	<b>THE CORPORATION OF THE TOWN OF COBOURG REPORT</b>	
	<b>JOINT PUBLIC WORKS/PARKS OPERATION FACILITY RENOVATION</b>	
TO:	Mayor and Council Members	
FROM:	Bill Watson – Director of Public Works	
REPORT TITLE/SUBJECT:	Joint Public Works/Parks Operation Facility Renovation	
REPORT DATE:	October 9, 2015	

**1.0 RECOMMENDATION:**

That Council authorize staff to proceed with tendering the project with a construction schedule to have the move completed in the fall of 2016. And that funds be obtained from a debenture to be paid over the next five years with 25% of the funds obtained from the DC reserve as approved in the DC background study. The Architects building estimate and site improvement estimate total \$4Mil so the debenture will be \$3Mil and DC \$1Mil.

**2.0 BACKGROUND:**

Since 1958 when the existing works yard was built, The Town of Cobourg has doubled in size, from well under 10,000, to the present of over 18,000 people.

Between 1958 and 2014, the Town has assimilated parts of Hamilton Township, grown west from Burnham Street, east of Coverdale Avenue, as well as north of Elgin Street, roughly a six fold increase in the lane kilometers and associated infrastructure under management. At least eight additional parks, several ice pads (indoor and outdoor), splash pad and a number of structures have also been constructed or acquired by the Town. During this time, both Midtown and Northumberland malls have been constructed, two new high schools and at least five public schools have also been constructed. During this massive expansion of serviced area, Public Works employees have increased from 9 general utility workers to 13, plus supervisors, managers and support staff; however, they require a great deal more and larger equipment to manage the

task. Parks staff have moved several times over that time and have settled into a part of Building 7 at Northam Industrial Park.

With all these changes, the existing Public Works facility has passed the end of its useful life for the required purpose. The Parks facility, in its present form does not meet any criteria for use as a public operations facility, also requires significant work to be modernized and made efficient. It is important to realize that the town is not done growing and it is expected that growth will continue at a least the present rate.

### Town Growth 1958 to present

Item	1958	2015
Bridges	6	10
Local Roads	40km	80km
Arterial /Collectors	8km	20km
Sidewalks	20 km	40km
Parking lot spaces	200	1200
Walkways	2 km	8kms
Parks	8	23
Ball Diamonds	6	12
Soccer Fields	4	16
Tennis Courts	0	8
Dog Parks	0	1
Water features	0	2

The Public Works and Parks operations currently fall under the direction of the same Director but are housed in separate locations and operate relatively autonomously. There are ample models in other municipalities where these groups function separately or as one operational unit. There are some common functions that may make joining their operations more efficient.

## 2.0 Existing Facilities:

### Public Works:

At present Public Works operations is housed in a combination of works garage, office and a collection of trailers. This location has been their home since 1958 when it was constructed for \$27,900. The trailers were added in 2001 as a temporary solution for office staff from other town locations to move in.

Item	Public Works	Parks
Garage Space	Not enough room to	Adequate space, few

	store existing equipment.	services
Office Space	Insufficient space to house current workforce	Office space is not properly equipped to house administration staff
Meeting Space	Limited and shared with storage	None
Lunch Room	Too small and shared with bathroom	Picnic table
Change Room	1/3 required size shared with furnace and hot water, no women's amenities	None
Washrooms	Inadequate/ shared with public	poor
Public Access	Not appropriate conflicts with yard activities, liability risk	None
Fuel Storage	Full upgrade required before 2016	None
Salt Storage	Too small, liability next to creek	None
Brine Storage	Poor location freezes regularly	None
Site access	Yard is too small, long and narrow, dangerous conflicts	Wide open, no security

**Space Issues:**

- The Department has run out of space in the current Public Works site. Some equipment cannot be properly stored and other equipment needs to be stored offsite.
- There is no adequate salt storage on site, which forces six or seven deliveries over the winter. During this time, many other operations have to cease due to the large trucks obstructing the yard.
- There is no adequate space for staff. Change rooms, lunchroom and meeting rooms are all insufficient in size.

- Current brine station often freezes in cold weather as it cannot be moved inside. This actually halts operations during the winter until the unit can be thawed and brine dispensed.
- The movement of people, equipment and public vehicles, in such confined area, has a very high potential for conflicts and accidents.

