

Report to Infrastructure and Corporate Services Committee

To: Chair and Members
Infrastructure and Corporate Services Committee

From: Kelly Scherr, P. Eng., MBA, FEC, Deputy City Manager,
Environment & Infrastructure

Subject: Contract Award: Tender RFT-2025-270 and Appointment of
Consulting Engineer – Highbury Avenue South
Reconstruction

Date: March 23, 2026

Recommendation

That on the recommendation of the Deputy City Manager, Environment and Infrastructure, the following actions **BE TAKEN** with respect to the award of contract for Highbury Avenue South Reconstruction project (RFT-2025-270):

- (a) The bid submitted by J-AAR Civil Infrastructures Limited, at its tendered price of \$25,455,593.35, excluding HST, **BE ACCEPTED**; it being noted that the bid submitted by J-AAR Civil Infrastructures was the lowest of 4 bids received and meets the City's specifications and requirements and is in accordance with Section 28.2 i) of the City of London's Procurement of Goods and Services Policy, following an Open Competitive Process conducted in compliance with applicable trade agreements;
- (b) Parsons Inc., **BE AUTHORIZED** to complete the contract administration and construction inspection for this project in accordance with the estimate, on file, at an upset amount of \$2,012,983.50 excluding HST, under Limited Tendering LT-2026-315, in accordance with Section 13.3 iii) (a) of the City of London's Procurement of Goods and Services Policy;
- (c) the financing for this project **BE APPROVED** as set out in the Sources of Financing Report attached, hereto as Appendix A;
- (d) the Civic Administration **BE AUTHORIZED** to undertake all the administrative acts that are necessary in connection with this project;
- (e) the approvals given, herein, **BE CONDITIONAL** upon the Corporation entering into a formal contract with the consultants for the work;
- (f) the approval given, herein, **BE CONDITIONAL** upon the Corporation entering into a formal contract for the material to be supplied and the work to be done relating to this project (RFT-2025-270); and,
- (g) the Mayor and the City Clerk **BE AUTHORIZED** to execute any contract or other documents, if required, to give effect to these recommendations.

Executive Summary

This report recommends award of the construction tender, RFT-2025-270 for Highbury Avenue South Reconstruction to J-AAR Civil Infrastructures Limited. This project represents a significant investment in the renewal of an important expressway connection within the City of London transportation network. The project will reconstruct Highbury Avenue South with asphalt pavement from the Thames River to Highway 401 where the infrastructure has reached the end of its service life. As part of this work, improvements will also be made at the Commissioners Road East ramp intersections, along with active transportation enhancements on Commissioners Road East. In addition, drainage upgrades will include the replacement or rehabilitation of three culvert crossings beneath the roadway.

The project also presents a cost-effective opportunity to complete necessary rehabilitations of the Bradley Avenue and Commissioners Road East underpass bridges. The bridges were last inspected in 2025 as part of the City's Asset Management Program and were assessed to be in overall poor to fair condition. The bridge lifecycle renewal work is being completed to extend the service life of the structures.

Recognizing their specific project knowledge and qualifications, this report seeks approval for the appointment of Parsons Inc. as the engineering consultant to undertake the construction administration phase required for the Highbury Avenue South Reconstruction project. Parsons Inc. successfully previously completed detailed design of this project and is recommended for the remaining construction administration phase. In accordance with the City's Procurement of Goods and Services Policy, Council approval of this consultant appointment is required.

Linkage to the Corporate Strategic Plan

Municipal Council's 2023-2027 Strategic Plan identifies Mobility and Transportation as a strategic area of focus. This report supports the Strategic Plan by identifying the building of infrastructure that provides safe, integrated, connected, reliable and efficient transportation choices.

