



## PUBLIC WORKS REPORT PWR-040-19

**TO:** Mayor Cornell and Members of Council

**FROM:** Tim Leitch, P. Eng., Director of Public Works

**DATE:** September 30<sup>th</sup>, 2019

**RE:** **Municipal Administrative Building Needs Assessment Committee – Update and Next Steps**

File No A19/43148/19

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### **RECOMMENDATION:**

It is recommended that Public Works Report PWR-040-19, Municipal Administrative Building Needs Assessment Committee – Update and Next Steps, be received and that Council instructs the Committee to proceed with Option #2.

### **BACKGROUND/ANALYSIS:**

In consideration of the future needs of the Township to accommodate municipal staff and Council, the *Municipal Administration Building Needs Committee* (“the Committee”) was formed in May 2016. This committee is made up of municipal staff as well as Council members. Their mandate was to recommend next steps in addressing the accommodation issues faced by the Township.

The Committee has found that existing township infrastructure is insufficient for its current and future needs (Staff Report CAO-017-17). It has also concluded that a new building would be a preferable option to renovation of the existing facility. This conclusion was presented to Council at the October 10, 2018 Meeting of the Whole (Public Works Report PWR-036-18, Appendix 1). Council therefore directed the Committee to report back on the next steps required for a new construction solution to long term municipal administration building requirements (Council Motion 363/18, Appendix 2).

Based on the above direction from Council, the Committee has explored several different items for moving the project forward, which are discussed in the following sections. As part of its research, the Committee commissioned *Hersh Project Consultants* to prepare a report outlining recommended steps to follow in order to realize the new municipal building, based on their experience with other municipalities (Appendix 3). The committee intends to use this report as a reference document and not as a roadmap since it believes many of the steps are not applicable or necessary for our situation and a municipality of our size.

### Project Charter

Due to staffing and council changes, Councillor Tony Mintoff and Joceline Roi-Pattison, Chief Building Official, were welcomed as new members of the Committee. They replace Councillor Richard Hinton and Jamie Wilson, respectively.

Previously, the Committee had been operating in an ad-hoc manner, without regular meetings. With the intent to proceed with the planning of a new municipal building, based on Council's direction, it was decided that more regular meetings would be required and that a more formal framework for the committee would be needed to act as a foundation for the project.

With that in mind, the Committee has been holding regular monthly meetings and has developed a draft charter for the new building project (Appendix 4). This charter defines the scope of the project; the members of the Committee; the role and responsibilities of the Committee, Staff, Council, and the Public; the decision making process; the communication strategy; and the levels of authority on the project.

### Project Methodology

Different construction contract models have also been considered by the committee. The traditional design-bid-build methodology is not viewed favorably by the Committee. This methodology follows the path of the Township hiring a team of consultants to prepare a complete design of a building and site based on the Township's wants and needs. Once the design is 100% complete, it would then be put out to tender to select a builder based on the lowest cost. The Township would then enter into a contract with this builder, at which point construction could begin. The Committee has several issues with this traditional method, chief among them: the ease of scope creep during design, the lack of input from the builder during the design process, the Township having two separate contracts (one with the architect and another with the builder), the lack of accurate cost to the Township until the building design is done and bids have been received, and the staff time required to manage the project.

The Committee prefers the Design-Build methodology. This methodology follows the path of the Township putting together a statement of requirements for the new building, prequalifying a small number of Design-Build firms, and selecting an ultimate Design-Build firm based on a design competition. This Design-Build firm would then commence preliminary construction all while working with the Township to finalize the design. The Committee sees several advantages to this methodology: construction could begin at an earlier date, the builder would have a large amount of input on the design, the Township would have one point of contact rather than two, scope creep is more difficult, the design-builder shares some of the financial risk with the Township, and the ultimate cost of the project would be defined earlier in the process.

### Next Steps for the Project

The Committee considered a roadmap for the entire project and there are several next steps that could be taken concurrently:

- 1) In order to proceed with the Design-Build methodology, an "Owner's Statement of Requirements" will need to be developed. This would update and expand upon the building program prepared by Ted Handy and RJ Burnside prepared in 2012. This would

be the principle document that would ultimately be presented to short listed Design-Build firms participating in a design competition. It defines the space requirements of the building as a whole and each individual department, design elements the Township would like to incorporate into the new building, and minimum specifications and standards that the designs would be required to meet. Developing this document would most likely involve hiring an outside consultant.

- 2) Given that this will most likely be the largest capital project ever taken on by the Township, a strategy for financing the cost should be put in place and approved by Council. The Committee should consider different options for raising the funds necessary and submit these options to Council.
- 3) Once again, given that this will most likely be the largest capital project ever taken on by the Township, there is bound to be a large amount of public interest. A communications strategy should be implemented as per the proposed Project Charter. This would include adding a page to the Township's Website dedicated to the project to inform the public.
- 4) A major next step for the new building would be to select a site. The Committee should look at developing a methodology of selection which is as objective as possible. This would allow all possible sites to be considered equally and would clearly show how the decision was taken. It would detail all the required elements of the site, the attributes which are to be evaluated to perform the selection, and the weighting given to each of the attributes. This methodology would be presented to Council for approval. Once the methodology is finalized, a list of possible sites would be compiled and evaluated.

### **OPTIONS/ALTERNATIVES:**

#### **Option #1:**

Have the Committee proceed with the Project Charter, the Design-Build project model, and all the above next steps. This would include items which would require capital funds in order to proceed, such as hiring a consultant to help define the "Owner's Statement of Requirements".

#### **Option #2:**

Have the Committee proceed with the Project Charter, the Design-Build project model, and all the above next steps which do not involve capital costs. This is the Committee's preferred option due to the uncertainty posed to the Township by the Regional Government Review. This allows the Committee to maintain momentum during the review while also being prudent with tax dollars.

#### **Option #3:**

Have all activities put on hold until the Regional Government Review is concluded. This is not a recommended course of action due to the loss of momentum for the Committee as well as the lack of certainty of when the outcomes of the Regional Government Review will be presented to the public.

**FINANCIAL IMPLICATIONS:**

**Option #1:**

Costs for this option would include:

- Staff time to proceed with the majority of the next steps
- Hiring a consultant to aid in the development of an “Owner’s Statement of Requirements”. The original RJ Burnside/Ted Handy Report cost the Township \$49,981.68 in 2013/2014 and an additional \$8,033.69 was spent in 2017 to have Burnside update the report based on the request of the Committee at the time. It would be safe to assume that the new document would cost a similar amount.

**Option #2:**

There would be no capital costs for this option. Only staff and Committee time would be required.

**Option #3:**

This option would have no financial implications. However, should the project be put on hold for a significant amount of time then restarted, there would be additional staff time required to review and reevaluate everything that has been done to date.

**RELATIONSHIP TO STRATEGIC PLAN:**

- Deliver Efficient and Exceptional Municipal Services through the planning of better facilities.
- Healthy Environment and Sustainable Community Planning by considering the future needs of the municipality.
- Community Engagement through the development of a communication strategy.

**CONCLUSION:**

It is recommended that Public Works Report PWR-040-19, Municipal Administrative Building Needs Assessment Committee – Update and Next Steps, be received and that Council instructs the Committee to proceed with Option #2.

Respectfully Submitted,

Report Prepared by:

  
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Report Submitted by:

  
\_\_\_\_\_  
Tim Leitch, P. Eng., Director of Public Works

Financial Implications Reviewed by:

  
\_\_\_\_\_  
Doug Taylor, Director of Administrative Services/Treasurer

Report Approved by:

  
\_\_\_\_\_  
Doug Luker, CAO

Appendix 1 – Public Works Report PWR-036-18

Appendix 2 – Council Motion 363/18

Appendix 3 – HPC Report

Appendix 4 – Draft Project Charter

**PUBLIC WORKS REPORT PWR-036-18**

TO: Mayor Cornell and Members of Council  
FROM: Tim Leitch, P. Eng., Director of Public Works  
DATE: October 10, 2018  
RE: Municipal Administration Building Needs Assessment Committee Update

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**RECOMMENDATION:**

It is recommended that, PWR-036-18 dated October 10, 2018 be received and that Council direct the *Municipal Administration Building Needs Assessment Committee* to report back on the next steps required for a new construction solution to long term municipal administration building requirements.

**BACKGROUND/ANALYSIS:**

As part of an evaluation of the current and future office and council accommodation requirements to meet the needs of the Township, Ted Handy and Associates along with RJ Burnside performed a needs assessment in 2013. Council received their report, *Township of Tiny Administrative Building Needs Assessment Report (2017 Updated Report – Appendix 1)* in May 2014. This report advised that the current Township facilities are inadequate for current and future needs and presented three options for addressing the issues: 1) renovate the current building and build an addition 2) build a new building on the existing site 3) build a new building on a separate site.

The 2015-2020 Township Strategic Plan referred to this report and identified the following action:

**Make a decision to renovate or construct a new Township Office to meet the current health and safety standards, improve accessibility and customer service.**

Council approved the formation of the *Municipal Administration Building Needs Assessment Committee* in May 2016 to recommend next steps in addressing the accommodation issues faced by the Township (Staff Report CR-013-16 – Appendix 2).

The committee toured current township facilities on October 28<sup>th</sup> 2016 for their suitability in housing staff. The committee found the existing township infrastructure was insufficient for its current and future needs.

On June 26 2017, Council instructed the committee to report back on the feasibility of renovation and new construction solutions to long term office accommodation (Staff Report CAO-017-17 – Appendix 3).

On May 29, 2018 the committee toured municipal buildings that reflected similar size and functions as The Township of Tiny. They visited the Township of Tay, an example of a renovation, and the Township of Springwater, an example of a new building. Various committee members have also visited the Town of Penetanguishene's offices, another example of a renovated building. Based on these site visits, there was a consensus among committee members at the July 12 2018 *Municipal Administration Building Needs Assessment Committee* meeting that a new building is a preferable option to renovation (minutes attached – Appendix 4). The basis for this was determined by the tours and feedback from the staff that utilizes the facilities, and staff's experience with building construction and renovations.

