

**Municipality Of Chatham-Kent**  
**Infrastructure and Engineering Services**

**To:** Mayor and Members of Council

**From:** Thomas Kelly, P.Eng., MBA  
General Manager

**Date:** January 8, 2020

**Subject:** Civic Centre Renovations – Outstanding Council Questions

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**Recommendations**

It is recommended that:

1. Council approve one of the following five options:
  - a) Renovate the existing Civic Centre at an investment of \$18.1 (\$13.1 net) million supported from the building lifecycle reserves. Council Chambers will be relocated to the first floor; or
  - b) Renovate the existing Civic Centre at an investment of \$17.3 (\$12.3 net) million supported from building lifecycle reserves. Council Chambers will remain in the current location on second floor; or
  - c) Purchase and renovate an existing building in Chatham-Kent to house municipal services currently located in the Civic Centre and the Grand Ave. Community Human Services (CHS) building at an estimated cost of \$34.0 (\$29.0 net) million; or
  - d) Build a new Civic Centre to house municipal services currently located in the Civic Centre and the Grand Ave. CHS building at an estimated cost of \$56.0 (\$51.0 net) million; or
  - e) Take no action and make Civic Centre repairs on an emergency basis.

Of the above options, administration recommends 1a). Option 1e) is not recommended due to excessive costs and potential operational disruptions.

**Background**

The need to address the deterioration of the Civic Centre was originally brought to Council on January 16, 2017. During the May 13, 2019 Council meeting, Administration presented a second report to Council recommending the relocation of Council Chambers to the first floor along with a plan to address the deficiencies of the Civic

Centre building. The building was originally built in 1977 is in need of a significant upgrade to ensure continued operations for the foreseeable future. Deficiencies include:

- Accessibility and age friendliness
- Public and staff security; life safety
- Core systems and internal components at the end of useful life
- Inefficient floor space utilization
- Poor energy efficiency
- Designated substances
- Substandard accommodations

The attached appendices provide detail on many of the problems and needed repairs previously identified with the current Civic Centre.

At the May 13, 2019 Council meeting, considerable discussion focused on the replacement of the heating, ventilation and air conditioning (HVAC) system and whether or not this work could be done on an “as needed” or “when it fails” basis. It is administration’s recommendation that it is not practical or cost effective to proceed in this manner. The 43 year old Civic Centre is in need of major structural, electrical, lighting, window, flooring and plumbing repair, in addition to the duct work alterations required to the HVAC system (Appendix A - Figures 1, 2). The design and construction of these features must be coordinated in order to ensure that all operations function cohesively and are completed in a cost effective manner.

The existing HVAC system was originally designed for a building with open transmission of air between all three floors. Amalgamation drove the need to enclose the second and third floors in order to accommodate the integration of staff to one location. As a result, the current HVAC design is not efficient or effective to adequately heat and cool the building. Substantial ventilation design changes are required to properly heat and cool the building. Examples include –

1. Heating, cooling and return vents will be added and incorporated in the ceiling to ensure sufficient circulation, requiring a complete dismantling of the existing ceiling.
2. The former radiant cooling system (Appendix A - Figure 3) will be removed and replaced with ceiling ventilation. This will require the tear down of existing office walls and ceilings to accommodate additional venting required to circulate air to the window areas. From previous experience, the former walls will not be able to be reused and a new design will be required.
3. The existing HVAC plumbing system is heavily corroded and is randomly failing. It is not uncommon for staff to have water falling on their desks from the ceiling, water dripping along walls onto the floor, or buckets stationed on office furniture to capture fluids coming from HVAC leaks. The replacement of the HVAC core system will also include replacement of all internal plumbing systems (Appendix A - Figures 4, 5).

While these changes are being made, staff will need to be moved to an offsite location. While under construction, it is prudent to upgrade the Civic Centre's electrical, lighting, window, flooring, plumbing, asbestos abatement and fire protection infrastructure at the same time for long term sustainability and cost effectiveness.

Therefore, it is necessary to make a long term 40 year decision, that is, to invest in the current Civic Centre or to seek alternative locations.

### Options to Consider

There are four options for Council to consider as follows:

- a) Renovate the existing Civic Centre with an initial investment of \$18.1 (\$13.1 net) million and move Council Chambers to the first floor.
- b) Renovate the existing Civic Centre at an estimated total cost of \$17.3 (12.3 net) million and leave Council Chambers on the second floor.
- c) Purchase and renovate an existing building in Chatham-Kent to house municipal services currently located in the Civic Centre and the Community Human Services (CHS) building at an estimated cost of \$34.0 (\$29.0 net) million. An incremental amount of \$4.4 million must be budgeted to maintain current operations in the Civic Centre until the renovation is completed. The \$4.4 million will be offset by the sale of both the Civic Centre and CHS facilities.
- d) Build a new Civic Centre to house municipal services currently located in the Civic Centre and CHS building at an estimated cost of \$56.0 (\$51.0 net) million. An incremental amount of \$4.4 million must be budgeted to maintain current operations in the Civic Centre until the renovation is completed. The \$4.4 million will be offset by the sale of both the Civic Centre and CHS facilities.

All options will provide a present value savings of \$5.0 million due to improved energy efficiency when analyzed over a 40 year time period. Further, all options will provide benefits to the environment with the modernization of key operational infrastructure.

Included in option a) is \$1.5 million for the recommended relocation of Council Chambers to the first floor. As discussed at the May 23, 2019 Council meeting, this proposal will improve municipal accessibility and security. The design and construction will be incorporated into the overall Civic Centre lifecycle upgrades project (Appendix B).

Included in option b) is the assumption that the existing Council Chambers will remain on the second floor but will be modernized to accommodate current accessibility needs at a cost of \$758,000. Option b) will not address the safety concerns associated with the egress of a large gathering on the second floor in the event of an emergency.

Options a) and b) will take at least three years to complete. Options c) and d) will take four years to complete depending upon available office space and timing to acquire

land. To ensure continued operations at the Civic Centre until options c) or d) are completed, \$4.4 million is anticipated for emergency work.

Choosing to take no action and repairing the Civic Centre as needed will cost an estimated 50% to 100% (\$9M to \$18M) over and above the figures referenced in options 1a) and 1b), as well as cause significant disruption in public services. It is therefore not recommended as a viable option.

Staff morale has been negatively affected due to the state of the Municipal headquarters. Uneven heating and cooling and leaking windows have caused staff to wear coats and sweaters and purchase inefficient space heaters in the winter and use fans in the summer. The general appearance of the Civic Center has declined dramatically as renovations have been placed on hold. The renovations or relocation options will provide an attractive and accessible workplace which will benefit staff and residents visiting the headquarters. As 20% of the workforce will be retiring over the next five years, it is important to have a workplace environment that attracts and retains employees to fill future vacancies.

