



September 4, 2020

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: West End Waterfront Parks & Beach Avenue Master Plan – Consultant Contract

RECOMMENDATION

- A. THAT the Vancouver Board of Parks and Recreation (“Park Board”) 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 the 2019-2022 Capital Plan (the “Capital Plan”).
- B. THAT, subject to approval of Recommendation A, the Park Board authorize staff to negotiate to the satisfaction of the Park Board’s General Manager, the City of Vancouver’s (the “City”) Director of Legal Services, and the City’s Chief Purchasing Official and enter into a contract with Christopher Phillips Inc, Greg Smallemberg Ltd. and Jeffrey Staates Ltd. (PFS Studio), for consulting services for the West End Waterfront Parks and Beach Avenue Master Plan, for a term of 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 City’s Director of Legal Services, City’s Chief Purchasing Official and Park Board’s General Manager be authorized to execute on behalf of the Park Board the contract contemplated by Recommendation B;
- D. THAT no legal rights or obligations will be created by the Park Board’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

A Request for Expression of Interest (RFEOI PS20190485) was advertised on May 2, 2019 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 February 13, 2020, a Request for Proposals (RFP) was issued to six proponents, who were pre-qualified through the RFEOI. This was in accordance with the terms and conditions of the City and Park Board Procurement Policies. The RFP 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 PFS Studio. This report provides contextual information about the need for a West End Waterfront Master Plan, and a contract award recommendation.

Vancouver’s iconic West End waterfront parks continue to be sought after destinations for locals, the region and national and international visitors. 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 the existing parks, infrastructure, and surrounding transportation networks. 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.

The West End Waterfront Parks and Beach Avenue Master Plan will provide a 30 year vision for the site, identifying a phased approach for key improvements for four existing parks and the adjacent street network. The master plan will be a joint initiative between the Park Board and City's Engineering Services department to allow for an integrated planning and design approach for the connected parks and street rights of way along the waterfront.

BOARD AUTHORITY / RELATED POLICY

As per the [Vancouver Charter](#), the Park Board has exclusive jurisdiction and control over all areas designated as permanent and temporary parks in the City of Vancouver, including any structures, programs and activities, fees, and improvements that occur within those parks.

As per the [Park Board Procurement Policy](#) approved in April 2010, all contracts with values of \$2,000,000 and greater require Council approval, with Vancouver Park Board, Park Board General Manager, City Manager and Director, Legal Services concurrence.

The [Reconciliation Mission, Vision, and Values](#) (2018) guides and supports the implementation of the Park Board's eleven [Reconciliation Strategies](#) (2016).

The [Vancouver Biodiversity Strategy](#) (2016) outlines key principles including maintaining ecological processes (restore habitats and species), connect citizens to natural areas in the city and celebrate biodiversity through education & stewardship.

The [People, Parks & Dogs Strategy](#) (2018) provides a framework for the next ten years and beyond, to deliver well-planned and designed parks that accommodate park users with and without dogs and minimize conflict.

[On Water](#), Vancouver's Non-Motorized Boating Strategy (June 2019) guides the future direction, implementation, and delivery of non-motorized watercraft recreation.

The Parks & Recreation Services Master Plan "[VanPlay](#)" includes four reports: [Inventory and Analysis](#) & [10 Goals to Shape the Next 25 Years](#) (July 2018), and [Strategic Bold Moves](#) & [The Playbook, Implementation Plan](#) (October 2019). Strategic Bold Moves presents tools to create a more connected and equitable future for parks and recreation amenities.

The [Vancouver Aquatics Strategy "VanSplash"](#) (October 2019) guides the delivery of aquatics in Vancouver for the next 25 years. It proposes enhancing and renewing existing pools and aquatic amenities, growing the capacity of the system and providing continuous service delivery.

The [West End Waterfront Master Plan Project Approach](#) (July 2019) outlines the key themes and scope of work of the master plan for Alexandra Park, English Bay, Morton Park, Sunset

Beach Park, and the adjacent road network, with [additional considerations](#) given to the impacts of the current lack of sewer separation.

The City of Vancouver's [West End Community Plan](#) (2013) identifies potential improvements to the West End neighbourhood to support parks, public space and transportation objectives. The Public Benefits Strategy included within this plan lists 10 and 30 year priorities, along with a funding formula for each service category.

The [Climate Emergency](#) (2019), [Raincity Strategy](#) (2019) and [Places for People](#) (2020) are among the City Council approved policies/strategies which influence public space design and delivery in the Downtown area.

BACKGROUND

The Vancouver Park Board requires a comprehensive master plan for the West End parks and adjacent transportation network that anticipates growth and increased demand while preserving and enhancing the qualities of the waterfront that make it so spectacular. The master plan will provide a consistent planning and design approach for the next 30 years to guide the phased implementation of necessary improvements to both the parks and surrounding 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. This master plan is an important step in delivering improved amenities to an existing community that has experienced a significant amount of community growth. With few opportunities for new park space, 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 to large scale destination events.

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



Building on the themes approved by the Board in July 2019, 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
5. Enhancements & Upgrades to Park Services

The ultimate goal of the project is the delivery of a master plan, 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. Projects proposed in the master plan will vary in scale, including work to address adaptation to sea level rise, changes in park programming, biodiversity 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.

Procurement Process

In order to attract local expertise and extensive experience in similar large scale urban waterfront context, an RFEOI was posted to seek collaborations between prominent local, national and international design professionals. The lead consultant was required to be a landscape architecture/urban planning firm with expertise in the master planning and design of

large urban parks in waterfront settings with proven experience in leading multidisciplinary teams. Where the lead consultant was not locally based, they were required to be paired with a local landscape architecture/urban planning firm with relevant experience as well as a transportation planning consultant with local presence. The team required an expert in community engagement with experience leading complex and broad consultation processes in Vancouver including with Indigenous communities.