In addition, while not giving an explicit recommendation, the *Township of Tiny Administrative Building Needs Assessment Report* prepared by Ted Handy and Associates with RJ Burnside states that "The functionality of a new building would be expected to be much improved over renovating and additions to the existing building. This would be particularly pertinent with this project due to the constraints of structure, systems and floor levels that would be imposed by working with the existing building."

Therefore, the Committee is requesting Council approval to investigate the next steps for the construction of a new municipal office.

**FINANCIAL IMPLICATIONS:**

Detailed financial implications to be included in a future report to Council.

**RELATIONSHIP TO STRATEGIC PLAN:**

Deliver efficient and exceptional Municipal services.


**CONCLUSION:**

This report is intended to update Council on the progress of the *Municipal Administration Building Needs Assessment Committee* and receive direction on the next steps to take.

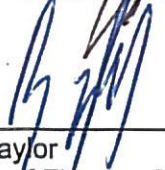
Report Prepared by:

  
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Jean-François Robitaille, P.Eng.  
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Report Submitted by:

  
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Tim Leitch, P.Eng.  
Director of Public Works

Financial Implications  
Reviewed by:

  
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Doug Taylor  
Director of Finance & Administration

Report Approved by:

  
\_\_\_\_\_  
Doug Luker  
Chief Administrative Officer

- Appendix 1 – Township of Tiny Administrative Building Needs Assessment Report
- Appendix 2 – Staff Report CR-013-16
- Appendix 3 – Staff Report CAO-017-17
- Appendix 4 - Municipal Administration Building Needs Assessment Committee Minutes



Recommendation #: 363 /18

THE CORPORATION OF THE TOWNSHIP OF TINY  
COMMITTEE OF THE WHOLE RECOMMENDATION

THIS ITEM

NOV 14 2018

COUNCIL APPROVED

Meeting Date: October 10, 2018

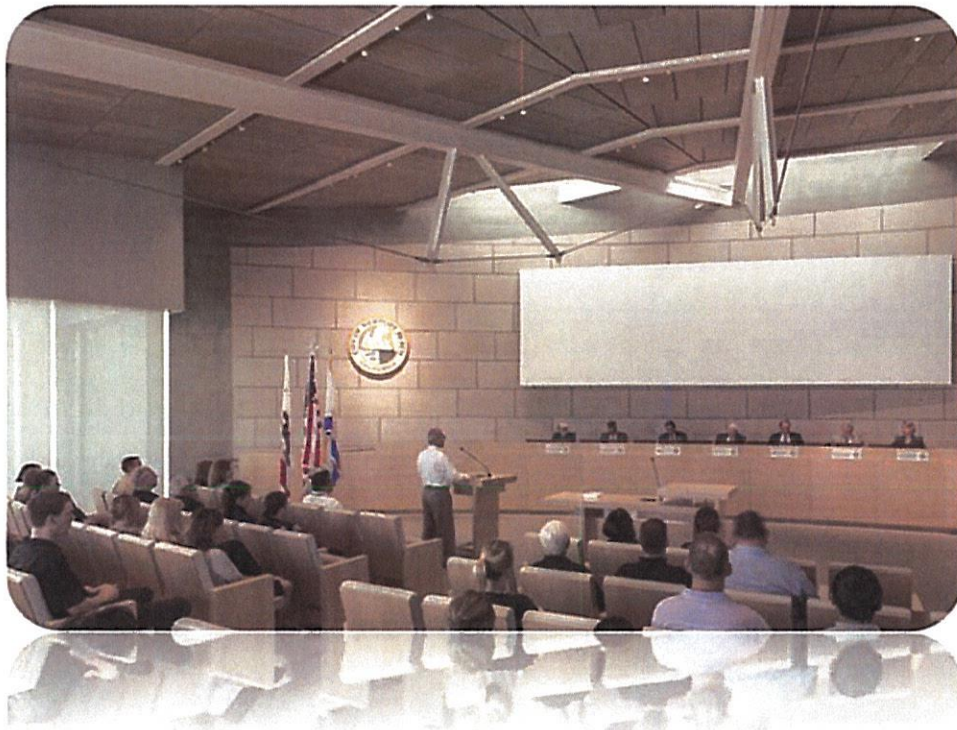
Moved by: CornellCarried: 4-0Seconded by: WalmaSigned: [Signature]

**WHEREAS** the Committee of the Whole considered Public Works Report PWR-036-18 dated October 10, 2018, from Tim Leitch, Director of Public Works, regarding a Municipal Administration Building Needs Assessment Committee Update;

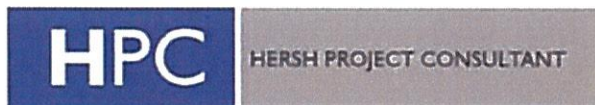
**NOW THEREFORE** the Committee of the Whole recommends that the Municipal Administration Building Needs Assessment Committee report back on the next steps required for a new construction solution to long term municipal administration building requirements.



## New Municipal Administration Building – Next Steps



May 2019



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## **Project Background**

The Township of Tiny commissioned an update on a 2013 Township of Tiny Administrative Building Needs Assessment Report (Ted Handy and Associates/RJ Burnside), in 2017. The report identified that the current building was inadequate for the Townships needs and presented three options, as follows;

- I. Renovate and expand the current building.
- II. Build a new building on the existing site.
- III. Build a new building on a separate site.

The Township has established a Municipal Administration Building Needs Assessment Committee by Council direction. The Committee, through Council resolution, was directed to review and report back to Council on a recommendation to “renovate or construct new” a Township Administration Building. This direction was based on a specific action of the Townships 2015-2020 Strategic Plan.

The Committee toured Township facilities, and other municipal administration buildings that have been built new or renovated, to inform their analysis and recommendation. On October 10, 2018, the Municipal Administration Building Needs Assessment Committee, through report PWR-036-18, recommended that the Township proceed with a new construction solution, and that they report back on next steps as follows;

*“It is recommended that, PWR-036-18 dated October 10, 2018 be received and that Council direct the Municipal Administration Building Needs Assessment Committee to report back on the next steps required for a new construction solution to long term municipal administration building requirements.”*

## **Current Situation**

The Township of Tiny is positioned to ultimately construct a new Municipal Building on a site that has yet to be finalized.

Pursuant to Report PWR-036-18, the Committee are required to report back on next steps.

HPC - Hersh Project Consultants was retained to offer project advisory services to the Township that would outline a Roadmap of the various “next steps” that the Township would be required to plan for and manage in support of this most recent Council Resolution.

**Project Scope**

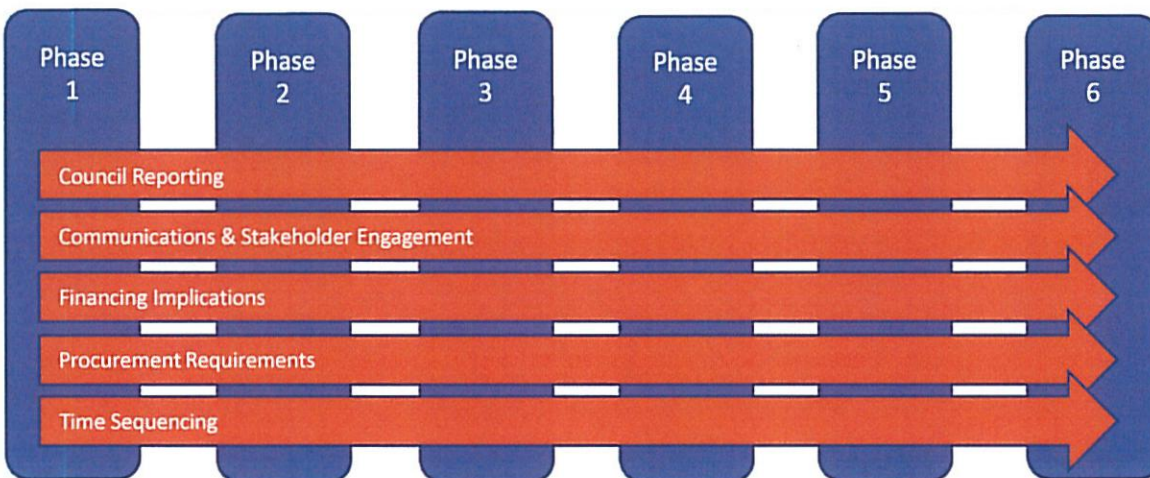
The Township has taken this corporate initiative to the point of (i) rationalizing a newly constructed Administration Building, (ii) choosing Design-Build as their desired construction methodology, (iii) determining that they are proceeding with “in-house “ project management. The next steps of this project are broken down into the following key phases;

|         |                             |
|---------|-----------------------------|
| Phase 1 | Building Program            |
| Phase 2 | Site Selection              |
| Phase 3 | In-House Project Management |
| Phase 4 | Pre-Construction            |
| Phase 5 | Construction                |
| Phase 6 | Occupancy & Operations      |

The Project Roadmap for the Township of Tiny will be based on these key planning phases. Each phase will be discussed in subsequent detail, and will further outline collateral activities required in each of the following areas;

- Council Reporting
- Project Communications & Stakeholder Engagement
- Financing Implications
- Procurement Requirements
- Projected Time Sequencing

The following is a graphic illustration of the Project Roadmap framework.



A summary of phases and corresponding collateral activities is illustrated in APPENDIX A.

## PHASE 1 – BUILDING PROGRAM (3-6 months)

Establishing the right building program from the onset is critical. The R.J. Burnside Report identified that the Township has a space requirement for “51 full-time and 17 part-time Township employees, the Mayor and 4 councillors as well as 2 full-time and 2 part-time C.C. Tatham employees”, requiring 21,171 square feet of new space. In addition, it is important for the Township to identify how they wish to address future space requirements.

