



Greater Sudbury Police Service New Headquarters Feasibility Study

October 10, 2024

Prepared by Bélanger Salach Architecture in association with RPL Architects Inc.



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Appendix D – Accessibility Report

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Accessibility – This document has been developed to conform to the requirements of the Accessibility for Ontarians with Disabilities Act (AODA).

Greater Sudbury Police Service Delivery – In addition, as part of the scope of work, review and reporting on existing facility accessibility, building code and condition assessments were conducted.

EXECUTIVE SUMMARY

The aim of this report is to provide facility and architectural solutions that align with the Greater Sudbury Police Service strategic plan, to allow adoption of design best practices for police organizations, to facilitate increased efficiencies and communication within the organization, to permit community partnership opportunities, and to meet long-term needs of the service and the community.

In February 2023, Bélanger Salach Architecture and RPL Architects were engaged to provide a comprehensive needs and program analysis to determine the Greater Sudbury Police Service facility requirements for a 25-year planning horizon. The study and recommendations have been developed to provide solutions that support adequate and effective policing in Greater Sudbury, while maximizing the service delivery.

The project scope included various objectives such as:

- Evaluating the adequacy of the current facilities and capacity to meet long-term future needs of the Greater Sudbury Police Service.
- Completing a separate analysis for headquarters taking into account current and future requirements in relation to space, site location, specialized needs, growth, and optimal service delivery.
- Providing recommendations of space solutions including but not limited to a new building, renovating existing spaces, renovation other buildings, leasing space, and the possibility of private-public financing partnerships.
- Considering the design of spaces that are safe, secure, inclusive, and customer service focused while compliant with codes and standards for police facilities.
- Considering the design of a working environment that contributes to the health, wellness, and retention of members.

Through several user group meetings, visioning and user engagement sessions, as well as questionnaires, two favourable options have been developed:

1. **Hybrid Distribution Model** (2 facilities) - Renovate the existing facility at 190 Brady Street for Administration and construct a new purpose-designed facility meeting best practices for Operations.
2. **Consolidated Headquarters** (1 facility) - Construct a new purpose-designed facility meeting best practices for both Administration and Operations.

The accommodation options are each explored through schematic block plans to validate the required site area and preliminary programmatic and site organization.

1 – PROJECT SUMMARY

1.1 – Project Objectives

Objectives & Background

Under the Community Safety and Policing Act (CSPA), the Police Service Board and the Commissioner shall ensure adequate and effective policing is provided to the community in accordance with the needs of the population in the area, as per the sections noted below:

- Section 10 (1): *The police service boards and the Commissioner shall ensure adequate and effective policing is provided in the area for which they have policing responsibility in accordance with the needs of the population in the area and having regard for the diversity of the population in the area.*
- Section 37 (1)(j): *A police service board shall ensure that any police facilities, including police lock-ups, used by the board comply with the prescribed standards, if any.*
- 39 (1) *The police service board shall, in accordance with the regulations, if any, prepare and adopt a strategic plan for the provision of policing, which shall address at least the following matters:*
 - 7. *Resource planning.*
 - 8. *Police facilities.*

The existing facilities at 190 Brady Street, 128 Larch Street, LEL District 2, and Lorne Street Storage no longer provide sufficient space to support police operations effectively and safely. The objective of this study is to address current space deficiencies and options with respect to development of new or upgraded facilities to support current and future police operations in Greater Sudbury.

Concept

The intention of this report is to determine future space and facility needs to support adequate and effective police service in Greater Sudbury, based on a 25-year planning horizon, and to explore, identify and evaluate accommodation options that are available.

As a benchmark to compare alternative strategies, a 25-year functional program has been developed, and conceptual building layouts designed around that, considering space needs, internal functional relationships, distribution of space by floor, and site needs. The cost estimate included with this report is included in Appendix E. Alternative development options are compared to this benchmark in terms of cost, implementation, location and other considerations.

This report is intended to outline potential strategic accommodation options for the Greater Sudbury Police Service, to permit project stakeholders to make an informed decision with respect to future facilities. Several key topics are covered in this report which will help this process:

- Validation of the need for new or expanded facilities.

- Strategic accommodation or development options available.
- Size of facility required – this report outlines the size of facility required to meet 25-year space needs. While conceptual site and building layouts, or test-fits, have been provided for illustration, and to determine approximate site area requirements, no detailed design has been prepared at this stage. That work will follow pending approval of a schematic design approach and funding, which is not within this project scope. Refer to Subsection 3.2.1 and Appendix A.
- Potential construction cost – this report provides an estimate of construction costs based on a start date in 2026. A Class D, order-of-magnitude pre-design estimate has been prepared, refer to Section 1.3 and Appendix E.

1.2 – Study Process & Methodology

Bélanger Salach Architecture and RPL Architects were awarded this assignment and held various engagement and user group sessions, including:

- GSPS Facility Study Visioning Session – May 31, 2023
 - Participation from members of the Greater Sudbury Police Service, RPL Architects and Bélanger Salach Architecture.
- User Group Needs Assessment Sessions – June 28, 2023
 - Participation from members of the Greater Sudbury Police Service, RPL Architects and Bélanger Salach Architecture.
- GSPS Engagement Session – July 25, 2023
 - Participation from members of the Greater Sudbury Police Service, RPL Architects and Bélanger Salach Architecture.
- What if Meeting – May 30, 2024
 - Participation from members of the Greater Sudbury Police Service, City of Greater Sudbury and Bélanger Salach Architecture.
- GSPS City Owned Property Tour – August 2, 2024
 - Participation from members of the Greater Sudbury Police Service, City of Greater Sudbury and Bélanger Salach Architecture.

Study Participants

The following people were consulted and/or participated in the understanding of current and future police operations, priorities and accommodation needs:

- Chief of Police – Sara Cunningham
- Deputy Chief of Police – Natalie Hiltz
- Greater Sudbury Police Service Board Chair – Coun. Al Sizer
- Greater Sudbury Police Service Members
- RPL Architects, Principal Architect – John Pepper
- RPL Architects, Senior Project Manager – Lee Taylor
- Bélanger Salach Architecture, Principal Architect – Amber Salach
- Bélanger Salach Architecture, Principal Architect – Louis Belanger

Others who were not part of the formal interview/questionnaire process provided additional valuable insight and opinions (see questionnaire in Appendix F)

As part of the process the consultant team had conversations with several City of Greater Sudbury representatives:

- Nick Zinger – Senior Project Manager of Facilities/Large Capital
- David Shelsted – Director of Engineering Services
- Angie Roy – Manager of Real Estate
- Ed Archer – Chief Administrative Officer
- Paul Lefebvre – Mayor and member of the Police Service Board

Site Evaluation

Several City-owned sites were selected for evaluation based on their proximity to Downtown and size to accommodate a new police facility. The Greater Sudbury Police Service established that the maximum desirable distance from Downtown Sudbury be no greater than 10km (seen in Figure 1.2.1). The selected sites were then visited and analyzed using a weighted matrix that considered factors such as location, access, physical site characteristics, risk assessment, and site servicing. The matrix was completed by Greater Sudbury Police Service staff, a Greater Sudbury Police Service Board member, City of Greater Sudbury staff, and Bélanger Salach Architecture staff after the visit. The ratings were then averaged to determine the preferred site to conduct schematic block planning for a new facility.

