



THE CORPORATION OF THE CITY OF COURTENAY

## STAFF REPORT

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**To:** Council  
**From:** Chief Administrative Officer  
**Subject:** 5<sup>th</sup> Street Bridge Rehabilitation Project Update

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**File No.:** 5335-20 / 5400-02

**Date:** March 1, 2021

### PURPOSE:

The purpose of this staff report is to update Council on the current status of the project, the contractor selection status and the next steps of the project, as well as to provide an update on the result of the bridge colour survey and seek a supporting motion to confirm colour.

### EXECUTIVE SUMMARY:

In December of 2020, a survey to determine the bridge color was released and received over 2100 responses with the "Classic Green" colour being the preferred bridge colour for the community.

Additionally, a formal public Request for Proposals (RFP) was released on November 18, 2020 to invite proposals from prospective contractors to undertake the planned upgrades to the bridge. The City received two compliant proposals. Each of the proposals were submitted by a Prime Contractor with a supporting team of specialist subcontractors. Park Derochie was evaluated as providing the best value for the city, and was selected as the successful proponent for this project. The contract has been awarded to Park Derochie, and work is on track to start in April of 2021, and should take approximately six months. Budget for the works is tight, with only an approximately 4% project contingency, but the project team feels this can be managed.

### CAO RECOMMENDATIONS:

THAT based on the March 1<sup>st</sup>, 2021 staff report "5<sup>th</sup> Street Bridge Rehabilitation Project Update" Council approve OPTION 1 and based on the results of the 5<sup>th</sup> Street Bridge colour selection survey;

THAT Council direct staff to proceed with coating the bridge "Classic Green" colour, as consistent to the existing original colour as possible while using modern coating material.

Respectfully submitted,

Trevor Kushner, BA, DLGM, CLGA, PCAMP  
Interim Chief Administrative Officer

**BACKGROUND:**

The 5<sup>th</sup> Street Bridge plays an important role in the Comox Valley transportation network serving approximately 20,000 vehicles, 650 pedestrians and 500 cyclists each day. Completed in 1960, the 72-metre steel truss bridge has two vehicle lanes, and 1.5 metre sidewalks on both sides of the bridge.

The following Council resolutions regarding the 5<sup>th</sup> Street Bridge Project have provided direction to staff.

June 24<sup>th</sup>, 2019

That based on the June 24<sup>th</sup>, 2019 staff report “5<sup>th</sup> Street Bridge Rehabilitation Project” Council approve OPTION 2 that Council direct staff to proceed with the associated next steps to rehabilitate the 5<sup>th</sup> Street Bridge, including the upgrade of adding cantilevered multi-use pathways plus development of detailed traffic management and public engagement plans, and report back to Council no later than September 16, 2019; and

That staff simultaneously prepare a supporting draft Borrowing Bylaw for Council consideration.

Following a period of extensive community and stakeholder engagement and the refinement of project options, Council passed the following subsequent motion.

February 3<sup>rd</sup>, 2020

That Council direct staff not to include cantilevers in the final design of the 5<sup>th</sup> Street Bridge Rehabilitation Project; and,

That based on the January 27<sup>th</sup>, 2020 staff report “5<sup>th</sup> Street Bridge Rehabilitation” that Council direct staff to obtain elector approval for a loan authorization bylaw for the 5<sup>th</sup> Street Bridge Rehabilitation Project through the Alternate Approval Process.

