared By: Jessica Kahn, Public Works Director

Reviewed By: Julia Gautho, City Clerk; Samantha Zutler, City Attorney

Approved By: Jamie Goldstein, City Manager