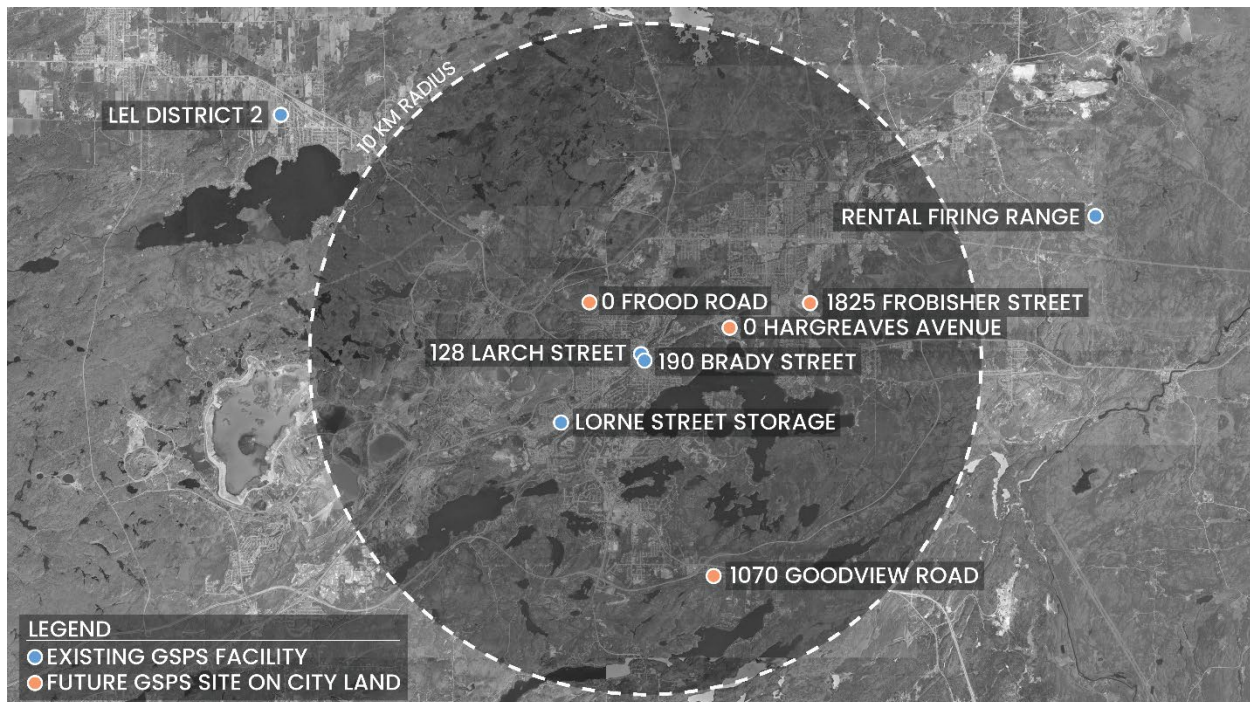


Fig. 1.2.1 – Area of Analysis for a New Police Facility

Next Steps – Schematic Design

Following approval of Option 1, or 2 contained in this report, the next step would be to prepare schematic design of the new building(s). Elements of this should include:

- Construction and project cost validation, including land costs, soft costs, furniture and equipment, etc.
- Determination of project delivery method (stipulated sum, design-build, Integrated Project Delivery)
- Preliminary floor plans informed by user-engagement session.

This work could be conducted as a separate schematic design project, or could be incorporated into a full architectural and engineering consulting assignment from schematic design, construction documents and tendering through to construction completion and move-in.

Refer to section 1.3 Findings and Recommendations, for additional suggestions on next steps.

1.3 – Findings & Recommendations

Future Staffing Levels and Space Requirements

Space requirements to accommodate current and future police operations in Greater Sudbury are based on anticipated staffing levels for each operational unit, and specific space requirements, functions, equipment and storage needs in each. Anticipated future staffing levels are based on an approximate 25-year planning horizon, however actual numbers could vary. Similarly, space provisions are based on a continuation of police service and operational and technical trends – however, as there are many unknowns, any new facility should be designed with flexibility in mind to accommodate or adapt to future policing needs, methods and technologies.

- Based on discussions with Greater Sudbury Police Service representatives, past trends, population and demographic projections and development patterns within the City, this report estimates that the Service will grow by 27%, from its current level of 471 (including volunteers and Police Auxiliary) to approximately 589 by 2048.
- To accommodate this number of staff, approximately 194,000 sq.ft (18,000 sq.m) of space (gross floor area) would be required.

Note that these areas, and the figures included in Appendices B and E, are estimates only. The final gross floor area (and associated building cost) will depend on the final building shape and configuration, number of floors, internal planning efficiencies, provision of expansion space, property development costs, site servicing and many other factors. More detailed concept designs and cost estimates can be prepared during schematic design.

Annexation – The figures above are based on providing service to the City of Greater Sudbury only, within the current jurisdictional boundaries. Should annexation of other communities be considered, the impact on staffing levels and operational needs of the police building will be affected. Both accommodation options include provisions for future growth, which may be required as a result of annexation.

Accommodation Options

There are two favourable options available to provide facilities to support adequate and effective policing in Greater Sudbury:

1. **Hybrid Distribution Model** (2 facilities) – Renovate the existing facility at 190 Brady Street for Administration and construct a new purpose-designed facility meeting best practices for Operations.
2. **Consolidated Headquarters** (1 facility) – Construct a new purpose-designed facility meeting best practices for both Administration and Operations.

Options Comparison & Recommendations

Options 1 and 2 are explored through schematic block plans at both 190 Brady Street and using a potential site on Frobisher Street for the new purpose-built facility in each (refer to Subsection 3.2.2 and 4.1.2 for more information about the site selection process). The block plans are included in Appendix B of this report for costing purposes and to validate the site area that would be required.

Construction & Project Costs

Police facilities have historically been a building type that is expensive to construct. They must be designed to post-disaster structural requirements as dictated by the Ontario Building Code, they must have robust mechanical, electrical and communications systems with a high level of reliability and redundancy. They must be durable, easy to maintain and economical to operate. Recently, the requirement for high levels of energy efficiency and compliance with net zero carbon (NZC) targets has impacted construction costs. In the last four years (since COVID-19) construction costs have escalated and are expected to continue to rise as a result of significant investment into public buildings and infrastructure, combined with the impact of labour shortages, demographic changes in the workforce and supply chain issues and material shortages.

The Class D (program-based) pre-design cost estimate included in Appendix E has been escalated to the second quarter of 2026, which would be the earliest realistic date for a building design to be completed and tendered. Other project delivery methods are available, such as design-build, construction management or Integrated Project Design (IPD), however the ultimate construction cost to the City would be similar. Due to the conceptual nature of the new building at this time, a 15% design contingency has been carried. Option 1 also includes an estimate for the renovation and capital upgrades required at 190 Brady Street.

Option 1 – Hybrid Distribution Model

- Estimated construction cost – Administration at 190 Brady Street.....\$30.6 million
- Estimated construction cost – Operations at Frobisher.....\$87.9 million
- Total estimated project cost (Q2 2026 + 4% escalation)..... \$172.5 million

Option 2 – Consolidated Headquarters

- Estimated construction cost – Frobisher.....\$121.0 million
- Total estimated project cost (Q2 2026 + 4% escalation).....\$175.6 million

Recommendations

Two facility options for a new Greater Sudbury Police Service Headquarters were developed based on a 25-year planning horizon to meet the Greater Sudbury Police Service operational, staffing and programming requirements. Included in this report is detailed information on the evaluation and rationale for **Option 1 – Hybrid Distribution Model** (190 Brady to house Administration with a new satellite Operations facility at 1825 Frobisher) and **Option 2 – Consolidated Headquarters** (a single new consolidated police headquarters at 1825 Frobisher), outlining and the costing, benefits and challenges associated with each.

This report recommends that the need for a new police headquarters be acknowledged, and that the scope of this assignment be expanded to include detailed design development of Option 1 or 2, based on the decision from the Greater Sudbury Police Service Board. The design development should include a comprehensive site analysis of the proposed property of Frobisher, including preliminary civil, structural, mechanical, and electrical design, costing and scheduling. If Option 1 is selected, it is recommended that floor plan layouts be developed for 190 Brady, along with operational and construction sequencing strategies examined thoroughly.

Additionally, based on the Greater Sudbury Police Service Board and City of Greater Sudbury direction, a Request for Proposal for Architectural Consulting Services for the new Greater Sudbury Police Service Headquarters be issued for full construction documents, project management, and construction administration services to see the new headquarters to successful fruition.

2 – CURRENT OPERATIONS, FACILITIES & ISSUES

2.1 – Current Operations & Resources

The Greater Sudbury Police Service provides policing, crime prevention and public safety services to the residents, businesses and visitors to the City.

Mission, Vision and Values of the Greater Sudbury Police Service

The Greater Sudbury Police Service works to ensure the safety and well-being of Greater Sudbury, while also ensuring a culture of trust through professional services and empowering the community to enhance safety. Proudly, the Greater Sudbury Police Service pursues this vision while maintaining “R.I.C.H.” values, including Respect, Inclusivity, Courage, and Honesty.

The recommendations in this report will support these and other objectives, such as the need for operational efficiencies, and the future direction of the Police Service in Greater Sudbury.

