



# City of Richmond

## Report to Committee

**To:** General Purposes Committee

**Date:** December 13, 2021

**From:** Lloyd Bie, P.Eng.  
Director, Transportation

**File:** 02-0775-50-7237/Vol  
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**Re:** **Capstan Station Integration Strategy - Recommendation to Award Contract for Development of Conceptual Designs**

### Staff Recommendation

1. That Contract 7237P Capstan Station Integration - Development of Conceptual Designs estimated at \$482,340.00 be awarded to Dialog Design;
2. That the City enter into an agreement with Dialog Design based on the terms as outlined in the staff report titled "Capstan Station Integration Strategy - Recommendation to Award Contract for Development of Conceptual Designs" dated December 13, 2021 from the Director, Transportation; and
3. That the Chief Administrative Officer and General Manager, Planning and Development, be authorized to execute the above agreement on behalf of the City.

Lloyd Bie, P.Eng.  
Director, Transportation  
(604-276-4131)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance	<input checked="" type="checkbox"/>	
Arts, Culture & Heritage	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Purchasing	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
<b>SENIOR STAFF REPORT REVIEW</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## **Staff Report**

### **Origin**

The approved 2020 Capital Plan includes the development of conceptual, preliminary and detailed designs for the Capstan Station Integration Strategy based on four general directions: Mobility Belt, Signature Elements, Supportive Infrastructure, and Coordinated Activation Zones. Following completion of a competitive bid process, this report recommends the award of a contract to Dialog Design for the development of the designs.

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

*Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.*

*3.1 Foster community resiliency, neighbourhood identity, sense of belonging, and intercultural harmony.*

*3.2 Enhance arts and cultural programs and activities.*

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

*An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.*

*4.3 Encourage wellness and connection to nature through a network of open spaces.*

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

*Leadership in effective and sustainable growth that supports Richmond's physical and social needs.*

*6.1 Ensure an effective OCP and ensure development aligns with it.*

*6.3 Build on transportation and active mobility networks.*

## **Background**

### **Capstan Station Integration Strategy**

The City Centre Area Plan envisions the Capstan Canada Line Station as an integral part of the Capstan Village Centre: a distinct and identifiable mixed use high-amenity multi-modal mobility hub and the village's principal focus for civic life, commercial activity, and community celebration. The concept of ground level integration of the station with adjacent developments (similar to Marine-Gateway Canada Line Station) was developed in consultation with TransLink in 2017 to enhance transit passenger experience and contribute to a vibrant downtown urban space.

There are prominent and diverse features in the vicinity of Capstan Station and the transit plaza that are dispersed and stand-alone, thereby lacking synergy with each other:

- Multiple mixed used and commercial developments at various stages
- Existing and future parks and trails, which provide opportunities for integration with the pedestrian and cycling network
- Waterfront and dike trail network
- Future community amenities including a new City Centre North Community Centre, Early Childhood Development Hub (completed and leased to operator), and a non-profit privately-owned youth/child arts facility (approved and under construction)
- Village Centre focused around the intersection of No. 3 Road and Capstan Way

The Capstan Station Integration Strategy (the Strategy) will involve a multi-stakeholder process to develop the connectivity, wayfinding, safety, convenience, identifiable landmarks, and programming to integrate the key elements of the area to create a cohesive and vibrant urban community. The engagement process will include the public, community groups, representatives of TransLink, and pending development applications in proximity to Capstan Station to ensure an integrated and coordinated approach.

Through voluntary developer contributions to date, the City has raised approximately \$38 million in the Capstan Station Reserve Fund (the Fund) towards the design and construction of Capstan Station and the Strategy. Of this amount, \$32.2 million has been transferred to TransLink for the design and construction of the station. The design was substantially completed in September 2021 and construction of the new station is underway with completion anticipated in 2023. The Capstan Station funding agreement was designed to deliver the funds to TransLink for station construction at approximately 50% build out with additional funds collected being used to fund other mobility improvements to support the City's transportation and modal split objectives through the Strategy.

The total budget to support the Strategy is estimated at \$24 million at full build-out through additional voluntary contributions to the Fund. The approved 2020 Capital Plan allocates \$500,000 for the development of the conceptual design of the Strategy features, which represents two percent of the estimated value of the project. As funding for the Strategy will accrue over time in addition to the current balance of \$6.1 million, a key component of the Strategy will be to develop an implementation, prioritization and phasing plan for the proposed design as funds become available.

