



City of
Peterborough

To: Members of the General Committee

From: Richard Freymond, Commissioner, Finance & Corporate Support Services

Meeting Date: August 25, 2025

Report: Police Stations Renovations and Expansion Project Update, Report FCSFPM25-028

Subject

A report to provide a project update for Police Stations Renovations and Expansion Project at 500 Water Street and 1421 Lansdowne Street West.

Recommendations

That Council approve the recommendations outlined in Report FCSFPM25-028, dated August 25, 2025, of the Commissioner, Finance and Corporate Support Services as follows:

- a) That a presentation by the Prime Consultants Shoalts and Zaback Architects Ltd. (SZA) be received for information;
- b) That the updated program area requirements be approved in principle to allow the project to advance; and,
- c) That staff continue to mitigate the project costs through construction documentation and sequential tendering process, and report back to Council with a budget update when cost certainty is validated.

Executive Summary

- SZA will present the current project status inclusive of the updated program area requirements for the Peterborough Police Service (PPS), which has increased from 95,000 square feet to 110,000 square feet.
- The requirements of the **Community Safety and Policing Act, 2019** (The Act) that came into effect as of June 5, 2025, have been included in the project during design development.
- The Construction Manager, Matheson Constructors Limited provided an estimate of the Construction Cost at a Class 'D' level that exceeds the current Capital Budget. The project budget will be adjusted through the annual budget process.
- Staff will apply for Green Municipal Funding (GMF) through the Federation of Canadian Municipalities (FCM) to support energy efficiency measures for the construction and operation of each building.

Background

Report CLSFM18-020, dated June 27, 2018, was approved by the Administrative Staff Committee to award the Peterborough Police Service Facility Condition Assessment and Functional Space Analysis to SZA. A final report was presented to the Facility Space Needs Study Steering Committee on April 4, 2019, and to the Peterborough Police Services Board (PPSB) on April 16, 2019.

Through Report CLSFM19-004 dated June 3, 2019, Council received a presentation providing an update on the Peterborough Police Service Facility Space Needs Study. The report recommended that it be deferred back to the Facility Space Needs Study Steering Committee, and that the Steering Committee work together with the PPSB to look at the five options included in the presentation and make a recommendation to Council on the suggested next steps.

Through Report CLSFM21-007 dated July 19, 2021, Council approved SZA to undertake a Police Station Facility Location Assessment Study.

Through Report LSRS23-002 dated December 4, 2023, Council approved the purchase of 1421 Lansdowne Street West for the PPS administrative functions with police operations remaining at its downtown facility at 500 Water Street, creating a two-site solution to facilitate the requirements of the Police Service Facility Space Needs Study.

Through Report FCSFPM24-002 dated March 11, 2024, Council approved appointing SZA for the Design and Contract Administration for the Peterborough Police Station Renovation and Expansion Contract.

Report FCSFPM25-022 dated April 9, 2025, was approved by the Administrative Staff Committee to award RFP-44-24 Construction Management Services contract to Matheson Constructors Limited. The Construction Management for the Police Service Renovations and Additions was issued as an open competition by the City to retain the services of a qualified Construction Management team to assist with pre-construction services to facilitate the multiple construction phases of services and work to complete the renovations and additions to 500 Water Street and 1421 Lansdowne Street West. Interviews were held with eligible proponents on March 3-4, 2025. The Director, Facilities and Property Management, the Senior Project Manager, Facilities and Property Management, the Executive Officer to the Chief of Police, Peterborough Police Service, and the Project Consultant Architect evaluated the proposals and attended interviews with a staff representative from the Materials Management Division. Altogether five (5) submissions were received, three (3) proponents successfully advanced to the interview stage and the highest-scoring, compliant proponent was awarded the contract.

Project Updates:

Several studies and reports have been completed to advance the project including Boundary and Legal Surveys, Geotechnical Reports, Hazardous Materials Reports, Roof Condition Assessment Report, Archaeological Stage 1 & 2, Traffic Impact and Parking Justification Reports, and the Community Buildings Retrofit Feasibility Study.

