

Report to Council

Report Title:	Future Municipal Complex Location		
Prepared By:	Sonya Watson, Chief Administrative Officer, Trish Serratore, CFO/Acting Director of Community Services, Fiona Hamilton, Director of Legislative and Legal Services (Clerk)		
Department:	Administration		
Date:	June 20, 2023		
Report Number:	CAO2023-11	File Number:	C11AD, A19MU
Attachments:	Map of East Ridge (lot 25B), PRISM Report-2014, Press Release, 2012		

Recommendation:

That the Council of the Municipality of Brockton hereby receives Report Number CAO2023-11 – Future Municipal Complex Location, prepared by Sonya Watson, Chief Administrative Officer, Trish Serratore, CFO/Acting Director of Community Services, Fiona Hamilton, Director of Legislative and Legal Services (Clerk) and in doing so confirms the land located within the East Ridge Business Park as noted on the attached map shall be reserved for a Municipal Complex.

Report:

Background:

Over the past decade, Brockton has invested significantly in the development of the East Ridge Business Park. An integral part of this investment has been the planning, servicing and allocation of lands to be used for future municipal purposes, specifically a new Arena Complex. The purpose of this report is to summarize the history of this location choice, point out factors to consider in finalizing the location, and obtain the final confirmation from Council on the location to move forward with grant opportunities, fundraising and infrastructure planning.

Background and Previous Decisions

A Municipal Complex has been a topic of conversation across many Council terms. The need for an Arena, Municipal Office, Heritage display and a Walkerton Shop have all been topics of discussion with numerous grant applications submitted and multiple studies completed to support advancement of each over the years. Additionally, the Brockton Childcare Centre operated by the Municipality through a positive working relationship with the Bruce-Grey Catholic School Board, is in a rented facility owned by the school board meaning the long-term future of the facility is in the board's hands.

Upon review of the history of documents related to this matter in 2009, through a Council appointed Ad Hoc Committee, evaluations started for a number of sites for the location of a proposed Municipal Complex. Six sites were evaluated over a span of 2.5+ years and through that Council review of the various sites in 2012, 57 acres were purchased from Walter Zettler with the intended purpose of a Municipal Complex. At the time this Municipal complex was proposed to include a Municipal Office, Arena and lands for the purposes of soccer fields. The additional lands purchased from Walter Zettler would also ensure lands remained available for business development within Brockton.

On May 25th, 2012 a Press Release was prepared for the community outlining Council's direction and intent to locate the Municipal Complex in the Business Park noting it would be a phased project. The press release is attached for information. The Ad Hoc Committee was dissolved and evolved into a Project Management Committee tasked with developing the plans for a Municipal Complex which would include a recreation complex, soccer fields, and siting a Municipal Office. This work continued throughout 2012, 2013 and 2014.

In March of 2013, Prism Partners was engaged to act as the Municipalities Project/Contract Management expert for stage 1 of the proposed Municipal complex which involved developing a concept plan through community consultations and input into the documents produced.

In 2014, work started related to a Class Environmental Assessment for servicing for the expansion of the East Ridge Business Park to include a specific site for the future location of a Municipal office, recreation complex and soccer fields. This Class EA work spanned over a few years.

The construction of the soccer fields was completed and placed adjacent to lands reserved for the Municipal Complex. Further detailed work related to the Recreation Facility or Municipal Office then ceased with a change in Council priorities and direction. In the 2018-2022 Council term monies were committed to a specific reserve fund to start setting money aside for a future Municipal Complex and this continues to occur yearly.

For the purposes of this report we will focus on confirming the location for the Municipal Complex with the main core focus being on the Arena Complex. The attached PRISM report from 2014 is one report that relates specifically to the findings for the existing Walkerton Community Centre as a potential site for the new complex.

Analysis

Lands for a Municipal Complex were purchased in 2012 from Walter Zettler and a specific site has been reserved for such purpose since at least 2014 within the East Ridge Business Park plans. A map with the location is attached. The following is a high-level overview of some of the known factors today that continue to be pertinent when considering the most appropriate location for the Municipal Complex. Construction plans for the East Ridge Business Park have evolved around this reserved location within the park and communication to buyers has included the Municipal Complex as what has been intentionally planned for in this area.

Below we have provided further considerations for Council with each option requiring a number of next steps pending Council's direction at this time. Clear direction on continuing to reserve the lands within the East Ridge Business Park for a Municipal Complex is required to advance Phase 3 construction plans and release a

tender in September as it relates to surrounding infrastructure, parkland requirements, servicing and roadway planning and access.

