



P.O. Box 1749
Halifax, Nova Scotia
B3J 3A5 Canada

Item No. 15.2.1
Halifax Regional Council
November 9, 2021

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed
Councillor Paul Russell, Chair, Audit and Finance Standing Committee

DATE: October 28, 2021

SUBJECT: **Award – NRFP 21-164 – Halifax Commons Aquatic Project**

ORIGIN

October 20, 2021 meeting of the Audit and Finance Standing Committee, Item 12.2.2:

MOVED by Councillor Cleary, seconded by Councillor Morse

THAT the Audit & Finance Standing Committee recommend that Regional Council:

1. Approve an unbudgeted withdrawal in the amount of \$1,538,135 (net HST included), from the General Contingency Reserve, Q421; and
2. Increase 2021/22 Capital Project Number CB210020 – Halifax Common Pool Reconstruction by \$1,538,135 (net HST Included); and
3. Award NRFP 21-164 – Halifax Commons Aquatic Project, to the highest scoring proponent meeting specifications, Marco Construction Limited, at a cost of \$18,134,293 (net HST included) with funding from Project Account No. CB210020 – Halifax Common Pool Reconstruction and Project Account No. CB190008 – Energy Efficiency Initiatives, as outlined in the Financial section of this report.

MOTION PUT AND PASSED.

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Council approved, Dec 11, 2012, that all budget increases are to be presented to the Audit and Finance Standing Committee, prior to submission to Council.

The *Halifax Regional Municipality Charter*, S.N.S. 2008, c. 39, subsections 93(1), 79, 35(2)(d)(i) and 120(6) provide:

93(1) The Council shall make estimates of the sums that are required by the Municipality for the fiscal year;

RECOMMENDATION ON PAGE 2

79 The Municipality may spend money for municipal purposes in accordance with this section;

35(2)(d)(i) The CAO can only authorize budgeted expenditures or within the amount determined by Council by policy;

120(6) The Municipality may maintain other reserve funds for such purposes as the Council may determine

Halifax Regional Municipality Policy on Changes to Cost Sharing for Capital Projects - Changes requiring Council approval

Halifax Regional Municipality Reserve Policy - No reserve funds will be expended without the CAO's recommendation and Council approval.

RECOMMENDATION

It is recommended that Halifax Regional Council:

1. Approve an unbudgeted withdrawal in the amount of \$1,538,135 (net HST included), from the General Contingency Reserve, Q421; and
2. Increase 2021/22 Capital Project Number CB210020 – Halifax Common Pool Reconstruction by \$1,538,135 (net HST Included); and
3. Award NRFP 21-164 – Halifax Commons Aquatic Project, to the highest scoring proponent meeting specifications, Marco Construction Limited, at a cost of \$18,134,293 (net HST included) with funding from Project Account No. CB210020 – Halifax Common Pool Reconstruction and Project Account No. CB190008 – Energy Efficiency Initiatives, as outlined in the Financial section of the October 1, 2021 staff recommendation report.

BACKGROUND

A staff recommendation report dated October 1, 2021 pertaining to budgetary changes and funding increases for Award NRFP 21-164 – Halifax Commons Aquatic Project was before the Audit and Finance Standing Committee for consideration at the October 20, 2021 meeting.

For further information, please refer to the attached staff recommendation report dated October 1, 2021 (Attachment 1).

DISCUSSION

During the discussion on this report at the October 20, 2021 meeting of the Audit and Finance Standing Committee, staff were asked to provide site sketches of the updated design for this project, as well as the original design plans to forward along to Regional Council. These sketches are included as Attachment 2 (updated design) and Attachment 3 (original design) of this report.

The Audit and Finance Standing Committee considered the request and approved the recommendations as outlined in this report.

FINANCIAL IMPLICATIONS

Financial implications are outlined in the attached October 1, 2021 staff report (Attachment 1).

RISK CONSIDERATION

Risk considerations are outlined in the attached October 1, 2021 staff report (Attachment 1).

COMMUNITY ENGAGEMENT

The agenda, reports, and minutes of the Audit and Finance Standing Committee are posted on Halifax.ca.

ENVIRONMENTAL IMPLICATIONS

Environmental Implications are outlined in the attached October 1, 2021 staff report (Attachment 1).

