



## REPORT

Report Date: September 14, 2020  
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Meeting Date: October 7, 2020  
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TO: Standing Committee on Policy and Strategic Priorities

FROM: General Manager of Vancouver Board of Parks and Recreation, General Manager of Engineering Services and Chief Procurement Officer

SUBJECT: Contract Award for RFP PS20200058 - Consulting Services for West End Waterfront Parks and Beach Avenue Master Plan

### **RECOMMENDATION**

- A. THAT Council approve an increase to the Multi-Year Capital Project Budget for the West End Waterfront Parks and Beach Avenue Master Plan Project from \$1 million to \$3.5 million with the source for the increase being cash community amenity contributions allocated to support the delivery of the West End Public Benefits Strategy which were included in the 2019-2022 Capital Plan (the "Capital Plan") for renewal and upgrades of existing parks.
- B. THAT, subject to approval of Recommendation A, Council authorize City staff to negotiate to the satisfaction of the City of Vancouver's (the "City") General Manager of Parks and Recreation, City's Director of Legal Services, and the City's Chief Procurement Officer and enter into a contract with Christopher Phillips Inc., Greg Smallenberg Ltd., Jeffrey Staates Ltd. (dba collectively as PFS Studio), for Consulting Services for West End Waterfront Parks and Beach Avenue Master Plan, for a term of three (3) years, with the option to extend, at City's discretion, for another two 3-year terms, with an estimated contract value of \$2,624,128, plus applicable taxes over the initial three-year term, to be funded through the Capital Plan.
- C. THAT the Director of Legal Services, Chief Procurement Officer and General Manager of Vancouver Board of Parks and Recreation be authorized to execute on behalf of the City the contract contemplated by Recommendation B.
- D. THAT no legal rights or obligations will be created by Council's adoption of Recommendations A, B and C above unless and until such contract is executed by the authorized signatories of the City as set out in these Recommendations.

## **REPORT SUMMARY**

The City issued a Request for Expressions of Interest (RFEOI) PS20190485 on May 2, 2019, followed by a Request for Proposals (RFP) PS20200058 on February 13, 2020, for Consulting Services for West End Waterfront Parks and Beach Avenue Master Plan. The RFEOI was advertised on City of Vancouver website and BC Bid, and six proponents were shortlisted to the RFP stage. The RFP was emailed directly to the shortlisted proponents, and the work was called in accordance with the terms and condition of the City's Procurement Policy ADMIN-008. City staff on the RFEOI and RFP evaluation committee and, subsequently, Bid Committee and the Vancouver Board of Parks and Recreation, have considered the responses received and on that basis recommend that the City negotiate, and if such negotiations are successful, enter into a contract as described above with PFS Studio.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

The City's Procurement Policy ADMIN-008 requires that contracts with values over \$2 million must be approved by Council following review and recommendations by the Bid Committee. The Bid Committee has considered and recommended PFS Studio as the successful proponent.

On November 20, 2013 City Council approved the West End Community Plan.

On September 4, 2020 City Council approved the 2019-2022 Capital Plan Mid-Term Update and Recalibration which includes the planning and design phases for this park renewal project.

## **CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

The City Manager recommends approval of the foregoing.

## **REPORT**

### ***Background/Context***

Vancouver's iconic West End waterfront parks continue to be sought after destinations for millions of visitors annually be it locals, residents coming from around the region or national and international visitors. Whether residents of the West End seeking outdoor space and connection to nature, or regional visitors watching spectacular fireworks displays or the Symphony at Sunset, or international tourists seeking to experience Vancouver's spectacular waterfront landscapes and views, this waterfront is a defining characteristic of Vancouver itself. As Vancouver's West End community, the region, and tourism continue to grow, demand for public space for both active and passive use is increasing, putting pressure on these parks, infrastructure, and surrounding transportation networks. In addition many of the elements in these parks are reaching the end of life cycle, or are beyond the carrying capacity they were designed for.

The COVID-19 global pandemic has also put into focus the importance of these parks and Beach Avenue as adaptable, resilient open spaces where West End and Vancouver residents can access nature, socialize and recreate safely. In order to respond to

anticipated continued growth, increased demand and changing climate and site conditions, while also preserving and enhancing the qualities of the West End waterfront that make it so spectacular, a comprehensive master plan is required.