### **Environmental Considerations**

Addressing inefficient energy use in buildings presents a cost-effective climate mitigation solution. Long term, it is an excellent opportunity to significantly reduce energy costs, reduce GHG emissions, free up energy in the grid for the electrification of other sectors, and contribute to making energy affordable. In 2018, the Civic Centre utilized 9,127 GJ of energy from electrical and natural gas sources, resulting in 264 tonnes of eCO<sub>2</sub> emissions. With increased energy efficiency, the total energy and the associated carbon emissions are expected to decrease by at least 30%.

In general, retrofitting a building emits less carbon in the short-term than constructing a building from its foundation. Furthermore, the retrofitting of buildings more than 35 years old has been suggested by the Canada Green Building Council as one of four strategies for achieving 30% of GHG emissions reduction in Canada's building sector by 2030. As such, renovating the existing Civic Centre is a more favourable solution than a newly constructed Civic Centre based on an environmental lens perspective.

### **Comments**

The May 2019 RTC was sent back to administration with direction to clarify and report back with answers to the following specific questions:

- The cost of hiring a security company?
- The cost of required upgrades to bring the existing elevator to the latest accessibility standards?
- The cost of required upgrades to the existing washroom next to the Council chambers?
- The cost of moving Council chambers to a different building?
- The cost to make the current Council chambers fully accessible?

- The cost of moving staff should the HVAC fail?
- The cost difference between a planned versus an emergency HVAC replacement?
- Will the HVAC replacement trigger all code upgrades?
- Any potential funding details and available grants?

#### Cost of security

It is estimated that the cost of providing full time security via the Chatham-Kent Police Department during normal operating hours at the Civic Centre is \$140,000 per year.

The cost of security during Council and Budget meetings is an incremental \$12,000 per year. This estimate is based on 30 Council/Budget meetings that are approximately four hours in length.

#### Cost of required upgrades to bring the elevator to the latest accessibility standards

The current elevator meets accessibility requirements for the depth of the cabin only. Through research and consultation with an elevator company, it is estimated that the installation of a new elevator that satisfies both depth and width accessibility requirements will cost \$275,000. This elevator will be installed in the same location as the current existing elevator. Therefore, during construction of approximately two months, there will be no elevator service.

#### Cost of required upgrades to the washroom next to the Council Chambers

Upgrading the Council Chamber's washroom to the latest accessibility standards will cost \$50,000. This project will also reduce the meeting area of the Council Lounge due to the required enlargement of the washroom area.

#### Cost of moving Council Chambers to a different building

The Municipal buildings capable of holding a Council meeting include the Kiwanis Theatre, the Capitol Theatre, along with the halls located in the Dresden or Tilbury arenas. The cost to disassemble and reassemble the audio/visual equipment including the electronic voting system, provide new millwork and furnishings, upgrade the electrical and lighting required for a broadcast-type environment, and make some minor room renovations is estimated to be \$380,000.

#### Cost to make the current Council Chambers fully accessible

As described in the May 13, 2019 report to Council, the cost to make the current Council Chambers fully accessible is \$758,000. It should be noted that any scenario where Council Chambers is not relocated to the first floor creates accessibility and safety concerns because of the need for the elevator.

Cost of moving staff should the HVAC fail

Included in options a) and b) is \$800,000 to move Municipal staff floor by floor to designated areas of other buildings within the Municipality. To move all staff at one time during an HVAC failure would be entirely dependent on the lead time of the replacement unit, the time to install, the time of year, and available office space in the community at the time of the emergency. It is reasonable to assume that the cost will double to \$1.6 million.

Cost difference between planned and emergency HVAC replacement

A surcharge of up to 50% to 100% is typical of the emergency HVAC repairs incurred to date. Therefore, an emergency replacement may result in a premium incremental cost in excess of \$1.0 million over and above the \$2.0 million initial investment.

Lead time for delivery of HVAC equipment is from 8 to 12 weeks. Installation will be 4 to 6 months. Depending on the time of year, the Civic Centre operations may be completely closed to the public and staff during this time period. In addition, the existence of designated substances in the building may require staff evacuation during installation.

It must also be stressed that in addition to HVAC hardware, electrical, plumbing, lighting and cabling conduits must be addressed at the same time in order to ensure compatibility amongst the different disciplines within the defined space. Construction premiums will also be required depending on the time to install. Perhaps most importantly, emergency replacement of the heating and cooling system restricts the ability for a more efficient, properly designed and integrated HVAC system due to the inability to properly engineer a long term solution.

As a result, Administration is strongly recommending a planned replacement of the Civic Centre lifecycle replacements.

Will the HVAC replacement trigger all code upgrades?

Code upgrade definitions are described in the Building Code. The definition of an extensive renovation is as follows:

Building Code Section 11.3.3.2.: Extensive Renovation

- (1) Where existing interior walls or ceilings or floor assemblies or roof assemblies are substantially removed in an existing building and new interior walls, ceilings, floor assemblies or roof assemblies are installed in the building, structural and fire-resistance elements shall be constructed in compliance with the requirements of the other Parts.

To facilitate construction, existing office walls, ceilings and radiators must be removed. The scope of work will also include redesigned office layouts to a “Workplace 2.0”

standard that will make much better use of the available space. Therefore, the egress of each floor will substantially change.

During the Architectural Consultant's review of the existing drawings of the Civic Centre, a number of Building Code references were cited which determined that the building will require a sprinkler system if extensive renovations take place. These references included Fire Resistance Ratings between floors, Hazard Index Assessments and Additional Upgrading of Floor to Roof Assemblies to improve Fire Ratings.

Per the Architect, "Due to the fact that the building does not meet the current Fire Resistance ratings for Floor Assemblies, the most cost effective way to upgrade the building is the installation of a sprinkler system."

#### Funding details and potential amount from grants

Grants related to energy savings and greenhouse gas (GHG) emission reductions are regularly offered by higher levels of government. For example, the Federation of Canadian Municipalities' (FCM) Green Municipal Fund (GMF) provides a number of low-interest loan and grant funding opportunities targeting municipal building retrofit projects.

GMF's capital program "Retrofit of Municipal Facilities" provides funding for retrofits of Municipal facilities designed to reduce a municipal facility's energy consumption by at least 30% through a low-interest loan of up to \$5 million and a grant of up to 15% of the loan.

