



Subject: July 2024 – New Town Hall Project Status Update

Report Number: OPD 24-048

Department: Operations and Development Department

Submitted by: Jonathon Graham, Director of Operation and Development

Meeting Type: Council Meeting

Meeting Date: Monday, July 8, 2024

RECOMMENDATION

THAT report OPD 24-048 titled “July 2024 – New Town Hall Project Status Update” be received as information; and

THAT Council direct/select Option [*intentionally left blank*] to finalize the New Town Hall’s Design Development process.

*Through this report Council may consider the **CONSOLIDATED SUMMARY** to complement the analysis and options at the end of this report.*

BACKGROUND

Through necessary milestones and scheduled activities to date but going back as far as a 2016 *Town Hall Space Needs Assessment* where in continued efforts of refining a “New Town Hall” build we may recognize staff needs (and in part to the Town’s overall needs) have evolved. Such examples include, but are not limited to, corporate restructuring within various departments, reassessed operational workflows in delivering essential services where ultimately this report is intended to give Council an update on the New Town Hall design to date.

Furthermore with recent changes in recognizing the impacts of the COVID 19 pandemic and hybrid working arrangement/virtual work environments, Town Staff and +VG (the retained architect firm) presented four (4) general options relevant to the space needs as developed over time (i.e. through the previous New Town Hall Steering Committee). The finalized four (4) options for the New Town Hall where presented to Council on [October 10, 2023](#) and consisted of the following:

- “**Option #1A** - would be a one-level Town Hall located at 10 Lisgar Avenue utilizing and expanding on the existing footprint of the building.
- Option #1B** - would also be one-level similar to Option 1A. This option differs by omitting the Fire Communications Dispatch Centre and keeping it in its current location at the existing Fire Hall.
- Option #2A** - uses a two-story option. The second floor would be built up from the area where the bays currently are located at the Customer Service Centre and then would utilize and reformat the existing main floor with some additions to the main floor space.

Furthermore, the Fire Communications Dispatch Centre would be relocated to the New Town Hall.

Option #2B - *uses a two-story option similar to Option 2A. The difference with this option is the removal of the Fire Communications Dispatch Centre and would remain at the existing Fire Hall.*

Noteworthy and through **CAO 23-17** Council report, Council consideration was framed per the following motion:

“THAT Council selects Option [intentionally left blank] as the preferred floor plan option;”

Subsequently the following resolution was passed:

Resolution # 2023-442

Moved By: Councillor Luciani **Seconded By:** Deputy Mayor Beres

A. THAT report titled “CAO 23-17 Town Hall Floor Plan Options” be received as information;

B. THAT Council selects Option 2A as the preferred floor plan option; and

C. THAT staff proceeds working with VG+ Architects to prepare a detailed building concept based on the selected floor plan.

Where the subject floor plan, per the above, is attached as Appendix A – 10 Lisgar Ave. – Option 2A.

Continuing forward and at the [November 13, 2023](#) Council meeting the following resolution was passed:

Resolution # 2023-503

Moved By: Councillor Parker **Seconded By:** Councillor Parsons

A. THAT report titled “CAO 23-25 Sole Sourcing– Town Hall Project” be received as information;

B. THAT staff be authorized to sole source professional architectural services from The Ventin Group Ltd (+VG Architects) in accordance with Section 6 (b) of the Purchasing Policy for the preparation of design and tender documents for a new Town Hall, for \$770,220 + taxes, with the understanding that the \$330,220 portion would only be undertaken should construction proceed;

C. That a By-Law be presented for Council’s consideration authorizing the Mayor and Clerk to execute documents necessary to effect an agreement with The Ventin Group Ltd.

Following this resolution, staff worked diligently in partnership with +VG to establish an agreement essentially moving the project into “Design Development” or Detail Design

for the New Town Hall. The by-law to execute the final agreement was passed at the March 25, 2024 Council meeting.

DISCUSSION

Staff have been having regular bi-weekly meetings with representatives from +VG to discuss the Town's needs in continuing the project's Design Development. In consideration to milestones completed and currently underway to date, Council may consider the following:

1. Project Team

After recommendation/resolution **#2023-503** the following staff were assigned to the project:

- Director of Operations and Development – Project Lead
- Development Commissioner – Back-up Project Lead
- Chief Building Official – Lead Design Reviewer/Project Lead
- CAO Executive Assistant – Project Support/Admin

2. Legal Survey

To proceed with a refined detailed design/concept Town staff required a legal survey to be completed for the property in ensuring our due diligence. This was completed by Husted Surveying (in consultation with Town staff) where a topographical survey was required in determining existing site conditions (including identifying underground utilities, etc...). Through these efforts and in overlaying the former and refined concept plans of +VG's Option 2A an identified sanitary sewer servicing Lisgar Ave. (but otherwise within the lot fabric of 10 Lisgar Ave.) was identified to be in direct conflict, or underneath, of the proposed new building (see Appendix F - 10 Lisgar – Existing Topo).