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

- Civic Works Committee – October 30, 2018 – Appointment of Consulting Engineering: Rehabilitation of Wenige Expressway Bridge and Highbury Avenue South Preliminary, Detailed Design and Tendering
- Civic Works Committee – March 10, 2020 – Contract Award: Tender No. 20-15 Wenige Expressway Bridge Rehabilitation
- Civic Works Committee – December 14, 2021 – Appointment of a Consulting Engineering for the Highbury Avenue South Rehabilitation Project
- Civic Works Committee – February 21, 2024 – RFP 18-34 Contract Amendment for the Detailed Design for Highbury Avenue South Reconstruction

1.2 Background

1.2.1 Highbury Avenue South

Highbury Avenue South within the project limits shown on Figure 1 below is a major 4-lane north-south corridor for goods movement and commuters arriving in London via Highway 401 and neighbouring communities. Highbury Avenue South is classified as an expressway accommodating approximately 45,000 vehicles per day, with 15% trucks. This corridor (from south of Power Street to Highway 401) is the only City of London road with a posted speed limit of 100 km/h.

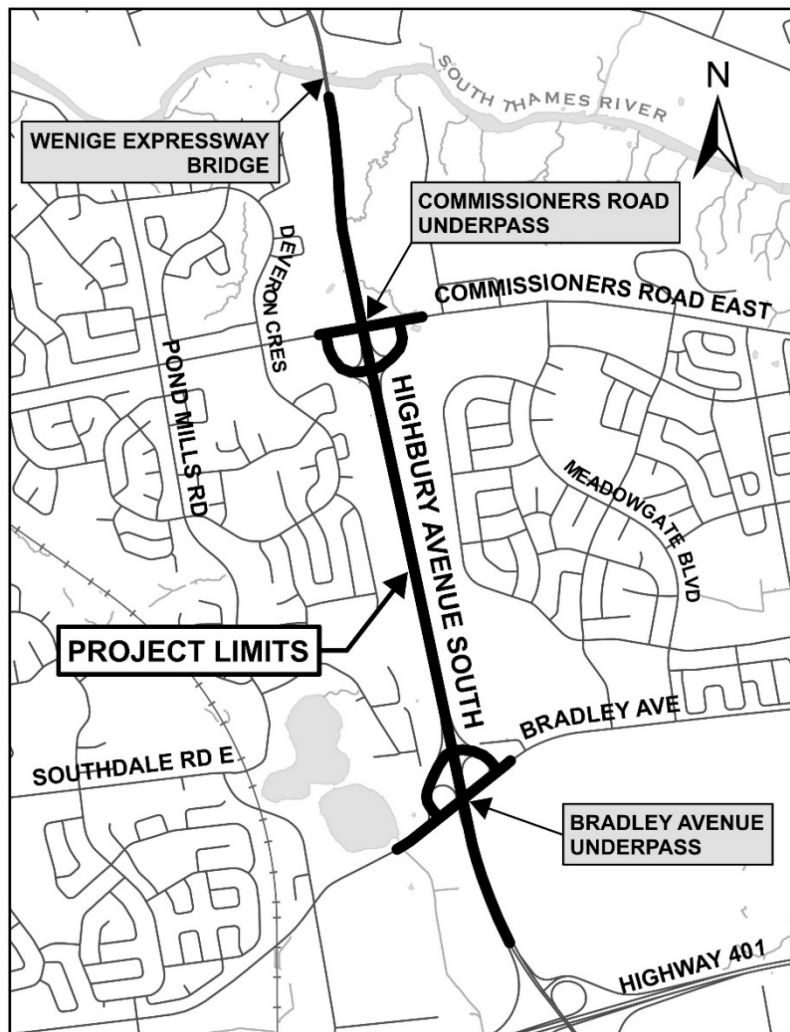


Figure 1: Highbury Avenue Reconstruction Project Limits on Highbury Avenue, Commissioners Road East and Bradley Avenue

Constructed in the early 1960s under the ownership of the Ministry of Transportation Ontario (MTO), the roadway consists primarily of concrete pavement sections; with some areas replaced or overlaid with asphalt over time.

The roadway was rehabilitated in 2008 and 2010 using diamond grinding to improve ride quality and friction. However, diamond grinding reduces pavement thickness and has limited repeat applications. Heaving, buckling, and pop-outs have since been observed. At approximately 60 years of age and subject to heavy truck traffic, the pavement has reached the end of its service life and requires full reconstruction.

