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Item No. 5
Halifax Regional Council
June 14, 2022

TO: Mayor Savage and Members of Halifax Regional Council

SUBMITTED BY: Original Signed by 

Jacques Dubé, Chief Administrative Officer

DATE: May 25, 2022

SUBJECT: Cogswell District Project Update Report #1

INFORMATION REPORT

ORIGIN

September 14, 2021 Regional Council motion (Item 11.1.6):

MOVED by Councillor Mason, seconded by Councillor Smith

THAT Halifax Regional Council:

1. Suspend the rules of procedure under Schedule 2, the Audit and Finance Standing Committee Terms of Reference, of Administrative Order One, the Procedures of the Council Administrative Order, requiring the Standing Committee to review and make recommendations on proposals coming to the Council outside of the annual budget or tender process;
2. Award Tender No. 21- 003, Request for Tender - Cogswell District Project to the lowest bidder meeting specifications, Dexter Construction Ltd. for a Total Tender Price of \$95,663,633.52 (net HST included) with funding from Capital Account No. CT000007- Cogswell Interchange Redevelopment as outlined in the Financial Implications section of the staff report dated September 6, 2021;
3. Approve an increase to RFP 16-047 (PO# 2070765948) to WSP for design services required to cover additional work to support the extended tender bid period in the amount of \$26,665.93 (net HST included) from Capital Account CT000007- Cogswell Interchange Redevelopment as outlined in the Financial Implications Section of the staff report dated September 6, 2021;
4. Approve an increase to Project CT000007 – Cogswell Interchange Redevelopment in the amount of \$27,531,946 with funding to be provided by debt financing, as outlined in the Financial Implications Section of the staff report dated September 6, 2021;
5. Give First Reading to proposed By-law S-316, amending By-law S-300, Respecting Streets as set out in Attachment A of the staff report dated September 6, 2021 to mandate the undergrounding of utility infrastructure in the Cogswell District; and
6. Direct the Chief Administrative Officer to report back to Regional Council with project status updates on a semi-annual basis.

MOTION PUT AND PASSED

LEGISLATIVE AUTHORITY

Purposes of Municipality

7A The purposes of the Municipality are to

- (a) provide good government;
- (b) provide services, facilities and other things that, in the opinion of the Council, are necessary or desirable for all or part of the Municipality; and
- (c) develop and maintain safe and viable communities.

Council and Chief Administrative Officer relationship

34(1) The Chief Administrative Officer is the head of the administrative branch of the government of the Municipality and is responsible to the Council for the proper administration of the affairs of the Municipality in accordance

with the by-laws of the Municipality and the policies adopted by the Council.

Responsibilities of Chief Administrative Officer

35(1) The Chief Administrative Officer shall ... (e) carry out such additional duties and exercise such additional responsibilities as the Council may, from time to time, direct

BACKGROUND

On September 14, 2021 Regional Council awarded Tender 21-003¹ to Dexter Construction Ltd. for construction of the Cogswell District Project and requested bi-annual updates on the progress of the four-year project. The purpose of this report is to provide the first project update since tender award. This report highlights construction progress to date, anticipated activities in the next six months, and updates on benefits realization, budget, schedule, and project risks.

DISCUSSION

A. CONSTRUCTION ACTIVITY

The following construction activities have been completed since award of the project tender in September 2021:

- Establishment of a Project Laydown site (fenced storage area for equipment, construction trailers, pipe and other materials).
- Establishment of weekly construction meetings with utility partners, Dexter, and WSP (project designer and contract manager).
- Pre-construction works on Upper Water Street in December 2021 involving installation of gas pipe and planning for removal of major telecommunications infrastructure.
- Phase 1 permit issued on March 15, 2022 permitting construction for the next 24 months.
- Focus of work since March has been on the creation of four detour roads (Attachment A) which will permit the establishment of large off right-of-way work zones within the project area and provide alternate vehicular and pedestrian routes through the site.
- Vehicular movement through the interchange has been modified in the following ways: two ramp closures, closure of northbound lanes within the main portion of the interchange and modification of the centreline to maintain two-way traffic, closure of the south side of Cogswell Street and Albemarle access (Detour Road 3), conversion of north side of Cogswell Street to two-way traffic.

