

HALIFAX

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Item No. 15.1.7
Halifax Regional Council
July 12, 2022

TO: Mayor Savage and Members of Halifax Regional Council

Original Signed by 

SUBMITTED BY: _____
Jacques Dubé, Chief Administrative Officer

DATE: July 6, 2022

SUBJECT: Award – Tender 22-163 – Keshen Goodman Library Renovation

ORIGIN

The approved 2022/23 Capital Budget, Supplemental Report Page B40 (Keshen Goodman Library Renovations – CB190010).

LEGISLATIVE AUTHORITY

The Municipality may spend money for municipal purposes in accordance with section 79A of the *Halifax Regional Municipality Charter*. The recommended contract award complies with all of the pre-requisites for awarding contracts as set out in section 26 of Administrative Order 2020-004-ADM, the *Procurement Policy*. Section 28 of the *Procurement Policy* provides that Halifax Regional Council may approve contract awards of any amount.

RECOMMENDATION

It is recommended that Regional Council:

1. Waive the requirement for the Audit and Finance Standing Committee to review and make a recommendation to Council regarding the withdrawal of funds from CI200002 Finance & HR Optimization Project and approve an increase to Capital Project Number CB190010 Keshen Goodman Library Renovations, in an amount of \$2,765,310 (net HST included) for a total combined 2022/2023 Budget of \$5,914,820 (net HST included) as per the Financial implications section of this report.
2. Award Tender 22-163, Keshen Goodman Library Renovations to the lowest bidder meeting specification, Avondale Construction, for the amount of \$7,183,609 (net HST included) with funding from Project Account No. CB190010 - Keshen Goodman Library Renovations and CB190008 - Energy Efficiency Initiatives, as outlined in the Financial Implications section of this report.

BACKGROUND

Keshen Goodman Public Library provides critical social infrastructure in the rapidly expanding Clayton Park area. The branch typically welcomes over 400,000 visitors a year, providing 70,000 computer bookings, facilitating over 225,000 WiFi connections, and offering over 1,500 free library programs. Keshen Goodman also circulates a high volume of books and other materials. The branch is only 1/5th of the size of the Halifax Central Library but circulates 85% of its material volume.

Due to rapid population growth and changing community demographics, it is anticipated that there will be significant increases in branch usage over the coming years. Improvements to the existing library space are essential to maintain quality services, as the existing branch is too small to accommodate the current library usage rates. The catchment area of the Keshen Goodman branch was predicted to grow by 11% in the 20 years after the library opened (2000-2020), however it had already doubled from 33,372 to 66,795 by 2016. Modest population projections anticipate a neighbourhood population of between 69,492 and 83,787 by 2026.

Public library space guidelines recommend a baseline of 0.7 gross square footage (GSF) per capita, and Keshen Goodman currently provides only 0.37 GSF per capita. This is approximately half the minimum space recommended for a neighbourhood of this density. Upon completion of the renovation, the library will remain significantly undersized based on these guidelines.

Keshen Goodman Library serves a very diverse community, providing space for collaboration, connection, reading, tutoring, language learning support and community volunteering. The library's proximity to Halifax West High School means that many teens spend their lunch and outside-of-class hours at the branch. The surrounding neighbourhood includes many apartment and condominium buildings which house a high proportion of seniors and many newcomer families.

Keshen Goodman has extensive language learning programs, homework support for youth, and a welcoming environment that is vitally important for newcomers to Halifax. In the 2016 Census, 16.9% of the population served by Keshen Goodman identified themselves as immigrants and 14.5% indicated a language other than English or French as their first language. These rates are significantly higher than the Halifax Regional Municipality overall figures of 9.3% and 7% respectively. Libraries are uniquely positioned to engage newcomers by encouraging participation and facilitating connections within the Municipality.

Impacts already being experienced at the branch due to population growth include:

- Customers are denied access to programming and community events due to capacity limits.
- Customers are denied access to English Language Learning due to space limitations, and there is currently a significant waiting list for this programming.
- The staff work area is currently too small to process the volume of materials effectively and efficiently.
- There is poor noise isolation between quieter and louder spaces.
- There is inadequate access to seating due to lack of furniture and poor functional space.
- There is inadequate access to computers due to lack of space for technology.
- There is a lack of dedicated teen space.