Stormwater is conveyed through open ditches on either side of the roadway, as well as within the ditched median that separates the northbound and southbound lanes. A concrete median barrier separates the northbound and southbound lanes from Hamilton Road to south of the Thames River.

1.2.2 Bradley Avenue Underpass Bridge

The Bradley Avenue Underpass Bridge at Highbury Avenue was constructed in 1965 and is in fair to poor condition. The structure requires regular maintenance which includes scaling of loose concrete to keep it from falling to the Highbury driving lanes below. The minimum vertical clearance under the bridge is 4.65 m, which does not meet current standards. In 2023, a detailed bridge condition survey and preliminary structural design report was completed which recommended that minor rehabilitation be completed to extend the structure's service life by another 15 years, which is when the bridge will require replacement.

1.2.3 Commissioners Road East Underpass Bridge

The Commissioners Road Underpass Bridge at Highbury Avenue was constructed in 1965 and while some repairs have been carried out during its life, a major rehabilitation has not yet occurred. In 2023, a detailed bridge condition survey and preliminary structural design report was completed and recommended that major rehabilitation be completed to extend the structure's service life by another 30 years.

1.2.4 Culverts

All culverts within the project limits were evaluated through the City's Asset Management Program. This assessment identified two corrugated steel pipe (CSP) culverts on Highbury Avenue South as being in poor condition and recommended they be replaced in the near term. The assessment also identified the concrete box culvert south of Commissioners Road East as being in overall fair condition and recommended for rehabilitation.

2.0 Discussion and Considerations

2.1 Project Description

This project includes the following improvements.

Highbury Avenue South:

- Full reconstruction of the roadway structure with asphalt pavement;
- Addition of paved shoulders;
- Resurfacing of Commissioners Road East and Bradley Avenue interchange ramps;
- Street lighting upgrades;
- Reconstruction of traffic signals and accessibility improvements at the Commissioners Road East ramp intersections;
- Addition of a second northbound left-turn lane at the Commissioners Road East off-ramp;
- Phragmites treatment and removal;
- Replacement and upgrades to stormwater infrastructure;
- Corrosion protection for water supply infrastructure;
- Construction of earth berms for excess soil management;
- Coordination with City crews during annual maintenance activities; and,
- Restoration works.

Bradley Avenue Underpass:

- Replacement of asphalt pavement;
- Placement of concrete barrier in front of the existing barrier system;
- Concrete patch repairs to the deck soffit, girders, and fascia; and
- Increase in vertical clearance by lowering Highbury Avenue South as part of the road reconstruction.

Commissioners Road Underpass:

- Concrete patch repairs to the deck;
- Replacement of the waterproofing and asphalt system;
- Replacement of the expansion joints;
- Replacement of the barrier wall system;
- Widening of sidewalks;
- Concrete patch repairs to the deck soffit and girders, sidewalk, median, piers, pier caps, diaphragms, abutments, and wingwalls, where required; and

- Repair of deteriorated concrete slope paving.

Culverts:

- Replacement of two CSP steel pipe culverts on Highbury Avenue South; and
- Rehabilitation of one concrete box culvert on Highbury Avenue South, including concrete repairs and sediment cleanout.

2.2 Traffic Management and Communications

The construction of Highbury Avenue South and rehabilitation of the Bradley Avenue and Commissioners Road East underpasses will be coordinated with adjacent projects including the MTO's Highbury Avenue and Highway 401 interchange works and the City's Pond Mills Road and Commissioners Road East infrastructure renewal project.

A traffic staging plan has been developed and key impacts and mitigation measures include:

- Maintaining one lane per direction on Highbury Avenue South by diverting traffic between northbound and southbound lanes using temporary crossovers;
- Phased closures of Bradley Avenue and Commissioners Road East ramps with signed detours;
- Reduction of Commissioners Road East to one lane in each direction;
- Flagging operations on Bradley Avenue with limited weekend/night closures;
- Coordination of detours and signage with the MTO Highway 401 project; and,
- Ongoing coordination with London Transit Commission.