Similarly, GMF's capital program "New Construction of Energy-Efficient Facilities" funds projects that target net zero energy performance in new municipal facilities through a low-interest loan of up to \$5 million and a grant of up to 15% of the loan. This funding opportunity allows for flexibility in combining the measures applied in achieving net zero energy performance, which can range from passive energy efficiency measures to full-scale on-site renewable energy generation and storage.

#### Areas of Strategic Focus and Critical Success Factors

The recommendation in this report supports the following areas of strategic focus:

☐ Economic Prosperity:

Chatham-Kent is an innovative and thriving community with a diversified economy

☐ A Healthy and Safe Community:

Chatham-Kent is a healthy and safe community with sustainable population growth

☐ People and Culture:

Chatham-Kent is recognized as a culturally vibrant, dynamic, and creative community

☐ Environmental Sustainability:

Chatham-Kent is a community that is environmentally sustainable and promotes stewardship of our natural resources

The recommendation in this report supports the following critical success factors:

☒ Financial Sustainability:

The Corporation of the Municipality of Chatham-Kent is financially sustainable

☐ Open, Transparent and Effective Governance:

The Corporation of the Municipality of Chatham-Kent is open, transparent and effectively governed with efficient and bold, visionary leadership

☐ Has the potential to support all areas of strategic focus & critical success factors

☐ Neutral issues (does not support negatively or positively)

**Consultation**

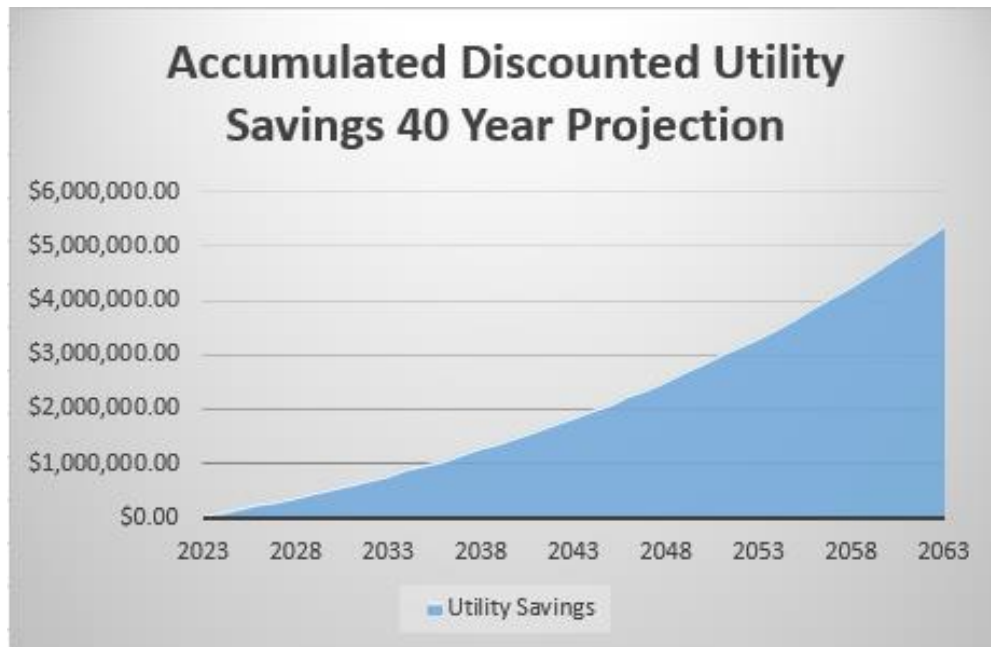
Chatham-Kent Police Services and the Executive Management Team were consulted on this report.

**Financial Implications****Efficiencies**

The current operational state of the Civic Centre is very energy inefficient. It is conservatively estimated that a 30% annual energy savings can be achieved by renovating the building with new windows, HVAC and lighting.

Financial Services has estimated the present value benefits of energy efficiencies over the 40 year extended life for a renovated Civic Centre. The illustration below demonstrates that the present value of these savings is over \$5.0 million.



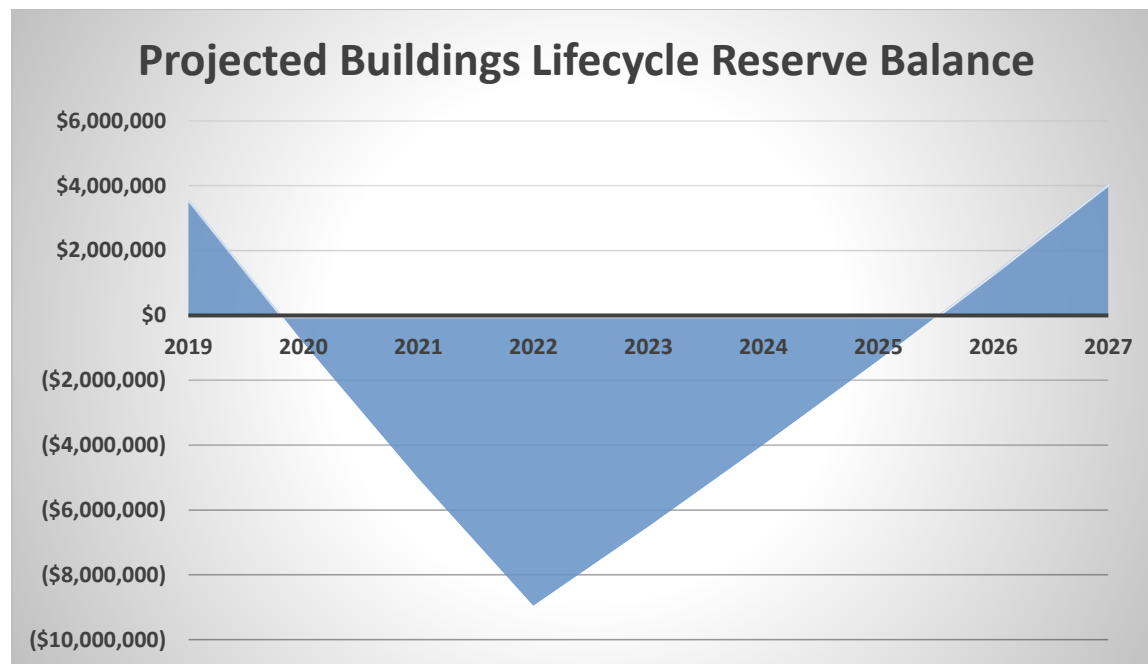


### Funding

There are zero implications to the tax levy by approving recommendation 1a) or 1b). The funding will come from the Lifecycle Building Reserve as its purpose is to fund extensions to the life of the building similar to bridge or other lifecycle funds. The relocation of the Council Chambers to the first floor extends the return of the Building Lifecycle Reserve by less than one year if other funds are not identified.