ALTERNATIVES

Alternatives are outlined in the attached October 1, 2021 staff report (Attachment 1).

ATTACHMENTS

Attachment 1: Staff recommendation report dated October 1, 2021
Attachment 2: Halifax Commons Pool Current Proposed Site Plan
Attachment 3: Halifax Commons Pool Original Proposed Site Plan

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.

Report Prepared by: Annie Sherry, Legislative Assistant, Office of the Municipal Clerk. 902.943.8741



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Attachment 1
Audit & Finance Standing Committee
October 20, 2021

TO: Chair and Members of Audit & Finance Standing Committee

- Original Signed -

SUBMITTED BY:

John MacPherson, Executive Director, Corporate & Customer Services

- Original Signed -

Jacques Dubé, Chief Administrative Officer

DATE: October 1, 2021

SUBJECT: Award – NRFP 21-164 – Halifax Commons Aquatic Project

ORIGIN

The approved 2021/22 Capital Budget, Supplemental Report page B32 (Halifax Common Pool Reconstruction – CB210020).

LEGISLATIVE AUTHORITY

Halifax Regional Municipality Council approved, Dec 11, 2012, that all budget increases are to be presented to the Audit and Finance Standing Committee, prior to submission to Council.

The *Halifax Regional Municipality Charter*, S.N.S. 2008, c. 39, subsections 93(1), 79, 35(2)(d)(i) and 120(6) provide:

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RECOMMENDATION ON PAGE 2

Halifax Regional Municipality Policy on Changes to Cost Sharing for Capital Projects - Changes requiring Council approval

Halifax Regional Municipality Reserve Policy - No reserve funds will be expended without the CAO's recommendation and Council approval.

RECOMMENDATION

It is recommended that the Audit & Finance Standing Committee recommend that Regional Council:

1. Approve an unbudgeted withdrawal in the amount of \$1,538,135 (net HST included), from the General Contingency Reserve, Q421; and
2. Increase 2021/22 Capital Project Number CB210020 – Halifax Common Pool Reconstruction by \$1,538,135 (net HST Included); and
3. Award NRFP 21-164 – Halifax Commons Aquatic Project, to the highest scoring proponent meeting specifications, Marco Construction Limited, at a cost of \$18,134,293 (net HST included) with funding from Project Account No. CB210020 – Halifax Common Pool Reconstruction and Project Account No. CB190008 – Energy Efficiency Initiatives, as outlined in the Financial section of this report.

BACKGROUND

The existing aquatic facilities at the Halifax Common are dated, no longer in good condition and no longer meet the needs of the community. This project will replace the existing pool, splashpad, and Pavilion building. The new facilities will be accessible, net zero ready and meet the needs of the users.

The major components are an outdoor public pool, splash pad, aquatic building, shade structures and new landscaping. The design of these features and their siting is influenced by major underground sewer and water infrastructure that run through the site, particularly the two large, combined sewer pipes (formally Freshwater Brook) that run on both sides of the existing pool area, and the main water transmission line that feeds downtown Halifax. This underground infrastructure restricts any expansion of the aquatic area in its current location. Therefore, the area to the west of the pool was identified as the best alternative site on the Common for the proposed aquatic area. Existing facilities in this area include the children's playground, asphalt play area with basketball standards, and an open lawn area used for community events such as the Natal Day celebrations. These facilities would be relocated or accommodated elsewhere on the Common. Community events would move to the Oval on the North Common. Basketball activities will be accommodated at the adjacent Citadel High School which has a full fenced basketball court and four half courts available for community use outside of school hours.

The outdoor pool is envisioned as a public community pool primarily for leisure aquatic recreation designed for all ages and abilities. Recreational pools are designed for broad participation and have a combination of facility features that allow for diverse programming, multifunctionality, scheduling flexibility and accessibility. The proposed pool includes:

- Capacity of 450 people,
- Approximately 25 x 48 metres, with one third the area being a sloped beach entry,
- Six-foot depth (1.8m) deep end would be able to be roped off for swimming lanes, although the pool would not be designed for competition swimming,
- Accessibility features include the zero-entry pool access (beach entry and ramp with handrail),
- Spray features and climber wall in the deep end,
- Pool deck for circulation and lifeguard use.

