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Date May 30, 2022 **Report No.** 2022-350

To Chair and Members
Police Station Task Force

From Inderjit Hans, P. Eng., PMP
General Manager, Public Works Commission

1.0 Type of Report

Consent Item	<input type="checkbox"/>
Item For Consideration	<input checked="" type="checkbox"/>

2.0 Topic **Brantford Police Services Facility Redevelopment Project Update [Financial Impact - None]**

3.0 Recommendation

- A. THAT Staff Report 2022-350 – Brantford Police Services Facility Redevelopment Project Update BE RECEIVED.

4.0 Background

On April 25, 2022 staff report # 2022-282 - Brantford Police Services Facility Redevelopment Project Alternative Options Comprehensive Analysis was presented to the Police Station Task Force. The report which directed staff to move forward with Alternative 1 as detailed and recommended in the report and to proceed with the detailed design phase of the project and to present updated construction costs based on the detailed design to the 2023 Estimates Committee was received and the resolution was carried by the Task Force.

At the meeting committee members requested additional information updates from staff to be presented to the Task Force at the next meeting. The following

report will provide an update on the Brantford Police Services Facility Redevelopment Project and respond to the information requested by the Police Station Task Force. The information being requested is as follows;

1. Provide information on the floodplain by-law.
2. Provide information related to crime in the downtown and how having a building there could impact this.
3. Provide a high level estimate on costs of off-site temporary space during renovations.
4. Provide a property value evaluation of the Elgin Street property.
5. Provide a status review/update on the project. (requested via email after the Task Force meeting).
6. Provide an update on the hiring of a Project Manager (requested via email after the Task Force meeting).

5.0 Analysis

5.1 Floodplain By-Law

In the consultant's report titled "Brantford Police Alternate Development Options" which was presented to the Police Station Task Force (PSTF) on April 25, 2022, three alternative development options were explored. These included Alternative 1 – Reduced Scope Renovation/Expansion, Alternative 3 – New Building on Other Sites and Alternative 4 – Decentralization.

Alternative 3 identified several sites within the upper and lower downtown core for consideration as possible locations for a new police headquarters building. A majority of these sites are located within the floodplain and Special Policy Area 1 of the City of Brantford Official Plan (OP). Section 6.1.2.b.ii of the OP states that new essential emergency services consisting of police, fire and ambulance stations shall not be permitted. These site locations are also identified within the Zoning Bylaw with an "F" prefix. Section 6.28.1.2.14 of the bylaw does not permit a police station to be developed within this zone.

Condensed pages from the City of Brantford Official Plan (OP) in reference to Special Policy Area (SPA) 1 and Section 6.28 of the Comprehensive Zoning Bylaw are provided in **Appendix A**.

5.2 Impact on Downtown Crime

The Police Station Task Force requested information related to crime and how having a building in the downtown could impact this. The Brantford Police Service has responded to this request with the following:

1. There is no research to suggest and it is unclear if locating the police headquarters building in the downtown would contribute to a reduction in crime or create a perception of safety.
2. Options such as, a police presence in a current facility, such as the Laurier Brantford campus and/or enforcement programs, such as the Special Constable project, could assist with enhancing our presence and a sense of security downtown.

The full response from the Brantford Police Service is provided as **Appendix B**

5.3 Off-Site Temporary Space Costs

With the recommendation to proceed with Alternative 1 there may be a requirement to provide temporary off-site space for Police Services staff during the renovation and expansion of the current facility on Elgin Street. During detailed design the prime consultant will develop a phasing plan to be utilized during construction. Various options for temporary office space, or swing space, within the existing building, including the new additions that will be constructed, could alleviate a good portion of additional space requirements. Even with this phasing plan off-site temporary accommodations may be required to alleviate any disruptions to providing service that may occur.

The November 2020 staff report, 2020-498 – Status of 399 Wayne Gretzky Parkway, directed staff to place a 3 year hold on listing the property for sale and to proceed to plan for temporary uses including the Police Services Headquarters renovation and expansion project. The availability of the Tourism Centre at 399 Wayne Gretzky Parkway provides an existing City owned facility that can be utilized for this purpose and save costs on temporary accommodations. Some minor renovations to the approximate 11,400 square feet of available space may be required to temporarily accommodate police service functions but most of the space is office type space which can be utilized for administrative functions.

If this amount of space was required to be provided from other sources the lease costs alone could be approximately \$300,000 per year, plus leasehold improvement costs at a maximum of \$1,000,000. This would result in a total cost of approximately \$1,600,000 for a leased facility during a 2 year construction period.

The availability of the Tourism facility presents an opportunity to avoid costs for temporary accommodations should they be required.

5.4 Elgin Street Property Value

The Real Estate Services department contracted Ellens & Associates Inc. to perform an investigation and analysis of the current Brantford Police Services property located at 344 Elgin Street. The purpose of this investigation was to appraise the current market value of the property. Should an alternative site location become the direction of the project then the proceeds of the sale of the Elgin Street property could be put towards the project costs.

The report concludes that the hypothetical market value estimate of the property as of May 12, 2022, subject to extraordinary assumptions and limiting conditions, to be \$10,000,000.

The original intent of the project to renovate and expand the current Police Headquarters facility at the Elgin Street property included purchasing land from Enbridge Inc. This approximately 2 acres of land was appraised at a value of \$1.36 million which would increase the value of the current Elgin Street property by that amount.

