



**Report 2019-092**

### **Committee Recommend Report**

**To:** Chair and Members of the Administrative Building Design Task Force

**From:** Kelly Pender, Chief Administrative Officer

**Prepared by:** Kelly Pender, Chief Administrative Officer  
Jannette Amini, Manager of Legislative Services/Clerk

**Date of meeting:** July 17, 2019

**Re:** **Administrative Building Design Task Force – Authorization to Move Forward with a Shared Facility**

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### **Recommendation**

**Be It Resolved That** the Council of the County of Frontenac authorize staff to proceed with negotiations with the Cataraqui Region Conservation Authority (CRCA) for joint tenancy and subsequently, detailed designs for 2069 Battersea Road for Option 2, that being a joint administrative facility for the County of Frontenac and the Cataraqui Region Conservation Authority (CRCA) to an upset of \$100,000 to be expensed from the County's Municipal Modernization Funds;

**And Further That** should the CRCA advise the County of Frontenac that it does not wish to proceed with a joint administrative facility, that staff be authorized to proceed with detailed designs for Option 1.

### **Background**

In 2017 discussions began with the CRCA with respect to the construction of a potential joint administrative facility. Following several meetings and discussions by the Administrative Building Design Task Force, Council authorized staff to engage appropriate architectural services to validate initial assessments to enable the partners to make a decision on whether or not to pursue the next stage of a shared development project.

Having respect for tax dollars and keeping costs down, it was determined the lowest cost option would be to use the existing County site as all infrastructure and servicing is already in place.

This resulted in County Council, at its meeting held May 15, 2019, being presented with [Report 2019-059](#) after which the following resolution was passed:

**Be It Resolved That** the Council of the County of Frontenac receive for information the Office of the Chief Administrative Officer – Authorization to Engage Architectural Expertise to Review the County Administration Building report;

**And Further That** staff be authorized to engage appropriate architectural expertise to review and determine the feasibility and costs to redevelop the County Administration Building to accommodate County of Frontenac and Cataraqui Region Conservation Authority (CRCA) Administrative staff to an upset of \$10,000 to be expensed from the County's Modernization Funds.

**And Further That** the scope of the assignment, including life cycle costs include:

- 1) architectural analysis of the County Administration Office "old house",
- 2) preliminary conceptual/schematic floor plans to meet partner needs,
- 3) options for potential configuration of common spaces for best efficiencies,
- 4) implications for parking, water & similar services, building code etc,
- 5) Initial budget-level estimates for comparison with stand-alone option for the County.

## **Comment**

Colbourne & Kembel, Architects Inc. was retained to carry out the facility analysis of the County Administrative Building, commonly referred to as "the old house". The purpose of the analysis was to determine the feasibility and costs to redevelop the County Administration Building to accommodate County of Frontenac and CRCA Administrative staff. The draft Facility Analysis is attached to this report as Appendix A.

Staff are recommending to proceed with Option 2 that would see a joint administrative facility for the County of Frontenac and the CRCA. The CRCA Board is set to meet in August at which time a decision by the CRCA is expected on whether it wishes to proceed with a joint facility. Staff are also recommending that should the CRCA advise the County of Frontenac that it does not wish to proceed with a joint administrative facility, that staff be authorized to proceed with detailed designs for Option 1, as issues with the existing centuries old house continue, specifically plumbing problems that have now required excavation in the basement to clear blockages and replace piping.

## **Strategic Priorities Implications**

### **Priority 3: Champion and coordinate collaborative efforts with partners to resolve complex problems otherwise beyond the reach**

Specifically, the objectives that support this strategy states that the County will continue to pursue collaborative opportunities to achieve service and cost efficiencies and other economies through cost-sharing and shared services. This priority identifies the CRCA as a current and potential project partner

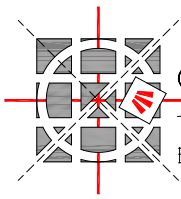
In addition, shared facilities reduce the overall environmental foot print required to occupy two separate facilities. Depending upon outcomes/options in terms of a shared facility, the overall greenhouse gas foot print of the County could be reduced as a result of this project, thereby assisting in meeting our GHG emission requirements as noted in the County's Energy Conservation and Demand Management Plan.

### **Financial Implications**

The County of Frontenac was one of 404 municipalities that received funding under the Municipal Modernization Fund (MMF) program. The County's allocation is \$725,000. Report 2019-089 - Proposed Allocation of Supplemental Provincial Funding, received earlier today by County Council recommended that \$100,000 be allocated to the Administration Facility Architectural project to cover this cost.