The splash pad component of the facility would be separate from the pool and envisioned to have a variety of spray features that would be themed to reflect the natural history of the Common and the historic Freshwater Brook. The splash pad will be placed outside the fenced area to allow better public access during times when the pool is not in operation or at capacity. Co-locating the splash pad with the building and pool would allow for efficient utility servicing and user access to the changerooms and public washrooms.

A new building would house the aquatic mechanical systems, universal shower and change rooms, universal public washrooms, lifeguard offices, and storage. It will also contain multi-purpose community space with a kitchenette.

The construction work will require closing a portion of the Common to ensure the safety and security of the public, however, a large portion of the Halifax Common will still be available for public use.

The playground would be replaced and relocated to the area north of the skatepark in the site of the current splash pad and Pavilion building. The existing playground was built before 2007 and will be ready for recapitalization during the project timeline. The replacement playground would integrate with the surrounding landscape to provide a variety of nature play opportunities. It would also be designed for inclusive play for children of all abilities and include accessible pathways. It would be designed for high volume use with robust play structures and resilient surfacing. The playground will also be funded through this Capital Project account, but the delivery method is not included with this proposal and may be tendered separately. The playground delivery will follow completion of this project and is expected late 2023.

DISCUSSION

A Non-binding Request for Proposals (NRFP) was publicly advertised on the Province of Nova Scotia's Procurement website May 14, 2021 and closed July 6, 2021. Design-Build proposals were received from the following companies:

Name of Company
Marco Construction Limited
PCL Construction Limited
Lindsay Construction Limited
Pomerleau Construction Limited

This award will procure a Design-Build team. The Design-Build team is multi-discipline and will provide design and construction services for the project. HRM staff will meet with the Design-Build team to provide over-sight and direction to ensure that the project meets the needs of the users.

A team consisting of staff from Corporate & Customer Services and Parks & Recreation, facilitated by Procurement, evaluated the proposals based on the criteria outlined in the NRFP.

The NRFP was scored using a two-envelope process. Envelope one (1) was the technical component of the NRFP (communication skills, team composition and experience, understanding of the Municipality's needs, business/technical solution, project management methodology). Envelope two (2) was the financial component of the NRFP.

Three proponents received 75 percent or greater from envelope one (1) and had their envelope two (2) opened and evaluated.

Value Engineering

As the pricing for the NRFP was greater than the approved budget, a value engineering exercise was

undertaken to reduce scope and costs. One of the significant savings was moving the planned facilities away from the Halifax Water infrastructure, thereby saving costs and risks with relocating this infrastructure. The value engineering price is the award price listed in this report.

Scope of work and schedule:

- New pool and splashpad,
- New landscaping, trees and shade structure,
- New facilities with public space, accessible public washrooms, change rooms, showers, and lockers.
- Solar PV panels and net zero ready,
- Demolition of existing Pavilion, spray park and pool.

It is anticipated that design work will commence within three weeks of the award. HRM building permits are expected to be issued in early/mid 2022, with construction to start shortly thereafter. The pool, splashpad, change and shower facilities are expected to open for the 2023 aquatic season.

FINANCIAL IMPLICATIONS

Budget Summary: General Contingency Reserve, Q421

Projected net available reserve balance, as of Q1	\$25,441,983
Unbudgeted withdrawal per recommendation #1	<u>\$ 1,538,135</u>
Projected net available balance	\$23,903,848

Based on the highest scoring proposal of \$17,389,000 plus net HST of \$745,293 for a net total cost of \$18,134,293, funding is available in the Approved 2021/22 Capital Budget from Project Account No. CB210020 – Halifax Common Pool Reconstruction and Project Account No. CB190008 – Energy Efficiency Initiatives. The budget availability has been confirmed by Finance.

Budget Summary: Project Account No. CB210020 – Halifax Common Pool Reconstruction

Cumulative Unspent Budget	\$16,604,730
Plus: Approved Increase	\$ 1,538,135
Less: Tender No. 21-164	<u>\$17,934,293</u>
Balance	\$ 208,572

Budget Summary: Project Account No. CB190008 – Energy Efficiency Initiatives

Cumulative Unspent Budget	\$1,370,355
Less: Tender No. 21-164	<u>\$ 200,000</u>
Balance	\$1,170,355

The project was estimated in the Approved 2021/22 Capital Budget at \$16,448,000 (net HST included). Remaining funds in CB210020 - Halifax Common Pool Reconstruction will be allocated for project contingency.