If Council does not approve the recommendation, there will be a future negative financial impact as the costs will be much greater than \$18.1 million investment recommended. It is estimated that to do the renovation piecemeal over the next decade will cost up to 2 times more. This level of investment will require future tax levies to fund the lifecycle reserve or will delay repairs and renovation to other facilities.

The illustration below demonstrates the Building Lifecycle Reserve dropping to a \$9M deficit in 2022 and a return to surplus by 2026. Upon completing the Civic Centre renovations, it is anticipated that greater funding will be available for municipal buildings repairs throughout the municipality post 2026.



Prepared by:

Reviewed by:

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Tim Dick, C.E.T.  
Director,  
Drainage, Asset and Waste Management

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Thomas Kelly, P. Eng., MBA  
General Manager  
Infrastructure and Engineering Services

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Enclosures: Appendix A - List of Figures  
Appendix B – Report to Council - May 23, 2019

## List of Figures

### Figure 1 - Windows

Required Window Repairs Dislodgement and Moisture Leaks



Figure 2 - Flooring

Flooring repairs required due to exterior moisture intrusion





Figure 3 - Ventilation

Elimination of current radiant heat system required wall removal; replaced with new ceiling ventilation



Figure 4 – Walls

Office wall repairs required due to leaks from corroding HVAC System

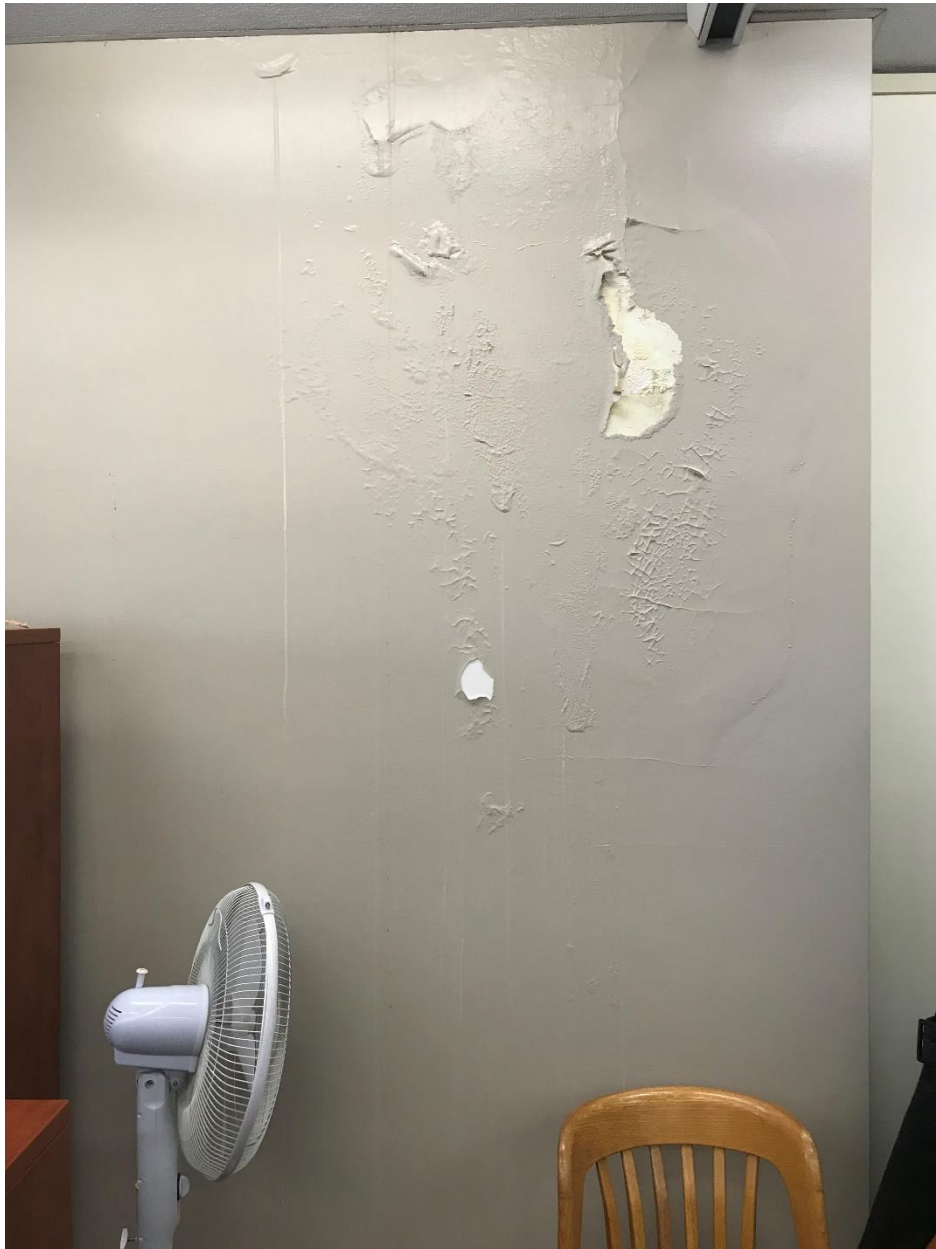


Figure 5 - Ceiling

Ceiling Leaks from corroding HVAC System on office furniture



**Municipality Of Chatham-Kent**  
**Infrastructure and Engineering Services**  
**Drainage, Asset and Waste Management**

**To:** Mayor and Members of Council

**From:** Tim Dick, C.E.T.  
Director, Drainage, Asset and Waste Management

**Date:** April 26, 2019

**Subject:** Relocation of Council Chambers to the First Floor

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**Recommendation**

It is recommended that:

1. To improve the accessibility of Council Chambers, that Council Chambers be relocated to the first floor at an estimated cost of \$1,500,000. Design and construction will be incorporated into the overall Civic Centre lifecycle upgrades project (Appendix A).

**Background**

The Chatham-Kent Civic Centre opened in 1977 as the new home to the former City of Chatham administrative offices. Since 1998, it has been the primary location for Council Chambers, the Mayor, Chief Administrative Officer (CAO) and several divisions of the Municipality of Chatham-Kent. There are approximately 200 employees working within the Civic Centre's 32,892 square feet of office floor space. The building receives approximately 50,000 visitors per year.