Full details of the report, Concise Appraisal Report of 344 Elgin Street Brantford, Ontario is provided in **Appendix C**.

5.5 Project Status Review

The current Brantford Police Services Headquarters building located at 344 Elgin Street is owned by the City of Brantford (City) and is designed to support the operations of the Brantford Police Services as a tenant. Policing services provided to the City are governed by the Police Services Board under the requirements of the Police Services Act.

The current building was constructed in 1991, and was expanded in 2006. Due to growth and changes in police practices, the current facility no

longer meets the needs of the Police Service. The building is undersized, most functions are operating in cramped and unsuitable conditions, and many components and systems are reaching the end of its service life. In early 2021 the City and the Brantford Police Services Board approved a re-development plan to provide adequate space for current needs and future growth. This plan comprised of the design and construction of an expansion and renovations to the existing Police Headquarters building. This is the plan that is identified as Alternative 1 - Reduced Scope Renovation/Expansion as detailed in the prime consultant's report presented to the PSTF on April 25, 2022.

Table 1 below details the project milestones achieved to date.

Table 1 - Project Milestones

Project Milestones	Date Completed
Pre-Consultation Meeting with City Planning Department	January 2021
RFP Issued for Prime Consulting Services	July 2021
RFP Evaluations for Prime Consulting Services	September/October 2021
Contract Award to RPL Architects	October 2021
Project Kick-off Meeting	October 28, 2021
Functional Programming Reviews and Stakeholder Meetings	November/December 2021
Pre-Design Report	January 2022
Alternate Development Options Review	February 2022
Alternate Development Options Report & Class D Cost Estimate	April 2022

Table 2 below is a review of future project milestones and the anticipated completion date. These anticipated completion dates are based on approval to proceed with the recommended option by June 28, 2022.

Table 2 - Future Project Milestones

Future Project Milestones	Anticipated Completion Date
Schematic Design Phase	October 2022
Detailed Design Development Phase	December 2022
Construction Documents Development Phase	May 2023
Tender/Procurement Phase	July 2023
Contract Administration/Construction Phase	July 2025
Substantial Completion	August 2025
Project Close-out Phase	September/October 2025
Warranty Phase	October 2026

5.6 Project Manager Update

The Temporary Project Manager has been recruited on a two (2) year full time contract (with a possible extension) to complete the project. Salary and benefits for this position will be compensated from the capital project account as approved by the HR Committee Report and subsequently City Council. With the assistance of the Human Resources department the recruiting process began with the posting of the position on February 17, 2022 and the successful candidate has accepted the position beginning employment on May 24, 2022.

6.0 Financial Implications

There are no financial implications with receiving this report. However in addition to the anticipated project costs, extra charges have been incurred to have the prime consultant develop the Alternate Development Options report (\$47,500) and the appraisal report for the Elgin Street property (\$3,390).

It should be noted, there is a high probability of additional potential charges that could be encountered if an alternative project site in the lower or upper downtown is chosen. These charges cannot be fully quantified at this time in the preliminary investigations, however must be included in the decision making. Additional charges could include:

- Contaminated soil remediation;
- Archaeological investigations; and
- Elevated ground water impacts.


Staff have reviewed the current market trends as well as industry wide market disruption impacts and need to stress that delays in moving this project to the construction phase could impact the overall cost of construction. According to the most recent updates on the website for Statistics Canada Building Construction Price Indexes identify that construction costs on non-residential buildings within the Toronto market have increased approximately 1.4 - 2% month over month. Any delays in moving this project to construction could potentially increase costs of construction by approximately \$500,000 - \$800,000 per month on an estimated \$39 million project.

7.0 Conclusion

The current facility is highly visible and located on a major thoroughfare within the City. In reference to the impact on downtown crime, the Brantford Police Service has concluded that concerns of crime in the downtown core can be addressed through enforcement programs, social initiatives and an increased police presence through the Special Constable Program. There is little research to suggest locating the police headquarters building in the downtown core will have a positive impact on crime rates and/or perceptions of safety.

The construction cost for Alternative 1 is significantly less than the new construction alternatives on other sites presented in the April 25, 2022 report without taking into account the possible proceeds of the sale of the Elgin Street property as identified in Section 5.4. However, any delay in moving this project to construction could potentially increase construction costs. Moving forward with Alternative 1 would have no planning and zoning restrictions to build at the current Elgin Street location as there would be for a majority of the other sites identified in the report. The other locations are mostly located within the floodplain and Special Policy Area 1 of the City of Brantford Official Plan as well as identified within the Zoning Bylaw with an "F" prefix which do not allow police stations to be located in these zones.

This report summarizes the questions raised at the Task Force and those emailed to staff after the meeting and provides other project details not captured during the April 25, 2022 Task Force report.



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General Manager Public Works Commission

Prepared By:

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Attachments (if applicable)

Appendix A – Condensed pages from the City of Brantford Official Plan & Zoning Bylaw

Appendix B – Headquarters Location and the Impact on Crime

Appendix C – Concise Appraisal Report of 344 Elgin Street Brantford, Ontario

In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required ☐ yes ☒ no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk ☐ yes ☒ no

Is the necessary by-law or agreement being sent concurrently to Council? ☐ yes ☒ no