



**SUBJECT: Tender Award - EICS-21-45 Mountainside Pool Revitalization**

**TO: Environment, Infrastructure & Community Services Cttee.**

**FROM: Environment, Infrastructure and Community Services**

Report Number: EICS-15-21

Wards Affected: 3

File Numbers: 175-07

Date to Committee: September 13, 2021

Date to Council: September 21, 2021

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**Recommendation:**

Award the Request for Tender (RFT) EICS-21-45 for Mountainside Pool Revitalization to Chandos Construction Ltd. for \$6,545,925.00 including H.S.T and provisional item(s); and

Authorize the Manager of Procurement Services to issue an internal purchase order to the bidder named above; and

Authorize the additional funding of \$1,050,000 from a transfer of \$600,000 of funding from the Infrastructure Renewal Reserve Fund and \$450,000 from the Corporate Accessibility Implementation Project; and

Authorize the City Clerk to prepare and submit for consideration by Council the debenture by-law; and

Authorize the Mayor and City Clerk to sign any required agreements in a form satisfactory to the Executive Director of Legal Services and Corporation Counsel; and

Approve the total cost of \$6,950,000.00 (Net H.S.T) be charged to Capital Order CC0043 and funded as detailed in Appendix B attached.

**PURPOSE:**

**Vision to Focus Alignment:**

- Support sustainable infrastructure and a resilient environment

- Building more citizen engagement, community health and culture
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## **Executive Summary:**

The outdoor concrete pool at Mountainside was constructed in 1962 and has reached the end of its lifecycle. The pool is forecasted to be closed September 2021 for a period of 1 year to construct a new pool, replace pool filtration systems and replace aged site services.

In consultation with the community during the design phases several amenities were added based on public feedback and discussion. These additional amenities include:

- Providing a 50m lap area to expand the play all day experience to lap swimmers
- Maintaining current amenities such as the splash pad and waterslide
- Providing ample pool space and amenities for all age ranges and abilities
- Meeting AODA requirements to provide barrier-free access
- Adding a beach entry with spray features
- Adding a rock-climbing wall
- Increasing the amount of shaded areas

The lowest compliant bid is \$1,000,000 more than was dedicated to this project in the capital budget. Staff are recommending that the additional amount be funded using the 2021 Infrastructure Levy that was returned due to funding secured through the Safe Restart Agreement and a draw from the Corporate Accessibility Implementation capital project.

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## **Background and Discussion:**

### **Background**

The City owns and operates the 50-metre outdoor pool situated in the Mountainside neighbourhood, which is well-used and serves as an aquatic recreation destination for the entire city. The pool, splash pad and waterslide are very popular and well utilized, serving an average of 27,000 participants in a wide variety of activities including recreational swimming, lap swimming and learn-to-swim programs each summer. As one of two large outdoor pools, serving the North Burlington community, Mountainside pool is an extremely popular recreation destination. The City is looking to revitalize this popular public outdoor pool to continue to serve the community for years to come.

The concrete pool tank at Mountainside Community Centre was constructed in 1962 and has reached the end of its lifecycle requiring replacement. In addition to the pool

tank, the mechanical filtration equipment, pool deck, slide and shade structures have also reached the end of their lifecycles and will also be replaced.

In 2010 a splash pad was added to the facility. In 2014 a revitalized arena, pool changerooms and community rooms were added.

### Strategy/Process

In October 2020 the City of Burlington awarded an Architectural Consulting Services Contract to Architects Tillman Ruth Robinson Inc. "ATTR" (DA-82-20) to provide a complete design package and contract administration for this new pool.

During the design process, Cost Estimates were completed by a third-party cost consultant, Hanscomb Quantity Surveyors. The City completed two cost estimates; a Class C Estimate in February 2021 (+/- 15-20% accuracy) and a Class B Estimate (+/- 10-15% accuracy) in May 2021 as the design was finalized.