Since 1977, the only significant renovation to the building was in 1999 in response to amalgamation. Major components of that renovation included the enclosure of the open floor areas of the original design on the second and third floors in order to increase floor space. The 1999 renovation also included the creation of the atrium area on first floor as a result of the enclosure of the breezeway that existed between the main building and the Council Chambers/cafeteria area. The new atrium and the former cafeteria are now used to house additional staff. All designs met the building code legislation that existed at the time of construction.

On December 2, 2002, Council approved the creation of a Chatham-Kent Accessibility Advisory Committee (CKAAC). The Committee functions to address issues required to meet the Accessibility for Ontarians with Disabilities Act (AODA). On June 13, 2005, the AODA was given Royal Assent. The legislation states "An Act respecting the



development, implementation and enforcement of standards relating to accessibility with respect to goods, services, facilities, employment, accommodation, building and all other things specified in the Act for persons with disabilities.”

There are a number of obligations under the AODA including requiring all municipalities to prepare accessibility plans, make them available to the public, and consult with persons with disabilities. Municipalities of 10,000 resident or more are required to establish accessibility advisory committees, and the majority of members must have a disability. The AODA is intended to make Ontario a more accessible province.

Representations from the Infrastructure & Engineering Services (IES) team met with members of the CKAAC in 2017 and reviewed the status of the Civic Centre and Council Chambers (Appendix B). There were several deficiencies noted by the CKACC in Council Chambers including:

- Emergency egress is very challenging for those with disabilities
- The ramp in Council Chambers is too steep for normal wheelchair use
- There is no accommodation for the visually or hearing impaired
- There is no accommodation for those with disabilities who wish to speak at the podium
- Additional lighting is required along the stairway
- Steps from the hallway to Council Chambers do not meet today's rise/run requirements
- The public seats are too low and very difficult to get in and out of
- The wheelchair seating area is undersized and difficult to maneuver
- There is no accommodation for a Mayor or Acting Mayor with a disability
- The washroom adjacent to Council Chambers is very difficult to use for those with disabilities.

Subsequently, IES embarked on a detailed investigation of the deficiencies with the goal to provide a cost effective solution to satisfy the concerns of the CKAAC.

### **Comments**

Renovations required to meet CKAAC requests in the existing Council Chambers was reviewed in detail. With the exception of addressing the emergency egress concern, the cost to resolve the concerns is estimated to be \$758,000. As elevators are disabled during an emergency, persons with disabilities on upper floors will be physically lifted and carried down the stairs to the first floor or basement floors to safely exit the building.

Next, the IES team reviewed the design and costs associated with relocating Council Chambers to the first floor of the Civic Centre. The estimated cost was calculated to be \$1,500,000. The merits of this solution include the following incremental benefits over the \$758,000 renovation of existing Council Chambers:

- A fully accessible Civic Centre for all Ontarians and Chatham-Kent residents eliminating the emergency egress risks associated with a second floor location

- Increased security to the public and all employees via a design that optimizes entrances and exits
- A new first floor entrance and Atrium design that will resolve a snow and ice safety concern associated with the slope of the Atrium window
- The creation of first floor barrier free washrooms.
- The ability to better utilize Council Chambers when not in use. Due to the unique and “fixed” nature of the current Council Chambers design, usage outside of Council meetings is limited. This proposal includes a flexible seating gallery that will be used for public events, public Committee meetings and potentially a small business development centre for entrepreneurs who require office and meeting space (Appendix C and D).

The relocation of Council Chambers to the first floor is the preferred solution as it will improve public and staff security and safety, as well as enhance accessibility, age friendliness and public accommodations.

The remainder of the Civic Centre building also contains significant deficiencies that will be addressed through lifecycle replacement estimated to be \$16.6 million over a three year period (Appendix A). This work will address mechanical HVAC replacement, electrical upgrade requirements, energy efficiency improvements, substandard accommodations, building life safety, abatement of designated substances, floor space utilization and all past due lifecycle building upgrades to flooring, windows, ceilings, lighting, washrooms and furnishings. The \$1.5 million first floor relocation of Council Chambers is an incremental investment to the \$16.6 million required for lifecycle upgrades.

The renovation or relocation of Council Chambers, together with the Civic Centre lifecycle upgrades, must be managed as one project to optimize efficiencies. Therefore, a decision on the relocation of Council Chambers is required at this time to achieve the most cost effective solution for all work.

It is planned to complete the renovations one floor at a time, using the Park Ave Business Centre (PABC) second floor areas as a transitional location for relocated departments. During renovations, Council meetings will be moved to alternative community arenas, the Capitol or Kiwanis Theatre, or the Convention Centre.

The next step in the process will be to issue a Request for Proposal (RFP) for professional architectural services to complete detailed design drawings and specifications for initiating the project tendering process. Once the drawings and specifications are completed, the entire project will be tendered and the results presented to Council for a final approval.

### **Comments from the Manager of Legal Services**

While Legal Services is supportive of making our workspaces more accessible, it is important that Council be aware of the current legal obligations on the Municipality in respect of this proposed renovation. The Civic Centre and Council Chambers were

constructed in compliance with legislation at the time of construction. Neither the AODA nor the Building Code mandate the changes being proposed in this report. The current configuration and design of the Civic Centre are legally permitted to remain, should Council wish.

### **Comments from the Chief Building Official**

Basic replacement of HVAC, electrical upgrades, ceiling tiles, and lighting are typically considered a basic renovation under the Building Code and therefore does not require upgrading accessibility. More extensive renovations as described in Appendix A, C and D, will trigger an extensive renovation under the Building Code. In this instance, the entire building must be brought up to current code for a barrier free design (accessibility).

### **Areas of Strategic Focus and Critical Success Factors**

The recommendation in this report supports the following areas of strategic focus:

- ☐ Economic Prosperity:  
Chatham-Kent is an innovative and thriving community with a diversified economy
- ☐ A Healthy and Safe Community:  
Chatham-Kent is a healthy and safe community with sustainable population growth
- ☐ People and Culture:  
Chatham-Kent is recognized as a culturally vibrant, dynamic, and creative community
- ☒ Environmental Sustainability:  
Chatham-Kent is a community that is environmentally sustainable and promotes stewardship of our natural resources

The recommendation in this report supports the following critical success factors:

- ☒ Financial Sustainability:  
The Corporation of the Municipality of Chatham-Kent is financially sustainable
- ☐ Open, Transparent and Effective Governance:  
The Corporation of the Municipality of Chatham-Kent is open, transparent and effectively governed with efficient and bold, visionary leadership
- ☐ Has the potential to support all areas of strategic focus & critical success factors
- ☐ Neutral issues (does not support negatively or positively)

**Consultation**

City of London, City of Windsor, Enbridge, the Chatham-Kent Accessibility Advisory Committee (CKAAC) and the Executive Management Team (EMT) were consulted on this report.

