



Alternative formats and communication supports available upon request. Please contact accessibility@brantford.ca or 519-759-4150 for assistance.

**Date** September 29th, 2020 **Report No.** 2020-349  
**To** Chair and Members  
City Accommodation Task Force  
**From** Brian Hutchings  
Chief Administrative Officer

---

### 1.0 Type of Report

Consent Item   
Item For Consideration

**2.0 Topic** **Centralized Office and Work from Home Model and Overall Accommodation and Yard Facility Plan Post COVID-19 [Financial Impact: \$99,393 increase in 2020 with 10 Year Capital Savings of \$21.57 Million]**

---

### 3.0 Recommendation

- A. THAT Staff Report 2020-349 – Overall Accommodation and Yard Facility Plan Post COVID-19 and new City Hall Update BE RECEIVED; and
- B. THAT Staff BE DIRECTED to make the implementation of a new Centralized Office and Work from Home Model and make the implementation of digital services a priority; and
- C. THAT Staff BE DIRECTED to amend the 10 year capital plan according to the revised proposed Overall Accommodation and Yard Facility Plan described herein; and
- D. THAT previously approved funds in the total amount of \$4,943,143 BE REALLOCATED to the project budget (PM1604) for the new City Hall, 70 Dalhousie Street as follows and in accordance with Table 11:

- 
- \$3,294,866 from unused debenture and reserve funding previously allocated to PM1801 (Accommodations Strategy Phase 4) and PM2004 (102 Wellington Renovations); and
  - \$1,648,277 from IT1903 (Mobile Workforce), IT2003 (Security Platform), IT1802 (Virtual Desktop Infrastructure), IT2002 (Server & Storage Upgrade), IT1405 (Software Upgrades/Replacement), IT1503 (Software Upgrades/Replacement) IT1804 (Data Centre Re-Architect) and IT1902 Network Infrastructure Upgrade); and
- E. THAT a total increase in the amount of \$99,393 to the redevelopment of 70 Dalhousie Street BE FUNDED from the Facilities Asset Management Reserve (RF0526); and
- F. THAT Capital Projects PM1801, PM2004, IT1903, IT2003, IT1802, IT2002, IT1405, IT1503, IT1804 and IT1902 BE CLOSED; and
- G. THAT the necessary by-law to redirect previously approved debenture financing to the new City Hall 70 Dalhousie project BE PRESENTED to Council for adoption; and
- H. THAT Staff BE DIRECTED to include in the estimates process, commencing with the 2022 budget, an unavoidable annual operating budget increase for the IT Department of \$350,000 for ongoing costs associated with upgrades to technologies and security; and
- I. THAT Staff BE DIRECTED to further develop the following project details, implementation plans and Class D cost estimates, and report back to the Accommodation Task Force as soon as possible:
- Decentralized Service Model for the delivery of Health and Human Services; and
  - Alternative locations for the Provincial Offences Court Administration; and
  - Expansion and redevelopment of the existing Brantford Police Services Headquarters, including any necessary land acquisition.

#### **4.0 Purpose and Overview**

This report provides the Accommodation Task Force with the findings and recommendations in response to the direction provided by City Council on September 22, 2020 regarding the future of Accommodation and Yard Space Needs – Post COVID-19 Pandemic. This report presents:

- 
- research findings, requirements, cost analysis and recommendation of a Proposed New Centralized Office and Work from Home Model and Proposed New Administrative Accommodation Strategy; and
  - high level plan, cost analysis and recommendation of a proposed new Overall City Accommodations and Yard Facility Plan and demonstrates associated long-term capital and operating cost savings through cost avoidance; and
  - an update on the progress of construction of the new City Hall, 70 Dalhousie Street, and recommends increasing the capital budget for the project in order to address unexpected site conditions and required work to continue with construction as well as implement the proposed new workplace model; and
  - cost saving measures and contract management taken throughout construction of the new City Hall to date to reduce the impacts to cost and schedule.

## 5.0 Executive Summary

This report proposes that the new City Hall, 70 Dalhousie Street, be re-imagined as a Centralized Office for city administrative staff, and that a permanent work from home model be implemented to reduce the need for physical administrative workspace. In this proposed new workplace model, Staff who can, will have the opportunity to work in a 'remote-first' model, while teams will also be able to come together at a central location—post COVID-19, once it's safe—for intentional collaboration and socialization. Employees will still be able to work in an office, but they will now have the option to work remotely or split their time between time working in and out of the office.

The implementation of the proposed new workplace model provides opportunities to streamline service delivery and facility functions, by consolidating staff into a single location and expanding accessibility to services through technology. There are numerous added benefits expected for the employee, for the City of Brantford as an employer, and for the environment through the modernization a new workplace. Not only does it present cost savings, but over a three year time span of operation (from 2021 until 2024), Staff estimate that the City could achieve up to 52% of the Corporate Energy Management Plan's Greenhouse Gas emissions reduction target by reducing the City's facility footprint alone.

---

Staff have modified the new City Hall floor plan slightly to reflect the proposed new workplace model, which is now estimated to accommodate up to 400 staff (without it, only 311), and includes space availability for up to four additional departments under this model. Even with the accommodation of staff from additional departments, there are still nearly forty unassigned desks that are open for growth or flex including touch downs for workers without dedicated desks. In most cases the floor plan is still accommodating 50-75% capacity of every department. Staff estimate that approximately 56% of administrative employees (200 of 359 employees total) will no longer require a traditional dedicated workspace.

Staff from Facilities Management & Security have also undertaken further evaluation of all major Accommodation and Yard projects across the corporation currently planned within the 10 year Capital Forecast, including all major office, operational and yard projects, to ensure the most economic and efficient approach for the coming years. The new workplace model has been taken into consideration where feasible, although not much opportunity exists beyond administrative accommodations due to the in person requirements for field operations and yard functions, staff will continue to look for further opportunities. Staff are recommending a proposed new overall Accommodation and Yard Plan to be adopted and revised in the Capital Plan. The proposed new Overall Accommodation and Yard Plan is both cost effective and flexible, and involves the combination of owning and leasing workplace facilities that will allow the City to remain agile to changing needs.

A number of requirements are needed for the successful implementation of a Centralized Office and Work from Home workplace model within the City of Brantford, which includes additional funding to be added to the new City Hall project. The new workplace model requires \$1,717,425 and includes changes to the floor plan, various technology upgrades and change management. An additional funding increase of \$1,676,834 is also required to be added to the new City Hall project budget including additional funds needed for the data centre and the construction contingency. The overall required additional funding required to complete the project and implement the new workplace model is \$3,394,259. Staff are recommending that the additional funding needed be funded through the reallocation of \$3,294,866 from previously approved Facilities Capital Projects (Accommodations) that are no longer required within the proposed Overall Accommodation and Yard Plan and the remaining \$99,393 be funded from the Facilities Reserve. Staff are also recommending that eight previously approved IT Capital Projects with an overall total of \$1,648,277 be consolidated to the new City Hall project budget for improved project

---

administrative efficiencies, bringing the total increase to the new City Hall project budget to \$5,042,536.

Approval of an additional \$99,393 in 2020 is required, however, the proposed new workplace model presents opportunities to optimize the City's Administrative facility stock by reducing physical space needs and providing short and long term capital and operating cost savings through cost avoidance. The proposed new Administrative Accommodations Strategy, which is an Administrative focused section of the Overall Accommodation and Yard Plan, includes \$21.57 million savings in capital needs over the next 10 years and \$1.12 million in annual operating savings. An estimated \$12.91 million in further savings to the Overall Accommodation and Yard Plan were also found when Staff re-evaluated all major Accommodation and Yard projects across the corporation planned within the 10 year Capital Forecast, including all major office, operational and yard projects, to ensure the most economic and efficient approach for the coming years.

## 6.0 Background

In March, the World Health Organization declared COVID-19 a global pandemic, which resulted in governments and health authorities around the world implementing strict health and safety measures, including work from home, and physical distancing orders. The City of Brantford, in compliance with Provincial orders, directed most staff to work from home, wherever possible. Despite the changes to the work environment, staff quickly adapted using virtual platforms and other technologies, and were able to continue service delivery with few disruptions. Due to the success the City had with pivoting from a largely physical workplace to a digital work environment, on September 22, 2020, City Council, adopted the following resolution:

### **Future of Accommodation & Yard Space Needs – Post COVID – 19 Pandemic:**

- A. That Staff BE DIRECTED to investigate how the new City Hall design could work with a new work from home and central office model, determine if this could reduce space needs, and if so, could more administrative staff work from this location, eliminating the need for other locations, as well as determine how/if that will change the current design, and identify any resource, technology and budget needs; and
- B. THAT Staff BE DIRECTED to identify the percentage of administrative employees who no longer require a traditional physical workspace; and

- 
- C. THAT Staff BE DIRECTED to perform a cost analysis identifying any immediate and anticipated financial impacts, including any savings expected with implementing a new work model at the New City Hall; and
  - D. THAT Staff BE DIRECTED to further evaluate all Accommodation and Yard space needs across the corporation and determine the most economic and efficient approach for the coming years as the City recovers and continues to operate in a “new normal”; and
  - E. THAT Staff BE DIRECTED to determine the anticipated revised scope, timelines and budgets needed to implement the revised Accommodation and Yard space needs plan; and
  - F. THAT Staff BE DIRECTED to consider this a priority project and report back with recommendations from clause A, B, C, D and E to the City Accommodation Task Force by the end of the third quarter of 2020 for direction; and
  - G. THAT the Accommodation Task Force BE DIRECTED to report to City Council with the recommended plan; and
  - H. THAT any savings in operational costs as a result of clause A and D BE USED to reduce future Operating Budgets, which contribute to the calculation of the municipally controlled portion of the tax rate; and
  - I. THAT all revenues from the sale of administrative properties no longer required BE ALLOCATED to the Affordable Housing Reserve (RF0475).

This report responds to the direction provided in the resolution, including an update on the New City Hall project and how the design of this space could accommodate a centralized work model.

In March 2019 Council approved Report No 2019-222 - 70 Dalhousie Street Renovation Tender Results to increase the overall new City Hall project budget in the amount of \$1,550,000, which included: \$850,000 for construction contingency; and \$700,000 for the Perimeter Heating System Replacement. To allow for design changes to accommodate a new work environment, and to cover potential future unavoidable costs, direction and approval of additional funding to provide an adequate contingency budget is being requested. This report provides detail on the current approved budget and the additional funds required to complete the project and implement the proposed new workplace model.

---

In 2015, Council received Report PW2014-054, Corporate Facilities Accommodation Strategy as well as Report No. PW2014-053, Services Works Yard Facilities Rationalization which presented the recommended direction on the administrative and yard accommodation needs of the City. The strategies laid out the capital forecast and the City's requirements for the short and long term. These strategies served as a blueprint for administrative and operational office space utilization, staffing space needs, and the ability to provide services in an effective and efficient manner, while maintaining or improving current service levels. The two strategies were intended to provide an opportunity to reduce overhead and operational costs, lower capital and maintenance costs, increase efficiencies and possibly divest surplus properties. Since then, both strategies have undergone various updates that respond to the numerous arising issues, trends and options within the industry and re-established priorities relating to the creation, consolidation or expansion of the City's services and the impact on future space needs. In response to the direction provided in the resolution, this report provides recommended updates to the Overall Accommodation and Yard Facility Plan Post COVID-19 that are projected to be the most economic and efficient approach for the coming years as the City recovers and continues to operate in a "new normal".

## 7.0 Corporate Policy Context

The proposed new Centralized Office and Work from Home workplace model, along with the proposed new Overall Accommodation and Yard Facility Plan supports several of the opportunities identified by the KPMG Services Review as outlined in the February 2020 Staff Report 2019-750. The recommendations outlined in this report support the following service review opportunities:

- Corporatizing facility functions and streamlining services which could reduce costs and improve efficiency.
- Create a digital city by leveraging technology.
- Implement a change management program.
- Expedite capital projects that have potential for operational savings.