There are effectively two main strategies that can be employed. Both strategies have advantages and disadvantages that should be measured against the Township’s current financial situation, and their long-term human resource plan. While it is important for the Township to consider both options, they are not mutually exclusive. As such, either option, or a combination of both is assumed at this time.

Constructing Surplus Space – is one strategy that includes planning to include surplus space in the new building program in order to accommodate future staffing requirements associated with growth. While this strategy involves additional construction and on-going operations costs, it mitigates future construction costs, and operating interruptions associated with expansion construction. Should this strategy be utilized, the Township would have subsequent options to;

- (i) maintain it as dormant space until such time the space is required,
- (ii) accommodate short-term or time limited space needs from another Township service area,
- (iii) “sublet” the space for a pre-determined community service function for a time limited period (subsidized or cost recovery basis).

Future Expansion Planning – is another strategy that can be employed to design the building with a pre-determined expansion plan. This negates the immediate construction costs that would be associated with constructing surplus space upfront. There is a premium associated with this strategy as some of the building systems may need to be “oversized” to accommodate future expansion. Moreover, all building systems would need to be integrated with the future expansion interface. This strategy avoids the construction and on-going operating costs associated with front-ending the redundant space. The disadvantage however is that future construction cost of the expanded space will be higher, and there is likely to be some operating impacts/interruptions during the expansion construction period.

### Other Considerations

There is an increasing trend in Ontario municipalities to consider dual or multi-purpose Civic Administration buildings. In the same manner that municipalities have learned that multi-use sport, recreation, and cultural complexes are less expensive to build and operate than stand-alone facilities, the same theory applies to Municipal Buildings. In addition to being more financially responsible, complimentary dual-use or multi-use facilities are desired by residents as they offer “one stop shopping” efficiencies.

It would be prudent for the Building Needs Assessment Committee to determine Council’s interest in a building program that incorporates any additional corresponding uses. Specifically, the following considerations should be entertained by the Committee;

- i. Other Township Service Areas (Fire, Library, Public Works)
- ii. Other County Service Areas (Police, Health, Justice, Conservation Authorities)
- iii. Other Third Party Area (Chamber of Commerce, Business HUB, Post-Secondary Campus)
- iv. Municipal Administration Building (stand-alone)
- v. In accordance with the 2017 Parks & Recreation Master Plan - Final Draft Report (Executive Summary)” in the the event that the Township develops new municipal offices, new multi-purpose community space should be part of this building.”

### *Site Tour of Existing Facilities and Other Administration Facilities:*

Facility Tour Considerations –The Committee and/or other Township officials toured facilities in the Township of Tay, Township of Springwater, Town of Penetanguishene and the Township of Ramara’s Municipal Offices. The focus of these tours was to determine if the Township has existing suitable accommodations, re-evaluate staffing to ensure that all departments are not under or over staffed and costs and advantages of renovating the existing municipal office as compared to the construction of a new building.

The purpose and benefit of a second series of tours would be to examine examples of the most recent state-of-the-art municipal administrative buildings incorporating the most progressive techniques and technology, recently built and those that have an additional corresponding use.

Ultimately, the Committee should report to Council on these considerations, and receive specific direction from Council on their preferred option. If Council wishes to proceed with a stand-alone Municipal Administration Building and the “Building Program” that will outline the scope, goals, conditions, and objectives can be established at this point, the project can proceed to the “preliminary concept plan” stage.

Should Council have interest in exploring other ‘partners’, a separate strategy would be required.



This could include anything from targeted discussions with a desired third party, to a broader Request for Proposal / Expression of Interest format to solicit any and all interested parties. Exploring these options will result in an expanded time frame of 6 months and beyond depending on how close the desired proponent(s) is to a shared-use build.

*Procurement - Architectural Services – Preliminary Concept Design- Building*

Once the Building Program has been finalized, and functional, operational and scoping requirements are established, a next step will be to secure an Architect to provide the following:

1. Preliminary Concept Design
2. Prepare a preliminary site plan
3. Provide a rough order of magnitude cost estimate, prepared with cost consultant, value engineering cost reduction strategies to align the program to the approved construction budget
4. In the case of D-B, the Designated Township Project Manager would establish a “Planning & Design Compliance & Advisory Team “(PDCAT). This team is hired directly by the Township to effectively translate the Township’s needs into design and performance specifications to be included in the Owners Statement of Requirements, as per CCDC 14.
5. The Planning Design Compliance and Advisory Team is generally responsible for:
  - a. Ensure that the specifications, “Project Specific Output Specification (PSOS)” developed for the municipal building program, meets or exceeds all relevant performance standards
  - b. Ensure that the technical and conceptual design aspects of project are well defined and correctly expressed and communicated
  - c. Prepare key documents that will establish the guidelines and performance requirements that the successful building team must meet when preparing its designs
  - d. Protect the best interests of the Township and ensure that requirements are compliant with Client and departmental standards, with technical regulatory requirements, and with codes and standards
  - e. Ensure, through quality assurance and quality control processes that service providers and consultants understand and apply these requirements at all stages of the project
  - f. Prepare accommodation schedule
  - g. Create space layouts and space data sheets
  - h. Prepare facility management specifications, and other necessary documentation that fully details the planning, design, and operation requirements
  - i. Confirm the existing building program with user groups,
  - j. Prepare design documentation, performance specifications, facility management specifications, and other documents that fully detail the planning design and operational requirements of the project into one document: the Project Specific Output

- k. Specifications (PSOS).
- l. Participate in the pre-qualification and evaluation of bids submitted by interested Design- Builder
- m. Participate in writing the RFP Terms of Reference evaluation criteria, queries, addendums including assisting and suggesting proposed Supplementary Conditions for the Design-Builder
- n. Upon completion of the PSOS documents, Township then issues the output specifications to shortlisted Design-Builders in an open market
- o. Monitor construction progress and provide coordination and oversight during the commissioning and completion of the project.

The purpose of the preliminary concept design is two-fold: First, it provides a visual concept of what the building could look like in terms of design, shape, and mass. More importantly it establishes a basic building footprint to determine how the proposed building might function on a given site. In basic terms it establishes a minimum size for a potential site.

Once the preliminary concept design for the building is established, it will be utilized to assist in the site selection process. When a preferred site is established, consulting services will be required to prepare a preliminary site plan. This plan will illustrate how the building could be positioned on the site, in addition to site access, traffic flow through the site, parking, landscaping, and other outdoor amenities envisioned.

During this stage the architect begins by preparing preliminary design sketches and concepts based on the Township's requirements which help explore and illustrate possible options.

These drawings are general in nature, showing the relationship and size of spaces within the building and to any given site. The Architect will also provide preliminary sketches of the exterior of the project to illustrate the character and style of the design. A preliminary cost analysis will also be prepared in this phase.

Such drawings go beyond a basic rectangular footprint that is otherwise illustrated in Appendix B – Site Plan for Building Options - Option #3 – New Construction in the Burnside/Handy Report 2017.

It is not uncommon for two or three concepts to be produced at this stage. The benefit of these options is to solicit feedback at a very early stage at what building type is most desirable. It provides a great opportunity for early citizen and staff engagement.

Design-Build Note

Before the Township can issue an RFP for their Design-Build Municipal Administration Building, they will be required to secure a team of consultants referred to as a Planning, Design Compliance and Advisory Team (PDCAT) .This team of architects and engineers will work with the Town to produce the “Owners Statement of Requirements”. This is the principle foundation for the Township as “Owner” within a Design-Build Contract CCDC-14.

The Township will be required to specify every detail and performance specs that they wish to have included in the design and construction of their building.

The value of the preliminary conceptual design, and site plan concept (to be discussed later) is for the benefit of the Township and the Steering Committee. It provides the Township with a “visual” and “spacial” model from which to specify in their Owners Statement of Requirements.

The Township can choose to not utilize consultants to produce a preliminary concept design and subsequent site plan concept. In so doing, they would be relying solely on their Project Design Compliance Team to formulate what the Township’s Statement of Requirements.

Capital Budget & Forecast Development

The Township will require a detailed Capital Budget and Forecast. The budget should include several phases over a 4 to 5 year period consistent with the magnitude of work required for each consecutive year. In determining the magnitude of work, the Township will also need to determine the capacity of its existing staff complement. This capacity should be evaluated both in terms of time and expertise. That is to say that the Township may have the expertise on staff to do various tasks, yet they may not have the capacity in terms of time to dedicate to the capital program without jeopardizing their daily activities. In other cases, the Township may not have specific in-house skill sets to address some of the Project functions such as architectural services identified previously. Other areas of expertise include procurement, communications, property acquisition/real estate, and capital project advisory, and construction management.

In either case, the Township should include allowances for in-house or if required external functional resources and expertise required at various stages into its overall capital financing program.

| New Municipal Building | 2019 | 2020 | 2021 | 2022 | 2023 |
|------------------------|------|------|------|------|------|
| Advisory               | •    | •    |      |      |      |
| Architectural          | •    | •    |      |      |      |
| Procurement            |      | •    | •    |      | •    |
| Communication Strategy | •    |      |      |      |      |
| Real Estate            |      | •    |      |      |      |
| Property Acquisition   |      | •    |      |      |      |

|                                |  |  |   |   |   |
|--------------------------------|--|--|---|---|---|
| Design Project Compliance Team |  |  | • | • | • |
| Design – Build Construction    |  |  |   | • | • |

A preliminary capital budget program will need to be developed based on present value estimates, and certain assumptions for work required by consultants. This preliminary capital budget and forecast is outlined in APPENDIX – B of this report. As in any capital budget and forecast, each phase will require adjustments on an annual basis to reflect inflationary impacts.

Capital Financing Strategy

The Township’s will also need to develop a capital financing strategy in order to fund the development and construction of the new Municipal Administration Building. Development Charges cannot be used for Administration Buildings, and in the absence of a Capital Reserve dedicated for this purpose, the Town will require some form of debenture should it wish to construct the new facility in the near future.

