

HALIFAX

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Item No. 11.1.6
Halifax Regional Council
August 31, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 
Jacques Dubé, Chief Administrative Officer

DATE: August 12, 2021

SUBJECT: Increase to Contract, RFP No. 19-1013: Functional Plan for IMP AAA Bicycling Network: Peninsula South ("Peninsula South Complete Streets" project)

ORIGIN

Additional scope for the consulting team will increase the total value of the contract, RFP No. 19-1013: Functional Plan for IMP AAA Bicycling Network: Peninsula South, beyond 20% and \$20,000 of its original award.

Action #72 of Halifax's Integrated Mobility Plan (IMP): Deliver the Regional Centre all ages and abilities bicycle network by 2022.

Recommendation #23 of the of the Halifax Active Transportation Priorities Plan 2014-2019 states that when making decisions about potential trade-offs needed to establish bicycle lanes in the Regional Centre, there should be:

1. More detailed review of each corridor under criteria listed in Appendix E of the plan;
2. Public engagement; and
3. Regional Council approval.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Charter, section 322(1), states that "Council may design, lay out, open, expand, construct, maintain, improve, alter, repair, light, water, clean and clear streets in the Municipality."

Section 32 of 2020-004-ADM, the Procurement Administrative Order, provides that contract amendments that exceed the greater of 20% of the original award amount or \$20,000 must be approved by Council for funds to be issued.

RECOMMENDATION

It is recommended that Halifax Regional Council approve an increase to RFP No. 19-1013: Functional Plan for IMP AAA Bicycling Network: Peninsula South, awarded to Englobe Corporation (formerly Crandall Engineering Ltd.), in the amount of \$39,206 (net HST included) for the proposed additional scope as outlined in this report.

BACKGROUND

The Peninsula South Complete Streets project is considering changes to several streets in the south end of the Halifax peninsula, including University Avenue, Morris Street, Robie Street (south of University Avenue), South Street, Clyde Street and Bishop Street. The resulting functional plan will recommend changes to pedestrian infrastructure, new all-ages-and-abilities (AAA) cycling and propose new “district identify” streetscaping elements.

The Integrated Mobility Plan (IMP) underscores the need to take a “Complete Streets” approach to functional planning within the Municipal right-of-way. This approach considers how streets function as places as well as transportation links, with an aim to improve comfort and safety, particularly for pedestrians, bicyclists and transit users. As such, in addition to new cycling infrastructure, this project is also considering changes that would contribute to safer and more comfortable conditions for pedestrians and support Halifax Transit’s goals for the area. This is particularly important on the streets being considered as they front institutions and residential areas, are critical mobility corridors for all users, border important historical areas, and currently accommodate a range of uses including loading, parking, and urban forestry.

In July 2019, Project Planning and Design Services approved an award to Englobe Corporation (formerly Crandall Engineering) to complete the functional planning study for \$90,640 (net HST included) under Purchase Order No. 2070821170. The scope of the original contract included:

- Determining the feasibility and preferred design options for all ages and abilities (AAA) bicycle facilities to connect:
 - Halifax Urban Greenway to the approved Lower Water Street bike lane
 - University Avenue (at Robie Street) to Saint Mary’s University
- Determining the feasibility and preferred design options for other “complete streets” changes on the candidate streets
- Two phases of public and stakeholder engagement
- Development of a District Identity and design guide for University Avenue
- Preliminary design (30%) of the preferred bikeway/complete streets options
- Implementation plan and cost estimates

To date, the project team has completed the following tasks:

- Developed Background Conditions report
- Hosted the first round of public engagement in October and November 2019 and shared back the *What We Heard* summary report
- Developed and evaluated 19 conceptual options for AAA cycling infrastructure and other complete street improvements
 - The evaluation process involves understanding the various changes to the right-of-way that would be associated with each option. Each option has different implications for the comfort and safety of people walking or cycling, transit service, car and truck traffic, parking, loading, street trees, emergency access and other factors.
- Hosted several meetings with the external stakeholder Advisory Committee and internal Technical Committee to review the conceptual options
- Developed draft 30% drawings for 10 of the conceptual options
- Hosted a design charette with University Ave stakeholders to further develop the District Identity
- Developed the draft University Avenue District Identity design guide

Following further engagement with stakeholders and municipal staff, the project team will share the conceptual options more broadly during Phase 2 of public engagement, which is expected to take place in fall 2021, pending approval of this proposed increase to the project’s budget.

