



Report Date: November 29, 2024

VanRIMS No.: 08-3000-30

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TO: Park Board Chair and Commissioners  
FROM: Director, Park Planning and Development  
SUBJECT: FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Killarney and Memorial South Parks - Early Works Contract Award

## RECOMMENDATIONS

- A. THAT the Vancouver Board of Parks and Recreation (“Park Board”) authorize Park Board staff to negotiate and execute a contract with an estimated total value of \$16,250,000 plus GST with Canadian Turner Construction Co. Ltd. for the early construction works for the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Killarney Park, 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 Officer, for a term lasting until services are complete (estimated at approximately December 2026), and funded through the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) Capital Budget.
- B. THAT the Park Board authorize Park Board staff to negotiate and execute a contract with an estimated total value of \$8,750,000 plus GST with Canadian Turner Construction Co. Ltd. for the early construction works for the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Memorial South Park, to the satisfaction of the Park Board’s General Manager, the City’s Director of Legal Services, and the City’s Chief Purchasing Officer, for a term lasting until services are complete (estimated at approximately December 2026), and funded through the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) Capital Budget.
- C. THAT the City’s Director of Legal Services, the City’s Chief Purchasing Officer, and the Park Board’s General Manager be authorized and delegated authority to execute the contracts described in Recommendations A and B on behalf of the Park Board.
- D. THAT no legal rights or obligations will be created by the Park Board’s adoption of Recommendations A, B, and C unless and until the Park Board’s authorized signatories execute the contracts set out in the Recommendations.

## PURPOSE AND SUMMARY

This report describes the three-step process to retain a construction manager and construction team to deliver the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Killarney and Memorial South Parks and seeks a decision to award the early works construction contracts.

The Bid Committee, have considered the adherence with procurement policy and contract offers received, and on that basis recommend that the Park Board negotiate and if such negotiations are successful enter into Canadian Construction Documents Committee – 2 (CCDC2) stipulated price construction contracts as described above with Canadian Turner Construction Co. Ltd.

### **BOARD AUTHORITY / PREVIOUS DECISIONS**

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.

In July 2022, The Board approved the [Park Board Procurement Policy](#) which states that 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.

In July 2024, the VSTS locations at Killarney and Memorial South Parks were announced to the public. The site selection process, decision, and agreements for the locations have confidentiality requirements.

On September 23, 2024, the Park Board approved the recommendations of the [Report](#) entitled 'Sod Procurement for Sport Field Facilities - Contract Award' in support of the VSTS.

### **CONTEXT AND BACKGROUND**

The Vancouver Park Board requires that construction, infrastructure, and facilities of designated FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) comply with specific standards and guidelines put forth by FIFA which must be delivered by December 31, 2025, in compliance with legal agreements.

To identify the training site locations, the City of Vancouver and the Park Board conducted a comprehensive analysis of options throughout the city, assessing them against criteria outlined in the approved [Sport Field Strategy](#) as well as FIFA requirements. This included factors such as proximity to downtown Vancouver, lack of sightlines onto the pitch, the capacity to accommodate the necessary fields and facilities, equity initiative zones, neighbourhood and programming impacts and nearby transit options. The analysis ultimately identified a limited number of locations that met all requirements, with Killarney Park and Memorial South Park emerging as the most suitable options approved by the Park Board and irrevocably offered to FIFA as training sites for FIFA World Cup 26.

The scope of work includes the Field of Play which must adhere to all of FIFA's natural grass standards, passing the quality test outlined by the FIFA Quality Program for Natural Playing Surfaces. The field of play is on a critical path for delivery where preparations must be made for the installation of specialized grass sod in September 2025 in order to establish the grass roots during the fall growing season and manage it to ensure compliance with specifications. Construction details and schedules that meet these requirements were determined by the Consultant Team in collaboration with the Construction Manager, and final approvals from relevant Park Board and City of Vancouver Project Managers.

Time is of the essence to award this contract to meet this schedule, and the upcoming construction

period represents the minimum time needed to construct the works. Should this contract award be delayed, the construction is at extreme risk of not being completed by December 31, 2025, when FIFA has specified hand-over. Not awarding this contract would put the Park Board at risk of being in breach of training site delivery agreements.

## **DISCUSSION**

The construction of the VSTS project (the 'project') is being delivered in three steps. The first step involved using a Construction Management at Risk (CM@R) construction delivery methodology with Pre-Construction Services that commenced in August 2024, and now evolving into two fixed price (CCDC-2 based) construction contracts based on the pre-established General Contractor rates. The steps are as follows:

**Step 1 – Construction Management Services Procurement:** On March 12, 2024, the City issued a Request for Expressions of Interest (RFEOI) PS20240730-VBPR-RFEOI for Construction Management services. Eight RFEOI responses were received. Only two of the eight respondents were shortlisted and were invited to participate in RFP PS20240847-VBPR-RFP, which was issued on June 7, 2024, and closed on July 2, 2024. An evaluation team composed of representatives from the Board of Parks & Recreation team, the Consultant and Supply Chain Management evaluated the proposals. The selected Construction Manager garnered the highest score from a combination of both the technical and commercial scores. The RFP was issued in accordance with the City's Procurement Policy ADMIN-008 and Park Board Procurement Policy.