As a stop gap and to mitigate cost, Town staff are in discussions with Oxford County in seeking permission to place a building on top or in close proximity to the subject sanitary sewer. Nevertheless, best management practices, would suggest that this sanitary sewer will have to be relocated in future. Furthermore the Town's Engineering Department is currently working on design alternatives to be presented to County staff in the future.

3. 3D Scan – Measured Drawings

To refine "tie-in" points and to provide spatial accuracy the architect required 3D scanning of the existing building. To this effect this refined and identified some inconsistencies between the original drawings and the actual floor plans of the existing building and would prevent future errors and possible scope changes through construction.

4. Geotechnical

A geotechnical investigation was required to determine the quality of the soils under the existing building and weather the soil quality, via bearing strength analysis, would

support a new two (2) story building (again Option 2A and Appendix B - 10 Lisgar Ave – A1.1 - A2.3 currently reflecting refined design to date).

At the time of preparing this report a draft geotechnical investigation has not been completed; however, Town staff, through discussions with the retained firm JLP Services Inc., have been offered a preliminary opinion per the following:

To “support the proposed building foundations on the stiff silty clay or clayey silt at about 6m to 7.5m below existing grade”.

Essentially the existing soils, between existing grade and to the depth of 6m to 7.5m, have been identified to not have the necessary bearing strength required to support the proposed 2 storey build where the new build will have to import engineered fill.

Furthermore and now knowing the soil excavation is required, a basement could be considered and is reflected in the Appendix E - Order of Magnitude Budget Estimate – New Build attachment at an estimated additional cost of \$1.42 million (excluding HST). The subject basement has a total footprint of 9,500 sf where 40-50% of the dedicated space is proposed for program space.

5. Mechanical/Electrical and Structural Design

As per the scheduled/contract activities and as received by Town Staff on June 3, 2024 both a Mechanical/Electrical Design Brief and Structural Design have been provided based on the refined Option 2A or the most recent concept plan Appendix B - 10 Lisgar Ave – A1.1 - A2.3.

6. Staff Consultation

In April 2024, staff members visited two (2) newly built municipal Town Hall facilities and one (1) Town Hall facility that is under construction with an anticipated move-in this summer. These tours provided staff with insightful knowledge on ideas for incorporation, recommendations of what to do and what not to do, cost-saving initiatives, etc.

Additionally, the CBO and Executive Assistant hosted focus groups with each affected staff department to present the initial floor plan concepts and solicit feedback from staff on their needs and functionality in a New Town Hall design (Appendix A - 10 Lisgar Ave. – Option 2A). Staff were very engaged and an abundance of valuable information was retrieved. Staff provided these comments to the architect to be able to produce a revised floor plan concept. In May 2024, the architect provided a revised floor plan with the majority of requests incorporated (see Appendix B - 10 Lisgar Ave – A1.1 - A2.3). These revised floor plans have been reviewed and a few items need to be addressed before proceeding further on this milestone in “completing” the Design Development stage moving towards individual room Data Sheets.

Noteworthy and through this evaluation process, the reception area/customer service area had several identified deficiency (washroom location, the reception area itself/space, etc.) as compared to the original concept plan of Option 2A. Subsequently,

Town staff and +VG integrated a new reception area/customer services area within the new build area at a proposed height of 1.5 story (again Appendix B - 10 Lisgar Ave - A1.1 - A2.3).

Through further analysis of these features and incorporating staff comments to correct operational design deficiencies, +VG has offered an updated Order of Magnitude where these additions would increase the overall cost estimate by \$1.4 million (see Appendix C - Order of Magnitude Budget Estimate - A1.1 - A2.3)

RECOMMENDATION & FINDINGS

In refining space needs relative to the above and in improving the concept plan towards Design Development, Council may consider the following square footage review:

Build Envelope	Construction Area	
October 2023 (Appendix A and D)	Area of Demolition (Major & Selective)	18,700 sf
	Area of Renovation	8,331 sf
	Area of Addition	16,584 sf
	Total	24,915 sf
June 2024 (Appendix B and C)	Area of Demolition (Major & Selective)	18,794 sf
	Area of Renovation	7,093 sf
	Area of Addition	19,200 sf
	Total	26,293 sf
Square Footage Increase		1,378 sf or 5.5%

Generally the above reflects the elimination of the previous concept, Option 2A, reception area/customer service area and converts it from a renovated area to an improved new build area (i.e. 1,237 sf). In further detail, the reception area/customer service area will now consist of a proposed 1.5 story build with façade improvements. Furthermore and through staff consultation the balance of increased square footage of 141 sf can be attributed to storage, some additional staff and operational needs (i.e. wash-off areas, washroom relocation, etc.).