### **Organizations, Departments and Individuals Consulted and/or Affected**

Geoff Rae, GM, Cataraqui Region Conservation Authority  
Kevin Farrell, Manager of Continuous Improvement/GIS  
Susan Brant, Director of Corporate Services/Treasurer



## County of Frontenac Administration Building

# DRAFT Facility Analysis

June 19, 2019

**Note to Reader:** This analysis is based on basic space needs estimates provided by the users. No in-depth functional needs analysis has been completed at this point in the process. Refer to 'Background & Assumptions' paragraphs below. All floor plans and site plans have been created for cost comparison purposes only, and thus should not be considered concept designs or draft plans.

### 1. INTRODUCTION

- 1.1. County of Frontenac is considering renovating their existing facility at 2069 Battersea Road to serve their growing office space needs. Colbourne & Kembel, Architects Inc (CKA) was retained by the Planning Group to complete conceptual plans and high-level cost analysis to inform the business case for moving forward. CKA recently prepared a Shared Facility Study to accommodate three user groups (CRCA, County of Frontenac and South Frontenac Township) in one new building on an undetermined new site; however South Frontenac Township decided not to proceed further.
- 1.2. Under this new report, the group considering the new facility is:
  - 1.2.1. County of Frontenac (CF) – The County encompasses almost 4,000 square kilometers, from Wolfe Island in the south, and northward as far as Black Donald Lake. It is made up of four municipalities: Central Frontenac, Frontenac Islands, North Frontenac, and South Frontenac. Its offices are currently located on Battersea Road in Glenburnie.
  - 1.2.2. Cataraqui Regional Conservation Authority (CRCA) and Frontenac Paramedics are potential tenants of leasable space in one of the design concepts outlined later in the report.
- 1.3. The designs and analysis below explore two main options:
  - 1.3.1. Renovating their existing office space and acquiring the space currently occupied by Frontenac Paramedics to operate a standalone, CF-only facility. This option will also require constructing a small addition.
  - 1.3.2. Renovating their existing office space and acquiring the space currently occupied by Frontenac Paramedics to operate joint facility with CRCA. This option will require constructing a large addition.
- 1.4. This report uses the space allocation requirements from the original Shared Facility Analysis which clarified the required space for CF and CRCA (refer to Appendix C - Shared Facilities Concept Planning Session).

### 2. BACKGROUND & ASSUMPTIONS

- 2.1. Each concept is hypothetical, and is being designed solely for costing purposes. For this reason, no architectural features or finishes that are only aesthetic are being shown or considered. This means that the resulting costing is base-line and more valid for comparison purposes.
- 2.2. For all occupancy-related assumptions, occupant loads have been calculated based on the anticipated maximum occupant load rather than based on floor area. This will result in a more realistic assessment of washroom needs.

- 2.3. For the load calculation of the office areas (D occupancy) we've used the staff count listed in the user's space needs chart, plus 10 additional 'visiting' occupants, which would allow for increased occupancy for future growth, visiting clientele, summer students, interns, temporary staff, etc.
- 2.4. For the 'dedicated' floor space for each user group, we have used the estimates in the Space Allocation Estimates provided by each group, adjusted if necessary, for space deemed 'sharable' in our joint facility.
- 2.5. For the calculation of the total area of meeting rooms required (A2 occupancy), we have used the areas on the conceptual floor plans, since the shared facility meeting room requirements are based on meeting the needs of all users, and thus are based on a designed layout as opposed to hypothetical floor areas.
- 2.6. Similarly, for 'shared' or 'shareable' space we have used the areas drawn from the conceptual floor plans, since this area will more accurately reflect the efficiencies possible with the shared facility.
- 2.7. We have assumed for both options that the Frontenac Paramedics office space is to be relocated to an off-site location.
- 2.8. The existing site is 2069 Battersea Road, which is located in the Kingston Township. Zoning By-Law 76-26 has been used.
  - 2.8.1. The lot is zoned I (Institutional).
  - 2.8.2. The site is served by an existing well and septic system, and we have assumed that there is adequate capacity to support any proposed facility expansion options. An evaluation of the existing septic system will be required to determine if upgrades would be required for any proposed redevelopment.
- 2.9. Note that because the user-provided floor areas were provided in imperial units, our figures in this report are also imperial. Typically, we would use metric units.