Keshen Goodman provides critical social infrastructure for newcomers including equitable access to language learning, technology and social opportunities that are essential for integrating with the larger community. Library seating and programming for seniors, and others who may live alone, is important for reducing social isolation and poor health outcomes. Welcoming spaces and opportunities for youth engagement have major impacts on the mental health and educational outcomes of young people living in this community. The renovation project will be essential for maintaining and improving this critical social infrastructure.

The overarching goals of the project are to provide enhanced branch services for this growing community, to improve building accessibility, and to advance energy efficiency. The renovation will include a building addition, providing an updated workspace and delivery service area for Halifax Public Libraries staff. There will be exterior improvements to the outdoor library and parking lot, enhancing accessibility and providing further outdoor programming opportunities for the community.

Interior renovations to the branch include the establishment of a new reception area, teen computer lab, gaming area, and training rooms. The existing Thomas Raddall room and existing program rooms will be enhanced, and interior finishes and lighting will be upgraded. Acoustic treatments will be added to improve noise control within the branch, and the universal washroom adjacent to the children’s area will be renovated to meet the latest accessibility standards.

The HalifACT 2050 action plan outlines initiatives to reduce emissions for all communities within the Municipality. The Keshen Goodman Library renovation project has received \$330,000 of funding from the Investing in Canada Infrastructure Program’s climate mitigation stream. These funds will support the incorporation of a new air handling unit and energy management systems into the design of the renovation and addition.

DISCUSSION

Tenders were called on April 22, 2022, with a closing on June 8, 2022. Bids were received from the following companies:

Name of Company	Bid Price (net HST included)
*Avondale Construction	\$ 7,183,609
Blunden Construction	\$ 7,706,736
PCL Constructors	\$ 7,905,609

***Recommended Bidder**

Scope of work and Schedule:

- Building expansion
- Interior renovations
- Exterior improvements
- New air handling unit
- Energy upgrades
- Accessibility upgrades

Work is planned to commence two weeks following award and shall be completed within 600 calendar days.

FINANCIAL IMPLICATIONS

Budget Summary: Project CI00002 – Finance & HR Optimization

Cumulative Unspent Budget	\$ 17,473,332
Less: Transfer to Project #CB190010	\$ 2,765,310
Balance	\$ 14,708,022

Based on the lowest bid price of \$7,183,609 (net HST included), funding is available in the Approved 2022/23 Capital Budget from Project Account No. CB190010 - Keshen Goodman Library Renovations and Project Account No. CB190008 – Energy Efficiency Initiatives. The budget availability has been confirmed

by Finance.

Budget Summary:	<u>Project No. CB190008 – Energy Efficiency Initiatives</u>	
	Cumulative Unspent Budget	\$ 14,410,573
	Less: Tender No. 22-163	<u>\$ 1,720,719</u>
	Balance	\$ 12,689,854

Budget Summary:	<u>Project No. CB190010 – Keshen Goodman Library Renovations</u>	
	Cumulative Unspent Budget	\$ 3,149,510
	Plus: Approved Increase	<u>\$ 2,765,310</u>
	Less: Tender No. 22-163	<u>\$ 5,462,890</u>
	Balance	\$ 451,930

*The balance of funds represents a 6% construction contingency.

The Keshen Goodman Renovation project had an Approved 2022/2023 Project Budget at \$4,871,244 (net HST included) with funds from Project Account No. CB190010 - Keshen Goodman Library Renovations, as well as Project Account No. CB190008 - Energy Efficiency Initiatives. Increase in price is likely due to supply chain concerns, rapidly rising inflation effects and complexities associated with project phasing. Staff evaluated a value engineering exercise, however, given the cost of redesign efforts, the constraints of the Procurement Policy, and potential delays, it was not recommended.

RISK CONSIDERATION

- Safety: Mitigated through contractor's safety plan.
- HPL operational impacts: Mitigated through coordination meetings.
- Financial: Mitigated by a contingency to allow for unforeseen items.

ENVIRONMENTAL IMPLICATIONS

There are no significant environmental implications associated with the recommendations in this report.

ALTERNATIVES

1. Regional Council may choose to not approve the increase to 2022/23 Capital Project Number CB190010 Keshen Goodman Library Renovations. This would result in the tender being cancelled and re-scoped.

ATTACHMENTS

N/A

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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