Stratford City Council
Special Council Open Session
AGENDA

Meeting #: 4796th

Date: Monday, April 20, 2026

Time: 6:00 P.M.

Location: Council Chamber, City Hall

Council Present: Mayor Ritsma - Chair Presiding, Councillor Beatty, Councillor Biehn, Councillor Briscoe, Councillor Burbach, Councillor Henderson, Councillor McCabe, Councillor Nijjar, Councillor Sebben, Councillor Wordofa

Staff Present: André Morin - Chief Administrative Officer, Tatiana Dafoe - City Clerk, Audrey Pascual - Deputy Clerk, Kim McElroy - Director of Social Services, Tim Wolfe - Director of Community Services, Taylor Crinklaw - Director of Infrastructure Services, Karmen Krueger - Director of Corporate Services, Adam Betteridge - Director of Building and Planning Services, Neil Anderson - Director of Emergency Services/Fire Chief, Emily Robson - Corporate Initiatives Lead

If unable to attend the meeting in person, you can watch the Council meeting live. A video recording of the meeting will also be available through a link on the City's website following the meeting.

Pages

1. Call to Order:

Mayor Ritsma, Chair presiding, to call the Council meeting to order.

Councillor Hunter provided regrets for this meeting.

Land Acknowledgment

Moment of Silent Reflection

Respectful Conduct Statement

2. Declarations of Pecuniary Interest and the General Nature Thereof:

The *Municipal Conflict of Interest Act* requires any member of Council declaring a pecuniary interest and the general nature thereof, where the interest of a member of Council has not been disclosed by reason of the member's absence from the meeting, to disclose the interest at the first open meeting attended by the member of Council and to otherwise comply with the *Act*.

Name, Item and General Nature Thereof

3. Delegations:

Delegations are listed under section 4.1.

4. Orders of the Day:

4.1 Resolution - Grand Trunk Renewal Project — Workshop Series Update and April 27 Report Introduction to Recommendations (COU26-047)

1 - 308

Following a presentation by the Chief Administrative Officer, the following persons have requested to speak to Council regarding the Grand Trunk Renewal Project:

- Co-Chairs Ron Dodson and Chris Leberg, Stratford Arts and Culture Collective (SACC) - will inform Council of a need for a space that can be used for the arts and culture community, YMCA, Stratford Library and to request SACC be included in the development of the site.
- Robert Ritz will be presenting ideas on the development of the site.
- Robert Verdun will be requesting that all options be kept open until after the 2026 election.
- Jane Marie Mitchell will be speaking in support of an alternative proposal for the site.

Motion by
Staff Recommendation: THAT the Report titled, "Grand Trunk Renewal Project — Workshop Series Update and April 27 Report Introduction to Recommendations" (COU26-047), be received for information.

Motion by
THAT Ron Dodson and Chris Leberg, Co-Chairs of Stratford Arts and Culture Collective, Robert Ritz, Robert Verdun and Jane Marie Mitchell be

heard.

5. Confirmatory By-law: 309

To confirm the proceedings of Council of The Corporation of the City of Stratford at its meeting held on April 20, 2026.

Motion by
THAT By-law 5.1 be read a First and Second Time.

Motion by
THAT By-law 5.1 be read a Third Time and Finally Passed.

6. Adjournment:

Motion by
THAT the April 20, 2026, Special Council Meeting adjourn.

MANAGEMENT REPORT

Date: April 20, 2026
To: Mayor and Council
From: André Morin, CAO
Report Number: COU26-047
Attachments: Appendix 0: Draft Management Report: Grand Trunk Renewal Project Implementation Strategy and Next Steps;
Appendix 1: Grand Trunk Costing Report: Community Facilities & Grand Trunk Building;
Appendix 2: Grand Trunk Master Plan;
Appendix 3: Exploring the Feasibility of a Community Complex as Part of the Grand Trunk Master Plan;
Appendix 4: Council Workshop #3

Title: Grand Trunk Renewal Project — Workshop Series Update and April 27 Report Introduction to Recommendations

Objective: To provide an overview of work completed to date in 2026 on the Grand Trunk Renewal Project, including the Council workshop series, and to introduce a draft staff report outlining proposed next steps for the project.

The attached draft report is being provided in advance of Council's consideration of recommendations on April 27, 2026, to support informed public input and Council discussion.

No decisions are being made as part of this report.

Background: At its meeting of November 24, 2025, Council considered report *COU25-152 Grand Trunk Renewal Project: Update and Next Steps Toward Market Readiness*. Council's discussion reflected a desire for additional context before proceeding to the implementation decisions the project requires, particularly around the shared community facility, the Grand Trunk superstructure, and the City's role as a funding partner.

In response, staff delivered a three-part workshop series between January and April 2026. Workshop 1 provided context on municipally led development and brownfield

redevelopment. Workshop 2 focused on the project vision, community facility partnerships, and preliminary costing. Workshop 3 addressed the long-term financial strategy and project pathways. Workshop materials are available on the City's Engage Stratford platform.

Concurrently with the workshop series, staff facilitated the completion of the *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building* (Appendix 1), providing detailed costing for community facility options and superstructure retention scenarios. The study is attached as part of the draft April 27 report (Appendix 0).

Analysis:

The workshop series and supporting technical work have brought the Grand Trunk Renewal Project to a point of decision readiness. The three workshops collectively addressed the key areas of complexity that Council identified in November 2025 — the approach to municipally led development, the scope and cost of the community facility, the treatment of the superstructure, and the City's long-term financial capacity to support the investment.

The attached draft management report, prepared for Council's consideration on April 27, 2026, presents the analysis and recommendations that have emerged from that process. It is structured around three integrated directions:

- A proposed municipal capital contribution of up to $15 million toward a shared community facility, to be developed in partnership with the YMCA of Three Rivers and the Stratford Public Library
- An approach to downtown parking that integrates Grand Trunk site considerations into the Downtown Parking Study currently underway
- A market sounding process to assess private sector interest in the development of the Grand Trunk site

The draft report is attached for review in advance of the April 27 meeting (Appendix 0). Council will have the opportunity to hear from members of the public and other interested parties at the April 20th Special Meeting before considering the recommendations at the Regular Council meeting on April 27.

Financial Implications:

Financial impact to current year operating budget:
The current work is included in the 2026 budget.

Financial impact on future year operating budget:
No decisions are being made at this time. Financial implications are outlined in the attached draft report and will be subject to Council consideration on April 27, 2026.

Link to asset management plan and strategy:
Future decisions on the Grand Trunk site, particularly regarding the community facility and superstructure, will have implications for the City's Asset Management Plan. These are addressed in the attached draft report.

Legal considerations:
Development and partnership agreements will be considered in the next phase of the project**.**

Alignment with Strategic Priorities:

Work Together For Greater Impact
This report aligns with this priority by initiating the Grand Trunk Renewal project through formal development models.

Alignment with One Planet Principles:

Health and Happiness
Encouraging active, social, meaningful lives to promote good health and wellbeing.

Equity and Local Economy
Creating safe, equitable places to live and work which support local prosperity and international fair trade.

Culture and Community
Nurturing local identity and heritage, empowering communities and promoting a culture of sustainable living.

Staff Recommendation: THAT the Report titled, "Grand Trunk Renewal Project — Workshop Series Update and April 27 Report Introduction to Recommendations" (COU26-047), be received for information.

Prepared by: Emily Robson, Corporate Initiatives Lead
Recommended by: André Morin, CPA, Chief Administrative Officer

DRAFT

MANAGEMENT REPORT

Date:	April 13, 2026
To:	Mayor & Council
From:	André Morin, Chief Administrative Officer
Report Number:	To be assigned
Attachments:	Appendix 1: Grand Trunk Costing Report: Community Facilities & Grand Trunk Building; Appendix 2: Grand Trunk Master Plan; Appendix 3: Exploring the Feasibility of a Community Complex as Part of the Grand Trunk Master Plan; Appendix 4: Council Workshop #3

Title: Grand Trunk Renewal Project Implementation Strategy and Next Steps

Objective: To present Council with the analysis and recommendations required to advance the next phase of the Grand Trunk Renewal Project, including a proposed municipal capital contribution toward a shared community facility, an approach to downtown parking, and a market sounding process to assess private sector interest in the development of the site.

Background: At its meeting of November 24, 2025, Council considered report *COU25-152, Grand Trunk Renewal Project: Update and Next Steps Toward Market Readiness*. Council's discussion reflected a desire for additional context before proceeding to the required implementation decisions, particularly around the shared community facility, the Grand Trunk superstructure, and the City's role as a funding partner.

In response, staff delivered a three-part workshop series between January and April 2026. Workshop 1 provided context on municipally led development and brownfield redevelopment. Workshop 2 focused on the project vision, community facility partnerships, and preliminary costing. Workshop 3 addressed the long-term financial strategy and project pathways. Workshop materials are available on the City's Engage Stratford platform.

Concurrently with the workshop series, staff facilitated the completion of the *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building*, providing detailed

costing for community facility options and superstructure retention scenarios. The study is attached as Appendix 1.

On April 20, 2026, Council held a Special Meeting to provide the community with an opportunity to review the draft recommendations and delegate to Council in advance of Council's deliberations on April 27, 2026. That input forms part of the record Council is drawing on in considering the recommendations in this report.

Analysis:

1. Shared Community Facility

1.1. Policy Direction and Previous Council Direction

The inclusion of a community facility as a component of the Grand Trunk Renewal Project reflects a direction developed over several years of planning, community engagement, and technical analysis.

The *Grand Trunk Master Plan* (Master Plan) (Appendix 2) identified the site as an opportunity to deliver community, cultural, and civic uses in Stratford's downtown core. The Master Plan identified the YMCA of Three Rivers (YMCA) as a driver of the site's future, noting the importance of "relocating and upgrading the YMCA, replacing current facilities and including a day-care facility". The Master Plan envisioned the site as a Community Hub that would accommodate a range of complementary and shared uses, including library-related facilities, arts and culture space, community recreation, and housing, with existing users such as the YMCA and University of Waterloo anchoring the initial phases of redevelopment and providing ongoing activity and vibrancy to the site.

The Stratford Public Library (SPL) formally requested consideration as a partner in the Grand Trunk project through its delegation to Council in March 2024 (*COU24-035 Stratford Public Library Board—Grand Trunk Community Hub*), subsequently referred to the Ad Hoc Grand Trunk Renewal Committee. The SPL commissioned a space needs study by Lemay in 2022 which found that its existing facility is undersized, with operational constraints, accessibility limitations, and insufficient capacity to meet growing demand (Stratford Library: Final Report, 2022).

City staff and staff from the YMCA and SPL explored the community facility concept. Those discussions addressed space requirements, potential operating arrangements, funding opportunities, and drew on input from the Ad Hoc Grand Trunk Renewal Committee's Partnership Working Group. That process identified a preliminary program scope of 70,000 to 110,000 square feet, incorporating aquatics, fitness, childcare, library services, meeting and community rooms, an auditorium, café, and associated support spaces. The City undertook a study of funding and operating models for comparable facilities across Ontario. The report *Exploring the Feasibility of a Community Complex as Part of the Grand Trunk Master Plan (*Appendix 3)

analyzed ten case studies, assessed operating models and engaged key stakeholders through working sessions and a SWOT analysis.

This work was shared in report *COU25-019 Grand Trunk Renewal Project Key Recommendations* (February 2025). In response to this report, Council confirmed that a shared community facility is an intended use for the site and directed staff to advance the concept in partnership with the YMCA and the SPL.

1.2. Partnership and Program Considerations

The proposed community facility is based on program requirements developed in collaboration with the YMCA and the SPL. The YMCA has operated in Stratford for 150 years, providing recreation programming, aquatics, fitness, childcare, and community services. Its current facility is more than 60 years old and does not meet current standards for accessibility, programming capacity, or building performance. The facility houses Stratford's only indoor community pool.

The SPL's space needs study found that the existing library is insufficient to meet service demands of this growing city. The assessment identified fire safety concerns, limitations on technology service delivery, accessibility barriers, and constrained programming capacity as consequences of the current facility's size and condition.

Beyond the two anchor partners, a range of community organizations have articulated their space needs. The Stratford Arts and Culture Collective, in particular, has identified the need for both general community space and more specialized performance space that are not currently available in Stratford. Input from these organizations has reinforced the case for a multi-functional facility that serves a broad range of community uses.

The partners' and community organizations' requirements informed the development of facility concepts evaluated through the study. Program elements include aquatics, fitness and multi-purpose recreation space, childcare, library services, meeting and community rooms, shared common areas, and support spaces. The architectural concepts were developed through direct engagement with YMCA and SPL leadership to reflect actual operational needs and spatial requirements.

1.3. Technical Analysis and Costing

To support Council's consideration of a community facility, the City retained Svec Group to undertake the *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building* (Appendix 1). The study addressed a central question: what would it cost to deliver a shared YMCA and Library facility, and what are the realistic options for doing so? The study was undertaken by an integrated team with expertise in architecture, cost planning, and environmental assessment, assembled specifically for the complexity of this project.

Three delivery approaches were evaluated. The first examines renovation and expansion of the existing YMCA building (approximately 70,000 square feet). The second and third examine purpose-built new construction on the Grand Trunk site at two scales: a larger 100,000 sq. ft. facility and a 75,000 sq. ft. option. Together, these three options allow for a comparison between the implications of investing in the existing asset against delivering a new facility, and to understand the cost and trade-off differences between them.

In addition to the community facility scenarios, the study examined options for the retention and treatment of the Grand Trunk superstructure. That analysis, along with staff's assessment of the cost implications of delivering the YMCA and Library program within the existing building, is addressed in Section 2 of this report.

The study was developed through a site-specific methodology, beginning with custom architectural drawings and pricing those drawings against actual site conditions rather than applying standard cost-per-square-foot benchmarks. The community facility costing was completed at a Class C standard for the renovation and 100,000 sq. ft. new build options, with the 75,000 sq. ft. option estimated on a pro-rated basis. Class C estimates carry a typical accuracy range of ±15–25%. As a preferred option is selected and design advances, estimates will be refined.

1.4. Facility Scenarios

Each option considered in *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building* (Appendix 1) was developed from custom architectural drawings and costed using current market pricing. The estimates include defined architectural scope, market-based construction pricing, rehabilitation, code compliance and accessibility requirements, environmental allowances, general conditions and contractor overhead, escalation assumptions, and contingencies appropriate to this stage of design definition.

- **Option 1: Renovation and Expansion of the Existing YMCA** (approx. 70,000 sq. ft., $49.9M)
  - This option retains the existing YMCA building and introduces an addition to accommodate expanded programming and library integration. It offers the advantages of adaptive reuse by reinvesting in an existing community asset, preserving embodied carbon, and building on an established location. Considerations include disruption to YMCA operations during construction, site footprint constraints that limit future expansion, and the likely need for off-site parking solutions to support peak use.

- **Option 2: New Purpose-Built Facility on the Grand Trunk Site** (approx. 100,000 sq. ft., $65.4M)
  - A fully integrated new build combining YMCA and Library programs in a purpose-built facility. Designing from the ground up allows the building to be optimized for circulation, structural efficiency, mechanical systems, and

shared programming space. The existing YMCA could remain operational throughout construction. Modern building systems would reduce long-term operating costs and support contemporary energy and sustainability standards.

- **Option 3: Right-Sized New Facility on the Grand Trunk Site** (approx. 75,000 sq. ft., $47.3M)
    - A new build at a scale comparable to the renovation option, enabling a direct comparison between reinvestment in the existing asset and delivering equivalent program capacity through new construction. This option retains the operational and sustainability characteristics of Option 2 while aligning more closely in scale and functional capacity with Option 1.

1.5. Capital Cost Summary and Funding Considerations

The report *Exploring the Feasibility of a Community Complex as Part of the Grand Trunk Master Plan* (Appendix 3) identified a program scope of 70,000 to 110,000 square feet as the range needed to accommodate the YMCA, Library, and complementary community uses. Based on the partners' documented program requirements, staff consider a facility in the range of 75,000 square feet to be closer to what is needed at this stage. At that scale, the relevant comparison is between the renovation option (Option 1) (approx. 70,000 sq. ft., $49.9M) and the right-sized new build (Option 3) (75,000 sq. ft., $47.3M), two scenarios that are closely aligned in both scale and cost.

For funding strategy purposes, a working capital estimate of approximately $55M has been used as the basis for the preliminary capital stack. The $55M estimate reflects a conservative adjustment above the Option 1 and Option 3 estimates to account for items that are excluded or carried as provisional allowances at this stage of design. These include detailed geotechnical or structural redesign beyond current assumptions, finalized environmental remediation quantities pending intrusive testing, furniture, fixtures, and equipment beyond standard building allowances, servicing costs, and construction financing costs. Cost estimation is iterative, as a preferred option is selected and design advances, these items will be progressively resolved and the estimate refined accordingly. The $55M should be understood as a prudent planning figure, not a final project budget.

1.6. Capital Funding Approach

A preliminary capital stack *(Council Workshop #3,* Appendix 4 p.19) (Table 1 below) was developed to test whether a funding strategy of sufficient scale is achievable. A capital stack, in this context, is a structured breakdown of the funding sources that would collectively finance the project, identifying who contributes what, and in what amount. The capital stack presented at the April 9, 2026 Council workshop was developed in collaboration with project partners and reflects preliminary commitments and estimates for sources that will be refined as the project advances.

It is structured around two scenarios, a lower funding scenario and a higher funding scenario, to illustrate the range of outcomes depending on the success of external funding outcomes.

This report contemplates a contribution of $15M from the City for the community facility. The YMCA has indicated a contribution in the range of $10M–$15M, reflecting the organization's own capital commitment to the project. The SPL's contribution of $4M–$5M is based on a combination of reserves and the anticipated proceeds from the sale of its current building.

Development charge funding is shown across a wide range, $2M to $10M, reflecting genuine uncertainty. The City is currently undertaking a Development Charge Study, the findings of which will provide greater clarity on what can reasonably be attributed to this project. It is also worth noting that recent announcements from both the provincial and federal governments have signalled reductions to development charge frameworks, which may affect the amount available from this source. Staff will provide updated figures as the Development Charges Study progresses.

The childcare grant of $1.2M reflects a specific funding stream available for licensed childcare facilities, consistent with both the federal and provincial governments' ongoing investment in childcare infrastructure. This funding has not been confirmed.

Fundraising is shown in the range of $5M–$8M. This range is considered reasonable based on the scale of the project and comparable community fundraising campaigns for similar facilities in Ontario. Further work will be undertaken to confirm the fundraising strategy and target range as the project advances.

Together, the higher funding scenario, which closes the gap to approximately $800,000, illustrates what becomes possible when partner contributions, development charges, and fundraising are realized at the higher end of their ranges. The lower scenario, with a funding gap of $17.8M, identifies the work that remains to be done through grant applications, partnership with senior levels of government, land transactions, and fundraising as the project advances.

Table 1: Preliminary Capital Stack

Funding Sources	**Lower Scenario**	**Higher Scenario**
City of Stratford	$15,000,000	$15,000,000
YMCA of Three Rivers	$10,000,000	$15,000,000
Stratford Public Library	$4,000,000	$5,000,000

Funding Sources	**Lower Scenario**	**Higher Scenario**
Development Charges	$2,000,000	$10,000,000
Grant - Childcare	$1,200,000	$1,200,000
Fundraising	$5,000,000	$8,000,000
Total Available Funding	**$37,200,000**	**$54,200,000**
Capital Need	**$55,000,000**	
Funding Gap	$17,800,000	$800,000

1.7. Municipal Contribution

Based on the analysis presented in this report and through the Council workshop series, a municipal capital allocation of up to $15 million toward the development of a shared community facility represents an achievable level of investment for the City.

A central question in the project to date has been whether the City can afford to participate as a funding partner in a community facility of this scale, alongside its other capital commitments. The long-term capital analysis presented at the April 9, 2026, Council workshop was developed specifically to address that question (Appendix 4 p. 4-14).

The analysis models the City's capital investment requirements over 20 years, incorporating the full range of the City's capital obligations, infrastructure master plans, asset management, community facilities, and other strategic priorities, alongside the proposed Grand Trunk investment. It is a planning tool and is grounded in the City's financial position and realistic assumptions about future investment needs. The purpose is grounded in not making decisions in a vacuum, but making decisions with the whole picture in mind, and ensuring that a decision today does not aversely impact a decision that may need to be made tomorrow.

The key finding is that the Grand Trunk investment ($15M in 2027/28 and $10M in 2030 from the property tax base) is achievable within a capital financing approach. The plan is structured around a consistent annual increase of $1M to the capital tax levy, used to fund investment through a combination of reserves and debt (Appendix 4, p. 8-9). That steady, predictable approach, rather than large on variations in necessary property tax increases, is what makes it possible to accommodate a significant investment like the Grand Trunk community facility while continuing to meet the City's other obligations. The $15M Grand Trunk allocation in

2027 and a further $10M in 2030 sit within that framework (Appendix 4, p. 7). The plan will become a living document that is continuously amended as new information, data, and decisions become available. Providing timely updates to senior management and Council will be crucial to ensure changes can be made if and when necessary. While the plan shows the City's long range capital plan is sustainable, it is not without risk – the City's debt-to-reserve ratio will higher than desired in the years 2031 – 2033. As well, if the City needs to take on any other large projects, shifts and deferrals of current planned capital work will need to be considered. Staff will need to monitor and mitigate any risks as the actual revenues and expenditures become known.

The Annual Repayment Limit, the statutory cap on the City's annual debt servicing costs under Ontario Regulation 403/02 of the Municipal Act, 2001, provides an additional measure of the City's debt capacity. Based on 2023 financial data, available debt capacity within the ARL is approximately $19.4M, with peak ARL utilization in the 20-year forecast projected at $13.1M in 2028, within the statutory limit of 25% of own-source revenues (Appendix 4, p. 14).

Delivering a project of this scale requires partnership. The City's $15M contribution is meaningful, but it is one part of a broader funding strategy that draws on YMCA and Library capital, development charges, grants, and fundraising. That shared funding model is what makes the investment manageable and what distinguishes this approach from scenarios in which the City would need to carry the full cost alone.

1.8. Operating Considerations

Preliminary operating analysis was presented at the April 9, 2026, Council workshop (Appendix 4, p. 21-22). For the SPL, the net estimated annual operating impact of participation in a new shared facility is approximately $15,300, reflecting increased programming costs partially offset by efficiencies in facility maintenance and the Library's existing reserve transfer. This assumes that the current Library site is no longer owned or operated by the Library/City.

The YMCA has also completed preliminary internal projections for its operations at the facility. The YMCA has advised that, based on those projections and within the proposed square footage, it is confident its component of the facility would not operate at a deficit. The YMCA notes that childcare will continue to be a core service within the facility.

From the City's perspective, the asset management approach is structured to build reserve contributions progressively over the life of the asset, from a minimum of $100,000 per year during the early debt-intensive period, through $200,000 per year in the middle years, to $750,000 per year in the post-debt reinvestment phase (Appendix 4, p 23). This approach is designed to ensure that long-term reinvestment obligations are reflected in financial planning from the outset rather

than deferred. This approach also works to match the property tax burden to the life of the asset and the users of that asset.

The full operating modelling for the facility will be developed through the next phase of work. Formal operating and governance models, including operating agreements with the YMCA and SPL, will be developed as part of the next phase of work and brought forward for Council consideration.

1.9. Next Steps

Subject to Council direction, the next phase of work over the next 12 to 18 months will be supported through the existing 2026 budget, with contributions from the YMCA and the Library. This work will include:

- Formalization of partnerships through Memoranda of Understanding with the YMCA and the SPL (targeted for Spring/Summer 2026)
- Determination of other partnerships
- Advancement of facility design including confirmation of program, size, and preferred site configuration; development of governance and ownership models
- Development of operating and financial models; including term scenarios and exit and default remedies.
- Advancement of a comprehensive funding strategy including applications to senior levels of government; and coordination of fundraising efforts in partnership with project stakeholders.

2. Grand Trunk Superstructure

2.1. Background and Council Direction

The Grand Trunk superstructure, the former Canadian National Railway shops building, is a defining feature of the site. Its scale, history, and presence have been central to community and Council discussions about the site's future. Preserving a meaningful connection to that heritage has been a consistent priority, reflected in the guiding principles developed by the Ad Hoc Grand Trunk Renewal Committee.

In July 2025, Council considered three superstructure scenarios: Keep Most/All, Keep Part, and Keep None (*COU25-084 Grand Trunk site update and Superstructure Scenario Considerations*). Council directed staff to advance Scenario 2 (Keep Part) as the basis for further work. That direction reflected the recommendation of the Ad Hoc Grand Trunk Renewal Committee and was informed by a weighing of heritage value, technical feasibility, cost implications, and site flexibility. The Keep Part direction contemplates preserving a portion of the superstructure as an open-air or partially sheltered public space, drawing on precedents such as the Evergreen Brickworks in Toronto.

2.2. Technical Analysis

Since the July 2025 direction, detailed costing for four superstructure retention scenarios was completed through the *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building* (Appendix 1). The analysis is based on custom architectural drawings, Class D cost estimates, and environmental remediation estimates. This work provides a picture of what each retention approach implies financially.

The four scenarios and their estimated costs are as follows:

Table 2: Grand Trunk Superstructure Options from *Grand Trunk Costing Report: Community Facilities & Grand Trunk Building*

Scenario	Retained Area	Description	Estimated Cost
1A – Open-Air Shell	~50,000 sq. ft.	Structural cleaning, slab remediation, demolition of remaining areas, parking reconfiguration (~300 spaces)	$11.2M ($9.5M building + $1.7M remediation)
1B – Partial Shelter	~50,000 sq. ft.	As above, with non-insulated roof and skylights for weather protection	$19.4M ($17.5M building + $1.9M remediation)
2A – Fully Enclosed	~75,000 sq. ft.	Full enclosure with insulated roof, rainscreen façade, curtain wall glazing, HVAC, plumbing, lighting; reduced parking (~200 spaces)	$42.7M ($37.7M building + $5.0M remediation)

Scenario	Retained Area	Description	Estimated Cost
2B – Fully Enclosed	~100,000 sq. ft.	Expanded retention, full enclosure and services, comprehensive indoor programming potential; parking further reduced (~100 spaces)	$53.0M ($46.6M building + $6.4M remediation)

These figures reflect base building retention, structural upgrades, envelope interventions, and environmental compliance. They do not include interior programming, tenant fit-out, or specialized uses. The costing for the superstructure scenarios was completed at a Class D standard, carrying a typical accuracy range of ±25–40%.

The open-air scenarios (1A and 1B) are significantly less complex from an environmental and regulatory standpoint than the fully enclosed options. Once the building is enclosed and people are gathering indoors, vapour intrusion and Record of Site Condition compliance become central drivers of both cost and schedule. The fully enclosed options (2A and 2B) increase regulatory exposure, vapour mitigation requirements, abatement scope, and timeline risk relative to the open-air scenarios.

2.3. Implications for Community Facility Delivery

There has been a long-standing desire to see the Grand Trunk superstructure reused as a community facility. The Master Plan identified the YMCA as a key anchor for the site's redevelopment, and the superstructure has been part of that conversation since that time. The technical work completed through this process provides a detailed, site-specific cost picture.

Based on the technical work completed to date, delivering the community facility within the existing superstructure would carry a construction premium of approximately 25–30% compared to a new build on a clear site. That premium reflects the access and staging constraints of working within an existing structure, the complexity of integrating a pool, gymnasium, and library into a century-old industrial building, the difficulty of routing new mechanical, electrical, and plumbing systems, productivity impacts from confined working conditions, and code compliance requirements that are typically more costly to satisfy in existing buildings.

On that basis, delivering the YMCA and Library program within the Grand Trunk superstructure is estimated to cost in the range of $59M to $85M for the community facility component alone, before the separate cost of shell restoration. This compares to $47.3M–$65.4M for equivalent program delivery outside the superstructure. These are high-level figures that would require further refinement as and investigation of the existing structure advances; but based on the current estimates on the available capital financing stack, the enhanced cost may prove restrictive.

2.4. Next Steps

The question of what the superstructure ultimately becomes, what uses it could accommodate, what level of retention is viable, and what role the private sector might play, will be explored through the market sounding process. Direct input from experienced developers on how the superstructure could be integrated into a viable mixed-use development will be considered in that process and will inform the recommendations brought back to Council on the next phase of site development.

3. Downtown Parking

3.1. Background

The Grand Trunk site currently accommodates approximately 437 surface parking spaces used by downtown employees, business patrons, and seasonal visitors. As development of the site advances, these spaces will be displaced. Managing that displacement and addressing the broader downtown parking needs, including the needs of the proposed community facility, requires a system-wide approach.