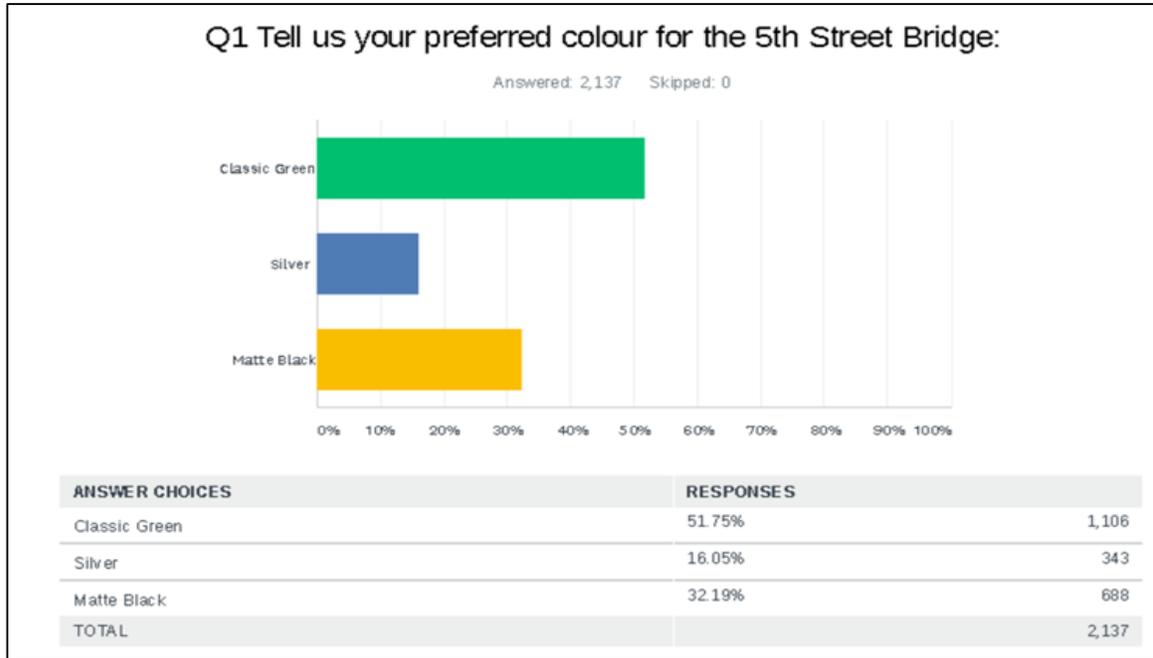
**UPDATE AND NEXT STEPS:**

Results of the Bridge Colour Survey

At the November 30, 2020 Committee of the Whole meeting, a briefing note was presented to Council detailing the proposed next steps to determine the colour of the bridge. With the old coating removed, an opportunity existed to choose a new coating colour for the bridge.

Listed below are the steps the project team took to engage the community to determine if there is a preference for a bridge colour:

1. Engaged directly with the Downtown Courtenay Business Improvement Association, and Comox Valley Chamber of Commerce, proposing Classic Green, Silver and Matte Black as the three colour options, and confirming their colour preference.
2. Released a simple online survey to the public, to gauge the community’s preference for the three options listed above. The survey was available online from December 15, 2020 to January 13, 2021.



The survey received over 2100 responses. Based on the results shown above, “**Classic Green**” is the preferred bridge colour for the community.

Construction Procurement

Following completion of the detailed design for the bridge, a formal public Request for Proposals (RFP) was released on November 18, and remained open until December 22, 2020. The purpose of the RFP was to invite proposals from prospective contractors to undertake the planned upgrades to the bridge.

The City received two compliant proposals. Each of the proposals were submitted by a Prime Contractor with a supporting team of specialist subcontractors. The proposals detailed the contractors’ qualifications and previous experience with bridge rehabilitation projects. The proposals also detailed the contractors’ understanding of the work as well as provided an opportunity to list any social or environmental initiatives.

The table below shows the pricing from each of the two proposals submitted.

	<b>Knappett Projects Inc.</b>	<b>Park Derochie Inc.</b>
RFP Submission Form Total Cost (GST excluded)	\$5,887,000.00	\$6,027,822.00

A formal evaluation was conducted in early 2021 with assistance from the City’s Purchasing group. The Request for Proposals process and evaluation followed the City of Courtenay’s Purchasing Policy and followed industry best practices.