**Health and Safety Issues:**

- Fuel storage is not up to current standards. In the very near future we can expect the TSSA to require the tanks be removed and new above ground tanks be utilized (this could happen at any time).
- There is no separation of Town equipment and public vehicles, (including delivery trucks and private citizens), on site. This means that the public, who come into the office, will encounter heavy equipment operating, which is very impractical, potentially dangerous and an unacceptable liability.
- During winter months the trailers shift and some entry doors will no longer function; one or two will not properly close and therefore have to be locked shut to avoid falling open.
- There are a number of health and safety issues with the current Public Works building, including ventilation, rodent and pest infestations, black mould and others. Thus far, staff have been very understanding given the working conditions and compromises to current health and safety requirements.

**Barriers to Efficient Operations:**

- Current building inhibits staff from working efficiently as equipment often needs moving to get to what is needed.
- Current building is not centrally located for efficient response across town.
- Public Works yard is presently located within/ adjacent to a residential area.

- Parks and Public Works share some staff who presently work in different locations.
- Building is in the flood plain; operations staff would be front line responders in the case of flooding. Much of our equipment could be inoperable or unreachable in the event of such an event.

**Environmental Concerns:**

- Salt shed is in close proximity to the creek (fully within the flood plain and within 10 meters of creek flow). Flooding or other issues could cause significant issues with large volumes of salt in contact with the creek water.
- Fuel storage adjacent to the creek would be a large scale disaster if spilled or ruptured, this would not be permitted to be constructed today.
- Large tanks of salt brine and the dispensing hardware are located within 10m of the creek; a high potential for spill and contamination exists.
- Rain carries runoff from trucks and equipment into the creek. This includes fluids, oil, salt and other debris.
- Containment of these potential spills is not possible as significant changes to the topography required are not permitted in the flood plain.

In general, the existing Public Works facility has long served its purpose and no longer has the space or amenities required to sufficiently house the department's needs. Since it is very small, located in the flood plain (meaning the building's foot print cannot be expanded) and there is no physical way all the required amenities can be provided on this site, this report will not look at rehabilitating the existing facility to suit the purpose. The Parks building has never been upgraded to accommodate a large contingent of town staff and equipment and has effectively been used for ten years as a temporary facility which lacks many of the required amenities to be a functional operations center including public access, offices or bathrooms.

The initial architect's analysis from 2013 demonstrated some the problems with existing space for Public work and Parks; administration and office space for both groups is presently about 2500 sq ft, whereas long term need is closer to 5000 sq ft. parks presently has about 12000, sq ft of space for storage, shop and maintenance, public works about 6000 sqft. The combined requirement is over 20,000 sqft with the majority required by public works. The combined space of Building 7 not only combines commons uses but provides enough space for both departments to be fully functional for at least 20 years based on expected growth. In addition from the Public Works perspective the configuration of the garage space is significantly more efficient.

### 3.0 Required amenities:

Item	Needs	Parks Building	Public Works Building
Offices	11 offices, plus desk space	2 offices	2 shared offices 3 separate offices
Meeting space	1 board room 1 meeting room	none	1 shared meeting room
Public facilities	Parking area Bathrooms Waiting / reception	No public parking No public bathroom No public access	No Public parking No public bathroom Access through yard
Handicap accessible	Handicap access, parking and bathroom	None	None
Lunch Room	Space for all staff	none	Half existing staff
Change rooms	Locker and change facilities for all staff	none	Most have lockers half enough space
Parking	Staff 30 spots Handicap 3 spots Visitor 6 spots	Some staff No handicap Unorganized visitor	15 staff No handicap No visitor
Storage Space	15 vehicle bays Wash bay Sign storage 2 bays equipment File storage Material storage	20 bays one entrance door No wash bay Unorganized storage No office amenities Piled in yard	6 bays stacked Wash bay in main entrance, overhead storage contrary to modern codes Little office storage (closet), material storage unorganized inconvenient
Site access	Secured compound, separate public	No secured area, no public access	No separation of public, inside/

	access, inside/ outside workers separate		outside workers. Public access through works area
Salt storage	Large building (half year supply) with inside brine storage.	None	Old dome contains about 1/5 <sup>th</sup> supply, brine outside

#### 4.0 Options:

**Rebuild/ retrofit:** Given that the Public Works site cannot be expanded due to flood plain restrictions and the site is too small, there is no reasonable option that the present location can remain a viable alternative for a future works yard, however the Town already owns building 7 at the Northam Industrial Park which presently houses the Parks Department that has adequate interior space to accommodate both Parks and Public Works Departments. In addition the site is sufficiently large to allow storage and circulation suitable to both departments. The final component that supports this site is that it is located centrally within the town and is in close proximity to an arterial road for access.

