



October 14, 2022

TO: Park Board Chair and Commissioners
FROM: General Manager – Vancouver Board of Parks and Recreation
SUBJECT: Tatlow and Volunteer Parks Creek Daylighting - Construction Contract

RECOMMENDATION

- A. THAT the Vancouver Board of Parks and Recreation (“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 Wilco Civil Inc., the construction of Tatlow and Volunteer Parks Creek Daylighting, for a term of one year or until services are complete, with an estimated contract value of \$2,579,478.00, plus applicable taxes over the initial one year term, to be funded through the 2019 - 2022 capital plan.
- B. THAT the 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 A;
- C. THAT no legal rights or obligations will be created by the Park Board’s adoption of Recommendations A and B above unless and until such contract is executed by the authorized signatories of the City as set out in these Recommendations.

REPORT SUMMARY

An Invitation to Tender (ITT –PS20220065 VBPR-ITT) was issued in August 2022 for the Tatlow and Volunteer Parks Creek Daylighting project. The ITT was advertised on the City of Vancouver website and the work was called in accordance with the terms and conditions of the City and Park Board Procurement Policies. The ITT 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 Wilco Civil Inc.

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.

At its meeting on March 9th, 2020, the Board approved the concept plan as outlined in the [Concept Design Report](#). Detailed Design was completed in July 2022.

As per the [Park Board Procurement Policy](#) approved in July 2022, all contracts with values of \$2,000,000 and greater require Council approval, with Vancouver Park Board and Park Board General Manager concurrence.

The proposed changes in Tatlow and Volunteer parks are supported by principles outlined within the following guiding documents and strategies:

- [Urban Forest Strategy](#) (2014): Policy and operational guidelines to enhance the urban forest on private lands, streets, and parks.
- [Bird Strategy](#) (2015): Celebrates the importance of birds in Vancouver, and provides voluntary landscape guidelines to enhance urban bird habitats.
- [Biodiversity Strategy](#) (2016): Increases the amount and quality of Vancouver's natural areas to support biodiversity and access to nature.
- [Park Board Reconciliation Strategies](#) (2016): Commitment to move forward on the actions recommended by the Truth and Reconciliation Commission of Canada (2015) that are within Park Board's jurisdiction.
- [VanPlay - 10 Goals to Shape the Next 25 Years](#) (2018): Goals include, adapting to a changing climate (Goal 5), restoring wild spaces (Goal 7) and Seek Truth as a Foundation for Reconciliation (Goal 8).
- [Climate Emergency Action Plan](#) (2020): Contains big moves to reduce Vancouver's carbon pollution including a goal to restore forests and coastal ecosystems (Big Move 6).
- [Rain City Strategy](#) (2019): Reimagines and transforms how the city manages rainwater with the goals of improving water quality, resilience, and livability through creating healthy urban ecosystems in partnership across the City of Vancouver.

BACKGROUND

Tatlow and Volunteer Parks Creek Daylighting project has been a multi-year process that began in 2016. The restoration or "daylighting" of the historic creek that once flowed through Tatlow and Volunteer parks is a significant opportunity to increase access to nature, create new habitat areas, and integrate storm water management through natural green rainwater features. The site is also a culturally significant place for the Musqueam, Squamish, and Tsleil-Waututh Nations, on which the historic creek is located on their traditional territories. Representatives from the Host First Nations have been engaged throughout the project, and will continue throughout construction.

The design of the creek restoration and associated improvements began in 2016 after Point Grey Road was closed to vehicle traffic and converted into cycle path route. Park Board staff have worked with City Engineering staff including a close collaboration with City Engineering Green Infrastructure on the crossing at Point Grey Road, the water supply for the creek from the City's separated storm system and integrating green rainwater infrastructure.

As a joint project between Vancouver Park Board and City of Vancouver Engineering Green Infrastructure Branch, this project will provide many ecological enhancements, help to improve the water quality entering English Bay, and increase the city's resilience to climate change.

For over two decades, this project has had strong support from Park Board staff, City staff, community members and advocacy groups. The public engagement process included three public open houses and two public surveys in 2017 and 2018. In March 2020, staff received approval from the Board of the concept plan as outlined in the [Concept Design Report](#).