**Financial Implications**

Funding required for the relocation of Council Chambers and Civic Centre lifecycle upgrades will come from Building Lifecycle Reserves. Any available provincial or federal grants will be further explored to reduce the cost.

Prepared by:

Reviewed by:

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Infrastructure and Engineering Services

Attachments: Appendix A – Information RTC, Required Lifecycle Upgrades for the Civic Centre  
Appendix B - CKACC Meeting Minutes  
Appendix C – First Floor Layout with Council Chambers  
Appendix D – First Floor Layout with Community Engagement Chambers

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**Municipality Of Chatham-Kent**  
**Infrastructure and Engineering Services**  
**Drainage, Asset and Waste Management**  
**Information Report**

**To:** Mayor and Members of Council

**From:** Tim Dick, C.E.T.  
Director, Drainage, Asset and Waste Management

**Date:** April 26, 2019

**Subject:** Required Lifecycle Upgrades for the Civic Centre

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This report is for the information of Council.

**Background**

After significant evaluation of the Civic Centre building located in the community of Chatham, it has been determined that a number of core systems must be redesigned and replaced for continued operation. While these core systems are often not clearly visible, their effectiveness and efficiency are crucial to the optimum delivery of mechanical and electrical services to the building. The floor layout and office space configuration compliments and links directly with these systems. The need for these components to be upgraded to a current accessibility, safety and security standard cannot be understated.

The projects addressing the required lifecycle type upgrades for the Civic Centre are estimated to be \$16.6 million over the next three years.

The Civic Centre complex also includes a southerly wing housing Chatham-Kent Fire Hall number one. For purposes of this report, facility concerns related to Fire Services will be addressed in a subsequent report.

**Comments**

Due to the high number of housed employees and significant amount of daily public engagement, the Civic Centre must be designed to effectively accommodate the requirements of all stakeholders. Currently, areas of concern improvement:

- Public and staff security
- Accessibility and age friendliness
- Mechanical/electrical/HVAC systems

- Life safety
- Energy efficiency
- Designated substances
- Floor space utilization and building divestment opportunities
- Emergency Operations Centre (EOC) Improvements
- Substandard accommodations

Deficiencies in each area are described in detail below.

### Public and Staff Security

Ensuring the high level of security and safety to the public, staff and members of Council is a top priority. Council meetings can commonly draw crowds of up to 150 people. Public spaces with this type of occupancy require quick egress from the building in the event of an emergency. The current building design does not optimize public and staff security zones. The location of Council Chambers on the second floor of the building is not a desirable location for evacuation in the event of an emergency.

### Accessibility/Age Friendliness

There is currently one elevator in the Civic Centre. In the event the elevator is disabled or under repair, staff, members of the public or Councilors with disabilities are unable to access anywhere other than the first floor. This is particularly concerning given that Council Chambers is located on the second floor. Therefore, in case of an emergency such as a fire, where elevators cannot be used, persons in wheelchairs or accessible scooters would have to be carried down the stairs. It is highly desired that the Civic Centre be an age friendly building considering many of its visitors are seniors.

The accessibility issues relating to the Council Chambers are listed in the Chatham-Kent Accessibility Committee (CKACC) of March 21, 2017 (Appendix B). A summary of the deficiencies was previously provided in the main report.

The required lifecycle upgrades will also drive changes to the Council Chambers, washrooms and the elevator that will allow the building to comply with 2019 Building Code standards and Accessibility for Ontarians with Disabilities Act (AODA).

### Mechanical/Electrical/HVAC

The heating, ventilation and air conditioning (HVAC), electrical and plumbing systems are the core of any building. The current Civic Centre systems are original and will be 42 years old in 2019. During the 1999 renovation, modifications were made to the HVAC system to accommodate the enclosure of the floors to a limited degree. These modifications were undertaken to attempt to address the change from the open flow concept in the original design to a closed concept. As a result, the original system was never designed properly to effectively heat and cool the current design of the building. At this point in time, the current HVAC system is antiquated, inefficient by today's standards, and must be replaced. During 2018, there were 65 working days where

some portions of the building were without heating and or cooling due to constant issues with the aging system.

The original building was never designed for today's information technology systems. Currently there are over 260 computer workstations, many of which are double screen, six high-volume printers, one Engineering plotter, nine servers, seven storage networks, back-up tape units, 12 switches for firewalls and a 30 KVA UPS backup system. The building electrical system needs to be updated in order to meet today's building code standards for lighting and outlet spacing.

These enhancements and changes illustrate the role of technology in ensuring the Municipal's service level to citizens is maintained.

### Life Safety

Life safety is a critical component that must be examined during any renovation. A renovation that involves a change to major building components triggers this requirement.

It is highly recommended that a building of the size and high occupancy of the Civic Centre have a fire sprinkler system.

### Energy Efficiency

Most windows, doors and lighting in the Civic Centre are also original. The atrium windows are approximately 20 years old, constructed as part of the current atrium configuration. The atrium area has become a problem in terms of weather tightness and light penetration. As a result, it is difficult to cool in warm weather and to heat in cold. Most other windows and outside doors are circa 1977 and if replaced, would provide a major source of energy efficiency and cost avoidance in the future. Further, the Atrium windows are partitioned off to public access every winter to eliminate the risk of falling ice from the windows. This issue will also be resolved with the new design.

The conversion to LED lighting throughout the building would provide considerable return on investment. It is estimated that a 25% reduction in utilities is achievable by carrying out these upgrades equating to \$60,000 per year. This is important considering electrical costs are predicted to increase as much as 5% per year in the coming years.

### Designated Substances

Merely by virtue of its time of construction, designated substances such as asbestos are present in the Civic Centre. Although not an immediate threat, it is legislated that designated substances must be addressed as soon as any work proceeds that may expose them. This is inevitable considering upgrades to the HVAC, lighting and electrical system.

### Floor Space Utilization and Building Divestment Opportunities

Administration has met with officials from Enbridge and other municipalities such as the Cities of Windsor and London. We are recommending the use of Federal Workplace Standard 2.0. The following chart outlines current office and workspace comparisons versus Workplace 2.0:

<u>Position</u>	<u>Current Configuration (sq. ft.)</u>	<u>Workplace 2.0 (sq. ft.)</u>
CAO	450	225
Mayor	450	225
General Manager	225-300	180
Director	150-175	144
Manager/Supervisor	100-150	100
All Others	36-64	60

Incorporating the above Workplace 2.0 standards as much as possible, will provide opportunities to integrate additional staff at the Civic Centre and possible divestment opportunities as employees from other facilities are incorporated into the new floor plans at the Civic Centre.