The proposed new workplace model is further supported by the 2018-2022 Information Technology Strategic Plan as per Staff Report CS2017-096. Two of the five recommended strategic priorities in the plan, "Enable Digital Services" and "Empowering a Mobile Workforce" identified initiatives that are addressed with the proposed workplace model:

- 
- Implement a Cloud-First Principle
  - Re-Architect the Data Centre Model for Improved Availability
  - Provide Desktop Services on Demand
  - Provide Always ON Network for Access to Services

## 8.0 Input From Other Sources

The Facilities Management and Security Department, the Information Technology Services Department and the Corporate Initiatives Department were involved in the development of this report. Staff from various departments including Human Resources, Clerk's Services, Legal and Real Estate Services, Public Works, Economic Development and Health and Human Services reviewed and provided input into the content of this report. Staff from Finance have also reviewed this report and provided input into the financial analysis, recommendations and proposed funding sources.

## 9.0 Analysis

Businesses and workplaces including municipal and provincial government workforces across Canada and the world were issued work from home orders as a result of the COVID-19 outbreak. In a matter of weeks, workplaces across the world transformed to digital and remote working models successfully, reporting higher productivity and decreased sick time. The City of Brantford embraced this new model, and has experienced similar success. The widespread availability and ease of use of technologies, such as Zoom and WebEx to collaborate and stay in contact, have enabled staff to smoothly adapt to a new work-from-home setup.

Although the Province is reopening and restarting the economy slowly, the threat of COVID-19 will continue until a vaccine is found, which is not estimated to be widely available for more than a year. The City must consider what is required to sustain a work from home model in order to keep workers and the public safe by eliminating the hazards and maintaining distancing requirements. Continuing to work from home and implementing digital services is critical to sustain services in the event of future outbreaks and workplace closures.

Most companies and municipalities are seeing the positive benefits of a work from home model for both their employees and budgets, and are working towards implementing this model as the new normal. Throughout 2020, the City



---

of Brantford has focused on implementing technology solutions to streamline processes and make more services available online. These solutions are being designed and implemented rapidly with a focus on continuous improvement and enhancing the customer experience. The City introduced desktop invoicing which emails invoices to customers and allows them to pay immediately via an eTransfer. Residents can also now apply and pay for a marriage licence completely online. The City has also streamlined the employee onboarding process, making it entirely digital. There are many more service improvements coming soon, and the City expects these to continue into the future.

As Council is aware, Facilities Management and other City staff have been working diligently on the redesign and construction of a new City Hall at 70 Dalhousie. The new City Hall project is expected to be complete and move-in ready in less than one year. Due to COVID-19 and changing parameters with regard to health and safety, staff have revisited the floor plan and furniture layout to ensure the workspace can meet distancing measures and proceeded with any required modifications standardizing workspace configurations.

Additionally, staff have undertaken a significant amount of research in the last few months to address how a work from home model could be further implemented and sustained, given the recent success that the City of Brantford has had with this model.

This report proposes that the new City Hall be re-imagined as a Centralized Office for city administrative staff, and that a work from home model be implemented to reduce the need for physical administrative workspace. The following subsections of this report will outline this model, the customer, staff and financial benefits of this model and how a new accommodations strategy could accommodate this setup.

## **9.1 Proposed New Workplace Model**

Work from home (WFH), also called telecommuting, mobile work and remote work, is a work arrangement in which employees do not commute or travel (e.g. by bus, bicycle or car, etc.) on a regular basis to a central place of work, such as an office building. There are various levels of working from home depending on the position, the type of business and its national/international client range.

This model, while not formally a policy of the City, has been in operation since the beginning of the pandemic and is required to be maintained during the process of pandemic recovery in order to keep residents, and employees safe. It

---

has demonstrated to be an effective model for continued service delivery within the City of Brantford.

In order to balance the need for delivering cost effective services while maintaining or improving productivity amongst the corporate administrative workforce, Staff are recommending a permanent *Centralized Office and Work from Home Model* as follows:

- *Employees who can effectively work remotely should.*
- *Employees can come in the office as needed and/or as scheduled by their supervisor.*
- *Employees following this model should allocate at least two full remote days per week.*
- *The number of remote hours varies from department to department and employee to employee.*
- *Employees who must be in the office have dedicated workspaces in the office only.*
- *Employees who come to the office at least two days a week will have a dedicated-shared workspace. They can rotate through the office on a schedule or on an as needed basis.*
- *Employees who come to the office less than two days a week will not have dedicated space, but can touchdown at an available non-dedicated work space.*
- *Employees approved to work from home more than two days a week must establish their own dedicated workspaces in their home.*

The Human Resources department is preparing procedure documents to address this new workplace model including a “Work from Home Procedure”. These procedures outline the parameters for how the new workplace model will function within City of Brantford. The Procedures indicate:

- Eligibility criteria identifying which positions can and cannot accommodate a work from home model
- The responsibility of management and of the employee within this new framework
- Use of City equipment while working from home
- Need for confidentiality and security of documents

- Health and Safety guidelines and expectations for working in a home environment

Additionally, the Human Resources department along with the Organizational Change Management team (OCM) is preparing Work from Home guidelines for staff to keep healthy, balanced, productive and connected; how to manage remote teams effectively; video conferencing etiquette and success; and the set-up of dedicated at home workspaces.

KPMG identified ways in which services could be streamlined or altered in order to reduce costs and improve efficiency across the City. The implementation of the proposed new workplace model supports several key opportunities in the City of Brantford Service Review, including streamlining service delivery and facility functions, by consolidating staff into a single location and expanding accessibility to services through technology.

If the proposed new Centralized Workplace and Work from Home Model is approved, City Staff are prepared to implement this model promptly and effectively.

## **9.2 Benefits and Challenges of a New Workplace Model**

Research and recent experience locally has demonstrated that there are numerous long-term benefits for implementing a new Centralized Office and Work from Home (WFH) Model for everyone. Benefits include:

- For employees: work life balance, flexibility, decreased illness, less commuting, and possible tax benefits if working significant hours from home.
- For employers: decreased space needs, greater growth flexibility, decreased operating and capital expenses (less real estate), decreased sick time and improved productivity, attracting and retaining talent.
- For residents/citizens: reduces operating costs and taxes, reduces Green House Gas (GHG) emissions (less real estate and commuting) for improved environmental impact; improved accessibility to services (phone and virtual).

In June 2019, Council adopted the 2019-2024 Corporate Energy Management Plan (CEMP) Update with a targeted reduction of 767.7 Tonnes (T) of Carbon Dioxide equivalent (CO<sub>2</sub> eq.) over a 5-year period between July 2019 and June

---

2024. In December 2019, City Council ratified the declaration of a Climate Emergency. The City of Brantford reportedly produced 15,002 T of CO<sub>2</sub> eq. in GHG emissions in 2018 and this does not account for employees commuting to and from work. City buildings represent 51% of this total, or 7,644 T of CO<sub>2</sub> eq. 100/102 Wellington, 220 Colborne/1 Market, 399 Wayne Gretzky Parkway and 84 Market represent an overall total of 395 T of CO<sub>2</sub> eq. The relocation of staff to a new City Hall and divesting of these properties is estimated to reduce the overall administrative square footage by 34% which translates to an estimated reduction of 134 T of CO<sub>2</sub> eq. annually. Over a three year time span of operation (from 2021 until 2024) the City could achieve up to 52% of the CEMP GHG emissions reduction target.

In terms of commuting, the City of Brantford has 1115 full-time and 438 part-time employees with an estimated average commute of 26 km one-way. At an average vehicle efficiency of 10L/100km, the estimated annual commuting distance for all employees is 17,000,000 km with GHG emissions of 3,921 T of CO<sub>2</sub> eq. With a conservative target of reducing commuting by 25%, a new work from home model is estimated to reduce emissions by 980 T of CO<sub>2</sub> eq. annually. If successful, the City could exceed emission reduction related targets by 3.8 times by 2024.

An initial survey for employees was conducted between May 8 to 15, 2020 to establish a baseline for how staff was coping during the COVID-19 Pandemic. The survey was well responded to by 469 employees, nearly 200 of which were working from home and of which 72% of those felt they were able to work effectively; 86% felt it was something they could comfortably maintain for the long term. Their top three challenges included:

- social isolation,
- communication with coworkers was harder
- general anxiety about the impact of coronavirus on their life

A follow up survey was completed between August 21 and September 4, 2020 to advise staff that were working from home that a new Centralized Office and Work from Home Model was being considered and to inquire if staff were interested in this and could maintain it. The survey was responded to by 166 employees reportedly working from home, of which 71% were very satisfied with their current work from home arrangement and felt work from home has positively impacted their work experience; 95% felt they were equally or more productive working from home; and 79% felt they could permanently maintain their current work from home arrangements. Staff reported their top three benefits included:

- No commute time, leading to less money spent on gas, ability to sleep in longer, etc.
- Less exposure risk to COVID 19
- Better work/life balance

Working from home, however, is not suitable for all positions. Some positions may require close supervision or perform in-person customer services, in field inspections/maintenance and other tasks that negate the ability to work from home. There are also numerous challenges that may prevent an employee to successfully work from home including reliable internet connectivity, suitable computer technology, a potential for reduced engagement and informal discussions, safety hazards in the home or office set-ups that are not ergonomically suitable and limited access to a dedicated, distraction free workspace.

### **9.3 Requirements for Permanently Implementing the Proposed New Workplace Model**

A number of requirements are needed for the successful implementation of a Centralized Office and Work from Home workplace model within the City of Brantford. These needs require additional funding to be added to the new City Hall project for successful implementation. The details associated with each requirement are outlined in the subsections that follow. The following Table 1 summarizes the needs and their associated \$1.7 million in costs.

**Table 1 - Summary of New Workplace Model Implementation Costs**

<b>Implementation Needs</b>	<b>Associated Costs</b>
Minor Floor Plan Changes New City Hall	\$250,000
Additional IT Network Infrastructure (Wireless Bandwidth), Computer Hardware, Software Licenses and Associated Technologies to Support Staff	\$1,417,425
Change Management Strategies	\$50,000
<b>Total Implementation Needs</b>	<b>\$1,717,425</b>

---

Other requirements include consultation with the affected Unions with potential revisions to Collective Agreements, completion of the work from home procedure documents and communication of the new workplace model; which would fall within the change management strategy. Therefore, staff are recommending a total of \$1,717,425 be added to the new City Hall Project to implement the proposed new Workplace Model.

### **9.3.1 New City Hall Floor Plan Changes**

As noted above, construction of the new City Hall is well underway, and Staff are expected to move to this new location in less than one year; however, health experts are predicting that we may still be in Phase 3 of the pandemic recovery a year or more from now. In the interest of saving time and to seek cost efficiencies, staff from the Facilities Management and Security Department have reviewed the existing floor plans for the new City Hall to ensure they comply with the COVID-19 required workplace measures under the Occupational Health and Safety Act. Staff found that with minimal changes to the design, the building could easily be planned to accommodate distancing and safety requirements.

Staff reviewed the number of employees to be accommodated in each administrative department from the planned administrative accommodation phases. This review determined that most departments could reduce their dedicated space by an average of at least 33 percent if the proposed new workplace model is approved and adopted.

The revised plan would accommodate staff who are alternating between work from home and work in the office, while accommodating any positions that need to be in the office daily. With this proposed work model, additional departments could be easily accommodated into the new City Hall. With minimal changes to the design, and minimal cost and time implications, almost all workstations were changed to a 6' x 7' standard; some were rotated to ensure required distancing could be met at all times. This change has the added benefit for providing greater flexibility because desk sizes are all the same which allows departments to easily grow or shrink or move around the floor plan as necessary without significant cost or time impacts.