Due to the fact that the design began in October 2020 and was completed in May 2021, COVID construction related cost increases had a major impact on project estimates. These included:

- Lack of availability of labour due to sickness, recruiting or unavailability of replacement workers
- Social/physical distancing requirements leading to productivity disruptions leading to schedule delays and added costs
- Site shutdowns due to outbreaks, government mandated industry shutdowns
- Supply chain disruptions, shipping interruptions for international specialized products relating to pools leading to delays and added costs

Additional design was completed between estimates which also increased scope and costs. These additions included:

- Perimeter pedestrian walkway for accessibility
- Rough in lights for potential evening swim activities, additional security & safety
- Concealed work for sanitary lines and structural items
- Fencing modifications for site safety, accessibility and aesthetics.

A summary of changes is shown below:

	Scope increase between Class B and C Estimates	Cost Increases between estimates	
<b>PRICING VARIATIONS FROM DESIGN PROGRESSION</b>		<b>\$ 470,000</b>	
	Pool construction	\$ 300,000	
	Waterslide	\$ 150,000	
	Artificial turf	\$ 20,000	

ADDED SCOPE			\$ 280,000
	Barrier Free Walkway (Accessibility)	\$ 140,000	
	Rough in for Site Lighting for Night Swim	\$ 60,000	
	Sanitary Replacement	\$ 60,000	
	Basement Column	\$ 5,000	
	Picket Fence to Chain-link	\$ 15,000	
COVID IMPACTS (~5%)			\$ 250,000
		<b>TOTAL</b>	<b>\$ 1,000,000</b>

Prior to Tendering, three (3) General Contractors were prequalified (RFPQ-21-502) to ensure qualified and competent bidders. All three (3) General Contractors submitted pricing, as noted in attached Appendix A.

Based on the approval of this report, the project will commence immediately in October 2021 and be completed by Summer of 2022.

It is important to note, the proposed timelines may be impacted by uncontrollable variables such as pandemic related pauses/ delays, shipment delays and weather, etc. Any adjustments or changes to the project timelines will be communicated accordingly.

### Design Enhancements & Considerations

Design enhancements were integrated and made compatible with the current park, designated woodlot, community amenities and energy efficient technology.

Key priorities and service enhancements of this revitalization include:

- Maintaining the overall size of the pool and surface area of the pool
- Providing a 50m lap area to expand the play all day experience to lap swimmers
- Maintaining current amenities such as the splash pad and waterslide
- Providing ample pool space and amenities for all age ranges and abilities
- Meeting AODA requirements to provide barrier-free access
- Adding a beach entry with spray features
- Adding a rock-climbing wall
- Increasing the amount of shaded areas

This pool project was designed with users of all ages in mind. A water slide near the pool and spray features within the beach entry are perfect for children of all ages, while the hydrotherapy jets in the leisure bench area provides adults and seniors a perfect place to relax and refresh. The 3 lane 50m lap pool and leisure pool will be used for recreational and instructional programs.

A beach entry is preferred, which starts at a zero depth, allowing young children and new swimmers to gradually make their way to deeper waters as their skills develop. The beach entry also features solid-stream jets with Wildwood themed spray features. Furthermore, the beach entry also encourages and supports wheelchair/accessible access. The beach entry includes a ramp with handrails along both edges to enable people of all abilities to enjoy the pool.

The lap area of the pool features three 50m lanes and includes a dedicated ramp improving access. The new pool layout provides the opportunity for the community to enjoy lap swimming all day. In addition to the pool's overflow system design, which collects water from the surface, the main drains enable the circulation of the water from the bottom of the pool.

A covered spectator area, adjacent to the lap pool will be included making it ideal for families and provides necessary shade.

The final feature is the single flume water slide. The body slide comprises a single open flume with multiple corkscrew turns before bathers exit into the run-out splash area.

### **Provision Items and Options**

The waterslide was added in the contract as a provisional item. The price of the water slide was an additional \$250,000 during the time of tender which is above the \$150,000 forecasted during the May 2021 estimate. This cost increase is a result of specialized fabrication, limited supplies and high demand as a result of COVID. It was determined that the waterslide be included to ensure that the existing amenities are maintained at the pool.