It is this type of long range planning and forward thinking that resulted in the protected waterfront and beaches of the West End waterfront that are so beloved today. According to “The First 100 Years, an Illustrated Celebration” (R. Mike Steele. 1988), in 1910 the Park Board expressed its first long range park policy: all of the land along the English Bay waterfront in the West End would be acquired for parkland as properties became available. The Commissioners envisioned a continual stretch of park from the entrance of Stanley Park to approximately the foot of Cardero Street. As a result, the Commissioners and City Council formed the first park planning committee to work out a systematic approach to park acquisition: this was the beginning of park planning in Vancouver. This connected series of publically accessible parks and beaches is the envy of many global cities and in many ways defines the character of Vancouver and its love of nature and the ocean. A future vision is needed to ensure that these places thrive and persist in the face of continued growth, increased use and climate change.

The master plan will be a joint initiative between the Vancouver Park Board and City of Vancouver’s Engineering Services to allow for an integrated planning and design approach for the connected parks and street rights of way along the waterfront. It will provide a consistent planning and design approach for the next 30 years to guide the phased implementation of necessary improvements – both short term and long term - to both the parks and surrounding, and interconnected, transportation networks of the West End waterfront.

Reconciliation and decolonization will be a key lens through which the project team will approach the development of the master plan. Ongoing engagement with the Musqueam, Squamish and Tsleil-Waututh Nations is anticipated to be reflected in the master plan outcomes.

The master plan will build upon the West End Community Plan and information collected from previous strategies undertaken in the West End neighbourhood. The community has seen significant growth since the West End Community Plan was approved in 2013. Preliminary engagement held during the summer and fall of 2019 has indicated strong desire to see more public benefits, such as renewals to offset the impacts of the significant amount of growth triggered by the uptake of the West End Community Plan.

With few opportunities for new park space, and their spectacular setting, the West End waterfront parks will continue to be among the City’s most heavily relied upon parks. Much of the existing park infrastructure is reaching end of life cycle or does not meet current demands or evolving uses. This master plan provides an opportunity to more effectively meet park user needs from daily neighbourhood based activities through to large scale destination events. Increased densification and subsequent demand on parks and open spaces is creating congestion and increased demand for all modes of transportation through the study area and in the surrounding transportation network. The Seawall also needs to be better integrated with the park spaces and surrounding street network, particularly the growing number of pedestrian-oriented streets and greenways in the West End.

The project study area (see “Master Plan Boundaries” in Figure 1 below) includes networks of parks and road alignments that, in their entirety, make up a total of approximately 38 hectares (95 acres). The key components are:

- Alexandra Park;
- English Bay Park;
- Morton Park;
- Sunset Beach Park; and
- a number of roadways including Beach Avenue, Pacific Street and the foot of Davie Street

**Figure 1: West End Waterfront Master Plan Study Area**



The master plan will consider five key project themes and considerations:

1. Park Identity & Functionality;
2. Neighbourhood Connectivity, Access/Mobility & Seawall Enhancements;
3. Coastal Shoreline Habitat Restoration/Ecological Integrity;
4. Climate Change & Resiliency; and
5. Enhancements & Upgrades to Park Services

The ultimate goal of the project is the delivery of a master plan and implementation strategy, supported by the community and Musqueam, Squamish and Tsleil-Waututh, that provides a vision and proposed phasing for improvements to the parks and transportation network within the study area over the next 30 years.

Implementation strategy will include short-term and longer-term projects that will be integrated into the upcoming 2023-26 Capital Plan and future capital plans through the 10-year Capital Strategic Outlook. Project work will vary in scale, including work to address adaptation to sea level rise, changes in park programming, biodiversity, urban forestry and habitat enhancement and storm water management upgrades, and the siting of the future replacement for the Aquatic Centre. The work will also guide seawall upgrades and enhanced active transportation and public realm in the surrounding streets, transit, parking and site access. The long term implementation of the master plan will include physical changes, as well as management and programming changes which will respond to a range of trends and issues from ecological approaches to

shorelines, to accommodating festivals and events, to creating a more seamless public realm.

The purpose of this procurement was to identify suppliers with demonstrated capability to meet the City's estimated demand over the term of the contract at competitive pricing and satisfactory service requirements.