With the new configurations and larger, standardized workstations there are now 291 desks; the previous floor plan included 311, resulting in a reduction of 20 desks (by eliminating the smaller stations). Some departments didn't see any change and maintained the original quantities in their space, mainly because they were in an access restricted space like Human Resources and Legal and Real Estate Services. In most cases the floor plan is still accommodating 50-

---

75% capacity of every department. Departments like Corporate Communications require very little physical space and could be significantly reduced, while the Corporate Contact Centre does not require any physical space. Staff estimate that approximately 56% of administrative employees (200 of 359 employees total) will no longer require a traditional dedicated workspace. A list of departments and services that will be accommodated at the new City Hall along with their space ratios is found in Appendix “A” – Department & Service Accommodations at New City Hall.

The proposed floor plan along with the proposed new workplace model accommodates up to 400 staff, which includes space availability for up to four additional departments including administration staff from Health and Human Services (currently working from 220 Colborne Street); Parks and Recreation (currently working at 1 Sherwood); Facilities Management and Security and Infrastructure planning (currently working from 324 Grand River Ave.). These departments were not able to be previously accommodated in the floor plan. Even with the accommodation of staff from additional departments, there are still nearly forty unassigned desks that are open for growth or flex including touch downs for workers without dedicated desks. Staff are also investigating upgrades to mechanical and electrical systems recommended for healthier touch free work environments, as well as redesigning service counters to include plexiglass and dividers and obtaining designs and costs for the proper signage.

In order to accommodate physical changes and modifications to the floor plans, including mechanical, data and power redesigns, consulting fees, schedule impacts and additional move costs to relocate additional staff, staff are recommending an allowance of \$250,000 be approved to the project budget.

### **9.3.2 Information Technology Needs**

Staff from the IT Services Department have identified several technologies, infrastructure enhancement and services required to support a long-term work from home model and mobile workforce.

#### **Unified Communications**

From a communication and collaboration perspective, the City of Brantford implemented Unified Communications (UC) technologies just over five years ago to support voice communication, video collaboration, and instant messaging. It's this technology that's made it possible for staff to work remotely, stay connected and answer calls to their extensions as if they were in the office.

---

The UC environment will be at end of support in late 2020 and an upgrade is required to ensure the safe and reliable use of this technology. In addition, IT staff recommend expanding the use of these technologies and roll-out software (namely Jabber / Webex Teams) which provide “softphone” services. Most desktop phone sets will be replaced with software on the laptop and smartphones providing staff access to their extensions and use 4-digit dialing from any location. Additional licensing will be required to support the increased demand for video collaboration via WebEx and/or Zoom.

### **Home, Dedicated, and Shared / Flex Workspaces**

End user hardware consists of a mixture of laptops and desktop computers at various stages in their lifecycles. In order to provide flexibility for all City staff to work both remotely and at City Hall, replacement of existing desktop computers with laptops is recommended. Moving forward, a typical home workstation would consist of a laptop, docking station, support for external monitors, external keyboard, mouse and headset. Staff’s existing monitors, keyboard, mouse and docking station will be repurposed where possible to reduce costs.

Staff required to print and scan documents will make arrangements for printing/scanning to be handled in-office through the print centre. In an effort to reduce the volume of paper used, stored and minimize the need for printing, IT staff are currently reviewing and recommending the implementation of a software solution to handle electronic signatures on key documents such as applications, invoices, contracts and agreements. The implementation of this technology is supported and identified as a key recommendation in the KPMG Service Review.

Dedicated and shared workspaces at City Hall will be equipped with universal docking stations designed to work with all laptop models and provides support for dual monitors, charging and network access. Each user would be provided with their own keyboard and mouse to use in the shared workspaces to minimize potential contact with contaminated surfaces.

As part of the laptop deployment, IT staff are recommending an upgrade of our current Microsoft Office 2010 Suite to Office Suite 2019 Pro Plus. This provides improved functionality for staff, greater integration with existing technologies and applications and prepares us for migration to Microsoft’s Office 365 Cloud offerings which we plan for in 2023. Upgrading to a current version ensures the availability of security patches to protect from cyber security threats. The upgrade to Microsoft Office supports the recommendation identified by KPMG to



---

upgrade systems to new versions of the Microsoft Office and more innovative technologies.”

### **Network and Security**

With respect to security, IT staff have identified three areas that must be addressed to reduce the risk of a breach:

- The first is a more advanced antivirus solution. A next generation endpoint protection solution is recommended to replace our traditional antivirus solution and provide added protection. With staff connecting to external networks we need to ensure there are technologies in place to provide secured access to City resources.
- The second security enhancement is a two-factor authentication solution needed to reduce the risk of passwords being compromised. This is one of the most common ways hackers gain access to systems. Two-factor authentication will further enhance a City of Brantford Password Policy that has recently been approved by the Senior Management Team. This Policy, along with an Information Technology Acceptable Use Policy, will be presented to Council at a later date.
- The third required enhancement is a full disc encryption solution that will ensure if a laptop is stolen from the home or car, the data stored on the local hard drive will not be accessible to the thief.

These enhancements complement our ongoing security awareness training and testing being offered thru an external provider who is a leader in email phishing and social engineering education. The first line of defense relies on staff knowing how to identify a potentially dangerous email or message and react accordingly.

Additional back-end technologies are required to support work from home which involves network upgrades to increase bandwidth. This will enhance our ability to support the use of high throughput solutions such as WebEx and Zoom.

The Information Technology related costs to support the recommended new Centralized Office and Work from Home Model can be broken down as shown in Table 2:

**Table 2 - Technology costs to support a centralized work from home model.**

<b>Technology to Support</b>	<b>Associated Costs</b>
------------------------------	-------------------------

Unified Communications	\$72,000
Home, Dedicated, Shared/Flex Workspaces	\$1,115,425
Network and Security	\$230,000
<b>Total</b>	<b>\$1,417,425</b>

All of these solutions and technologies will require resources to deploy, therefore an estimate for additional resources to focus on laptop deployments over a three-month period have been included in the recommended additional cost. Contingencies have also been accounted for in this costing.

Annual maintenance costs associated with new and additional software/license purchases are the required to ensure we receive product updates, patches/fixes and product support. The ongoing operating costs to support the work from home model is estimated at \$350,000 per year. This includes maintenance costs associated with the Microsoft Office, new endpoint security software, new multifactor authentication software/service, additional webex/zoom licenses and increased network bandwidth.

The City's Records Department, in consultation with IT, is pursuing SharePoint as an effective and familiar Electronic Records Management (ERM) system. The timeline for this is dependent upon the completion of the SharePoint upgrade, and will consist of an estimated five-year roll-out across the Corporation. Capital Project ID#1577 was approved by Council in order to assist with software purchases and staffing requirements to effectively onboard the Corporation. Until SharePoint is ready, Records staff have been assisting employees by offering records training, cleaning up and/or scanning paper records, and organizing the City's network drives in preparation for the change.

Both the Electronic Records Management system and the increased use of both Jabber and Webex are supported by the KPMG Service Review report which recommended "Encouraging the use of technology such as SharePoint, Cisco Jabber and WebEx."

Staff are recommending an allowance of \$1,417,425 be approved to the project budget for information technology upgrades.

### **9.3.3 Change Management**

---

A robust change management program is critical to ensure successful implementation of this new workplace model, and any new technological solution that will be required. An effective change management program would involve:

- Clearly defined change management champions, and a dedicated change management staff lead;
- A clear understanding of the needs of staff to allow for a quick and successful adoption of the new work model;
- A staff engagement process to ensure buy in, and a deep understanding of challenges and opportunities;
- A concise internal communications strategy to inform staff of the changes during various stages of the project;
- Ongoing training for change management champions, and staff on new processes and technologies being introduced; and
- An evaluation and monitoring process to ensure that implementation is successful, and that opportunities for continuous improvements are identified.

The City of Brantford currently has an Organizational Change Management (OCM) Team, with representation from each commission, that supports the City Hall project, and helps to ensure that staff feel informed, engaged and supported through change initiatives. The OCM team has also been involved in supporting staff during the COVID-19 pandemic through staff surveys, blogs and communications. Although this team has been successful in connecting with staff, and promoting engagement, the team has experienced challenges in becoming established and completing goals and objectives due to a lack of dedicated staff resources, and lack of funding for change management activities such as training.

KPMG identified the implementation of a change management program to support and maximize the use of technology as well as the implementation of a staff engagement program as key opportunities in the City of Brantford Service Review. More information related to the establishment of a corporate change management program and related cost considerations will be brought forward for Council's consideration in the coming months.

In order to ensure successful implementation of the changes related to the transition to a centralized office and work from home model, several change management activities, including engagement and training are required. As

---

such, staff are recommending an allowance of \$50,000 be approved to the project budget.

#### **9.4 New City Hall Project Update and Needs**

Since the project began, the City has had two dedicated Staff monitoring progress and issues daily. Together with the Consultant team, there has been a significant amount of effort dedicated towards monitoring and controlling extras, through evaluation of each to ensure they are necessary and fair before approving. As a result, the team has reduced the impact of extras to date by over \$500,000.

Project Staff have also been reporting to an Executive Steering Committee established in August of 2019 by the CAO. Staff provide monthly reports on project costs, changes, and issues; while the committee provides oversight and guidance on controlling extras and decisions around larger issues. As the construction phases proceed, the final cost of the project is continuously re-appraised and revised estimates are established and presented.

The initial budget estimate developed in the 2015 cost analysis and the scope proposed to maintain much of the existing construction was too optimistic. The new City Hall project is a large and complex project due to the age and distinction of the building and has proven very demanding and difficult to manage throughout design and now in construction.

At the onset of construction the Contractor ran into several large and unforeseen site conditions that required time to complete an engineering evaluation of how to best proceed. As a result the Contractor is claiming the work is behind the estimated schedule. Delays have also been incurred as a result of closures to control the spread of COVID-19. The contractor has revised the estimated schedule and anticipates total completion is now May 2021.

The project is progressing quickly now, and is more than 80% complete and the contractor is making their best efforts to improve on the delay. Should the contractor not be able to recover the schedule, there is a risk that extra costs will be claimed. Staff will not be requesting additional funds for this at this time, since it is too soon to advise on the length of the delay and any associated costs; an update report will be brought back when and if applicable.

As construction progressed, the Contractor faced numerous obstacles as a result of unknown existing site. A summary of the costs associated with

unknown site conditions that have been encountered can be found in Appendix “B”.

Although the Project Team made a significant effort to ensure the contractor provides for fair and competitive prices while maintaining scope and quality, the project has continued to encounter obstacles and incur extras, and the previously identified construction contingency is insufficient to proceed with the necessary extras to complete construction.

Construction contingencies are inevitable on a construction project of this nature and typical industry allowances are minimum 10% and up to 20% of the construction costs. Upon tender award, Staff asked for only 5.7% contingency (\$850,000), Report 2019-222 - 70 Dalhousie Street Renovation Tender Results, with the hopes minimal issues would arise as a result of partial demolition during the design. To date, the approved changes against the construction contingency total \$734,761 The following Table 3 presents the construction costs incurred to date on the contract and the remaining contingency.

**Table 3 – New City Hall Construction Costs To-Date**

<b>New City Hall</b>	<b>Costs</b>
Original Construction Award	\$15,520,000
Original Construction Contingency (5.7%)	\$850,000
Approved Changes Incurred To-Date	\$734,761
<b>Remaining Contingency</b>	<b>+\$115,239</b>

There are approximately \$450,000 of unfunded changes currently under review that are considered required scope to complete the project as intended. Since this project has encountered various unexpected extras during the design and the first half of construction, the Project Team has identified that there is a high risk of further unforeseen extras as construction progresses towards completion, as well as during implementation (commissioning and move in). Staff are recommending an additional contingency of \$750,000 be added to the project budget for changes and extras needed for required redesign and construction, relocation and commissioning, and related HST. Therefore Staff are recommending an overall total of \$1,200,000 be approved to the project

contingency. This brings the contingency, including the previously approved 5.7%, to a total of 13% (\$2.05M) of the construction value. Should the additional funding for contingency not be approved, the final quality of the project will be compromised and the risk of failure of existing conditions is probable. The following Table 4 presents the estimated additional contingency recommended to complete the project.