In order to mitigate the tax impact to support the required debenture, the Township could consider a Dedicated Infrastructure Levy to commence as early as 2020. This strategy simply builds up the required tax support over a longer period of time, thereby making annual tax increases associated with the new facility to residents more palatable.

*For illustration purposes, if the gross tax increase required to support a debenture was 10%, the Township could introduce this over 2 years at an additional tax increase of 5% per year. On the same token, the Township could consider a “Dedicated Infrastructure Levy” of 2% per year for 5 years in order to achieve this same result. Once the debenture has been paid, the Township then has the option to either a) reduce the tax assessment, or b) maintain the assessment and direct these annual amounts to a dedicated reserve such as the Infrastructure Deficit Reserve, in order to finance other town infrastructure requirements.*

Ultimately, staff will need to develop and present its overall capital financing strategy and overall capital plan for this project for Council direction/approval. This can be achieved in a single report or may result in two separate reports.

Communication Strategy & Implementation Plan

The Township should not underestimate the value of an effective communication strategy and implementation plan. It is fair to conclude that most residents do not like the idea of having to pay additional taxes for a new Municipal Administration Facility. While the Township is not likely to get overwhelming resident support, it is reasonable to achieve resident understanding of the need for a new facility.

The communication strategy should be based on core principles that residents can relate to. It can be as simple as being a foundational necessity to deliver on the Townships Strategic Direction of “Delivering Efficient and Exceptional Services” to residents. Taxpayers expect that from the Township. Occupying an antiquated, crowded, and unreliable building severely restricts Township staff’s ability to deliver on resident expectations.

The benefits of the new Administration Building should be summarized and highlighted continuously throughout the process. Additionally, the Township should dedicate an area on their website that;

1. Hosts the chronology of all relevant Council reports and consultant reports throughout the process,
2. Promotes the benefits of a new municipal building (residents, staff, sustainability)
3. Features opportunities for public input,
4. Illustrates conceptual plans,
5. Highlights key milestones and associated timelines,
6. Posts visual images once construction starts.
7. Identifies service plan during the transition period.

In short, the more information that can be included on the website – the better!

## **PHASE 2 – SITE SELECTION (6-8 months)**

The site selection process should be an objective process based on key attributes the Township desires for their new Administration Building location. Considering that this new building and subsequent location should serve the Township for upwards of 50 years, a longer-term view should be incorporated into the selection process.

We recommend that the Township establish a site selection evaluation matrix. The matrix should contain all relevant attributes the Township is looking for in a desired site such as;

1. Minimum acreage to accommodate building program and site amenities.
2. Additional acreage to accommodate future building expansion needs.
3. Test Functional Program Building/Site Relationships
4. Conservation and Natural heritage features.
5. Environmental Sustainability Features
6. Resident access;
  - a. Centrally located to Township residents.
  - b. Proximity to urban centre(s).
7. Zoning

8. Regulatory Restrictions
9. Servicing
10. Cost
11. Accessibility
12. Potential for Amenities
13. Site Preparation-Timing
14. Cultural Content within Township of Tiny

Too often, municipalities tend to limit their site options to those that are under corporate ownership. At first glance this is a reasonable approach but can be limiting. Whether a municipality is “land rich” or “land poor” they should look at leveraging their position to best meet their needs.

In the case of surplus lands (land rich) a municipality can readily entertain land swap strategies or a disposition of township lands to acquire a more desirable property. In the case of land deficit (land poor) the municipality will be required to purchase lands in any event – so they should consider a cost/benefit analysis over the life-cycle of the building, as opposed to simply cost of acquisition at a given time.

Regardless of how broad or narrow the Township chooses with regards to choosing potential sites, they should identify all sites that could be included in the mix prior to the evaluation. The actual attributes should be established based on functional, social, community, and political needs.

These criteria should be the subject of a Council Report. In fact, it is imperative that Council (i) has the opportunity to provide recommendations to either site options and/or attributes, (ii) approve the site attributes and site options in advance of the evaluation process.

Weighting of site selection attributes will be an inevitable discussion at the staff, committee, and subsequently Council level. There are two main issues that need to be rationalized. The first is how important one attribute is in relations to the next. This will result in healthy debate and will yield some relative consensus. The more difficult issue is to determine the actual value of the attributes. This is a somewhat subjective evaluation process on paper, however it usually offers a fairly accurate end result all the same.

The following is a sample evaluation matrix format. Rarely does one site score high in all attributes. Usually a few sites can be eliminated, however the Township can expect to have a healthy debate over which higher ranking sites represents the best overall value.

### Sample Site Evaluation Matrix

| ATTRIBUTES                | SITE A | SITE B | SITE C   | SITE D | SITE E | TOTAL VALUE |
|---------------------------|--------|--------|----------|--------|--------|-------------|
| Minimum Acreage           | ✓      | ✓      | ✓        | ✓      | ✓      |             |
| Additional Acreage        |        | ✓      | ✓        | ✓      |        |             |
| Facility Fit              | ✓      | ✓      | ✓        |        |        |             |
| Natural Heritage Features |        |        | ✓        | ✓      |        |             |
| Resident Access           |        | ✓      | ✓        | ✓      | ✓      |             |
| Zoning                    | ✓      | ✓      |          |        | ✓      |             |
| Servicing                 | ✓      |        | ✓        |        | ✓      |             |
| Cost                      | \$\$   | \$\$\$ | \$\$\$\$ | \$\$   | \$     |             |
| Culture                   |        |        |          |        |        |             |
| Other                     |        |        |          |        |        |             |

#### Communication Strategy Implications

The evaluation matrix is also a good tool to illustrate to residents an easy to follow format on how Council will ultimately approve a desired location. By bringing forward the attributes and potential sites to be evaluated to Council in advance – residents will first be able to provide input into sites, attributes, or weighting of attributes. This first step promotes citizen engagement in the process. Once staff report back to Council with the evaluation results and recommendations, residents will once again be afforded the opportunity to comment on proposed site selection. Whether individual residents agree with the final decision or not, the evaluation matrix will clearly show (i) the scope of how the Township assessed potential sites, and (ii) the strategic nature of their final decision.

#### Procurement Considerations

Staff has advised the consultant that the Township has an inventory of larger scale property for site consideration. The scope of procurement activity at this stage ultimately rests with whether the Township is required to purchase a site that is not under Corporate ownership. If this is the case, the Township will need to procure the following consultants;

##### **Certified Property Appraiser**

This consultant is required in order to ensure the Townships interest in acquiring property at or below “fair market value”. A professionally executed property appraisal offers the Township (i) a solid foundation for executing a reasonable “Purchase and Sale Agreement with the property owner, (ii) a defensible position with residents on how

### **Legal Counsel**

Municipalities can usually bypass the need for a professional realtor (although there may be merit in considering this in certain circumstances). In house Counsel or third party legal Counsel would be required to prepare and execute the “Purchase and Sale Agreement” based on the certified property appraisal.

### **Phase 1 & 2 Environmental Assessment**

The Township should include a condition within the Purchase and Sale Agreement to complete a Phase 1 and possibly Phase 2 Environmental Assessment (EA) from a third party. It is in the best interest of the Township to procure the Phase 1 & 2 EA in order to safeguard its interest in the property. Should delirious soil conditions be uncovered, the Township can either request a reduced sale price based on off-setting remediation costs, or indeed not proceed with the acquisition.

### **Land Surveyor**

The Township will require an updated survey of their preferred site. This may or may not be an additional Township expense, should the property owner have a recent survey that the Township is satisfied with. Alternatively the Township could require the property owner to submit an updated survey as a condition of executing a final purchase and sale agreement.

### **Preliminary Site Plan Concepts – Consultant**

Once a preferred site has been selected/secured, the PDCAT will prepare a Site Feasibility Plan to ensure the site being considered is suitable for the anticipated building. They will take the preferred preliminary building program, and develop options as how the building may be positioned on the site, as well as how the various site amenities could be configured.

The Township would have sole discretion as to how many options they would like to have prepared. The consultants recommend 2 or 3 options from a cost benefit standpoint. Specifically, there are costs associated with the development of each options, therefore more than three options are not likely to produce – any significant advantage for the Township. Once again, the Township will be well served by developing an evaluation matrix in order to evaluate the proposed options. Identifying specific functional attributes for the site will assist the Township in making an objective decision regarding a preferred option. We further acknowledge that the evaluation phase may result in recommending a “hybrid” option which would contain certain design features from each of the options.



The consultant's report, should include the following information: existing site conditions; a proposed development and draft conceptual site plan; preliminary geological investigation; preliminary natural environment evaluation; transportation review; sanitary sewer servicing; water distribution and servicing; utility servicing; hydrology; storm water management plan; and site development cost estimate (internal and external).

This process ensures that the Township can actually build their anticipated municipal building, inclusive of desired amenities, on their preferred site.

#### Citizen Engagement Implications

The final option would be presented to Council for approval prior to proceeding with the next phase of the project. This also represents a strategic juncture for citizen engagement. There are several options the Township can contemplate at this stage, and is a balance between efficiency and effectiveness.

The most efficient process is to have a report presented to Council, which contains (i) the preliminary site plan options, (ii) the desired attributes that the options were evaluated against, (iii) recommendation of the preferred option or "hybrid" option. As part of the public process, residents can learn of, and have the opportunity to delegate to Council.

A more effective citizen engagement option would have a Council report that simply brings forward the options inclusive of the desired functional attributes to be considered. The report recommendation would direct staff to solicit public input on the options, and report back to Council on a preferred preliminary site plan option. In this manner, staff can introduce any number of strategies from Open Houses, PIC's, interactive display boards, and/or on-line opportunities for input. This strategy will take additional time and effort making less efficient, however its role in encouraging citizen feedback is significant.