Location #1- East Ridge Business Park- map attached

Benefits:

- A previous Committee of Council assigned with the task of careful evaluation of a number of locations in the community spent years reviewing locations with an expert advisor resulting in a determination that East Ridge Business Park was the preferred. This location was confirmed by Council of the day.
- Construction plans for East Ridge Business Park have evolved with these lands planned for the Municipal purposes for a Complex
- This location acts as an important buffer between Industrial and sensitive Residential Land uses – noting that construction is beginning on multiple new residential units at this time.
- Parkland Fees are being collected from all Industrial and Residential developments in the East Ridge Business Park and parkland must be maintained to ensure available amenities for residential users.
- Lands are properly zoned for the purposed of a Municipal Complex
- Grant to GICB submitted and pending for a single pad arena in the amount of \$37 mil with a Municipal Share of \$17 mil based on this location being service ready
- Walkability connections have been established for connectivity purposes to serve residents with trails planned for in all surrounding developments
- This location supports the residential growth in this area with approx. 1300 + additional people in direct proximity to this location through mixed residential developments proposed
- A Walkerton Works Shop, Municipal Office, Heritage space are all identified needs that could be incorporated into this area in phases into the future. Additional consideration for long-term future expansion of the childcare facility is a possibility supporting employee retention efforts in an all-encompassing facility
- Room for a second ice pad is available in the future as the community grows
- Soccer fields are co-located resulting in efficiencies with parking areas and amenities available and ease of use for families that has been part of current planning efforts
- For the past 10 years this location has been discussed and widely identified on maps for Municipal purposes
- Lands will be available in 2024 to initiate solid planning for a Municipal Complex
- A grinder pump is planned for within construction plans for the Municipal Complex
- Safe location out of the flood zone area for Emergency Management and resident evacuation purposes
- All pertinent studies have been completed on the lands to allow for confidence that other approval authorities would issue permits
- Is an investment into the growth of the community to support new and existing residents with known costs
- Existing use of the current arena could continue until a new facility is constructed resulting in no disruption of services
- Community consultation can occur to ensure the facility meets the existing and future needs of the community
- Accessibility needs can be met with a new facility
- Provides an opportunity to repurpose the existing Walkerton Community Centre for another use that will meet the needs in the community e.g. Housing, Recreation, Second Ice Pad etc. or sold for added revenue purposes
- Easy access to Highway corridors

- Municipal Investment of \$1 mil into these existing lands is planned for with known costs
- Existing Best Western Hotel is located in direct proximity to the Municipal Complex

Challenges:

- If a Municipal Complex is not located here another road at an estimated cost of \$700,000+ additional engineering will be required
- Some form of parkland needs to be planned for and maintained in this area for residential users as significant parkland fees are being collected from within this area of Walkerton
- Financial commitment is substantial for the new complex and requires grant funding, borrowing and community buy-in to proceed
- No ability for gravity flow sewers on this lot-If lands turned over for Residential or Industrial Development – grinder pumps would be required by any developer which may be seen as a negative for purchasers
- Location is out of the downtown area
- Not highly visible from highway corridors

Next Steps Required:

- Advance Phase 3 Construction Plans for East Ridge with the confirmation of the site for a Municipal Complex
- Await the outcome of the GICB grant for the Facility that has been applied for and seek alternative grant opportunities- advance more advocacy related to grant funding
- Establish a Project Management Committee with a focus on plan development, community consultation, fundraising, grant search etc.
- Contract a Company to lead project development based on IB Storey's work to date to lead Staff, Council and the PMT through community consultation and a final implementation plan and phasing strategy.

Location #2- Existing Walkerton Community Centre- Durham Street Location

Benefits:

- Central and visible location
- A retro-fit and reconstruction *may* have the potential to result in less overall cost – but many additional studies would be required to determine a reliable cost estimate
- Connected to downtown area and trails
- Community consultation can occur to ensure the facility meets the existing and future needs of the community with limitations due to space and construction constraints
- Excellent visibility for a major sponsor

Challenges:

- The 50-year-old facility will have various constraints that will limit the re-design and amenities that can be incorporated – including size, flooding and potential permit considerations

- The parking lot contains extensive storm sewer infrastructure down the centre of the parking lot that cannot be relocated and cannot be built on, a second storm sewer runs between the 2 Agricultural buildings that is significant and cannot be re-located and cannot be built on
- Sanitary Sewer also runs through the arena parking lot to the ball diamond with a main trunk line crossing the river onto the ball diamonds and running to the waste water treatment plant
- Sits in the flood zone. Will require added building code requirements and permits to advance a build and the Saugeen Valley Conservation Authority may require additional design work and/or other considerations to issue a permit
- For the facility most likely to be used for evacuation purposes in the event of a major flood it would be susceptible to flooding with the potential for lack of road access
- Use as an emergency evacuation centre will be limited due to the flood prone area
- Uses surrounding the existing facility such as the ball diamonds and/or Ag building may required re-location to meet parking and/or building envelope required – noting that Brockton has already submitted grant applications for significant funding to upgrade the ball diamond lighting
- A season or more of hockey and other sports and programming will be lost during renovations with residents needing to travel outside of the community for such services
- Location would be limited to an arena complex only and not meet any additional Municipal Infrastructure needs that have been identified (Municipal Office, Works Shop, Heritage etc.)
- Limited room for consideration of a 2nd ice pad – which means that Brockton would raise the additional significant funds required for a retrofit only for residents to be left with a perceived reduction in service from what they already have (two ice surfaces)
- Would require a Designated Substance review and costly removal of asbestos
- ORFA outlines the expected lifespan of arenas is 30-35 years
- An Engineering Study is required to initiate this review as a preliminary step- A Feasibility Study is step 1 to determine if the existing facility could meet today's standards for the redevelopment of the site. This study is estimated at \$40,000- \$50,000 with further assessments, studies and plans to follow for additional costs.