¹ [First Reading By-law S-316, Amending By-law S-300, Respecting Streets and Award - Tender No. 21-003, Cogswell District Project - Sep 14/21 Regional Council | Halifax.ca](#)

- Mass excavation in areas of Detour Roads 1 and 2; relocation of surplus material to parcel acquired from DND to be used for construction of the roundabout.
- Removal of existing power and telecommunication infrastructure to facilitate construction of Detour Roads 1 and 2 and installation of new servicing infrastructure (sanitary, storm, power) including district energy pipe and laterals.
- Provision of safe, modified pedestrian movements through the construction zone.
- Planning for temporary extension of the Barrington multi-use path (MUP) to provide enhanced active transportation facilities through the construction zone.
- Completion of outstanding land acquisitions with DND and Canadian Apartment Properties Real Estate Investment Trust (CAPREIT).

The following construction activities are expected to be completed in the next 6 months (November 2022):

- Completion of Detour Roads 1 and 2 , including underground services, allowing for realignment of northbound/southbound vehicular traffic through the project area. Detour Roads 1 and 2 are expected to open in early fall at which time the central part of the interchange and remaining ramps will be closed.
- Completion of final condition street realignment and pedestrian activated crossing at Upper Water Street and Hollis Street.
- Closure of Valour Way at Upper Water Street and Upper Water Street at Cornwallis & Barrington (Detour Road 4) to allow commencement of construction of roundabout.
- Completion of the temporary Barrington MUP through the site.
- Completion of land acquisition from Metropolitan Entertainment Group (MEG) Holdings and easement agreement with Great West Life Realty Advisors (GWLRA).
- Commencement of construction of Granville Park.
- Installation of new underground power, telecommunication, and water infrastructure on Detour Road 3 (south side Cogswell Street).
- Relocation of DND Water Fuel and Environment (WFE) compound to new compound constructed at Willow Park as per land sale agreement.

B. BENEFITS REALIZATION

There are numerous initiatives directly or indirectly tied to the construction project that will provide broader benefits beyond those associated with the removal and replacement of the Cogswell interchange infrastructure. The following is an update on those benefits:

- i) Social Benefits
 - Further to the requirements of the construction contract, Dexter has engaged two community liaisons from the African Nova Scotian and Mi'kmaw communities to aid in the development and implementation of Workforce and Supplier Diversity plans.
 - A Social Benefits Advisory Committee, representing 5 equity seeking groups, has been established to aid Dexter and the Cogswell team in the development and implementation of the plans.
 - One job fair has been held and several others are planned.
 - Progress and outcomes from the Cogswell social benefit program will be reported to Regional Council via the semi-annual project updates.
- ii) Art & Commemoration
 - The Cogswell Art & Commemoration Program has been delayed due to staff resources and the commencement of construction.
 - To assist, Parks and Recreation have agreed to lead the Art & Commemoration Program, with assistance as required by the Cogswell team.
 - A project charter has been drafted. Work on the program will recommence in the Fall.

- iii) **Bikeway Integration Projects**
 - The Cogswell design plan has been tweaked to prepare for the integration of the Lower Street bikeway, once finalized.
 - Work continues regarding integration of the planned Cogswell Greenway and proposed modifications to bike lanes on Brunswick Street south of Cogswell Street.
 - Investigation of opportunities to extend the Cogswell Greenway from Brunswick Street to the Commons continues. A separate report on this issue will be presented to Regional Council in Fall 2022.

- iv) **MPS/ LUB Amendments for Building Design**
 - A report to reinstate the MPS/LUB amendment process for building design and zoning requirements within the project area is being prepared by Planning & Development staff. The report will be presented to Regional Council in late 2022. The report will outline a proposed public engagement process and seek direction from Regional Council on the scope and breadth of the amendment process.
 - Recommendations regarding affordable housing within the Cogswell District will be considered as part of the planning process and presented in the proposed amendment package.

- v) **Rick Hansen Gold Certification**
 - Work continues towards the designation of Rick Hansen Gold Certification for the Cogswell District. Changes to the design as a result of construction are being monitored considering Rick Hansen accessibility criteria.

C. SCHEDULE/ SCHEDULE IMPACTS

- A baseline schedule was provided by Dexter in September 2021 prior to construction commencing. The schedule showed a construction duration of 42 months, with completion in Winter 2025.
- Delays in commencing construction were encountered in the late fall/ early winter as a result of a) utility infrastructure not being located where expected, b) unanticipated time frames to have existing utility (telecommunication) infrastructure relocated, and c) new opportunities to repair existing infrastructure causing delays due to re-design requirements.
- A revised project schedule has been submitted by Dexter. The revised schedule is under review by the project team. Any significant deviations in schedule and resulting impacts, will be reported separately to Regional Council.