Park Derochie was evaluated as providing the best value for the city, and was selected as the successful proponent for this project. Park Derochie offers superior previous experience in Bridge Rehabilitation projects similar to the 5<sup>th</sup> Street Bridge. Their understanding of the project and value-added benefits, were also considered to be superior. Park Derochie has been in successful operation since 1956, and they specialize in blast cleaning and coatings. This team of contractors and specialist subcontractors has all worked together, both on Vancouver Island and elsewhere in Western Canada.

### Construction Scope

In order to achieve best value for the City, and to best manage project budget, some non-essential items were either altered or removed from the scope of the project. Some of the items are listed below:

1. Hot Dip Galvanizing Posts and Railings. Rather than hot dip galvanize the railings as previously intended, the railings will be coated with the same 3-coat system used for the bridge coating.
2. Data Logger reduction. Based on the proposals received from contractors and with our consultants review and approval, the number of data loggers required for the cathodic protection system can be reduced without a reduction in level of service.
3. The installation of Ribbon Anodes on the sidewalk have been removed from the scope of work. A cost benefit analysis shows that, based on pricing received, as-needed sidewalk repairs will have lower life-cycle costs.

### Traffic Management Plan

Earlier in the project, a Traffic Management Strategy (TMS) was prepared to identify and evaluate various traffic management scenarios and develop a recommended strategy. The goal of the strategy is to provide a safe environment for all road users during the construction phase while minimizing impacts to the public, businesses, and priority vehicles (transit, emergency services, etc.).

The majority of the TMS will be implemented as previously presented, including the identified detour routes for most traffic, and the priority lanes for Transit, School Buses, and Emergency Services. However the proposal submitted by the contractor included some deviations from the Traffic Management Strategy. These deviations proposed were due to the Contractor's expertise in bridge rehab work, safety and environmental considerations, as well as budget limitations. Notable exceptions to the previously presented TMS include:

1. Cyclists and pedestrians will not have a separated lane on the bridge deck during construction. Instead, a scaffolding structure will be constructed providing a single 1.5m wide walkway for dismounted cyclists and pedestrians. Cyclists will also be allowed to ride with traffic, if they so choose. This is necessary as a cost savings measure, but will also result in positive impacts on schedule.
2. The road underneath the east side of the bridge will be closed for the duration of the project, and will be used as contractor laydown area. In addition, the previously proposed laydown area in the adjacent parking lot, will also be used for project storage. This is necessary due to public safety concerns accessing the work areas, around and under the bridge. Also construction site access required by the contractor for their tools and equipment.

If this area were to remain open, it would require an additional scaffolding structure to support the contractor's power lines, ventilation ducting, and media-blasting hoses. This would increase costs, which the project budget cannot support.

To maintain access in and out of the north and south parking lots, the medians on both park entrances will be removed to allow for left and right turns out of each entrance. The entrances will be reinstated to pre-construction condition by the contractor when construction is complete.

3. Based on pricing received to complete this work, we do not have budget to support:
  - a. A Transit subsidy of any kind.
  - b. A project specific shuttle of any kind.
  - c. Any fees associated with a potential park and ride.

Although no agreements have been signed, the project team is in negotiation with two sites in Courtenay to host park and ride locations, one on the west side of the river, and one on the east side. Both sites are on transit routes which would allow commuters to park their cars free of charge and access transit, or to change transportation modes (to cycling for example). The locations would also be available for commuters to leave their cars and share a ride with another commuter (being mindful of COVID-19 public health guidelines). The hope is that these locations will reduce the amount of traffic on the roads during construction.

Once the contractor is issued the Notice to Proceed, a detailed Traffic Management Plan will be prepared by the contractor and submitted to the City for review and approval. This will then be shared with Council and relevant stakeholders as needed.

**PROJECT SCHEDULE**

The project is expected to progress as per the below schedule.

