



REPORT N° ADMIN 2019-012

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| Date | 22/10/2019 |
| Submitted by | Helen Collier, CAO |
| Subject | Rationalization of Installations / Community Hub |
| File N° | n/a |

1) **NATURE/GOAL :**

This report is presenting to Council a review of 11 existing facilities and the recommended future use for each.

2) **DIRECTIVE/PREVIOUS POLICY :**

n/a

3) **DEPARTMENT'S RECOMMENDATION :**

THAT a 2020 capital project for \$450,000 be established to investigate the viability of the proposed facility rationalization as outlined in Report No. Admin 2019-012 to be funded from the 2019 surplus; and

THAT the City apply for a grant under the Investing in Canada Infrastructure Program: Community, Culture and Recreation Stream; and

THAT a Community Hub Reserve be established to manage the revenues collected for this project; and

THAT a policy be established to contribute future operating surpluses to the Community Hub Reserve in an effort to reduce the debt required for the project; and

THAT the Administration prepare a complete review of vacant lands to consider for disposal; and

THAT all revenue generated from the sale of surplus property be contributed to the Community Hub Reserve; and

THAT a Committee of Council and staff be established to guide the process; and

THAT the Community Services Operational staff be relocated to the paramedic building on Landry Road; and

THAT the trailer located at the Bourget Community Centre parking be disposed of and contents relocated to the former Bourget Fire Station.

QU'un projet capital 2020 de 450 000 \$ soit établi afin d'étudier la viabilité de la rationalisation de l'installation proposée dans le rapport N° Admin2019-012 qui sera financé par les surplus 2019 ; et

QUE la Cité soumet une demande de subvention au Programme d'infrastructure Investir dans le Canada : volet communautaire, culturel et récréatif ; et

QU'un réserve carrefour communautaire soit établi pour gérer les recettes perçues pour ce projet ; et

QU'une politique soit établie pour que tous les excédents d'exploitation futurs soient attribués au réserve du carrefour communautaire dans le but de réduire la dette requise pour ce projet ; et

QUE l'Administration prépare une révision complète des terrains en surplus pour la considération de ventes ; et

QUE toutes les recettes perçues par la vente des terrains en surplus soient attribuées au fonds de réserve du carrefour communautaire ; et

QU'un Comité du conseil et personnel soit établi pour guider le processus ; et

QUE le personnel opérationnel des Services communautaires déménage à l'ancienne station des ambulances du chemin Landry ; et

QUE la roulotte située dans le stationnement du Centre communautaire de Bourget soit éliminée et son contenu soit apporté à l'ancienne caserne de Bourget.

4) **BACKGROUND :**

This process brings together a review of the City's key existing operating facilities whose future has been in question.

5) **DISCUSSION :**

This report will look at the future use and need of 11 City owned and operated facilities. The recommendations that are put forward are at a very preliminary stage and will need further investigation for some. There will also be a comprehensive community consultation and a Committee of Council established to guide this project to fruition if approved by Council. Ultimately, this report presents a corporate look at these facilities for which Council has indicated some concern in the last few years. The result of this review presents an opportunity for a Community Hub that will provide some much needed community space and services for the population.

The need for this report to come forward at this time is to obtain Council's approval in principle to move forward so that the City can take advantage of a one-time funding opportunity that has presented itself. The deadline to submit the funding application is November 12, 2019.

A number of factors necessitated this review.

- 1) The ongoing debate over the future use of the Jean-Marc Lalonde (JML) Arena.
- 2) The need to improve City Hall service delivery.
- 3) The looming (2025) deadline to make City facilities accessible in accordance with the provincial *Accessibility for Ontarians with Disabilities Act* (AODA) guidelines.
- 4) There has been a number of studies done with the community that identify shortfalls in services and community space:
 - a. Parks and Recreation Master Plan 2016 (see Attachment 1);
 - b. Strategic Plan, conducted in 2016 (see Attachment 2);
 - c. City's Official Plan (see Attachment 3);
 - d. Downtown Revitalization Plan; and
 - e. Cultural Analysis Plan (see Attachment 4)
- 5) The growth of the municipality is a strong factor. Clarence-Rockland is a vibrant, bilingual community that is very attractive to growing families as well as retiring residents. The population of the municipality based on the potential for development could grow between 10,000 to 15,000 by 2040.
- 6) The construction of two new protective service buildings has led to the acquisition of the Landry Road paramedic post and left the former Bourget Fire Station vacant.
- 7) The construction of these two new protective services buildings also sees a significant amount of space being vacated at 415 Lemay.
- 8) Finally, there is a one-time funding opportunity that could finance a significant portion of this proposal. The high level anticipated cost of this facility transformation is \$15 million to be funded 53% by grants and 47% by the City. The City's share is proposed to be funded in part from sale of properties and reserves. The balance would be debt. The debt payment would be offset by lower facility operating costs and rental income from tenants in the Community Hub.