A standalone parking structure on the Grand Trunk site was identified as a potential solution in earlier phases of the project. However, advancing a site-specific parking solution before understanding current utilization, future demand, and the performance of the downtown parking system as a whole, risks producing an outcome that is unaligned with the broader downtown. The comprehensive downtown parking strategy will be able to address questions related to parking at the Grand Trunk site.

3.2. Downtown Parking Strategy

The City has initiated a Downtown Parking Study, with the RFP closing April 9, 2026. The study was scoped specifically to include consideration of the Grand Trunk site and the parking implications of future development, including the proposed community facility.

The study's key objectives include a review of zoning and parking standards in the downtown core; evaluation of current utilization, capacity, and demand across downtown parking lots; assessment of future parking demand; a comparative review

of other municipalities' parking strategies and best practices; development of a competitive and sustainable pricing model; community and stakeholder engagement; and a 15-year capital renewal plan for existing municipal parking infrastructure.

The RFP identifies a target completion timeline of six months from contract award. A report to Council with findings and recommendations is anticipated in December 2026, subject to the schedule proposed by the successful proponent.

3.3. Financial Considerations

While the parking study will provide an analysis of revenue potential, preliminary modelling suggests that a downtown parking system incorporating the Grand Trunk site and future community facility uses could generate annual net revenues in the range of $250,000–$350,000 (Appendix 4, p 27). This provides early indication that parking may contribute meaningfully to the project's long-term financial sustainability.

3.4. Next Steps

The parking needs associated with the Grand Trunk site, including the displacement of existing spaces and the demand generated by the proposed community facility and future development, will be addressed through the Downtown Parking Study. Site-specific parking decisions will be deferred pending the study's findings, with recommendations to be brought forward to Council following completion of the study.

This approach ensures that parking decisions are grounded in current data, informed by a system-wide analysis, and integrated with the City's broader downtown strategy.

4. Structure & Housing: Market Sounding

4.1. Purpose and Context

A market sounding is a structured process through which the City can engage directly with private sector developers to assess interest in a project, understand the parameters that would make partnership attractive, and gather intelligence that informs future procurement decisions. It is a common practice among municipalities and public agencies prior to issuing a formal Request for Proposals, and it is distinct from a procurement process as participation does not preclude respondents from bidding on future formal processes.

The Grand Trunk site represents a significant and complex redevelopment opportunity. Before the City advances to formal procurement, it is prudent to understand how the private sector views the project. That intelligence is valuable in the current market, which is quite dynamic.

4.2 Approach

The market sounding will be undertaken through an engagement with a small number of experienced development partners with expertise in mixed-use, multi-unit residential, and multi-phase revitalization projects. Prior to outreach, the City will prepare a concise document describing the Grand Trunk site, the City's vision and parameters, and the work completed to date. Legal counsel will be engaged to ensure the process is structured in a way that protects the integrity of any future procurement process.

The market sounding is not a commitment to a particular development partner, development approach, or procurement model. It is a research exercise. Its findings will inform the City's approach to the next phase of the project, but decisions about procurement, partnership structures, and land disposition will be brought back to Council through future reports. Findings will be summarized and brought forward to Council.

4.3 Superstructure & Site Development

As described in section 2, the market sounding will seek input on private sector interest in the Grand Trunk superstructure as part of a broader mixed-use development.

4.4 Next Steps

The market sounding is intended to commence immediately following Council's direction at the April 27 meeting, with the following anticipated sequence:

- Late April/Early May: Preparation of overview document, legal review, identification of candidates, and outreach
- May/Early June: Market sounding meetings
- June/Early Summer: Summary of findings and report to Council

5.0 Conclusion

The analysis presented in this report supports three directions for Council's consideration.

- On the community facility, the technical and financial work completed to date demonstrates that a shared facility, delivering YMCA, library, and broader community space, is feasible, affordable in a capital financing framework, and best advanced through a partnership model with the YMCA and SPL. A municipal contribution of up to $15M provides the foundation on which that partnership can be built.
- On parking, the interconnectedness of downtown parking needs is best addressed through the Downtown Parking Study currently underway, rather than

through a standalone site-specific solution. That study will provide the data and analysis needed to make sound, system-wide decisions.

- On market sounding, the City is at the right moment to engage the private sector. Understanding developer interest, partnership parameters, and market conditions, including interest in the Grand Trunk superstructure, before advancing to formal procurement is a prudent and well-established practice that will strengthen the City's position when it does go to market.

Financial Implications:

Financial impact to current year operating budget:
The current work is included in the 2026 budget.

Financial impact on future year operating budget:
The operating and lifecycle cost implications of the community facility will be determined through the next phase of work, including the development of formal operating agreements with project partners and detailed financial modelling. These will be brought forward for Council consideration through future reports and addressed through the annual budget process.

Link to asset management plan and strategy:
The community facility will represent a new capital asset for the City. As design and partnership arrangements are confirmed through the next phase of work, the facility will be integrated into the City's asset management plan, including lifecycle planning, financial forecasting, and levels of service. The City's asset management plan is updated annually, providing a mechanism to incorporate the facility as it advances toward construction and ultimately into service.

Legal considerations:
Development and partnership agreements will all be considered in the next phase (s) of the project.

Alignment with Strategic Priorities:

Work Together For Greater Impact
This report aligns with this priority by initiating the Grand Trunk Renewal project through formal development models.

Alignment with One Planet Principles:

Health and Happiness
Encouraging active, social, meaningful lives to promote good health and wellbeing.

Equity and Local Economy
Creating safe, equitable places to live and work which support local prosperity and international fair trade.

Culture and Community
Nurturing local identity and heritage, empowering communities and promoting a culture of sustainable living.

Staff Recommendation: THAT Council commit a City of Stratford capital allocation of up to $15 million toward the development of a shared community facility on the Grand Trunk site to advance the partnership with the YMCA of Three Rivers and the Stratford Public Library;

THAT staff be directed to formalize partnerships with the YMCA of Three Rivers and the Stratford Public Library through Memoranda of Understanding;

THAT staff be directed to undertake the next phase of work on a shared community facility, including design, governance and ownership models, and operating and funding strategies, with details to be brought forward for Council consideration through future reports;

THAT following completion of the Downtown Parking Study, staff be directed to prepare a report with information and recommendations on parking at the Grand Trunk site;

AND THAT staff be directed to undertake a market sounding process to assess private sector interest in the development of the Grand Trunk site and report back to Council on the findings.

Prepared by: Emily Robson, Corporate Initiatives Lead
Recommended by: André Morin, CPA, Chief Administrative Officer

Grand Trunk Costing Report

Community Facilities + Grand Trunk Building

February 2026

Prepared by:

SVEC GROUP

BTY BUILDING INTELLIGENCE

superkül

WSP

Executive Summary

This report presents a comprehensive set of costing options related to the potential redevelopment of the Grand Trunk Building, along with associated scenarios for accommodating YMCA and Library uses.

It is intended to provide Council and stakeholders with a clear, fact-based understanding of the financial implications tied to each configuration, so that decisions about scope, phasing, and investment can be made with confidence and transparency.

By pairing Superkül's architectural, contextual, and buildable option drawings with BTY's market-based cost planning and risk-informed estimating approach, alongside WSP's environmental analysis and remediation costing, the City now has a coherent and defensible foundation to compare scenarios, understand the true cost drivers, and evaluate both construction and environmental obligations.

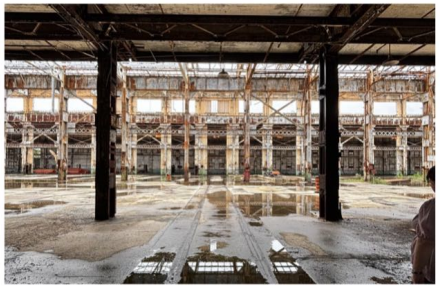
This costing was approached the way real projects are financed and delivered: define the scope with credible design, then price that scope with an experienced multi-disciplinary team that understands market conditions, risk, and constructability.

Together, this integrated work provides market-grounded data that can withstand scrutiny and ultimately survive procurement. The value of this work is not just the bottom-line totals; it is the credibility behind them.

How to Read This Report

This report is structured to support informed decision-making. The figures presented are not abstract benchmarks, they are budgets derived from custom architectural drawings prepared specifically for the Grand Trunk Building and the proposed Community Facilities (YMCA + Library).

Each option has been defined, illustrated, and then costed accordingly. As such, the numbers should be interpreted as concept-level, market-informed capital budgets tied to real scope.



INTERIOR VIEW OF MEZZANINE FROM UNDERNEATH

HISTORICAL AERIAL OF GRAND TRUNK SHOP

EXISTING STRUCTURE TYPICAL COLUMN BASE

HISTORICAL AERIAL OF GRAND TRUNK SHOP

What Is Included

Each option budget reflects:

1. Defined architectural scope based on Superkül's drawings
2. Market-based construction pricing prepared by BTY
3. Rehabilitation work required for a 100-year-old structure
4. Code compliance and accessibility upgrades
5. Allowances for environmental considerations by WSP
6. General conditions, contractor overhead, and escalation assumptions appropriate to this stage
7. Appropriate contingencies relative to the level of definition

The estimates are structured to capture the true cost drivers unique to this site, particularly the integration of modern systems within an aging building envelope and structure, limited construction access, and unknowns typical of heritage rehabilitation.

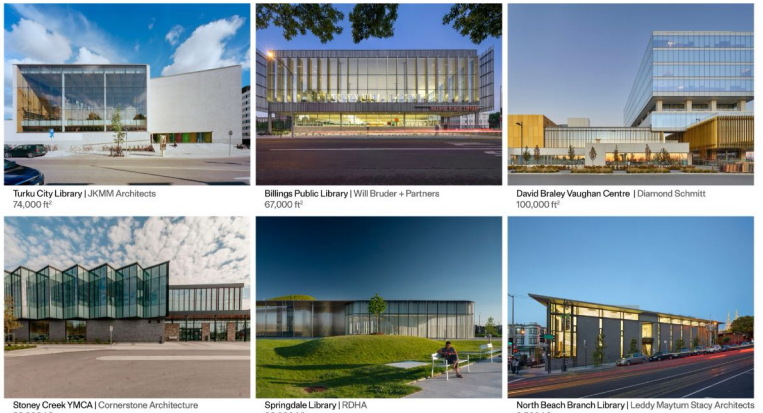
What Is Not Included (Unless Specifically Noted)

As with any concept-stage estimate, certain items may be excluded or carried as provisional allowances pending further investigation. These may include:

1. Detailed geotechnical or structural redesign beyond current assumptions
2. Finalized environmental remediation quantities pending intrusive testing
3. Furniture, fixtures, and equipment beyond standard building allowances, and general items related to programming the space
4. Financing costs or long-term operating impacts

If Council selects a preferred direction, the next milestone would be advancing the chosen option into a higher level of design definition (e.g., 30%–50% design development), at which point the estimate would be refined and contingencies appropriately reduced as risk is retired. Cost estimation is iterative, and this guide should be treated as a preliminary understanding of the order of magnitude for each option.

Precedents



A Tailored Approach Costing

The costing for the Community Facilities component was undertaken in direct coordination with both the YMCA and Library leadership teams to ensure that the concepts reflect their actual operational, spatial, and programmatic requirements.

Rather than applying generic recreation or library space assumptions, the architectural layouts were informed by discussions around pool requirements, fitness and multi-purpose programming, community rooms, circulation, storage, back-of-house functions, and accessibility standards specific to their mandates.

This collaborative approach ensured that the drawings, and therefore the costing prepared by BTY, were tailored to how these facilities would truly function day-to-day.

As a result, the budgets reflect real user needs and operational realities.

Why the Numbers May Differ from Generic Benchmarks

The figures presented in this report were not derived from a generic cost-per-square-foot reference guide applied in the abstract. Standard costing manuals typically assume ideal conditions, efficient construction sequencing, and modern building assemblies.

In market practice, non-contextual budgeting creates the worst possible outcome for a municipality: confident decisions made on numbers that won't survive procurement. Instead, our estimates were developed through a tailored, site-specific process grounded in detailed drawings and the real constraints of this building and property.

This process captures:

- The complexity of integrating modern mechanical, electrical, and life-safety systems into an aging building fabric
- Structural limitations and the reinforcements required to safely support contemporary uses
- Air, moisture, and thermal performance upgrades necessary to meet current code and operational standards
- Environmental remediation obligations and associated risk mitigation
- Productivity impacts and cost premiums associated with constrained access, staging limitations, and phased construction

The result is not a theoretical cost derived from a handbook: it is a grounded estimate that reflects the real physical, environmental, and logistical conditions present on this site.

A Team of top-tier specialists

This project required firms with deep, hands-on experience in adaptive reuse, complex renovations, and market-facing cost planning.

Superkül

Superkül is a Toronto-based architecture and design studio recognized for thoughtful, context-driven work that integrates architecture, interiors, and urban design. The firm has built a reputation for adaptive reuse, complex renovations, and culturally significant projects where existing conditions are not obstacles but catalysts for design.

Their approach is rigorous and investigative, grounded in understanding how buildings are actually constructed, how they age, and how contemporary interventions can be integrated responsibly and perform over the long term.

For the Grand Trunk and community facility options, Superkül translated program ambitions into precise, buildable concepts that respond directly to the constraints of a 100-year-old structure, ensuring that every costing exercise was anchored in real architectural definition.

BTY

BTY is an international construction consultancy providing independent cost management, project monitoring, and advisory services. With decades of experience and offices across Canada and globally, BTY supports public and private sector clients in planning, budgeting, and delivering complex capital projects.

Their expertise spans early-stage feasibility through to procurement and construction, with a strong emphasis on risk identification, market intelligence, and disciplined cost control.

BTY prepared detailed estimates based on Superkül's custom drawings, applying current market pricing and professional judgment to account for rehabilitation complexity and construction constraints, delivering budgets that are both market-informed and defensible.

A Team of top-tier specialists

This project required firms with deep, hands-on experience in adaptive reuse, complex renovations, and market-facing cost planning.

WSP Canada

Our environmental costing was supported by WSP's Environmental team (ESP), who bring deep expertise in contaminated sites, remediation strategy, regulatory approvals, and environmental risk management across complex urban and brownfield contexts.

Their work spans everything from Phase I/II ESAs and detailed site investigations to remediation design, risk assessment, and long-term monitoring, with a strong understanding of how environmental constraints translate into real construction and capital cost implications.

For our purposes, ESP provided grounded, market-credible costing inputs tied directly to remediation methodology, regulatory compliance, and constructability, ensuring that the environmental assumptions embedded in the pro forma are technically defensible, financially realistic, and aligned with current provincial standards.

Understanding Construction Estimate Classes

Construction cost estimates are categorized by “class” to reflect how much design information is available and how accurate the pricing is expected to be. As a project becomes more defined, estimates become more detailed and contingencies are reduced.

Why This Matters
The “class” of estimate tells you how much confidence to place in the number, and what decisions it is appropriate to support. Early-stage projects rely on Class D or C estimates to test direction.
As a preferred option is selected and design advances, estimates are refined toward Class B and ultimately Class A before procurement.

In short: more definition = narrower risk = tighter accuracy.

Class A – Definitive / Pre-Tender

Design Definition: 90–100% construction documents

Basis: Fully detailed drawings and specifications

Accuracy Range: Typically ± 5–10%

Purpose: Tendering and final capital approval.

This is the most precise estimate prior to contractor bids. Quantities are measured in detail, and contingencies are primarily tied to residual risk rather than unknown scope.

Class B – Intermediate / Design Development

Design Definition: 30–60% design complete

Basis: Detailed drawings, defined materials and systems

Accuracy Range: Typically ± 10–15%

Purpose: Pre-tender budget control and funding approvals.

Major building components are quantified with more certainty, and risk allowances begin to narrow.

Understanding Construction Estimate Classes

Construction cost estimates are categorized by “class” to reflect how much design information is available and how accurate the pricing is expected to be. As a project becomes more defined, estimates become more detailed and contingencies are reduced.

Why This Matters
The “class” of estimate tells you how much confidence to place in the number, and what decisions it is appropriate to support. Early-stage projects rely on Class D or C estimates to test direction.
As a preferred option is selected and design advances, estimates are refined toward Class B and ultimately Class A before procurement.

In short: more definition = narrower risk = tighter accuracy.

Class C – Preliminary

Design Definition: Early schematic design (10–30%)

Basis: Preliminary plans, basic systems identified

Accuracy Range: Typically ± 15–25%

Purpose: Budget validation before advancing design.

At this stage, the building layout and major systems are clearer. Quantities begin to be measured from drawings rather than assumed.

Class D – Conceptual / Order of Magnitude

Design Definition: Very early concept (0–10% design)

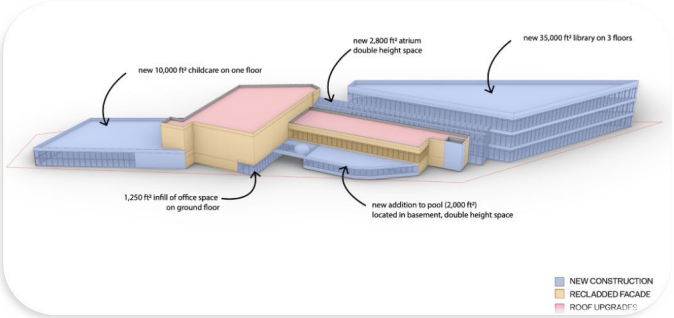
Basis: High-level massing, area assumptions, functional concepts

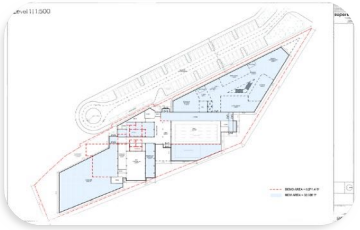
Accuracy Range: Typically ± 25–40%

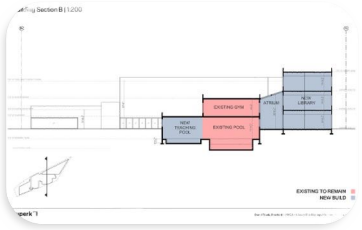
Purpose: Feasibility testing, option comparison, early budget discussions.

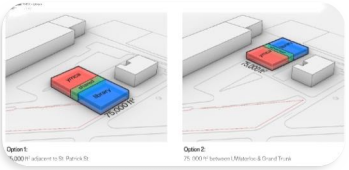
Class D estimates are used to understand whether an idea is financially plausible. They rely on informed assumptions and benchmarking but are still grounded in defined intent.

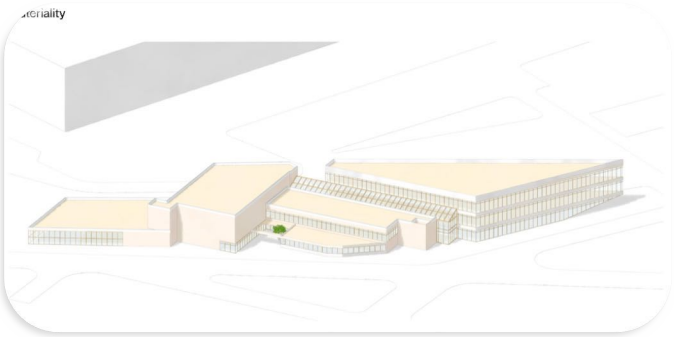
Community Facilities Study

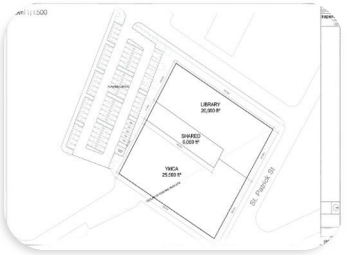


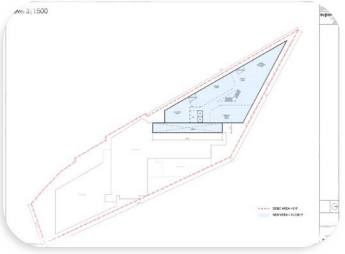












SVECGROUP

Collaborative Approach

The costing for the YMCA and Library component was undertaken through two distinct but complementary approaches.

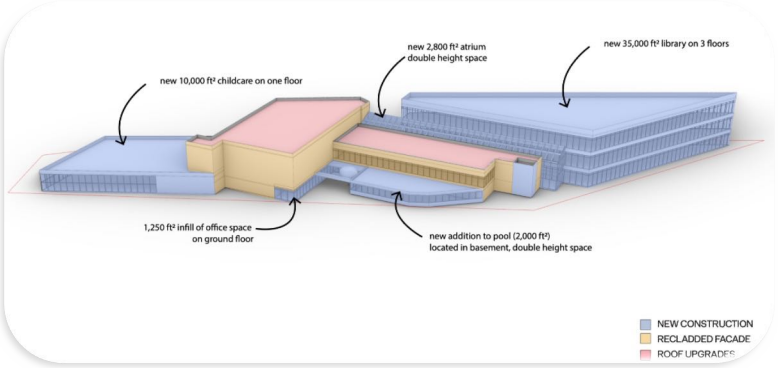
First, Superkül prepared a tailored renovation concept that adapts and reinvests in the existing YMCA building, testing what it would realistically take to modernize, reconfigure, and upgrade the current structure to meet contemporary program, accessibility, and building code requirements.

Second, alternative options were developed for conceptual new-build facilities that do not rely on the existing YMCA structure, allowing for a clear comparison between reinvestment in the current asset and delivering purpose-built community space from the ground up.

Studying both scenarios is critical: without testing renovation and new-build options side by side, Council cannot properly understand lifecycle implications, capital cost differences, functional efficiencies, or long-term flexibility.

Each option was custom-developed for this site and these specific community uses by an integrated team. The result is a set of context-specific, collaboratively informed budgets that reflect real operational needs and real construction conditions.

The costing for these options was done for **Class C Standard** for the renovation and 100k new facility option. The 75k new facility option was completed on a prorate basis, based on the 100k new facility estimate.



Option #1: Renovation of existing building

Size (Approx): 70,000sq.ft
Escalated Cost: $49.9m

This option retains the existing YMCA building and introduces a targeted addition to accommodate expanded programming and the integration of the Library.

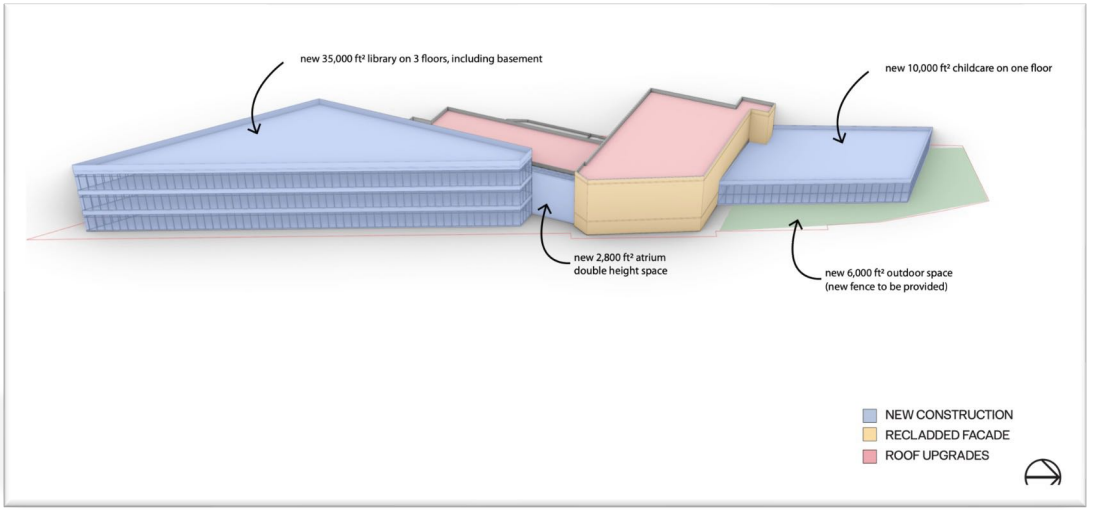
In this scenario, the current structure is renovated and modernized to meet contemporary code, accessibility, and operational standards, while a carefully designed addition provides the additional area required to house library functions and complementary community space.

The concept leverages shared common areas, such as lobbies, circulation, multipurpose rooms, and support spaces to create operational efficiencies and a cohesive civic identity. The primary advantage of this approach is adaptive reuse: it reinvests in an existing community asset, reduces demolition impact, preserves embodied carbon, and builds on a familiar public presence.

However, the site's physical constraints limit long-term expansion flexibility and compress outdoor and servicing areas.

Because the site footprint is largely consumed by the retained structure and addition, structured or on-site parking solutions are constrained, meaning that off-site parking strategies would likely be required to support peak community use.

Lastly, this option would likely impact the day-to-day operations of the facility for an extended period of time.



Option #2: New Facility Off-Site

Size (Approx): 100,000sq.ft
Escalated Cost: $65.4m

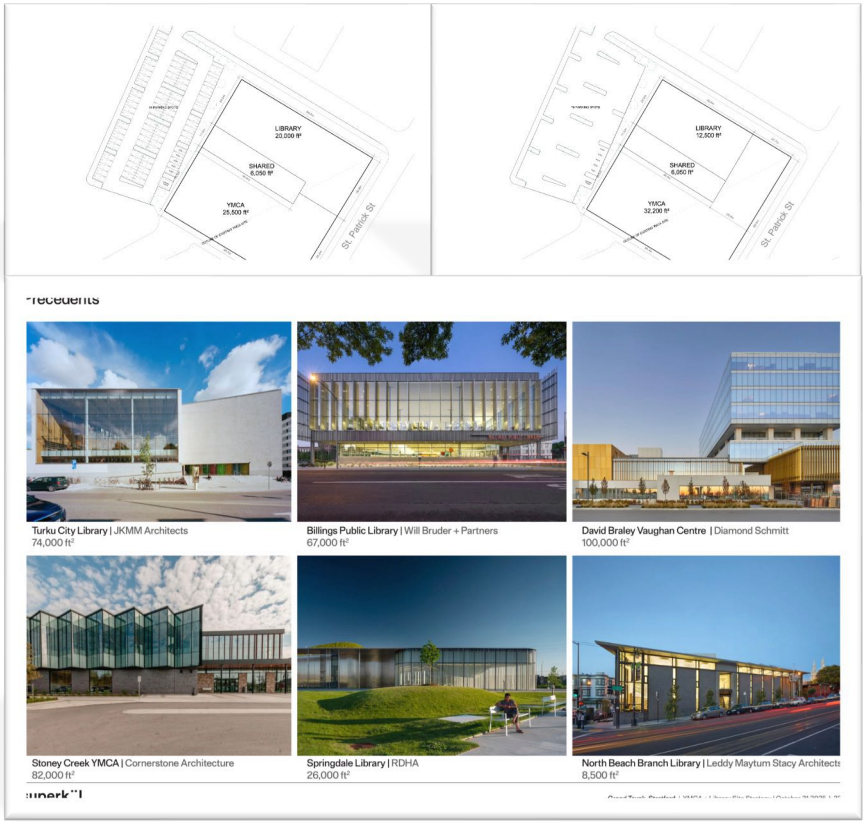
Another option studied is a purpose-built new facility that combines the YMCA and Library programs into a single integrated building located on the Grand Trunk site.

This approach prioritizes efficiency as its primary advantage. Designing from the ground up allows the building to be optimized for circulation, structural grids, mechanical systems, and shared program space, eliminating the compromises and redundancies that often arise when adapting an existing structure.

Because the new facility would be constructed on the Grand Trunk lands, the existing YMCA could remain fully operational throughout construction, avoiding service disruption to members and the broader community.
A new build also provides long-term operational and environmental benefits.

Modern building systems: high-performance envelope design, energy-efficient mechanical systems, heat recovery, electrification strategies, and optimized structural layouts, can significantly reduce operating costs over the life of the asset.

From a sustainability perspective, a purpose-built facility can be designed to meet contemporary energy and carbon standards, improve indoor environmental quality, and lower lifecycle maintenance requirements. While capital costs may be higher upfront relative to renovation in some cases, the efficiency, durability, and reduced operating burden of a new building can provide meaningful long-term value for the municipality and community partners.