This traffic management approach balances mobility and access during all stages of construction while allowing the project to be completed in a timely and cost-effective manner.

The traffic management plan will be monitored and adjusted during construction based on traffic conditions. Public communications will be provided through the City's project webpage: <https://getinvolved.london.ca/highbury-south-rehab>, where the project status, updates, and upcoming traffic impact will be posted and social media.

2.2 Construction Schedule

Construction is anticipated to begin in May 2026 and continue over two construction seasons, with completion anticipated for November 30, 2027. The work is planned to be staged to ensure coordination with adjacent projects and is proposed as follows:

- 2026: Northern portion (Thames River bridge to south of Commissioners Road East), including the Commissioners Road underpass.
- 2027: Southern portion (south of Commissioners Road East to Highway 401), including the Bradley Avenue underpass.

3.0 Financial Impact/Considerations

3.1 Procurement Process

The request for tender (RFT) for the Highbury Avenue Reconstruction project was posted on January 14, 2026 and closed February 24, 2026. The tender allowed for asphalt and concrete pavement submissions to increase competition and achieve best value. Four contractors submitted bids as listed below, including contingency, and excluding HST:

Contractor	Company Name	Tender Price Submitted for <u>Asphalt</u> (with Adjustment)	Tender Price Submitted for <u>Concrete</u>
1	J-AAR Civil Infrastructures Limited	\$27,426,933.01	N/A
2	Dufferin Construction Company, A division of CRH Canada Group Inc.	\$29,755,329.09	\$34,487,352.80
3	Bre-Ex Construction Inc	\$28,086,845.76	\$34,631,520.81
4	GIP Paving Inc.	\$33,275,956.16	\$34,577,144.80

The tender included asphalt and concrete pavement options. Recognizing the two pavement types have different costs and life expectancies, an adjustment factor was applied to asphalt items for tender comparison purposes based on a lifecycle cost analysis. The adjusted values were used to determine the lowest compliant bid. The recommended award amount excludes the adjustment factor and represents the actual bid price.

All bids have been reviewed by the City's design consultant, Parsons Inc., and Civic Administration. No mathematical errors were found, and all bids were determined to be compliant with City requirements. Four bids were submitted proposing asphalt pavement and three bids for concrete. The submitted low bid from J-AAR Civil Infrastructures Limited is below the City's pre-tender estimate. The tender results indicate competitive pricing from the construction industry and represent good value for a project of this size, scope, and complexity. All tenders include a contingency allowance for unforeseen issues.

Funding for the project is available in the City's capital budgets as presented in the Source of Financing attached as Appendix A.

As per Section 28.2 i) of the City of London's Procurement of Goods and Services Policy, following an Open Competitive Process conducted in compliance with applicable trade agreements, City Council must approve award of tenders greater than \$6,000,000.

3.2 Consulting Services

Parsons Inc. was awarded the detailed design of Highbury Avenue Reconstruction by Council in December 2021. The assignment was further expanded in February 2024 to include additional detailed design activities associated with the rehabilitation of the Bradley Avenue and Commissioners Road underpass structures over Highbury Avenue South. With the consultant's specific knowledge and experience on the earlier detailed design phases of the project, a proposal for construction contract administration and inspection was requested. Staff have reviewed the fee submission for this phase of this project, including the time allocated to each project task, along with hourly rates provided by consultant. The review confirmed that the time allocations were appropriate. The appointment of Parsons for this phase of work is supported by an approved Limited Tendering process (LT-2026-315).

In accordance with Section 13.3 iii) (a) of the Procurement of Goods and Services Policy, Civic Administration is recommending that Parsons Inc. be authorized to carry out the remainder of engineering services, as the contract administrator, and complete the project for a fee estimate of \$2,012,983.50 including contingency and excluding HST.