5 <sup>th</sup> Street Bridge	2021											
	Jan-Mar			Apr-Jun			Jul-Sep			Oct-Dec		
	<b>Project Communications</b>											
<b>Notice to Proceed</b>												
<b>Contractor Submittals</b>												
<b>Traffic Accommodations</b>												
<b>Construction</b>												
<b>Project Close-out</b>												

**FINANCIAL IMPLICATIONS:**

The detailed project costs are shown in the table below. The value of the construction contract is approximately \$5.4 million. Contract Administration and Site Inspection will cost approximately \$647,000. Miscellaneous project costs including traffic optimizations and additional project signage is approximately \$125,000. The remaining \$263,000 will be held in a project contingency fund.

The original project budget for construction for this work was \$6.3 million. Approximately \$208,000 in design phase project funds were carried forward as unspent project funds, and is being added to the project construction budget, to increase the construction budget to approximately \$6.5 million.

Item	Cost	Comments
Construction Costs	\$5,472,627	
Contract Admin/Site Inspection	\$647,480	
Miscellaneous Costs	\$125,209	Traffic signal upgrades, Signage, Communications, etc.
<b>Subtotal</b>	<b>\$6,245,316</b>	
Contingency	\$263,466	
<b>Project Total</b>	<b>\$6,508,782</b>	

**ADMINISTRATIVE IMPLICATIONS:**

The 5th St Bridge Rehabilitation Project will be led by Engineering Services, with support from most other City Departments. Consultants with technical knowledge specific to this work will be utilized to develop and implement detailed designs and processes. Estimated costs associated with external consultants are included in the project capital construction budget.

### **ASSET MANAGEMENT IMPLICATIONS:**

The Fifth Street Bridge is one of the City's most valuable assets, and is critical for connecting the community across the river. The bridge serves as an important transportation connection for personal and commercial transport, and emergency service route for fire, police and ambulance. On-going maintenance and periodic investments are required to maximize the life of the asset and to minimize disruption and increased investment over the long-term.

The Fifth Street Bridge is included in the City's asset management strategy, and funding has been identified in the City's financial plan for maintenance and periodic investment.

The bridge rehabilitation (re-coating, structural repair, and deck repair) is a 'capital asset renewal' (or even 'maintenance') and is the impetus of this work.

### **STRATEGIC PRIORITIES REFERENCE:**

In addition to being identified one of Council's five "NOW" Priorities, the following Strategic Priorities are relevant to the 5<sup>TH</sup> Street Bridge Project:

#### **We proactively plan and invest in our natural and built environment**

- Focus on asset management for sustainable service delivery
- ▲ Look for regional infrastructure solutions for shared services
- ▲ Advocate, collaborate and act to reduce air quality contaminants
- ▲ Support social, economic and environmental sustainability solutions

#### **We plan and invest in methods of multi-modal transportation**

- Move forward with implementing the City's Transportation Master Plan
- ▲■ Collaborate with regional and senior government partners to provide cost-effective transportation solutions

● **AREA OF CONTROL:** The policy, works and programming matters that fall within Council's jurisdictional authority to act

▲ **AREA OF INFLUENCE:** Matters that fall within shared or agreed jurisdiction between Council and another government or party

■ **AREA OF CONCERN:** Matters of interest that are outside Council's jurisdictional authority to act

### **OFFICIAL COMMUNITY PLAN REFERENCE:**

Regarding the Official Community Plan for Courtenay, the following goals of Section 5.0 Transportation are relevant:

#### 5.2 Goals:

1. Integrate land use changes with transportation planning to coordinate changes and increases to traffic patterns.
2. Development of a transportation system that provides choices for different modes of travel including vehicle, transit, pedestrian, cycling and people with mobility impairments.
3. Protect the integrity of the road classification system to facilitate the purpose and function of the specific road types.
4. Support an integrated transportation system that works towards reducing travel distances and congestion.
5. Support a transportation system that recognizes the importance of the character and overall appearance of the City.

6. Provide an effective transportation system that facilitates the movement of vehicles throughout the community and the Comox Valley to major regional services such as the Little River Ferry System and the Comox Valley Airport

**REGIONAL GROWTH STRATEGY REFERENCE:**

The 5<sup>th</sup> Street Bridge Rehabilitation Project is aligned with the transportation network goal from the Regional Growth Strategy:

Goal 4 - Transportation:

Develop an accessible, efficient and affordable multi-modal transportation network that connects Core Settlement Areas and designated Town Centers and links the Comox Valley to neighboring communities and regions.