D. BUDGET STATUS

- Spend to date from the approved \$122.6M budget is \$9.97M, representing 8.13% of the budget.
- Spend to date represents expenditures for the design phase, pre-construction activities, and 1 month of construction. Details are outlined in the table below:

Cogswell Interchange Project
Q3 and Q4 2021/22
(in thousands of dollars)

	Q3 and Q4 2021/22	As of Q2 2021/22	Project Total	Budget
Base Program Costs				
Dexter Contract	2,488	-	2,488	95,664
Construction Contingency	-	-	-	14,350
Total Base Program Costs	2,488	-	2,488	110,013
Other Costs				
Professional Services	380	2,861	3,241	4,580
Fees & Permits	1,120	133	1,253	939
Land Acquisition	539	22	562	2,500
Internal PMO Charges	292	2,132	2,424	4,607
Total Other Costs	2,331	5,149	7,480	12,626
Total Cost	4,819	5,149	9,968	122,640
Funding				
Operating		250	250	250
Land Sales: Reserve funding - SOL Reserve				104,390
Reserve funding: Reserve Other	4,733	4,821	9,554	18,000
Total Funding	4,733	5,071	9,804	122,640

- Cost sharing agreements have been finalized for gas, power, telecom, and district energy infrastructure. Negotiations for cost sharing on sanitary, storm and water services continue and should be completed by Q2 2022.
- Cost sharing monies will be used to reduce gross project costs and/ or fund project soft cost contingencies or scope adjustments.

E. RISKS

A risk register was developed for the project prior to the design phase and is now being maintained for the construction phase. Key risks identified and being managed over the past 6 months include:

- Supply chain issues have surfaced for many materials required for the project, particularly underground pipe and service fixtures, street light cabling, controllers and fixtures, bus shelters, and general construction materials. Managing this risk is the responsibility of the contractor and has been managed to date by placing early orders for materials and reusing existing equipment, on a temporary basis, where possible. It is anticipated some supply chain issues will impact the schedule.
- The quality and completeness of existing underground infrastructure information is proving to be a challenge in the early days of the project. While this issue was identified as a risk, the extent to which errors and omissions in existing underground infrastructure data has exceeded previous expectations.

F. COMMUNICATION

Communication continues to be a very important component of the project. The following communication approaches / mechanisms have been implemented to date:

- Weekly construction meetings with partner utilities to ensure close coordination and responsiveness.
- Monthly meetings with first tier stakeholders (i.e. abutting property owners) to provide project updates and discuss issues and concerns specific to each property. Weekly meetings are held, often on site, with property owners when construction directly impacts their property.
- Bi-monthly meetings with second tier stakeholders (i.e. those who have specific interest in the project), including but not limited to the Downtown Halifax Business Commission, Spring Garden Road Business Association, Gottingen Street Business Commission, Halifax Port Authority, Develop NS, Ambassadors, Atlantic Truckers Association, Halifax Partnership, Halifax Chamber of Commerce, Halifax Harbour Bridge Commission, etc.
- Two site tours conducted with abutting property owners which were well received.
- Outreach presentations to groups as requested. 8 presentations were conducted in the last 6 months.
- A construction app is under development and will provide the travelling public with the most current information on how to safely and effectively navigate through the project. The app will include all transportation modes. It is being developed by WeUsThem, a local business.
- Public Service Announcements (PSAs) are issued for all modifications to travel routes through the project. On average, two PSAs have been issued per week since March.
- Monthly drone aerial coverage has been arranged for the project. As well, time lapse cameras are being installed to record the progress of the project.

FINANCIAL IMPLICATIONS

There are no financial implications arising from this report as this is an information report and does not contain recommendations. An update on the project budget is provided in the Discussion section.

COMMUNITY ENGAGEMENT

See “Communication” updates in the Discussion section.