Expenditure of the funds in the approved Capital Plan project for the Strategy with the recommended contract award for its development will allow the City to achieve:

- A cohesive public realm, including the transit plaza, City-owned park and public open space, with Capstan Station and the surrounding private development and public amenities including the City Centre North Community Centre
- Expansion of the use of active transportation city-wide to more destinations, including Talmey Elementary School that is within the neighbourhood's catchment, by facilitating connections to existing walking, cycling and rolling facilities
- Integration and support of city-wide strategies for trail and cycling networks

- A vision and an implementation plan to activate the public realm with community building programs focusing on the Capstan Neighbourhood
- Creation of a key community focal point for Capstan Village and the City Centre area
- A clear and distinct Capstan Village identity
- Wayfinding infrastructure (i.e., digitally-enabled and traditional signage)
- First-to-last kilometre connectivity through innovative and proven methods, including provision of flexible secured public bike storage, weather protected connections between travel modes and a multi-modal mobility hub. Multi-modal mobility hubs are key transportation network nodes designed to seamlessly integrate multiple travel modes, supportive infrastructure, and place making strategies with the aim of creating pedestrian-oriented centres.

## Analysis

### Procurement Process

Pre-qualified bidders were invited to respond to a Request for Proposals (RFP) solicitation that was issued August 11, 2021 and closed on September 14, 2021. Three submissions were received by the closing date from the following proponents:

- Dialog BC Architecture Engineering Interior Design Planning Inc. (Dialog Design)
- Happy City
- PFS Studio

### Evaluation Process

The proposals were evaluated by a staff team from Transportation, Parks, Development Applications, and Arts, Culture & Heritage based on the following evaluation criteria identified in the RFP:

- proponent's team structure
- qualifications and past projects
- detailed methodology and schedule
- scope of services
- financial performance
- value added services
- sustainability and circular economy

Table 1 is a summary of the financial proposals received and the scores awarded by the evaluation team.

Table 1: Summary of RFP Evaluation Results

Score	Dialog Design	Happy City	PFS Studio
Financial Proposal	\$482,340.00	\$473,500.00	\$784,894.00
Total Score	76.0%	63.2%	54.4%

The evaluation process resulted in Dialog Design being identified as the highest scoring proponent. Staff also conducted an interview with key project team members to further clarify

aspects of their proposal and confirm the proposed methodology that will be undertaken to complete the scope of work described in the RFP.

Although the proposal received from Happy City was the lowest priced submission, the past projects referenced by Dialog Design more closely match the scale and complexity of the Capstan Station Integration Study. The evaluation team also scored the project approach, methodology and overall coordination and management aspects higher for Dialog Design than Happy City.

The proposal from PFS Studio was not selected as the responses to the project methodology and project engagement have less detail than the other submissions, and higher financial cost was judged disproportionate to the deliverables.

#### *Proposed Project Design Approach*

For this project, Dialog Design has proposed a team with diverse skill sets that complement each other. Daily tous les jours, an art and design studio, specializing in urban interactive installations that stimulate human connections in public spaces, is part of the core team. This company will provide a lens towards urban animation and the use of technology in the design of the public realm to create interventions that catalyze activity in the station area and entice ongoing and future animation driven by the community.

Dialog Design's proposed team of professionals will help the community define and envision a place that meets the Strategy's objectives based on four directions: mobility belt, signature elements, supportive infrastructure, and coordinated activation zones. Dialog Design will analyze the site and the site context from the perspective of subject matter experts, including urban design, transportation, streetscape design, ecology, wayfinding, public art and more. The firm also proposes to meaningfully integrate important Indigenous voices and values into the design process. Dialog Design proposes an iterative design and engagement process to capture community ideas and set a path forward for implementation, operations, financial sustainability, and further refinement as needed.

Dialog Design has experience in large scale public realm projects that require programming and has identified the appropriate consideration of programming, marketing and branding will allow Capstan Station to achieve its full potential as a lively and vibrant destination public place. The team's experience developing programming strategies for public spaces, such as Bryant Park in New York City and Churchill Square in Edmonton, provides them the knowledge to realize year-round destinations from design to operation. Any proposed activation strategies are not to rely on City resources (staff, equipment and financial resources) to activate the space.

Specific to the requirements of the Strategy, Dialog Design has expertise in station design and integration, and has undertaken creative research into how the design of the public realm influences the experience of transit. The team also includes engagement specialists, registered landscape architects, planners, and architects to create a memorable and experiential public realm that will set the stage and the bar for community-led initiatives and activation in the future. Additional expertise in their team includes specialized support with last-kilometre solutions in transportation and Richmond-specific expertise in transportation, public art, and costing.

Dialog Designs will also work closely with staff to identify appropriate circular economy strategies, including ways to upcycle existing waste materials, minimize energy and water use, and strategic interventions that could support local small businesses.