**Table 4 – Estimated Additional Construction Contingency Required**

<b>New City Hall Project Contingency Needs</b>	<b>Estimated Costs</b>
Pending Known Extras (Identified and Costed)	\$450,000
Additional Recommended Contingency (Unknown)	\$750,000
HST	\$25,000
<b>Total Recommended Additional Contingency</b>	<b>+\$1,225,000</b>

The current approved budget is \$25,431,637, which represents \$306 per square foot (83,050 usable square feet of space at 70 Dalhousie) and the revised construction project cost with contingency is \$26,656,637, which increases the cost per square foot to \$321 and includes the acquisition cost. This is still significantly less than a new build at \$500-\$600 per square foot.

In the event the project is put on hold, deferring construction will result in higher construction costs once the project resumes, these costs can include consulting and contract remobilization fees and inflation compounded further. Staff have also examined the impacts of cancelling the project, during the pandemic, as a cost savings measure and determined the associated contractual financial consequences along with the cost to remain status quo were significantly higher than continuing with the project. In addition to this, within the purchase agreement for 58-70 Dalhousie from the Federal Government, an anti-flip clause was included that requires the City to maintain ownership for a minimum of 10 years. While the City may lease the property, the space would still need to be completed to achieve an occupancy permit.

### **Data Centre**

The data centre in the new City Hall will be the backbone of the City’s computing and networking infrastructure. As part of this project, we budgeted to replace

our existing aging server and storage technology with a new hyper-converged infrastructure. Benefits include streamlined upgrades with minimal downtime, centralized management, and a scalable architecture. On the network side, Staff are purchasing new network infrastructure (core, switches and firewalls) to manage the internal network communications between end-user devices like computers, phones, servers, and connections to the internet. This technology is replacing devices that are nearing end of life and end of support. Next generation firewalls will provide added protection from cyber-attacks and improved reliability and performance for remote workers. The new core and switches will provide added reliability and speed to meet the growing demand for technology. With this technology installed in the new data centre, our migration from one site to the other can be accomplished with minimal downtime and impact on staff.

Initial approved scope and budgets for the data centre provided in the early stages of the project (from 2016) total \$842,092. However, advancements in technologies since the project started have changed the design resulting in increased costs, and the current budget is insufficient to complete the required work. The revised estimated cost to complete the data centre is now \$2,100,111, requiring an additional \$1,258,019.

If approved, the recommended change to a Centralized Office and Work from Home Model will change the requirement for eight previously approved IT Capital Projects, as listed in Table 5. The first three projects listed in Table 5 were intended to implement additional technology required to support a mobile workforce, enhance security infrastructure and move to a platform whereby staff's desktop environment is running on a virtual server in the data centre rather than on the computer itself. These projects are no longer required since the scope and costs associated with the recommended new workplace model provides for a mobile/remote workforce, improved security and switching from a Virtual Desktop Infrastructure (VDI) to supplying staff with laptops. The remaining five projects were already intended for the New City Hall data centre. Therefore, Staff recommend closing these eight Capital Projects and consolidating the overall total of \$1,648,277 into the new City Hall Project budget to offset part of the data centre budget difference.

**Table 5 – Previously Approved IT Capital Projects Showing Current Balances**

<b>Approved Capital Project</b>	<b>Current Balance</b>
IT1903 – Mobile Workforce	\$150,000

IT2003 – Security Platform	\$120,000
IT1802 – Virtual Desktop Infrastructure	\$536,175
IT 2002 – Server and Storage Upgrade	\$230,000
IT 1405 – Software Upgrades / Replacement	\$22,988
IT 1503 – Software Upgrades / Replacement	\$70,524
IT 1804 – Data Centre Re-Architect	\$50,580
IT 1902 – Network Infrastructure Upgrade	\$468,000
<b>Total Approved IT Capital Projects</b>	<b>\$1,648,277</b>

The remaining \$451,834 budget needed to commission the data centre and the additional \$1,225,000 construction contingency recommended to complete the project, a total of \$1,676,834, can be funded through the reallocation of funds from the Accommodation projects recommended to be closed per the new Administrative Accommodation Strategy outlined in 9.5 and Appendix “C”. The consolidation of these budgets will further provide for contract and implementation administration efficiencies.

## 9.5 Proposed New Administrative Accommodations Strategy

Corporate administrative functions are currently planned to be delivered across four administrative facilities, each with dedicated operating expenses and growing capital needs due to the age of the facilities. Divesting of buildings where possible should be considered to optimize the City’s administrative portfolio, including the opportunity to surplus 84 Market Street and 100/102 Wellington Street, as significant capital investment is required to bring these facilities up to current density and accessibility standards. Further to this, investment for on-going maintenance and operations is projected to increase.

Staff from Facilities Management & Security have reviewed the Administrative Accommodations Strategy Phases planned within the 10 year Capital Forecast, along with the proposed new workplace model and are proposing a new direction for the administrative accommodation needs of the City. The proposed new Strategy updates the City’s requirements for the short and long term forecast taking into consideration the new Centralized Office and Work from Home workplace model, and provides a revised blueprint for administrative office space



---

utilization, staffing space needs, and the ability to provide services in an effective and efficient manner, while maintaining or improving current service levels. The Strategy is intended to provide an opportunity to reduce overhead and operational costs, lower capital and maintenance costs, increase efficiencies and possibly divest surplus properties.

The feasibility and cost effectiveness analysis undertaken by staff compares the capital and operating costs associated with each of the concepts identified within the Strategy. The current Strategy and the proposed new Strategy are described below:

**Current Administrative Accommodation Strategy:** Renovations of 70 Dalhousie Street as new City Hall; renovations of 100 Wellington for Health and Human Services; renovations of 102 Wellington for POA; maintaining 399 Wayne Gretzky and 1 Sherwood. Includes the potential to surplus of 84 Market and vacating 1 Market/220 Colborne. Total of 163,488 square feet for administrative office space. Reflecting the costs associated with NOT implementing the proposed new workplace model.

**Proposed New Administrative Accommodation Strategy:** Renovations of 70 Dalhousie Street as new City Hall with proposed new workplace model and further consolidation of existing facility stock; decentralizing Health and Human Services across the community; lease and fit-up of space at 220 Colborne for POA. Includes the potential to surplus 84 Market, 100/102 Wellington and 399 Wayne Gretzky. Total administrative office space is reduced to 122,520 square feet. Reflecting the costs associated with implementing the proposed new workplace model.

The proposed new Administrative Accommodation Strategy is one that is both cost effective and flexible, and involves the combination of owning and leasing workplace facilities that will allow the City to remain agile to changing needs and alleviate any apprehensions of divesting of City owned property.

The recommended changes for the proposed Strategy are further described in Appendix “C” and Appendix “D” attached to the end of this report. The following Section 9.5.1 evaluates the financial needs of both the current Strategy and the proposed new Strategy and identifies how the proposed Strategy results in short and longer term operating savings.

### **9.5.1 Financial Analysis**

---

The cost-effectiveness analysis undertaken by staff compares the capital and operating costs associated with each of the phases identified within the Strategy.

The historic and updated projected expenses of the existing facility portfolio for capital and operating needs have been incorporated into the analysis. The analysis takes into account the life cycle costs of capital repairs and identifies possible cost avoidances of the larger upfront capital investment options.

For consistency and comparison purposes, the financial analysis made the following general assumptions:

- 2019 Operating Budget and Guidelines were used to predict an average annual operating budget increase of 3%.
- Operating expenditures include items such as: cleaning supplies, construction materials and supplies, diesel fuel, equipment, all utilities, parking permits, property taxes, contractor, equipment and building R&M, snow and waste removal, janitorial and security services, insurance, landscaping, lease and CAM charges, and finance charges (debt). The revised Strategy includes the annual \$350,000 technology increase to the operating expenditures.
- Capital expenditures include: projected capital needs identified from building condition assessments, required accessibility improvements and current estimated cost of new construction or renovation projects identified.
- Operating and capital expenditures were examined individually and then brought together to provide an overall picture of the costs associated with the various options.
- Debt is required for all Capital Needs and is assumed to be issued over a 20 year period at the City's average rate of borrowing (3%).
- Debt is not issued until project(s) are complete and staff are relocated.
- Excess properties are divested as soon as they are vacant (84 Market St., 100/102 Wellington, 399 Wayne Gretzky).
- The financial value or liabilities of properties proposed to be divested is not included though any potential revenue generated from the sale of these properties should be used to offset capital costs. In order to estimate these costs a detailed realty appraisal is required at or near the time of sale.
- It is important to note that the financial analysis does not take into account efficiencies that will be realized through the re-alignment and consolidation of administrative facilities. For example, staff time required to move between the different buildings as part of their daily jobs, paper reduction

and other savings in travel expenses (mileage). These could not be calculated without in-depth and time consuming analysis of these historical expenses.

### 9.5.1.1 Financial Analysis Summary

The following Table 6 updates, summarizes and compares the estimated financial requirement and annual operating costs (2026) of the current and the proposed new Administrative Accommodation Strategy.

**Table 6 – Administrative Accommodation Strategy Financial Requirement Summary (costs in millions)**

<b>Strategy</b>	<b>Estimated Financial Requirement (Capital Needs)</b>	<b>Estimated Annual Operating Cost (2026)<sup>1</sup></b>	<b>Estimated Annual Operating Cost (2026) with Debt Charges<sup>2</sup></b>
Current	\$64.81	\$1.68	\$6.01
Proposed New	\$43.24	\$1.99	\$4.89
<b>Difference</b>	<b>-\$21.57</b>	<b>+\$0.32</b>	<b>-\$1.12</b>

<sup>1</sup>– Please refer to Figure 1

<sup>2</sup>– Please refer to Figure 2

As illustrated in Table 6, the revised Administrative Accommodation Strategy has the lowest overall capital requirement, but a slightly higher annual operating budget requirement due to the additional technology licensing and security needed to implement a Centralized Office and Work from Home Model. However, once the cost of borrowing is added to the estimated annual operating cost, the proposed Strategy has an \$1,121,644 lower annual operating cost estimate (with debt charges) than the current new Strategy.

Proceeding with the proposed new Strategy offers an opportunity to reduce short and long term operating expenses and capital requirements through cost-avoidance. The successful implementation of a Centralized Office and Work from Home Model will allow the City to divest of at least two existing facilities in the downtown, thereby eliminating the need to invest substantial capital in these facilities.

The following sections explain in detail the financial affordability analysis that was undertaken by staff from a due diligence perspective and in order to make an

informed recommendation on the revisions of the proposed new Administrative Accommodations Strategy.

### 9.5.1.2 Capital Cost Analysis

As facility owners, the City must plan for capital renewal to maintain facilities in an appropriate state of repair, and must consider lifecycle costs and other criteria as defined within the corporate asset management framework.

Table 7 - Estimated 10 Year Capital Needs presents the updated current and the proposed Strategy associated capital needs and estimated timelines over the next 10 years. Both the current and the proposed Strategy include the extra contingency required for the new City Hall project being requested and all forecasted capital needs for each accommodation phase and life cycle renewal projects identified from building condition assessments. The proposed Strategy also includes costs associated with adopting the proposed workplace model, and is estimated to reduce the expected 10 year Capital needs by approximately \$21.57 Million.