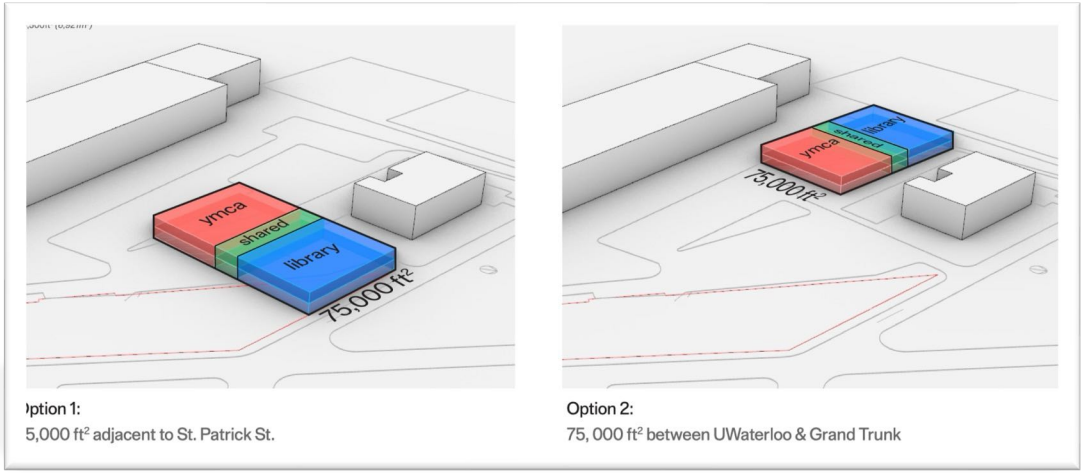
Option #3: New Facility Off-Site

Size (Approx): 75,000sq.ft
Escalated Cost: $47.3m

A variation of the new-build scenario contemplates a 75,000 sq. ft. combined YMCA and Library facility, closely matching the overall program area tested in the renovation-and-addition option at the existing YMCA site.

This option delivers comparable functional capacity within a purpose-built structure on the Grand Trunk lands, allowing for the same scale of community programming while benefiting from the efficiencies of a fully integrated, modern building.

By right-sizing the facility to align with the earlier renovation concept, this version enables a clear, apples-to-apples comparison between reinvestment in the existing asset and delivering equivalent program space through new construction, supporting a more informed evaluation of capital cost, operational efficiency, and long-term flexibility.



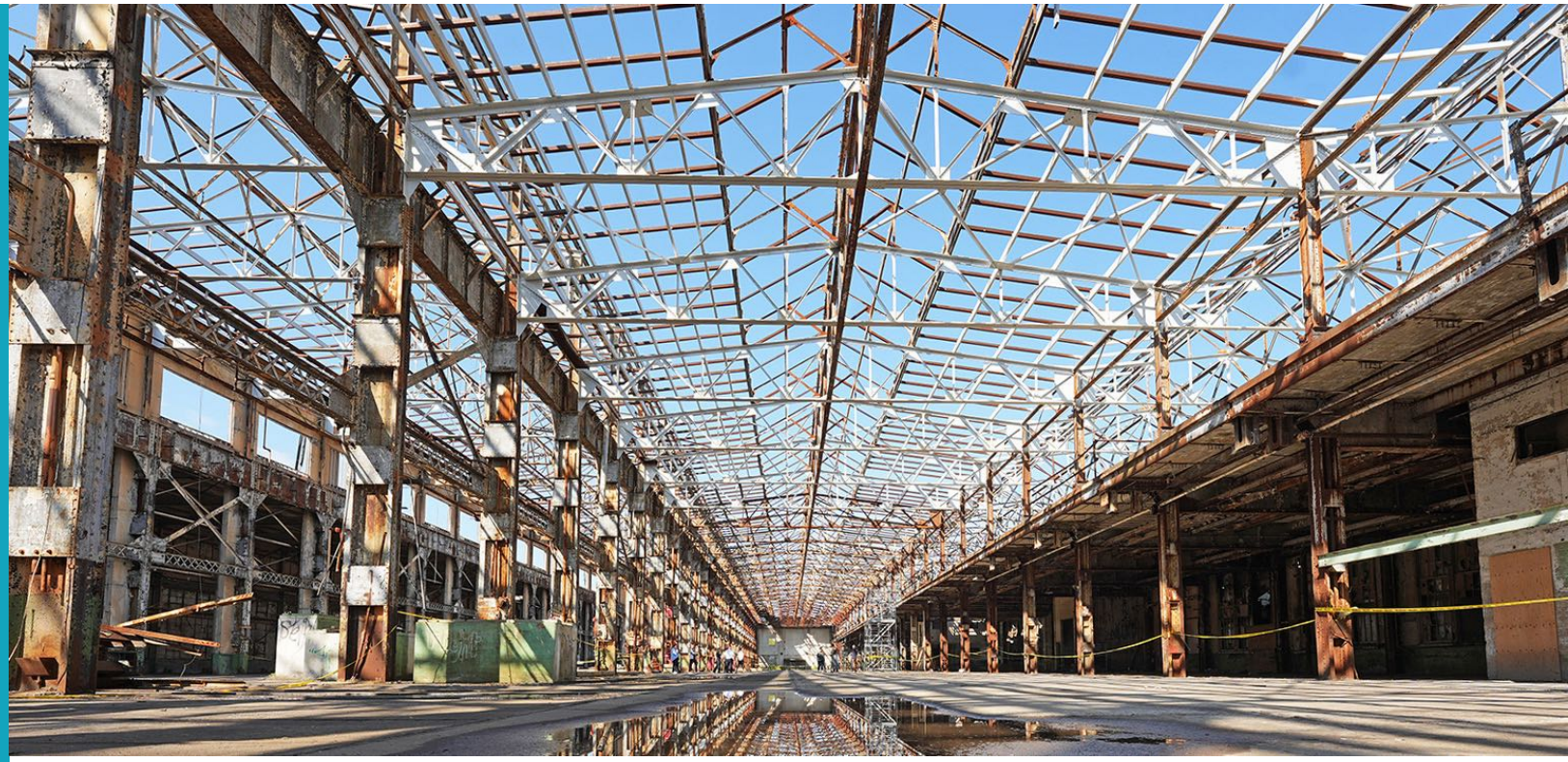
)ption 1:
5,000 ft² adjacent to St. Patrick St.

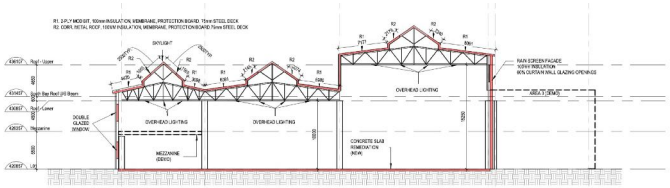
Option 2:
75, 000 ft² between UWaterloo & Grand Trunk

Summary Table

Option	Key Advantages	Key Challenges / Trade-offs	Cost (remediation not included)
1. Renovate Existing YMCA + Addition (Shared Facility Model)	• Adaptive reuse of an existing community asset • Lower embodied carbon compared to full demolition • Builds on a familiar, established location • Shared common areas create operational efficiencies	• Significant disruption to YMCA services during renovation • Limited site footprint constrains future expansion • Likely requires off-site parking due to site limitations • Operating inefficiencies tied to adapting an older structure	**$49.9m**
2. New Combined Facility on Grand Trunk Site (Full Program)	• Purpose-built efficiency across YMCA + Library uses • YMCA operations can continue uninterrupted during construction • Modern systems reduce long-term operating costs • Designed to meet contemporary sustainability standards • Greater long-term flexibility	• Higher upfront capital cost in some scenarios • New site servicing and infrastructure coordination required	**$65.4m**
3. New 75,000 sq. ft. Combined Facility (Right-Sized Comparison Option)	• Comparable scale to renovation + addition option • Allows apples-to-apples comparison of capital investment • YMCA operations remain uninterrupted • Purpose-built efficiency and sustainability benefits • Reduced lifecycle maintenance relative to renovated asset	• Upfront capital investment required for new construction • Requires coordinated site planning within Grand Trunk master plan	**$47.3m** ***(pro-rated cost based on 100k option)**

Grand Trunk Building Study





SVECGROUP

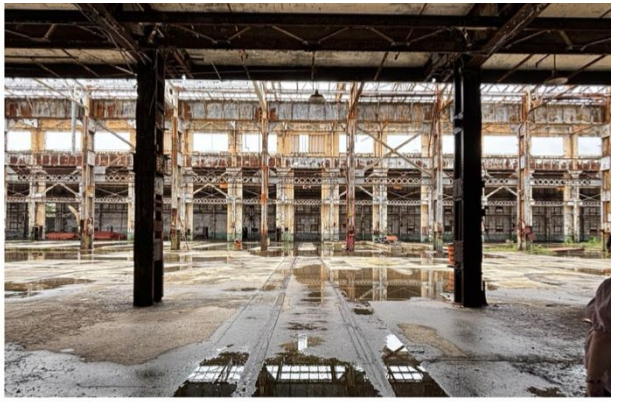
Existing Conditions

Existing Conditions

EXTERIOR VIEW OF FACADE LOOKNG SOUTHEAST

Existing Conditions

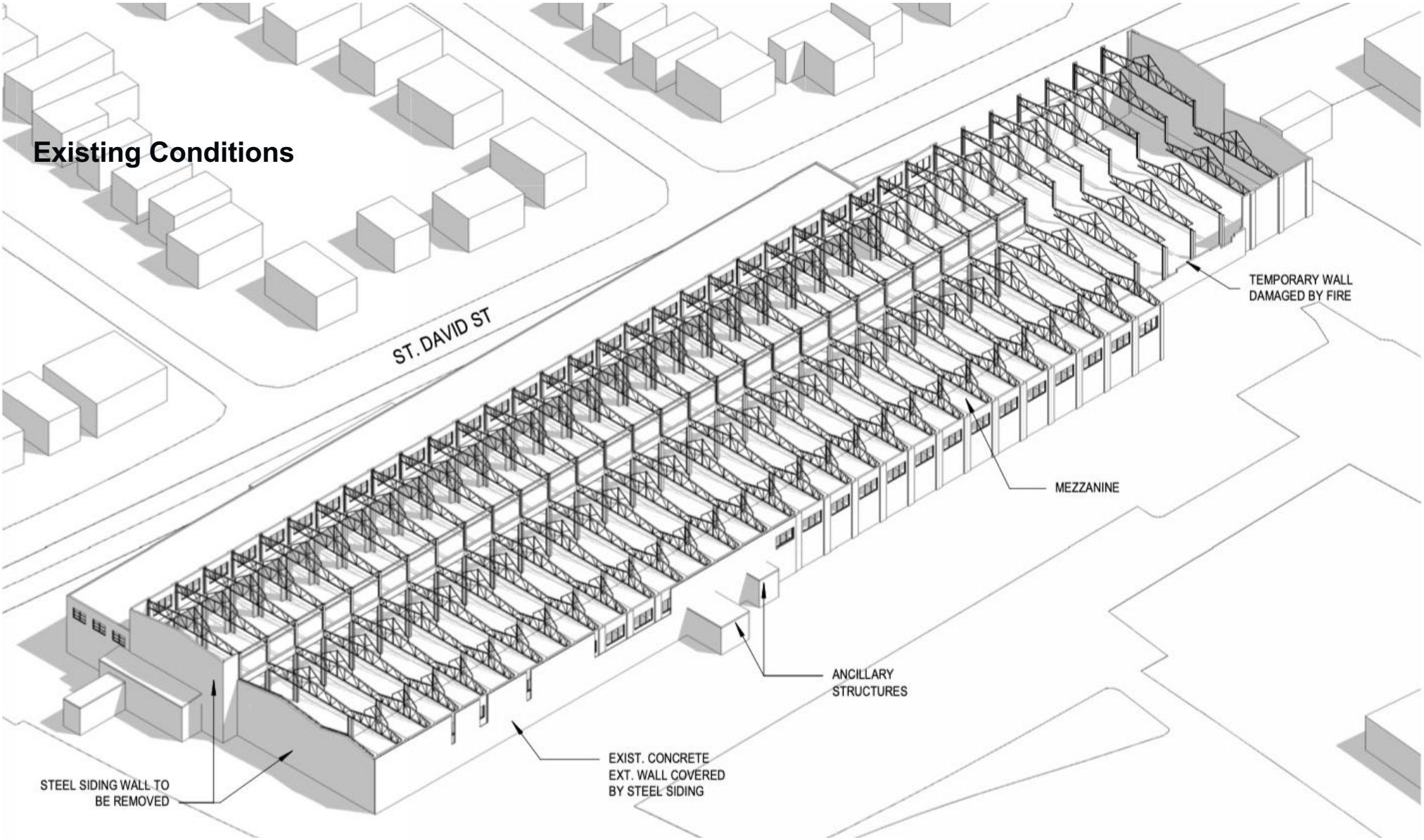
INTERIOR VIEW LOOKING WEST



INTERIOR VIEW OF MEZZANINE FROM UNDERNEATH

EXISTING STRUCTURE TYPICAL COLUMN BASE

Existing Conditions

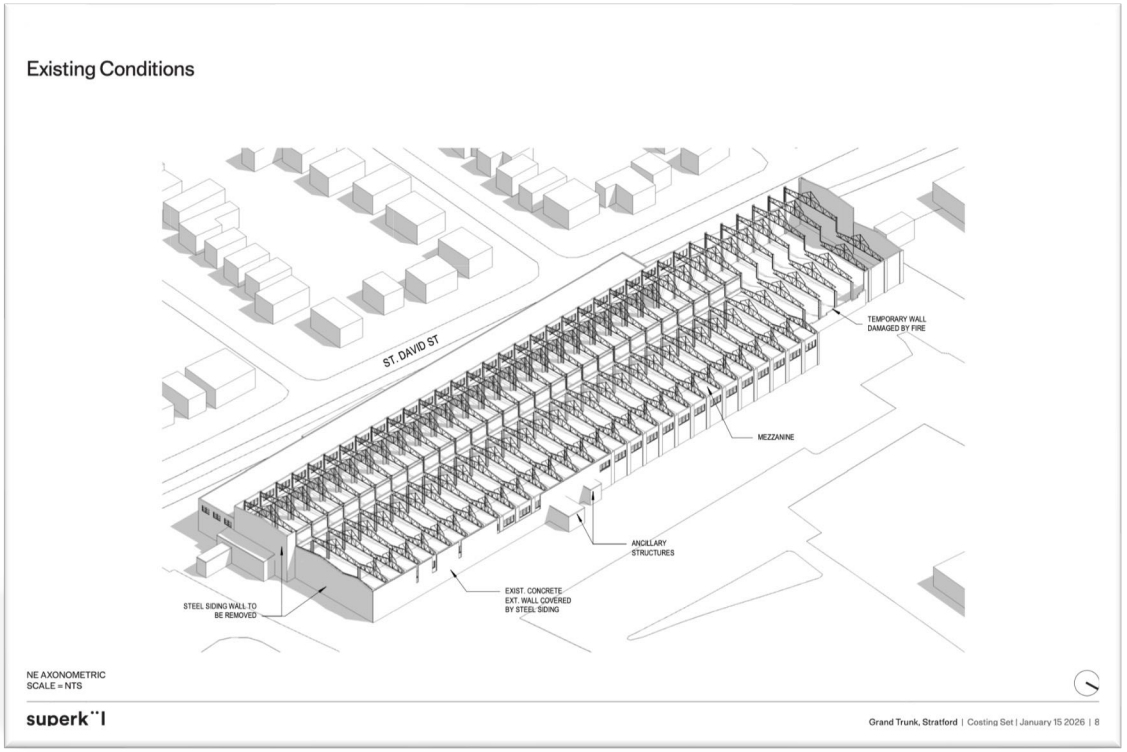


Overview

This study provides Council with a structured, side-by-side evaluation of four retention scenarios for the Grand Trunk Building. The intent is to move the discussion from abstract ideas to measurable and comparable development implications grounded in comprehensive work that aligns:

1. Architectural drawings
2. Defined scopes of work
3. Class D construction costing
4. Remediation factors

The objective is to provide Council with high level financial implications of each retention strategy before advancing policy, programming, or procurement decisions.
This study does not recommend a preferred option. It provides a factual, technically grounded framework to support informed decision-making.



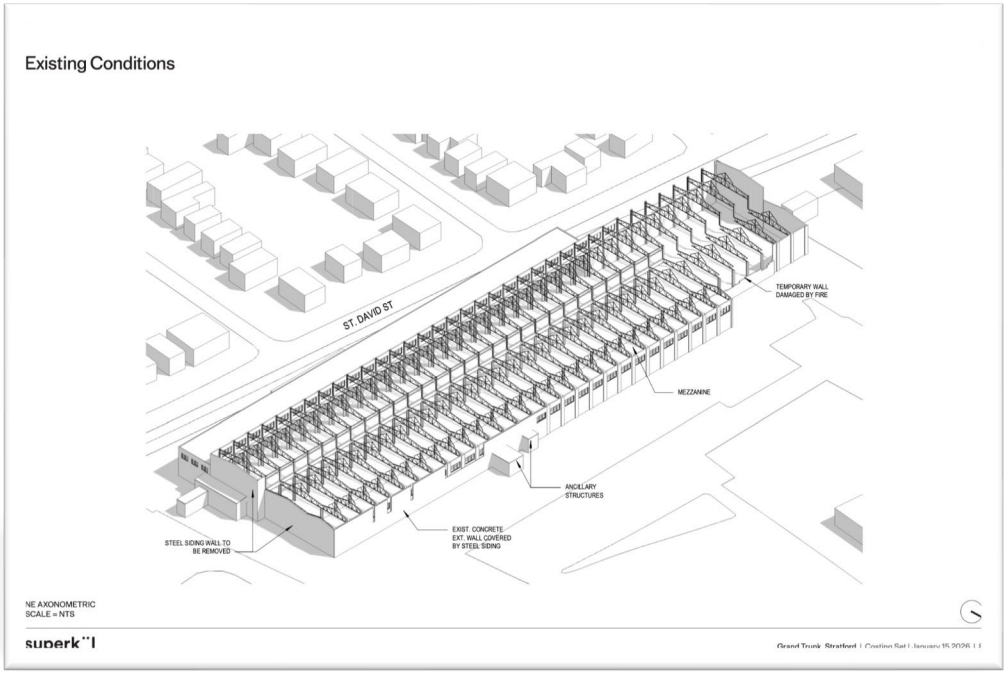
Four Options…

Option 1A – Open-Air Shell (~50,000 sf retained)
Retention of approximately 50,000 square feet of existing structure as an open-air shell. Includes slab remediation, structural cleaning and painting, demolition of remaining areas, parking reconfiguration (~300 spaces), and basic servicing.

Option 1B – Partial Shelter (~50,000 sf retained)
Same retained area as 1A, with the addition of a non-insulated roof and skylights. Designed to provide weather protection while maintaining a semi-open character.

Option 2A – Fully Enclosed (~75,000 sf retained)
Expanded retention area with full building enclosure. Includes insulated roof, rainscreen façade, curtain wall glazing, new double-glazed windows, HVAC, plumbing, lighting, and reduced parking (~200 spaces). Intended for indoor public/community use.

Option 2B – Fully Enclosed (~100,000 sf retained)
Largest retention scenario. Builds on Option 2A by retaining an additional ~25,000 sf. Fully enclosed, fully serviced, and intended for comprehensive indoor programming.
Parking further reduced (~100 spaces).

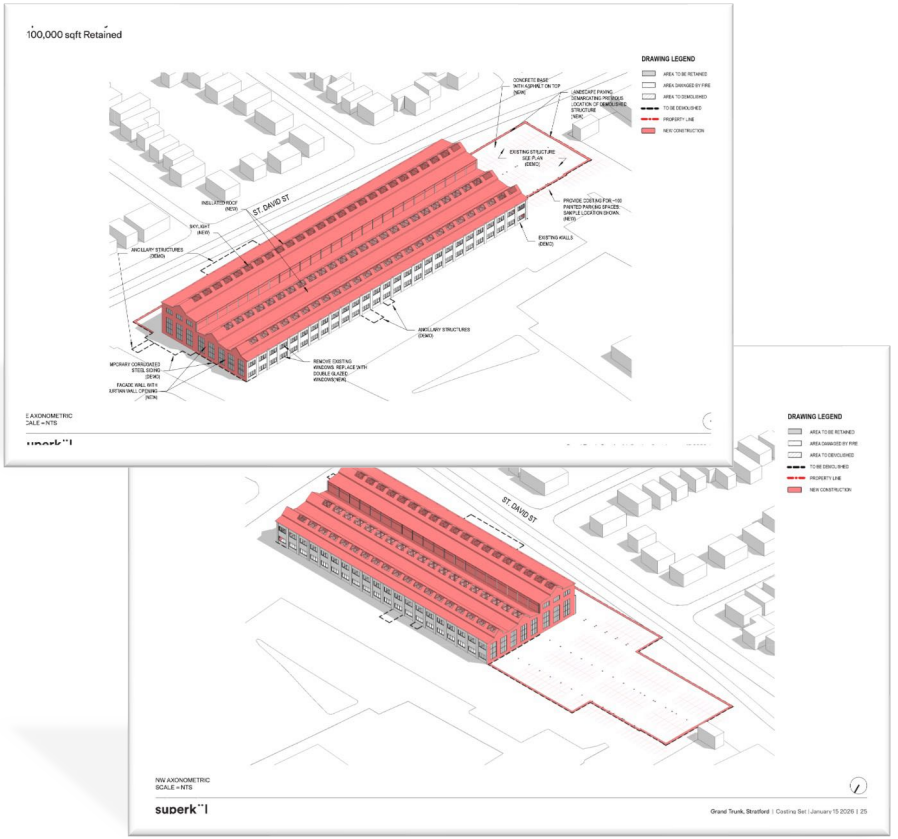


How the Options Were Developed

Each option was first **drawn and documented by Superkül**, based on detailed site analysis, existing condition studies (including fire-damaged areas), structural grids, and measured floor areas. Plans, axonometric views, and sections illustrate:

- Areas retained vs. demolished
- Structural slab remediation extents
- Envelope interventions (open, partial roof, or full enclosure)
- Window replacement strategies
- Mechanical, electrical, and plumbing allowances
- Parking configurations and surface treatments

These drawings ensured that every scenario was clearly defined in terms of scope, square footage, and level of intervention before costing was undertaken.

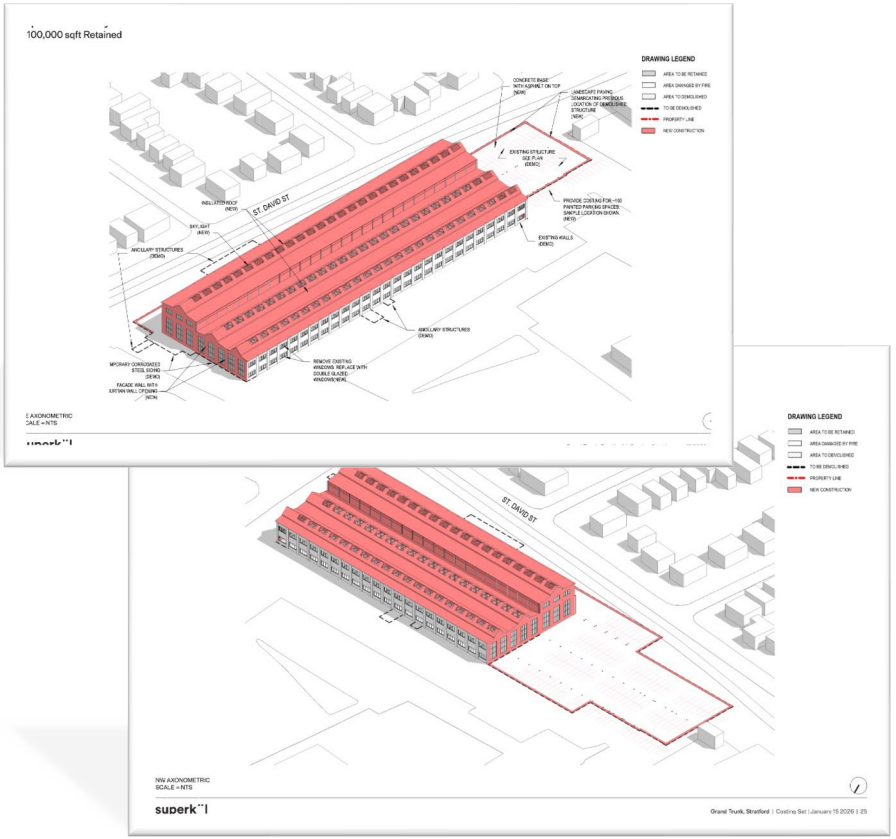


Costing Methodology

Following architectural definition, **BTY Group prepared Class D cost estimates** for each scenario. BTY's costing incorporated:

- Structural remediation (including 100mm slab overlays and surface preparation)
- Demolition of mezzanines, ancillary structures, and damaged areas
- Roof systems (non-insulated vs. insulated assemblies)
- Full envelope construction (rainscreen, curtain wall glazing, double-glazed windows)
- Mechanical, HVAC, plumbing, and electrical allowances
- Parking surface and striping
- Pro-rated structural cleaning and retention adjustments

In addition to construction costs, **remediation-related factors were layered into the estimates by WSP**, reflecting the environmental realities of the site and slab conditions. This ensures that each option reflects not only architectural scope, but also the environmental and structural implications inherent in retaining a century-old industrial structure



Option 1A: Open-Air Shell

~50,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural
- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition
- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural
- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)

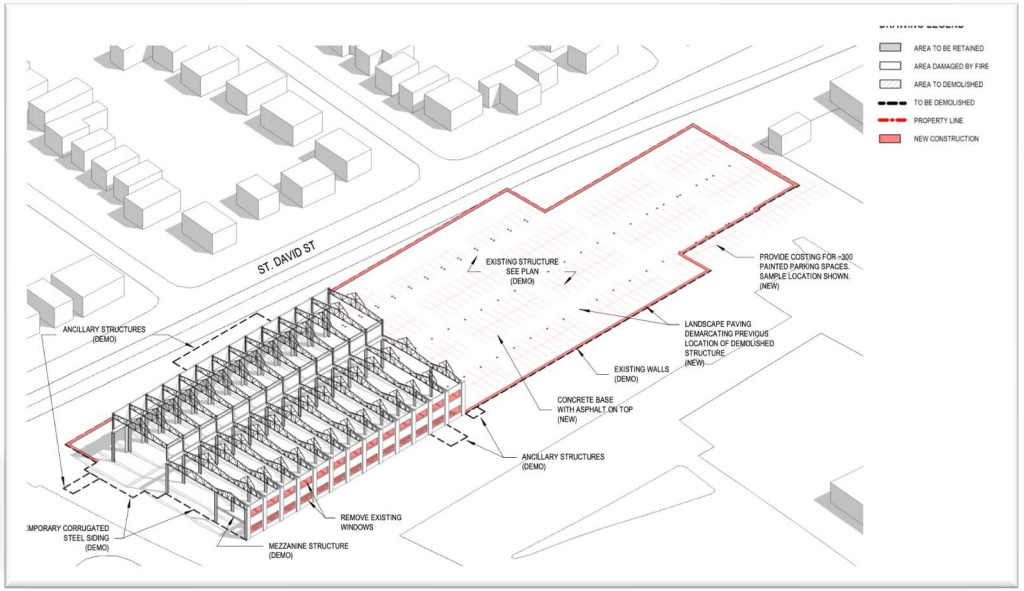
Mechanical
- Basic plumbing rough-ins and fixtures (allowance level)

Electrical
- New interior lighting

NOTES:
Provide base rate for amount of structural work so adjusting area retained can be prorated in the future. For example, cost if 50k sf structure is retained vs. 60k, 70k for Option 1A.

$9.5m (building) + $1.7m (remediation) = $11.2m

(see assumptions and notes in full BTY and WSP Report)



Option 1B: Partial Shelter

~50,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural
- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition
- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural
- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Un-insulated roof with skylights.

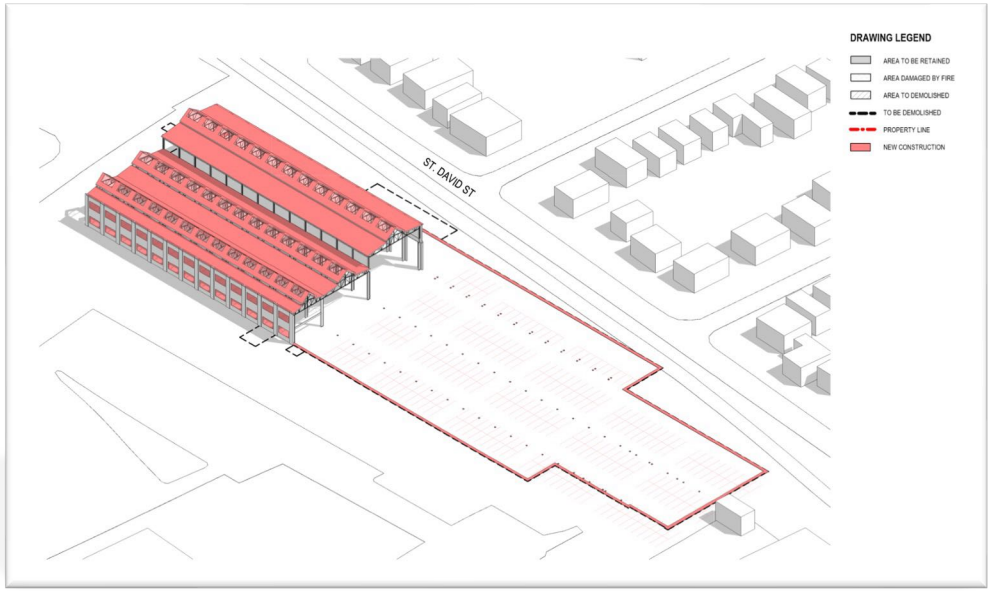
Mechanical
- Basic plumbing rough-ins and fixtures (allowance level)

Electrical
- New interior lighting

NOTES:
The primary difference between Option 1A and 1B is the addition of an un-insulated roof with skylights in Option 1B. Area is identical.