RISK CONSIDERATION

There is risk of unsuitable soil. HRM staff have completed a sampling program to determine if the existing soil is suitable for building. However, the sampling has limitations and unsuitable soils may be found and may need to be removed from site, leading to increased costs.

Previous sampling has indicated contaminated soils are found at this site and may need to be removed from site, leading to increased costs. The effects are mitigated with a previously completed environmental site assessment, keeping materials onsite as a managed site as per Provincial regulations.

Construction safety will be mitigated by ensuring safe work practices and standards are met during the construction process through a construction safety program.

Local resident disruption will be mitigated by adherence to the HRM noise by-laws and control measures to reduce dust and debris and containment to the site.

Disruptions to traffic will be managed with traffic control plans as per HRM by-laws.

COMMUNITY ENGAGEMENT

Community engagement related the Halifax Commons Aquatic Project has been completed through the 2019 Long-Term Aquatic Strategy and identified the 2020/21 Capital Projects Budget. This project was a significant aspect in that consultation and has received support through these public processes.

ENVIRONMENTAL IMPLICATIONS

An Environmental Site Assessment and multiple Hazardous Materials Assessments have been completed. Hazardous materials have been identified on site and will remain onsite as a managed hazardous site as per Provincial regulations.

ALTERNATIVES

The Audit & Finance Standing Committee may choose to recommend that Regional Council:

1. Not approve the increase to 2021/22 Capital Project Number CB210010 – Halifax Common Pool Reconstruction. This may result in the tender being cancelled and re-issued with a reduced scope of work.
2. Not award the tender. This is not recommended by staff as this project is required for Parks & Recreation to meet the needs of this community and is part of the Long-Term Aquatic Strategy.

ATTACHMENTS

None

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.

Report Prepared by: Greg MacKay, A/Manger, Building Infrastructure, Facility Design & Construction
902.233.5171

- Original Signed -

Report Approved by: _____
Darren Young, A/Director, Facility Design & Construction 902.476.9295

- Original Signed -

Report Approved by: _____
Nalini Naidoo, A/Executive Director, Parks & Recreation, 902.476-7587