#### Capital Financing – Property Acquisition

The capital financing requirements will be dependent on whether the chosen site is under Township ownership. The capital budget and forecast should have an allowance for potential site acquisition as previously identified. If the Township does choose to acquire new property it will need to have dedicated funds in which to do so, regardless of whether it chooses to dispose of an existing property as a strategy to finance the acquisition in whole or in part. The acquisition funds and the financing source(s) should be viewed as mutually exclusive.

### *Understanding the Role of Preliminary Building Program and Site Plans*

The consultants work until this point has been two-fold. Initially the architect was tasked to assess the total footprint the desired “Building Program” would assume based on preliminary input from the Township. As an extension of the building size and footprint, the consultant would make certain assumptions regarding minimum land requirements to accommodate parking, landscaping, and any desired outdoor amenities. This work establishes the minimum space requirements for any given site. There is no actual detailed building design at this stage. It simply informs the Township of how much space their desired building and site amenities will likely consume.

The second outcome of the consultant’s work is the preliminary site plan options. The purpose of this stage is to take the Townships space requirements of the building, parking, landscaping, and outdoor amenities, orientation sustainability features, and create a preliminary functional plan on a preferred site. This is a two-dimensional design that offers a visual context to the Township for review. It also allows the Township to determine if the spacial assumptions of the architect meet the Townships standard. In simple terms it determines whether the amenities are too close together, too far apart, or just right.

The Site Plan Feasibility plan confirms that the site can accommodate the overall concept envisioned by the Township. This is a critical and essential step in ensuring that the preferred site can accommodate the ultimate design of the Township.

### *Construction Methodology Design-Build*

The Township has advised that among the construction methodologies they wish to utilize a Design-Build approach. For purposes of this report therefore; all activities will be on the basis of this methodology.

The Committee’s decision to select a “design-build” methodology, were based in large part on the following unique characteristics and advantages:

- 1 Design-Build (D-B) is a project delivery system that includes planning, design and construction under one contract. D-B involves partnering with the right team, from the start, to help get to a completed project successfully and provide the highest satisfaction to the Client/Owner.
- 2 The D-B team usually consists of the Client, General Contractor, Architect/Engineers, MEP & FP D-B Subcontractors and Suppliers
- 3 Single source of responsibility means one entity drives the flow of work all the way through completion by using open/transparent communication.

- 4 The roles of contractor and designer are integrated, and both of these factors directly relate to eliminating adversarial conditions by using a single contract between the Owner and Design-Build Team
- 5 The D-B approach allows for early collaboration where all team members work together through the beginning stages of the project, with each bringing their design and/or construction expertise into the mix.
- 6 Sometimes a design problem has a construction solution while the same can be said for the opposite. Getting everyone together early allows all team members to share their ideas for creative and innovative solutions, which can lead to faster project delivery and best cost value.
- 7 The D-B Team forms a unified front that helps create an enjoyable working experience for everyone involved. There is no blame game or finger pointing when something goes wrong. Rather, there is a shared responsibility for the design, budget and schedule, which brings the focus directly to solving the issue at hand as a unified front.

### **PHASE 3 – IN-HOUSE PROJECT MANAGEMENT (8-10 months)**

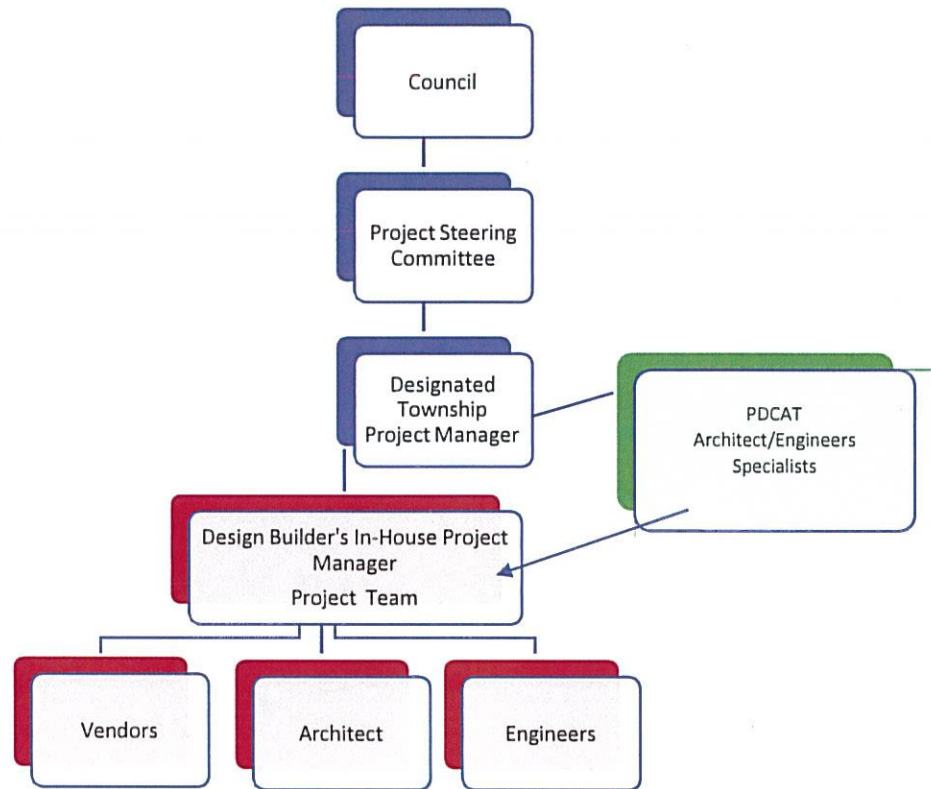
Once the Township has direction from Council on a final Building Program, and ownership of a preferred site, it can proceed with the Project Management Phase.

It is our understanding that the Committee, through the design-build process wishes to work with a single point of interface between the Town and the “project manager” of the successful design-build proponent.

Staff Project Manager for purposes of this report will be considered the Designated Township Project Manager and in-house supporting Team (DTPM)

The following illustration identifies the reporting relationship in this Project Management Model. The blue boxes represent Township resources while the green box represents contracted Consultants to work on behalf of the Township as their Planning Design Compliance and Advisory Team (PDCAT).

The red boxes depict the Design-Builder, the design-builder in-house Project Manager, and Project Team i.e. Project Coordinator, Site Superintendent, Design Builder’s Architects/Engineers and other Vendors.



Procuring the right PDCAT in this model would be done by the Designated Township's Project Manager (DTPM), and if required, Procurement Specialist and ultimately the Committee.

#### Planning and Design Compliance and Advisory Team - Procurement

The Township can expect to work in tandem with their PDCAT for up to 30 months. As such, it is in the Townships interest to ensure that they get a quality firm that is responsive to the Townships needs. Selection of a PDCAT to meet the Townships needs relies heavily on the scope and quality of the procurement document(s). Understanding that the Township does not have its own procurement staff, it is recommended that they also secure, as needed, a procurement specialist to undertake such activities as;

1. Create the Townships Request for Proposal (RFP) document(s)
2. Establish comprehensive evaluation criteria and weighting
3. Oversee the proponent evaluation process including leading proposal analysis, short-listing, interviewing, and reference check
4. Author/negotiate the final contract to the successful Proponent.

### *In-House Project Management Framework*

The underlying Council objective of any Capital Project is to deliver a quality end product that is “on-time” and “on budget”. In order to achieve this, the Township has a distinct obligation to ensure that the DTPM is receiving advice and direction in a timely manner. The absence of direction input and approvals from Council and staff can and will result in time delays, cost overruns, and frustration with all involved. In order to mitigate these risks, it is prudent for the Township to abide by its Project Charter.

### *General Accountability Structure*

The role of the DTPM will be the lead on the construction of the project and will organize all necessary information and background materials necessary for the Committee to make informed decisions expeditiously. The staff resource will lead/manage the schedules, budget activities, tenders, communications supported by both internal and required external resources. The DTPM Team will also report progress at the Committee meetings and be responsible for providing on-going direction and management of the design of the PDCAT.

### *The DTPM and PDCAT Team*

The DTPM will be the Township’s primary interface with the PDCAT to ensure that the project management activities are progressing as planned. The DTPM will coordinate information, meeting logistics, process integration, and other actions identified by the DTPM for project purposes.

Once Charter- Township of Tiny New Administrative Building Committee Rev 5-22-19 is approved, The DTPM will also undertake all the roles and responsibilities as set forth in this Document.

### *Building Needs Assessment Committee*

In a perfect scenario, the Designated Township Project Manager will be able to coordinate all necessary construction activities as intended. In any major build however, there are unexpected activities that can have an adverse impact on construction timing, or construction budget. These activities can be anything from labour shortages or disruptions, unexpected design conflicts, material shortages or unexpected premiums. To this end, the DTPM will from time to time require direction or confirmation from greater authorities.

The role of the Committee is very specific and is structured to have subject matter experts within the Township that as a Committee can provide timely and executive advice to the Project. The members of this Committee were selected based on their skills and knowledge that will be a major contribution to the success of the project.

We recognize that Council has ultimate authority with respect to changes in the project scope, budget and/or timing. We further recognize that typical Council meeting cycles are not always timely. To this end, it is critical that the Town Building Needs Assessment Committee, can provide such necessary professional advice and direction to the DTPM and the PDCAT on a continuous basis

### *Building Needs Assessment Committee – Role & Responsibilities*

The role of the Building Needs Assessment Committee is to provide direction and approvals to the DTPM for the project from commencement to project close out.