2.1.1 – Current Operations

Organization

Under the Chief of Police, the Service is separated into two main departments, Administration and Operations, each reporting to a dedicated Deputy Chief of Police:

- The Administration department reports to their respective Deputy Chief of Police and includes the following divisions and units:
 - Human Resources & Professional Development (Training / Professional Development)
 - Finance (Payroll, Finance Section, Fleet, Facilities)
 - Communications Information Technology
 - Records & Customer Service (Records Section, Customer Service Section, Technical Support)
- Paired with the Administration department, reporting to the Chief of Police, includes the following divisions and units:
 - Strategic Operations
 - Corporate Communications
- The Operations department reports to their respective Deputy Chief of Police and includes the following divisions and units:
 - Patrol Operations (Patrol Operations Section, Police Community Response Center)
 - Criminal Investigation (Major Crime Section, Integrated Crime Section)
 - Integrated Operations (Emergency Response Section, Traffic Management + Rural Community Response Section, Emergency Management + Preparedness)

- o Emergency Communication Specialized Operations (Community Mobilization Section, Community Engagement Section, Courts Section, Property + Evidence Control, Closed Circuit Television System

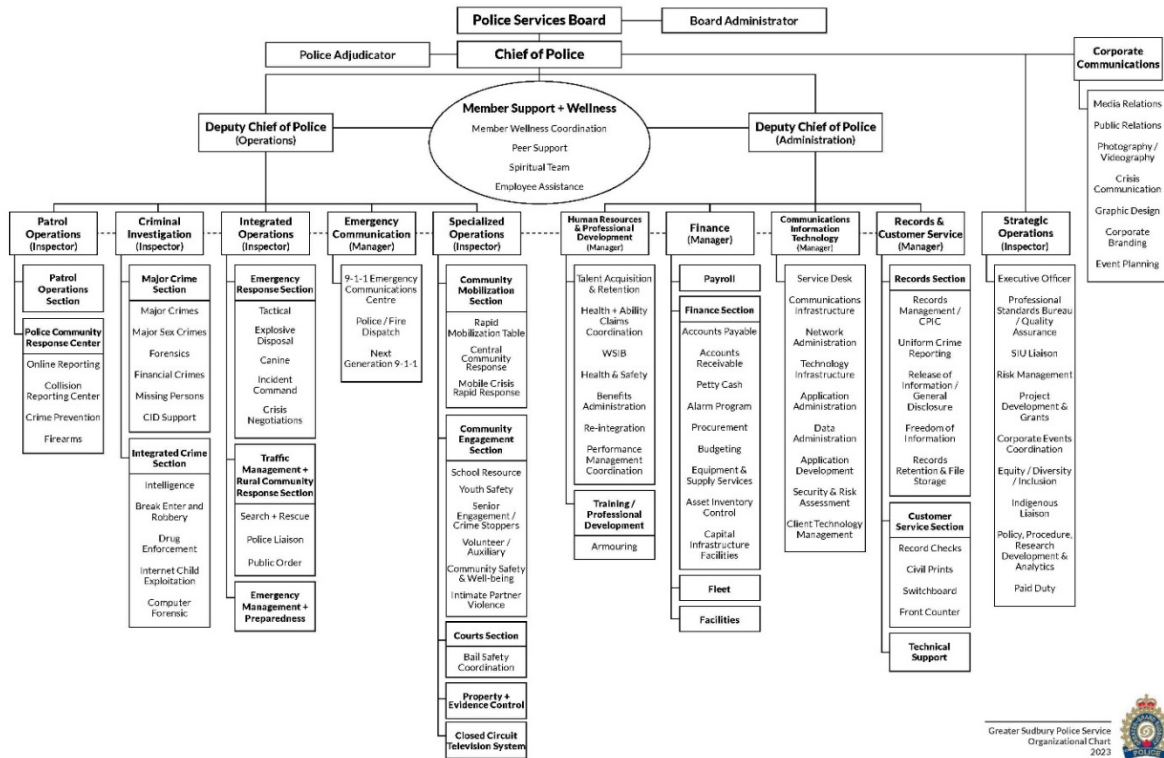


Figure 2.1.1.1 – Greater Sudbury Police Service organization chart 2023

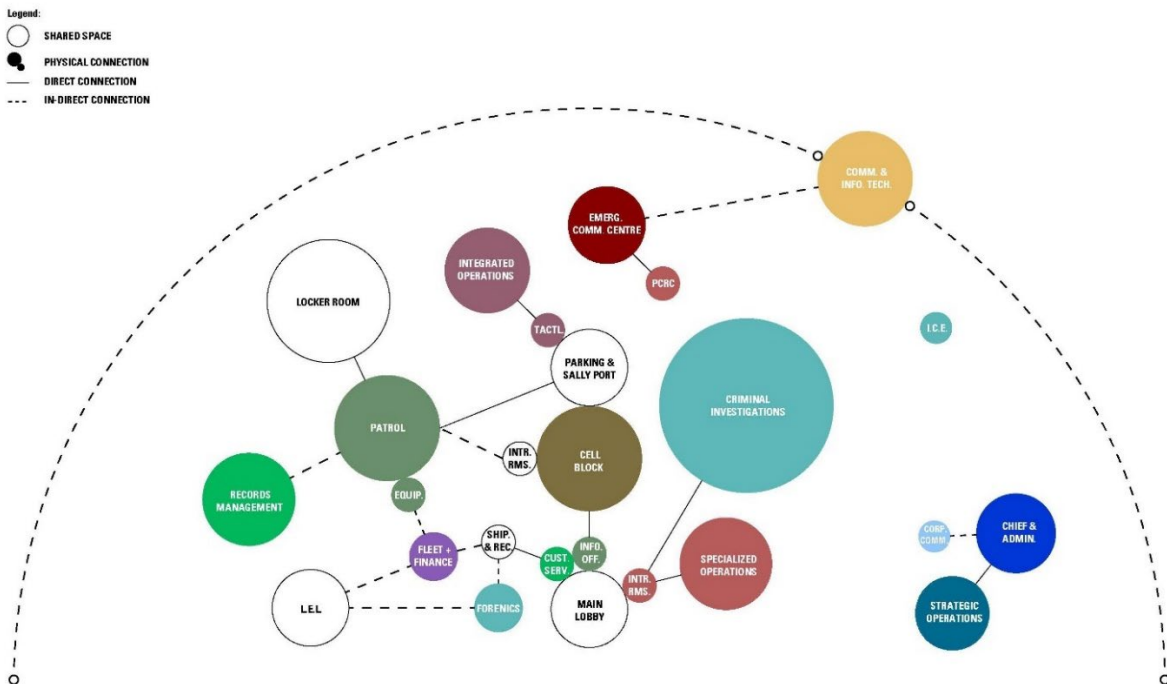


Figure 2.1.1.2 – New Headquarters Programmatic Adjacencies Bubble Diagram

Current Locations & Service Profile

The Greater Sudbury Police Service currently operate out of four facilities within Greater Sudbury, including 190 Brady Street, 128 Larch Street, LEL District 2, and Lorne Street Storage.



Fig. 2.1.1.3 – Facilities Location Map

2.1.2 – Staffing & Resources

Current Staffing Levels

The Service as of June 2023 comprises 480 sworn, police professionals and volunteer staff. This number is ever-changing and fluctuates based on new hires and retirements, as well as co-op students. A number of members are also off duty with PTSD or have been assigned modified duties.

- Sworn members..... 283
- Police Professionals 145
- Part-time Staffing 52

- Total – all categories.....480

For comparison purposes, the Greater Sudbury Police Service comprises approximately 480 sworn and police professionals, serving a community of around 170,000. This is a ratio of 2.8 per 1,000 population.

Population & Demographics

According to the City of Greater Sudbury Planning Department the current resident population is estimated at 170,210 (2021/2022). 30-year population growth projections indicate an anticipated population in the City of between 188,510 and 200,000 by 2051, an estimated increase of between 7 and 15 percent over current levels.

Calls for Service & Other Service Load Indicators

Other than raw growth in the resident population, other factors have had, and will continue to have, an impact on policing strategies and service load. These include implementing proactive and community-based policing, crime prevention and support programs, increased training demands, and increasingly time-consuming and complex responses to calls for service.

The number of calls for service in Greater Sudbury increased 3.8% percent between 2019 and 2023 – from 61,276 to 63,626. This trend is predicted to continue.

Potential Future Staffing Levels

Current total staff to be accommodated in the building (including volunteers) is approximately 480.

Based on anticipated population growth and demographic changes, future demand for police services could indicate a future total staff complement of around 602, a 25% percent increase over current levels.

- Current Population..... 170,210
- Current Police Staff480

- Projected 2051 Population188,510 to 200,000
- Projected Police Staff 602

The actual numbers of Police Service staff may vary by the 25-year planning horizon.

Annexation or Amalgamation

The numbers presented in this report are based on the service area for the Greater Sudbury Police Service to maintain its current boundaries. Should annexation of adjacent communities take place, adjustments in staffing projections and space requirements would have to be made. Service strategies for additional areas may dictate a need for other facilities or police substations to support revised resource allocation and deployment patterns.

2.1.3 – Greater Sudbury Police Service Strategic Plan 2024–2027

The recent Strategic Plan prepared by the Service is tailored to meeting the needs and priorities of the community. According to the chair of the Greater Sudbury Police Service Board, it provides guideposts for policing over the coming years.