This report looks at the future use of 11 City facilities listed below.

1) Jean-Marc Lalonde Arena

The JML Arena has been a fixture in the community since 1972. It houses many memories for the community. The objective is to transform this facility into a vibrant community hub. (The Community Hub will be discussed in more details below.)

The building has been under much scrutiny in the last number of years since it was decommissioned in 2011 as an arena. There is a continuous annual cost of \$110,000 to keep the facility operable for use by many. The building is in need of many repairs, over \$3 million to bring it up to current safety and accessible standards. There was a building condition assessment completed which identified many challenges but the study concluded that the shell was still in good condition (see Attachment 5). This spawned the idea to transform it into a Community Hub. This site has a huge advantage over others in that it is already owned by the City, has ample parking, is situated in close proximity to other facilities, parks and Laurier Street. It is also important to note that this facility, in its current state, is one of the largest contributors to green house gas (GHG) emissions. Once transformed, it will longer produce large GHG emissions. To qualify for the grant application, the municipality needs to complete a study that calculates the reduction of GHG emissions from carrying out the project.

2) 1560 Laurier Street, City Hall

This facility currently houses the administrative staff of the City. The building is close to capacity, is not accessible, and the space is very challenging to serve the ratepayers who visit the popular and busy Client Service Centre. The space and flow in the Client Service Centre is also very inefficient for staff to work together. The last major renovation to this building was completed nearly 20 years ago.

3) Chamberland Community Centre

The Chamberland Community Centre is being used more frequently since the building received a few renovations. There is an active teen program—Carrefour bien-être pour les jeunes de l'Ontario—operated by Valoris. The building itself, however, is in need of much future repair. There is currently a 3-year contract with Valoris which would dovetail with the timing of the new Community Hub should the project move forward.

4) Bandshell

The bandshell was built in 1991 for *La fanfare de Rockland Concert Band* and serves as a rehearsal facility for their band.

Currently, the equipment is stored in the basement of the small building, without an elevator. This presents a challenge for a lot of the participants. During the 2019 budget process, Council was requested to consider this situation.

As we all know, art and culture is a very important part of a healthy and active living in a community. We have to support these activities with proper and adapted amenities. The Community Hub project would incorporate space for this group, potentially creating a stage within the Council Chambers and the necessary storage required.

5) Baseball Diamond

This baseball diamond is over 40 years old and would benefit from an upgrade. Lighting fixture posts and the fence are at their limit of their useful life.

It is well used by the community. This project proposes to re-position the diamond to make room for the potential ice pad pond.

6) Community Services Operations Garage (The Chamberland Recreation Garage)

This facility has many challenges for space and safety. In 2018, the City had to rent a trailer to make a safe clean space for the employees to have their lunch, meetings, and personal belongings. The recommendation is to move the Community Services Operational staff to the former Paramedic Station on Landry Road.

The Chamberland Recreation Garage also houses the Centre d'aide. It is recommended that if the Community Hub project moves forward that they move into the rear of 1560 Laurier Street which would see the Centre d'aide on one level with much improved ease of access and parking.

7) Former Paramedic Facility – Landry Road

The building is a safe work environment with much more space and a backup generator power. In addition, the City owns the 2-acre lot adjoin the lot directly to the south of the property. The operations would be centralized and more adaptable to the service needs.

8) 415 Lemay Street, Council Chambers

The current facility that houses the Council Chambers is in need of much repair as exhibited by the frequent placement of buckets to catch water from the leaking roof. The building does not meet accessibility standards. Although a wheelchair can

access at the rear of the building, this alone does not make the building accessible as explained at the beginning of the report.