$17.5m (building) + $1.9m (remediation) = $19.4m

(see assumptions and notes in full BTY and WSP Report)



Option 2A: Fully Enclosed

~75,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural
- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition
- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural
- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening)
- Fully insulated roof with skylights.
- New double glazed windows to replace the existing windows

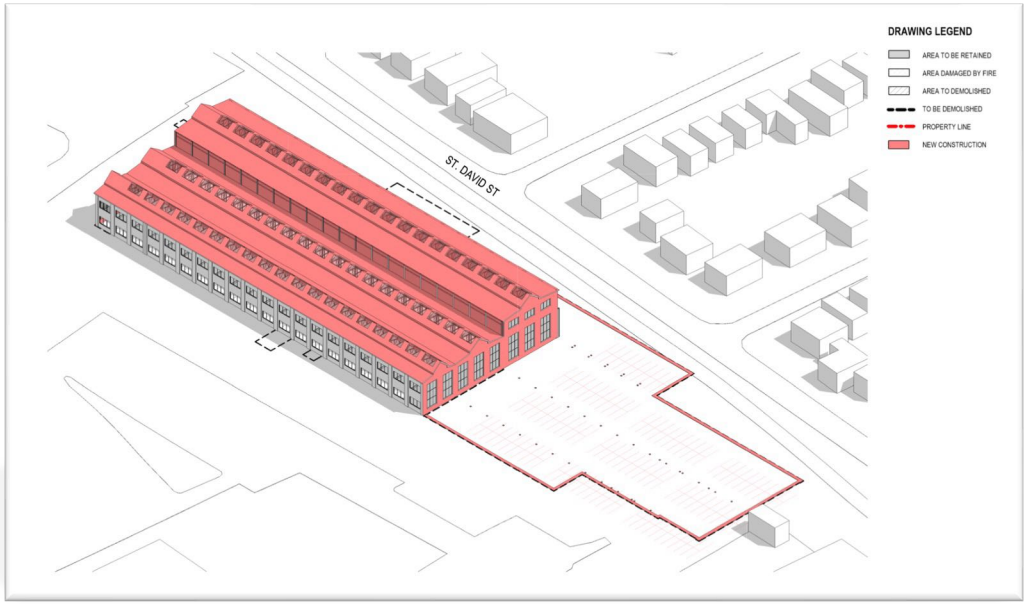
Mechanical
- Basic plumbing rough-ins and fixtures (allowance level)
- Basic HVAC (allowance level)

Electrical
- New interior lighting

NOTES:
Option is fully enclosed with the intent for public indoor community usage.

$37.7m (building) + $5.0m (remediation) = $42.7m

(see assumptions and notes in full BTY and WSP Report)



Option 2B: Fully Enclosed

~100,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural
- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition
- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural
- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening)
- Fully insulated roof with skylights.
- New double glazed windows to replace the existing windows

Mechanical
- Basic plumbing rough-ins and fixtures (allowance level)
- Basic HVAC (allowance level)

Electrical
- New interior lighting

NOTES:
Similar option to Option 2A, additional ~25k sf added.

$46.6m (building) + $6.4m (remediation) = $53m

(see assumptions and notes in full BTY and WSP Report)

Environmental Condition Summary

WSP Prepared a detailed memo included in the Appendix. This is a quick summary of their findings:

The Grand Trunk Site has been used for heavy industrial purposes since the late 1800s, including locomotive maintenance, rail spurs and turntables, fuel storage, and power generation.

Environmental investigations completed to date (Phase I/II ESAs and partial Risk Assessment work) have identified:

- **Metals and petroleum hydrocarbon impacts** in shallow fill soils across much of the site
- Localized **chlorinated solvent impacts** in certain building areas
- Variable **fill depths ranging from 0.5m to 2.5m**
- Presence of historical rail infrastructure and potential subsurface obstructions
- Likely **lead-based paint**, and potential asbestos and other hazardous building materials

A Record of Site Condition (RSC) has already been filed for Parcel 1A (eastern portion of the building) for institutional land use, subject to a Certificate of Property Use (CPU) and ongoing Risk Management Measures (RMMs). The remainder of the building would require either:

- Additional Risk Assessment (RA) and RSC filings, or
- Targeted remediation and risk management measures depending on the option selected and ultimate land use.

What Must be Done to Clean up the Site

Option-by-Option Summary

Option 1A – Open-Air Shell
(~50,000 sf retained)

Environmental Status:
Parcel 1A already has an RSC filed (January 2024).

Required Actions:
- Implement and maintain Risk Management Measures (hard cap/fill cap barriers)
- Prepare and implement a Soil & Groundwater Management Plan (SGMP)
- Develop a Health & Safety Plan
- Lead paint (and potential asbestos) abatement within retained structure
- Geotechnical investigations
- Ongoing cap monitoring and reporting under CPU

Key Point:
No new RSC filing is anticipated for the retained area, provided use remains consistent with the existing institutional/community framework and the CPU is maintained.

Option 1B – Partial Shelter
(~50,000 sf retained with roof)

Environmental obligations are effectively the same as Option 1A because the same parcel is involved.

Additional Consideration:
- Introduction of roof increases long-term vapour management considerations.
- If enclosure elements are introduced beyond current assumptions, vapour mitigation requirements may escalate.

What Must be Done to Clean up the Site

Option-by-Option Summary

Option 2A – Fully Enclosed
(~75,000 sf retained)

Expands beyond Parcel 1A into the central portion of the building.

Required Actions:
- Additional site investigation and reporting
- Likely completion of a new Risk Assessment (RA)
- Filing of an RSC (if required by City or future use)
- Implementation of new property-specific RMMs
- Installation of a Passive Soil Vapour Intrusion Mitigation System (SVIMS)
- Lead paint / hazardous materials abatement
- Geotechnical and potential hydrogeological investigations
- Possible targeted soil remediation (upper 0.5m assumed)

Key Risk Factor:
Full enclosure significantly increases regulatory complexity and timeline.
If an RSC is required, approval could take up to **2+ years** including MECP review.

Option 2B – Fully Enclosed
(~100,000 sf retained)

Includes western portion of building (historical fire area, former turntable, manufactured gas plant proximity).

Environmental Complexity Increases Due To:
- Limited historical data for western portion
- Fire-impacted soils
- Increased fill depths (up to 2.5m)
- Potential groundwater considerations

Required Actions:
- Expanded site investigation
- Risk Assessment and RSC filing
- Installation of larger-scale SVIMS
- Lead paint and hazardous material abatement at greater scale
- Possible soil remediation (upper 0.5m assumed)
- Geotechnical and hydrogeological work

Key Risk Factor:
Highest regulatory exposure, highest abatement exposure, longest timeline.

Remediation Costs

Option-by-Option Summary

Option	SGMP / RA / RSC	Vapour Mitigation (SVIMS)	Lead / Hazmat Abatement	Soil Remediation Allowance	Geotech / Hydro	Total Indicative Environmental Range
1A – Open Air (50k sf)	$ 60,000	Not required (open air)	$ 1,500,000	Minimal	$ 125,000	$ 1,685,000
1B – Partial Shelter (50k sf)	$ 60,000	Not required (unless enclosed)	$ 1,750,000	Minimal	$ 145,000	$ 1,955,000
2A – Enclosed (75k sf)	$ 300,000	$ 750,000	$ 2,500,000	$ 1,300,000	$ 185,000	$ 5,035,000
2B – Enclosed (100k sf)	$ 300,000	$ 950,000	$ 3,250,000	$ 1,750,000	$ 175,000	$ 6,425,000

Note: Values are rounded and averaged from original table. For full table, see appendix

Key Takeaways

The **open-air options (1A/1B)** rely primarily on maintaining existing risk management measures and are significantly less complex from an environmental and regulatory standpoint.

The **fully enclosed options (2A/2B)** materially increase:

- Regulatory exposure
- Vapour mitigation requirements
- Abatement scope
- Remediation exposure
- Timeline risk

Most importantly, enclosure triggers a different regulatory route. Once people are gathering indoors, vapour intrusion and RSC compliance become central drivers of cost and schedule.

Key Clarification

The Grand Trunk costing reflects:

- Base building retention
- Structural upgrades and enclosure levels
- Environmental compliance and risk management

It **does not include interior programming**, tenant fit-out, specialized civic uses (performance or recreation build-outs), furniture, or operational setup.

If Council chooses a fully programmed civic facility within the retained structure, additional capital costs would apply.

The numbers presented are base building + environmental compliance only.

Total Cost
Option-by-Option Summary

Option	Environmental Estimate (rounded)	Building Estimate	Total Cost Estimate
1A – Open Air (50k sf)	$ 1,685,000	$ 9,534,505	$ 11,219,505
1B – Partial Shelter (50k sf)	$ 1,955,000	$ 17,494,141	$ 19,449,141
2A – Enclosed (70k sf)	$ 5,035,000	$ 37,725,467	$ 42,760,467
2B – Enclosed (100k sf)	$ 6,425,000	$ 46,587,787	$ 53,012,787

Note: Values are rounded from original table. For full table, see appendix

Conclusion

Intent of Study

The purpose of this study was not to recommend an outcome.

It was to ensure that whatever direction Council chooses:

- It is informed
- It is financially transparent
- It is technically grounded
- And it is made with full awareness of downstream cost implications

Council now has a complete preliminary picture of development value, environmental exposure, and base building capital costs.

Moving the conversation from ideas to numbers.

To support that objective, the following has been completed:

- Architectural retention scenarios for the Grand Trunk Building
- Class C + D construction costing by BTY, and a prorate estimate
- Environmental and remediation costing by WSP
- Preliminary review of the YMCA and Library alternatives
- Side-by-side comparisons of scale, scope, and cost exposure

This package provides Council with a structured view of what each path implies: physically, financially, and procedurally. This analysis allows Council to compare:

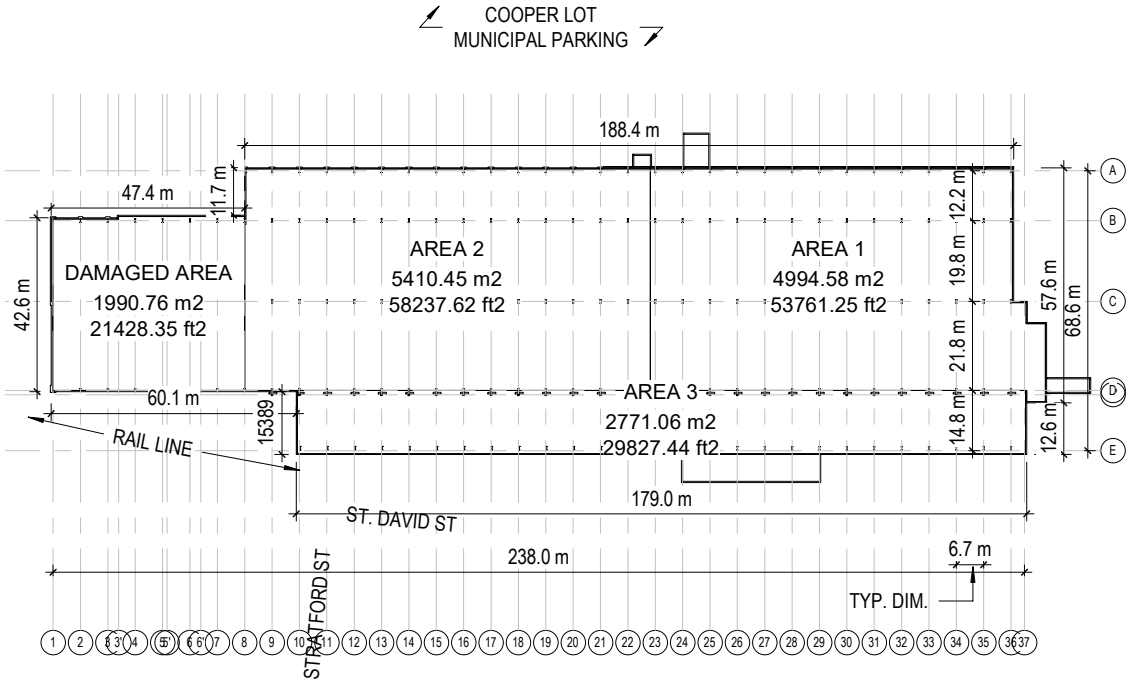
- Adaptive reuse of an industrial structure
- Purpose-built community infrastructure
- Level of financial exposure the City is prepared to assume
- Regulatory complexity the City is willing to manage

On a grounded, financial basis.

www.SvecGroup.ca

SVEC

GROUP

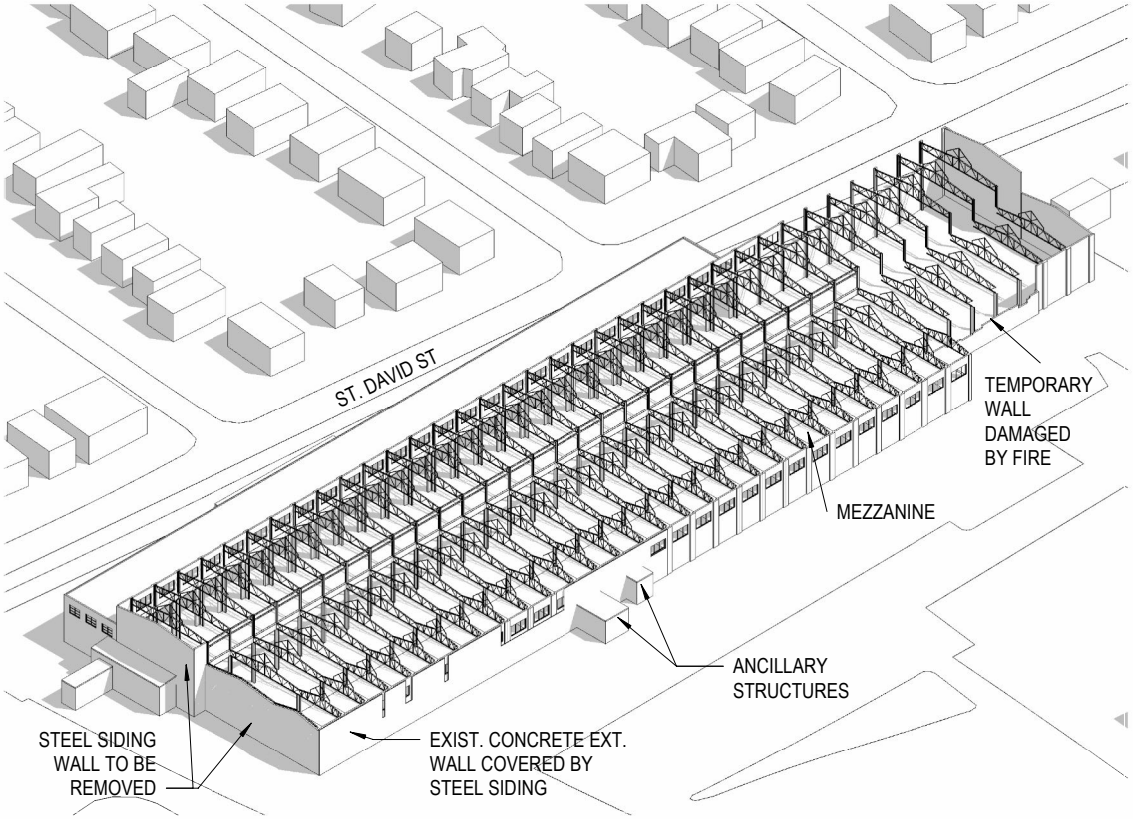


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
EXISTING - Plan

Project No.: 2521
Scale: As indicated

Drawing No.
SD_1 L1

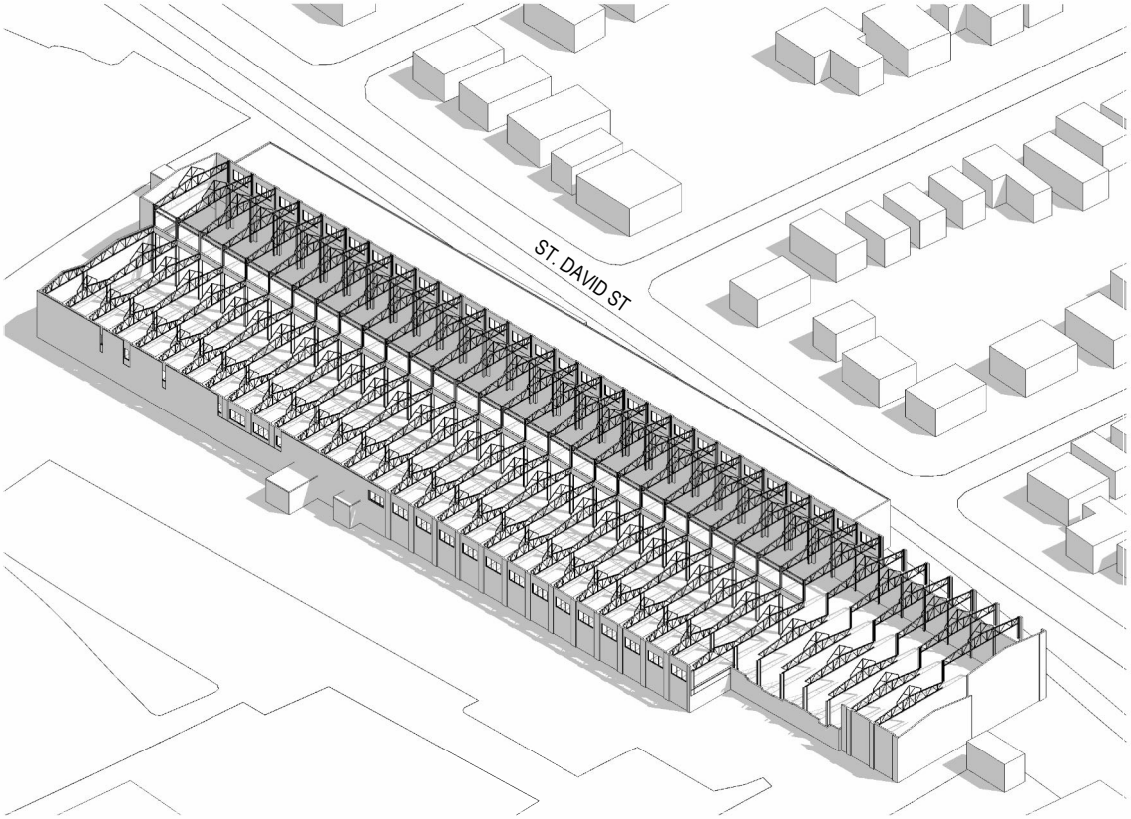


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
EXISTING - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1 L2

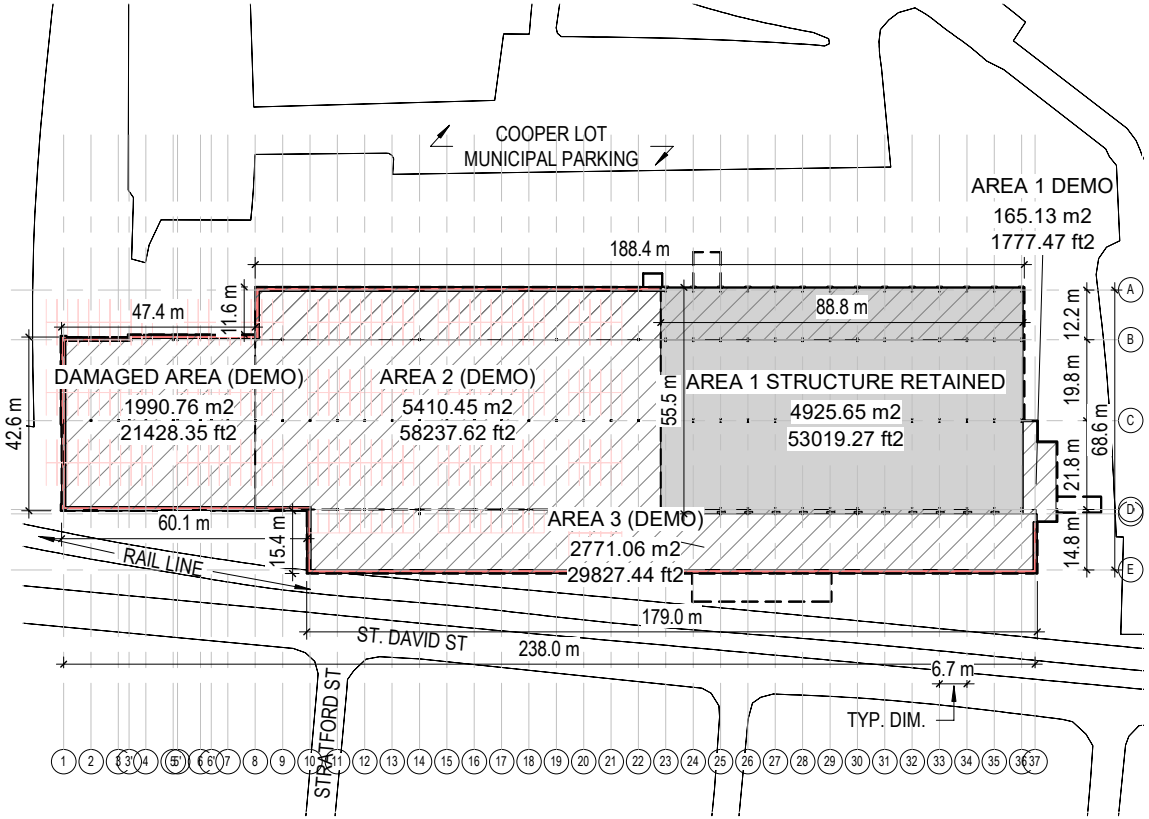


Grand Trunk Vision
superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
EXISTING - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1 L3

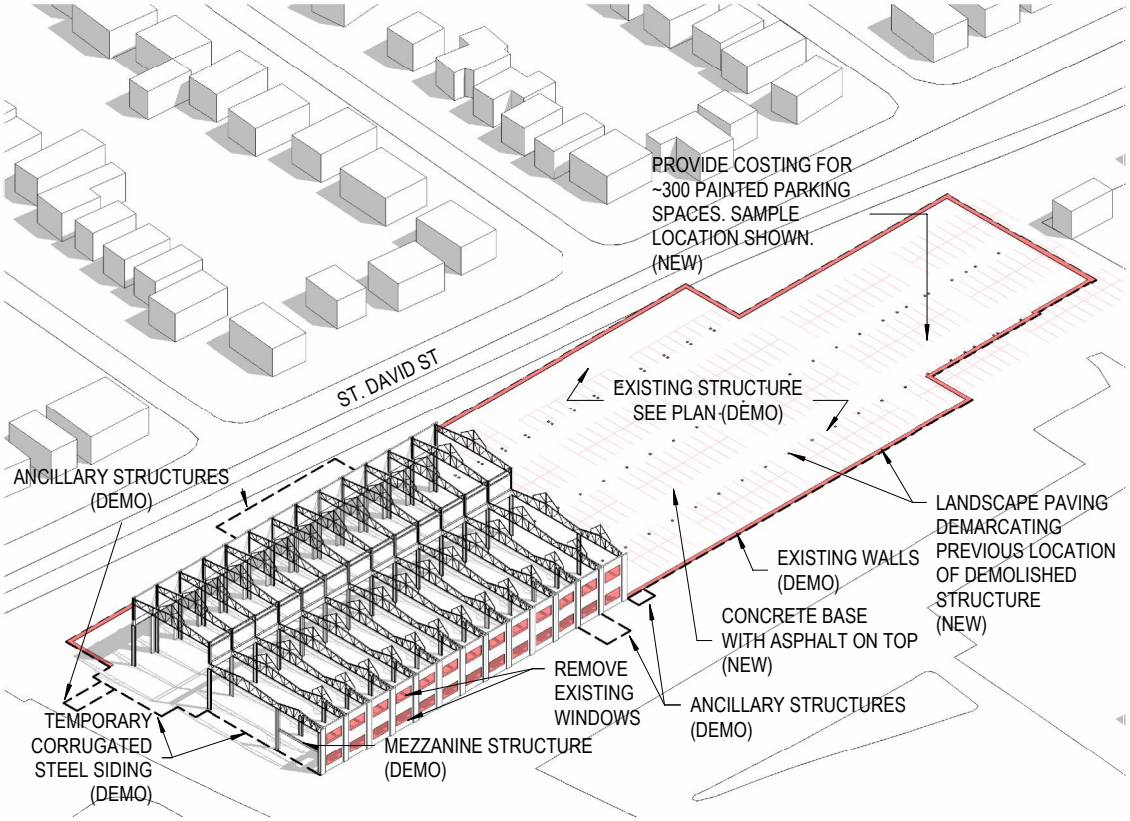


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
OPTION 1A - Plan

Project No.: 2521
Scale: As indicated

Drawing No.
SD_1A L1

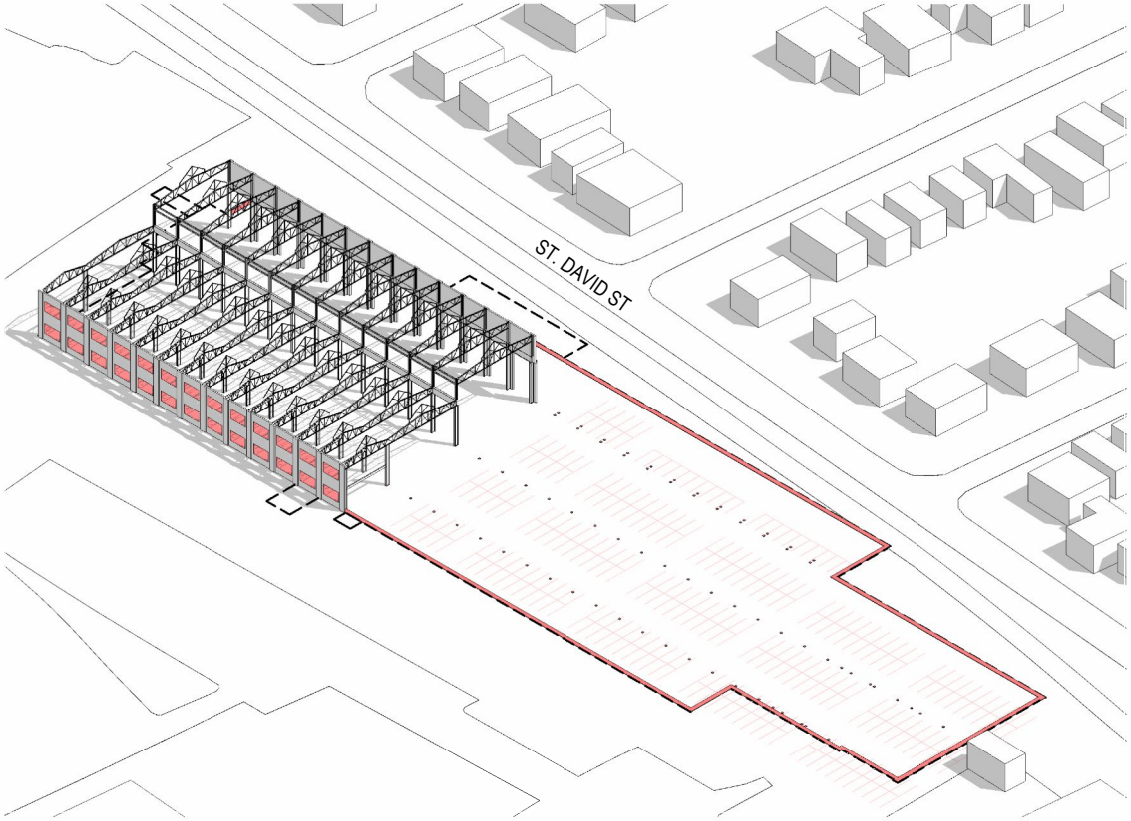


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: OPTION 1A - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_1A L2