Four key strategic priorities are identified:

1. Member Centered Workplace

- Healthy culture through accountability, transparency, fairness, and equity
- Member acknowledgement, succession planning, development and retention
- Authentic inclusion and support for physical and psychological safety and well-being

2. Policing with Excellence

- Culturally responsive service-delivery that is fair, equitable, and human-rights centered
- Community engagement and input in services, supports, accessibility, and recruitment
- Crime prevention and strategic enforcement to reduce crime and social disorder

3. Working Together

- Collaborative community and academic partnerships for effective and sustainable solutions
- Promote community safety initiatives focuses on the reduction of violence, crime, and victimization
- Focus on priority populations and those with acutely elevated risk, including vulnerable adults, children and young persons

4. Optimizing and Streamlining

- Use research, and strong evidence base for responsible resource deployment and risk mitigation
- Leveraging innovation and technological advancements for improved function and efficiency
- Fiscal prudence for reasonable and sustainable resource development and investments

The Greater Sudbury Police Service also recognizes a demographic shift and acknowledges that the organization and new facility must encourage the following:

- Openness
- Inclusiveness
- Welcoming
- Accessibility
- Recognition of Diversity
- Building of Public Trust
- Breaking Down of Barriers

2.2 – Current Facilities

2.2.1 – Current Buildings

The Greater Sudbury Police Service currently operates out of four locations. The majority of police operations are housed downtown at 190 Brady Street (connected to Tom Davies Square) and 128 Larch Street, with two additional satellite facilities due to space requirements.

- Primary location, 190 Brady Street74,839 sq.ft GFA
- 128 Larch Street.....15,277 sq.ft GFA
- LEL District 2..... 25,216 sq.ft GFA
- Lorne St Storage..... 3,319 sq.ft GFA
- Total Existing118,651 sq.ft GFA



Fig. 2.2.1.1 – 190 Brady Street Aerial

Headquarters – 190 Brady Street

This 6-storey police tower (six floors + basement) was retrofit to accommodate the Police Service in 1995, and at this time was not upgraded to a 'Post Disaster' designation per the Ontario Building Code. Though not required in a renovation, it is required that all new Police Headquarters be constructed as Post Disaster facilities.

The building accommodates the bulk of police operations, support and administrative functions, with detention and custody cells in the basement. The building is dated and requires mechanical, electrical, structural, and envelope upgrades to remain functional.

Floor areas (gross floor area) are as follows, with many departments having outgrown their allocated spaces.

- Sixth floor10,506 sq.ft GFA
 - Fifth floor10,506 sq.ft GFA
 - Fourth floor10,506 sq.ft GFA
 - Third floor10,506 sq.ft GFA
 - Second floor 10,076 sq.ft GFA
 - First floor 6,040 sq.ft GFA
 - Basement (including underground parking)16,699 sq.ft GFA
-
- Total gross floor area74,839 sq.ft GFA

The Police Service has access to approximately 31 secure parking spaces on the property for operational vehicles. Staff vehicles are accommodated at the nearby Minto Street municipal parking lot, where staff and visitors are required to pay for parking. The number of on-site parking spaces is inadequate.

Current functional issues at 190 Brady Street include:

- Ongoing risk with public parking and secure parking at Civic Square
 - Restricted and unsecured access to the parking garage
- Limited public parking at main entrance (4 spaces) which conflict with adjacent shipping/receiving area
- Challenging public access to the Greater Sudbury Police Service front entrance when coming from the parking garage
- Conflicting access between public and secure areas
- Difficulty for Emergency Services to access the communications center (Level 6)
- Mechanical, electrical and building envelope systems near or at end of expected life



Fig. 2.2.1.2 – 128 Larch Street Aerial

128 Larch Street

Three floors of the 8-storey tower at 128 Larch Street were retrofit to accommodate several administration departments of the Police Service in 2020.

Floor areas (gross floor area) are as follows, with some departments having outgrown their allocated spaces.

- Seventh floor.....5,902 sq.ft GFA
- Sixth floor5,902 sq.ft GFA
- First floor.....5,902 sq.ft GFA

- Total gross floor area.....15,277 sq.ft GFA

Current functional issues at 128 Larch Street include:

- Inadequate site space for shipping/receiving

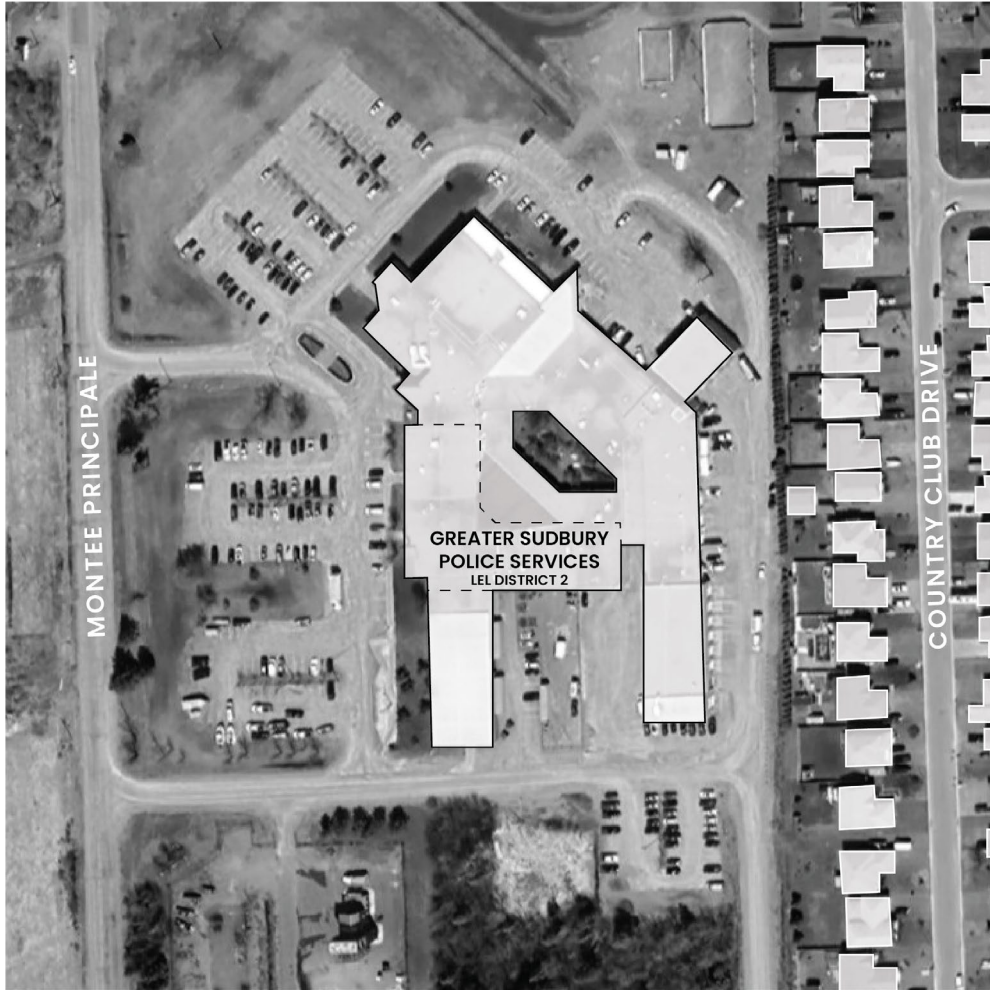


Fig. 2.2.1.3 – LEL District 2 Aerial

LEL District 2

A portion of LEL District 2 was renovated to serve as a satellite operations facility for the Greater Sudbury Police Service in 2004.

Floor areas (gross floor area) are as follows, with many departments having outgrown their allocated spaces.

- Second floor 1,519 sq.ft GFA
- First floor..... 23,697 sq.ft GFA

- Total gross floor area..... 25,216 sq.ft GFA

Current functional issues at LEL District 2 include:

- Requirements for dedicated training and classroom spaces
- Outdoor fleet parking, increasing wear on police vehicles

2.2.2 – Facility Issues & Shortcomings

Primary concerns with the existing facilities include lack of space, inefficient use of space and poor building conditions in many areas. Of particular concern is the division between public and private spaces, requiring escorts to the public boardroom and interview suites. An additional concern is the security of the underground parking at 190 Brady Street, with only two exits that are easy to obstruct and hinder response times. Additionally, none of the current Police facilities are constructed as “Post Disaster” buildings as defined by the Ontario Building Code, and though not required in renovations of existing facilities, it is recommended to ensure resiliency and durability in disastrous events.

Lack of Space

As the Police Service continues to grow, the space needs of the Service have also increased beyond what the existing facilities are able to accommodate. Based on discussions with Greater Sudbury Police Service representatives, past trends, population and demographic projections and development patterns within the city, this report estimates that the Service will grow by 27%, from its current level of 471 (including volunteers and Police Auxiliary) to around 589 by 2048. The space needed to support increased staff is estimated to be 194,000 sq.ft, a 64% increase from the 118,651 sq.ft of space currently occupied by the Police Service

Layout & Planning

The Police Service has acquired additional space at various locations since relocating their headquarters to 190 Brady Street, and distributed departments across these locations based on spatial needs at the time. As a result of this approach, the Police Service is subdivided across the city. Furthermore, the departments are spread out across various floors, creating separated departmental “silos”.

Building Condition and Systems

Based on the Building Condition Assessment (BCA) completed in 2019 by Accent Building Service, located in Appendix C, 190 Brady Street is in need of major structural, mechanical, electrical and envelope upgrades to continue serving the Police Service. Many components are at the end of their estimated lifespan and require replacement, including the cell block and its related infrastructure. The Greater Sudbury Police Service rents the space at 190 Brady Street from the City of Greater Sudbury, who is the landlord and responsible for bade building and equipment upgrades.