The primary responsibilities include but are not limited to the following;

1. Ensure the construction of a new administrative building that meets the current and future needs of our residents, staff and Council while ensuring a cost effective development and maintaining the goals of the Strategic Plan.
2. Attend all meetings and provide feedback, ideas and suggestions throughout the project. The Chair (or in the absence thereof the Vice-Chair) will lead meetings and ensure that the Committee remains on track as per the agenda and minutes. The Chair (or in the absence thereof the Vice-Chair) will also ensure members remain cordial and act within the expectations of the Committee
3. Provide Committee minutes including those that reflect Consultant and Construction meeting minutes and;
4. Record and set actions for the next period between meetings
5. Provide feedback, ideas and suggestions throughout the project
6. Provided updates to Council on project status that can be communicated to the public via notifications (Council meetings, TinyConnect, web page, Facebook, etc.).
7. Review any reports prior to submission to Council
8. Evaluate proposals and select the PDCAT, Design-Builder and other require Consultants and Vendors required for the Project
9. Approve the Master Project Schedule including Scope, Budget, and Timing and submit to Council for final approval
10. Provide strategic advice, decision-making, and approvals to all changes to scope, and/or budget, and/or timing, as presented by the DTPM, and in accordance with the Town's procurement by-laws
11. Decide what will require Council reports for authorization
12. Advise on strategic communications matters
13. Ensure that the financial objectives and tracking is maintained. Note: The CAO and Director of Finance and Administrative Services will review and approve all Financial Reports and Budgets for this project.
14. Develop financial decisions and report to Council for final approval.

15. May decide to arrange a Public Open House(s) for the project to keep the Public informed.
16. All other responsibilities as set forth in the Township's Project Charter

### Committee Composition

As defined in the Township's Charter – Township of Tiny New Administrative Building Committee Rev 5-22-19 Council has established a Building Needs Assessment Committee. The Charter's purpose is to ensure that the New Township Administrative Building Project activities are recorded. It outlines the roles, responsibilities and objectives of Team.

The following is a make- up of the Committee:

| <b>Building Needs Assessment Committee Members</b> | <b>Subject Matter Expertise Council and Staff</b>   |
|--|---|
| Chair  | Councillor Tony Mintoff   |
| Vice Chair   | Jean-Francois Robitaille, P Eng, Engineering Manager, Township of Tiny.   |
| Staff Project Manager                              | Tim Leitch, P Eng. – Director of Public Works, Township of Tiny   |
| Mayor  | Mayor George Cornell – Township of Tiny.  |
| Doug Luker   | Chief Administrative Officer/Clerk, Township of Tiny  |
| Doug Taylor  | Director of Finance and Administration, Township of Tiny  |
| Shawn Persaud                                      | Director of Planning and Development, Township of Tiny  |
| Ray Millar   | Director of Fire and Emergency Services, Township of Tiny   |
| Sue Walton   | Director of Legislative Services/Clerk, Township of Tiny  |
| Joceline Roi-Pattison                              | Chief Building Official, Township of Tiny   |
| Cassidy Bonneville                                 | Recording Secretary, Township of Tiny – Nonvoting member  |
| Consultants  | These would be invited or tendered support groups that could be part of the team for the duration of the project or special guests for specific items. – Nonvoting member |

## PHASE 4 – PRE-CONSTRUCTION (6-8 months)

This phase involves several separate and concurrent activities leading to the Construction Phase;

1. The Township will need to short list qualified Design-Build Contractors.
2. The DTPM will initiate the series of studies and reports required for the Townships development approvals process.
3. The DTPM and PDCAT will need to facilitate the development of a comprehensive Owners Statement of Requirements.

### Consultation Framework

There will need to be a requirement to engage and consult with staff and stakeholders regarding detailed design. It is strategic for the Township to establish a framework that outlines how each stakeholder group will be engaged.

The value of this exercise is critical to a) the functionality of the built spaces for use by each stakeholder over the long run, and b) the sense of ownership stakeholders will generate by being involved in the detailed specification process.

The results of the stakeholder consultation will be translated into the Owner's Statement of Requirements, subject to the concurrence of the Steering Committee.

### Pre-Qualification "Shortlisting" of Design-Build Contractors

The Township will need to develop the procurement document(s) necessary to pre-qualify Design-Build Contractors. This will be a joint effort between the DTPM and (if required) a procurement specialist to ensure the Town solicits interests from desirable firms.

Some of the benefits and activities of the Procurement Specialist are as follows:

- Ensure transparent process by developing a detailed Proposal Evaluation Matrix and Weighting Criteria
- Writing a detailed Terms of Reference (ToR) outlining a detailed scope and necessary credentials for the PDCAT team and/or Design Build Proponents



- Leading the proposal evaluation process and providing a “gap analysis”
- Creating a Fee/WBS Matrix Template Evaluation
- Scoring proponents’ proposals
- Advise on proponent prequalification using shortlisting Criteria Matrix
- Interview Presentation Requirements/Agenda
- (Q&A) participation preparation
- Addendum Preparation
- Provide interview questions and Evaluation Matrix
- Interview participation and scoring
- Contract negotiations advisory services
- Contract preparation advisory services

### Development Approvals Process

From an overall accountability standpoint, the Township will be required to go through the development approvals process. This will involve a series of studies and reports, as prescribed by the location and scope of the project and may include but not limited to;

- |                                   |                        |
|-----------------------------------|------------------------|
| • Zoning Compliance               | • Traffic Studies      |
| • Official Plan Compliance        | • Soils Study          |
| • Authorities Having Jurisdiction | • Development Review   |
| • Site Plan                       | • Development Approval |
| • Hydro-Geological                | • Building Permits     |
| • Surveys                         |                        |

This will be the responsibility of the DTPM, unless a PM firm is contracted to complete this work.

### Owners Statement of Requirements

Pursuant to stakeholder consultations, review of preliminary building design concepts, site feasibility plan, the DTPM will work directly with the PDCAT to prepare the details of the Owners Statement of Requirements.

This document shall be the principle document that would be tendered to the short-listed Design-Build (DB) Contractors. The DB Proponents would prepare their respective designs and associated construction costs based on the details provided therein.

The Township will be required to determine how proposals will be evaluated and on what basis they will select their preferred DB Contractor.

The successful DB Contractor and the DTPM / PDCAT will prepare the CCDC 14 contract and have it duly executed prior to the initiation of construction.

It is suggested that the RFP will contain a clause outlining the offer of an Honoraria for Design Build Shortlisted Proponents

## **PHASE 5 – CONSTRUCTION (12-14 months)**

At this Phase, all development approvals and the CCDC 14 contract has been executed and the Construction will commence. The DTPM is now fully responsible in all aspects related to ensuring that construction activities are implemented as per design expectations.

The DTPM would maintain their role, in consultation with the PDCAT in the following areas, as initiated in PHASE 4;

- Design Management
- Scope Management
- Progress Reporting
- Site Management
- Financial Reporting

The Township can expect that the DTPM and the Building Needs Assessment Committee will be most active during this period.

### *Communications and Engagement*

This Phase should anticipate three main themes with regard to stakeholder communications. First, there will be formal “progress” reporting by way of Council reports. These reports will not only serve to inform Council, but also a public opportunity to update the citizenry on specific details. The second theme would include less formal reporting through visual updates. Construction images can be readily promoted through TinyConnect, web page, social media, etc.

Last, while staff would naturally be included in the first two themes, the Township should consider specific staff-centred communications. They will be the primary users of the space and should be regarded as a distinct stakeholder from Council, and the citizenry.

As per the Township Charter: The Public will be informed of project updates via Council through Council meetings, TinyConnect, web page, social media, etc. as directed by Council. The Project Manager will be the central contact for public questions. The Committee may decide to have a Public Open House(s) for this project to keep the Public informed.

## PHASE 6 - OCCUPANCY & OPERATIONS (3-4 months)

As the construction phase approaches substantial completion, the DTPM will begin to focus attention to occupancy and operational activities and requirements such as;

- Move Management
- Transition Management
- FF&E Management
- Occupancy Permit
- Certifications
- O & M Manuals
- Commissioning
- Service Contracts
- As-Built Drawings
- Deficiency Report
- Warranty Period
- Project Close-out
- Other

Facility Operations staff will also be heavily involved at this stage. Operations staff will need to become entirely familiar with all new mechanical systems operations and service contracts to ensure on-going operations.

Municipal building staff will also be impacted at the transition and move management stages.

At this point the DTPM and/or the Committee may wish to consider engaging a professional Transition Specialist to help with the logistics of the move including furniture installation

### Communications and Engagement

There will also be several communications themes involved in PHASE 6. The first theme will be related to timely and detailed information for all “occupants” of the existing building. Specific details of the transition strategy and move management strategy and the implications to each occupant must be clearly shared to mitigate service disruptions. A second theme will focus on people requiring individual services from municipal staff during the transition period. Specific and advanced details of where people can expect to get services on a day-to-day basis. The third theme should focus on general information to residents regarding the transition phase, and whether there will be any service interruptions.

### Grand Opening Celebration

It is appropriate to plan for some form of Grand Opening Event to celebrate what should be a new user-friendly municipal building for residents. The size and scope of the event is likely to be informed by the overall momentum or dynamics surrounding the new building.

At minimum there should be an official opening declaration by the Mayor and members of Council. This can be readily implemented as part of a Council meeting or Special Meeting of Council. The ceremonial declaration can be complimented by any number of activities that would generate public participation. Monies should be included in the capital budget for “Grand Opening” expenses.

## **DISPOSITION STRATEGY – CURRENT MUNICIPAL BUILDING**

The disposition of the current municipal administration building is beyond the scope of work for this assignment. The consultant recommends that the current building be fully utilized and maintained until such time as staff and services are fully transitioned into the new Municipal Administration Building.

Council and staff will need to manage resident enquiries and expectations for the ultimate disposition of the existing building. Residents will readily understand the need to maintain the existing building until the new building is complete. They will however have an expectation that Township leadership has a “game plan” for the ultimate fate of the existing building. The consultants suggest that the Township develop some process that explores the future use of the existing building, and that process involves some form(s) of citizen engagement.