### Emergency Operations Centre (EOC) Improvements

The current Civic Centre configuration utilizes Room 212 as its EOC. During two flood emergencies in the last year, it was clearly evident that the room was not only too small but that there were not sufficient smaller, breakout meeting rooms for various departments to meet during the emergency. In order to meet the requirements of a proper EOC, these shortcomings need to be addressed to bring Chatham-Kent up to an acceptable standard of EOC.

### Substandard Accommodations

There are a number of employees who have been working in substandard accommodations for various reasons dealing with a lack of proper space, leaking roofs and windows, poor temperature management or ergonomically unfriendly amenities. This does not contribute in a positive way to attraction or retention of staff or positive morale, and presents a potential liability with respect to future employee health issues. Many of the office accommodations are carry-overs from pre-amalgamation and have been re-configured numerous times since. Simply put, the current office layout and accommodation is worn and out of date compared to modern day standards. The recently completed People Plan Survey registered substantial negative response in the area of staff satisfaction with regard to workplace accommodation.



### **Executive Management Team (EMT) Input**

Throughout this process, presentations have been made to EMT to gain their input and keep them informed. EMT has insisted that the Civic Centre must be a location that is professional, up-to-date and will last the next 40 years. They recognize that the employees of tomorrow have different needs than those of the past. The ability to attract the young professional requires new, evolving approaches. Amenities important to millennials include high levels of collaboration and flexible work stations that currently do not exist. Changes to the Civic Centre must provide for these types of considerations in order to allow Chatham-Kent to be competitive in the future.

### **Conclusions**

As outlined in this report, the improvements noted above are crucial to the continued operation of the Civic Centre and will result in a building complying with the 2019 energy efficiency, life safety, accessibility and security standards.

### **Consultation**

EMT and the Chatham-Kent Accessibility Advisory Committee (CKAAC) were consulted on this report.

### **Financial Implications**

Funding required for the Civic Centre lifecycle upgrades will come from Building Lifecycle Reserves. Any available provincial or federal grants will be further explored to reduce the cost.

Prepared by:

Reviewed by:

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Tim Dick, C.E.T.  
Director,  
Drainage, Asset and Waste Management

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Thomas Kelly, P. Eng., MBA  
General Manager  
Infrastructure and Engineering Services

## **Council Chambers Accessibility Meeting**

**Time and Date of Meeting:** March 2, 10:30 AM

**Location:** Council Lounge, Civic Centre

### **Attendees:**

Representing the Municipality of Chatham Kent Accessibility Committee:

- Ralph Roels
- Claire Latimer
- Sheila Clements
- Jerry Meriano
- Ron Male
- Rick Lamarsh

Representing the Municipality of Chatham Kent Administration:

- Tom Skodak, Manager of Municipal Assets, Infrastructure and Engineering Services
- Thomas Kelly, GM, Infrastructure and Engineering Services

### **Agenda:**

- Discuss Civic Centre accessibility concerns raised by citizens and the Accessibility Committee.
- Review facilities to ensure all accessibility concerns have been identified.

### **Meeting Minutes:**

The following initial concerns and responses were discussed related to the accessibility of the current Council Chambers:

1. The current north ramp is too steep and is not to code. It is very difficult for a disabled person to utilize the ramp.

Response: The 2008 Municipal Facility Accessibility Design Standards (FADS) is a Municipal Accessibility by-law used for any new construction or renovations. FADS calls for a slope no steeper than 1:20 (or .05) with a minimum width of 48". The existing slope is 1:11 (or .09) with a width of 37".

2. There is accommodation for only two wheelchairs. This should be increased based on the current capacity of 125 people.

Response: Based on the current capacity of 125 persons, allowing for Mayor, Council (18 people), Administration (9 people), there is capacity for 98 members of the public. Based on this figure, there should be a minimum of 3 designated spaces for wheelchairs.

3. Washroom accommodation is inadequate and does not meet code.

Response: The current washroom is not to code. It allows for a wheel chair turning radius of only 2.7' and its area is only 60 sq ft. The Municipal FADS call for a washroom with a 4' wheel chair turning radius, which, with other required washroom fixtures, would result in a washroom of approximately 110 sq ft.

4. There are no microphones or a location for a disabled person to speak at the podium. Access to the podium is very difficult due to the degree of slope of the ramp.

Response: Administration agrees with this assessment.

5. There is no adequate provision for a disabled Mayor or Counselors.

Response: Administration agrees with this assessment.

Following a walk-through of the Civic Centre, the following additional concerns and suggestions were made:

1. With the amount of effort and cost required to bring Council Chambers up to FADS standards, consider moving Council Chambers to a different building. The Capital Theatre is already fully accessible.
2. Please consider providing hearing aids and personal monitors similar to how it is done at the Capitol Theatre.
3. Please consider removing an entire back row of fixed seats for more space for wheelchairs or scooters.
4. Consider the use of portable microphones.
5. With sound coming from the speakers above, vision impaired citizens do not know who is speaking to them. Please ask Councillors to identify themselves when speaking.
6. Consider providing brail signs to identify the room.
7. Consider providing space for a guide dog beside the person.
8. Consider providing sufficient accommodation for people using scooters.
9. Consider providing power operators on Council Chambers doors and washrooms.
10. Consider providing floor path lighting (especially stairs and ramp).
11. Current steps are not to code. Please consider correcting this issue.
12. Consider adult change table in a new accessible washroom.

13. The audience seats are low and can be difficult for people with limited strength or mobility to get in and out of. Consider a new design of seat.
14. The emergency exit by the mayor's seat may be difficult to get someone out of in the case of an emergency.
15. The media room can be entered by someone in a wheelchair but it is very tight. If an employee had accessibility issues it will require modifications.