**Step 2 – Early Works Construction Procurement:** Subsequently in October 2024, the selected Construction Manager issued tenders to various trade contractors for the first phase of construction of the project. In November 2024, the Construction Manager presented fixed prices to construct FIFA World Cup 26 Vancouver Venue Specific Training Sites based on the received trade tenders and the pricing for the Construction Manager's general conditions and expenses that were competitively bid as part of the Request for Proposal. The staff and consultant team reviewed the bid submitted and will confirm validated final prices for the early works on November 27, 2024, after the authoring of this Report. An estimated budget envelope is therefore provided herein to accommodate the contract awards in early December 2024.

The project scope for this award includes construction, delivery and decommissioning of the project's first phase and early works. The City has a fixed funding envelope within which to maximize program delivery.

The training site program early works will include but not be limited to the following to meet FIFA's specific standards and guidelines:

- E. Site preparations including construction staging;
- F. Excavation of poor soils (peat) at Killarney Park and hauling off-site for disposal;
- G. Subgrade preparations and site rough grading for the proposed natural grass pitch; parking lot and temporary facilities;
- H. Ordering of long lead time items like the high mast field lights;
- I. Service connections and upgrades as required; and
- J. Operations Compound preparations.

The Early Works construction price offer was evaluated through the work of an evaluation team comprised of representatives from Parks and Recreation and its project management and design consultants, under the stewardship of Supply Chain Management who ascertained that the response offers 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 conformance with project specifications, ability to deliver the works on the necessary timeline and the skill, knowledge, experience and reputation of the contractor and trades contractors. Based on the overall evaluation, the team concluded that the successful trade contractors submitted the compliant bids and best met the City's requirements.

**Step 3 – Site Works Construction Procurement:** The third and final step, procurement for the site works, will occur in Q1 2025. The site works will include all remaining works to deliver the VSTS and restore the sites following the event including restoration of the 6-lane recreation track at Memorial South Park. These will be managed as contract changes that will be reported to the Bid Committee, Board, and Council for decisions early in 2025.

### **FINANCIAL CONSIDERATIONS**

The total capital budget for the two remaining steps of this project is available from the FIFA World Cup 26 (FWC26) Vancouver Budget. This budget is mostly sourced from Municipal and Regional District Tax (MRDT) revenues and will not impact the Park Board's capital or operating budgets. The Province has temporarily increased the MRDT to cover all incremental City costs (in excess of the \$5 million City contribution) associated to hosting the event, including the VSTS.

The cost estimate to complete the construction of the early works (Step 2) for the FWC26 Venue Specific Training Sites (VSTS) at Killarney Park is \$16.25 million and at Memorial South Park is \$8.75 million (based on a Class C estimate of \$12.7M for Killarney Park and \$6.9M for Memorial South Park plus price volatility premium and 15% contingency). The cost estimate is a placeholder amount recommended to ensure that adequate funding is in place to award these contracts at Council and Park Board in December in light of industry pricing volatility.

This represents an estimated budget envelope for the contract awards. Construction commences on January 2, 2025, and the contract will expire after the FIFA event and site restorations are complete in 2026, unless the contracts are extended.

Staff will be seeking further Park Board contract award approval for Step 3 of the procurement process in Q1 2025.

### **LEGAL CONSIDERATIONS**

The Park Board has irrevocably offered to provide Killarney Park and Memorial South Park to FIFA as training sites for FIFA World Cup 26. FIFA may accept the Park Board's irrevocable offers at any time before December 31, 2024. If FIFA accepts the Park Board's offers, the Park Board will be a party to two training site agreements with FIFA and will be obligated to build certain parts of the training facilities at both parks to FIFA's dictated specifications by the end of 2025. If the Park Board does not fulfill its obligations to FIFA, FIFA has the right under the training site agreements to complete the work itself and require the Park Board to pay its costs. Furthermore, the Park Board may be liable for FIFA's damages if it breaches the training site agreements.

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.

**CONCLUSION AND NEXT STEPS**

As time is of the essence for this contract award to ensure construction completion in alignment with legal commitments, Staff recommend that subject to Council funding approvals, the Vancouver Park Board negotiate and enter into a contract, for the delivery of the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Killarney Park and a contract, for the delivery of the FIFA World Cup 26 Vancouver Venue Specific Training Sites (VSTS) at Memorial South Park, with Canadian Turner Construction Co. Ltd.