Both buildings at 500 Water Street and 1421 Lansdowne Street West were built in the 1960s. 500 Water Street is in good condition and has been maintained over its lifespan by the City of Peterborough. All building and site improvements required to service the PPS needs have been incorporated in the design and will be addressed through this project. 1421 Lansdowne Street West has been under various ownership which included a variety of uses and therefore have resulted in varied maintenance over its lifespan. Necessary improvements and upgrades to the portion of the building and site to be occupied by the PPS will need to be completed within this project.

In a separate project, a City-wide space planning exercise is currently underway to rationalize the space needs within existing City buildings. The area occupied by Calvary Church at 1421 Lansdowne Street West will be considered in the planning exercise and evaluated for City use at the time the City assumes the balance of the building. Any building improvements for City needs within the Church portion of the building will be addressed in future projects.

Project Design Development:

As the project design development has progressed at both sites several key factors have been identified that have impacted the original project scope and will result in an increased budget requirement.

The original space needs study completed in 2019 identified a requirement of 95,000 square feet to support the PPS with the inclusion for anticipated growth within the Police Service staffing. Through current design development of the project, which has involved a series of Subject Matter Expert (SME) meetings, ensuring each division of the PPS indicated their needs. SZA in consultation with City staff and the PPS have revised the program area to address updates and requirements of the Ontario Building Code (OBC), the recent enactment of the Act and the two-site solution. The current program space needs are adjusted to 110,000 square feet. The increase of 15,000 square feet beyond the original space needs assessment accommodates right-sized detention facilities and additional training space as required by the OBC, the policing standards and The Act. Other minor duplicate amenities are necessary to accommodate the two-site solution. This additional area has added \$7,125,000 to the budget.

Parking justification studies have been conducted by a Traffic Consultant that shows 500 Water Street is deficient in parking. A new parking structure has been included for the accommodation of additional parking on the site to meet the site plan requirements for public, staff and fleet vehicles. This structure has added \$2,400,000 to the budget.

Through an FCM grant for the Community Buildings Retrofit Feasibility Study, Asset Management and Capital Planning staff completed studies on several City buildings including both 500 Water Street and 1421 Lansdowne Street West. These studies were to determine the energy conservation measures best suited to mitigate facility greenhouse gas (GHG) emissions and identify pathways to include energy efficiency into each of the buildings.

To assist in achieving the corporate GHG reduction targets as mandated by the Climate Emergency Declaration approved by Council in 2019, the design strives to achieve a 50% reduction of GHGs at 500 Water Street and an 80% reduction of GHGs at 1421 Lansdowne Street West. City staff and project consultants are selecting elements of the energy conservation studies that have the best return on investment and improve the performance of the buildings and their systems to provide robust, sustainable facilities built to best practices. In particular, improvements to building performance are projected to decrease GHGs by 62.9 tCO_{2e} or 70% at 500 Water Street and by 165.5 tCO_{2e} or 83% at 1421 Lansdowne Street West. As a result, this combination of efficiency measures has the best capital-less-operating costs over a 25-year period, despite an estimated rise in operational costs via the electrification of fossil fuel emission sources at both facilities. These efficiency measures have added \$4,375,000 to the budget.

The Green Municipal Fund (GMF) provided through the Federation of Canadian Municipalities (FCM) is presently offering municipalities that have completed the Community Building Retrofit Feasibility Study an opportunity to apply to a dedicated capital financing stream. Either The Capital Project – Green Buildings Pathway Retrofit or the Capital Project – Retrofit of Existing Municipal Buildings provides \$10,000,000 per project, covering up to 80% of eligible costs with a 20% grant funding component over a phased or lump sum approach. City staff will proceed with a funding application

that would offset a portion of the cost of the efficiency measures proposed if the City is successful in its application.

Peterborough Police Service Board Motion:

The PPSB received a presentation by SZA on July 15, 2025. The PPSB made the following motion:

That the PPSB receive the presentation and support the plans as proposed by City Staff, acknowledge and approve the additional square footage as outlined, with consideration to meeting the OBC and The Act requirements, to be moved forward to City Council.

Project Budget Update:

Council has approved a total project budget of \$66,500,000 through the 2025 budget with approved pre-commitment of budget through years 2026 and 2027.