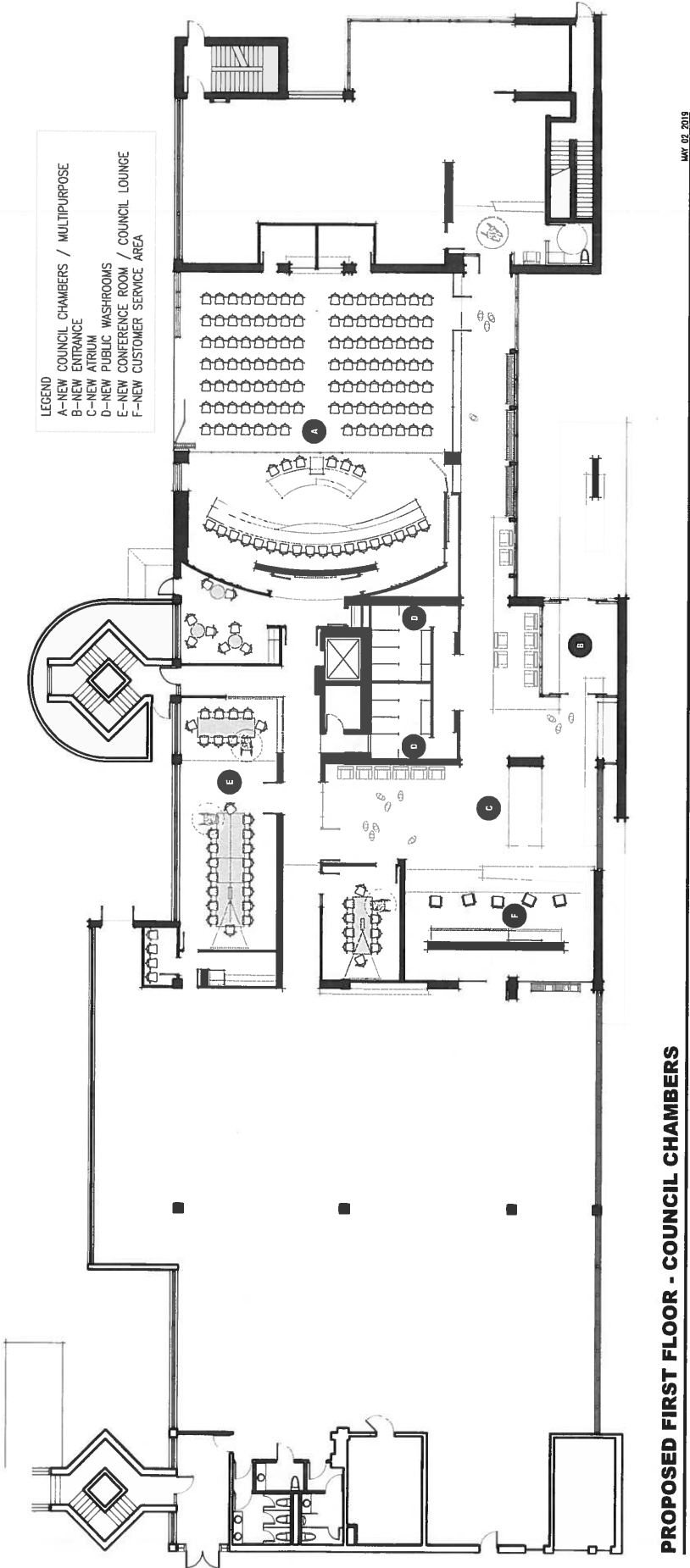
**Assignments:**

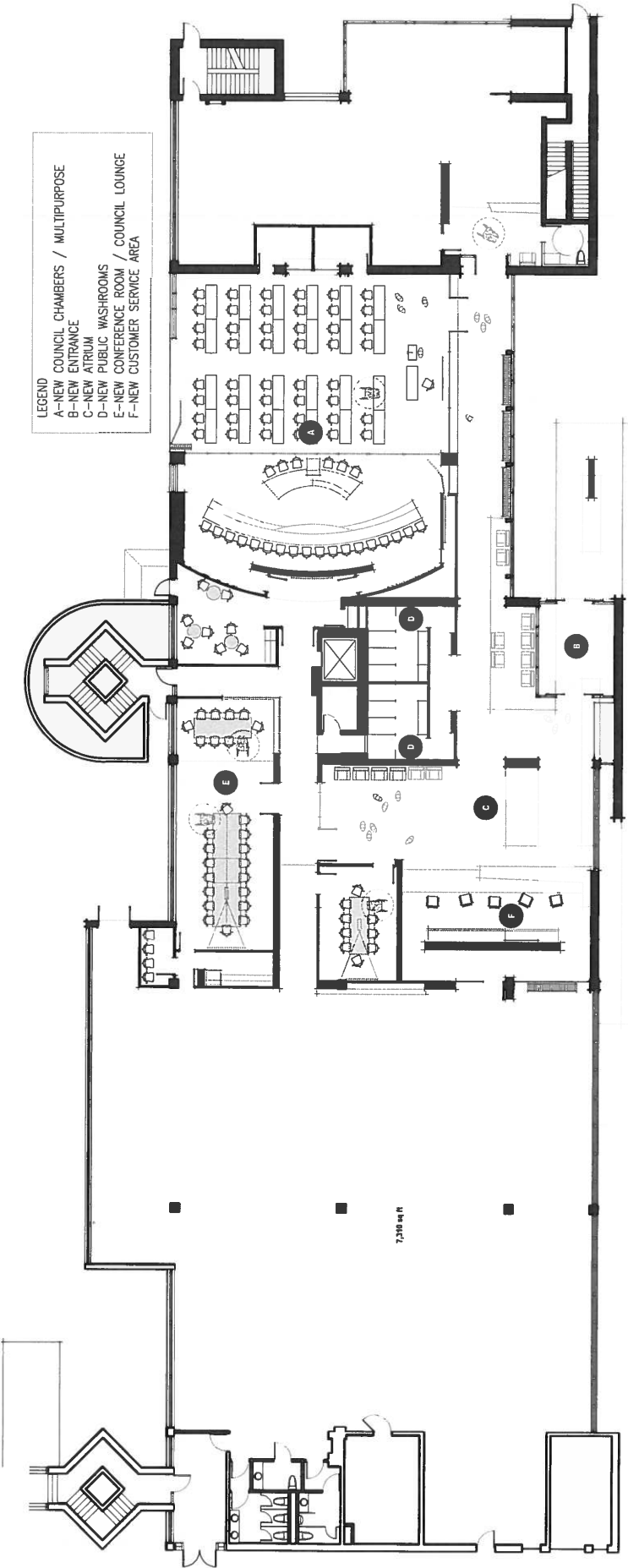
- CK Administration will estimate costs and potential timelines for addressing the above mentioned concerns

**Meeting Minutes reviewed and approved by:**

Ralph Roels  
Chair  
Municipality of CK Accessibility Committee

Tom Skodak  
Manager  
Municipal Assets





PROPOSED FIRST FLOOR - ORIENTATION / TRAINING SCHEMATIC

MAY 02, 2019