In 2014, approximately \$20,000 was spent to relocate the Council Chambers from 1560 Laurier Street to 415 Lemay Street. Although subjective, the value of that expenditure has been realized.

Also housed at 415 Lemay Street are the By-law and Fire Services administrative staff which will move into their new facility early in 2020. The other use of 415 Lemay Street is the planning / lunch room for the City's Operations staff. This facility also provides room for the Operators' lockers and time clock. It would be recommended at this time to decommission half of this facility and maintain the operators space if the Community Hub project moves forward.

9) Former Bourget Fire Station

This building has no significant value to make it worth selling. Therefore, it is recommended to use it to store the spare fire vehicle and to store the Public Works sand and equipment required for the winter in Bourget/Hammond area.

Currently, Public Works is using space at the Bourget Community Centre. The first issue is that it takes up parking and it does not represent what a community centre should look like. The second issue is the trailer, which houses the equipment and is not appropriate in a public space. One bay of the old fire station would be used to store the sand out of the elements and prevent it from freezing and to store one sidewalk machine.

10) St-Pascal File Storage Archives

With the implementation of SharePoint, a rigorous cleanup of the St-Pascal file storage will be taking place and in theory no more files should be sent to St-Pascal. What would be left could be housed more conveniently at 1560 Laurier Street. St-Pascal is also being used to store some community services park equipment. This equipment would be moved to the new Landry Road facility. Given the lack of need for this facility it would be recommended to sell.

11) Museum

This facility is hidden out of the way with many challenges related to accessibility and an aging building. The proposal, if the project moves ahead, would be to move the Museum to the former day care space at 1560 Laurier Street which is fully accessible. It would also locate the Museum beside the historic City Hall building and the war memorial. This new home for the

Museum would provide greater visibility. The proposal would be to sell the former Museum site. Based on the deed for the property, permission may be required to do so.

COMMUNITY HUB

The Community Hub being proposed for consideration aims to bring together many services and addresses some needed community and cultural venues for the citizens of Clarence-Rockland. The Community Hub is at the concept stage. The definition of a concept is "*an abstract idea; a general notion.*"

The Community Hub would transform the JML Arena into a vibrant, active, accessible space. Given the facility's size, it will be able to provide new community centre space (large and small), an activity space large enough to accommodate most of the current activities held at the JML Arena, a Council Chambers, a Client Service Centre, and City Hall staff.

The new community centre space would look out over the Simon Park and open out onto an outdoor patio space. Stepping off the patio you would be greeted by an ice pad pond. The ice pad would bring skating back to the venue. A few modifications would be required in the park, such as repositioning the baseball diamond and bandshell.

Access from Laurier Street would need to be created. In creating that access, it is suggested that a recreational pathway flow straight from Laurier Street to Avenue du Parc. This pathway would continue to St-Joseph Street to connect it to the existing cycling lane.

The proposal, as it stands, wants to look at physically connecting the Community Hub with the Cultural and Recreational Complex. Within the Community Hub, administration would look to incorporate Service Ontario, Service Canada, and possibly the post office to the Client Service Centre. Currently, the closest Service Canada offices are in Hawkesbury and Beaconhill (Ottawa). Relocating the post office would free up some space for development on Laurier Street.

Also to be considered are an art gallery, a teen and seniors programming space, a community kitchen, a community garden, OPP community offices, and an innovation centre.

Of interest, the province has guidelines on creating a community hub. See Attachment 6. In addition, there is a tool kit that has been prepared that is very interesting on helping municipalities create a community hub. See Attachment 7.

This proposed project will address a number of challenges with some existing facilities. The number one challenge is accessibility. Although City Hall and 415 Lemay Street appear accessible, they would not meet the guidelines of the *Accessibility for Ontarians with Disabilities Act* (AODA).

As per those guidelines, accessibility covers all persons regardless of their age or size and those who have any particular physical, sensory, mental health or intellectual ability or disability.