The Construction Management Services team have completed a validation of the construction budget through a Class 'D' construction estimate. The total project budget will need to be adjusted to include the increase for four key factors as outlined below:

1. The additional 15,000 square feet to address the legislated requirements and the two-site solution adds an additional \$7,125,000 to the budget.
2. The new parking structure to accommodate the required parking at 500 Water Street adds an additional \$2,400,000 to the budget.
3. Energy and building efficiency measures providing the best return on investment and improving building performance to create robust, sustainable facilities built to best practice standards results in an additional \$4,375,000 added to the budget.
4. The Police Stations Renovation and Expansion project budget has covered the purchase cost of the entire property at 1421 Lansdowne Street West of \$15,500,000. The original project budget allocated a \$4,000,000 allowance to purchase a new property to support the project. PPS will use just over half of the building, leaving the remainder for future City use with several acres on the surrounding site for future opportunities. To date, the total purchase price of 1421 Lansdowne Street West has been allocated to the project budget, resulting in an additional \$11,500,000 added to the budget. An analysis of the acquisition cost by Realty Services has determined that the property acquisition cost relative to the PPS usage of the property is \$5,053,200.

The four additions to the budget as outlined above total \$25,400,000, this brings the estimated project budget to \$91,900,000.

Next Steps:

- Ensure the project can advance; that the updated program area requirements are approved in principle to allow the project to advance as supported by the PPSB through their motion.
- Progression of the project through Site Plan Approval and the Building Permitting process.
- The project has engaged a Construction Manager through a CCDC-5B Construction Management Contract. This form of contract has been used successfully with other City projects in terms of managing and containing the overall project budget. Staff will continue to ensure control over the budget is monitored, seek out opportunities for value engineering and will provide a future update for required budget amendments when greater cost certainty is confirmed in later, detailed stages of the project.
- Staff will make an application for GMF through the FCM to assist in offsetting the cost of energy efficiency measures to both buildings at 500 Water Street and 1421 Lansdowne Street West.

Strategic Plan

Strategic Pillar: Infrastructure

Strategic Priority: Aligns with the Infrastructure Pillar which reads, “Invest in building, improving, and maintaining quality infrastructure (horizontal, vertical, and underground) to meet the current and future growth needs of the City.” Additionally, this ensures that the City continues to invest in lower carbon footprint initiatives which support the City’s unique biodiversity to ensure the sustainability of our future.

The renovation and expansion of both Peterborough Police Stations will ensure that the PPS will provide best practice service levels at two purposefully designed, robust, and sustainable locations by providing the necessary program area to serve the current and future needs of the PPS and the community.

Engagement and Consultation

The Class ‘D’ Construction Cost estimate was reviewed by the Director, Facilities and Property Management, Sr. Project Manager, Capital Projects, Facilities and Property Management, The Executive Officer to the Chief of Police, and a team from the Prime Consultant inclusive of their Sub-Consultants.

The PPSB received the project update at the PPSB meeting in July through a presentation by The Director, Facilities and Property Management, the Sr. Project Manager, Facilities and Property Management, and the Prime Consultant.

First Nations of the Williams Treaty were informed that mandatory archaeological work was being conducted on site at 500 Water Street. Alderville First Nation were also present with the Archaeologists for the Stage 2 dig in June of 2025. The combined Stage 1 and 2 Archaeological Study is being submitted to the Ministry of Citizenship and Multiculturalism as per standard protocol.

Budget and Financial Implications

There are no budgetary implications requested through this report. The current additional estimated budget requirement identified in this report to support the project is \$25,400,000. The updated project budget is outlined in **Table 1** below:

Table 1 – Peterborough Police Station estimated updated project costs

Approved budget through 2025 budget process	\$66,500,000
Additional 15,000 square feet	\$7,125,000
New parking structure at 500 Water Street	\$2,400,000
Energy and building efficiency measures	\$4,375,000
1421 Lansdowne property cost apportioned to Police	\$5,053,200
\$4M allocated in original budget (credit)	(\$4,000,000)
Subtotal	\$81,453,200
1421 Lansdowne property cost apportioned to future Civic Administration	\$5,386,600
1421 Lansdowne property cost apportioned to future development use	\$5,060,200
Total Estimated Project Budget	\$91,900,000

The project budget will be adjusted through the annual budget process.

Conclusion

Report FCSFPM25-028 recommends an increase to the program elements and overall square footage to be provided for the project, and that staff continue the work to mitigate the budget increase and provide Council with a follow up report once cost validation is complete.

Submitted by,

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