Section 13.3 iii) (a) states:

- iii) where the required Deliverables can only be provided by a particular Supplier, and no alternative or substitute exists for any of the following reasons:
 - (a) competition is absent for technical reasons; including situations where the deliverables are Professional Consulting Services and it is determined, based on documented rationale, that only one Supplier is capable of providing the required services due to their unique qualification, specific project knowledge, such that engaging another supplier would not meet project requirements or would lead to inefficiencies, incompatibility, or undue costs.

Staff have confirmed that no reasonable alternative consultant firm could provide these services without material duplication of professional work, loss of continuity of engineering responsibility, and increased technical and financial risk to the City. Engaging another consultant at this stage would result in inefficiencies and undue costs and would not meet the project requirements.

The continued use of Parsons Inc. on this project for the construction administration and construction supervision phase is of financial advantage to the City because the firm has specific knowledge of the project and has undertaken work for which duplication would be required if another firm were to be selected. The City's requirement for the creation of record drawings following construction, requires the reviewing professional engineer to seal the drawings based on field verification and ongoing involvement. This requirement promotes consultant accountability for the design. As per Section 28.2 i) of the Procurement of Goods & Services Policy, City Council must approve award of limited tenders greater than \$133,800.

3.3 Operating Budget Impacts

Anticipated annual operating costs associated with additional infrastructure is summarized below:

Service Area	Rationale	Increase in Annual Operating Cost
Traffic Engineering	Additional maintenance of pedestrian crossings, streetlights and electrical equipment.	\$23,735

The property tax supported operational budget impacts will be addressed as part of the annual assessment growth case process.

Conclusion

Highbury Avenue South Reconstruction project is necessary to replace the roadway as it has reached the end of its service life. The project will also rehabilitate the bridge structures over Highbury Avenue South along Bradley Avenue and Commissioners Road East, extending the service life of the structures. The stormwater infrastructure in poor condition will also be replaced and rehabilitated.

Civic Administration has reviewed the tender bids and recommends J-AAR Civil Infrastructures Limited be awarded the construction contract for Highbury Avenue Reconstruction at the submitted tender price of \$25,455,593.35, excluding HST.

Parsons Inc. has demonstrated an understanding of the City's requirements for this project, and it is recommended that Parsons continue as the consulting engineer for the purpose of contract administration and construction supervision services, as it is in the best financial and technical interests of the City.

Prepared by: Sarah Grady, P.Eng.
Division Manager, Transportation Planning and Design

Submitted by: Doug MacRae, P.Eng., MPA
Director, Transportation & Mobility

Recommended by: Kelly Scherr, P.Eng., MBA, FEC
Deputy City Manager, Environment & Infrastructure

Appendix A – Sources of Financing Report

c: Vakul Arora, Procurement & Supply
Paul Yanchuk, Transportation Planning & Design
Steven Funk, Transportation Planning & Design
Ramy Gabr, Parsons Inc.

Appendix "A"

#26038

March 23, 2026

Chair and Members
Infrastructure and Corporate Services Committee

RE: RFT-2025-270 and Appointment of Consulting Engineer - Highbury Avenue South

(Subledger LD260013)

Capital Project TS144624 - Road Network Improvements (Main)

Capital Project TS176321 - Bridge Major Upgrades

Capital Project EW352523 - Watermain Corrosion Protection Program

Capital Project EW352524 - Watermain Corrosion Protection Program

Capital Project EW260925 - Culvert Replacement Program

Capital Project TS406721-Traffic Signals Maintenance

Capital Project TS512319 - Street Light Maintenance

Capital Project TS512320 - Street Light Maintenance

J-AAR Civil Infrastructures \$25,455,593.35 (excluding HST, Including Contingency)

Parsons Incorporated \$2,012,983.50 (excluding HST, Including Contingency)

Finance Supports Report on the Sources of Financing:

Finance Supports confirms that the cost of this project can be accommodated within the financing available for it in the Capital Budget and that, subject to the approval of the recommendation of the Deputy City Manager, Environment and Infrastructure, the detailed source of financing is:

Estimated Expenditures	Approved Budget	Committed To This Date	This Submission	Balance for Future Work
TS144624 - Road Network Improvements (Main)				
Engineering	1,860,003	153,266	1,706,737	0
Construction	23,965,425	3,084,181	20,881,244	0
Traffic Signals	3,229	3,229	0	0
TS144624 Total	25,828,657	3,240,676	22,587,981	0
TS176321 - Bridge Major Upgrades				
Engineering	744,870	495,536	231,519	17,815
Construction	8,807,730	5,156,099	3,132,875	518,756
City Related Expenses	20,000	629	0	19,371
TS176321 Total	9,572,600	5,652,264	3,364,394	555,942
EW352523 - Watermain Corrosion Protection Program				
Construction	966,368	856,485	106,330	3,553
EW352524 - Watermain Corrosion Protection Program				
Engineering	57,489	0	12,207	45,282
Construction	1,152,794	1,152,794	0	0
EW352524 Total	1,210,283	1,152,794	12,207	45,282
ES260925 - Culvert Replacement Program				
Engineering	300,000	5,300	31,449	263,251
Construction	1,900,000	760,626	244,827	894,547
ES260925 Total	2,200,000	765,926	276,277	1,157,797
TS406721-Traffic Signals Maintenance				
Engineering	497,676	308,593	26,276	162,807
Construction	1,791,995	956,802	832,869	2,324
Traffic Signals	2,616,883	2,447,046	0	169,837
City Related Expenses	1,987	1,987	0	0
TS406721 Total	4,908,541	3,714,428	859,144	334,969
TS512319 - Street Light Maintenance				
Engineering	162,589	152,206	10,383	0
Construction	1,781,956	1,563,938	218,018	0
Traffic Signals	283,243	283,243	0	0
TS512319 Total	2,227,788	1,999,387	228,401	0
TS512320 - Street Light Maintenance				
Engineering	181,875	98,627	32,839	50,409
Construction	1,522,640	1,031,329	487,450	3,861
Traffic Signals	1,139,372	1,139,372	0	0
TS512320 Total	2,843,887	2,269,328	520,289	54,270
Total Expenditures	\$49,758,124	\$19,651,288	\$27,955,022	\$2,151,814

Appendix "A"

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Capital Project TS512320 - Street Light Maintenance

J-AAR Civil Infrastructures \$25,455,593.35 (excluding HST, Including Contingency)

Parsons Incorporated \$2,012,983.50 (excluding HST, Including Contingency)

Sources of Financing	Approved Budget	Committed To Date	This Submission	Balance for Future Work
TS144624 - Road Network Improvements (Main)				
Capital Levy	4,000,122	3,240,676	759,446	0
Canada Community-Building Fund	17,208,342	0	17,208,342	0
Drawdown from Transportation Renewal Reserve Fund	4,620,193	0	4,620,193	0
TS144624 Total	25,828,657	3,240,676	22,587,981	0
TS176321 - Bridge Major Upgrades				
Capital Levy	1,084,644	1,084,644	0	0
Canada Community-Building Fund	3,771,574	3,771,574	0	0
Drawdown from Capital Infrastructure Gap Reserve Fund	4,716,382	796,046	3,364,394	555,942
TS176321 Total	9,572,600	5,652,264	3,364,394	555,942
EW352523 - Watermain Corrosion Protection Program				
Capital Water Rates	966,368	856,485	106,330	3,553
EW352524 - Watermain Corrosion Protection Program				
Capital Water Rates	1,210,283	1,152,794	12,207	45,282
ES260925 - Culvert Replacement Program				
Drawdown from Sewage Works Renewal Reserve Fund	2,200,000	765,926	276,277	1,157,797
TS406721-Traffic Signals Maintenance				
Capital Levy	4,266,846	3,713,528	553,318	0
Drawdown from Capital Infrastructure Gap Reserve Fund	640,795	0	305,826	334,969
Other Contributions	900	900	0	0
TS406721 Total	4,908,541	3,714,428	859,144	334,969
TS512319 - Street Light Maintenance				
Capital Levy	2,055,783	1,900,113	155,670	0
Drawdown from Capital Infrastructure Gap Reserve Fund	72,731	0	72,731	0
Other Sources	99,274	99,274	0	0
TS512319 Total	2,227,788	1,999,387	228,401	0
TS512320 - Street Light Maintenance				
Capital Levy	2,667,304	2,269,328	397,976	0
Drawdown from Capital Infrastructure Gap Reserve Fund	176,583	0	122,313	54,270
TS512320 Total	2,843,887	2,269,328	520,289	54,270
Total Financing	\$49,758,124	\$19,651,288	\$27,955,022	\$2,151,814