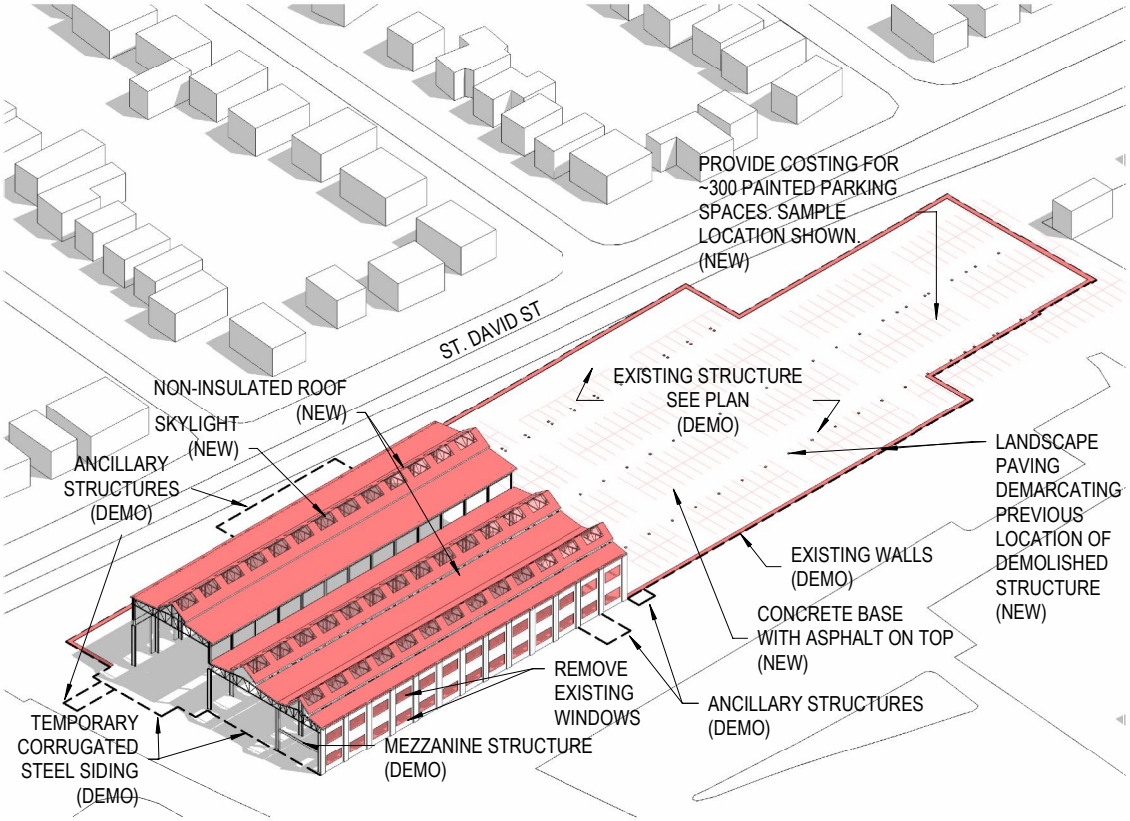
Grand Trunk Vision

superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
OPTION 1A - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1A L3



NE AXONOMETRIC - OPT1B Copy 1

Grand Trunk Vision

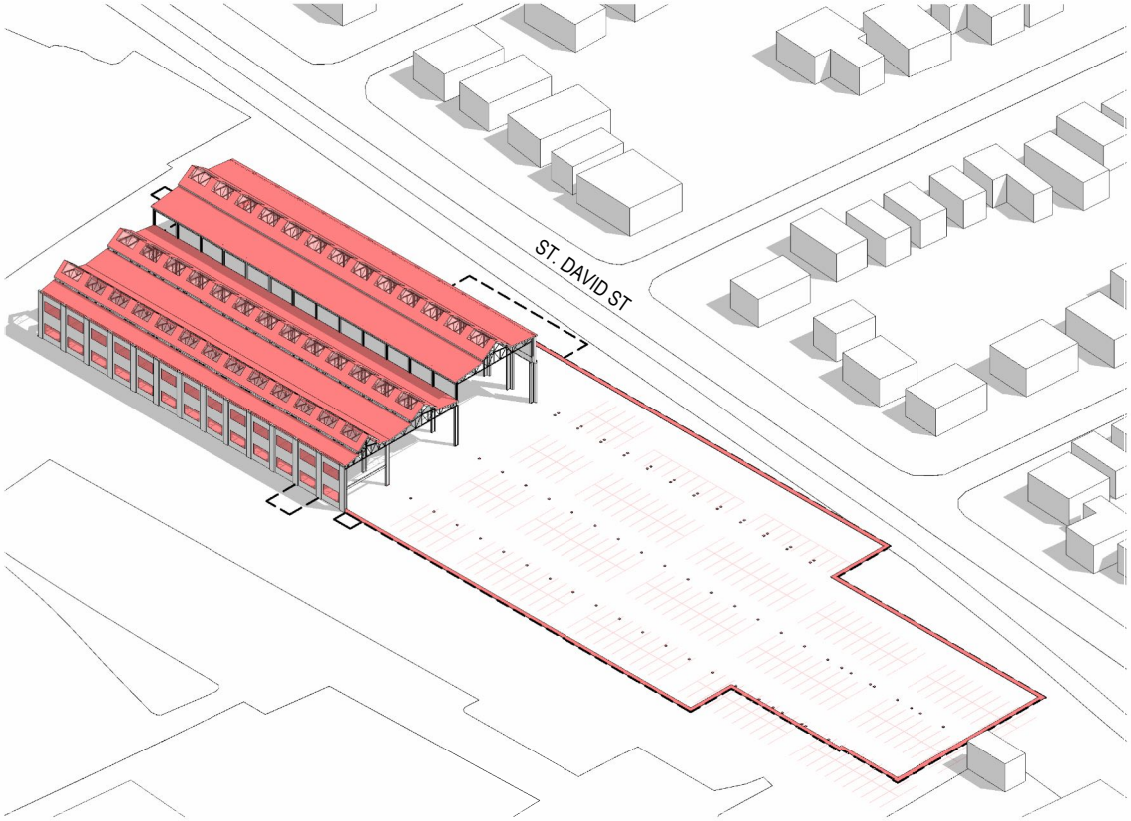
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: OPTION 1B - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_1B L1



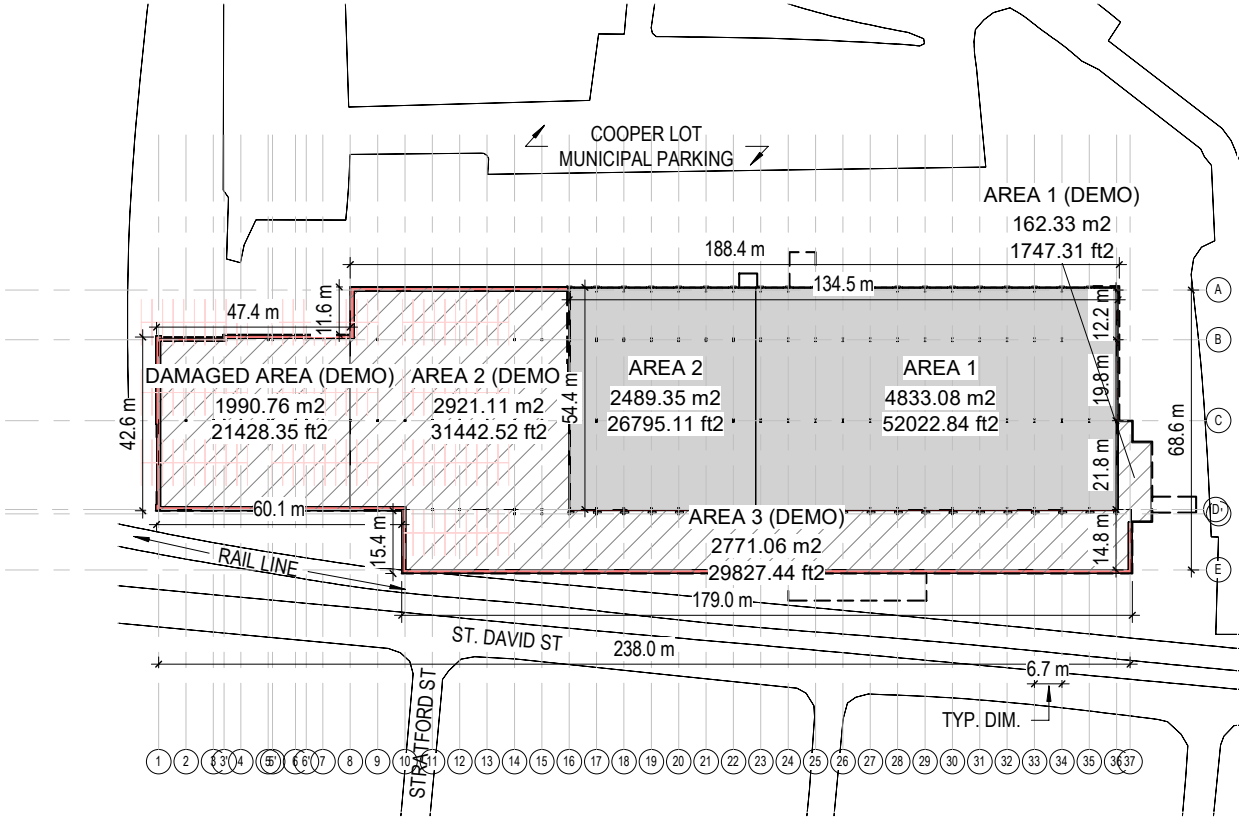
Grand Trunk Vision

superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
OPTION 1B - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1B L2



Grand Trunk Vision

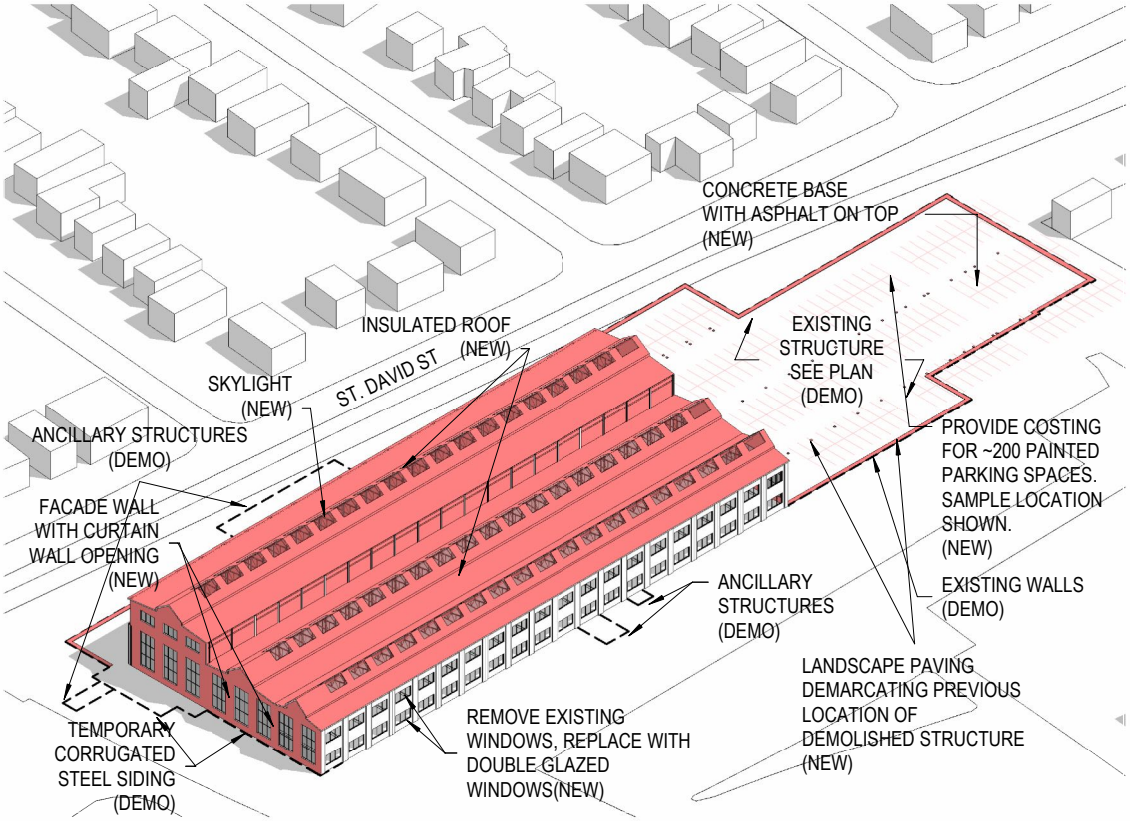
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2A - 75k ft2 - Plan

Project No.: 2521
Scale: As indicated

Drawing No. SD_2A L1

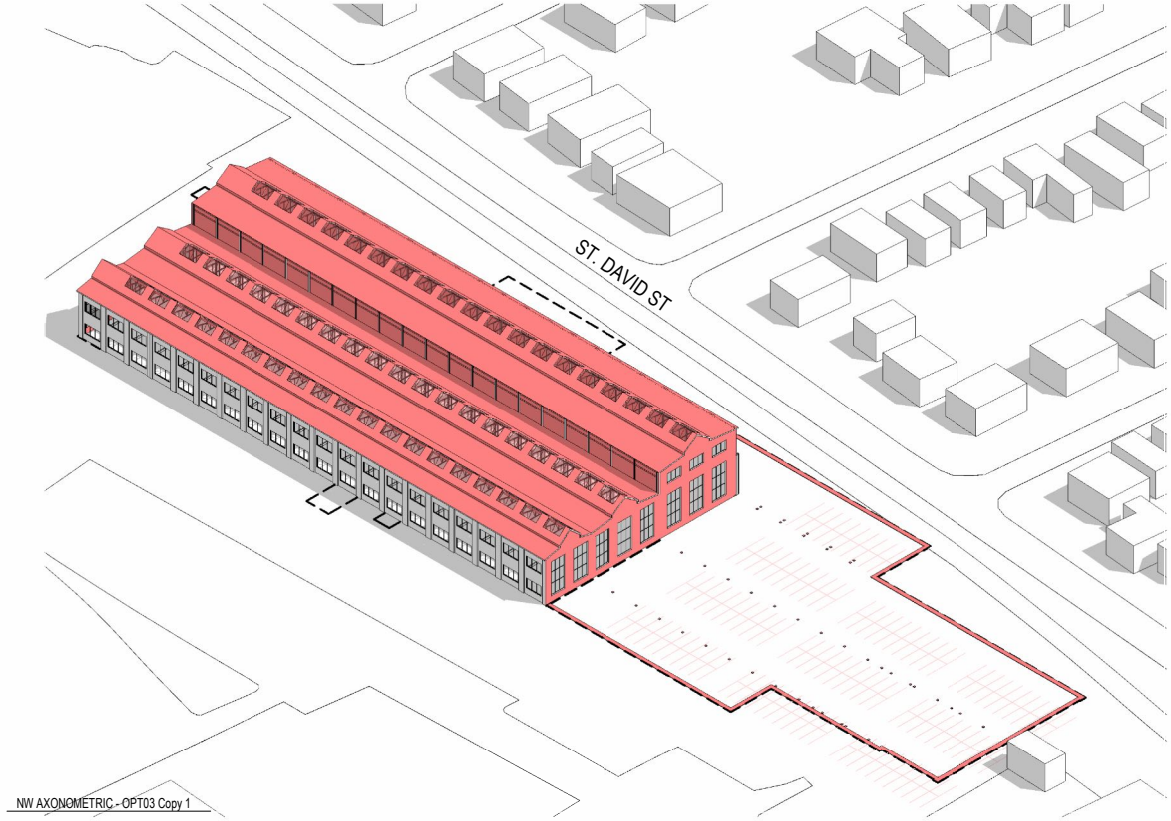


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Option 2A - 75k ft2 - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_2A L2



NW AXONOMETRIC - OPT03 Copy 1

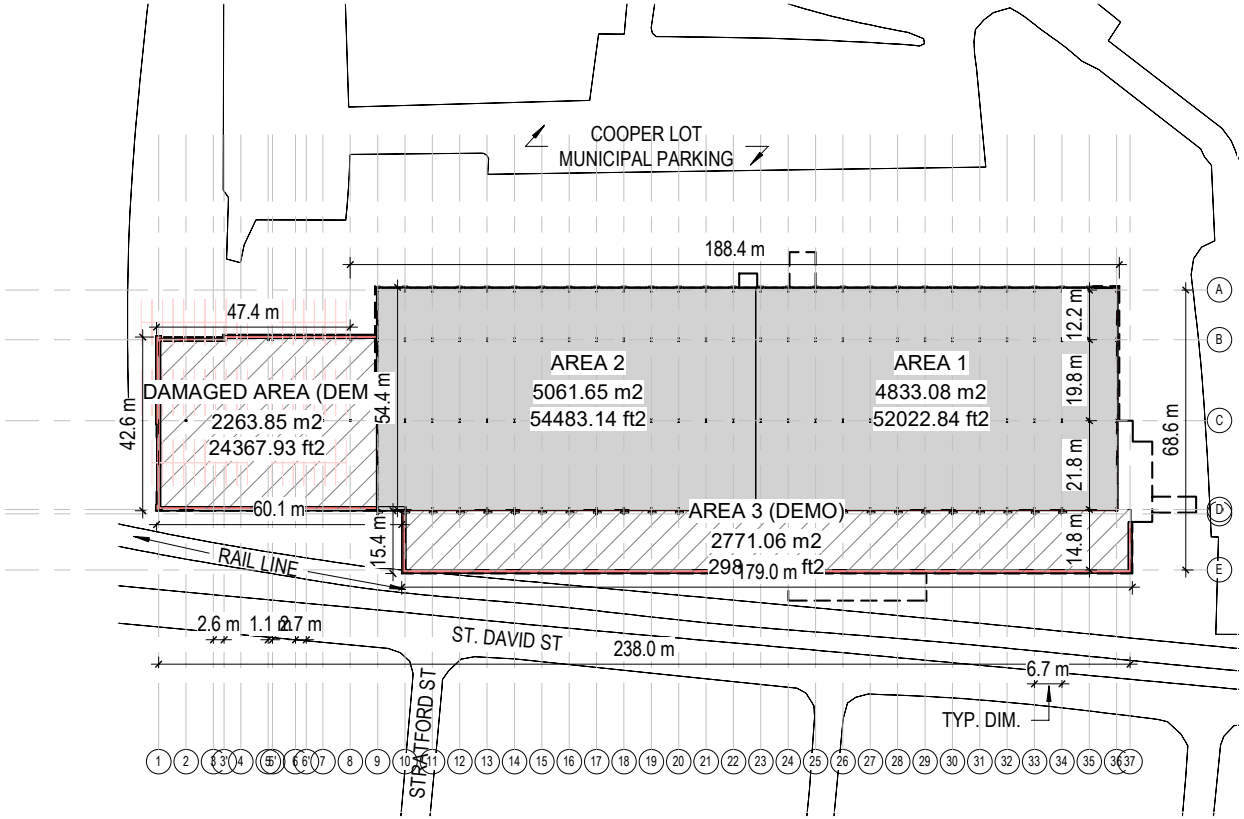
Grand Trunk Vision

superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
Option 2A - 75k ft2 - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_2A L3



Grand Trunk Vision

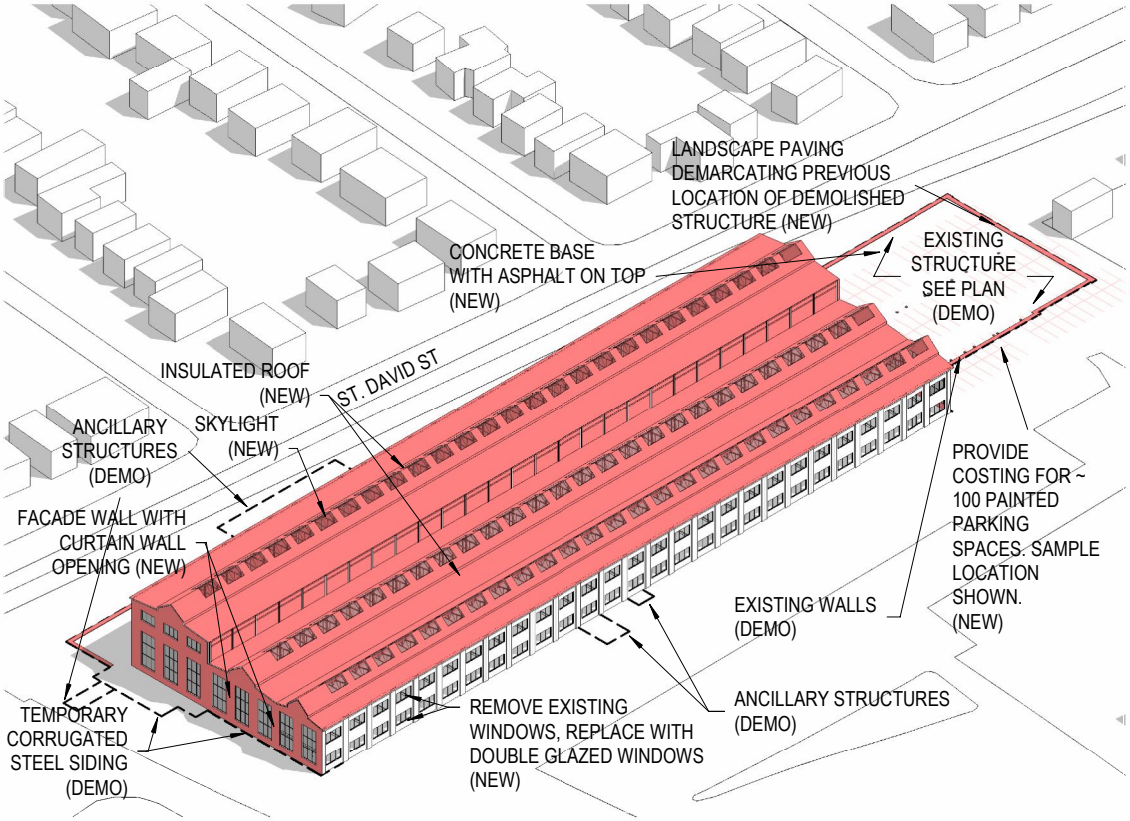
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 Plan

Project No.: 2521
Scale: As indicated

Drawing No. SD_2B L1

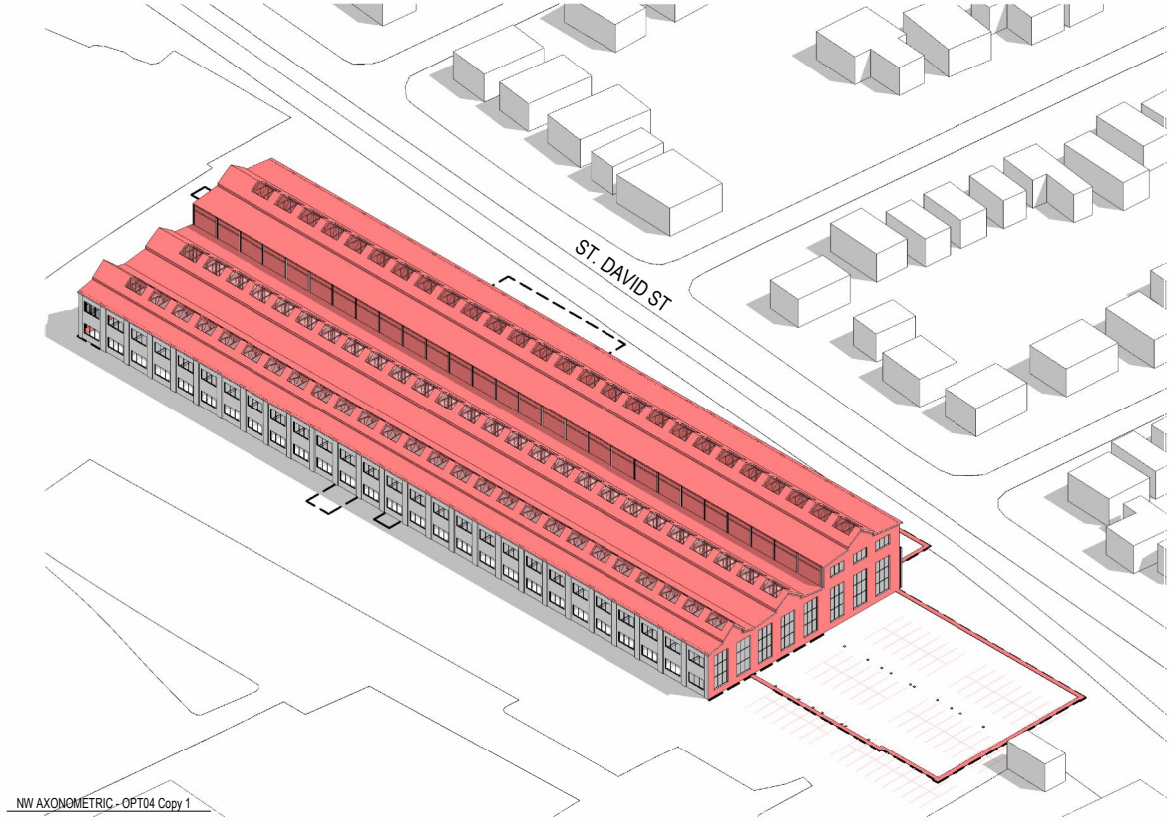


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_2B L2



NW AXONOMETRIC - OPT04 Copy 1

Grand Trunk Vision

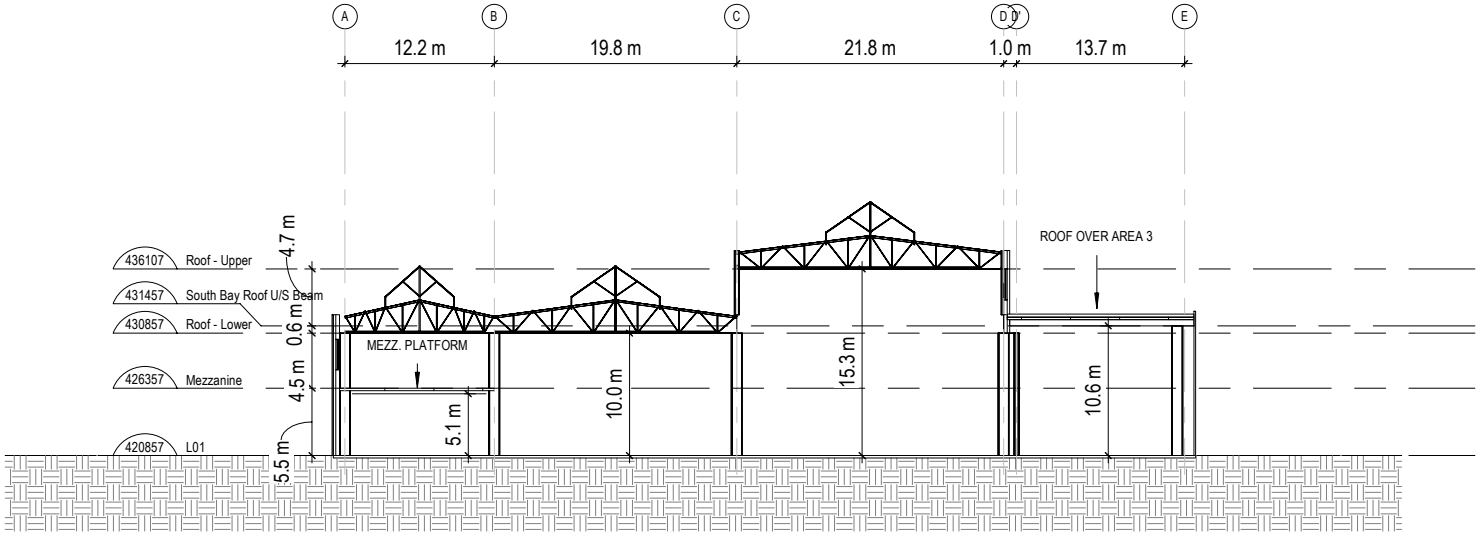
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_2B L3