**Table 7 - Estimated 10 Year Capital Needs**

<b>Strategy</b>	<b>Timelines</b>	<b>10 Year Capital Needs</b>
<b>Current</b>		
Phase 1: 70 Dalhousie – New City Hall Move out 84 Market by end of 2021	Implementation by 2021	\$28,973,471
Phase 2: 100 Wellington – H&HS Accommodations Move out 1 Market/220 Colborne by end of 2024	2021-2024	\$22,109,150
Phase 2b: 102 Wellington – POA Renovation & Expansion	2021-2024	\$8,727,550
Capital Renewal: Visitor and Tourism – 399 Wayne Gretzky Parkway	2021-2030	\$750,000
Capital Renewal: 1 & 3 Sherwood – Admin and Operational Yard Remain	2021-2030	\$4,250,000
<b>Current Strategy Total</b>		<b>\$64,810,171</b>
<b>Proposed New</b>		
Phase 1: 70 Dalhousie – New City Hall Centralized Office Vacant: 84 Market and 399 Wayne Gretzky	2021-2022	\$30,690,896

Phase 2: Health & Human Services Decentralized Service Hubs. Community Centre Renovations and Lease fit up	2021-2024	\$3,500,000
Phase 3: 220 Colborne – POA Accommodations 100/102 Wellington Vacant	2022-2025	\$5,000,000
Capital Renewal: 1 & 3 Sherwood – Yard office only	2021-2030	\$4,050,000
<b>Proposed New Strategy Total</b>		<b>\$43,240,896</b>
<b>Difference in Capital Needs</b>		<b>Reduced by \$21,569,275</b>

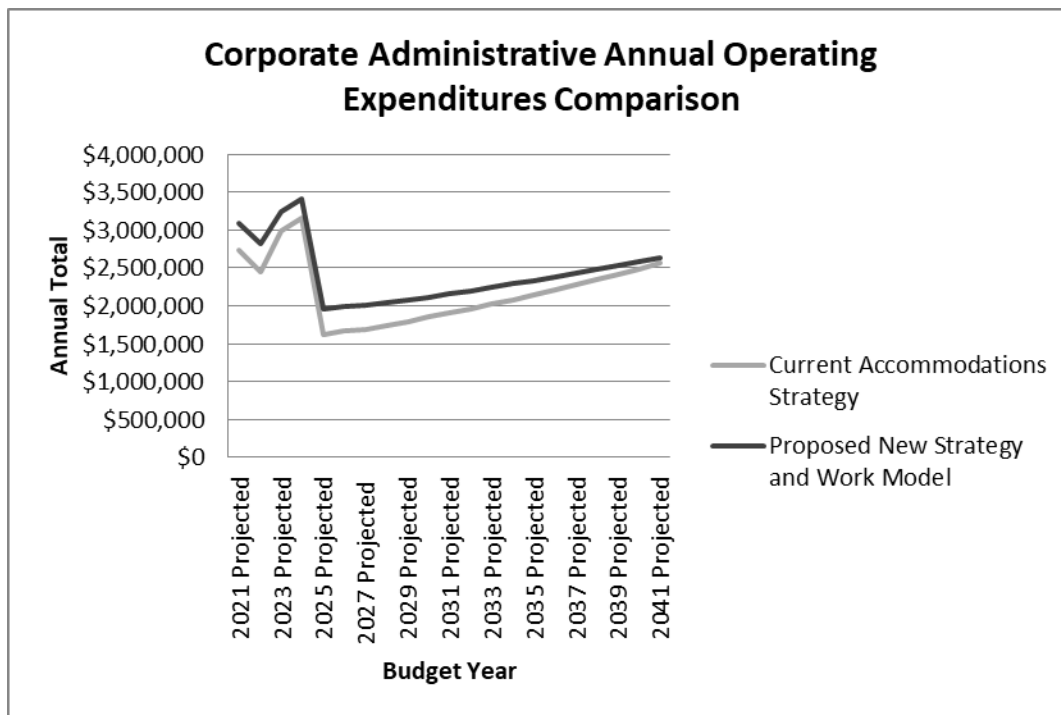
The capital costs include allowances for design, real estate acquisition (70 Dalhousie), asbestos abatement, construction, repair, and/or replacement, move costs and the purchase of furniture. Costs do not include realtor or legal fees, the cost of borrowing or the cost of inflation. The salvage or liability value of properties was not analyzed.

Should the proposed new Strategy and new workplace model not be approved, the project contingencies as identified in Section 9.4 will still need to be approved to move the construction of the new City Hall project forward. Likewise, Staff will need to apply the updated estimates to the Capital Plan in order to continue with implementation of the current Strategy.

### 9.5.1.3 Operating Cost Analysis

The review depicted in Figure 1 - Corporate Administrative Annual Operating Expenditures Comparison, summarizes the annual operating expenditure forecast for both the City's current and proposed Strategy. The graph presents 20 years of annual operating expenditures that have been based on four years of historical annual operating expenditures, the current approved budget figures and the forecasted expenditures to 2041 which were calculated by extrapolating the 2020 budget by an average annual inflation rate of 3%.

Figure 1 - Corporate Administrative Annual Operating Expenditures Comparison



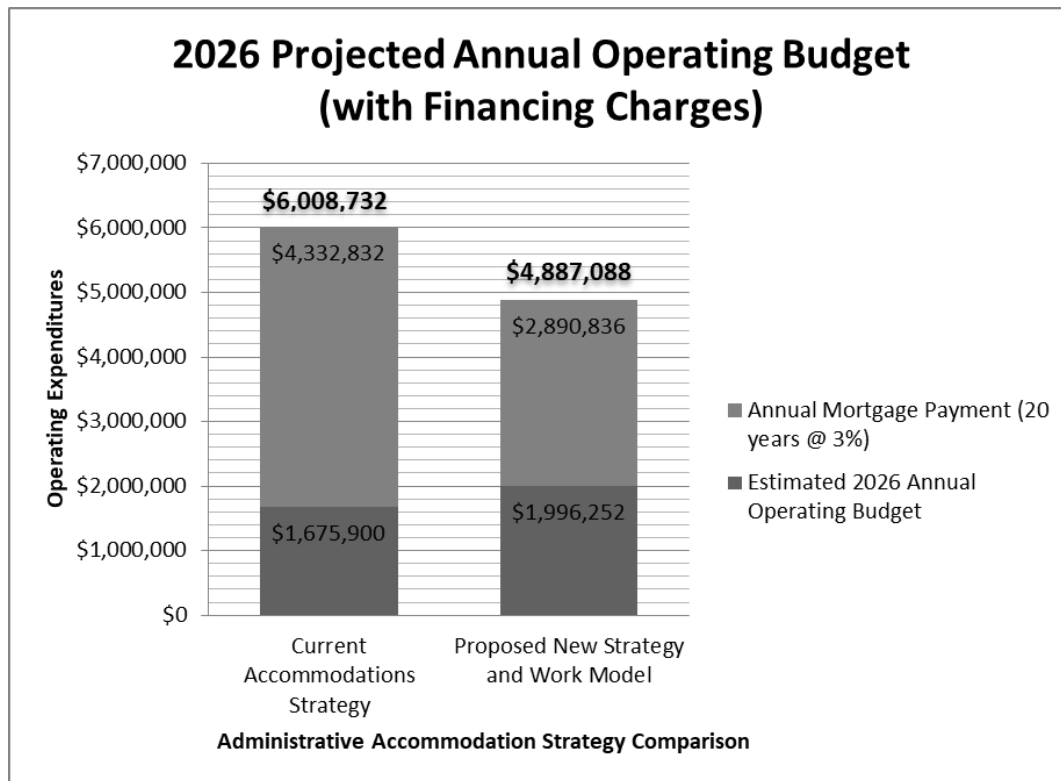
The City is currently locked into a Council approved lease agreement with Laurier until December 31, 2024. Since the sale of Market Square to Laurier, the City has been credited the rent from the sale until June 30 2022, at which time the City will need to budget for the rent again and this is depicted by the spike in 2022. Based on today's rate for commercial space, operating expenses considered, plus inflation, the City can expect to see the operating budget for Market Square increase at the end of the credited base rent period by over \$1 million.

By 2025 the analysis shows the City's annual operating budget requirements decreasing by approximately \$1.5 Million when the City can vacate 1 Market and 220 Colborne and has already divested of 84 Market. The proposed Strategy also sees 100 & 102 Wellington vacant and new lease arrangements made requiring much less space than the current Strategy.

The proposed new Strategy requires a slightly higher annual operating budget due to the additional technology licensing and security needed to implement a Centralized Office and Work from Home Model. However, the overall difference is less than the \$350,000 annual increase which means the cost of operating the facilities included in the proposed new Strategy is less than the current Strategy.

An analysis of overall annual operating costs for 2026 (when both Strategies are expected to be complete), which incorporates the costs of borrowing required to fund the capital needs identified was undertaken. Figure 2 - 2026 Projected Annual Operating Budgets (with Financing Charges) depicts the annual operating costs when the capital and operating analysis are brought together.

Figure 2 - 2026 Projected Annual Operating Budgets (with Financing Charges)



Once the cost of borrowing is added to the estimated annual operating cost, it is anticipated the proposed Centralized Office and Workplace model would save approximately \$1,121,644 in annual operating expenditures over the current Strategy.

Based on the overall implementation costs, program needs, and annual operating costs the proposed new Administrative Accommodation Strategy and the implementation of the new City Hall as a Centralized office, along with the proposed new work from home model was determined to be the most cost-efficient and therefore is being recommended as the preferred new Strategy.

In addition to the cost-effectiveness demonstrated by proceeding with the proposed new Administrative Accommodation Strategy, it also presents the City with the following less financially-tangible benefits:

- Centralizing administrative staff will improve adjacencies and is expected to improve collaboration and customer service delivery;
- Decentralizing Health and Human Services will improve community access to these services;
- Coincides with KPMG recommendation to expedite capital projects that have potential for operational savings;
- Green House Gas 134 T of CO<sub>2</sub> eq. annually or 52% reduction towards the City’s goals in the 2019-2024 Corporate Energy Management Plan (CEMP);
- Digitized services improve customer access and staff efficiency;
- Improve employee attraction and retention

## 9.6 Revised Overall Accommodation and Yard Plan Summary

Staff from Facilities Management & Security have also undertaken further evaluation of all major Accommodation and Yard projects across the corporation currently planned within the 10 year Capital Forecast, including all major office, operational and yard projects, to ensure the most economic and efficient approach for the coming years. The evaluation takes the new Work from Home and workplace model into consideration where feasible, although not much opportunity exists due to the in person requirements for field operations. The evaluation did not include a review of the recreation centres, arenas, pools or libraries as the scope to complete such a review is diverse and extensive, and many of these facilities are included under other reviews currently underway. Staff have determined that, along with the savings anticipated with the proposed new Administrative Accommodation Strategy, that there is further potential for savings in the overall Accommodation and Yard Plan, therefore Staff are recommending a proposed new overall Accommodation and Yard Plan to be adopted and revised in the Capital Plan.

To support the proposed new Plan, an overall feasibility and cost effectiveness analysis was undertaken by staff and compares the capital and annual debt finance costs associated with each of the concepts identified within the Strategy.