### 3. **FACILITY OPTIONS** (refer to Appendix A - Floor Plans)

#### 3.1. **Separate Facility at 2069 Battersea Road**

- 3.1.1. Option 1 – County of Frontenac offices only at 2069 Battersea Road
  - 3.1.1.1. Based on the estimates in the 'Shared Facilities Concept Planning Guide', to accommodate entire CF we estimate that an extension of about 1,700 ft<sup>2</sup> would be required (shown to the East in Option 1 plan). In Option 1, we have suggested a layout that provides:
    - Public access offices on both levels of the existing heritage house, plus public spaces in a new addition facing Battersea Road (to replace the current inadequate addition, which will be demolished).
    - Private office spaces located in the lower level of the main building, in the former Frontenac Paramedics space.
  - 3.1.1.2. For the concept plan, an occupant load of 107 persons is used for the calculation of water closets. This means there will need to be:
    - 8 total water closets
- 3.1.2. Option 2 – County of Frontenac and CRCA joint facility at 2069 Battersea Road
  - 3.1.2.1. Based on the estimates in the 'Shared Facilities Concept Planning Guide', to accommodate office space for both user groups and the common areas, an addition of about 6,300 ft<sup>2</sup> would be required. In Option 2, we have suggested a layout that provides:

- Shared entry and reception
  - Public spaces on first floor of the existing heritage house, with a large addition facing Battersea Road (to replace the current addition).
  - Public access offices for CF located on both levels of the existing heritage house, plus a second floor addition facing Battersea Road.
  - CRCA offices located in the lower level of the main building, in the former Frontenac Paramedics space, plus a 1-storey addition.
- 3.1.2.2. For the concept plan, an occupant load of 165 persons is used for the calculation of water closets. This means there will need to be:
- 12 total water closets

#### 4. **BY-LAW ANALYSIS AND SITE AREA**

- 4.1. The existing lot at 2069 Battersea Road is located in the Kingston Township, and so the Zoning By-Law 76-26 applies.
- 4.2. Under Section 17
- Lot Area (Minimum): 2044 m<sup>2</sup> (22,000 ft<sup>2</sup>)
  - Front Yard (Minimum): 6.1 m (20 ft)
  - Rear Yard (Minimum): 7.6 m (25 ft)
  - Interior Side Yard (Minimum): 6.1 m (20 ft)
  - Lot Coverage (Maximum): 30 percent
  - Landscaped Open Space (Minimum): 30 percent
  - Height of Building (Maximum): 10.7 m (35 ft)
  - Off-street parking shall be provided in accordance with Section 5 (16) of the by-law
  - Parking space dimensions according to 'Schedule C' of the by-law

#### 5. **Ontario Building Code (OBC) ANALYSIS**

- 5.1. The existing Fairmount Home is classified as a Care and Treatment B2 Occupancy, which includes the office space occupied by Frontenac Paramedics and existing heritage house that currently accommodates the County offices. Conformance Articles for B2 Occupancies are more restrictive than Group D offices, so adequate fire separations between these may be required to avoid these restrictive B2 Conformance Articles for any proposed redevelopments to the office spaces (Group D Occupancy) and meeting spaces (A2 – Assembly Occupancy). A more thorough code analysis can be completed once an overall decision/direction for the administration offices is decided upon.
- 5.2. Part 11 of the building code applies to the renovation of an existing building. Where an existing building system is repaired or altered, the performance level of the building after the alteration or repair must be at least equal to the performance level of the building prior to the renovation.

#### 6. **COST ESTIMATES** (refer to Appendix B - Cost Estimates)

- 6.1. **Initial Costs** (site & construction) The following are Class D cost estimate (up to 30% variance).
- 6.1.1. **Option 1 @ 2069 Battersea Road (County of Frontenac only):** The total capital cost for this option is approximately \$1,800,000; the existing heritage house, new extension and the lower space of main building accommodate the public areas and County of Frontenac offices.
- 6.1.2. **Option 2 @ 2069 Battersea Road (County of Frontenac + CRCA):** The total capital cost for this option is approximately \$3,700,000; the existing heritage house and the extension

accommodate the common areas and County of Frontenac offices. The lower level of the main building and extension accommodate the CRCA offices. This option has the potential income stream from a leasing tenant (CRCA).