APPENDIX A

| FACILITY            | BUILDING PROGRAM   | SITE SELECTION  | PROJECT MANAGEMENT  | PRE-CONSTRUCTION  | CONSTRUCTION   | OCCUPANCY & OPERATIONS  |  |
|---------------------|--|---|---|---|--|---|--|
|                     | <ul style="list-style-type: none"> <li>Confirm Current Space Needs</li> <li>Project 10+ year Space Needs</li> <li>Facilitate Future Expansion</li> <li>Facility Performance</li> </ul>   | <ul style="list-style-type: none"> <li>Confirm Building Program</li> <li>Determine Site Evaluation Matrix</li> <li>Identify Candidate Sites</li> <li>Evaluate Sites</li> <li>Recommend Site</li> <li>[[ Eminent Domain</li> <li>[[ Town Owned Site</li> <li>[[ Purchase Site</li> </ul> | <ul style="list-style-type: none"> <li>Site Plan Siting, Building</li> <li>Building</li> <li>Environmental Review</li> <li>Parking</li> <li>Landscaping</li> <li>Site Access</li> </ul>                     | <ul style="list-style-type: none"> <li>Secure Planning &amp; Design-Compliance &amp; Advisory Team (PCAT) (6-8 months before occupancy date)</li> <li>Establish DTPM agreement, and working engineering strategy</li> <li>Project Charter Sign-off</li> <li>Steering Committee Role &amp; Responsibilities</li> </ul> | <ul style="list-style-type: none"> <li>Finalize Plans/Build</li> <li>Client Statement of Requirements</li> <li> zoning Compliance</li> <li>OPR (at Plan Compliance)</li> <li>Authority/Issuing Jurisdiction</li> <li>Site Plan Approval</li> <li>Geological</li> <li>Survey</li> <li>Traffic Studies</li> <li>Soils</li> <li>Development Approval</li> <li>Building Permits</li> </ul> | <ul style="list-style-type: none"> <li>Director Management</li> <li>Issue Management</li> <li>Progress Reporting</li> <li>Site Management</li> <li>Financial Reporting</li> </ul> | <ul style="list-style-type: none"> <li>Occupancy Permit</li> <li>Deficiency Report</li> <li>Certification</li> <li>As-Built Drawings</li> <li>O &amp; M Manuals</li> <li>Commissioning</li> <li>Service Contracts</li> <li>FF&amp;E Management</li> <li>Facilities Management</li> <li>Asset Management</li> <li>Project Close-out</li> <li>Grand Opening Event Management</li> <li>Report: Financial/Accounting</li> <li>Building Activation &amp; Disposition</li> <li>Options Report</li> </ul> |
| EDUCATIONAL REPORTS | <ul style="list-style-type: none"> <li>Report: Board/ Council Direction on Partnership/Adjunct to Town Hall</li> <li>[[ other Town Service Units</li> <li>[[ Regional Needs</li> <li>[[ Staffing</li> <li>[[ Grand Avenue Town Hall</li> </ul> | <ul style="list-style-type: none"> <li>Report: Groundwork/development of Site Evaluation Matrix &amp; Candidate Sites</li> <li>Report: Results of Site Evaluation &amp; Recommended Preferred Site</li> </ul>   | <ul style="list-style-type: none"> <li>Report: Recommended Site Plan Concept</li> <li>Report &amp; Presentation: Construction Methodology Design-Build</li> </ul>   | <ul style="list-style-type: none"> <li>Report: Award of PCAT Management Contract</li> <li>Endorsement of Project Charter for Steering Committee</li> </ul>  | <ul style="list-style-type: none"> <li>Report: Owners Statement of Requirements</li> </ul>   | <ul style="list-style-type: none"> <li>Report (s): Progress Update</li> </ul>   |  |
|                     | <ul style="list-style-type: none"> <li>Report: Forward Capital Planning Strategy and Phasing Plan: Direction to include in Capital Budget/Land Form and</li> </ul>   |   |   |   |  |   |  |
| COMMUNICATIONS      | <ul style="list-style-type: none"> <li>Dedicate "New Town Hall" section on Website.</li> <li>Produce website with all pertinent related Council and Consultant</li> </ul>  | <ul style="list-style-type: none"> <li>Develop Communications Framework and Strategy, based on core themes.</li> <li>Stakeholder Communications</li> </ul>  | <ul style="list-style-type: none"> <li>Updated Council Reports on website.</li> <li>Updated Report and Site Plan Concept Plan.</li> <li>Updated Benefits of Design-Build Methodology on Website.</li> </ul> | <ul style="list-style-type: none"> <li>Updated PCAT Award Report</li> <li>Updated Project Charter</li> </ul>  | <ul style="list-style-type: none"> <li>Updated- Design-Builders Short-listed Owners Statement of Requirements Endorsement by Council</li> </ul>  | <ul style="list-style-type: none"> <li>Stakeholder Updates</li> </ul>   | <ul style="list-style-type: none"> <li>Stakeholder Logistics</li> <li>Updated Report: Formal Administration Building Activation &amp; Disposition Options Report</li> <li>Community Consultation Strategy on Activation or Disposition</li> </ul>  |
| CAPITAL FINANCING   | <ul style="list-style-type: none"> <li>Populate Capital Plan with 10 to 4 year Phasing Plan.</li> <li>Advisory Services</li> <li>Consulting &amp; Procurement</li> <li>Potential Land Acquisition</li> <li>Project Management</li> </ul>       | <ul style="list-style-type: none"> <li>Procurement Services and Consultant Services</li> </ul>  | <ul style="list-style-type: none"> <li>Site Acquisition Financing (if required)</li> </ul>  | <ul style="list-style-type: none"> <li>Procurement Services Financing</li> <li>PCAT Management Financing</li> </ul>   | <ul style="list-style-type: none"> <li>Procurement Services Financing</li> <li>Construction Financing</li> </ul>   |   |  |
| PROCUREMENT         |  | <ul style="list-style-type: none"> <li>RFP for Consultant - Phase 1 Preliminary Concept Plan</li> </ul>   | <ul style="list-style-type: none"> <li>Letter/Offer/Trade Professional for Purchase &amp; Sale Agreement</li> <li>RFP for Consultant - Phase 2 Site Plan Options</li> </ul>                                 | <ul style="list-style-type: none"> <li>RFP - PCAT</li> <li>PCAT Management Contract</li> <li>Construction (procurement &amp; legal)</li> </ul>  | <ul style="list-style-type: none"> <li>RFP - Design - Build Contract</li> </ul>  | TIC   | TIC  |
| FACILITY            | BUILDING PROGRAM   | SITE SELECTION  | PROJECT MANAGEMENT  | PRE-CONSTRUCTION  | CONSTRUCTION   | OCCUPANCY & OPERATIONS  |  |
| TIMELINE            | 1 - 6 MONTHS   | 6-8 MONTHS  | 1 - 10 MONTHS   | 6 MONTHS  | 12 - 18 MONTHS   | 8 MONTHS  |  |

**APPENDIX B**

| <b>External Consultants &amp; Construction Estimates</b> | <b>2019</b> | <b>2020</b> | <b>2021</b> | <b>2022</b> | <b>2023</b> |
|--|-------------|-------------|-------------|-------------|-------------|
| Advisory   | \$20,000    |             | \$20,000    |             |             |
| Architectural  | \$20,000    | \$20,000    |             |             |             |
| Procurement (as required)                                | \$15,000    | \$15,000    | \$15,000    |             |             |
| Communication Strategy (as required)                     | \$10,000*   |             |             |             |             |
| Property Acquisition                                     | \$20,000    | \$500,000   |             |             |             |
| Project Compliance Team                                  |             | XXX         | XXX         | XXX         | XXX         |
| Construction   |             |             |             | \$5,500,000 | \$5,500,000 |

\*Includes Consultation Framework

**APPENDIX C**

**SUMMARY OF COUNCIL REPORTS**

1. Endorsement of “Next Steps” for Municipal Building Project.

**PHASE 1**

2. Direction on current Building Program for future expansion accommodation.
3. Direction on Third Party/Multi Use Building considerations.
4. Approve RFP for Consulting Services ( Preliminary Building Options and Site Options/Plans)
5. Approve updated Building Program.
6. Capital Financing Strategy.
7. Capital Program for Project.

**PHASE 2**

8. Site Evaluation Matrix Approval.
9. Preferred Site Options – Approval. (in camera report if site not owned by the Township)
10. Purchase and Sale Agreement. (in camera report if site not owned by the Township)

**PHASE 3**

11. Award of Contracts – Planning Design Compliance & Advisory Team.

**PHASE 4**

12. Short-listed Design Build Contractors
13. Award of Design Build Contract

**PHASE 5**

14. Progress Reporting

**APPENDIX D**

**SUMMARY OF POTENTIAL OUTSOURCING / PROCUREMENT ACTIVITIES**

- Develop & Evaluate RFP for Architectural Services for (i) Building Concept Options, (ii) preferred site plan options and (ii) Site Evaluation Matrix.
- Develop Communications Strategy & Framework (in Consultation Strategy)
- Certified Property Appraiser (TBC)
- Legal – Purchase and Sale Agreement (TBC)
- Phase 1 & 2 – Environmental (TBC)
- Project Management RFP Preparation, Analysis, Evaluation, Contracting
- Procurement Oversight Services



## **New Tiny Municipal Building Charter**

The following Charter is being developed to ensure that the project of a New Township Administrative Building process is documented with Objectives and roles clearly defined. The intent of the charter is to ensure that the Committee, Council, Staff and the public know the process, and that steps and responsibilities are defined. This will also ensure that transparency and efficiencies are obtained throughout the entire process.

The development of the new building will involve many factors and as such it is key that this charter is developed and accepted by the Committee and adopted by Council. To ensure the process is followed, each committee member will sign off on the charter as a means of acceptance to the process.

### **Scope of the Project:**

The scope of the project will be to conceive, develop, construct and commission the Township of Tiny New Administrative Building. This will be accomplished by a logical and systematic approach that ensures transparency and efficiency. The project scope will also include the decommissioning/sale/repurpose of the existing Municipal Office.