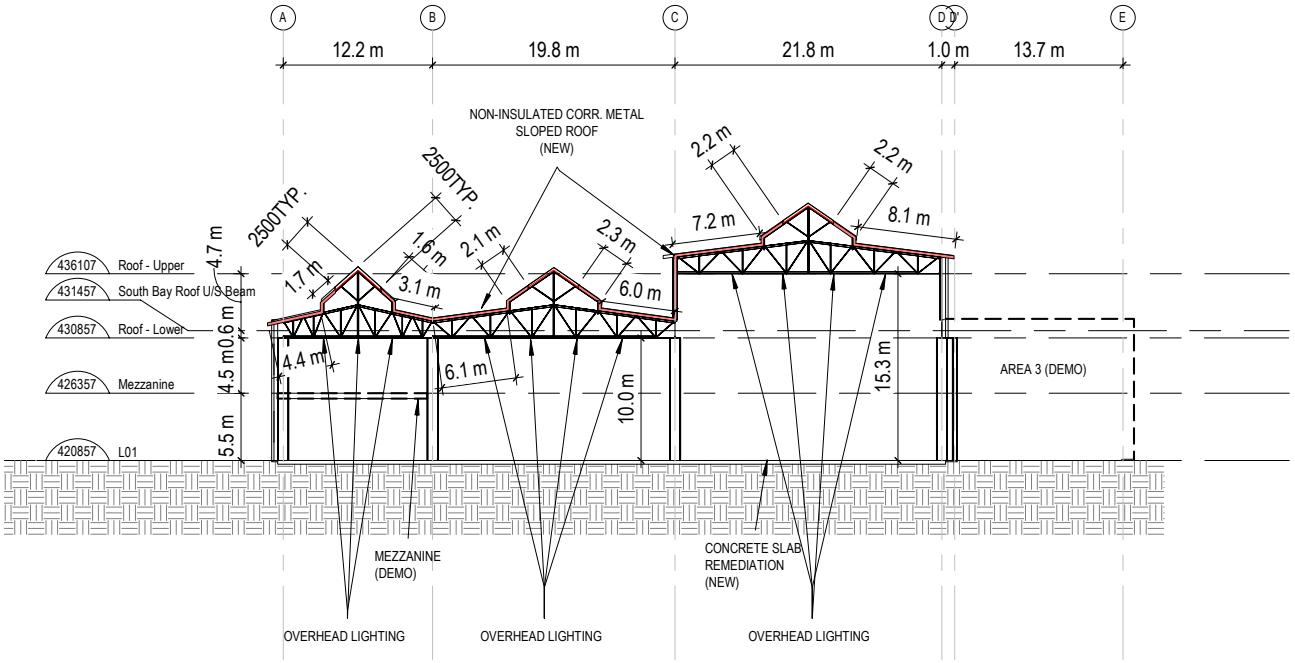
Grand Trunk Vision

superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Existing Section

Project No.: 2521
Scale: 1 : 400

Drawing No.
SD_3 L1

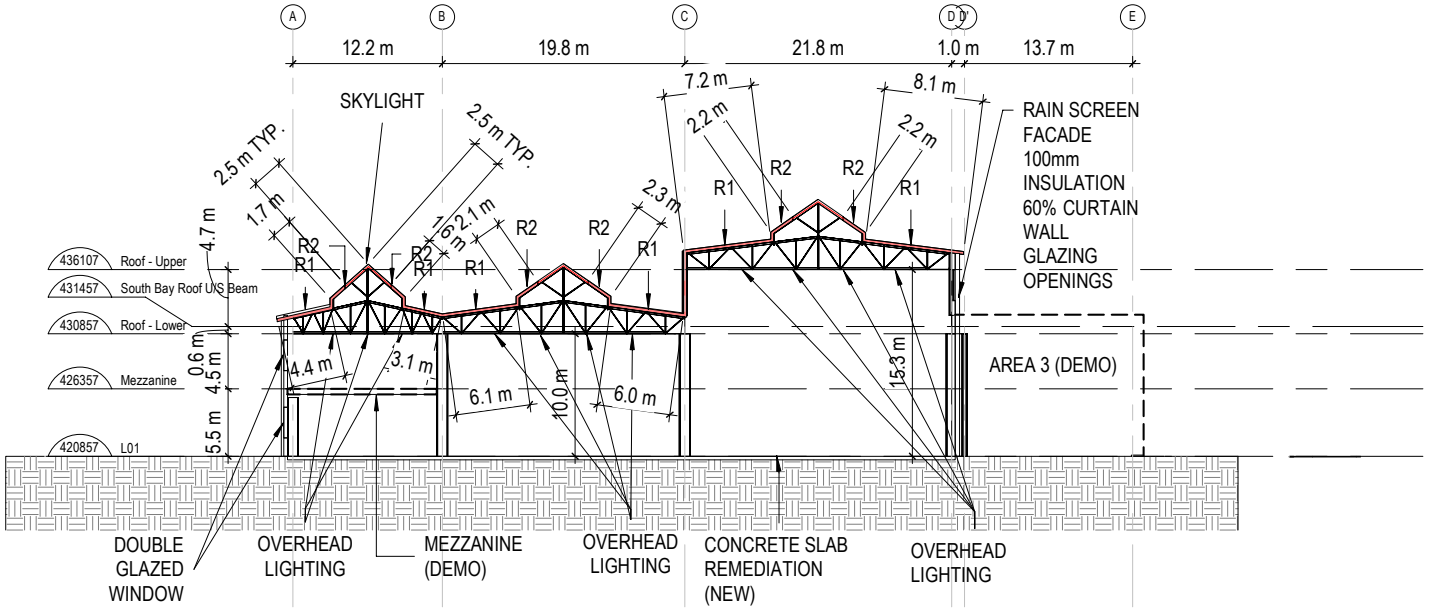


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Option 1B Section

Project No.: 2521
Scale: 1 : 400

Drawing No.
SD_3 L2



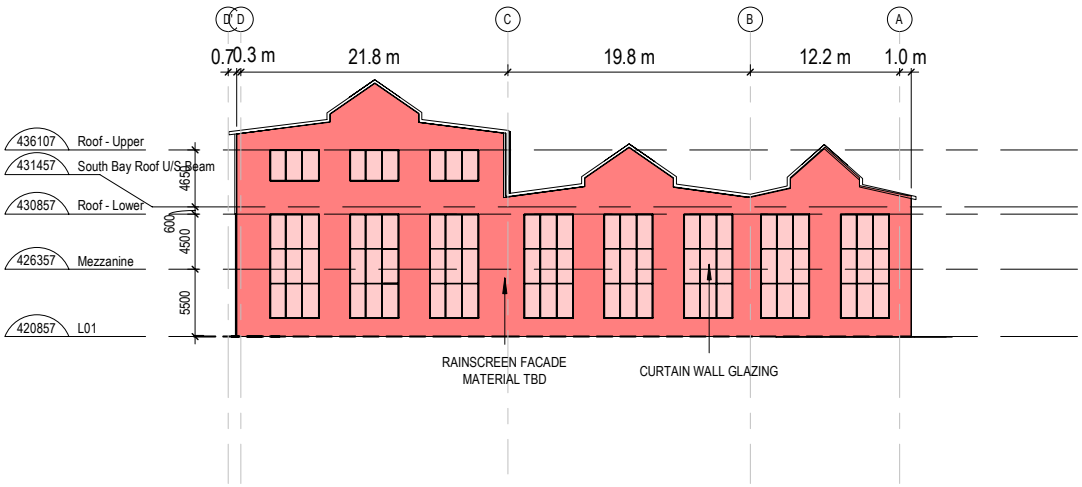
R1. 2-PLY MOD BIT, 100mm INSULATION, MEMBRANE, PROTECTION BOARD, 75mm STEEL DECK
R2. CORR. METAL ROOF, 100MM INSULATION, MEMBRANE, PROTECTION BOARD,75mm STEEL DECK

Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
SectiOption 2A & 2B Section

Project No.2521
Scale: 1 : 400

Drawing No.
SD_3 L3



Grand Trunk Vision

superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Elevation

Project No.: 2521
Scale: 1 : 400

Drawing No.
SD_04 L1

Grand Trunk, Stratford

YMCA + Library Costing Set
31 October 2025

Project Summary

2 Options

1. *Existing* YMCA + Library combined ***On-Site***

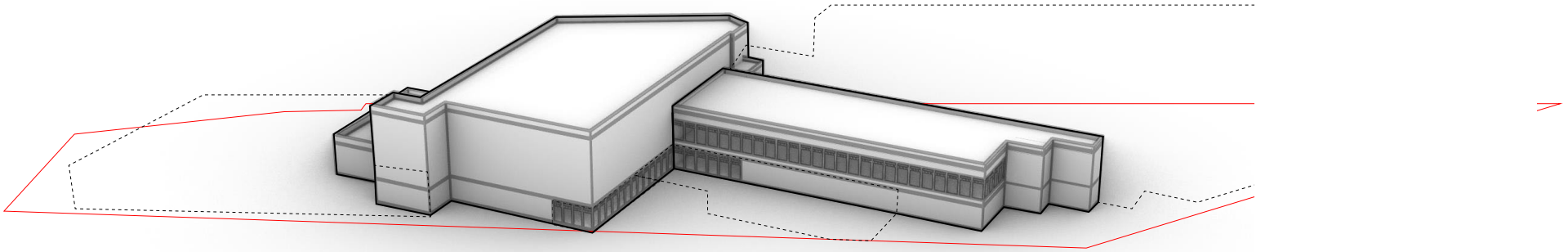
Total Area to Demo	10,913.7 ft^2
Total Area to Reclad	21,000.0 ft^2
Total New Build Area (on Site)	70,162.3 ft^2

2. *New* YMCA + Library combined ***Off-Site***

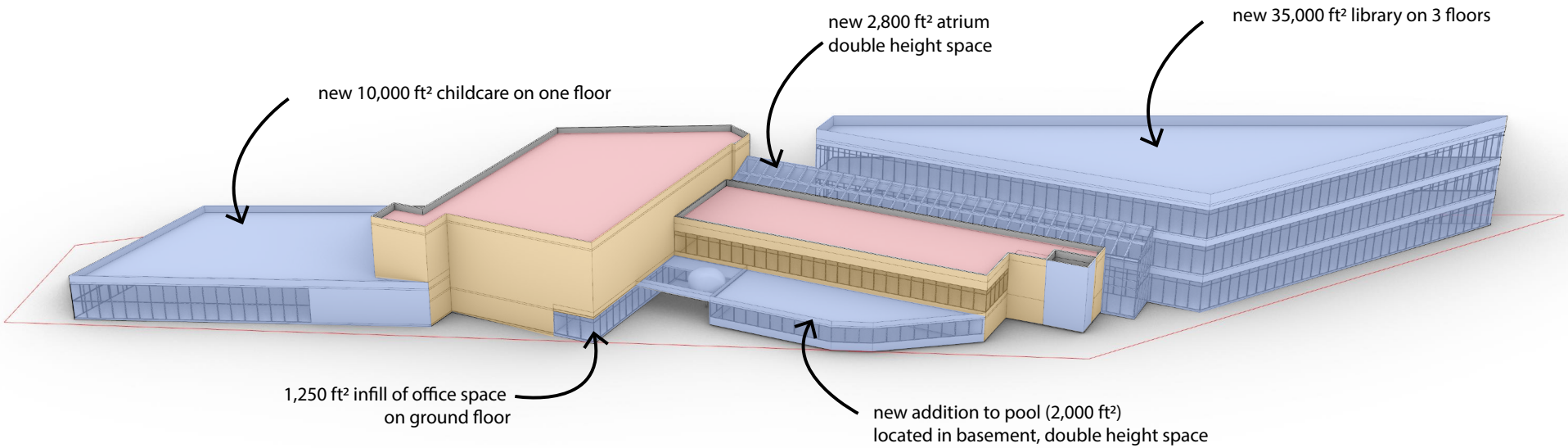
Total New Build Area (off Site)	100,000.0 ft^2

Existing YMCA + Library combined ***On-Site***

Existing Condition

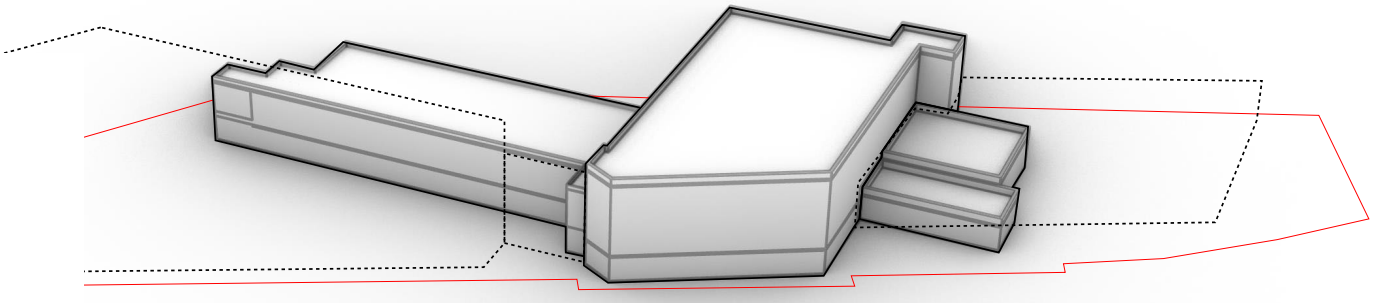


Proposed Condition

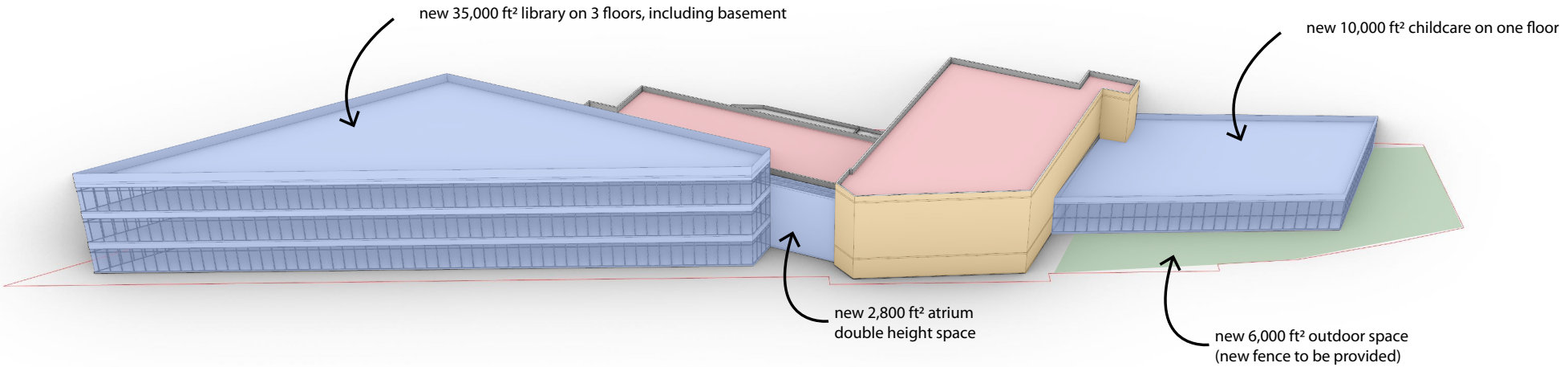


NEW CONSTRUCTION
RECLADDED FACADE
ROOF UPGRADES

Existing Condition

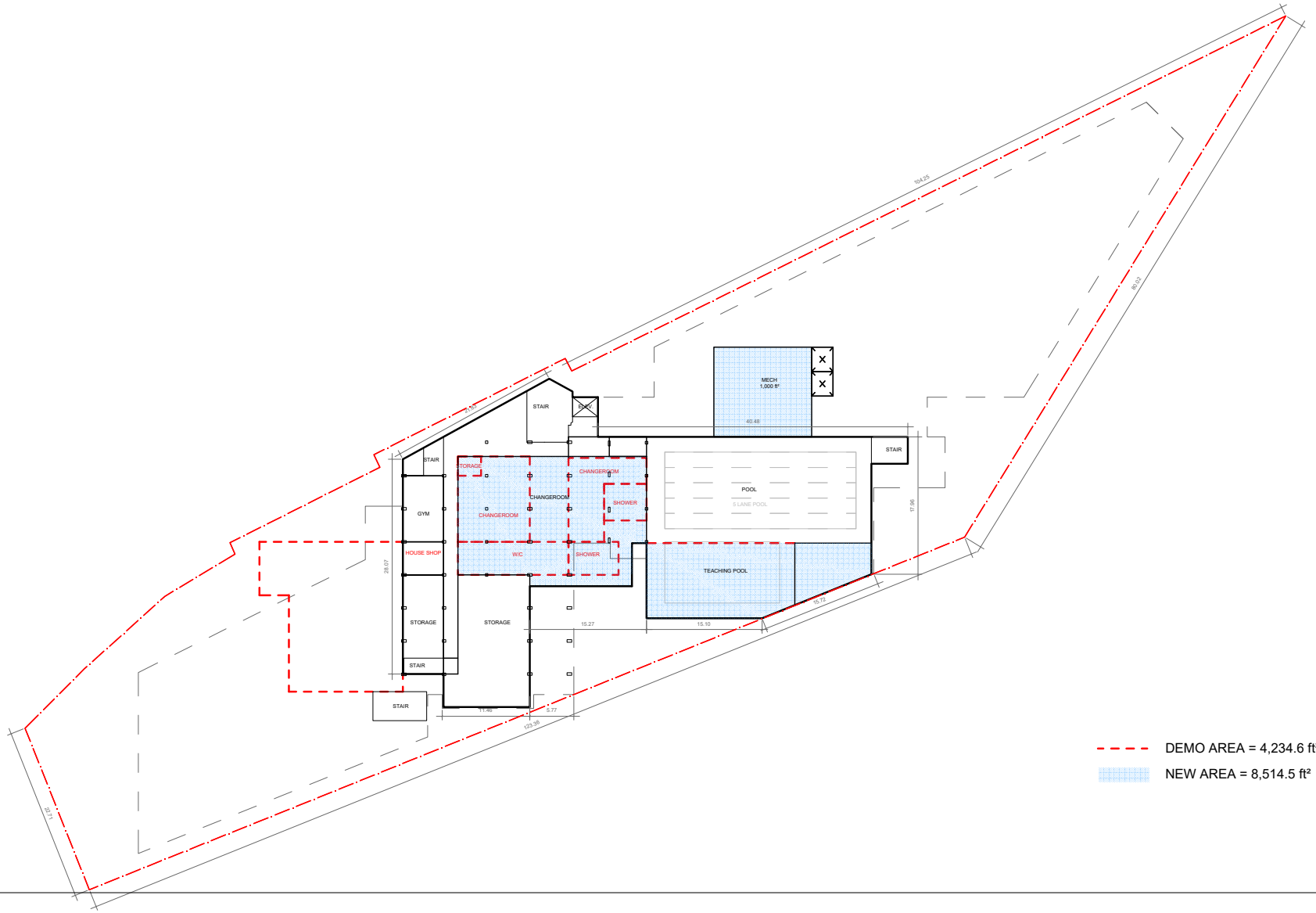


Proposed Condition



NEW CONSTRUCTION
RECLADDED FACADE
ROOF UPGRADES

Level L0 (Basement) | 1:500



superkül
101 - 36 Golden Avenue
Toronto, ON M6R 2J5
P: 416.538.0700
F: 416.538.0998
www.superkul.ca

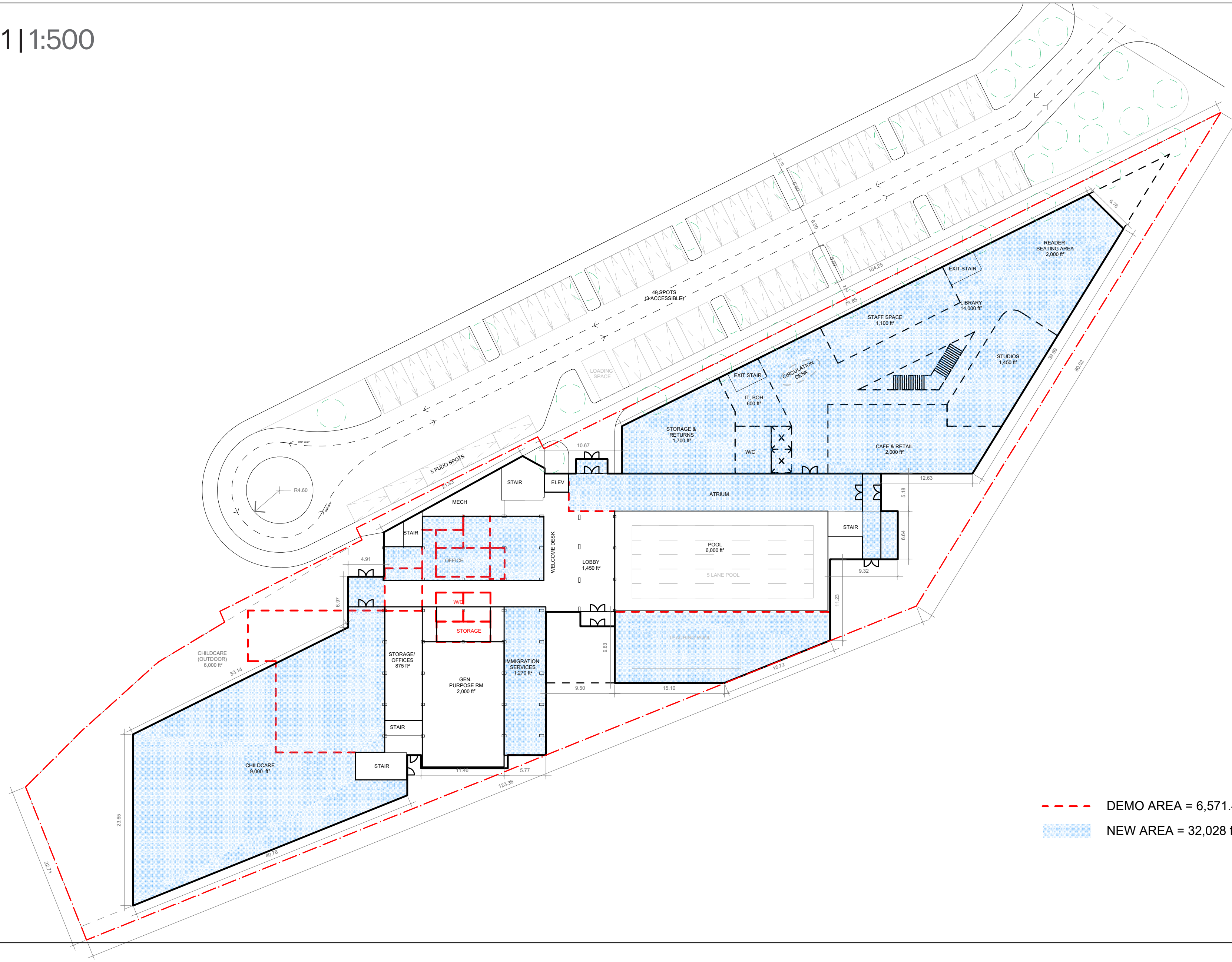
Title: Stratford YMCA & Library

Project No. 2121 | Scale: 1:500

Drawing No.

SK-001

Level 1 | 1:500



DEMO AREA = 6,571.4 ft²

NEW AREA = 32,028 ft²

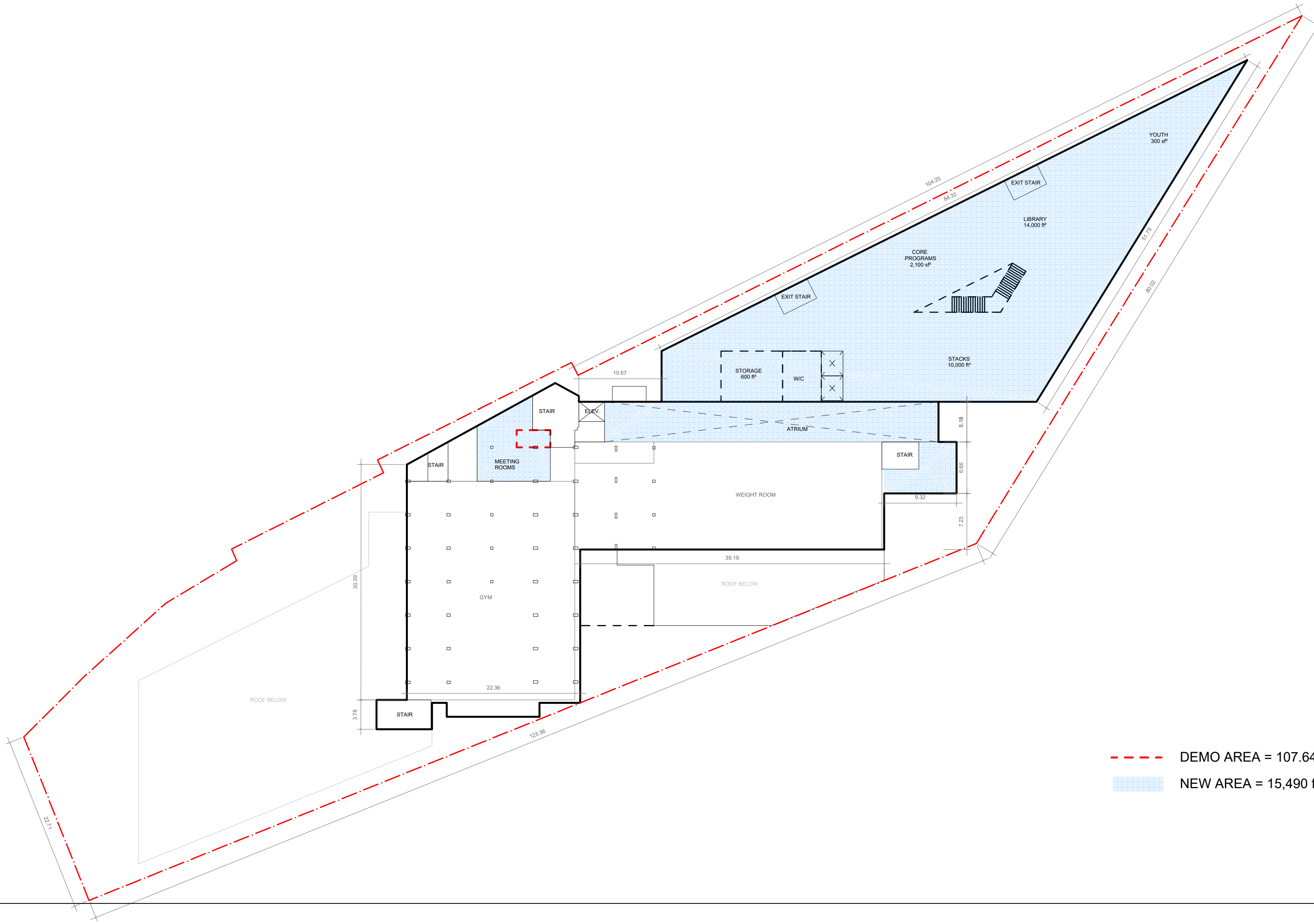
superk¨l
101 - 35 Golden Avenue
Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986
www.superkul.ca

Title: Stratford YMCA & Library

Project No. 2521 | Scale 1:500

Drawing No. SK-001

Level 2 | 1:500



DEMO AREA = 107.64 ft²

NEW AREA = 15,490 ft²

superkül

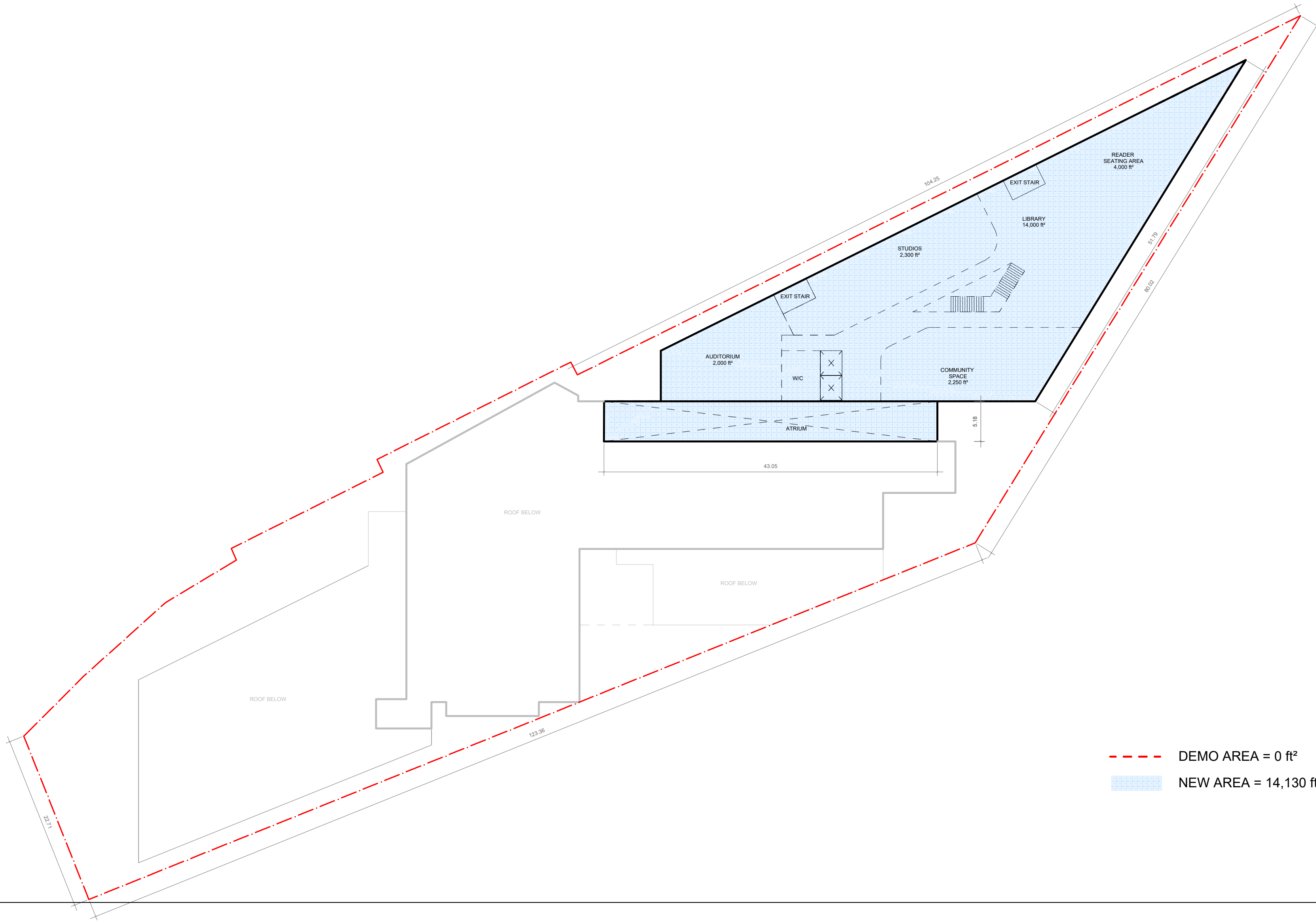
Title: Stratford YMCA & Library

Project No. 2521 Scale 1:500

Drawing No.