**Build a new facility:** A new joint facility could be constructed to suit one or both divisions. New joint facilities have been constructed in southern Ontario in the last few years, average construction cost base on population are \$250 to \$350 per population which translates to \$4.6 million to \$6.4 million for Cobourg's population. The Town does own some land in the east industrial area as well as in Northam Industrial Park, however the cost may be excessive and location not necessarily ideal. In 2005 the town investigated a new operations centre, the cost was estimated to be over \$5 million at that time and the project was not carried out.

**Finding a suitable facility to purchase for retrofit:** There are limited buildings available in Cobourg to purchase. Those currently available have been reviewed and are not suitable for an operations yard as the combination of shop space and yard space is not readily available, and the requirements of a municipal works yard are fairly unique compared to normal.

#### **Advantages of retrofitting a combined location/ facility:**

- Current building could be re-purposed for a number of storage or other uses.

- Consolidating staff to the new facility would make operations more efficient and free up space in other town facilities for other use.
- Public access to the new building would be safer; a reception area and meeting space for the public would be much improved.
- Response time to issues would be improved due to central location.
- Emergency response due to either flooding or a railway incident will be much improved at a better location.
- Staff would be able to perform more maintenance and other work including cleaning machinery much more efficiently in a new facility.
- Operations will be more efficient due to improved access and flow within the site (no extra moving of equipment, interference of movements and stacking of equipment).
- Staff working out of one building will improve communications and improve relationships among staff.
- Consolidating operations in one building will provide efficiencies for utilities, hydro and other maintenance costs.
- Staff morale would be improved if the Town was to finally move forward with a facility for Public Works and Parks as the current Public Works yard is the oldest facility and it is very obvious that is in the worst condition of any Town facility.

In 2013 Public Works engaged the services of DG Biddle and Associates and Nick Swerdfeger Architects to investigate the feasibility and site assessment of Building 7 and surrounding area for use as a public works/ parks operations facility. Their report was completed in December of 2013 which looked at the condition of the building for the potential uses as well as its ability to be repurposed. They investigated the long term shop, office and storage needs of the Parks and Public Works departments and determined that Building 7 has sufficient space and amenities to meet the needs of the town and outlined the changes that would be required to ensure success. Based on this favourable investigation staff again attended council to seek approval for the detailed design, schedule, construction estimates and initial site preparation. In March 2014 Council approved of these next steps.



**Comparison of Staff and Equipment Requirements:**

<b>Staff</b>	<b>Parks/ Engineering</b>	<b>Public works</b>	<b>Common facility</b>	<b>Savings</b>
Reception	1	1	1	1
Stores staff	1	1	1	½ *
Manager	2	1	2	1
Technician	1	1	3	0
Photocopier Other office equipment	2	1	1	1
Wash equipment	1	1	1	1
Welding equip	1	1	1	1
Woodshop	1	1	1	1
Storage	1	1	1	1

\*presently stores duties are shared by parks staff amounting to about one half a full time employee.

The ability to share some administration staff and add mutual functions to existing staff will not only eliminate duplication but also better utilize some existing staff. This effectively allows Parks/ Public Works to do more with less and take greater advantage of some working programs such as Cityworks, GIS, and asset management that can treat both departments more centrally. The table above shows staff and space savings that can be realized through this project, We anticipate that the extra reception person will be re-purposed to an administration support person related to work orders, financial control and contract administration to free up technical staff for higher level work, thereby allowing for greater productivity.

**5.0 FINANCIAL IMPLICATIONS:**

The estimated cost for the building renovations, site improvements, fencing, salt and outdoor storage facilities, is approximately \$4 million, which includes site work, interior renovations (including office, shop and storage space), fuel

storage and distribution as well as fencing, paving and other improvements. Actual Capital Cost to the town will be reduced as Development Charges funding is available for this project in the amount of \$1.5 million thereby reducing the actual cost to approximately \$2.5 million.

As a comparison of the estimated costs, other municipalities have constructed new facilities at costs between \$12 million and \$20 million. As such, we believe that this project represents an exceptional value to the Town of Cobourg; some examples are shown below:

**Currently under construction:**

Quinte West (pop. 42,000) PW operations centre	\$15,000,000
Kingston (pop. 117,000) PW operations centre	\$40,000,000

**Recently completed projects:**

Town of Port Hope (pop. 17,500) operations centre refit 2009	\$ 5,400,000
Town of Ajax (pop. 67,000) new operation centre	\$19,000,000
Stouffville (pop. 24,500) new operations centre	\$11,420,000
Town of Newmarket (pop. 80,000) PW and Parks operation centre	\$20,200,000
Kitchener (pop. 200,000) operations centre	\$17,000,000