In considering the timeline of the project to date Town staff has requested an updated Order of Magnitude from +VG where Council may consider the following:

Order of Magnitude	Estimated Cost	Notes
October 2023 (Appendix D)	\$16,863,000	Includes taxes, 15% contingency and relocation allowance
June 2024 (Appendix C)	\$20,017,000	
Estimated Cost Increase	\$3,154,000(+)	

In persevering to minimize cost and the overall tax burden and in considering a balanced but informed decision, Town staff has endeavor to explore a complete

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demolition of 10 Lisgar Ave and complete rebuild for Councils consideration. Please note that the following is only a table top exercise insofar as comparing space needs and costs towards a new build (i.e. further details estimates would be required to refine accuracy). To this effect Council may consider Appendix E - Order of Magnitude Budget Estimate - New Build and the following:

Order of Magnitude	Estimated Cost	Notes
June 2024 (Appendix C)	\$20,017,000	Includes taxes, 15% contingency and relocation allowance
June 2024 (Appendix E) – New Build	\$18,905,000	
Estimated Cost Savings	\$1,112,000(+)	

Furthermore and in discussions with +VG, through their professional experience/evaluation of the current construction market to date, accounting for escalation trends from October 2023 through to June 2024 the market is roughly estimated to have increased 12%.

CONSULTATION

Chief Administrative Officer, Development Commissioner, Chief Building Official, CAO’s Executive Assistant, Interim Director of Finance/Treasurer, Senior Leadership Team (at touch points) and effected Town staff through the staff consultation period.

FINANCIAL IMPACT/FUNDING SOURCE

Relative to total sunk cost to date and at the time of preparing this report, **\$186,645.34** has been incurred per the budget of **\$770,220** (excluding HST). Furthermore and subject to the schedule identified in +VG’s contract council may consider:

Preliminary Milestone Schedule
(To be further developed with Client)

March 12, 2024

	Phase	Dates	Notes:
1	Schematic Design modifications if required	April 1, 2024 to April 19, 2024	Currently completing Item 2 while transitioning into Item 3
2	Design Development	April 22, 2024 to June 17, 2024	
3	Construction Documents	June 24, 2024 to August 30, 2024	
4	Tendering and award of Tender	September 2, 2024 to September 27, 2024	
5	Construction/Contract Admin	October 7, 2024 to December 15, 2025	
6	Project Close-Out	December 22, 2025 to January 30, 2026	

Lastly and in a continued effort to meet Council’s goal to reduce/minimize (overall) costs, Valued Engineering, will become more prevalent through the Construction Document stage (**Item 3**) through to Tendering (**Item 4**). To this effect, staff will bring an updated report to Council prior to Tendering.

CONSOLIDATE SUMMARY

Consolidate the options and to summarize the information provided throughout this report, Council may consider the following:

Option	Date with Description	Area/Size (SQ.FT.)	Amount (\$)	Notes/Comments	Attachment
1	<p>October 2023</p> <p>Original Option 2A</p> <p><u>Major Notes:</u> - Based on original space needs</p>	24,915	\$16,836,000	Limited future growth.	<p>Appendix A - 10 Lisgar Ave. – Option 2A</p> <p>Appendix D - Order of Magnitude Budget Estimate - Option 2A (Oct. 2023)</p>
2	<p>June 2024</p> <p>Updated Option 2A</p> <p><u>Major Notes:</u> - Engineered fill required (no basement) - Sanitary sewer conflict</p>	26,293	<p>\$20,017,000</p> <p>(+) engineered fill, (+) future sewer relocation</p>	<p>Added 147 sq. ft. of “misc.” and 1230 sq. ft. for the 1.5 storey foyer/customer service area.</p>	<p>Appendix B - 10 Lisgar Ave – A1.1 - A2.3</p> <p>Appendix C - Order of Magnitude Budget Estimate - A1.1 - A2.3</p>
3	<p>June 2024</p> <p>Complete demo & new two (2) storey build with basement</p> <p><u>Major Notes:</u> - Engineered fill required - Sanitary sewer conflict minimized - Basement - Additional design fees/scope change incurred - 3D scan fees unrecoverable</p>	23,351	<p>\$18,905,000</p> <p>(+) engineered fill, (+) design scope change</p>	<ul style="list-style-type: none"> - Sanitary sewer conflict in minimized (null) - 100% new building - various design options - additional parking - Option for future addition if needed. - schedule will slip - Loss of some fees already accrued. 	<p>Appendix E - Order of Magnitude Budget Estimate - New Build</p>

CORPORATE GOALS

How does this report support the corporate goals identified in the Community Strategic Plan?

- Lifestyle and amenities
- Customer service, communication and engagement
- Business attraction, retention and expansion
- Community growth
- Connectivity and transportation
- Not Applicable

Does this report relate to a specific strategic direction or project identified in the Community Strategic Plan? Please indicate section number and/or any priority projects identified in the plan.

Goal – The Town of Tillsonburg will strive for excellence and accountability in government, providing effective and efficient services, information, and opportunities to shape municipal initiatives.

Strategic Direction – Position Tillsonburg as a leader in the municipal sector.

Priority Project – *Immediate Term* – Consolidated Town Hall initiative.

ATTACHMENTS

- Appendix A - 10 Lisgar Ave. – Option 2A
- Appendix B - 10 Lisgar Ave – A1.1 - A2.3
- Appendix C - Order of Magnitude Budget Estimate – A1.1 - A2.3
- Appendix D - Order of Magnitude Budget Estimate – Option 2A (Oct. 2023)
- Appendix E - Order of Magnitude Budget Estimate – New Build
- Appendix F - 10 Lisgar – Existing Topo