The option of canceling the tender due to the price increase is not recommended for several reasons:

- This is the only outdoor pool North of the QEW and thus an important community amenity
- There is no guarantee when and if pricing pressure due to supply chain and labour related to COVID will resolve to pre-COVID conditions
- The City faces a reputational risk with the industry having pre-qualified contractors who have pursued preparing tenders for this project in good faith
- A structural review was completed in 2018 indicating the pool should be replaced within 3 years because the concrete pool tank walls are deteriorating, and the floor of pool tank has cracked

### **Asset Management Considerations**

The City's asset management plan assumed a like for like replacement of the facility. The addition of several enhancements increases the scope of this project and will impact future funding renewal requirements as additional features were added over the original 1962 construction.

## Financial Matters:

### Total Financial Impact

The total capital budget approved amount is \$5,900,000. The total cost for this project at tender award is now estimated to be \$6,950,000 for an overage of \$1,050,000. As mentioned earlier in this report, COVID-19 and accessibility upgrades has impacted the tender pricing.

Staff is recommending that the additional funding be provided from the 2021 Infrastructure Levy that was returned and the Corporate Accessibility Implementation Project.

2021 Infrastructure Levy (IRRF)	\$600,000
Corporate Accessibility Implementation Project (BD0058)	\$450,000
Total Additional Funding Needed	\$1,050,000

### Source of Funding

See Appendix B.

### Other Resource Impacts

NA

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## Climate Implications

With the implementation of this project we are presented with an opportunity to reduce energy consumption and emissions at the Mountainside Pool facility.

In recent years the facility (excluding the arena) has had total annual operational emissions of approximately 52t CO<sub>2</sub>e. Natural Gas accounts for approximately 97% of these emissions and the remaining 3% for electricity use. Since this project does not modify the existing pool house HVAC system or domestic water systems and focuses only on the operation of the pool itself, the project can affect 66% of the total site emissions (34t CO<sub>2</sub>e).

The two main sources of emissions for a pool's operation are pool heating and water pumping. To address these sources of emissions, we have included the following measures:

- Variable Frequency Drives (VFD) to reduce the speeds of all pool pumps

- Higher efficiency boiler to reduce natural gas use.
- Heat Recovery on makeup water to the pool to reduce the amount of heat required from the boiler.
- Additional to the above equipment, a Building Automation System will be installed to control temperature setpoints, schedules and flow rates based on schedules.

By including the above measures into the scope of the project, the estimated reduction in emissions is 6.6 t CO<sub>2e</sub> per year, which is approximately a 13% reduction of the total facility emissions.

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### **Engagement Matters:**

A communication plan was developed utilizing the inform and consult levels of public engagement to inform the broader community of the upcoming closure and future recommendations of the pool. Community stakeholders, program providers, the Burlington Accessibility Committee and Seniors Advisory Committee provided input into the design phase of the project.

Engagement tactics included a survey for residents and families to provide input on the pool features and amenities. This survey was included in the 'Get Involved Burlington' project page, and an update to the project webpage on the city's website.

Public consultation was held with community stakeholders, existing user groups and the Burlington Accessibility Advisory Committee throughout the design stage of the project to ensure all user needs are considered and best practices in accessibility are utilized.

An outgoing message to the broader community was issued which included a message of closure dates. Information on the project is available for the community on the project's webpage and through the Mountainside Get Involved Page on the City's website. Engagement with the community and pool users at Mountainside has continued this summer through the "Mark Your Memories" campaign. This includes several activities that encourages residents to share their favorite memories and stories of swimming at Mountainside pool and participate in a free swim to celebrate the last day of swimming at Mountainside this summer.

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### **Conclusion:**

Staff recommend that the RFT be awarded to Chandos Construction Inc. in the amount of \$6,545,925.00 including H.S.T and provisional item(s) for the construction and revitalization of Mountainside Pool. This revitalization incorporates significant service enhancements as requested by the community during the public engagement process.

It is also staff's recommendation to transfer an additional \$600,000 of funding from the Infrastructure Renewal Reserve Fund and \$450,000 from the Corporate Accessibility Implementation Project so that construction of the Mountainside Pool project can proceed as planned.