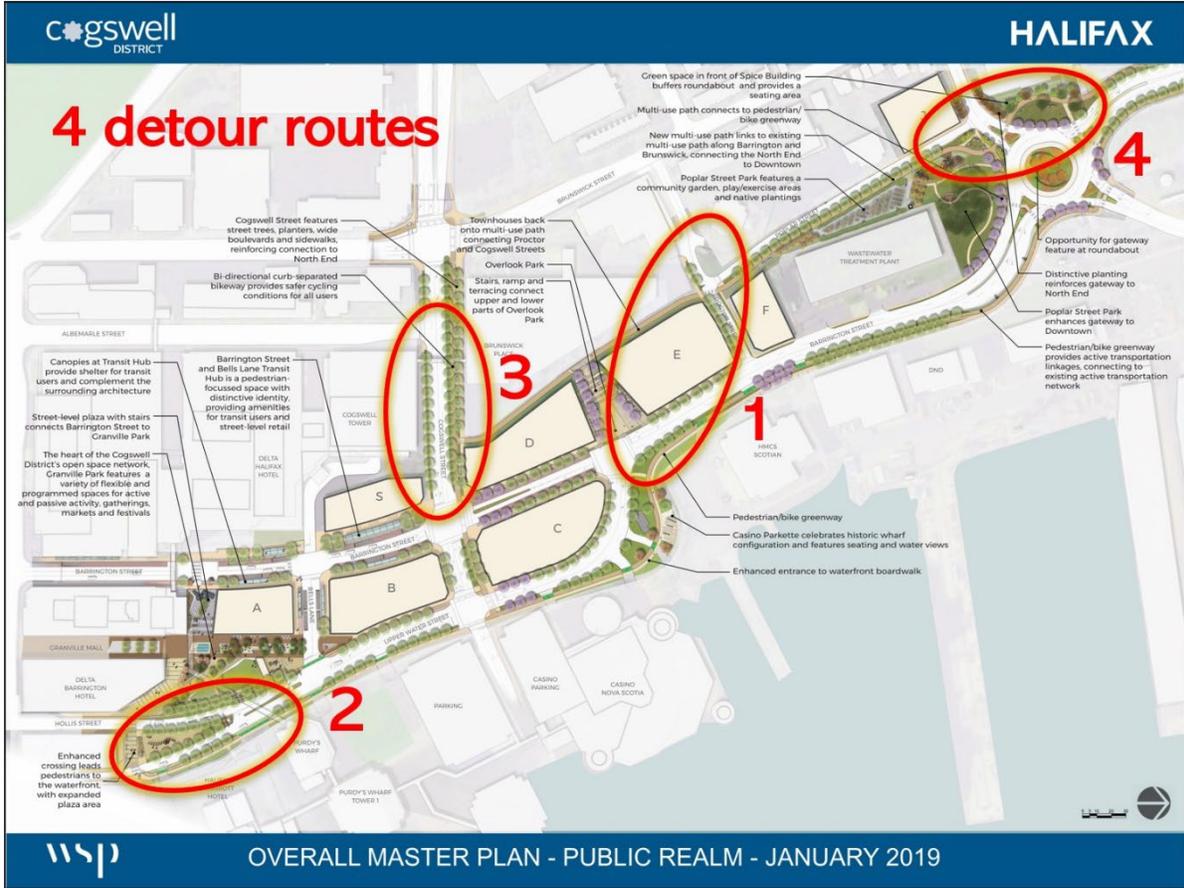
ATTACHMENTS

Attachment A: Detour Roads

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: Donna Davis, Project Manager- Cogswell District Project, 902.476.8486

ATTACHMENT A- DETOUR ROADS



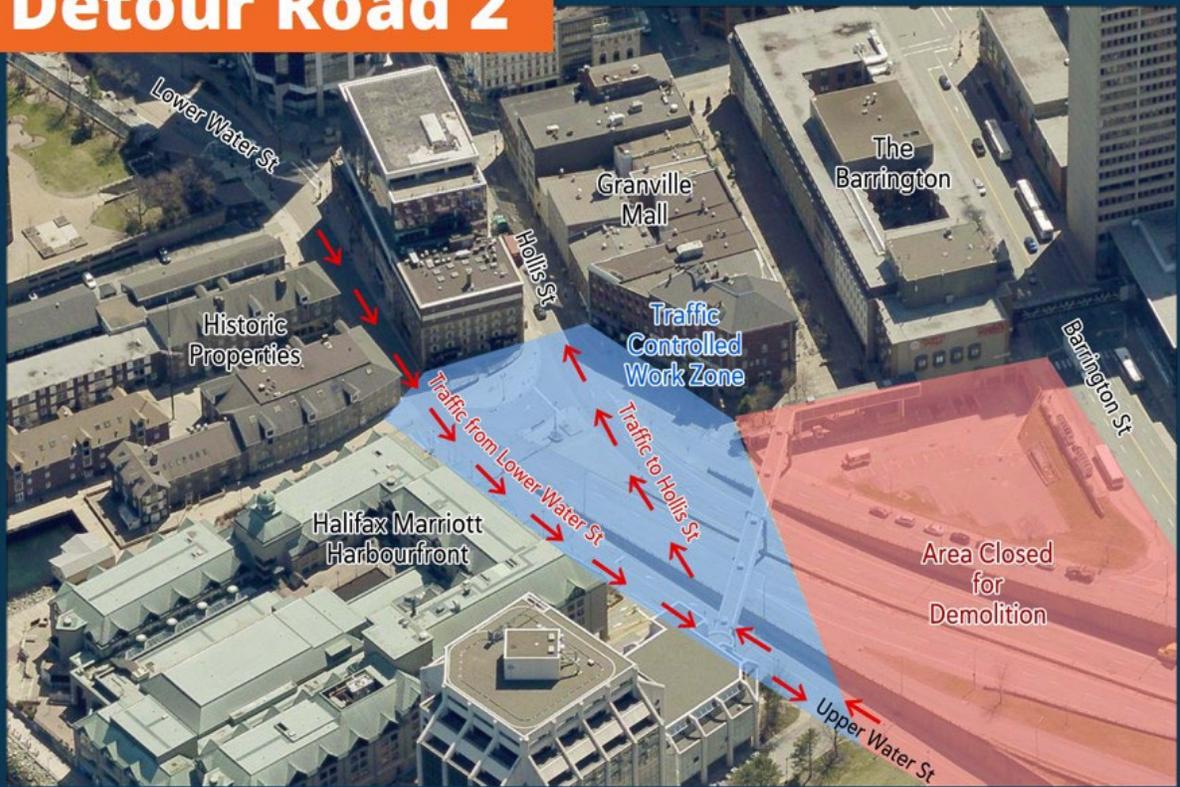
Detour Road 1 (initial phase)