The current Plan and the proposed new Plan are outlined in Table 8 below, identifying proposed timelines and related Capital Needs for each:

**Table 8 - Current Overall Accommodation and Yard Plan**

Timeline	Project Description	Capital Needs
----------	---------------------	---------------



		(in millions)
<b>Current Overall Accommodation and Yard Plan</b>		
2020-2022	Yards Repairs (10 Earl): Multiple projects approved already, and some planned. New storage buildings, pavement replacement, roof and building renovations.	\$1.28
2021	400 Grand River temporary renovations: admin and operations from 1 Sherwood to occupy space Brantford Power vacates, yard and traffic flow improvements.	\$0.95
2021	Animal Control Building – Scope to be developed.	\$3.27
2021	New City Hall –70 Dalhousie Street	\$27.11
2022-2024	100/102 Wellington Redevelopment: Health & Human Services from Market Square and POA Upgrades – Not possible without major renovations	\$26.25
2020-2024	Police Headquarters new build, includes acquisition of land.	\$57.26
2025-2027	400 Grand River office renovations of yard and additional vehicle storage.	\$12.00
2026-2028	1-3 Sherwood Site Redevelopment, demolition of admin and mechanics bay.	\$3.30
2026-2030	Earl Ave Yard Redevelopment – new admin, new storage buildings, new scales.	\$36.70
<b>Current Plan Total</b>		<b>\$168.10</b>
<b>Proposed New Overall Accommodation and Yard Plan</b>		
2020-2021	Yards Repairs (10 Earl): Multiple projects approved already. New storage buildings, pavement replacement, roof and building renovations.	\$1.28
2021	Temporary Growth Accommodations for Parks and Recreation Services	\$0.75
2021	New City Hall –70 Dalhousie Street and new Centralized Office/Work from Home Model	\$28.83
2021-2024	Police Headquarters new build, includes acquisition of land.	\$39.00
2021-2024	Health & Human Services Decentralized Service Hubs. Community Centre Renovations and Lease fit up	\$3.50
2022-2025	220 Colborne – POA Accommodations 100/102 Wellington Vacant	\$5.00
2022-2026	Earl Ave Yard Redevelopment – new admin, new storage buildings, maintenance bays, new scales, parking and yard storage.	\$36.70

2022-2024	Animal Control Building – Scope to be developed.	\$3.27
2025-2027	400 Grand River office renovations of yard and additional vehicle storage.	\$12.00
2026-2028	1-3 Sherwood Site Redevelopment, demolition of mechanics bay.	\$3.30
<b>Current Plan Total</b>		<b>\$133.62</b>
<b>Difference in Capital Needs</b>		<b>Reduced by \$34.48 Million</b>

Appendix “C” and Appendix “D” further describes the recommended changes for the proposed Plan and anticipates the revised scope and timelines. The financial needs of both the current Plan and the proposed new Plan are discussed in the next section and identifies how the proposed Plan results in short and longer term savings.

Some of the phases of both the current and proposed Plan require further development of scope and cost estimates prior to implementation. These phases in the proposed Plan would also require an updated review of space needs and percentage of staff that are able to work from home at the time of design. Staff will report back about each as they are validated with further recommendations and Class D estimates.

### 9.6.1 Overall Financial Analysis and Timelines

This cost-effective financial analysis undertaken by staff compares the capital costs and any financial impacts associated with implementing each of the phases identified within the current and proposed new Plan. Operating expenses such as utilities for each facility were not evaluated since no further consolidations were found beyond those evaluated in the Administrative Accommodation Strategy, and therefore no further operating efficiencies were anticipated. This analysis also does not account for life cycle costs and capital renewal.

For consistency and comparison purposes, the financial analysis made the following general assumptions:

- Does not account for inflation
- Debt is required for all Capital Needs and is assumed to be issued over a 20 year period at the City’s average rate of borrowing (3%)
- Annual financial needs to support the implementation of each Strategy include items such as: lease and Common Area Maintenance charges, finance charges (principle and debt), and the annual \$350,000 technology

increase to the operating expenditures related to new City Hall centralized office.

- Capital expenditures include: The updated estimated cost of new construction or major renovations only.
- Annual and upfront capital expenditures were examined individually and then brought together to provide an overall picture of the costs associated with the various scenarios
- Debt is not issued until project(s) are complete and staff are relocated
- The financial value of properties proposed to be divested is not included, though any potential revenue generated from the sale of these properties could be used to offset capital costs.
- Potential financial liabilities of the properties proposed for divestment is not included

The following Table 9 summarizes and compares the upfront estimated Capital and annual financial needs required to support implementation of the current and the proposed new overall Accommodation and Yard Plan.

**Table 9 – Estimated Financial Implementation Needs (costs in millions)**

<b>Overall Plan</b>	<b>Estimated Capital Requirement</b>	<b>Estimated Annual Financial Impacts</b>
Current	\$168.1	\$11.2
Proposed New	\$133.6	\$9.3
Difference in Financial Needs	-\$34.5	-\$1.9

As illustrated in Table 9, the proposed new Accommodation and Yard Plan has the lowest overall capital requirement, and lowest annual financial impact, even with the additional technology licensing and security needed to implement a Centralized Office and Work from Home Model. The proposed new Plan requires \$34.48 million less upfront capital investment and saves \$1.9 million in annual operating costs estimated to be required than the current Plan.

As demonstrated, proceeding with the proposed new Plan offers an opportunity to reduce short and long term financial requirements and was determined to be the most cost-efficient and therefore is being recommended as the preferred new Strategy.

## 9.7 Next Steps

In order to implement and sustain a permanent Centralized Office and Work from Home Model, funding is required to be added to the new City Hall project budget. Additional contingency funds are also required to support construction changes and unforeseen site conditions of the new City Hall and for the related technology equipment budget. However, the proposed new workplace model presents numerous opportunities for cost avoidance for facility accommodations across the corporation.

Both the Accommodations Strategy and the Yards Strategy were originally developed in 2014 and since that time many changes in the City have occurred including the boundary expansion. Facilities Staff have examined the overall facility accommodation plans for affordability and constructability and proposed a revised capital forecast that identifies opportunities for reduced Administrative space needs, as well as provides affordable solutions for the short term as the world recovers from the COVID-19 pandemic, while leaving options open for change in the long term.

The Accommodations Task Force is being requested to adopt the staff recommendations, which will be forwarded to City Council in the next cycle. The timely approval of the staff recommendations will provide the decisions necessary to move forward with the implementation of the new Centralized Office (70 Dalhousie) and Work from Home model and revise the 10 year Capital Plan.

Should the Task Force or City Council choose to postpone consideration of the request for additional funding to the project, work from home will not be sustained for the long term and significant future investments in technology upgrades is foreseeable; and without the funds needed for project contingencies the final quality of the project will be compromised and the risk of failure due to existing conditions is probable.

If the proposed new Centralized Workplace and Work from Home Model is approved, then City Staff are prepared to implement this model promptly and effectively. Staff who can, will have the opportunity to work in a 'remote-first' model, while teams will also be able to come together at a central location—once it's safe—for intentional collaboration and socialization. Employees will still be able to work in an office, but they will now have the option to work remotely or split their time between time working in and out of the office.

Staff will report back with confirmed scope and class D cost estimates for the following:

- Decentralize Health and Human Services and identify locations
- Provincial Offence Administration potential lease or alternative location options
- Branford Police Services expansion and redevelopment at existing location with potential land acquisition feasibility

## 10.0 Financial Implications

The new workplace model requires \$1,717,425 for successful implementation, including changes to the floor plan, various technology upgrades and change management. The new City Hall project budget is required to be increased by \$1,676,834, including additional funding required for the data centre and additional construction contingency. The overall required additional funding required to complete the project and implement the new workplace model is \$3,394,259. Finance Staff are recommending that the additional funding needed be funded through the reallocation of \$3,294,866 from previously approved Facilities Capital Projects (Accommodations) that are no longer required and the remaining \$99,393 be funded from the Facilities Reserve. Finance Staff are also recommending that the eight previously approved IT Capital Projects with an overall total of \$1,648,277 be consolidated to the new City Hall project budget for improved project administrative efficiencies, bringing the total recommended increase to the new City Hall project budget to \$5,042,536.

The purchase price for 70 Dalhousie Street was \$5,850,000 and the estimated renovation cost including the impacts of the new workplace model is now at \$24,624,173 for a total capital requirement of \$30,474,173. Table 10 - Updated Capital Requirement Budget presents the breakdown of the capital estimates.

**Table 10 - Updated Capital Requirement Budget**

Description	Amount
Current existing budget for New City Hall	\$25,431,637
Current existing IT Capital Project Budgets	\$1,648,277

Additional Data Centre Funding Required	\$451,834
New Workplace Model Implementation Costs	\$1,717,425
Additional Construction Project Contingency	\$1,225,000
<b><u>Total Updated Budget for New City Hall</u></b>	<b><u>\$30,474,173</u></b>

Table 11 – Updated Funding for PM1604 New City Hall below identifies the previously approved IT and Facilities projects and their associated amounts that Finance Staff recommend be closed, consolidated and redirected to the New City Hall project.

Table 11 – Updated Funding for PM1604 New City Hall

<b>PM1604</b>	<b>Accommodations Strategy Phase 3 New City Hall</b>			<b>\$25,431,637</b>
<b>Project</b>	<b>Project Description</b>	<b>Amount of funds to be Transferred</b>	<b>Original Reserve/Reserve Fund Description</b>	<b>Updated Project Balance with transfers</b>
PM1801	Accommodations Strategy Phase 4	\$1,540,641	Debenture	\$28,626,503
		\$1,654,225	Facilities Reserve (RF0526)	
PM2004*	102 Wellington Renovations	\$100,000	Facilities Reserve (RF0526)	\$28,726,503
		\$150,000*	Provincial Court Reserve (RF0527) <u>*amount to be returned to this reserve</u>	
IT1903, IT2003, IT1802, IT2002, IT1405, IT1503, IT1804, IT1902	Various IT Projects related to Remote Workforce and Data Centre initiatives	\$1,648,277	Information Technology (RF0552)	\$30,374,780
New	Additional funding required	\$99,393	Facilities Reserve (RF0526)	\$30,474,173
<b>PM1604</b>	<b>TOTAL</b>	<b>\$5,042,536</b>		<b>\$30,474,173</b>

---

The updated 10 year capital plan will reflect the changes recommended in this report.

## 11.0 Conclusion

The implementation of a proposed new workplace model provides opportunities to streamline service delivery and facility functions by consolidating staff into a single location and expanding accessibility to services through technology. The purchase and redevelopment of 70 Dalhousie has created flexible opportunities for the City to move forward with, including the ability to effectively accommodate a new workplace model and reduce overall administrative office space needs. There are numerous added benefits expected for the employee, for the City of Brantford as an employer and for the environment through the modernization a new workplace.

Staff recommend proceeding with the implementation of the proposed new workplace model including a Centralized Office (new City Hall – 70 Dalhousie) and Work from Home strategy and a revised Overall Accommodation and Yard Plan. Approval of an additional \$99,393 in 2020 is required, however, the proposed new workplace model presents opportunities to optimize the City's Administrative facility stock by reducing physical space needs and providing short and long term capital and operating cost savings through cost avoidance, including \$21.57 million savings in capital needs over the next 10 years and \$1.12 million in annual operating savings. An estimated \$12.91 million in further savings to the Overall Accommodation and Yard Plan were also found when Staff re-evaluated all major Accommodation and Yard projects across the corporation planned within the 10 year Capital Forecast, including all major office, operational and yard projects, to ensure the most economic and efficient approach for the coming years.

---

Lise Sordo, Director of Facilities  
Management & Security

---

Brian Hutchings,  
Chief Administrative Officer

---

Scott Hall, Director of Information  
Technology Services

---

Aja Peterson, Manager of Corporate  
Initiatives

Attachments (if applicable)

Appendix "A" – Department & Service Accommodations at New City Hall

Appendix "B" – Costs Summary of Existing Unknown Site Conditions.

Appendix "C" - Overall Accommodation and Yard Plan Details

Appendix "D" – Current and Proposed Overall Accommodation and Yard Capital Plan and Timelines.