Accessibility

Based on the accessibility report completed by Bélanger Salach Architecture in July 2023, included in Appendix D, the existing Police Service facilities require widened doorways, upgrades to washrooms to accommodate barrier-free stalls and showers, universal washrooms, and tactile indicators in stairwells due to evolving accessibility requirements. Given the recent renovation of 128 Larch Street (completed in 2020), this location is only lacking tactile indicators in stairwells, which falls to the building owner to implement with the space being leased.

Building Security

The security system and CCTV cameras, as well as the building automation system (BAS) at 190 Brady Street are in need of replacement. The parking garage at 190 Brady Street also poses a security concern due to a limited number of exits for operations vehicles and exits that are easily obstructed.

Parking & Fleet

There is a shortage of adequate fleet parking at all sites. Currently, fleet at LEL District 2 is outdoor, which creates inefficiencies in response time and leads to increased maintenance needs. All fleet vehicles are required to provide community safety and respond to service calls promptly across Greater Sudbury throughout all seasons.

3 – NEEDS ASSESSMENT

3.1 – Operational & Support Unit Requirements

For planning purposes this report divides required space in the building into discrete blocks based on their function and/or need for separation. The needs of each department were determined by means of a questionnaire issued in June 2023 (see Appendix F), where department leads had the opportunity to comment on operational needs, department adjacencies, and future growth.

Refer to Section 3.2 for a description of current and future space needs.

3.1.1 – Administration

01 – Senior Administration

- Location: 190 Brady St - Level 5
- Current Area: approx. 1,859 sq.ft

02 – Member Support & Wellness

- Location: 190 Brady St - Level 3
- Current Area: approx. 1,772 sq.ft

03 – Corporate Communications

- Location: 190 Brady St - Level 5
- Current Area: approx. 526 sq.ft

The Corporate Communications Division is responsible for the external and internal communications strategy including traditional media, social media, the public website, the upcoming internal communication platform and corporate branding.

The department uses two offices beside one another and would benefit from an additional closed office for the multi-media marketing specialist who requires privacy for voice recording and video production. A dedicated meeting space with audio/visual capabilities for podcast and video recording is also desired.

04 – Human Resources

- Location: 128 Larch St - Level 7
- Current Area: approx. 1,747 sq.ft

The Human Resources department has seen challenges in being separated from the majority of members at 190 Brady Street, as well as being found by the public.

05 - Training / Professional Development

- Location: LEL - Level 1
- Current Area: approx. 3,155 sq.ft

The training department organizes and delivers all mandated training for all members of the Police Service. The department requires access to dedicated classrooms and gym space to operate efficiently. The provision of a Greater Sudbury Police Service owned firing range would also be beneficial, potentially providing business opportunities to rent to other Northern Police Services.

06 - Finance

- Location: 128 Larch St - Level 6
- Current Area: approx. 1,614 sq.ft

The Finance department manages all financial administration and purchasing. The current office space is sufficient, though being separated from 190 Brady Street requires regular travel for meetings between locations.

07 - Equipment & Supply Services

- Location: 128 Larch St - Level 1
- Current Area: approx. 2,602 sq.ft

The Equipment and Supply Service manages shipping and receiving of all equipment and supplies. Though the current office space is sufficient, there have been many shipping and receiving issues since the move from 190 Brady Street to 128 Larch Street in 2020, resulting in additional workload for staff. A large storage space with a secure door and workshop is also required for the asset coordinator, who currently has items stored at all Police Service locations.

08 - Records & Customer Service

- Location: 190 Brady St - Level 1
- Current Area: approx. 2,573 sq.ft

The Information Management department requires all staff to be located on one floor to provide assistance and supervision, as well as private offices and dedicated meeting areas. Additional storage is also needed as some records are stored off-site at the Lorne Street Storage,

09 - Professional Standards

- Location: 128 Larch St - Level 6
- Current Area: approx. 1,574 sq.ft

3.1.2 – Communications Information Technology

11 – Emergency Communications

- Location: 190 Brady St – Level 6
- Current Area: approx. 2,400 sq.ft

Emergency Communications encompasses all communicators, managers, supervisors and necessary equipment to operate 911 dispatch. Located on the 6th floor of 190 Brady Street, there is concern for evacuation in emergency situations should the stairwells become inaccessible. Additional office and meeting space is also needed to support department growth.

12 – Communications Info Technology

- Location: 190 Brady St – Level 6
- Current Area: approx. 2,415 sq.ft

This area comprises open office space for employees who are subject matter experts in their respective technology domains, including desktop and application support, network and security management, mobile technology management, programming and database administration, server administration and service desk support.

The server rooms and data closets at 190 Brady Street and LEL District 2 were not purpose-built and present cooling and security challenges. A defined reception zone to divide customer service and technician duties, as well as additional storage space for technology assets, is required to improve workflow.

3.1.3 – Operations

21 – Strategic Operations

- Location: 190 Brady St – Level 5
- Current Area: approx. 2,148 sq.ft

The Strategic Operations department is comprised of multiple departments and requires additional open and closed office spaces, as well as meeting spaces, to support future functions.

22 – Integrated Operations

- Location: 190 Brady St – Level 2
- Current Area: approx. 1,349 sq.ft

23 – Traffic Management

- Location: LEL – Level 1

- Current Area: approx. 2,000 sq.ft

The Traffic Management department has adequate office space for their needs due to a recent open office layout renovation, though equipment storage is lacking. There is also a lack of personal connections with many members at the 190 Brady Street location, and a single location is preferred.

24 - Emergency Response / Tactical

- Location: 190 Brady St - Level 0
- Current Area: approx. 1,770 sq.ft

The Emergency Response Unit responds to high-risk incidents and functions as uniform support to Patrol Operations.

While office space is adequate, the department is on a separate floor from investigative units which makes communication between colleagues difficult. The secure parking is insufficient for all fleet vehicles and dedicated storage for the department is dispersed throughout the building, with one secure space for all equipment needed to improve workflow.

25 - Rural Community Response

- Location: LEL - Level 1
- Current Area: approx. 1,000 sq.ft

The Rural Community Response Unit is responsible for off-road traffic management and the Provincial Liaison Team who manage labour disputes. The office space is mostly adequate, though an increase in indoor storage for equipment is required, as well as proximity between the office and storage to improve response times.

26 - Specialized Operations

- Location: 190 Brady St - Level 5
- Current Area: approx. 4,400 sq.ft

27 - Property / Evidence

- Location: LEL - Level 1
- Current Area: approx. 8,600 sq.ft

The Property Evidence Control Department is responsible for the intake, logging, tracking and maintenance of all found and/or seized property in possession of the police service.

The allocated office space is generally suitable, though additional access to natural lighting and increased security measures would be beneficial. There is also a need for dedicated collaboration and meeting spaces to support the department as it continues to grow. Secure

storage is lacking for larger seized property and hazardous property, which are both currently stores in the outdoor property compound.

28 - Detention / Custody

- Location: 190 Brady St - Level 0
- Current Area: approx. 3,150 sq.ft

The current detention and custody area requires renovation to continue serving the Police Service, including a full upgrade to the cell block and interview areas. The locking mechanisms, monitors and controls are beyond their lifecycle and require replacement. The spatial separation also needs to be reworked, as public escorts are needed through secure areas to the interview rooms.

3.1.4 – Patrol Operations

31 - Patrol Operations

- Location: 190 Brady St - Level 0 & 1
- Current Area: approx. 4,400 sq.ft

Patrol Operations are currently dispersed throughout the building, with leadership on a separate floor than the remainder of the department. There are several security concerns related to public access, where currently the public needs to be escorted through secure areas. The department would benefit from being located on one floor, increasing efficiency and workflow.

32 - Collision Reporting Centre

- Location: LEL - Level 1
- Current Area: approx. 780 sq.ft

The Collision Reporting Centre is provided from an on-site vendor and is linked to Traffic Management.

3.1.5 – Investigations & Investigative Support

41 - Criminal Investigations

- Location: 190 Brady St - Level 1, 4, 5, 6
- Current Area: approx. 6,844 sq.ft (includes 42 - Major Crime Section, 43 - Integrated Crime Section, 44 - Interview Suite)

The Criminal Investigations Division is responsible for a variety of major crime investigations such as assaults, fraud, hate crimes, arson, forensics, high-risk offender management and homicides.

The department requires consolidation on one floor and additional meeting spaces, for larger groups or private meetings, to support efficiencies. The department would also benefit from various open workspaces to encourage collaboration and visibility to management.

45 - Forensic Identifications

- Location: 190 Brady St - Level 6
- Current Area: approx. 2,488 sq.ft

Forensic Identifications are involved in both field and office work, conducting forensic examination of crime scenes and processing samples. Current space requires revision meet standards and better serve the Police Service. The forensic team is separated from their team lead and would benefit from a shared level, with the remainder for the Criminal Investigations Division for increased interaction with leadership.