**CITIZEN/PUBLIC ENGAGEMENT:**

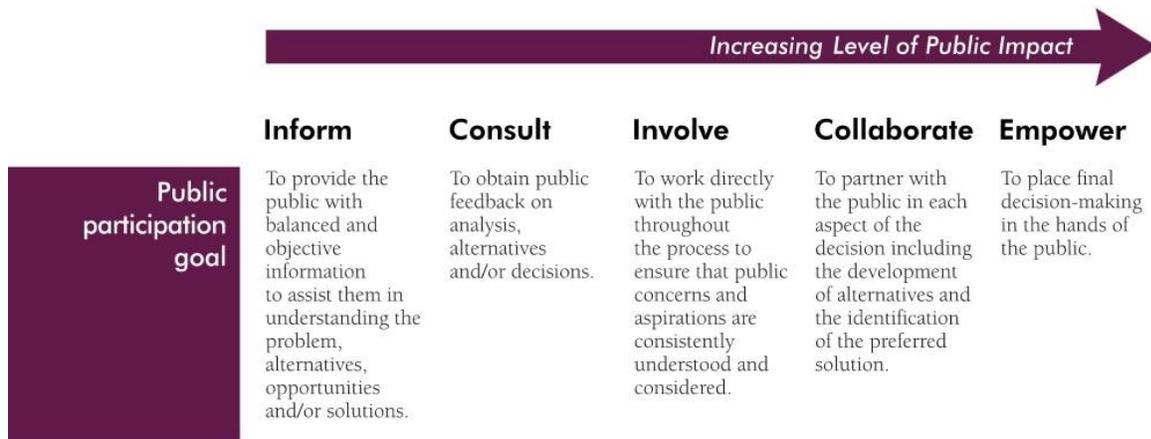
Throughout the project, proactive, accurate and effective communication efforts will be undertaken to keep the public informed, and to allow them to appropriately anticipate and respond to construction updates. As the project progresses into construction, communications will be centered on some of following topics:

1. **Construction Traffic Control** - Establish single lane alternating traffic control practices to maximize available capacity.
2. **Short-Term Bridge Closures** - Ensure short-term full bridge closures are scheduled to occur during periods when travel demand is lowest to minimize impact.
3. **Intersection Traffic Control** – As noted above, nearby intersection signal timings will be optimized to reflect altered traffic conditions and minimize delays.
4. **Traffic Detour Routes** - Publicize detour routes that minimize negative impacts elsewhere in the network and offer comfort/certainty to motorists seeking alternatives to the 5<sup>th</sup> Street Bridge.
5. **Time-of-day Travel** - Promote/encourage off-peak travel to reduce congestion during peak periods.
6. **Alternative Travel Modes** - work with regional partners to establish park and ride locations.

Additionally, neighbourhood specific communications will be undertaken in areas that are expected to see larger impacts caused by construction.

Based on the design recommendation from the report, staff recommend to **Inform** the public and key stakeholder groups based on the IAP2 Spectrum of Public Participation:

[http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum\\_vertical.pdf](http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf)



**OPTIONS:**

Option 1: THAT based on the March 1<sup>st</sup>, 2021 staff report "5<sup>th</sup> Street Bridge Rehabilitation Project Update" Council approve OPTION 1, and based on the results of the 5<sup>th</sup> Street Bridge colour selection survey;

THAT Council direct staff to proceed with coating the bridge "Classic Green" colour, as consistent to the existing original colour as possible while using modern coating material.

Option 2: Refer back to Staff for further review.

Prepared by:



Chris Davidson, P.Eng., PMP  
Director of Engineering Services

Concurrence:



Trevor Kushner, BA, DLGM, CLGA  
Interim Chief Administrative Officer