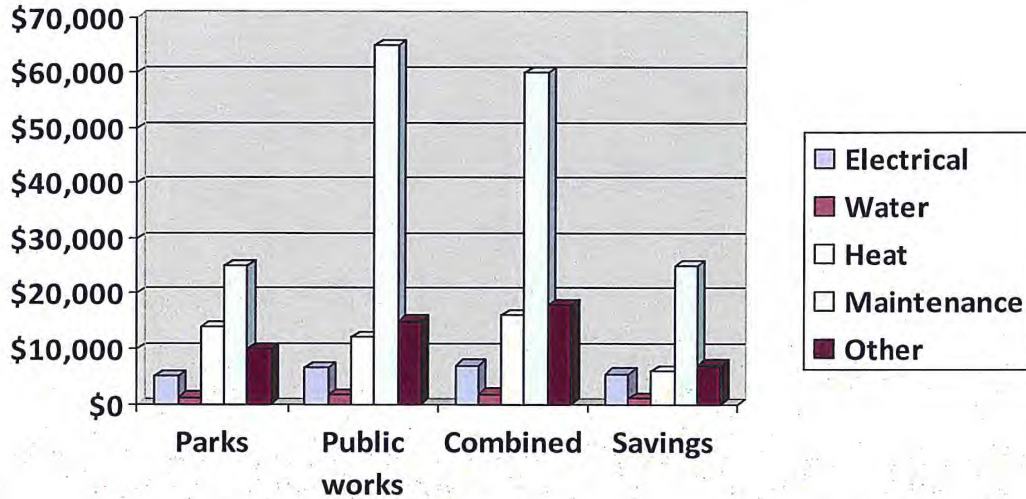
**Advantages:**

By combining the operations of both the Parks and Public Works developments, several cost savings can be achieved, not only from the point of view of heating, cooling, lighting and maintaining only one building compared to two, but also through utilizing common staffing in a number of circumstances. As the table below demonstrates, staff and equipment requirements in a common facility allow for a reduction in both at considerable savings to the town.

Eliminating one set of office equipment like photocopiers will save on contract and capital cost of more than \$10,000 per year. Elimination of the duplication of wash, welding and shop equipment will save an additional \$10,000 to \$20,000 per year.

**Estimated Annual Building Cost Saving:**

Service	Parks	Public works	Combined	Savings
Electrical	\$5,000	\$6,500	\$7,000	\$5,500
Water	\$1,200	\$1,600	\$1,800	\$1,000
Heat	\$14,000	\$12,000	\$16,000	\$6,000
Maintenance	\$25,000	\$65,000	\$60,000	\$25,000
Other	\$10,000	\$15,000	\$18,000	\$7,000
Total	\$55,200	\$100,100	\$102,800	\$52,500