### **Mission Statement:**

Through Council, staff and public input to develop and construct the Township of Tiny New Administrative Building that meets the current and future needs of our residents, staff and Council while ensuring a cost effective development and maintaining the goals of the Strategic Plan.

### **Building Needs Assessment Committee Team:**

The Committee is made up of Council members as well as Township staff. The two Council members were appointed by Council. Staff members were selected based on the departmental involvement and skills of their specific roles and background. Changes may occur due to elections, staff changes or resignations during the entire project.

Consultants may be invited or tendered to assist the committee in performing its duties - either for the duration of the project or as special guests for specific items. Consultants may be asked to participate in committee discussion and meetings, but shall not participate in any decision making.

The Committee is made up of the following members and roles as of May 2019:

**Tony Mintoff**  
Councillor, Township of Tiny  
Chair

**Jean-Francois Robitaille, P Eng.**  
Engineering Manager, Township of Tiny  
Vice Chair

# **New Tiny Municipal Building Charter**

**Tim Leitch, P Eng.**

Director of Public Works, Township of Tiny  
Staff Project Manager

**George Cornell**

Mayor, Township of Tiny

**Doug Luker**

Chief Administrative Officer, Township of Tiny

**Doug Taylor**

Director of Finance and Administration, Township of Tiny

**Shawn Persaud**

Director of Planning and Development, Township of Tiny

**Ray Millar**

Director of Fire and Emergency Services, Township of Tiny

**Sue Walton**

Director of Legislative Services/Clerk, Township of Tiny

**Joceline Roi-Pattison, C.E.T., M.A.A.T.O., C.B.C.O.**

Chief Building Official, Township of Tiny

**Cassidy Bonneville**

Public Works Administrative Assistant, Township of Tiny  
Recording Secretary (Non-voting member)

## **Committee Roles and Responsibilities:**

### **Chair**

The Chair will run the meetings and ensure that the Committee remains on track and per the agenda and minutes. The Chair will also ensure members remain cordial and act within the expectations of the Committee.

# **New Tiny Municipal Building Charter**

## **Vice Chair**

The Vice Chair's role will be to run and manage the Committee Meetings in the absence of the Chair and perform the duties noted above.

## **Staff Project Manager**

The Staff Project Manager will be the lead on the construction project and be the point of contact between the contractor and the committee. The staff resource will lead/manage the schedules, activities, contractor(s), consultant(s), construction budget, tenders, and internal/external communications; attend construction meetings; perform site reviews; and report progress at the Committee meetings.

## **Committee Members**

Will attend all meetings and provide feedback, ideas and suggestions throughout the project. All discussions will be recorded and set actions for the next period between meetings. Each member was selected based on their skills and knowledge that will be a major contribution to the success of the project.

## **Consultants**

The consultants will be selected and utilized based on the Township's procurement policy and the needs of the Committee and Project Manager. They will be invited guests and will have duration based on the tender or specified actions required.

## **Communications:**

### **Council**

Council will be provided updates via committee minutes on the project status and will be responsible for communication with the public (Council meetings, Tiny Connect, web page, Facebook, etc.). Minutes and associated updates will be submitted monthly at the following Regular Council Meeting.

### **Meetings**

The meetings will be managed and controlled by the Chair or Vice Chair based on the agenda and minutes. All communications in the meetings will be captured in the minutes to establish actions required to be taken, the individual(s) responsible, and the agreed upon timeframe. Meeting minutes shall be circulated to all committee members no later than 10 days after each meeting. Once accepted by the committee members, the minutes shall also be provided to the members of Council. Communications outside of the meeting will ensure that all Committee members are copied to ensure that all involved are kept up to speed and aware of all activities.

# **New Tiny Municipal Building Charter**

## **Public**

The Public will be informed via Council through Council meetings, Tiny Connect, web page, social media, etc. as directed by Council. Through Council, the Project Manager will be the central contact for public questions. When responding the Project Manager will copy all members of the Committee. The Committee may decide to have a Public Open House(s) for this project to keep the Public informed.

## **Team/Committee**

The Team/Committee will communicate based on the protocol noted and minutes/agenda. General communications by the Project Manager will be shared with the Committee as required.

## **Contractor**

The single source of communication between the Contractor and Tiny will be through the Project Manager or their delegate. The discussions or communications will be updated to the Committee through the Project Manager.

## **Consultants**

The single source of communication between the Consultant(s) and Tiny will be through the Project Manager or their delegate. Their discussions or communications will be relayed to the Committee through the Project Manager. Consultants that attend meetings will have a specific agenda to follow and will be scheduled in advance to allow all members to prepare. Consultants being hired will require Committee recommendation and Council approval as deemed appropriate.

## **Meetings:**

Meetings will be scheduled monthly during the planning stages of the project and will be held bi-weekly during construction. Meetings will not be open to the public. Committee members must provide two weeks' notice if they are unable to attend a scheduled meeting. Meetings will be rescheduled if less than seven members or no member of Council are able to attend.

## **Documentation:**

There will be many different types of documentation that will be developed during this project. The following are types of documents that will be used and will be public documents and can follow the FOI requirements and obligations to reflect the project progress and key points. The following is a list of types and purpose of each document.

## **New Building Charter:**

Outlines the role and responsibilities of the Committee, Staff, Council and the Public.

# **New Tiny Municipal Building Charter**

## **Committee Minutes:**

The minutes generated throughout this project are Public Documents. These minutes will set the project objectives, timing and actions for all involved. The minutes will be sent to all Committee members and copied to the balance of Council members. Committee minutes will also reflect Consultant and Construction meeting minutes. The Committee minutes will have an attachment that identifies actions and responsibilities with anticipated timing. This will be an ongoing list maintained throughout the project.

## **Consultant Reports:**

These reports will also be Public Documents and should be received by the Project Manager to be reviewed by Staff then presented to the Committee for any direction and/or information. The reports will then be received by Council. Discussions about the report will be copied to all Committee members.

Consultants may include for construction, Accessibility, environmental items, By Law, site selection and public input/communications.

## **Council Agenda/Motions:**

Financial and project directions will be provided to Council through Staff reports or updates as directed by Council. The Committee will review any reports prior to submission to Council.

## **Financial Reports/Budgets:**

The CAO and Director of Finance and Administrative Services will prepare and review all Financial Reports and Budgets for this project. Staff will develop the plans and present to the Committee once the internal review is complete. The reports must then be presented to Council for consideration and approval via minutes.

## **Financial:**

The Financial aspect of this project will require close scrutiny as this will be Public money being spent to construct the New Town Hall. Various methods of funding will be reviewed and reported by the Director of Finance and Administration. As of this date the final funding model has not been developed and will be a line item within the Committee Minutes.

The role of the Committee will be to ensure that the financial objectives and tracking is maintained. Any deviations will require Council approval. In addition all financial recommendations will be developed by Staff/Committee and presented to Council for consideration and final approval based on the limits set within this charter. Budget performance will be monitored by using Change Order Tracking and internal tracking tools.

The Project Manager has delegated authority to make and execute operational decisions that do not require specific Council approval.

# **New Tiny Municipal Building Charter**

The budget will be developed in coordination with the Tender requirements with Staff. The budget will then be presented to the Committee for approval to be submitted to Council for final approval.

## **Construction Approach:**

The Committee has selected and agreed upon the Design/Build model for the construction of the new Municipal Building. This model will have the Project Manager as the single point contact between the Construction Company and the Committee. All communications between these two parties will be funnelled through the Project Manager.

## **Decision Process:**

Being that this is the largest project our Municipality has taken on we must ensure that this process is followed. The entire process will be public and the tax payers deserve to have a properly organized and transparent process.

No Committee member, Council member or Staff member can make significant decisions independently without consultation with the Committee and Council approval. This includes Scope/Tender changes that effect finances. Staff will develop recommendations and present to Committee for consideration.

The Project Manager will communicate to outside resources based on Committee/Council/Staff consensus.

Where consensus is not achieved in the committee, decisions will be taken based on the will of the majority of the members. A quorum of at least 7 members must be present, including at least one member of council, in order to take a vote to come to a decision. A tie vote will be considered lost.

For items of a time sensitive nature and whose value is below \$50,000, voting by email will be acceptable as long as there are no objections from any of the committee members on the item.

## **Levels of Authority:**

All direction to the contractors and consultants must come through the project manager and be in writing.

Within the limits of the Council approved contingency and cash allowances, the following levels of authority for modifications shall be in place:

- Modification or change orders up to a value of \$20,000 can be approved at the discretion of the Project Manager and Director of Finance and Administration in order to ensure expediency. These modifications must be reported to the committee and to Council via Change Order Trackers.

# New Tiny Municipal Building Charter

- Modification or change orders of a value of \$20,000 - \$50,000 can be approved by a majority vote by the Committee and be reported to Council within the Contingency Allowance. The Project Manager has the ability to call an emergency meeting should the item require approval based on potential project delays.
- Any modifications or change orders of a value greater than \$50,000 must be approved by Council as recommended by the committee.

## Acknowledgement/Sign Off:

Dated: \_\_\_\_\_

Council Representative:

Mayor George Cornell

Committee Chair:

Councillor Tony Mintoff

Committee Vice Chair:

Jean-Francois Robitaille, P. Eng., Engineering Manager

Project Manager:

Tim Leitch, P. Eng., Director of Public Works

Committee Members:

Doug Luker – Chief Administrative Officer, Township of Tiny

Doug Taylor – Director of Finance and Administrative Services, Township of Tiny

# **New Tiny Municipal Building Charter**

Shawn Persaud – Director of Planning and Development, Township of Tiny

Ray Millar – Director of Fire and Emergency Services, Township of Tiny

Sue Walton, Director of Legislative Services/Clerk, Township of Tiny

Joceline Roi-Pattison, Chief Building Official, Township of Tiny

Cassidy Bonneville – Recording Secretary, Township of Tiny