- Customer services entry should be a level entry (step-free) entrance to facilitate not just wheelchair users but also people with buggies; people with suitcases or shopping trolleys; people using walking or mobility aids; and people with visual difficulties.
- Customer services entry should be clearly distinguishable from the rest of the building to avoid confusion.
- Customer services area should provide the clients that are required to wait for any reason, a comfortable accessible seating area within sight of the reception. Seats should be moveable with adequate space in the seating layout to accommodate wheelchair users; parents with strollers; people with visual difficulties; guide dog users; and those with walking aids.
- Contrasting colour should be used to define circulation routes, such as the route between the entrance door and reception desk.
- Customer services counters should incorporate an induction loop system for the benefit of people who wear hearing aids, and the presence of the equipment should be clearly signed.
- Customer services accessible parking should be located immediately adjacent to the entry.

A clearly visible and accessible entrance is likely to create a positive impression for all building users and make them feel welcome. If an entrance is hard to find or if it is difficult to access due to heavy doors

or narrow door width, it creates a poor first impression and may make some people feel less welcome or even excluded.

The design of reception and waiting areas, and the ease in which people are able to move independently around a building, have a similar influence on overall accessibility. A well-designed building layout with clear access routes and doors that are sufficiently wide and easy to operate will demonstrate a commitment to accessibility.

The municipality will be required to meet these guidelines by 2025. Creation of the Community Hub could take up to 4 years to complete in its entirety. By creating a community hub on one level, it will meet many of the AODA requirements.

The second challenge is the health and safety at the existing Community Services Garage on Chamberland Street for both Centre d'aide and the City's Operations staff. Lack of parking, stairs, and space in general pose considerable challenges at this location. A separate trailer had to be rented for City staff to have an appropriate lunch room. Stairs are an ongoing challenge for our senior volunteers at the Centre d'aide.

The third reason for this proposal is to address some requirements identified in the Parks and Recreation Master Plan (Attachment 1) and Cultural Analysis Plan (Attachment 4) such as lack of cultural space for seniors and teens.

A fourth factor to consider is there have been requests to move the Council Chambers back to the urban area of Clarence-Rockland. The Chamber was established in Clarence Creek in 2014. The Council of the day wanted the Chamber to be more available to the rural ratepayers. A total of \$20,000 was spent on renovating the Chamber at the time.

The fifth reason is the need to increase the size of the Client Service Centre to make more seating available. In addition, the Client Service Centre needs office spaces to meet with clients who would like to register for a license or may have an issue with their tax or water bill. Currently, a manager needs to be displaced to make room.

The sixth reason for this review is a number of these facilities in this review are extremely inefficient energy wise. The significant ones are the JML Arena and City Hall. If the City of Clarence-Rockland is successful in securing the funding, a green house gas (GHG) emissions study will be completed to demonstrate the impacts.

A seventh factor is we also need to take into consideration the additional space needed at City Hall for growth in staff and the potential for full time City Councillors. This proposal to transform the JML Arena into a Community Hub has an added bonus in that the municipality already owns it.

The final and most significant reason to consider this project is to benefit from the one-time infrastructure funding opportunity that has been announced. The program is called Investing in Canada Infrastructure Program: Community, Culture and Recreation Stream. The governments are making available \$1 billion. This program speaks