3.1.6 – Other Units

51 - Victim Services (SAVS)

- Location: 190 Brady St - Level 1
- Current Area: approx. 660 sq.ft

Victim Services is provided from an on-site vendor and is linked to Traffic Management. This unit would benefit from an office next to the main lobby for public access.

3.1.7 – Staff Amenities & Common Areas

61 - Staff Amenities, Lockers

- Location: 190 Brady St - Level 3, LEL - Level 1
- Current Area: approx. 6,157 sq.ft

62 - Common Areas

- Location: 190 Brady St - Various Levels, 128 Larch St - Level 7, LEL - Level 1
- Current Area: approx. 2,153 sq.ft

63 - Public Access Areas

- Location: 190 Brady St - Level 0 & 1

- Current Area: approx. 2,856 sq.ft

3.1.8 – Garages, Storage & Maintenance

81 – Garages, Vehicle Storage

- Location: 190 Brady St – Level 0, LEL – Level 1
- Current Area: approx. 13,014 sq.ft

Parking and storage are noted by many departments as an issue, with requirements for consolidated and centralized facilities for secure, indoor storage. There is also a clear need for additional secure parking for fleet vehicles and staff/visitor parking as the Police Service continues to grow.

82 – Storage & Maintenance

- Location: 190 Brady St – Level 0 & 2 (storage at LEL and multiple external vendors)
- Current Area: approx. 13,014 sq.ft

The Fleet and Facilities department would benefit from one central storage site for all equipment and tires to increase workflow efficiency, as well as improved secure indoor parking for police vehicles. Proximity to dedicated storage and a washbay will also be beneficial to accommodate future growth.

3.2 – Facility & Space Requirements

Areas are given in imperial units. Square feet can be converted to square meters by dividing by 10.76. Existing and required areas for each operational unit, section or suite are approximate. Future space requirements are estimates based on typical circulation and grossing factors, and have been rounded.

- Gross floor area (GFA) refers to the area of all floor levels within the building, including the thickness of exterior walls, common circulation areas (corridors, stairs, elevator) and service spaces, as well as common-use washrooms.
- Usable area generally refers to the area of each individual suite or group of spaces assigned to a specific purpose and includes internal circulation.
- Net area refers to the actual size of offices, rooms and workstations from within the room.

A gross up factor has been used in the accompanying tables to estimate usable and gross floor area based on the required net area of each component.

3.2.1 – Space & Facility Needs

Currently the Greater Sudbury Police Service occupies around 118,651 sq.ft (11,023 sq.m) including all facilities. For the purposes of this study, it is assumed that all functions would be provided by either Option 1 or 2, relinquishing the need for space at all existing facilities (apart from 190 Brady Street, included in Option 1).

Following the user engagement meetings, interview and review of existing facilities, operations and pinch points, it has been determined that a building of around 194,000 sq.ft (18,023 sq.m) would be required to accommodate projected 25-year growth, including vehicle storage/garage space. Figures 3.2.1.1 to 3.2.1.3 visualize the amount of expansion needed in each facility.

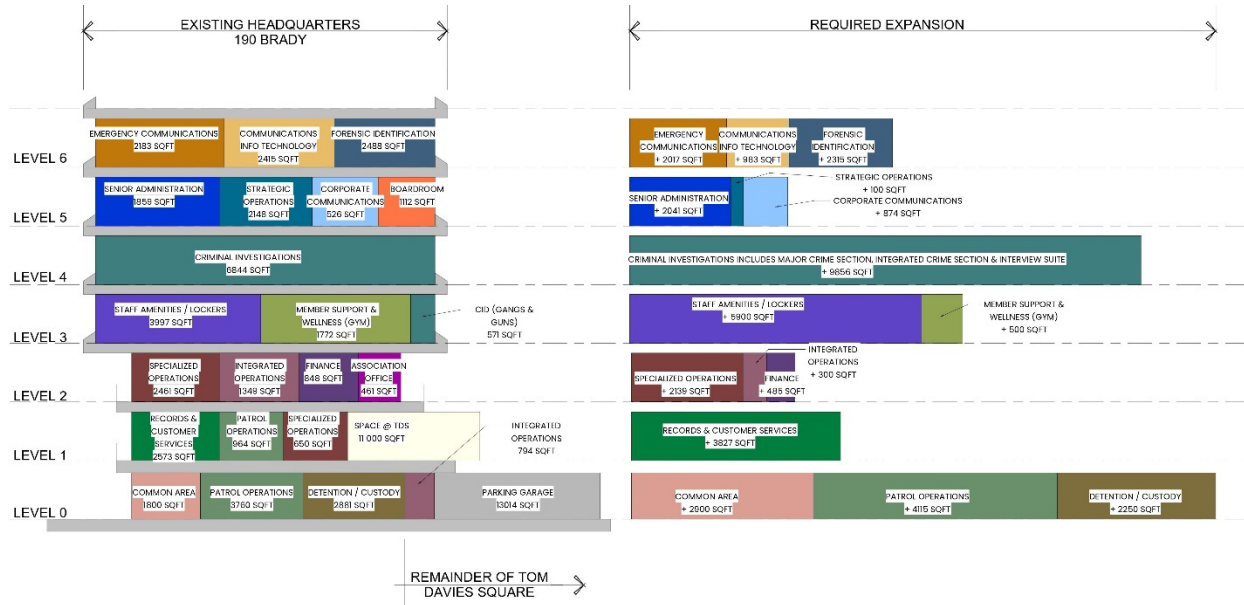


Fig. 3.2.1.1 – 190 Brady Street Spatial Needs

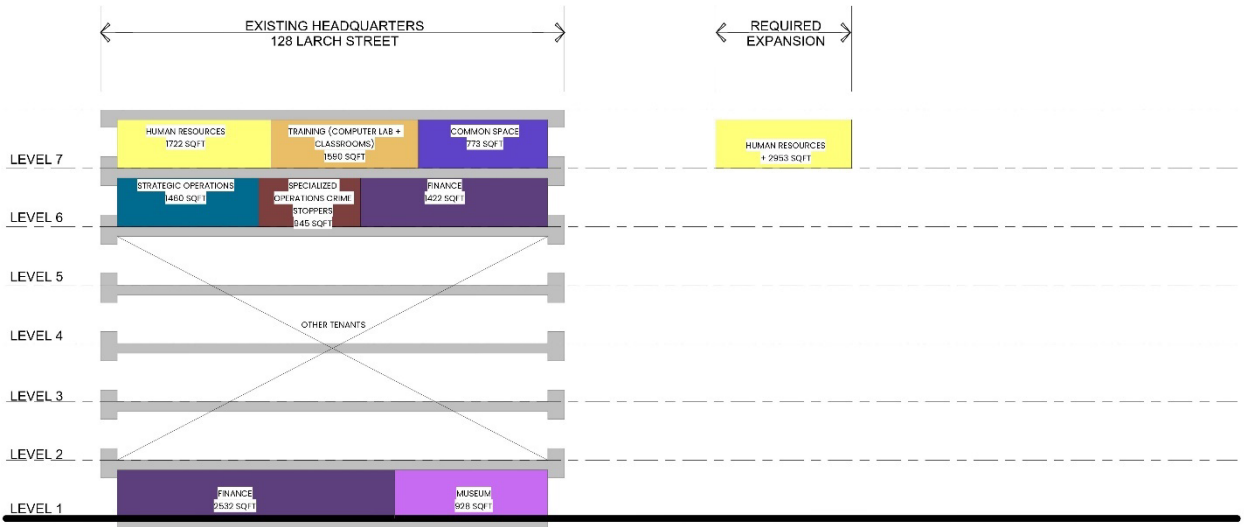


Fig. 3.2.1.2 – 128 Larch Street Spatial Needs

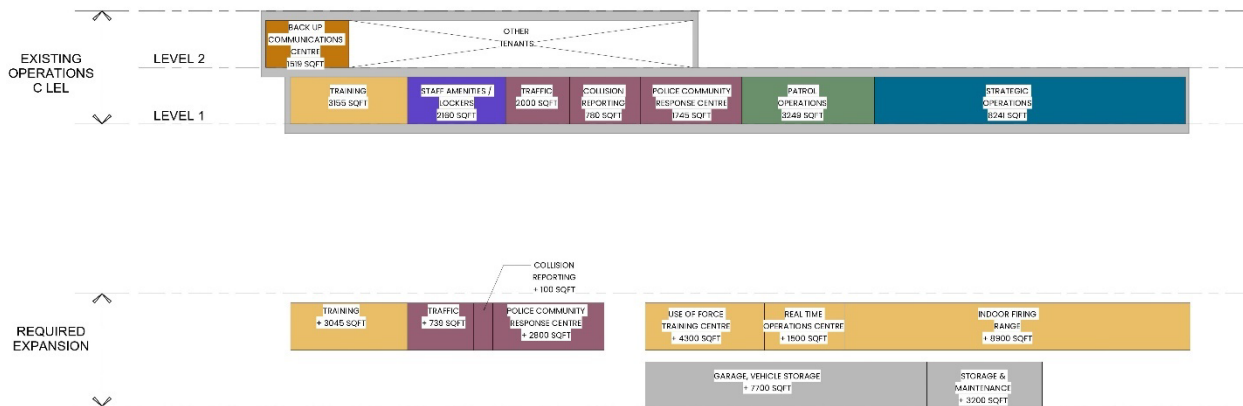


Fig. 3.2.1.3 – LEL District 2 Spatial Needs

A summary of projected future staffing and space requirements is included on the next page. The full Functional Program is included in Appendix A, which lists each staff category, and space required for all operational and support functions.