SK-001

Level 3 | 1:500



superk¨l

101 - 35 Golden Avenue
Toronto, ON M6R 2J5

t> 416.596.0700
f> 416.533.6986
www.superkul.ca

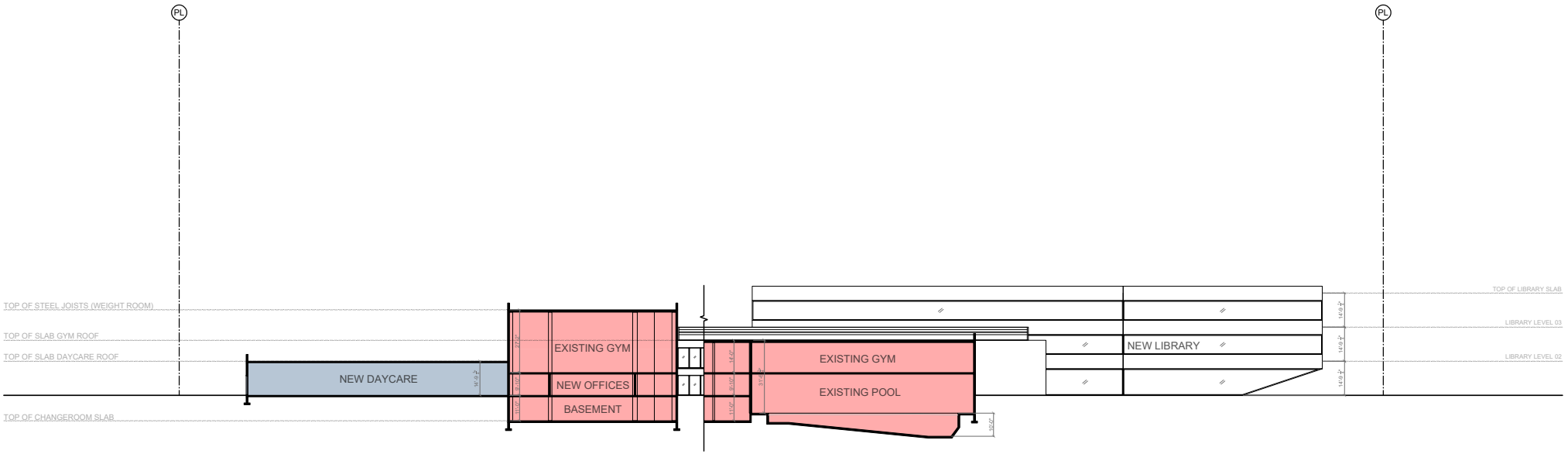
Title: Stratford YMCA & Library

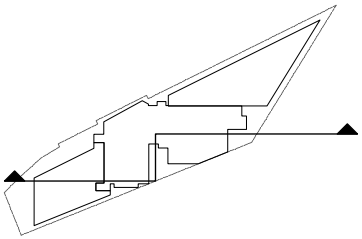
Project No. 2521 | Scale 1:500

Drawing No.

SK-001

Building Section A | 1:500

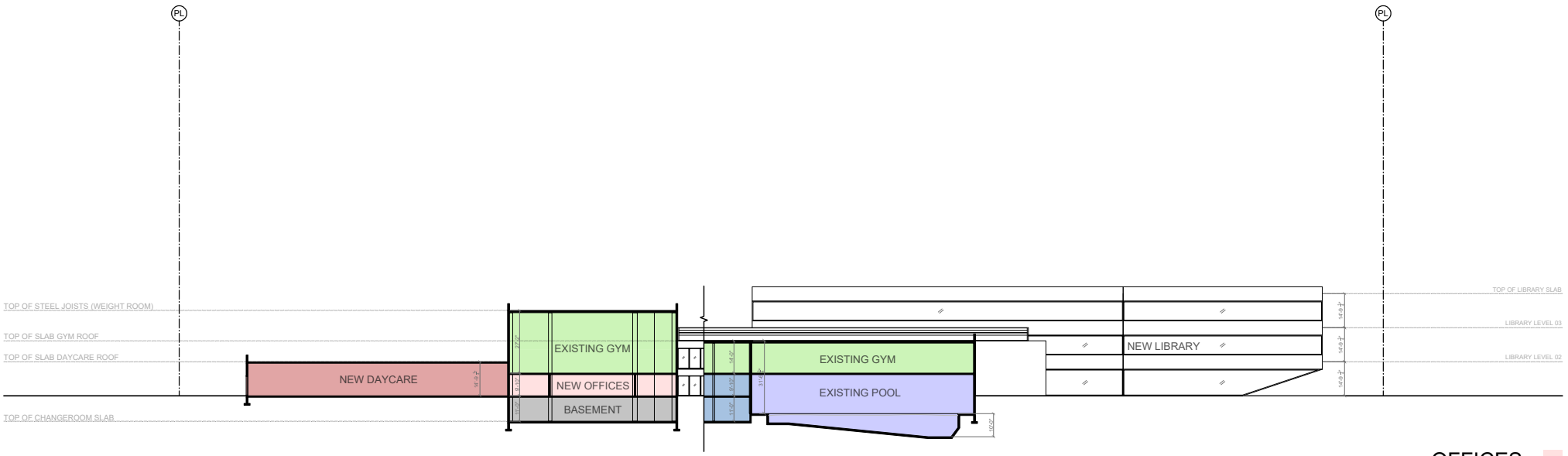


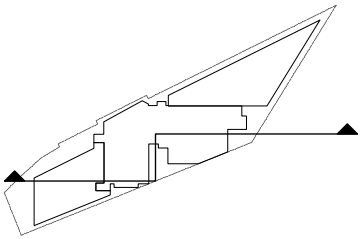


EXISTING TO REMAIN

NEW BUILD

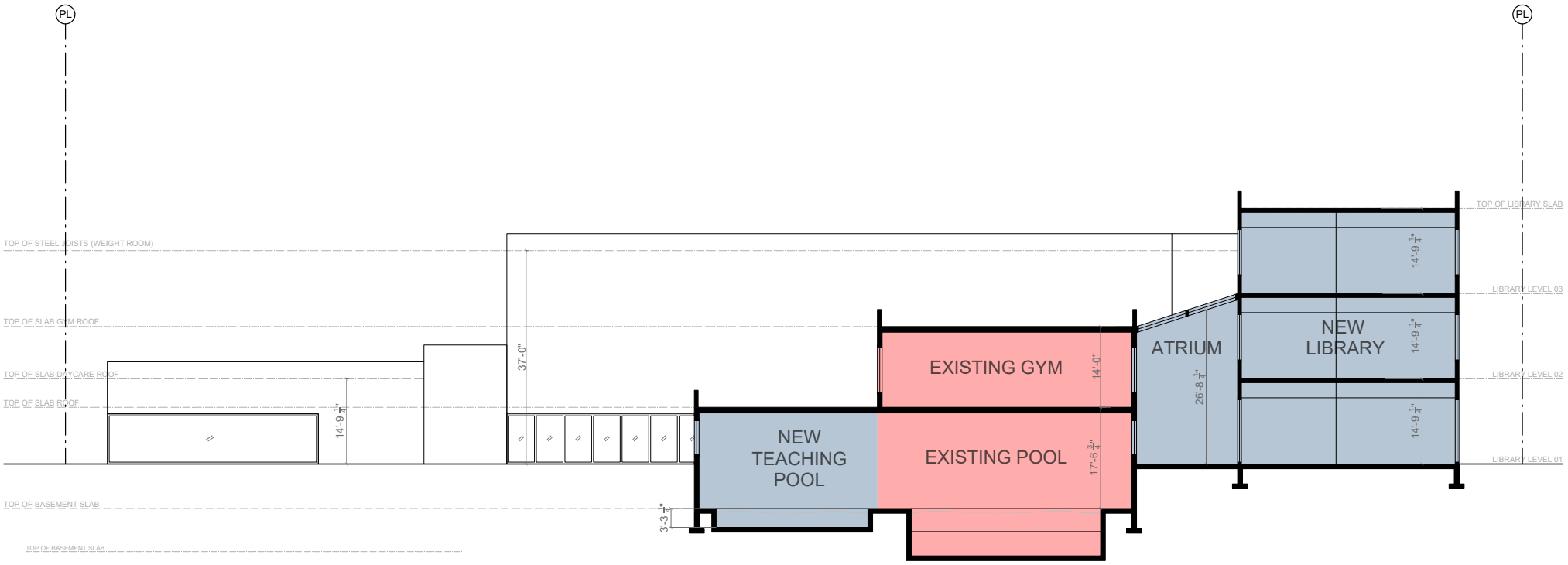
Building Section A | 1:500

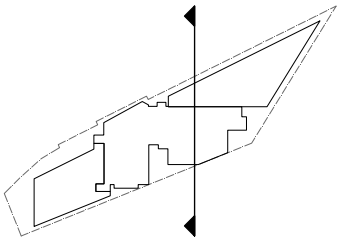




OFFICES
LIBRARY
DAYCARE
GYM
ATRIUM
POOL
CIRCULATION
STORAGE

Building Section B | 1:200

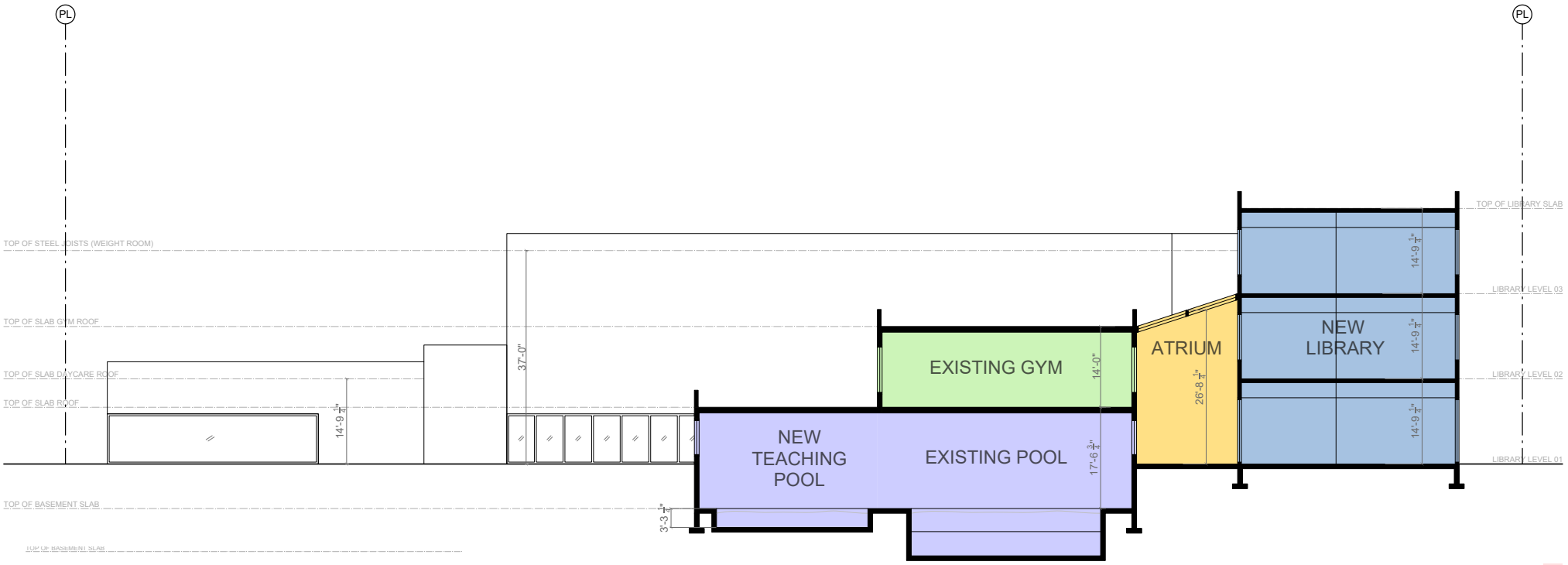


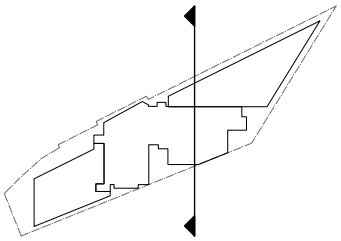


EXISTING TO REMAIN

NEW BUILD

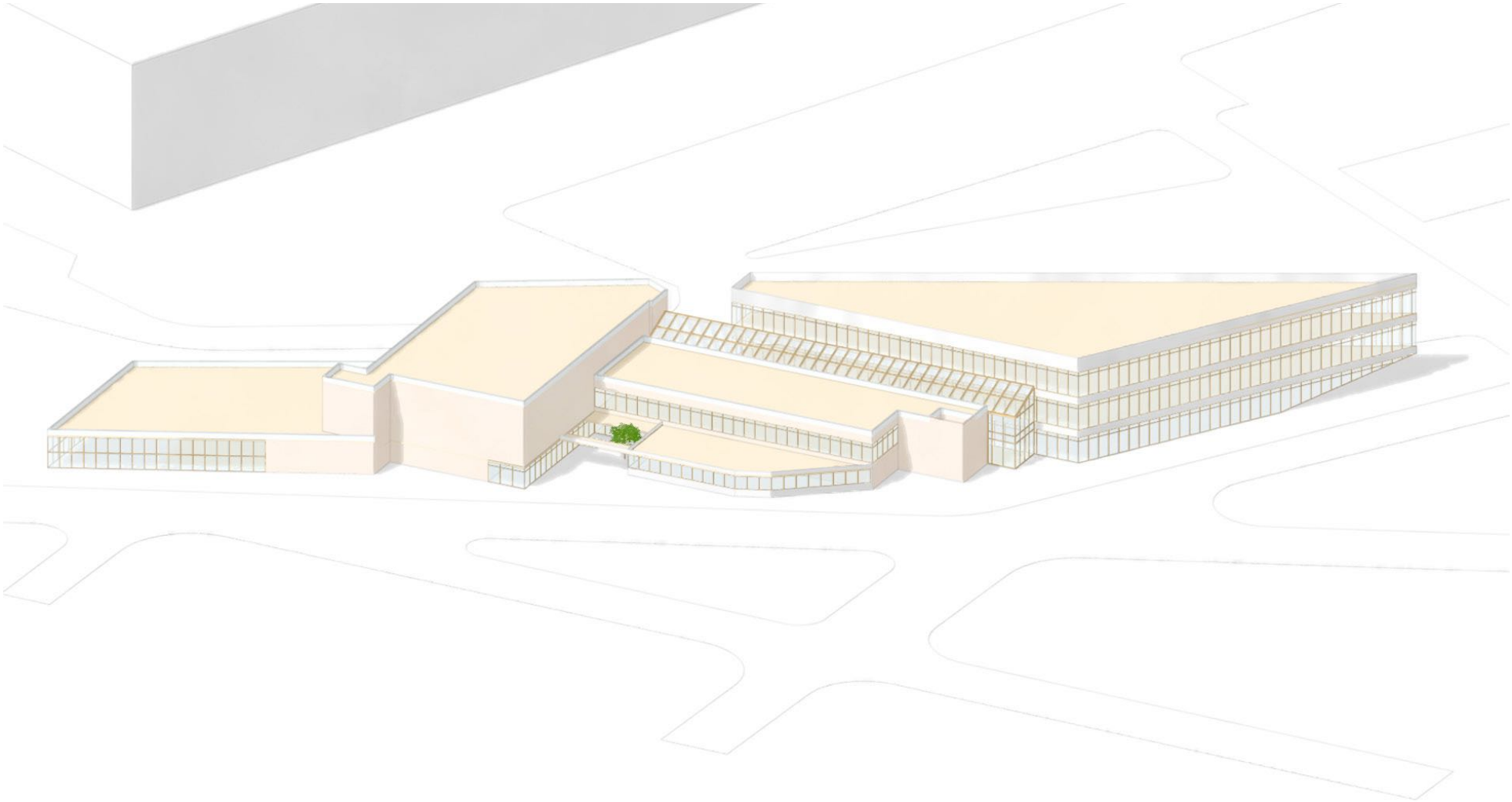
Building Section B | 1:200





OFFICES
LIBRARY
DAYCARE
GYM
ATRIUM
POOL
CIRCULATION
STORAGE

Materiality



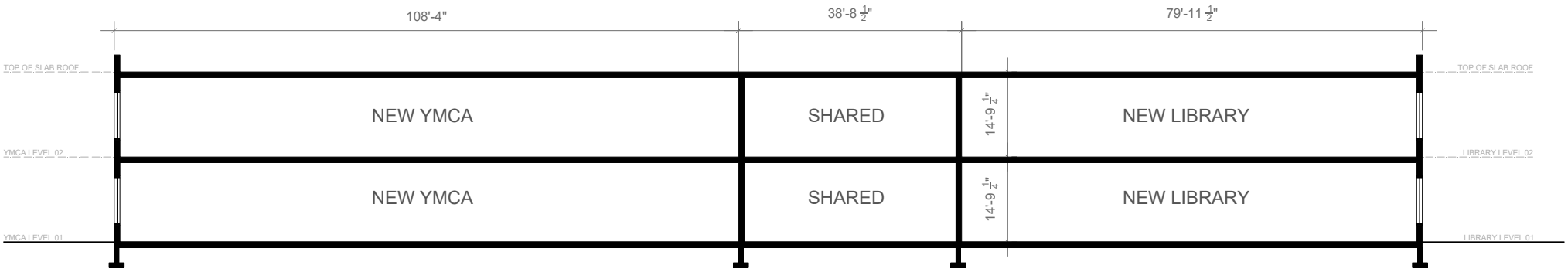
Materiality

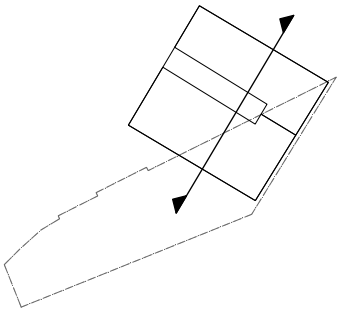
New YMCA + Library combined ***Off-Site***


Level 1 | 1:500
74 PARKING SPOTS
PUDO
PUDO
PUDO
PUDO
PUDO
LOADING SPACE
24.0m
11.5m
33.5m
69.5m
48.9m
30.8m
38.2m
68.3m
LIBRARY
20,000 ft²
SHARED
6,050 ft²
YMCA
25,500 ft²
OUTLINE OF EXISTING YMCA SITE
St. Patrick St
Copyright reserved. This design and drawings are the exclusive property of superkul inc. (the Architect) and cannot be used for any purpose without the written consent of the Architect. This drawing is not to be used for construction until issued for that purpose by the Architect.
Prior to commencement of the Work the Contractor shall verify all drawing dimensions, datums, and levels with the Contract Documents and with the conditions on site; ascertain any discrepancies between the site and the Contract Documents, and bring these items to the attention of the Architect for clarification.
101 - 35 Golden Avenue
Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986
www.superkul.ca
Title: Stratford YMCA & Library
Project No. 2521
Scale 1:500
Drawing No.
SK-001


Level 2 | 1:500
74 PARKING SPOTS
PUDO
PUDO
PUDO
PUDO
PUDO
LOADING SPACE
24.0m
11.5m
33.5m
48.8m
20.7m
LIBRARY
12,500 ft²
SHARED
6,050 ft²
48.9m
YMCA
32,200 ft²
20.0m
69.0m
OUTLINE OF EXISTING YMCA SITE
68.3m
St. Patrick St
superkül
Title: Stratford YMCA & Library
SK-001