Figure 1 – Tatlow and Volunteer Parks Creek Daylighting approved concept plan

The major improvements to the parks include:

- Stream restoration and connection in Tatlow Park to English Bay through Volunteer Park;
- Improved rainwater management through green rainwater infrastructure including rain gardens and a constructed wetland;
- Improved access to the beach and shoreline through an accessible ramp;
- Enhanced biodiversity through extensive native plantings;
- Habitat creation for bird, aquatic and pollinator species;
- Improved connectivity across Pt Grey Road;
- New pathways, additional seating amenities, refurbished and new pedestrian bridges; and
- Upgrades to the Point Grey Road storm sewer infrastructure.



Figure 2: Proposed Green Infrastructure and Creek Alignment

Partnerships & Funding

The creek daylighting project in Volunteer and Tatlow Parks was identified as a priority in the 2015 - 2018 Capital Plan. In 2017, the Vancouver Park Board signed a donation agreement with the Riley Foundation to provide financial contributions towards the project. Funding for this project is also allocated in the 2019 - 2022 Capital Plan.

Host First Nations Consultation and Archaeology

Consultation with the Host First Nations is an on-going priority for the project. To date, staff have consulted the MST in various capacities and through key touchpoints as follows:

- Host First Nations Consultation Park Board Referral, July 2016
- Joint Work Plan developed between Park Board and Musqueam which lead to the Archaeology Impact Assessment (AIA), March 2019
- Water Sustainability Act (WSA) - Through the Change Approval review process, the project details and design were submitted to MST for review by the Provincial First Nations Advisor. Feedback received through this process transformed the planting palette from non-native ornamental species to a palette of all native species except for 3 existing park specimen trees, July – Oct 2021
- Archaeology Impact Assessment (AIA) - The archaeological impact assessment (AIA), was completed in Summer 2022. Representatives from each of the Host First Nations

were present during all phases of the AIA and will be present during the construction period for ongoing archaeological monitoring.

- Design Drawing Review - provided to MST for review at 50%

Additional opportunities for further consultation with the Host First Nations may include but are not limited to creek naming, interpretive elements and stewardship opportunities.

DISCUSSION

As a civil and landscape contractor is required to implement the park changes approved in the Tatlow and Volunteer Park Creek Daylighting Concept Plan, an Invitation to Tender (ITT) was issued in August 2022. The ITT process identified suppliers with a demonstrated capability to implement the park renewal over the term of the contract with competitive pricing and meeting the Park Board's service and delivery requirements. Construction of the park is planned to start in March 2023 and is targeted for completion by end of 2023.

Strategic Analysis

The ITT was issued in the accordance with Park Board's Procurement Policy. Responses received from:

Bidders	Bid Amounts (w/GST)
Wilco Civil Inc.	\$2,708,451.90
Cedar Crest Lands BC Ltd.	\$3,535,282.56
Canadian Landscape and Civil	\$3,733,570.51
North Construction	\$6,923,067.14

The responses were evaluated through the work of an evaluation team comprised of representatives from the Vancouver Park Board and City of Vancouver Engineering 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.

Some of the Criteria considered in the overall evaluation process included:

- Demonstrate previous experience working on archaeological sites with archaeologists on the BC coast and with local First Nations, in particular Musqueam, Squamish, and Tsleil-Waututh Nations.
- Demonstrate recent experience working on creek daylighting projects, municipal infrastructure projects (e.g. water mains, sewers, roads, etc.), green rainwater infrastructure and landscaping (including plant maintenance).
- Relevant construction experience with similar projects valued at \$1,000,000 and above within the last 5 years.
- Demonstrate that the Project Manager, Site Superintendent and Site Foreman have at least 5 years experience working on multi-disciplinary projects involving environmental engineering, municipal infrastructure (including green rainwater infrastructure) and landscape architecture.

Based on the overall evaluation, the team concluded that the tender submitted by Wilco Civil Inc., best met the Park Board's requirements and provided best overall value.

Financial Implications

Finance has reviewed and confirmed that funding is available from a combination of sources including funds allocated in the 2019-2022 capital budget.

An increase of an estimated \$155,000.00 (5% of anticipated construction budget) to the annual operating budget for maintenance will need to be requested in future budget process once the project is complete.

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 signed by Vancouver Park Board General Manager, the City Manager, and the Director of Legal Services.

CONCLUSION

Staff recommend that the Vancouver Park Board negotiate and enter into a one (1) year contract or until services are complete with Wilco Civil Inc., for the construction of Tatlow and Volunteer Parks Creek Daylighting project.

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