- Original Signed -

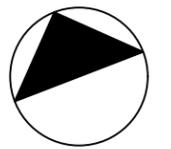
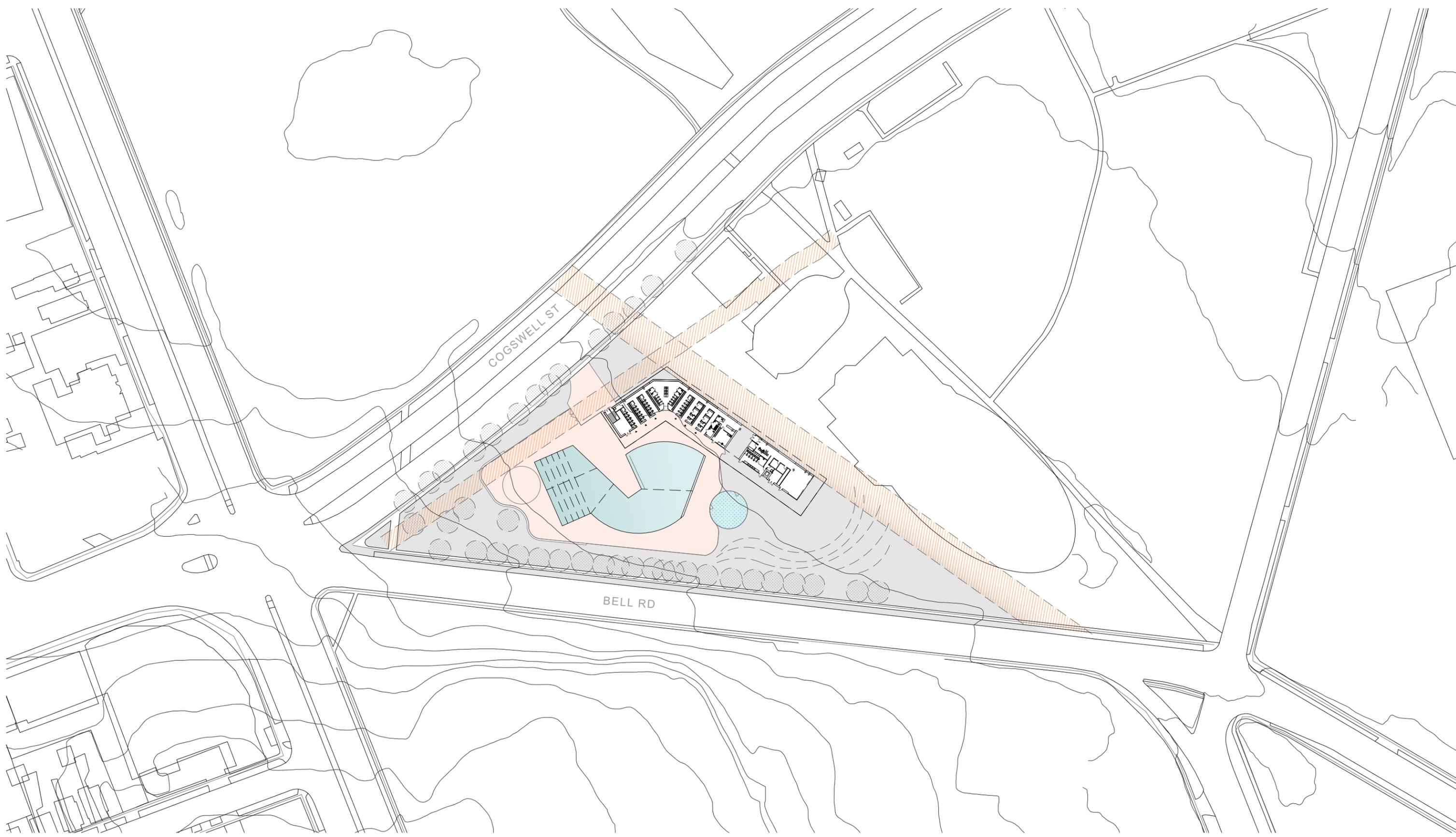
Financial Approval by: _____

Jerry Blackwood, Executive Director/CFO, Finance & Asset Management, 902.490.4630

- Original Signed -

Procurement Review:

Jane Pryor, Director, Procurement, Finance & Asset Management
902.490-4200

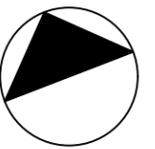




- PUBLIC POOL FACILITIES
- HRM STAFF
- COMMUNITY AREA
- PUBLIC YEAR ROUND WASHROOMS
- SERVICES

HALIFAX COMMONS POOL | Proposed Plan

1:200





Drawing Key Notes

A - Aquatic Area

- 1 Building (see pg.16 for building)
- 2 Loading & emergency access
- 3 Arbour w/ loungers
- 4 Patio tables & umbrellas
- 5 Unit paver patio area
- 6 Leisure pool w/ swimming lanes
- 7 Spray features - beach theme (in pool)
- 8 Seat wall & railing
- 9 Splash pad - brook / meadow theme
- 10 Lifeguard chairs (x3)
- 11 Activity wall
- 12 Perimeter fence & plantings

B - Nature Playground

- 1 Boardwalk edge w/ arbour
- 2 Shaded seat edge
- 3 Woodland play w/ cocoons
- 4 Custom spider climber w/ web net
- 5 Custom bee play feature
- 6 Nature play
(Balancing logs & stumps, climbing boulders)
- 7 Kiddie bug riders
- 8 Wood stump climbing feature & hill slide
- 9 Woodpecker towers
- 10 Water play activity station
- 11 Brook play w/ butterfly canopy features
- 12 Willow tunnel
- 13 Sand / rock play

C - Egg Pond & Recreation

- 1 Natural rock seat edge
- 2 Arbour & rock seating
- 3 Basketball court
- 4 Seat wall
- 5 Fence
- 6 Existing skate park w/ improved access and greening
- 7 Enhanced heritage wall
(paving band w/ inscriptions, trees, lighting, benches)

D - Sun Deck

- 1 Sculptural benches
- 2 Patio tables & umbrellas

E - Open Space

- 1 Aspen meadow
- 2 Pedestrian pathway
- 3 Shade plantings
- 4 Meadow
- 5 Ornamental garden
- 6 Grove