### *Recommendation*

Following the proposal evaluation (Table 1), staff recommend that Dialog Design be awarded a contract to develop conceptual designs as part of the Strategy. Dialog Design will:

- Provide a multi-disciplinary urban design team to develop a comprehensive site integration plan for the Canada Line Capstan Station and its immediate surroundings
- Provide a comprehensive stakeholder and public engagement process. Dialog Designs will utilize a variety of traditional and digital engagement tools including stakeholder interviews, small focus-groups, online engagement and programming based outreach. Subject to provincial health guidelines, event opportunities to imagine unique ways to engage with the public in real-life situations will be pursued, including through pop-up engagement events.
- Develop and deliver three conceptual design options with cost estimates and the preferred conceptual design and cost
- Submit reports including a Quality Management plan, critical success factors, thesis, project goals and Community Wellbeing Framework metrics document and Risk Management Plan
- Develop and deliver activation, event programming, costing, phasing, and implementation strategies to activate the Capstan Station area
- Propose a suite of programs and site activation strategies that, together with the physical design features, will contribute towards a successful and vibrant downtown urban space
- Propose activation strategies considering how the space could be activated by community groups
- Create a Transportation Innovation Zone to maximize first-to-last kilometre connectivity

### *Proposed Project Timeline*

To properly plan for an inclusive Capstan Station Integration Strategy, Dialog Designs proposes a comprehensive design process that incorporates the unique features of the Capstan Village neighbourhood and involves stakeholder and public input as critical milestones in the delivery of the project. The proposed design development process includes engagement during three phases of the Strategy over a one year time frame to inform and create:

- (1) An initial understanding of site and context,
- (2) Three conceptual design options, and
- (3) A preferred option.

Table 2 provides a general timeline of the anticipated key milestones and tasks by Dialog Design for the development of the Strategy.

Table 2: Estimated Timeline and Tasks for Development of Strategy

Phase	Estimated Timing	Key Tasks by Dialog Design
Project Initiation	Q1 2022	<ul style="list-style-type: none"> <li>• Background Review + Data Inventory</li> <li>• Site Reconnaissance</li> <li>• Mobility Evaluation</li> <li>• Utilities Technical Evaluation</li> <li>• Opportunities + Constraints Analysis</li> <li>• Precedent Studies: Animation</li> </ul>
Stakeholder Consultation and Workshops	Q1 2022	<ul style="list-style-type: none"> <li>• Develop Tactical/ Community Engagement Plan</li> <li>• Identify Strategic Leadership Stakeholders</li> <li>• Identify Potential In-Situ Engagement Opportunities</li> <li>• Prepare Engagement Materials</li> </ul>
Conceptual Design Options	Q2 2022	<ul style="list-style-type: none"> <li>• Develop Concept Plan Options</li> <li>• Develop Draft Public Realm Plan</li> <li>• Outline Preliminary Implementation + Prioritization Strategy</li> <li>• Prepare Cost Estimate</li> <li>• Cost-Benefit Evaluation</li> <li>• Prepare Presentation Materials</li> </ul>
Report to Council	Q3 2022	<ul style="list-style-type: none"> <li>• Input to City staff</li> </ul>
Public Consultation and Open Houses		<ul style="list-style-type: none"> <li>• Prepare Presentation Materials</li> </ul>
Report to Council (3 options)	Q1 2023	<ul style="list-style-type: none"> <li>• Input to City staff</li> </ul>
Report to Council (preferred option and implementation plan)	Q2 2023	<ul style="list-style-type: none"> <li>• Finalize Preferred Concept</li> <li>• Finalize Implementation Plan</li> <li>• Prioritization Strategy + Action Plan</li> <li>• Prepare Final Conceptual Design Presentation Materials</li> </ul>

The Report to Council anticipated in the second quarter of 2023 will provide additional information on the phasing and implementation plan of the preferred integration strategy including construction costs and funding. A separate Capital Plan submission seeking Council approval for use of the Capstan Station Reserve Fund and the Public Art Reserve Fund for the future implementation of the Integration Strategy will be brought forward as part of the 2024 Capital Program. Currently, TransLink anticipates substantial completion of the Capstan Station in spring 2023, which will allow implementation of the Integration Strategy to commence after the station construction is completed.

**Financial Impact**

Dialog Design’s financial proposal is \$482,340. The approved 2020 Capital Plan allocates \$500,000 for the Capstan Station Integration Strategy with funding from the Capstan Station Reserve Fund.

**Conclusion**

This report presents the summary results for Contract 7237P - Capstan Station Integration - Development of Conceptual Designs. Based on staff’s review and evaluation, Dialog Design can

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best deliver the scope of work described in the RFP. Staff recommend awarding a contract to Dialog Design.

A handwritten signature in black ink, appearing to read "Sonali Hingorani". The signature is written in a cursive, flowing style.

Sonali Hingorani, P. Eng.  
Transportation Engineer  
(604-276-4049)

SH:jc