Staff anticipate presenting recommended options to Regional Council for approval in early 2022. Two previous change orders added scope for the consulting team that included a topographic survey, inventory of University Avenue streetscape elements, traffic and transit impact analysis and preparation of a Design Variance Request Memo.

DISCUSSION

A result of the planning and consultation work to date is the identification of a need to consider options and issues not anticipated when the project was originally scoped.

Furthermore, the context for public and stakeholder engagement has changed significantly since the project's initiation in summer 2019. Many tasks in the original workplan for Phase 2 engagement are no longer feasible due to COVID-19 public health measures. Alternative approaches and additional resources that can flexibly respond to COVID-19 are required to ensure the engagement process effectively meets the needs of the project. The overall goal of these changes is to ensure that the full range of potential options are explored and that these options and their impacts are effectively communicated to the public and stakeholders to enable feedback. These will help to improve the quality of the recommendation to Council on the preferred options to meet the project's complete street objectives.

To successfully achieve the project's objectives, the proposed additional work is:

- Comprehensive and customized consultation activities to support accessible, well-informed, and inclusive engagement
- Additional high-quality written and visual communication materials to clearly communicate the high degree of complexity in the design options to residents and stakeholders. These will include:
 - Additional renderings and other drawings/images to communicate the concepts
 - Recorded presentations to communicate an overview of the project, the concepts for each segment and the District Identity elements
- Design and analysis of two variations on concepts for University Avenue and adjustments to the Morris Street concepts
- Additional truck route analysis related to Morris Street concepts
- Additional detailed tree impact assessment
- Additional public and stakeholder engagement activities, including meetings with the project's Technical Committee and Advisory Committee
- Additional project team meetings

A summary of the changes to the original contract are as follows:

Summary of changes	Net HST included
Original contract amount	\$90,640
Change order # 1 & 2	\$18,845
Current request for increase	\$39,206
Cumulative increase to date	\$58,051
New Contract Value	\$148,691

This request represents a cumulative increase of 64% of the original contract of \$90,640 (net HST included).

FINANCIAL IMPLICATIONS

Funding in the amount of \$37,595 plus net HST of \$1,611 for a net total of \$39,206, is available from Capital Project Account #CR200007 – Regional Centre AAA Bikeways. The budget availability has been confirmed by Finance.

Budget Summary: **Capital Project Account #CR200007 – Regional Centre AAA Bikeways**

Cumulative Unspent Budget:	\$403,984
<u>Less: Increase to RFP No. 19-1013:</u>	<u>\$ 39,206</u>
Balance:	\$364,778

RISK CONSIDERATION

There are no significant risks associated with the recommendation in this Report. The risks considered rate Low. To reach this conclusion, consideration was given to financial, culture/heritage and reputational risks.

COMMUNITY ENGAGEMENT

Community engagement is a significant component of the functional planning process for the Peninsula South Complete Streets project. A significant portion of the proposed additional scope is to adapt the Phase 2 engagement strategy to the current context resulting from Covid-19 restrictions.

ENVIRONMENTAL IMPLICATIONS

This project is supportive of the sustainability objectives of the municipality as it aims to make it safer and more comfortable for residents to choose sustainable transportation options for everyday transportation purposes. The construction of the AAA bikeway network is intended to increase bicycle ridership, reduce GHG emissions, and help HRM meet the mode share targets outlined in the Regional Plan and the Integrated Mobility Plan.

ALTERNATIVES

Council could choose not to approve the recommendation in this report. This is not recommended as staff consider the additional scope important to successfully achieving the project objectives.

ATTACHMENTS

No attachments.

A copy of this report can be obtained online at halifax.ca or by contacting the Office of the Municipal Clerk at 902.490.4210.

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