Site Requirements

To accommodate the Operations building (planned on two floors), parking for operational vehicles, staff vehicles and visitors, as well as Zoning By-Law requirements for setbacks, open space and stormwater management, a site of approximately 10.9 acres is needed. Smaller sites were deemed insufficient based on the required spatial needs of the functional program.

3.2.2 – Site Requirements

Several sites were considered for evaluation based on a number of factors, including City ownership, adequate area for development, proximal location to downtown and servicing needs. A selection of sites that had the potential to support a new facility for the Police Service were presented at a meeting between Bélanger Salach Architecture, Greater Sudbury Police Service staff and City of Greater Sudbury staff, offering opportunity for comment before pursuing more detailed site evaluations.

Site Size

Based on the functional program developed for an Operations building, schematic layouts were developed that required a site of approximately 8.7 acres, including buildings, parking and driveways. Based on Zoning By-Law requirements, a 25% area increase was allowed to

accommodate setbacks, open landscaped space and stormwater management, totaling a minimum site area of 10.9 acres.

Site Characteristics

An ideal site would be relatively flat and free of mature vegetation growth to reduce the environmental impact and costs associated with development. An ideal site is also not surrounded by tall buildings or significant topography that would allow for easy observation of patrol and undercover vehicles.

Site Location

The site location is required to be within proximity to the Sudbury Courthouse and Sudbury Jail, both located downtown, and as such only sites within a 10km radius were considered. Other factors that influenced location are the proximity to public transit, proximity to rail lines or mining sites, and the presence of services such as water and sewage. It is also not recommended to situate Police Headquarters in residential areas due to the releasing of prisoners and potential sound impacts.

4 – ACCOMMODATION OPTIONS

4.1 – Accommodation Strategies

4.1.1 – Accommodation Options

For the Greater Sudbury Police, there are two favourable options to provide the additional space required:

1. Hybrid Distribution Model (Administration and Operations)
2. Consolidated Headquarters

The option of splitting police operations between more than two locations is not considered by this report due to the impact on operational efficiency.

The attached functional program is based on anticipated 25-year needs for the Greater Sudbury Police Service, given projected population numbers, future demographics and police service demand. Any new building should be designed to be expanded in future to accommodate police service and operational needs beyond that planning horizon.

The following factors were considered in developing the following accommodation options:

- Current, future and long-term space needs, long term planning strategies
- Police service delivery options
- Importance of downtown proximity
- Current building structural and general condition, building code issues, accessibility
- Compliance with the Community Safety and Policing Act and other best practices
- Land and building availability, possibility of expansion at current location, Town policy regarding property acquisition/expropriation
- Implementation (disruption during construction)
- Construction and site development costs
- Ongoing operating costs (facility costs and police operations)
- Sustainability and City climate action policies
- Culture and history of the Greater Sudbury Police Service
- Partnership opportunities and development opportunities
- Potential to accommodate other City functions or public spaces
- Community and business synergies, partnerships

Option 1 – Hybrid Distribution Model

This concept proposes a renovation of the existing facility at 190 Brady Street for administration uses and a new purpose-built facility for operations. The conceptual block plans for both facilities form the basis of the attached cost estimates. This option has also been used to determine the required minimum site area for a newly constructed facility.

Option 2 – Consolidated Headquarters

This option proposes a new, purpose-built facility for both administration and operations at a new location, housing all of the Police Service in one building. The conceptual block plan forms the basis of the attached cost estimates.

4.1.2 – Site Selection & Evaluation

Site location criteria were used to determine suitable areas within the municipality, narrowing the sites to those that were most promising for a new police facility. A weighted matrix was developed for use after visiting the selected sites, including the following identified criteria:

- Centralized location and proximity to the Courthouse
- Ability to provide multiple vehicular access points on and off the property
- Access to existing infrastructure and utilities
- Property is an adequate size for the facility and parking
- Compatibility with the surrounding neighbourhood and its uses
- Proximity to public transit to ensure public accessibility
- Compatibility with adjacent land uses related to site security
- Adequate space for stormwater management and septic leeching bed (if needed)
- Adequate space for future growth and expansion
- Potential for synergies with other emergency services or municipal services
- Political impact of a police facility in this area and potential for public support
- Visibility from the surrounding community and potential for a strong presence
- Positive community impact potential
- Positive economic impact potential
- Impact on noise and traffic in the area
- Proximity to rail lines or mining sites
- Potential ground or soil contamination
- Natural hazards such as varying topography or proximity to a floodplain

Participants were asked to envision a police facility at each site and evaluate each criterion, scored from 1 to 3, based on its perceived success or failure at each site. The scores were then multiplied with their respective weight factor to provide a weighted comparison amongst sites.

Administration Building

The Police Service currently uses around 75,000 sq.ft at 190 Brady Street, with this accommodation option reducing the space usage to approximately 53,000 sq.ft. Space on L4, L5 and L6 would be returned to the City of Greater Sudbury, likely for uses related to the Cultural Hub. For security purposes, the Police Service would maintain control of the central elevator and an additional elevator would need to be accommodated for the public to access the future uses on the upper floors.



Fig. 4.2.1.2 – Test-Fit of Administration at 190 Brady Street (full drawing in Appendix B)

There are a number of benefits to a renovation at 190 Brady Street, including:

- Maintaining a police presence within the downtown core, communicating safety and security, while also supporting familiarity within the community by remaining in a known location.
- The administration building would be integrated into the Cultural Hub, ensuring a strong public presence for open meetings and community engagement.

There are several space quality challenges associated with renovating 190 Brady Street, including:

- Compromised circulation, adjacencies, and flow by having functions located on multiple separate floors.
- Dispersion of operations will negatively impact inter-unit communication and general operational efficiency.
- Potential compromises in providing sufficient space. Due to the configuration of the existing building and the amount of space available on each floor, some departments may get less space than required while others have excess. Planning is likely to be more inefficient than in a new, purpose-built design.
- Provision of adequate washroom facilities and showers to accommodate surge occupancy (ie, at a shift change).
- Difficulty to plan for logical future growth/expansion. A new building can be designed and constructed to be expandable, whereas with this option a second expansion program would be difficult to plan for.
- Challenges to provide suitable parking for operational vehicles (proximity to operational units, ease/speed of egress, multiple access/egress points, vehicle security, accommodating surge at shift overlap, special/emergency events, training, requirements for specialized or large vehicles).
- Challenges to provide suitable parking for staff vehicles, accommodating surge at shift overlay, personal security (for those working at night), including required accessible spaces.
- Challenges providing suitably located visitor parking, with appropriate accessible spaces.

There are also a number of implementation and phasing challenges associated with 190 Brady Street, including:

- Requirement to temporarily move some or all departments off-site, with efficiency challenges and costs, and potential security concerns. This process will pose risks to the seamless continuity of operations.

- Need for a complex and comprehensive demolition and construction plan that will need to consider:
 - Police operations, efficiency, temporary moves, creation of swing space, etc.
 - Security, with particular concern with access to the building, personnel, assets, and information.
 - Personnel safety and fire safety provisions.
 - Dust, noise, and general disruption.
- Extended construction period, likely with multiple phases and moves involving each department.
- Inefficient construction with a need for temporary and/or enabling works (including mechanical, electrical, and ICAT scope).
- Challenges to maintain operation of required mechanical, electrical, and communications systems during construction.
- Increased costs compared to new construction due to required capital upgrades and associated cost for swing space and/or temporary off-site space fit-ups.
- Increased risks and unknowns associated with the existing building.
- Potential difficulty assembling a development partnership compared to a new building (i.e. design-build, DBF, or build-to-lease).

Operations Building

The proposed operations building would accommodate 141,000 sq.ft at 1825 Frobisher Street, and be constructed as a “post-disaster” building as required by the Ontario Building Code. The site allows for two distinct access and exit points from Frobisher to either the Kingsway or Falconbridge Road, with a planned future connection to Auger Avenue. There is also adequate space for distinct visitor and secure Police Service parking.