6.2. Operating Costs

6.2.1. Operating costs for the two options are not yet quantified for the draft report.

6.3. Life Cycle Cost Analysis:

6.3.1. Life cycle cost analysis for the two options are not yet quantified for the draft report.

**7. SUMMARY**

7.1.1. The initial cost estimate of Option 2 is more than double compared to Option 1. Option 2 requires a secondary service road to access the laboratory spaces on the south side of the currently occupied Frontenac Paramedics building. Although it has a substantially higher initial cost, with approximately 5,200 ft<sup>2</sup> of leasable space, it has a potential income stream during the life of the building. The potential income stream from a leasing tenant is not yet factored into the cost estimates for Options 2 and will be included as part of section 6.2 and 6.3 of the final report.

7.1.2. A more in-depth summary will be included in the final report.

**8. RECOMMENDATIONS**

8.1. Recommendations will be included in the final report.

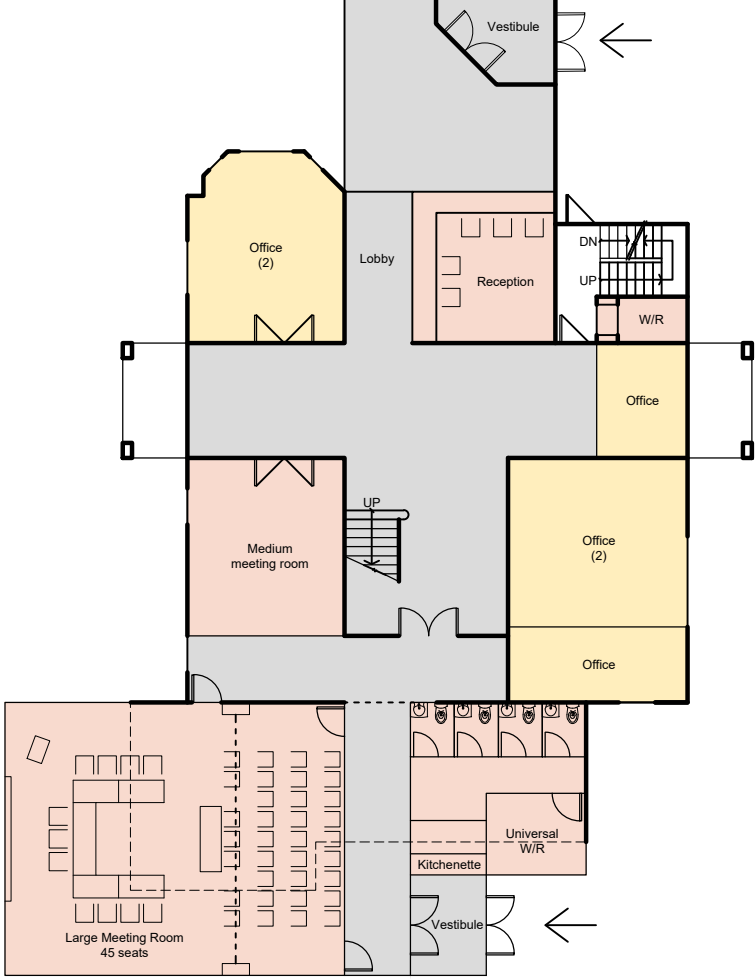
# Appendix A

## Hypothetical Floor Plans

Existing Building Area : 12,700 ft<sup>2</sup> (1,180 m<sup>2</sup>)  
 Extension Area : 1,700 ft<sup>2</sup> (160 m<sup>2</sup>)  
**Total Area : 14,400 ft<sup>2</sup> (1,340 m<sup>2</sup>)**

**Required Toilet Fixtures**  
 Visitors + Large Meeting Room (55 people) : 3  
 Small/Medium Meeting Rooms (22 people) : 2  
 Frontenac County (30 people) : 3  
**Total Required : 8**

