



REPORT

Report Date: January 23, 2020
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Meeting Date: February 11, 2020
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TO: Vancouver City Council

FROM: General Manager of Arts, Culture and Community Services

SUBJECT: Authorization to Enter into Contract with Veterans Affairs Canada for Military Monument Renovations in Mountain View Cemetery

RECOMMENDATION

- A. THAT, subject to Recommendations B and C, Council authorize the City to enter into an agreement (the "Monument Restoration Agreement") with the Government of Canada to restore military grave monuments within the "Fields of Honour" of Mountain View Cemetery.
- B. THAT, subject to Recommendation C, the City Solicitor in consultation with the General Manager of Arts, Culture, and Community Services be authorized to approve the terms of and to execute the Monument Restoration Agreement on the terms and conditions generally described in this Report as well as such other terms and conditions as are considered satisfactory to the City Solicitor and General Manager of Arts, Culture, and Community Services.
- C. THAT, no legal rights or obligations will be created by Council's approval of Recommendations A and B until such time as the Monument Restoration Agreement is executed and delivered by the City Solicitor and the Government of Canada.

REPORT SUMMARY

The purpose of this report is to request Council approval for the City of Vancouver to enter into the Monument Restoration Agreement with Veterans Affairs Canada (Government of Canada) to provide \$2.709 million in funding over a four-year period for the installation of new grave-marker foundations and restoration of approximately 7,373 military markers at Mountain View Cemetery. Staff, in accordance with the City's procurement policies, have secured pricing

for the materials required to conduct this work and will enter into appropriate supplier contracts should Council approve this recommendation.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

The Procurement Policy requires that all contracts with a total price greater than \$2,000,000 receive commitment authority from Council and signing authority from the Department Head, Chief Procurement Officer and the City Solicitor

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of this report.

REPORT

Background/Context

Mountain View Cemetery (MVC) is the final resting place of more than 12,000 veterans making it one of the largest military burial sites in Canada. Most of these service men and women are buried in four military "Fields of Honour" within the cemetery identified as Jones 45, Abray North, Abray South and Horne2.

There are two agencies that provide financial assistance for the care, maintenance and marking of military graves: Veterans Affairs Canada has primary responsibility for all veteran graves and the Commonwealth War Graves Commission (CWGC) has additional responsibility for the graves of those who died in the First and Second World Wars.

Up until 1964, approximately 10,000 of the veterans' graves at Mountain View Cemetery were marked with sloping military markers on granite foundations. As the City prepared for Mountain View's closure in the 1980's, it laid thousands of civilian upright monuments flush in the ground in an attempt to reduce the long term maintenance costs. Veterans Affairs Canada (VAC) approved similar work in the Fields of Honour whereby the granite foundations in the three largest military areas were removed and the markers set flush with the ground.

While Mountain View Cemetery was preparing to re-open in 2008, VAC provided more than \$500,000 in funding to restore approximately 1,945 military markers in the Abray South section from 2006 to 2011. VAC notified staff in 2019 that it has additional funding available to complete the restoration work on the remaining 7,373 markers in the Abray North and Horne2 sections of the Fields of Honour over the next four years.

In order to secure this funding, VAC has requested that the City of Vancouver enter into the Monument Restoration Agreement.

Strategic Analysis

Mountain View Cemetery is home to a significant number of veteran interments and also a significant number of war dead in Canada. 216 of the 575 war dead at Mountain View Cemetery are buried in the Jones 45 Section which is considered by the Canadian Agency of

the Commonwealth War Graves Commission (CWGC) to be premiere sites within all of North and Central America. The Canadian Agency of the CWGC funded more than \$500,000 worth of renovations and improvements to this area between 2006 and 2009. Around this same period, VAC funded more than \$500,000 worth of work to begin restoring and reinstalling almost 2,000 military markers in the Abray South Field of Honour.

In response to VAC's interest in funding further monument restoration, staff developed and proposed a budget of \$2.709 million over four years that includes labour, materials, and administration costs for implementation of the restoration work. VAC has accepted this budget and have incorporated it into the proposed Monument Restoration Agreement.

To confirm budget estimates and reduce financial risk, staff engaged in a public competitive procurement process seeking bids to supply the required granite over the proposed four year term, enabling the City to secure pricing for the term of the contract. A contract award to the preferred bidder was approved by Bid Committee in December 2019. A Notice of Intent to Contract is currently publicly posted, in alignment with Procurement Policy, to secure pricing for an additional \$220,000 in required materials from the preferred bidder/supplier of the granite. The contract for the supply of the necessary granite will be entered into with the preferred bidder/supplier following approval of the Recommendations in this Report (and prior to executing the Monument Restoration Agreement).

The contractually secured material costs represent approximately 60% of the projected budget. Labour and installation costs represent approximately 15% of the project budget and include estimations for cost inflation. Based on VAC's approval of the City's proposed \$2.709 million budget, the project has a contingency of approximately \$500,000 to cover any unforeseen expenses. Moreover, the Monument Restoration Agreement with the VAC will have a provision that transfers virtually all risk for events and costs beyond the City's reasonable control to the VAC/Government of Canada. With the secured materials pricing, substantial contingency, and risk allocation within the Monument Restoration Agreement, staff are confident that the work can be completed within the \$2.709 million contract limit.

Legal Services has worked directly with VAC to secure contractual language that addresses financial and any other associated risks of this project.

Upon approval of this Report, the Cemetery Manager will issue the necessary permits pursuant to the Mountain View Cemetery By-Law to authorize the work to be performed and Supply Chain Management will issue the necessary notice of award to secure the granite contract. The City Solicitor in consultation with the General Manager of Arts, Culture and Community Services will then proceed to execute the Monument Restoration Agreement with Veterans Affairs Canada.

Implications/Related Issues/Risk

Financial Implications

Finance has reviewed the estimated project costs and supported the award of contract for the supply of granite at the Bid Committee in December 2019. Finance has also verified that the project budget is sufficient to cover all anticipated costs of this work and is satisfied that all costs will be fully recovered from VAC via the Monument Restoration Agreement.

Legal

Legal Services and Risk Management have reviewed all applicable agreements including the Monument Restoration Agreement and granite supply contract and, in consultation with VAC, have secured the amendments to the Monument Restoration Agreement necessary to address the material risks and liability that would otherwise be assumed by the City in undertaking this work for VAC. Legal Services therefore concurs with the Recommendations in this Report.

CONCLUSION

This project represents an important opportunity to complete the restoration of the almost 7,800 remaining military markers in two remaining Fields of Honour at Mountain View Cemetery with full and complete funding from Veterans Affairs Canada. This work will enable Mountain View Cemetery to restore military markers to their original design, improve the aesthetic of two large areas within the cemetery and demonstrate the City's commitment to respectfully commemorating the veterans who are laid to rest in the Fields of Honour at Mountain View Cemetery.

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