Next Steps Required:

- Engineering Study to look at feasibility of re-development of existing facility within the floodplain for an estimated cost of \$40,000-\$50,000
- Pending study outcome- further studies will be required to proceed-unknown cost at this time
- Designated Substance Study for the safe removal of asbestos
- Establish a Project Management Committee with a focus on plan development, community consultation, fundraising
- Contract a Company to lead project development based on IB Storey's work to date to lead Staff, Council and the PMT through community consultation and a final implementation plan and phasing strategy

Location #3- Future Location -TBD

Benefits:

- Might possibly result in a more visible location with ease of access, depending on availability and zoning

Challenges:

- Requires extensive staff time and Council and Committee time to review suitable locations
- An expert would have to be retained to conduct the review which was already completed in the past
- No existing Municipal lands currently available for this purpose
- Lands would require extensive planning and studies to be deemed suitable to build on.
- Lands would have to be purchased in a time of high interest rates and high land values that would add to borrowing capacity limits in addition to facility construction costs.
- Would be extensive servicing plans to accommodate a location outside of the existing urban area and outside of East Ridge Business Park with the potential for additions to water/wastewater infrastructure required first.

Next Steps Required:

- Capacity for borrowing to support advancement of the purchase of lands, studies required on the lands and construction plans for a Municipal Complex
- Negotiating the purchase of lands for such purpose
- Studies required to advance project on the lands (Archeological, geotechnical, environmental etc.)
- Planning Applications
- Grant applications
- Establish a Project Management Committee with a focus on plan development, community consultation, fundraising
- Contract a Company to lead project development based on IB Storey's work to date to lead Staff, Council and the PMT through community consultation and a final implementation plan and phasing strategy

Further, through a GIS analysis of a 1 km radius of both the East Ridge -reserved location and the existing Walkerton Community Centre location staff reviewed the number of persons residing in both areas with an inclusion of the proposed development areas and a portion of the Urban Boundary expansion area. With current estimations there are approximately 2,836 people within a 1km radius of the Walkerton Community Centre. Alternatively, there are 2,073 people within the area of the reserved lands in East Ridge, with the addition of the Urban Expansion Area this may surpass the residents located in proximity to the site. As a result of this review with the proposed growth of Walkerton to the West the East Ridge site is likely to surpass the existing site based on proximity of persons to the site in the future.

In summary, lands have been reserved in the East Ridge Business Park for over a decade to support a Municipal Complex of some fashion. This location was chosen after extensive review of a number of locations; construction plans for East Ridge have been designed and facilitated around a Municipal Complex located in the Business Park and the majority of residential growth the Municipality that we will see over the next few

years will be in the vicinity of the East Ridge Business Park. The Municipality must plan ahead to meet the needs of the growing community and serve the Recreational needs of our residents. With that in mind and based on the 2014 PRISM report, work previously completed by PRISM and the PMT, staff and past Council’s on-site selection, and further considering our construction plans the reserved lands within the East Ridge Business park continue to be the most suitable location to provide room for growth for a Municipal Complex.

Overall, the potential timeline of the options outlined above would also need to be taken into consideration. Plans could be developed in the East Ridge Business Park location immediately, putting Brockton in a much stronger position to apply for grants and fundraising. Either of the other locations would require significant additional studies which would delay the timeline further and risk missing out on key grant opportunities and./or result in service disruptions.

Staff recommend that the reserved lands in East Ridge should be maintained and confirmed by this Council for the purposes of a Municipal Complex.

Strategic Action Plan Checklist:

What aspect of the Brockton Strategic Action Plan does the content/recommendations in this report help advance?		
• Recommendations help move the Municipality closer to its Vision		Yes
• Recommendations contribute to achieving Heritage, Culture, and Community		Yes
• Recommendations contribute to achieving Quality of Life		Yes
• Recommendations contribute to achieving Land Use Planning and the Natural Environment		Yes
• Recommendations contribute to achieving Economic Development		Yes
• Recommendations contribute to achieving Municipal Governance		Yes

Financial Impacts/Source of Funding:

- Do the recommendations represent a sound financial investment from a sustainability perspective? Yes

The East Ridge Business Park location is a sound financial investment due to the significant funds already spent on studies, servicing, planning and marketing this location.

Respectfully Submitted by:



Sonya Watson, Chief Administrative Officer



Trish Serratore, Chief Financial Officer



Fiona Hamilton, Director of Legislative and Legal Services (Clerk)