### ***Strategic Analysis***

A Request for Expression of Interest (RFEOI PS20190485) was advertised on the City of Vancouver website and BC Bid as well as through email notices to eight local and international associations of landscape architects and engineers on May 2, 2019 in accordance with the terms and conditions of the City and Park Board Procurement Policies. On February 13, 2020, an RFP was issued directly to six proponents, who were pre-qualified as a result of the RFEOI process and six responses were received from:

- Conger Moss Guillard Inc. (CMG);
- James Corner Field Operations (JCFO);
- PFS Studio;
- Sasaki Associates Inc.;
- SCAPE Landscape Architecture D.P.C.; and
- Taylor Cullity Lethlean (TCL)

The responses were evaluated through the work of an evaluation team comprised of representatives from Vancouver Board of Parks and Recreation Planning and Park Development and Engineering Services Transportation Division under the stewardship of Supply Chain Management to ascertain if the responses offered good overall value to the City, both quantitative and qualitative factors were evaluated.

The evaluation process was conducted in two stages:

1. Regular review of submitted proposals; and
2. Interviews with 3 shortlisted proponents

Evaluation criteria included understanding of project requirements, company profile and experience, key personnel, work plan and methodology, allocation of resources, project timeline, and associated price. After the evaluation of submitted proposals, the three highest scoring proponents, who also submitted the lowest prices, TCL, CMG and PFS Studio, were invited for an interview.

During the interview stage, further questions were sent to the three short-listed proponents for written response and for discussion. PFS Studio scored highest during the interview stage. This was unanimous amongst the evaluation team. PFS also offered the lowest price while proposing sufficient hours to undertake the scope of work and received the highest overall score.

Based on the overall evaluation, the team concluded that the proposal submitted by PFS Studio best met the City's requirements and provided best overall value to the City. PFS Studio is well qualified as a design firm, bringing expertise in leading large multidisciplinary high profile parks and waterfront projects across Canada. They have assembled a well-rounded, experienced and cohesive project team grounded in both local knowledge and international experience, and their proposal and interview highlighted that they are deeply connected to the project site.

## ***Implications/Related Issues/Risk***

### ***Financial***

Finance has reviewed and confirmed that funding is available from the 2019-2022 Capital Plan. The source of funds is from cash Community Amenity Contributions allocated to support delivery of the West End Public Benefits Strategy included in the 2019-2022 Capital Plan for renewal and upgrades of existing parks.

The approved multi-year capital project budget for the master plan is \$1 million (approved as part of the 2019 Capital Budget process (\$800,000) and the 2020 Capital Budget process (\$200,000)). As outlined in this report a \$2.5 million budget adjustment is being requested for approval outside of the annual budget cycle. This will bring the total multi-year project budget to \$3.5 million. This budget increase is sufficient to support the aforementioned contract award (~\$2.7M) along with the project work undertaken to-date (preliminary public engagement and a Transportation Options Assessment for Morton Park, led by Engineering Services) and ongoing internal project costs such as engagement with the Musqueam, Squamish and Tsleil-Waututh, and contingency.

The recommended increase in project budget reflects the scale and complexity of the site as well as the diverse disciplines required to holistically address the parks and transportation network within a single, cohesive master plan, both of which became apparent in developing the procurement process.

On September 14, 2020, the Vancouver Board of Parks and Recreation approved the project budget increase and consultant contract recommendations.

Financial Planning & Analysis (FP&A) staff have reviewed the cost of service and concurs that, subject to Council approval of the increase to the project budget with this report, sufficient funding for the recommended contract award will be available from the revised Multi-Year Capital Budget.

### ***Environmental***

This project will advance a number of long term sustainability goals for both the City and Park Board particularly related to biodiversity, rainwater management, active transportation and green mobility, inclusion and equity, physical accessibility and resiliency to climate change. These are reflected in the project's five key considerations, as articulated in the RFEOI and RFP and listed in the background section above.

### ***Legal***

The City's Procurement Policy requires that all contracts that have been awarded by Bid Committee and Council will be signed by the Director of Legal Services.

## ***CONCLUSION***

In summary, City staff recommends that the City of Vancouver negotiate and enter into a three (3) year contract, with an estimated value of \$2,624,128, with the option to extend the contract, at the City's discretion, for two (2) additional three (3) year terms, with PFS Studio, for Consulting Services for West End Waterfront Parks and Beach Avenue

Master Plan, as well as an increase in the multi-year capital project budget to \$3.5 million.

This planning work is an important step in delivering improved amenities to an existing community that has experienced a significant amount of growth. In consultation with the Musqueam, Squamish and Tsleil-Waututh Nations and informed by a robust public engagement process, this master plan will set the course for Vancouver's iconic West End waterfront parks and the adjacent and interconnected transportation network for the next 30 years. The plan will guide investment in renewal and new amenities and ensure that these sought after community places and destinations will thrive and persist for generations.

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