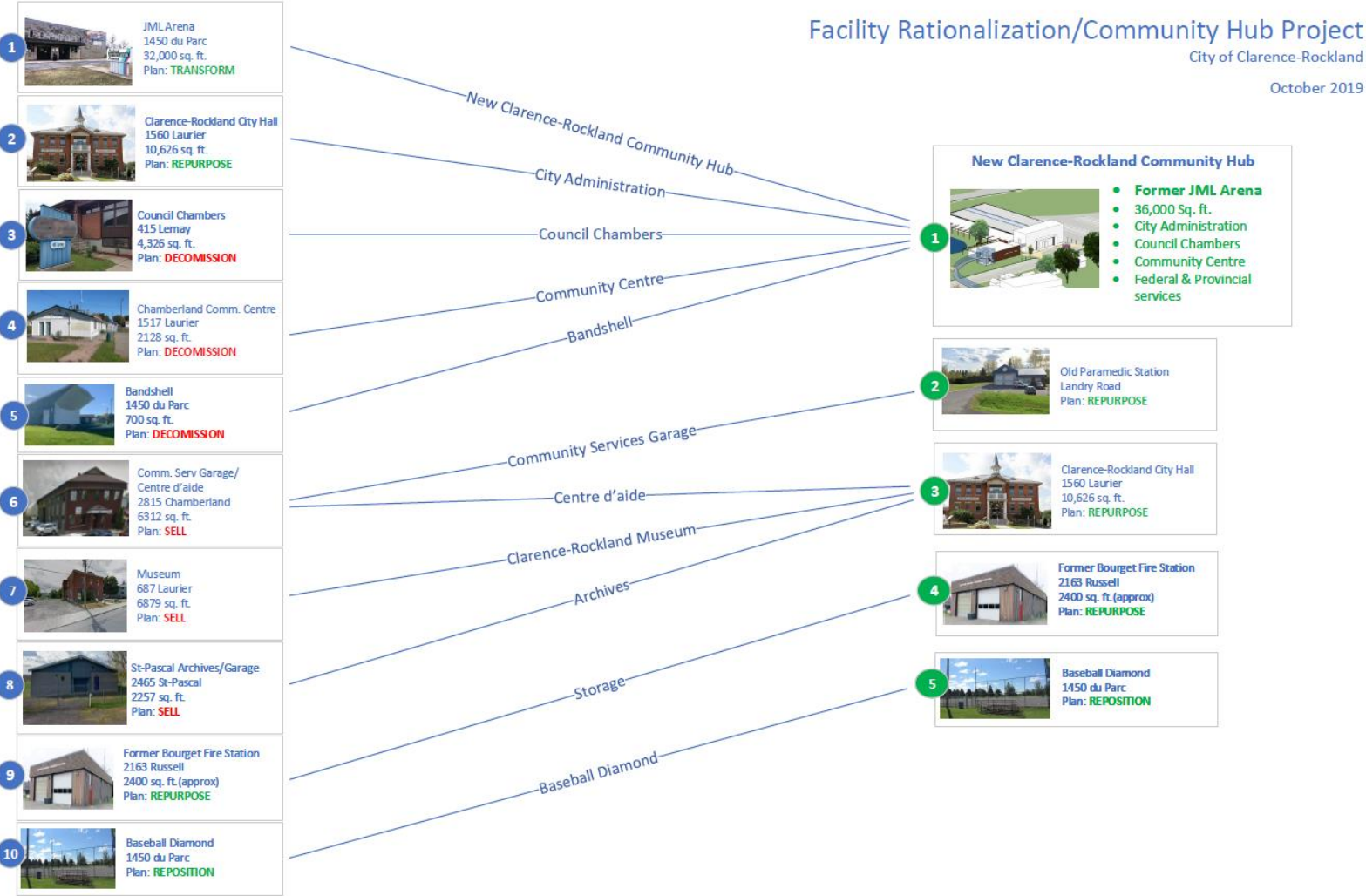
specifically to creating community hubs. The program offers 40% funding from the federal government, 33.33 % from the province and 26.67% from the municipality. It is important to note the funding does not include city administrative space or Council Chambers, however, it does include all other aspects being considered here. The grant application will require the City to conduct a GHG emission report which would be done with the initial seed funding of \$450,000. A complete description of the funding program can be seen in Attachment 8.

Undertaking this project will impact many user groups of the above mentioned facilities. All of the groups impacted will be consulted during the process, if Council approves the concept, in order to understand their needs so they can be incorporated into the new Hub. The goal is to better serve these groups in a more accessible, inclusive, safer, and cleaner environment. The list of groups impacted are:

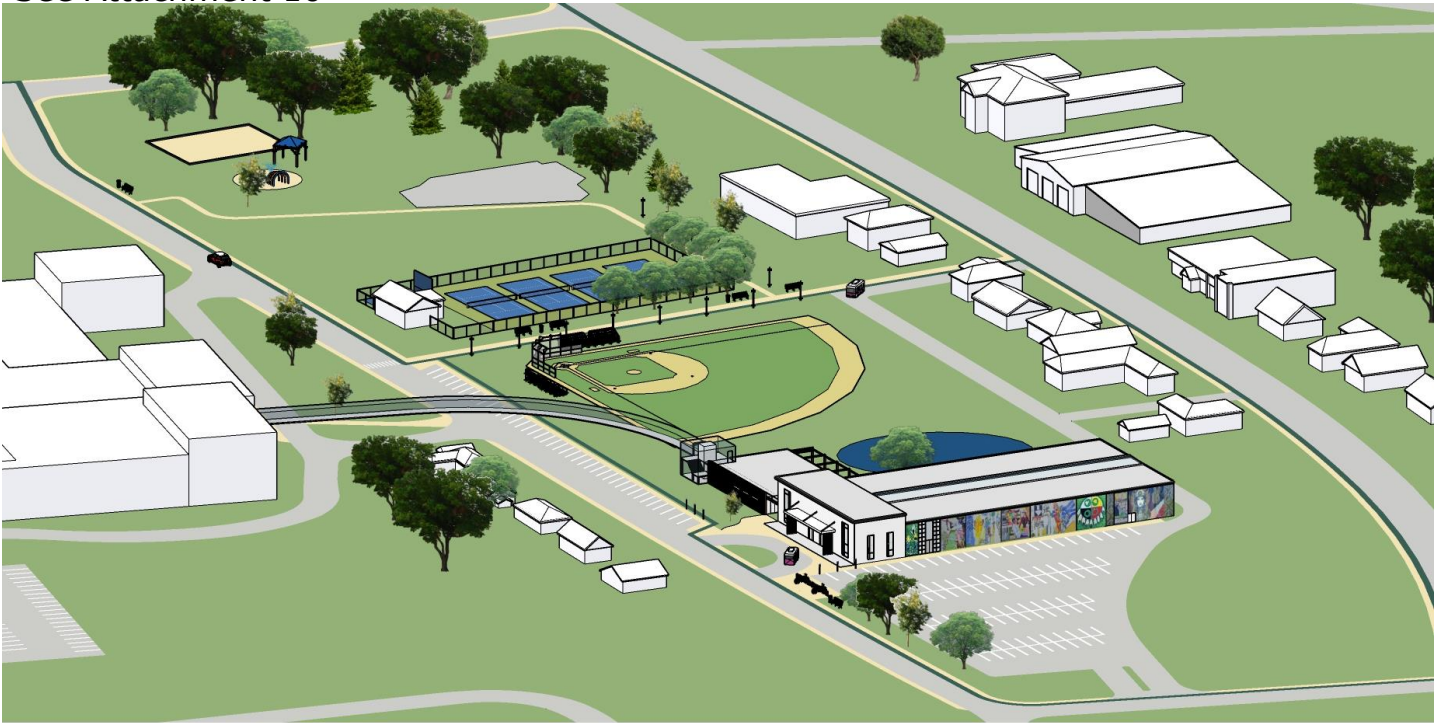
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| 1) Pickle Ball Association; | 9) Interior Baseball; |
| 2) Air Cadets; | 10) Fly Ball; |
| 3) Club Optimist Lobster Fest; | 11) Ball Hockey; |
| 4) Wrestlemania; | 12) Centre d'aide; |
| 5) Family Day; | 13) Museum (which also provides office space to the Rockland United Soccer Club); |
| 6) Roller Derby; | 14) All ratepayers; |
| 7) Archery Club; | 15) City Hall clients; and |
| 8) Catholic School Board; | 16) City staff |

Provided below is a summary table of the proposal. Following this table is an overall image of what the Community Hub could look like. These images are in Attachments 9 and 10 to view in a larger format. There is also a google map image of the current site – see Attachment 11