The subsequent RFP further addressed the uniqueness and complexities of the project, through seeking multi-disciplinary teams with experience in:

- landscape architecture and park planning,
- urban planning and design,
- active transportation planning,
- transportation planning,
- multimodal street design,
- civil engineering,
- public engagement including with Indigenous communities,
- archaeology,
- facilities planning,
- resilience and climate change planning,
- coastal environmental restoration,
- coastal/marine engineering,
- environmental services (including integrated environmental planning, coastal environmental management, biodiversity, environmental water quality, environmental impact and opportunities assessment, arborist and ecological system restoration),
- coastal shoreline hydrology,
- lighting design, and
- public art/culture planning.

DISCUSSION

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. Six responses were received from CMG Landscape Architecture, James Corner Field Operations, 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 Planning & Park Development and Transportation Planning under the stewardship of Supply Chain Management to ascertain if the responses

offered good overall value to the Park Board; both quantitative and qualitative factors were evaluated.

Evaluation criteria included understanding of project requirements, company profile and experience, key personnel, work plan and methodology, allocation of resources and 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 three short-listed proponents for written response and for discussion through videoconference. PFS Studio scored highest during the interview stage. This was unanimous amongst the evaluation team. PFS Studio also offered the lowest price while proposing sufficient hours to undertake the scope of work and received the highest overall scores.

Based on the overall evaluation, the team concluded that the proposal submitted by Vancouver based [PFS Studio](#) best met the Park Board's requirements and provided best overall value. PFS Studio is well qualified as the lead 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.

PFS has partnered with [Snøhetta](#), an international design firm based in Oslo, Norway. Snøhetta bring a fresh perspective to the site, exemplified by global vision and experience on projects around the world. Between them, Snøhetta and PFS have worked on a diverse range of complex multijurisdictional parks and public spaces on waterfronts in Oslo, Toronto, Ottawa, Lindesnes, Surrey, the Willamette Valley, Vancouver and Richmond; the team was well presented as a design partnership. The core team is strengthened by locally based [Bunt & Associates](#) who bring intimate knowledge of local transportation patterns and infrastructure, as well as expertise in combining active transport with pedestrian priority public spaces, and [EcoPlan International](#), a Vancouver based engagement, planning and communications firm with expertise in Indigenous and community planning, climate adaptation and structured decision making. The team includes a number of other sub consultants, who are also leaders in their respective fields including a strong contingent of environmental consultants. This includes [Northwest Hydraulics](#) (foreshore engineers specializing in climate change impacts and innovative adaptation strategies), [Archipelago Marine Research](#) (intertidal ecologists), [UBC Coastal Adaptation Lab](#) (experts in landscape approaches to sea level rise) and [Kerr Wood Leidal](#) (civil engineers specializing in innovative sustainable approaches to storm water infrastructure).

Financial Implications

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 RFEOI and RFP.

This contract award and multi-year capital project budget adjustment will both be subject to Council approval.

Legal

Park Board Procurement Policy requires that all contracts, renewals, extensions, and any other forms of commitments and contracts will be on terms and conditions approved by the City Solicitor.

All contracts awarded by Council valued at \$2,000,000 or greater will be signed by the Vancouver Park Board General Manager, the City Manager, and the Director of Legal Services.

Risk Mitigation

RFP proposals were received during the COVID-19 pandemic. Provincial Health Orders developed in response to the pandemic may cause certain project tasks outlined in the RFP to be modified, delayed or postponed indefinitely. The City and Park Board (Planning and Park Development, Engineering Services, Supply Chain Management and Legal Services) together with PFS Studio will work in good faith towards amending the project schedule, pricing structure and any other pertinent details that will allow Park Board staff sufficient and reasonable flexibility to manage the execution and delivery of this project in compliance with all Provincial Health Orders and Guidance concerning the pandemic.

With a strong local prime consultant and predominantly locally based sub-consultants the team will have strong presence through all phases of work should there be travel restrictions. It is anticipated that the first 25% of the project can occur under current Public Health guidelines (social distancing, limits to gathering sizes, travel restrictions) with only minor modifications. This includes the entirety of Phase 1, including site assessments, virtual meetings and community advisory group member selection, which is anticipated to occur over an approximately 6 month period, as well as portions of Phase 2. PFS Studio would be responsible for the landscape architecture deliverables for phases 1 and 2 of the work, and although site visits by New York based Snøhetta would be beneficial during these phases of work, the team can adapt should travel restrictions remain in place during that time.

Execution of the full scope of work is primarily limited by the ability to do in-person public engagement which will be critical to the success of this project and the development of concept options. The project will not proceed without adequate public engagement. Contract provisions ensure there are no additional costs to the project due to potential delays. Only the scope of work that can be performed safely during the current public health emergency will be undertaken.

CONCLUSION

Staff recommend that the Vancouver Park Board authorize staff to negotiate to the satisfaction of the Park Board's General Manager, the City's Director of Legal Services, and the City's Chief Purchasing Official and enter into a three (3) year contract, with the option to extend the contract for two (2) additional three (3) year terms, with PFS Studio for the West End Waterfront Parks and Beach Avenue Master Plan for an estimated contract value of \$2,624,128, plus applicable taxes, subject to Council approval of the contract and the related multi-year capital project budget adjustment.

This master plan is an important step in delivering improved amenities to an existing community that has experienced a significant amount of growth. In consultation with 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 for the next 30 years. The plan will guide investment in renewal and new amenities and will ensure that these sought after community places and destinations will thrive and persist for generations.

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