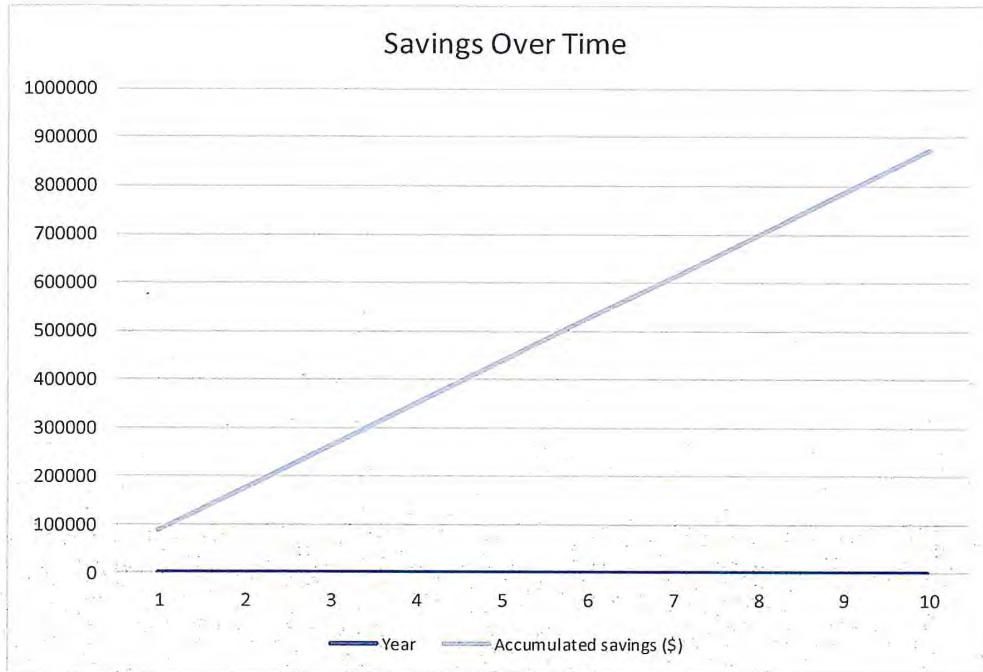


As shown above, the cost savings related to the combined facility can be estimated, based on space and existing cost, to be over \$50,000, for reducing duplication in equipment, \$20,000 to \$30,000 and perhaps as much as \$20,000 in additional saving of staff time and efficiencies. The total reductions in cost for the combined facility that the town can expect to realize are nearly \$100,000 per year in 2014 dollars. In other words the building can be expected to very nearly pay for itself in savings over the life of the building.

**Accumulated maintenance and utility savings:**

Year	Existing Buildings	Combined Facility	Additional savings	Accumulated savings
1	155,300	102,800	\$52,500	\$82,500
2	155,300	102,800	\$52,500	\$185,000
3	155,300	102,800	\$52,500	\$277,500
4	155,300	102,800	\$52,500	\$370,000
5	155,300	102,800	\$52,500	\$462,500
6	155,300	102,800	\$52,500	\$555,000

7	155,300	102,800	\$52,500	\$647,500
8	155,300	102,800	\$52,500	\$740,000
9	155,300	102,800	\$52,500	\$832,500
10	155,300	102,800	\$52,500	\$925,000



In addition to efficiencies and reduced risk the combined facility will ensure that staffing, equipment and operations for Public Works and Parks operations will all have sufficient space for 20 years or more. The table and graph above demonstrate that estimated savings will accumulate to an overall savings of almost \$900K over ten years, which, if projected over the life of the building, means that savings nearly pay construction costs.

## 6.0 CONCLUSION:

The present location represents a risk to the Town from several perspectives including impacts on productivity and work management. Many of the risks involve the adjacent creek, and several that are health and safety related. The storage of fuel, salt and other material could be a tremendous issue. Should a leak, spill or accident occur, the very close proximity of the creek would leave no

time to react; therefore, the liability is very high. There is no realistic way of resolving this issue at the present location.

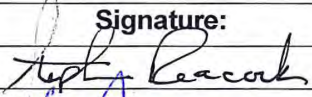
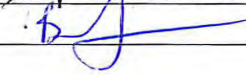
Public Works staff, through the Health and Safety Committee, have identified a number of issues that should be addressed but are financially prohibitive. They have placed them in abeyance recognizing that we are pursuing a new facility. These issues relate to the heating and air handling systems, stairs and railings, change facilities, egress systems as well as ongoing rodent infestation problems.

Staff have previously provided a photo record of some of the present deficiencies and an interim work plan for the work and transition to the new facility and budget for the new facility.

Staff have utilized a consultant to design a re-fit of the current Parks building which would meet the needs of both departments for the foreseeable future and provide a number of benefits to the Town and its operations. The plan includes Building 7 and the surrounding area, which when completed, will resolve all of the issues the existing location presents and provide a well-functioning facility for an estimated 20 years or more. Office space, bathrooms, meeting and training rooms and other areas are in accordance with industry standards, in terms of space and provisions and the public areas of the building have been designed to meet OADA requirements. The consultant has prepared a final design and tender package including building modifications, yard improvements, fencing and outdoor storage facilities which would serve all Public Works and Parks purposes. The engineers estimate is included. We have not included the specification and tender package but it is available for viewing.

By combining the operations groups in one building the town can realize cost savings and efficiencies immediately. Over the longer term, the town can expect to have a more efficient, broadly trained staff who can perform a greater array of duties across departments. By utilizing the existing building, the town can deliver a modern facility able to meet the long term needs of the Town Parks and Public Works department for a cost less than half than that of new buildings that have been recently built in other municipalities. This represents efficient use of tax dollars in the long term.

Staff recommend that we move forward with this project immediately to avoid future costs should any of the identified risks and liabilities occur which could easily overshadow the costs involved in developing the new facility. A schedule for the development is attached to this report.

Title:	Signing Official:	Signature:	Date:
CAO	S. Peacock		Oct 30/15
Director	B. Watson		OCT 30/2015

**List of attachments:**

1. Northam Industrial Park- Building #7 Building conditions assessment Report & Spatial Feasibility study Public works & Parks Departments.
2. Town of Cobourg Public Works Building No.7 Refurbishment "order of Magnitude" construction Cost Estimate.
3. Appendix B Preliminary Work Plan Public Works/ Parks Facility
4. Assessment spread sheet
5. Financing strategy