The test-fit is representative of a two-storey building with no basement. The programmatic organization optimizes operational adjacencies, accommodates vehicular access and storage, and limits public access areas for security purposes.

- Main floor (including garages) 72,185 sq.ft (6,706 sq.m)
- Upper floor.....56,845 sq.ft (5,281 sq.m)
- Firing range 11,570 sq.ft (1,075 sq.m)
- Total building area.....140,700 sq.ft (13,071 sq.m)

The areas and adjacencies will be refined in the schematic design phase, as well as overall massing for the building, with the test-fit confirming potential at the selected Frobisher site. There is additional space on the site for future expansion, with the extent to which this is considered during schematic design to be clarified by the Greater Sudbury Police Service Board moving forward.

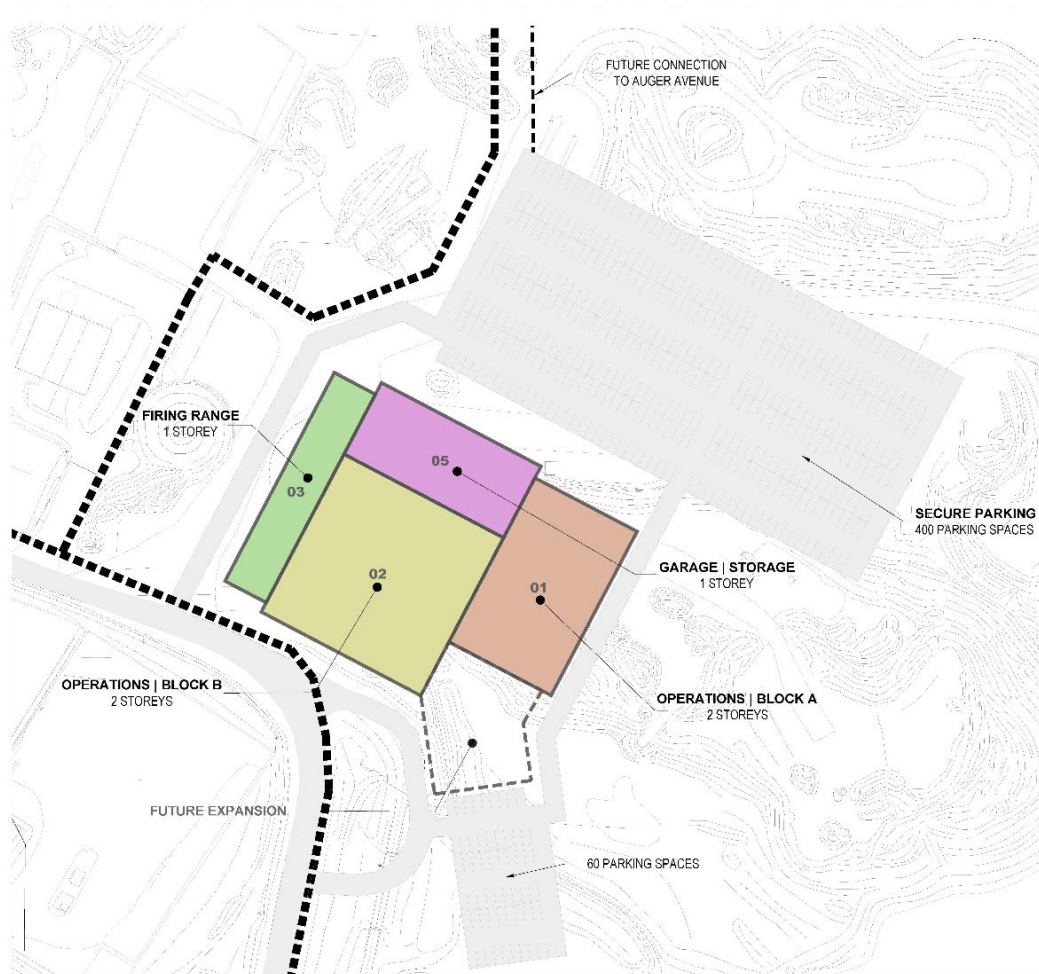


Fig. 4.2.1.3 – Test-Fit of Operations at 1825 Frobisher Street (full drawing in Appendix B)

4.2.2 – Accommodation Option 2, Consolidated Headquarters

The consolidated headquarters proposes a single building at 1825 Frobisher Street for both administration and operations. The proposed building is 193,700 sq.ft, accommodating a two-storey administration wing, and will be constructed as a “post-disaster” building as required by the Ontario Building Code. As noted in Option 1, the site allows for two distinct access and exit points with a planned future connection to Auger Avenue, as well as adequate space for distinct visitor and secure Police Service parking.

The test-fit is representative of a two-storey building with no basement. The programmatic organization optimizes operational adjacencies, accommodates vehicular access and storage, and limits public access areas for security purposes.

- Main floor (including garages) 98,685 sq.ft (9,168 sq.m)
- Second floor 83,315 sq.ft (7,743 sq.m)
- Firing range 11,570 sq.ft (1,075 sq.m)
- Total building area 193,700 sq.ft (17,995 sq.m)

The areas and adjacencies will be refined in the schematic design phase, as well as overall massing for the building, with the test-fit confirming potential at the selected Frobisher site. There is additional space on the site for future expansion, with the extent to which this is considered during schematic design to be clarified by the Greater Sudbury Police Service Board moving forward.

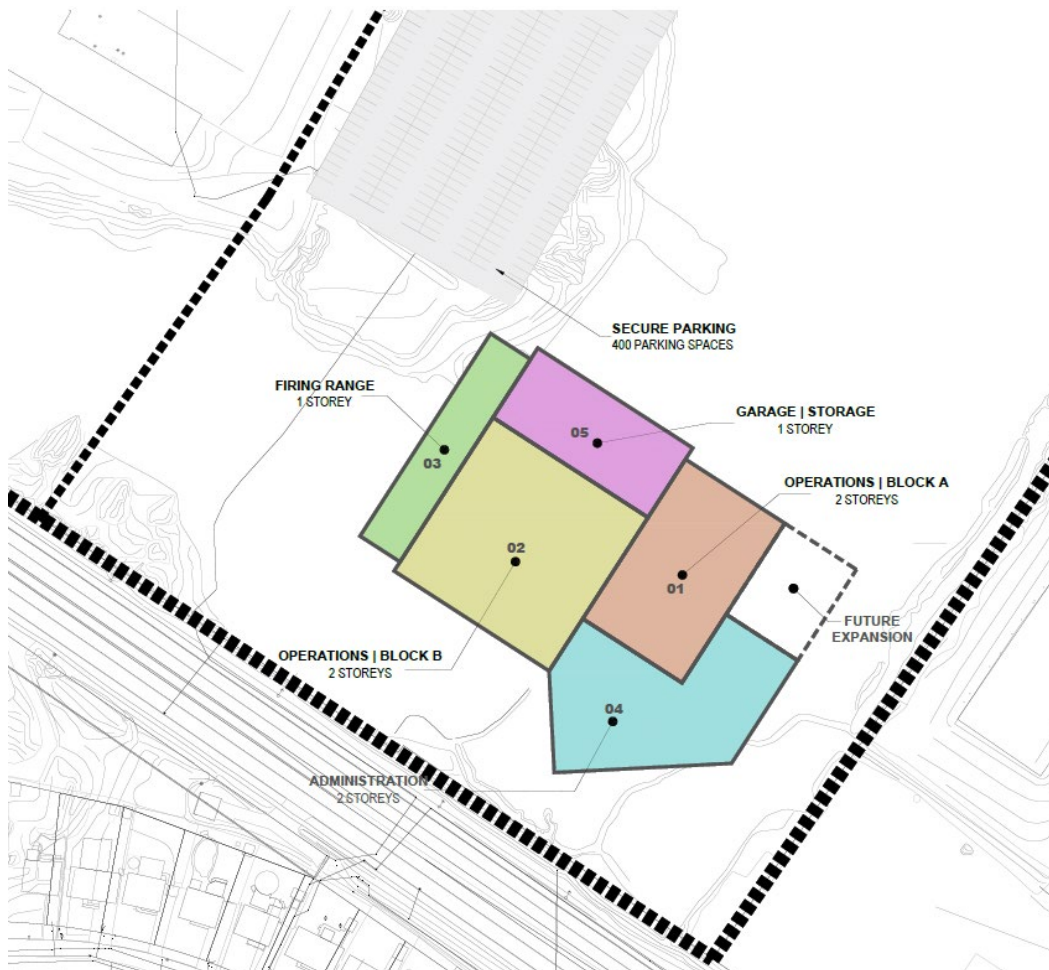


Fig. 4.2.2.1 – Test-Fit of All GSPS Functions at 1825 Frobisher Street (full drawing in Appendix B)

APPENDICES

Appendix A – Functional Program

Appendix B – Test-Fit Drawings

Appendix C – Building & Systems Condition Assessment

Appendix D – Accessibility Report

Appendix E – Cost Estimate

Appendix F – Questionnaire