Appendix "A"

#26038

March 23, 2026

Chair and Members
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RE: RFT-2025-270 and Appointment of Consulting Engineer - Highbury Avenue South
(Subledger LD260013)
Capital Project TS144624 - Road Network Improvements (Main)
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Capital Project TS512319 - Street Light Maintenance
Capital Project TS512320 - Street Light Maintenance
J-AAR Civil Infrastructures \$25,455,593.35 (excluding HST, Including Contingency)
Parsons Incorporated \$2,012,983.50 (excluding HST, Including Contingency)

Financial Note (Engineering):	TS144624	TS176321	EW352524	ES260925	TS406721
Contract Price	\$1,524,744	\$204,775	\$10,797	\$27,816	\$23,241
Add: Contingency	152,474	20,478	1,080	2,782	2,324
Total Contract Excluding Taxes	1,677,218	225,253	11,877	30,597	25,565
Add: HST @13%	218,038	29,283	1,544	3,978	3,323
Total Contract Including Taxes	1,895,256	254,536	13,421	34,575	28,888
Less: HST Rebate / ITC	-188,519	-23,017	-1,214	-3,126	-2,612
Net Contract Price	<u>\$1,706,737</u>	<u>\$231,519</u>	<u>\$12,207</u>	<u>\$31,449</u>	<u>\$26,276</u>

Financial Note (Engineering):	TS512320	Engineering Total
Contract Price	\$38,613	\$1,829,985
Add: Contingency	3,861	182,998
Total Contract Excluding Taxes	42,474	2,012,983
Add: HST @13%	5,522	261,688
Total Contract Including Taxes	47,996	2,274,671
Less: HST Rebate / ITC	-4,774	-223,262
Net Contract Price	<u>\$43,222</u>	<u>\$2,051,409</u>

Financial Note (Construction):	TS144624	TS176321	EW352523	ES260925	TS406721
Contract Price	\$18,262,973	\$2,740,048	\$92,998	\$214,129	\$728,436
Add: Contingency	2,257,117	338,642	11,494	26,464	90,027
Total Contract Excluding Taxes	20,520,090	3,078,690	104,491	240,593	818,464
Add: HST @13%	2,667,612	400,230	13,584	31,277	106,400
Total Contract Including Taxes	23,187,702	3,478,920	118,075	271,870	924,864
Less: HST Rebate / ITC	-2,306,458	-346,045	-11,745	-27,043	-91,995
Net Contract Price	<u>\$20,881,244</u>	<u>\$3,132,875</u>	<u>\$106,330</u>	<u>\$244,827</u>	<u>\$832,869</u>

Financial Note (Construction):	TS512319	Construction Total
Contract Price	\$617,010	\$22,655,593
Add: Contingency	76,256	2,800,000
Total Contract Excluding Taxes	693,266	25,455,593
Add: HST @13%	90,125	\$3,309,228
Total Contract Including Taxes	783,391	28,764,821
Less: HST Rebate / ITC	-77,923	-2,861,209
Net Contract Price	<u>\$705,468</u>	<u>\$25,903,612</u>

Financial Note Total Award:	Total Award
Contract Price	\$24,485,578
Add: Contingency	2,982,998
Total Contract Excluding Taxes	27,468,577
Add: HST @13%	\$3,570,916
Total Contract Including Taxes	31,039,493
Less: HST Rebate / ITC	-3,084,471
Net Contract Price	<u>\$27,955,022</u>

Note 1: There will be additional annual operating cost of \$23,735 to Traffic Engineering.