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Respectfully submitted,

Jennifer Johnson

Senior Project Manager, Facilities and Buildings

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**Appendices:** (if none delete section)

- A. Procurement Information
- B. Financial Details
- C. Concepts

**Report Approval:**

All reports are reviewed and/or approved by Department Director, the Chief Financial Officer and the Executive Director of Legal Services & Corporation Counsel.

## Appendix A – Procurement Information

### Details

Advertised / Issue Date:	July 27, 2021
Advertised Method(s):	<input type="checkbox"/> OPBA <input checked="" type="checkbox"/> Bidding <input type="checkbox"/> Construction Association <input type="checkbox"/> Other (specify)
Closing Date:	August 19, 2021
Number of Bids Received:	3
Total Number of Compliant bids:	3

### Bid Results

The contract is awarded to the lowest compliant bidder. Provisional Pricing not included in bid total.

No.	Name of Company	Total Bid including HST
1	<b>Chandos Construction Ltd.</b>	\$6,262,841.94
2	<b>Bestco Construction (2005) Ltd.</b>	\$6,710,005.54
3	<b>Schilthuis Construction Inc.</b>	\$6,815,030.00

**Appendix B – Financial Details**

<b>Contract No.:</b> EICS-21-45	<b>Capital Order No.:</b> CC0043
<b>Report No.:</b> EICS-15-21	<b>Report Date:</b> August 20, 2021

	<b>PROJECT BUDGET</b>	<b>TENDER AWARD</b>
<b>CONTRACTED CONSTRUCTION</b>		
– Contracted Construction	\$ 4,500,000	\$ 5,542,388
– Provisional - Waterslide	\$ 300,000	\$ 250,466
– HST (1.76%)	\$ 84,480	\$ 101,954
<b>Subtotal Contracted Construction (Net HST)</b>	<b>\$ 4,884,480</b>	<b>\$ 5,894,808</b>
Construction Contingency (10%)	\$ 450,000	\$ 550,000
<b>Total Contracted Construction</b>	<b>\$ 5,334,480</b>	<b>\$ 6,444,808</b>
<b>INTERNAL COSTS</b>		
– Capital Works Project Management (3%)	\$ 175,000	\$ 175,000
– Site Plan & Building Permit, LEED® Application, etc.	20,000	\$ 45,000
– Other	\$ 5,000	\$ 5,000
<b>Total Internal Costs</b>	<b>\$ 200,000</b>	<b>\$ 225,000</b>
<b>EXTERNAL COSTS</b>		
– Consulting Fees	\$ 250,000	\$ 240,000
– Geotechnical, Inspections & Testing	\$ 40,000	\$ 40,000
<b>Total External Costs</b>	<b>\$ 290,000</b>	<b>\$ 280,000</b>
<b>TOTAL PROJECT COSTS (ROUNDED)</b>	<b>\$ 5,900,000</b>	<b>\$ 6,950,000</b>
<b>TOTAL PROJECT FINANCING</b>	\$	\$
<b>City Funding Sources</b>		
– Debt	\$ 3,600,000	\$ 3,600,000
– Infrastructure Renewal Reserve Fund	\$ 1,546,000	\$ 1,546,000
– Park Dedication Reserve Fund	\$ 641,500	\$ 641,500

– Other Reserve Fund	\$ 112,500	\$ 112,500
<b>Mountainside Pool Revitalization (CC0043)</b>	<b>\$ 5,900,000</b>	<b>\$ 5,900,000</b>
– 2021 Infrastructure Levy		\$ 600,000
– Corporate Accessibility Implementation Project (IRRF)		\$ 450,000
<b>Additional Funding Required</b>		<b>\$ 1,050,000</b>
<b>Total City Funding Sources</b>	<b>\$ 5,900,000</b>	<b>\$ 6,950,000</b>
<b>TOTAL FUNDING</b>	<b>\$ 5,900,000</b>	<b>\$ 6,950,000</b>

**Appendix C – Original & Concepts**

Original Pool





Concept of New Pool





tillmann  
architectsruth  
robinson