Common Areas   
 Frontenac County



Ground Floor Plan



Second Floor Plan

Property Line

**OPTION 1 - Frontenac County Offices at 2069 Battersea Rd.**  
 SCALE - 1:250

Property Line

**FRONTENAC COUNTY OFFICE FEASIBILITY STUDY**  
 2069 BATTERSEA RD, KINGSTON

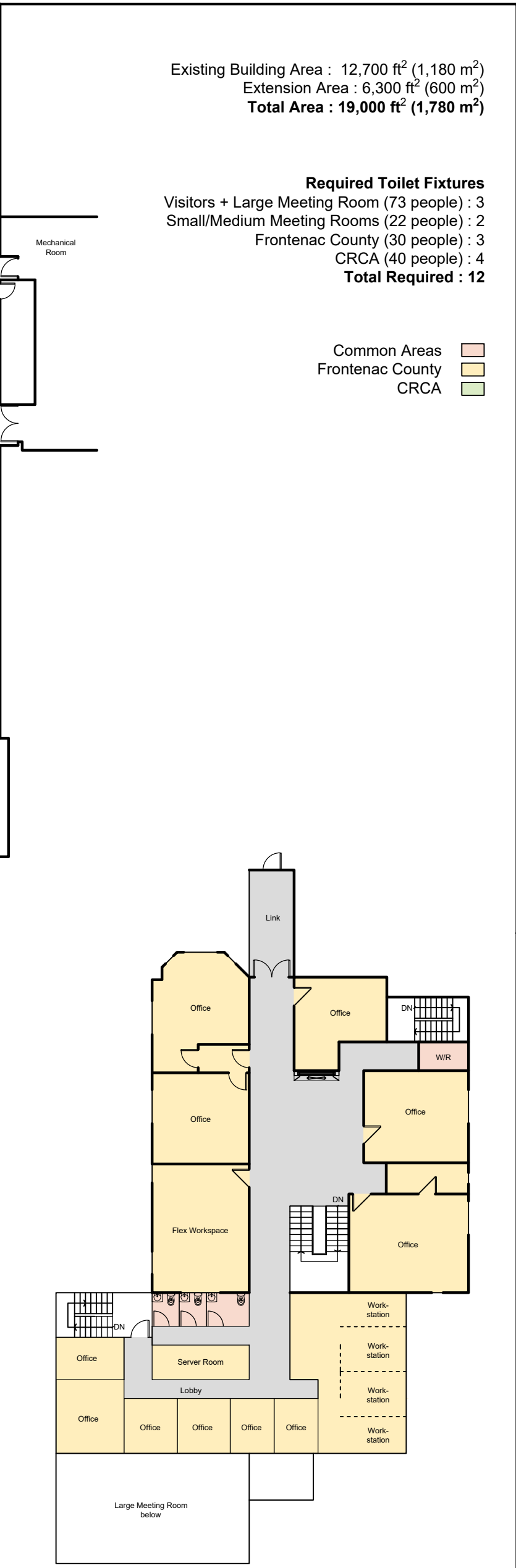
**COLBOURNE & KEMBEL, ARCHITECTS INC.**  
 739D ARLINGTON PARK PLACE KINGSTON ONTARIO K7M 8MB

PROJ #19037

19.06.17



Ground Floor Plan



Second Floor Plan

Existing Building Area : 12,700 ft<sup>2</sup> (1,180 m<sup>2</sup>)  
 Extension Area : 6,300 ft<sup>2</sup> (600 m<sup>2</sup>)  
**Total Area : 19,000 ft<sup>2</sup> (1,780 m<sup>2</sup>)**

**Required Toilet Fixtures**  
 Visitors + Large Meeting Room (73 people) : 3  
 Small/Medium Meeting Rooms (22 people) : 2  
 Frontenac County (30 people) : 3  
 CRCA (40 people) : 4  
**Total Required : 12**

Common Areas   
 Frontenac County   
 CRCA

# Appendix B

## Cost Estimates

Feasibility Study for County of Frontenac  
 Class D Cost Estimate

	Area	Unit	Cost/unit	Cost
<b>Option 1 @ 2069 Battersea Rd. (CF)</b>				
Site Purchase (incl. existing building)	10.2	acres	\$ -	\$ -
Building Renovation (Major)	-	ft <sup>2</sup>	\$ 150	\$ -
Building Renovation (Minor)	12,700	ft <sup>2</sup>	\$ 75	\$ 952,500
New Extension	1,700	ft <sup>2</sup>	\$ 260	\$ 442,000
Site Construction				\$ 150,000
Development Costs				\$ 50,000
Consultant Costs				\$ 250,000
<b>Total Cost</b>				<b>\$ 1,844,500</b>
Including upcharge for LEED certification			20%	\$ 2,213,400
<b>Option 2 @ 2069 Battersea Rd. (CF &amp; CRCA)</b>				
Site Purchase (incl. existing building)	10.2	acres	\$ -	\$ -
Building Renovation (Major)	5,200	ft <sup>2</sup>	\$ 150	\$ 780,000
Building Renovation (Minor)	7,500	ft <sup>2</sup>	\$ 75	\$ 562,500
New Extension	6,300	ft <sup>2</sup>	\$ 240	\$ 1,512,000
Site Construction				\$ 500,000
Development Costs				\$ 50,000
Consultant Costs				\$ 300,000
<b>Total Cost</b>				<b>\$ 3,704,500</b>
Including upcharge for LEED certification			20%	\$ 4,445,400