Copy to:

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



## Appendix “A” – Department & Service Accommodations at New City Hall

Departments	Staff Totals	Workstation Allocation			Percent Accommodated
		Total	Dedicated	Shared	
<b>Public Works</b>	<b>67</b>	<b>48</b>	<b>29</b>	<b>19</b>	<b>72%</b>
General Manager	1	1	1	0	100%
Engineering Services	1	1	1	0	100%
Continuous Improvement	3	3	3	0	100%
Infrastructure Planning	14	10	4	6	71%
Design and Construction	22	14	7	7	64%
Development Engineering	11	8	6	2	73%
Surveying	5	4	3	1	80%
Parks Services	10	7	4	3	70%
<b>CAO &amp; Mayor</b>	<b>60</b>	<b>44</b>	<b>31</b>	<b>13</b>	<b>73%</b>
Councillors	12	12	12	0	100%
CAO	2	2	2	0	100%
Mayor	3	3	3	0	100%
Communications	7	5	2	3	71%
Economic Development/Tourism/BRC	16	10	6	4	63%
Facilities	12	7	4	3	58%
Corporate Initiatives and Strategic Planning	8	5	2	3	63%
<b>Community Development</b>	<b>54</b>	<b>38</b>	<b>23</b>	<b>15</b>	<b>70%</b>
General Manager	2	2	2	0	100%
Planning	19	14	8	6	74%
Building	33	22	13	9	67%
<b>Corporate Services</b>	<b>144</b>	<b>107</b>	<b>71</b>	<b>36</b>	<b>74%</b>
General Manager	1	1	1	0	100%
Clerks	22	14	8	6	64%
Customer Services	12	6	6	0	50%
Finance	57	36	19	17	63%
IT Services	24	22	9	13	92%
Legal & Real Estate	10	10	10	0	100%
Human Resources	18	18	18	0	100%
<b>Health and Human Services</b>	<b>15</b>	<b>15</b>	<b>15</b>	<b>0</b>	<b>100%</b>
General Manager	2	2	2	0	100%
Children's Services	3	3	3	0	100%
Program Support	1	1	1	0	100%
Social Assistance & Homelessness	5	5	5	0	100%
Housing Services	4	4	4	0	100%
<b>GROWTH/FLEX</b>	<b>60</b>	<b>39</b>	<b>0</b>	<b>39</b>	<b>65%</b>
Workstation	57	36	0	36	63%
Office	3	3	0	3	100%
<b>Total Overall</b>	<b>400</b>	<b>291</b>	<b>169</b>	<b>122</b>	<b>73%</b>

---

---

## Appendix “B” – Costs Summary of Existing Unknown Site Conditions

The following are a few of the larger unforeseen site issues and their associated costs that the new City Hall project has encountered:

<b>Existing Condition Unknown</b>	<b>Associated Extra Costs</b>
Elevator shaft and elevator machine room condition	\$14,703
Additional Asbestos and Lead Abatement	\$61,824
3 <sup>rd</sup> Floor Slab Topping Poor condition – had to be rebuilt	\$153,938
3 <sup>rd</sup> Floor Walls – structural	\$61,734
3 <sup>rd</sup> Floor Washrooms – could not be kept due to wall and floor issues	\$141,004
Modification of existing Bell Services	\$12,375
Existing Sanitary and Rain Water Leader Pipes within the building	\$95,014
Electrical code modifications in concealed chases.	\$59,344
Repair exterior wall foundation	\$26,757
Duct pressure testing of existing ducts	\$30,560
Others (less than \$5,000 each)	\$303,808
<b>Total Existing Unknown Site Conditions</b>	<b>\$961,061</b>

---

---

## **Appendix “C” – Overall Accommodation and Yard Plan Details**

Corporate administrative functions are currently planned to be delivered across four administrative facilities, each with dedicated operating expenses and growing capital needs due to the age of the facilities. Divesting of inefficient, aging buildings is required to optimize the City’s administrative portfolio, including the opportunity to surplus 84 Market Street and 100/102 Wellington Street as significant capital investment is required to bring these facilities up to current density and accessibility standards. Further to this, the City’s facilities require significant investment for on-going maintenance should they remain operational.

Staff from Facilities Management & Security have reviewed the Administrative Accommodations Strategy Phases planned within the 10 year Capital Forecast, along with the proposed new workplace model and are proposing a new direction for the administrative accommodation needs of the City. The proposed updates to the City’s requirements include short and long term forecasting, taking into consideration the new Centralized Office and Work from Home workplace model. The updates are intended to provide opportunity to reduce overhead and operational costs, lower capital and maintenance costs, increase efficiencies and possibly divest surplus properties.

Staff have also undertaken further evaluation of all major Accommodation and Yard projects across the corporation currently planned within the 10 year Capital Forecast, including all major office, operational and yard projects, to ensure the most economic and efficient approach for the coming years. The evaluation did not include a review of the recreation centres, arenas, pools or libraries as the scope to complete such a review is diverse and extensive, and many of these facilities are included under other reviews currently underway. Staff have determined that, along with the savings anticipated with the proposed new Administrative Accommodation Strategy, that there is further potential for savings in the overall Accommodation and Yard Plan, therefore Staff are recommending a proposed new overall Accommodation and Yard Plan to be adopted and revised in the Capital Plan.

Appendix “D” shows the current and the proposed new Overall Accommodation and Yard Capital Plan and Timelines.

The recommended changes for the proposed overall Accommodation and Yard Plan are further described in the sections below.

### **Health and Human Services Accommodations**

The current Accommodation Strategy has the Health & Human Services Commission (H&HS) moving into a fully renovated 100 Wellington by the end of

---

2024. In the current Capital Plan only \$13,862,000 has been identified to complete this renovation and approximately \$1.5M for capital renewal of the roof and windows, however updated estimates and condition assessments requires \$22M in capital needs due to the age and distinction of the building, and the capital upgrades needed throughout. Staff have been reviewing alternative cost effective options including leasing space and decentralizing services to multiple locations throughout the community. Services, funding and space needs for H&HS are constantly fluctuating, and is best suited to the flexibility that leased space can provide, while avoiding large capital renewal expenditures that come with owning.

With the implementation of the Work from Home model in March, client attendance at scheduled appointments, now available by telephone, has gone from a 50% no-show rate to now more than 70% of clients attending scheduled appointments. Clients appreciate that staff are more accessible and available, and appointments are more convenient and economical when not having to travel to their appointments. Staff have also identified benefits of working from home and the reduced safety risk due to fewer in-person interactions. An increased focus on digital services is in alignment with various Provincial ministry modernization initiatives applicable in the H&HS operating environment.

If the proposed new workplace model is approved for implementation, up to 20 management and administration positions within the H&HS Commission can be accommodated at the new City Hall. However, the building design will not accommodate their front line services where approximately 105 H&HS Staff provide various services to clients living across the City. This presents an opportunity to decentralize H&HS services across the City and further improve accessibility.

With staff working primarily from home, and service appointments offered by phone and possibly virtually in the near future, this does reduce their space needs exponentially. Within the revised cost analysis in Section 9.5.1, staff has proposed a smaller 5,000-8,000 square foot main service centre within the limit of downtown, for providing accessible in person services for H&HS clients with sufficient space for staff to come into the office as required to meet with individuals requesting in-person services. This space would be leased; includes a fit-up renovation of an estimated \$2M, and an estimated annual operating cost of \$192,000 per year.

Additional smaller service locations could then be set up at the City's own community centres such as Woodman, T.B. Costain, and/or Doug Snook's Eagle

---

Place which would enhance the community's access to services bringing them safely and conveniently to each part of town. At this time an allowance of \$1M for renovations at the locations has been included.

There may also be a need to have a service location within proximity of the northern sections of Brantford to accommodate the boundary growth. An approximate 2,000 square feet of space could also be leased, at an estimated annual operating cost of \$48,000 per year and an estimated \$500,000 to fit-up the required space.

Funding formulas and provincial funding is rapidly changing in each department within H&HS. For instance in Children's Services this year, the majority of costs are covered 100% provincially, but the province has announced significant changes to the funding formula, and going forward provincial dollars for administration will be very limited. This is also true of Ontario Works/Social Assistance (currently 50/50 cost-shared), where we are seeing significant reductions in funding. A savings in expenses such as accommodations and overhead would, in most cases, allow for the redirection of funds into program costs, or potentially reduce upcoming municipal pressures due to loss of provincial funding.

Since the City is locked into a lease for the current location at 220 Colborne/1 Market that doesn't terminate until December 31, 2024, Staff are recommending that the Decentralized Service Model option be further explored, developed and rationalized to confirm ideal and available service locations and return with final recommendations including updated Class D budget estimates and a defined approach with timelines. In the 2021 Capital Budget process Staff will be recommending \$100,000 be approved to proceed with preparing the Terms of Reference for a Request for Proposal to complete a space needs and location study and Preliminary Design, including Class D Estimates.

## **Provincial Offence Administration (POA) Accommodations**

Similarly, the current Accommodation Strategy has the Provincial Offence Administration (POA) located at 102 Wellington with major renovations needed to accommodate updated legislated Court, Building Code and Accessibility for Ontarians with Disabilities Act (AODA) space needs. The existing layout of the 9,151 square foot building does not lend itself to modifications as it is confined by its distinct architecture and concrete structure. Staff estimate that an additional 15,000-20,000 square feet of space is required to accommodate their needs, which would require an addition to the existing building. The current budget identified within the Capital Plan is \$4,225,000, however, updated estimates

---

indicate that an addition along with temporary accommodations that would be required during the renovations, the capital need for this project is updated at \$8.7M.

Staff have evaluated this option against leasehold space for the POA, and recommend exploring various leasing opportunities for the POA Court, including a potential lease at the 220 Colborne Street location once the H&HS Commission vacates the space. Wilfrid Laurier University offers various law-related programs at their Brantford location. Relocating the Provincial Offences Court within space owned by Laurier could provide enhanced learning opportunities for students at the Brantford campus, while also providing potential volunteer and educational programs that could assist with the administration of the Court and, potentially, off-set operating costs. The cost implications of leasing an estimated 20,000 square feet of space would reduce the Capital project need to an estimated \$5 Million to fit-up the space.

Staff are preparing the Terms of Reference for a Request for Proposal to complete a space needs study and Preliminary Design, including Class D Estimates. Design of new space requires a minimum of one year to develop and prepare for tender. Phasing would be required as City staff vacate the 220 Colborne/1 Market location prior to December 31, 2024. In the 2021 Capital Budget process Staff will be recommending \$100,000 be approved to proceed with issuing the RFP to perform Preliminary Design to confirm space requirements; discuss leasing options with Wilfrid Laurier University and return with final recommendations including updated Class D budget estimates.

## **Visitor and Tourism Centre**

The Visitor and Tourism Centre located at 399 Wayne Gretzky Parkway remains status quo in the current Strategy with various Capital renewal projects required over the next 10 years within the facility. At its meeting held on June 14, 2019, the Estimates Committee received Staff Report 2019-400, regarding capital assets potentially eligible for disposition. Specifically, City Council directed staff to coordinate the listing of 399 Wayne Gretzky Parkway in conjunction with finding accommodation for existing tourism staff and that staff report back with a detailed analysis of the execution of the sale. Over the course of the past year, Facilities staff, in concert with the Manager of Real Estate and Director of Economic Development and Tourism, have convened on numerous occasions to discuss the subsequent relocation and accommodation of existing tourism staff. Tourism Brantford is comprised of tourism administration and visitor services

---

staff, the latter of which oversee the front of house duties and customer service responsibilities affiliated within the Centre itself.

With the revised Administrative Accommodations Strategy including the new Centralized Office and Work from Home Model, there is adequate space at the new City Hall to accommodate all of the Economic Development and Tourism administrative staff. In terms of the visitor services component, Staff have also evaluated space available at the Wayne Gretzky Sport Centre (WGSC) to accommodate a new location for a Visitor Services counter, located at the front entrance of the WGSC. Preliminary estimates have been received for the construction and build out of the service counter, equating to approximately \$90,000 which includes the new counter construction, digital displays, signage and retail space for merchandise. Currently, there is an open project in the approved Capital to update the existing Visitor and Tourism Centre's displays, graphics and multimedia offerings that will cover all of the costs associated with the new Visitor Services counter. Staff are recommending that these funds be used to implement the new Visitor Services Counter at the Wayne Gretzky Sports Centre.

## **Yards Accommodation Strategy**

The Yards Accommodation Strategy is a companion strategy to the Administrative Accommodation Strategy, and the phases have been sequenced across the 10 Year Capital Plan. The Yards Accommodation phases were recently updated in the 2020 Capital Plan process (shown in Table 8 in Section 9.6 of this report), following an updated study performed in 2019. The study analyzes the current yard locations and adjacencies, reviews the functionality and usage of the existing sites, and investigates the accommodation and space need requirements for 4 main City operational yards, including: 10 Earl Ave. (Operational Works and Traffic Yard); 400 Grand River Ave. (Transit and Fleet, former location of Brantford Power); 1-3 Sherwood (Parks and Recreation Administration and Operational Yard); and 24 Catherine Ave. (Parks Services Yard). Both the Yard Accommodation and the Administrative Accommodation Strategy include the review of the 1 Sherwood Drive location.