See Attachment 9



See Attachment 10



The timeline for this proposal is as follows:

| Year | Date | Action |
|-------------|-------------|---|
| 2019 | Sept. 4 | Director's brainstorming |
| | Sept. 11 | Manager's brainstorming |
| | Oct. 22 | Presentation to Council |
| | Oct. 28 | Approval in principal of researching the project |
| | Nov. 5 | Draft budget consideration of seed funding |
| | Nov. 12 | Grant submission |
| | Nov. 18 | Approval of seed funding (\$450,000) |
| | December | Establish Committee of Council and Staff |
| | December | Begin Consultation with the groups and public for input and ideas |
| 2020 | January | Continue gathering public input |
| | February | Province to announce if project is eligible |
| | March | Present public input back to Council |
| | April | Make modifications |
| | June | Community Services Operations staff move to Landry Road |
| | June | Grant Funding announcement |
| | July | Tender for architect |
| | September | Award architect contract |
| 2021 | January | Council to consider architects rendering |
| | March | Open house to present rendering |
| | April | Budget approval for the project |
| | June | Tender project |
| 2022 | January | Award tender |
| | March | Ground breaking |
| | April | Begin construction |
| 2023 | June | Occupancy |

COMMUNICATIONS

On the City's website, a Community Hub button will be created with a method for ratepayers to have their say. With a project of this size, there will be monthly updates to Council.

6) CONSULTATION:

n/a

7) RECOMMENDATIONS OR COMMENTS FROM COMMITTEE/ OTHER DEPARTMENTS :

This report has been reviewed in detailed by the directors. Input was also sought from the managers.

8) **FINANCIAL IMPACT:**

This project is at a concept stage. The final cost cannot be established until the project is further explored. Therefore, staff are recommending that \$450,000 be approved to hire a facility specialist / architect to explore the opportunity and to complete the GHG emissions study.

A preliminary budget has been put together to determine the financial requirements for the grant application. This estimation will require refinement.

The Community Hub has been roughly estimated to cost \$14.9 million. The grant application is clear in that administrative space is ineligible. The cost of the ineligible space is estimated to be approximately \$4.2 million. That leaves a balance of \$10.7 million that is eligible for grant funding. If successful, the federal government would fund 40% or \$4.3 million, the province would fund 33.33% or \$3.6 million and the City's share would be 26.67% or \$2.8 million.

The amount that the City has to finance is \$4.2 million (the ineligible amount) + the city's share of the eligible amount of \$2.8 million for a total of \$7.0 million.

In summary, the costs of this project would be shared as follows:

| | |
|------------------|----------------------|
| Federal grant | \$4.3 million |
| Provincial grant | \$3.6 million |
| <u>City</u> | <u>\$7.0 million</u> |
| Total | \$14.9 million |

It is proposed that the City would finance the \$7.0 million from:

| | |
|--|---------------|
| Sale of vacant lands and properties, reserves, and future City surpluses: | \$2.5 million |
|--|---------------|

| | |
|--|----------------------------------|
| The balance would be debt (4% over 30 years) \$4.5 million = | |
| | <u>debt payment of \$261,000</u> |
| Total | \$7.0 million |

The debt payment would be financed from reduced operating costs at certain facilities 415 Lemay, Community Operations Garage and new revenues from tenants.

The projected operating cost savings are \$147,000 (see Attachment 12). The balance of the funds \$114,000 would be generated from rental of the community space, Service Ontario, Service Canada and potentially the post office.

The initial \$450,000 would be to complete community consultation, prepare tender documents, and complete the GHG emissions study. These funds won't come from within the project.

9) **LEGAL IMPLICATIONS:**

n/a

10) **RISK MANAGEMENT:**

n/a

11) **STRATEGIC IMPLICATIONS:**

This project will address many identified needs, situate the City well for growth, attract new residents to a welcoming space and address the accessibility requirements. In addition, the City will greatly reduce its carbon foot print.

By eliminating/reducing some of the unneeded buildings (older buildings) we would eliminate all future capital budget needed to modify these buildings in order to meet accessibility standards and up keeping of aging infrastructure.

12) **SUPPORTING DOCUMENTS:**

Attachment 1 – Parks and Recreation Master Plan

Attachment 2 - Strategic Plan

Attachment 3 – Clarence-Rockland Official Plan

Attachment 4 – Analyse des besoins culturels

Attachment 5 – Jean-Marc Lalonde Building Condition Assessment

Attachment 6– Community Hubs in Ontario: A Strategic Framework and Action Plan

Attachment 7 – How to Hub: Community Hub Development Toolkit

Attachment 8 – Funding Program Description

Attachment 9 – Diagram

Attachment 10 – Image of Community Hub

Attachment 11 – Map of existing site

Attachment 12 – Projected Operating Costs