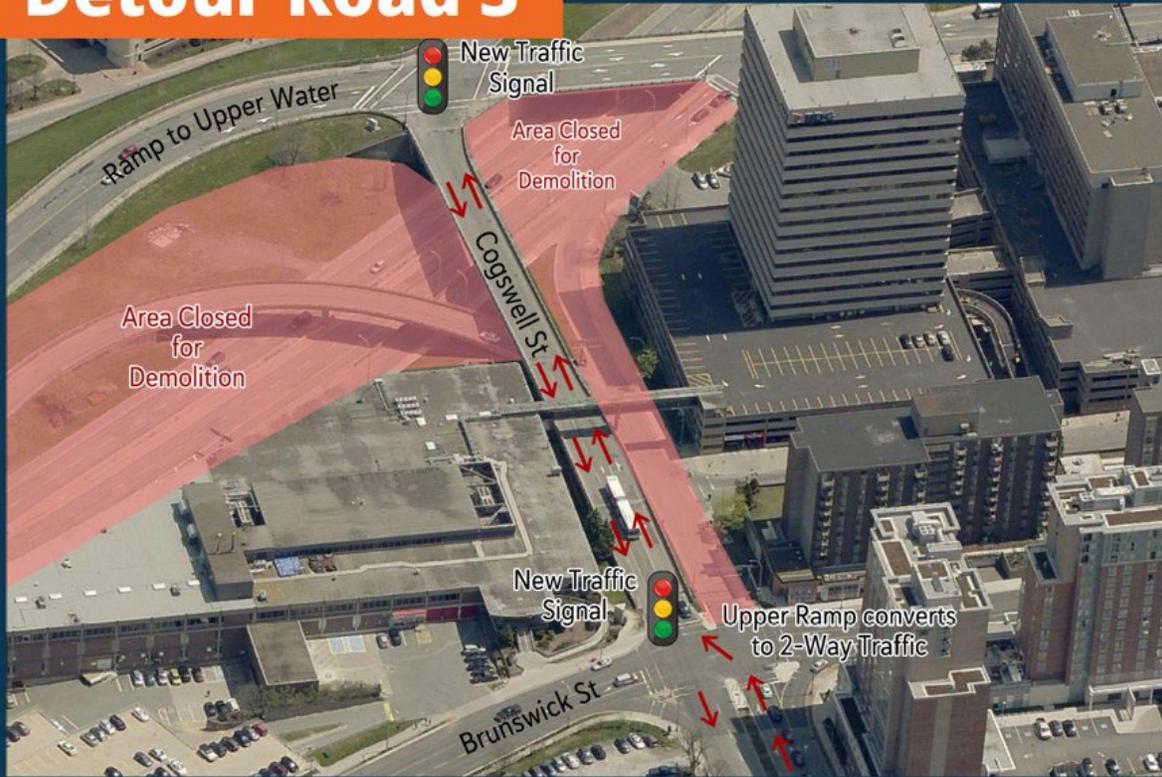
Detour Road 1 (completed)



Detour Road 2



Detour Road 3



Detour Road #4