Some of the later Yard Accommodation phases have been previously deferred however the facilities and storage yards have not only reached their end of service life, but capacities as well. The 10 Earl Ave. yard as well as the 1-3 Sherwood site are experiencing space and program pressures especially with COVID-19 distancing requirements. Although some minor renovations and accommodations that will address immediate needs have recently been

---

approved in 2020, both the 10 Earl Ave and 1-3 Sherwood require a solution sooner than planned.

Staff have reviewed the current Plan and considered the new workplace model in conjunction with the overall accommodations. However, most of the functions are front line essential services, in the field, with minimal opportunity to work from home for supporting administrative staff only, and space needs for yards are only increasing along with the growth of the City. The proposed new Plan addresses the constraints for the short and medium term, with longer term opportunity for growth and development, including the co-location and consolidation of like services.

### **10 Earl Ave – Operational Works Yard**

The current Plan identifies a complete redevelopment of the 10 Earl Ave. site over three phases, replacing all of the buildings and accommodating longer term growth. The first phase in 2026 accommodates Parks functions being accommodated permanently at 10 Earl Ave. including a new administrative building, new scales, and replacement of the salt dome structures that have recently undergone significant repair and maintenance. There is a significant shortage of secured indoor vehicle storage and space and program pressures on the mechanics bay. However, these needs are not addressed until later in the Yard Strategy (2030-2040). With the proposed consolidation of Parks operational and yard function with the Operational Works Yard functions, this scope will not be feasible.

Total funds of \$1,275,000 for various short term capital repairs and improvements were approved in 2019 and 2020, including: a Vinyl storage structure to address imminent growth and protect costly inventory; replace/expand parking and make pavement repairs; building and roof repairs; office renovations and a temporary facility to accommodate immediate space needs.

Staff have considered the City's current budget constraints and believe there are opportunities to revise the redevelopment plan and preserve some of the existing buildings where possible, including the salt domes and vehicle storage garage, while accommodating some of the larger program and space needs sooner including increased indoor vehicle storage, administrative space, new vehicle maintenance shop, and reconfigured parking and outdoor material storage. Staff are recommending that Project ID #881 be advanced in the Capital Plan to 2022-2025 with the revised scope as described here, and the identified budget of \$36.7M. Staff believe the site is large enough to plan a design that will address



---

short term needs and easily accommodate long term growth that should be reviewed again prior to 2030.

## **1 & 3 Sherwood Drive and 24 Catherine Ave. – Parks & Recreation**

The current Plan has the Parks Services administration staff, along with some of their operational functions, relocating to the space anticipated to be vacated by Brantford Power at 400 Grand River Ave by the end of 2021. The temporary relocation was identified to address the growth and space constraints at 1 Sherwood that are not able to be accommodated for the short term, including vehicle and equipment storage, and operational meeting and touchdown space. Later in the Capital plan a new build at Earl Ave is planned to accommodate these functions permanently.

Pending the outcome of the Parks and Road Operational Service review, Parks Services administration could be accommodated at either the new City Hall where space has been set aside in the new workplace model or in the redevelopment of the Operational Works Yard at Earl Ave., or a combination of both. Staff believe the co-location of Parks and Road Operational services is viable, which would also eliminate the need for a full operational yard at 1 Sherwood. The site could be repurposed for the Cockshutt Park parking, and a small satellite office and yard could be maintained for the Greenhouses and the Heritage portion of 1 Sherwood. This could provide for a future satellite location as the City continues to grow. Staff will assess the future needs of the Greenhouses and report back to Council per the KPMG service review.

A temporary relocation of all staff and operations from 1 Sherwood to 400 Grand River Ave is currently estimated to require \$950,000 to accommodate the relocation of the mechanics bay, fueling, storage, offices, and ancillary needs such as locker rooms; as well as mechanical upgrades and vehicular traffic and parking lot improvements would be required to make this work at the 400 Grand River Ave site.

Recently, the existing 1 Sherwood location suffered a roof failure above the mechanic's bay that required prompt replacement as it was deemed beyond repair. Upon further investigation, the structure was identified to be compromised by water damage requiring reinforcement. This presented a Health and Safety concern to the staff working in this facility, and due to the nature of the operations, there are no quick and cost effective alternative accommodations. As a result Staff are proceeding with the work as necessary.

---

Since funds are required to be invested into the mechanics bay at 1 Sherwood, Staff have considered a more cost effective approach for the temporary accommodations which includes a short-term decentralized accommodation approach as follows:

1. Administrative Functions:
  - a. Some administrative staff could be accommodated in vacant offices at the existing Wayne Gretzky Sports Centre with minimal cost to relocate into existing vacant office spaces.
  - b. The remaining administrative staff could be accommodated in the new City Hall where space has been identified with the proposed new workplace model.
2. Operational Functions:
  - a. 1 Sherwood Accommodations: Maintain and improve accommodations for some of the operational functions, including Parks Maintenance (includes vehicle and equipment maintenance and woodshop) and Horticulture which includes the Greenhouses. The estimated Capital need is \$375,000,
  - b. 400 Grand River Ave Accommodations: complete minor renovations to address accommodation needs for Turf Maintenance and Forestry. The estimated Capital need is \$375,000.

This reduces the 2021 Capital need to \$750,000, and the expenses towards the mechanics bay are preserved. Staff are recommending that Capital Project ID #882 to renovate 400 Grand River Ave to accommodate Parks and Rec staff from 1 Sherwood Dr. be updated to include renovations to provide temporary decentralized accommodations for Parks Services until the long term accommodations are made at the Earl Ave yard.

In 2026, Staff are recommending that Capital Project ID #1620 total of \$3,300,000 identified for demolition of vacant end of life buildings and infrastructure, and a smaller satellite operational yard at 24 Catherine Ave. remain as planned. Cockshutt field and parking lot expansion could occur as required.

### **400 Grand River Ave – Transit and Fleet**

---

The current Plan sees program specific changes made to the space at 400 Grand River Ave. to accommodate Parks functions that do not benefit the Transit and Fleet operations in the long term. Minimizing the short term changes needed provides for easier renovations to accommodate Transit and Fleet growth in the future when Parks staff vacate the space and relocate to the 10 Earl Ave. Yard.

Renovations to accommodate growth for Transit and Fleet is currently planned for 2025-2027, the proposed new Plan revises these timelines to begin in 2026 when Parks are able to vacate the space. Project ID# 882 identifies a total of \$12M is required to create additional indoor bus and vehicle storage, increase parking capacity, improve site traffic flow and upgrade supporting administrative and ancillary space. Staff recommend that this project be deferred by one year in the Capital Plan. Staff will also need to review the ability for the site to handle infrastructure needed to install electric chargers for future electric bus fleet. The longer term Plan (2030-2040) identifies that renovations to expand mechanic services will be required but should be reviewed and updated earlier than this.

## **Brantford Police Services Accommodations**

In April 2016, WalterFedy prepared a Facility Strategic Plan for future growth required until 2035 for the Brantford Police Service (BPS), and identified the facility's upgrade requirements. In January, the City engaged Colliers Project Leaders to review and confirm BPS space needs and program constraints and investigate several options available to accommodate future growth. The assessment looks at each option through a constructability lens to understand the value through cost benefit analysis and risk identification and make recommendations on the best possible solution for the future functional space accommodation of BPS. The following scenarios were reviewed and identified required project budgets for each:

1. Opportunities for the existing Elgin Street site \$33,586,607
2. Redevelop and lease space and expansion \$46,673,999 (plus cost to lease)
3. Redevelopment on a brownfield site \$56,755,881
4. New greenfield option \$59,815,881
5. Opportunities for the existing City Hall (100 Wellington) \$59,383,535

The analysis identified that the 20 year projected head count is 420 staff (301 sworn officers and 119 civilian staff) with an accompanying total space requirement of 105,000 square feet based on the police operational space

---

standards. The current location has only 61,140 usable square feet. Therefore, an estimated 43,860 square feet is estimated to be required to accommodate growth for the next 20 years. The current parking lot capacity is 239 parking spots, and 355 spaces is recommended to meet the expected growth. A parking structure would be required on the existing site to accommodate this future growth.

Although the cost-benefit analysis results identified the greenfield option best met BPS requirements, prior to the completion of the analysis, the COVID-19 pandemic presented overall budgetary constraints making options 2, 3, 4 and 5 unaffordable. The City is exploring a potential acquisition of approximately 3 to 3.5 acres of land from the adjacent property of the current BPS site. This option would allow the proper expansion of the existing building (Option 1) and potentially be the most cost effective, if feasible. Without the acquisition of additional land the site can only accommodate short term growth, and will require a two storey addition and a parking garage structure due to the existing site constraints. BPS would need to source a larger property acquisition in the future to meet their growing space and program pressures.

Staff recommend proceeding with a feasibility study to further investigate if the current police site increased by the acquisition of the adjacent land will be enough to accommodate the building and parking expansion, and well as complete a class D estimate and an adjacency investigation, coupled with a site test fit to confirm the viability of the proposed renovations and construction.

City Council approved \$6,808,429 in the 2020 Capital Budget process to begin planning for the relocation of the Police Headquarters. A total of \$51,404,133 was originally identified to be required, however through Collier's analysis this would have been insufficient for the greenfield option. Option 1 to redevelop and expand the existing site, with the potential acquisition of adjacent land, is estimated to require an upset limit of \$39,000,000 and will be confirmed through the feasibility review. Once the feasibility review is finalized, the total budget requirements will be updated in the 2021 Capital Budget process for approval.

## **Animal Control Building**

The current 10 Year Capital Plan identifies the need for an approximate 6,000 Animal Pound facility to be built on 10 Kraemer's Way starting in 2022. In 2020, Council approved \$270,000 to start the design, site plan and construction plans and Architectural renderings to be completed. However, due to the COVID -19 pandemic, the development of the program has not started. The design cannot be started until a program for the building is developed which is required to

---

establish the space needs and finalize the scope for a new building. Staff from the Clerk Services department is tasked with the Animal Services program development, and anticipate completing a review of services required and establishing the program by early 2021. The build is estimated to require \$3,000,000 in capital funding and has been included in the 10 Year Capital Plan to be funded in 2022 to allow time for the program development and design to begin.

## **Surplus of Properties**

Both the current Strategy and the proposed revised Strategy see the 84 Market Street property deemed surplus once staff relocate to the new City Hall and all Branford Hydro, Hydro One and City Data Centre equipment are relocated by the end of 2021. In the meantime the space Brantford Power has vacated is available as swing space to provide social distancing requirements for departments currently in constrained space. By mid-2021 the 84 Market property will be vacant and prior to this, the Manager of Real Estate Services will develop a disposition strategy that will be brought forward to Council for approval.

If the revised Administrative Accommodation Strategy along with the Centralized Workplace and Work from Home Model are approved the 100 & 102 Wellington Street Property can also be deemed surplus once the POA Services are relocated to their new location as early as 2025. The property can also be brought forward to the Real Estate Committee to be considered as surplus and potential sale as soon as practical.

The Brantford Visitor and Tourism Centre will also be vacant by no later than end of 2021 and can be deemed surplus. If the revised Strategy is approved the property can also be brought forward to the Real Estate Committee to be considered as surplus and potential sale as soon as practical. The estimated revenue from the sale of this property would not be more than the purchase price and therefore staff will continue to investigate options for repurposing the building for growth related needs. The Tourism Centre is centrally located when considering the expansion lands and abuts a major north-south connector. For example, this site could be ideal for a transit terminal saving the City the need to buy lands or build a terminal to improve service and connections from Southwest to the Northeast.