Building Section A | 1:200





Precedents

Turku City Library | JKMM Architects
74,000 ft²

Billings Public Library | Will Bruder + Partners
67,000 ft²

David Braley Vaughan Centre | Diamond Schmitt
100,000 ft²

Stoney Creek YMCA | Cornerstone Architecture
82,000 ft²

Springdale Library | RDHA
26,000 ft²

North Beach Branch Library | Leddy Maytum Stacy Architects
8,500 ft²

Grand Trunk Stratford

Costing Set
15 January 2026

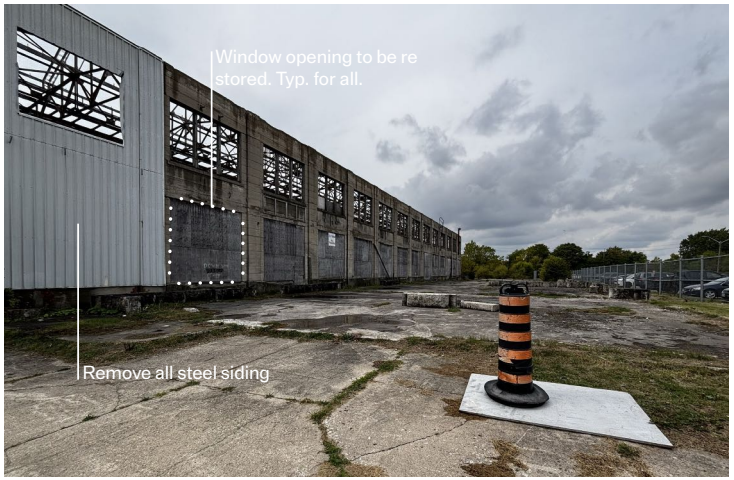
superk¨l

Existing Conditions

Existing Conditions

Existing Conditions

AERIAL SITE

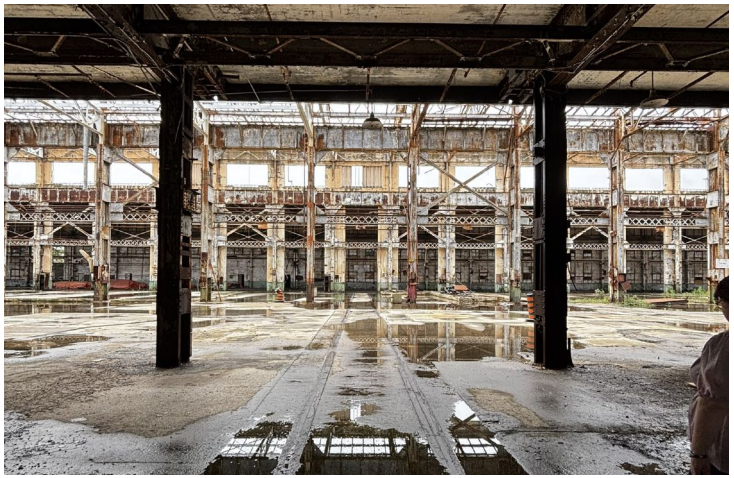


EXTERIOR VIEW OF FACADE LOOKNG SOUTHEAST

EXTERIOR VIEW OF FACADE LOOKING SOUTHWEST

Existing Conditions

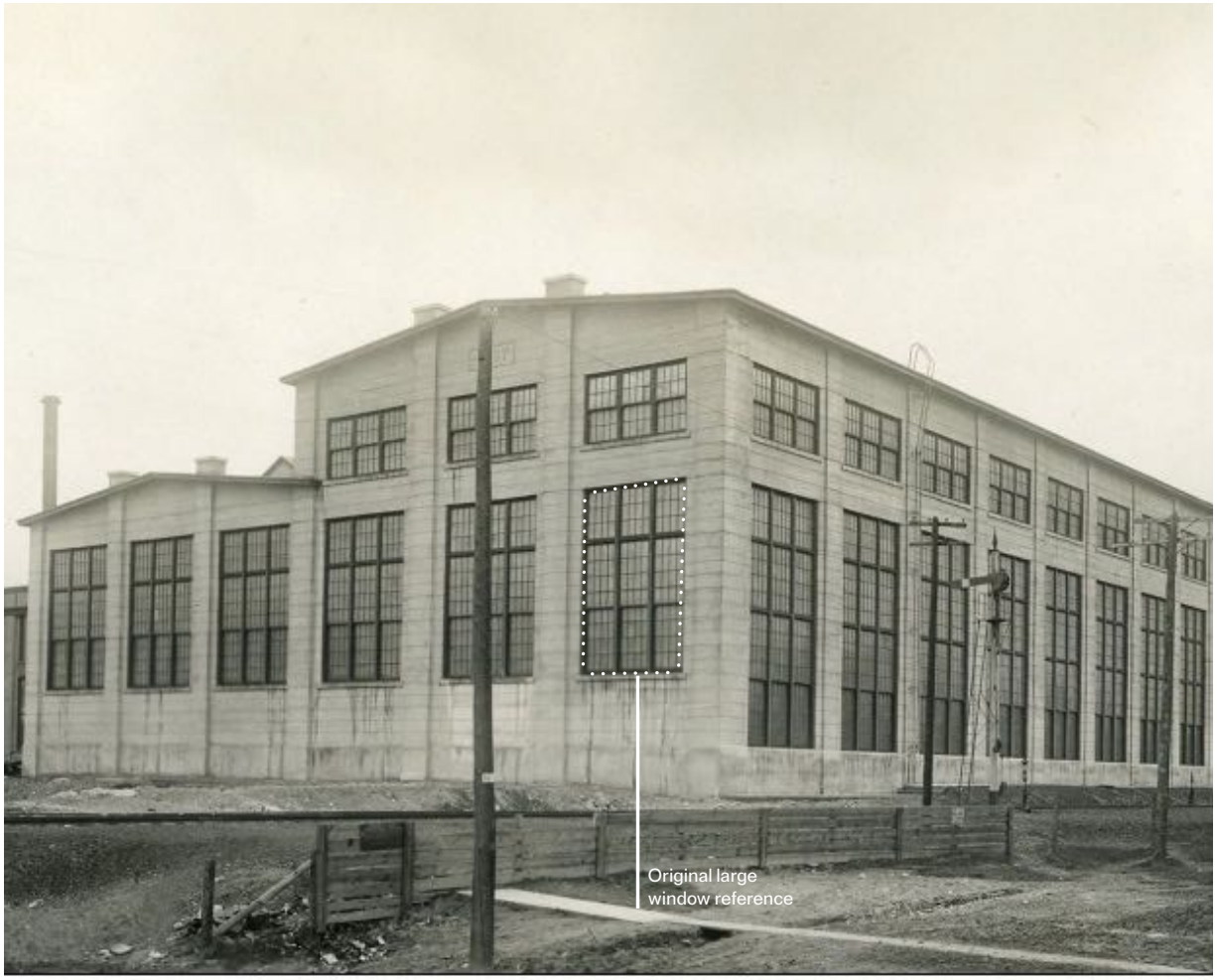
INTERIOR VIEW LOOKING WEST



INTERIOR VIEW OF MEZZANINE FROM UNDERNEATH

EXISTING STRUCTURE TYPICAL COLUMN BASE

Historical Context

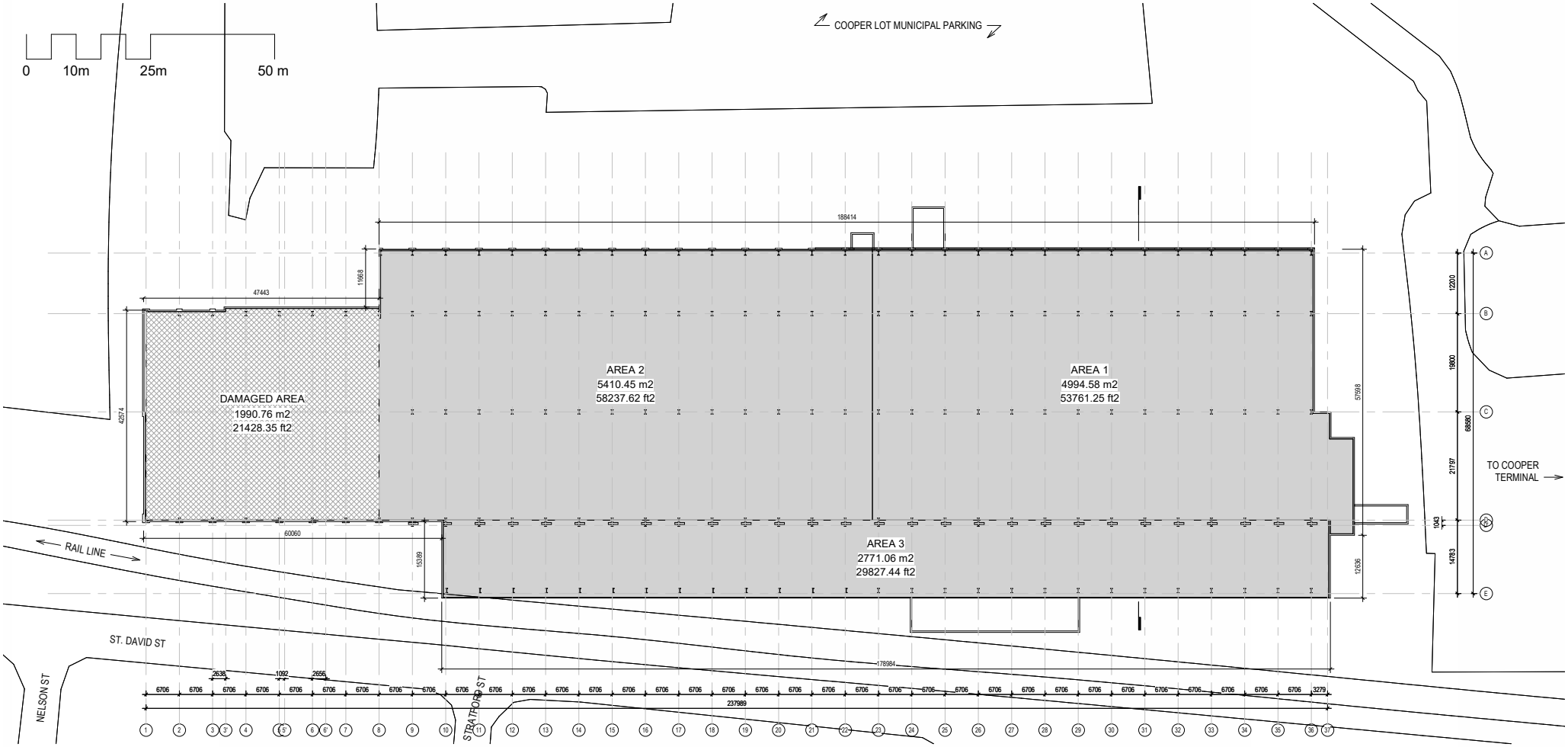


HISTORICAL IMAGE OF FACADE

HISTORICAL AERIAL OF GRAND TRUNK SHOP

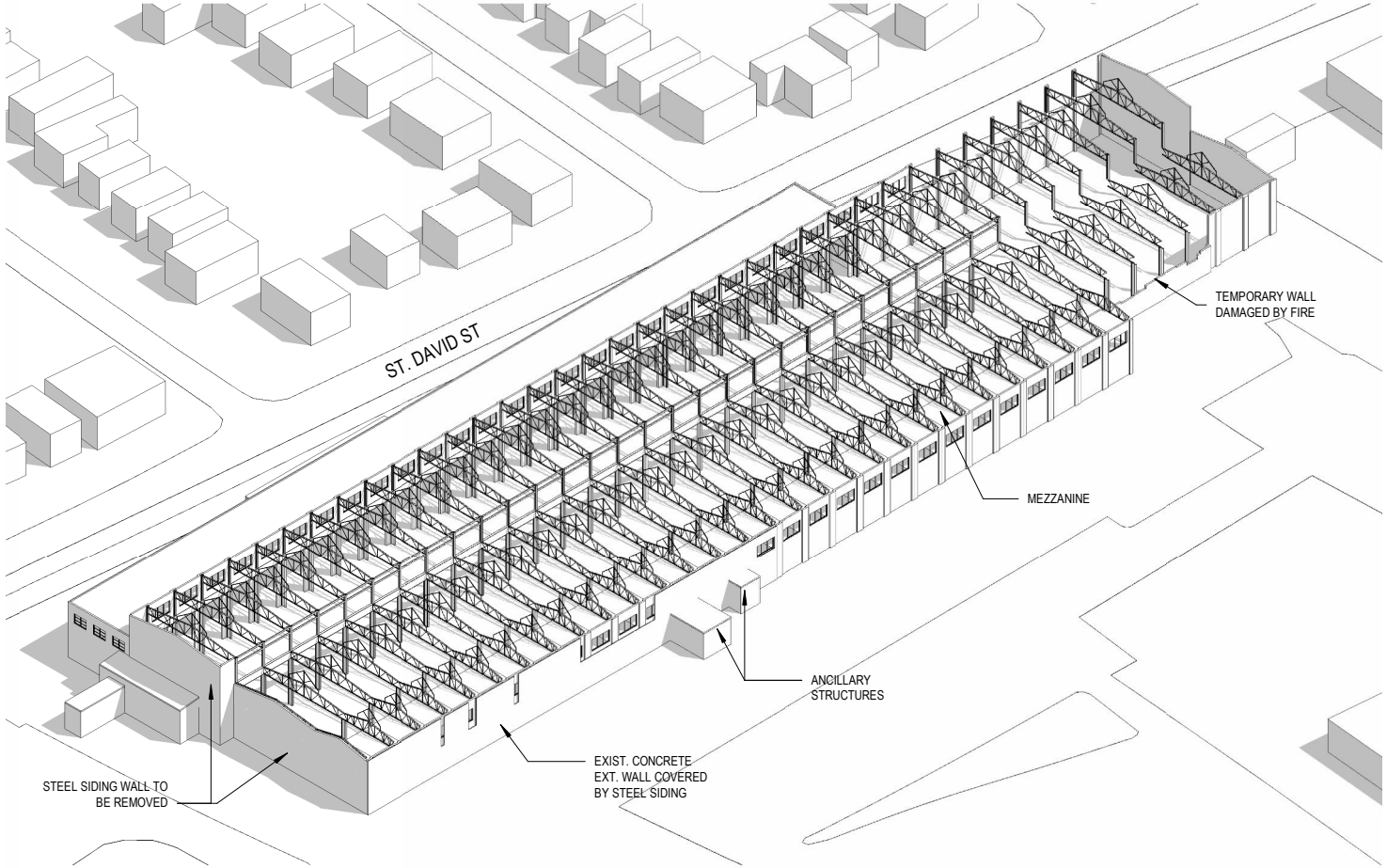
HISTORICAL AERIAL OF GRAND TRUNK SHOP

Existing Conditions



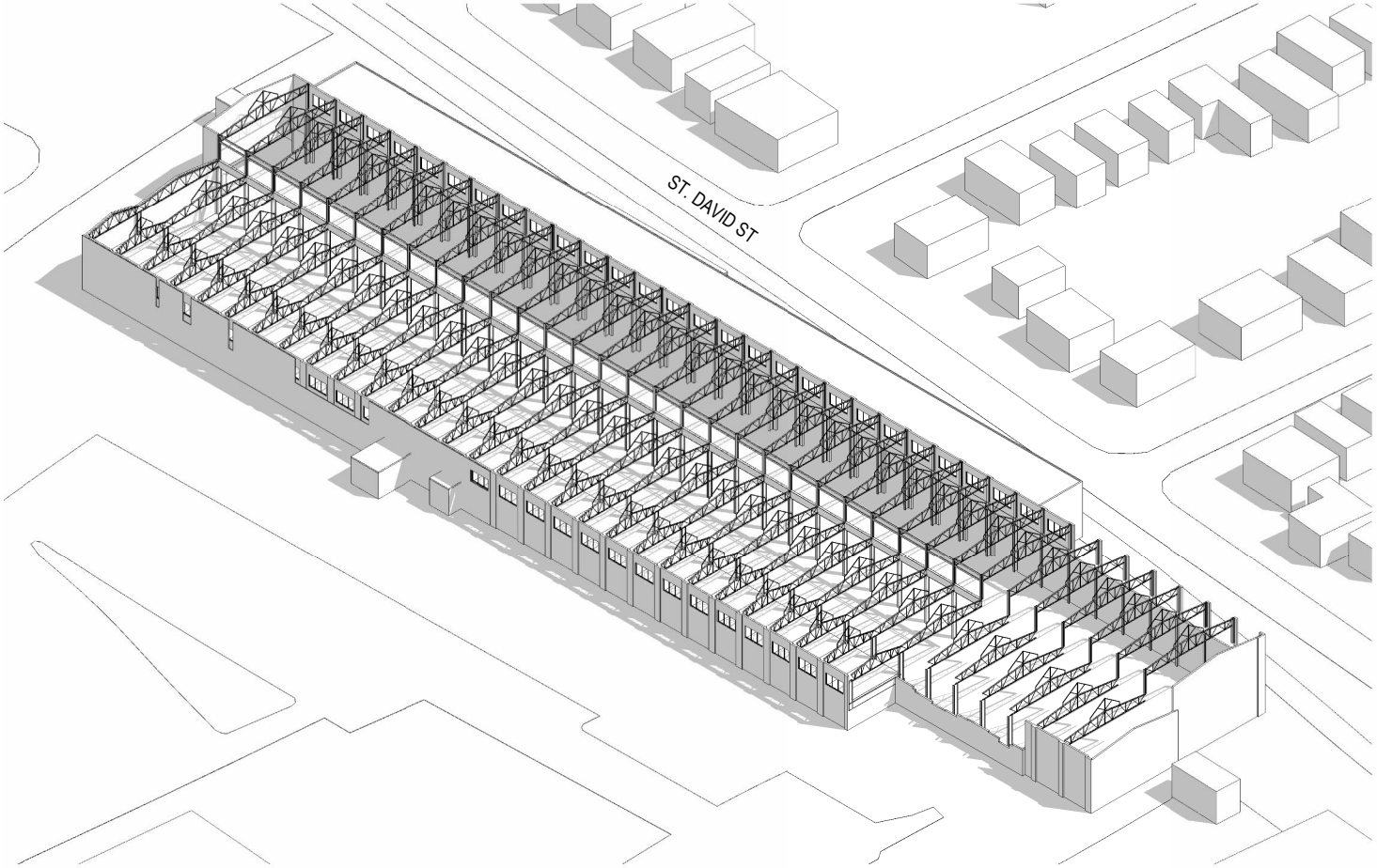
GROUND FLOOR PLAN
SCALE = 1:750

Existing Conditions



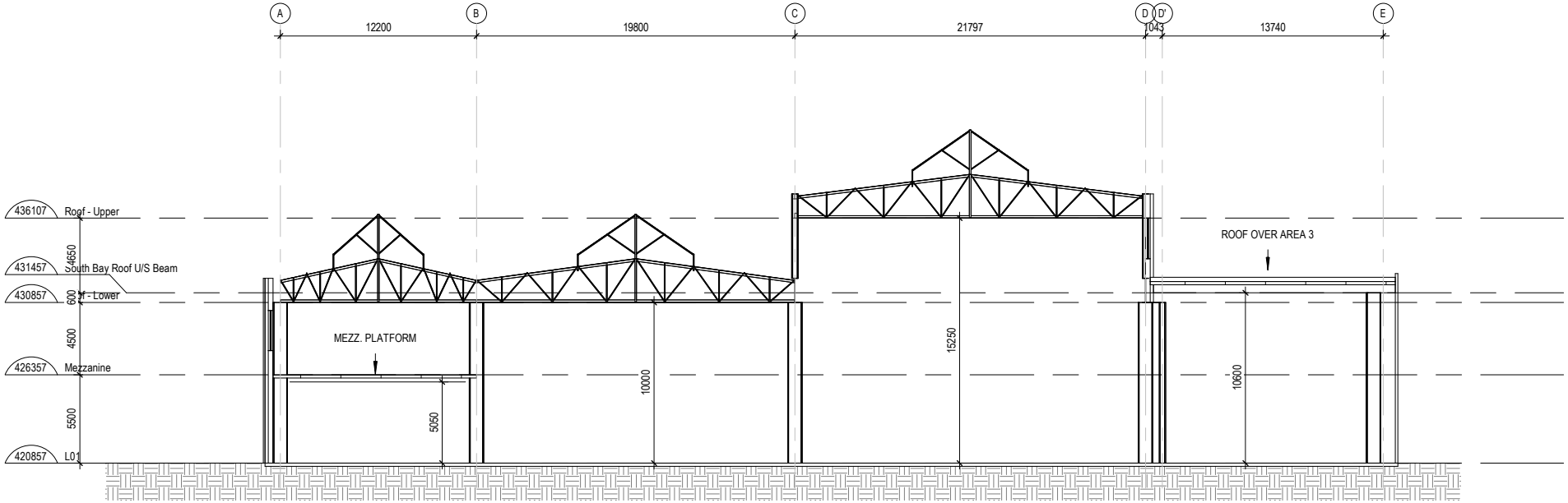
NE AXONOMETRIC
SCALE = NTS

Existing Conditions



NW AXONOMETRIC
SCALE = NTS

Existing Conditions



NS SECTION LOOKING EAST
SCALE = 1:250

Design Option Summary

		Option 1A		Option 1B		Option 2A		Option 2B	
Topic	**Description**	**1A Included**	**1A Qty.**	**1B Included**	**1B Qty.**	**2A Included**	**2A Qty.**	**2B Included**	**2B Qty.**
Architectural - New Windows	Provide double glazed replacement windows at original locations	☐		☐		☑	40	☑	54
Architectural - Roof, Insulated	R1 mod-bit roof and R2 corr. Metal roof on steel deck. 100mm insulation for both. See sections.	☐		☐		☑		☑	
Architectural - Roof, Non-Insulated	Corr. Metal roof on steel deck	☐		☑		☐		☐	
Architectural - Skylights	See axonometric and sections for approx. locations	☐		☑		☑		☑	
Architectural - Wall Enclosure	Rainscreen façade w. 100mm insulation. Curtain wall Glazing 60% at surface area to be added to new envelope as shown.	☐		☐		☑	3 Sides	☑	3 Sides
Demolition - Exist. Ancilary Structures	See Plans	☑	4	☑	4	☑	4	☑	4
Demolition - Exist. Mezzanine	Remove existing mezzanine structure	☑	2418m2	☑	2418m2	☑	2418m2	☑	2418m2
Demolition - Exist. Structure / Area	See Plans	☑	10172.27m2	☑	10172.27m2	☑	7845.25m2	☑	4924.15m2
Demolition - Exist. Walls	See Plans	☑		☑		☑		☑	
Demolition - Exist. Windows	Remove all existing windows	☑		☑		☑		☑	
Electrical - Lighting	Interior lighting for multi-use. See Plans for area	☑		☑		☑		☑	
Mechanical - HVAC	Basic HVAC. See Plans for area	☐		☐		☑		☑	
Mechanical - Plumbing	Basic plumbing rough-ins. See Plans for area	☑		☑		☑		☑	
Parking - Lines Painted	Parking lot provided per space. Provide asphalt surface, drive aisle, and access as req.	☑	300	☑	300	☑	200	☑	100
Structural - Concrete Slab Remediation	Provide 100mm Slab on top of existing. Minor surface preparation as req. Exist slab contains known contaminants.	☑	5090.78m2	☑	5090.78m2	☑	7322.43m2	☑	9894.73m2
Structural - Exist. Structure	Clean existing exposed steel structure and surfaces, paint interior surfaces. Provide base rate for amount of work so adjusting area retained can be prorated in the future.	☑	5090.78m2	☑	5090.78m2	☑	7322.43m2	☑	9894.73m2

Open-Air Shell / Partial Shelter

Option 1A: Open-Air Shell

~50,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural

- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition

- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural

- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)

Mechanical

- Basic plumbing rough-ins and fixtures (allowance level)

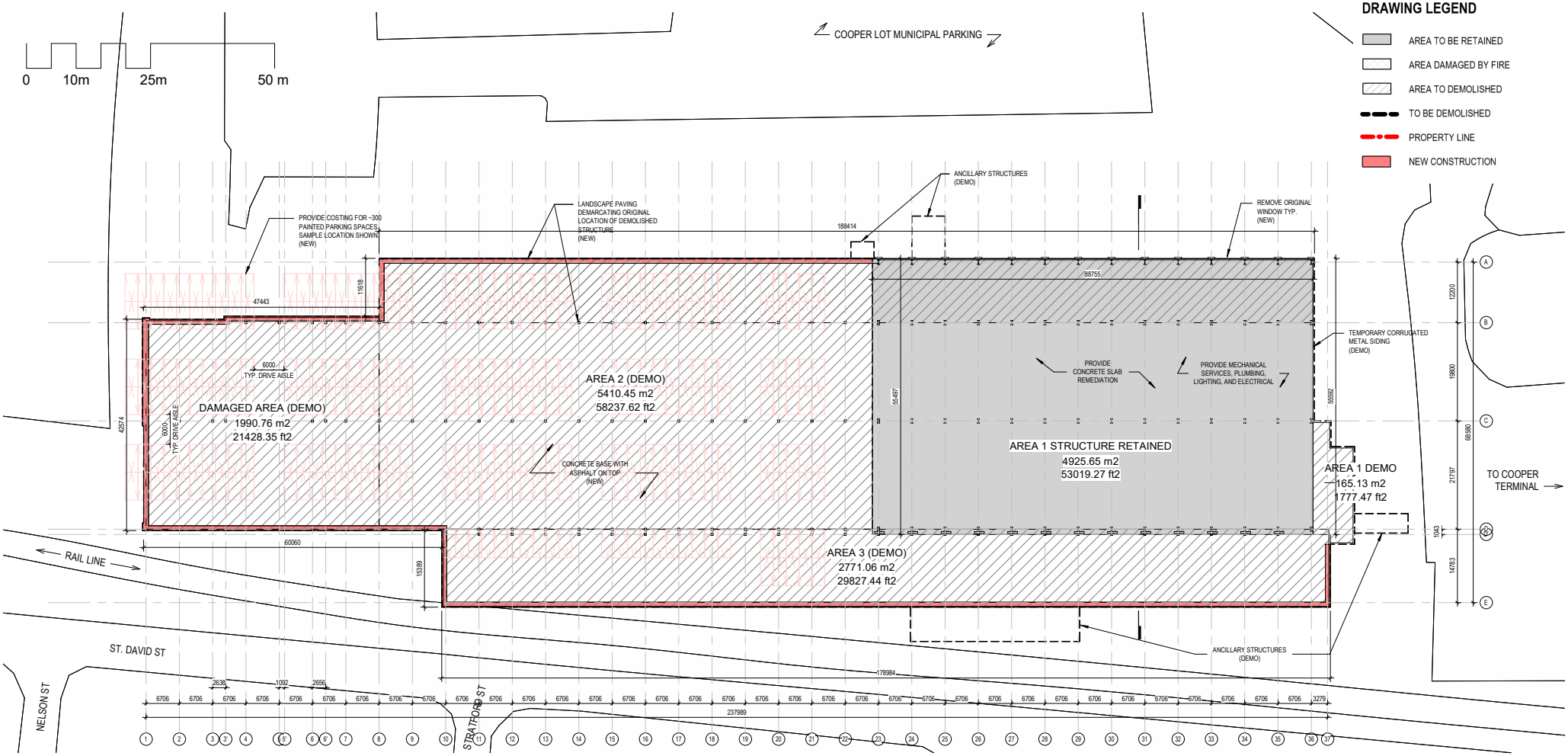
Electrical

- New interior lighting

NOTES:
Provide base rate for amount of structural work so adjusting area retained can be prorated in the future. For example, cost if 50k sf structure is retained vs. 60k, 70k for Option 1A.

Option 1A & 1B: Open-Air Shell & Partial Shelter

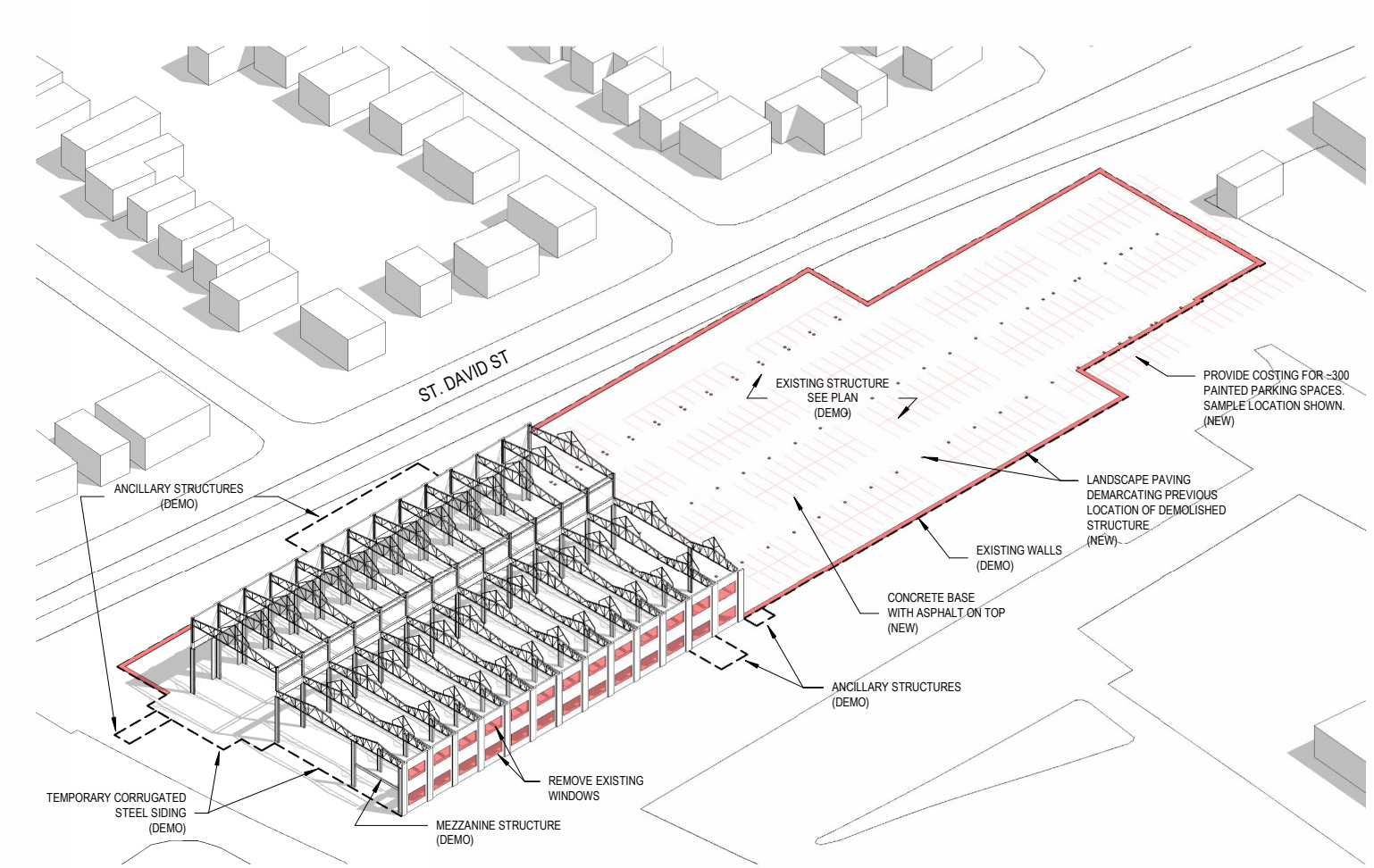
~50,000 sqft Retained



GROUND FLOOR PLAN
SCALE = 1:750

Option 1A: Open-Air Shell

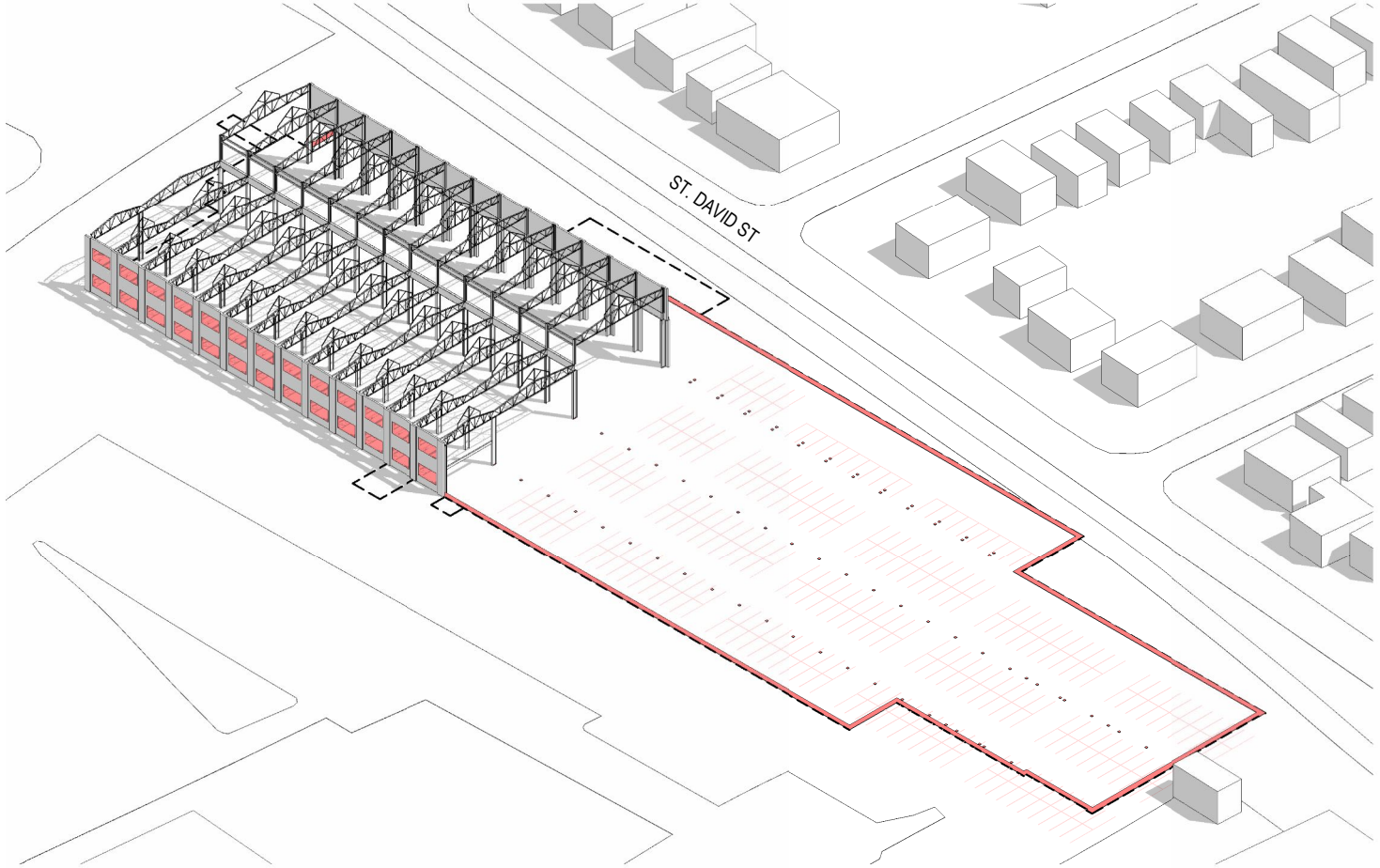
~50,000 sqft Retained



NE AXONOMETRIC
SCALE = NTS

Option 1A: Open-Air Shell

~50,000 sqft Retained



DRAWING LEGEND

- AREA TO BE RETAINED
- AREA DAMAGED BY FIRE
- AREA TO DEMOLISHED
- TO BE DEMOLISHED
- PROPERTY LINE
- NEW CONSTRUCTION

NW AXONOMETRIC
SCALE = NTS

Option 1B: Partial Shelter

~50,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural

- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition

- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural

- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Un-insulated roof with skylights.

Mechanical

- Basic plumbing rough-ins and fixtures (allowance level)

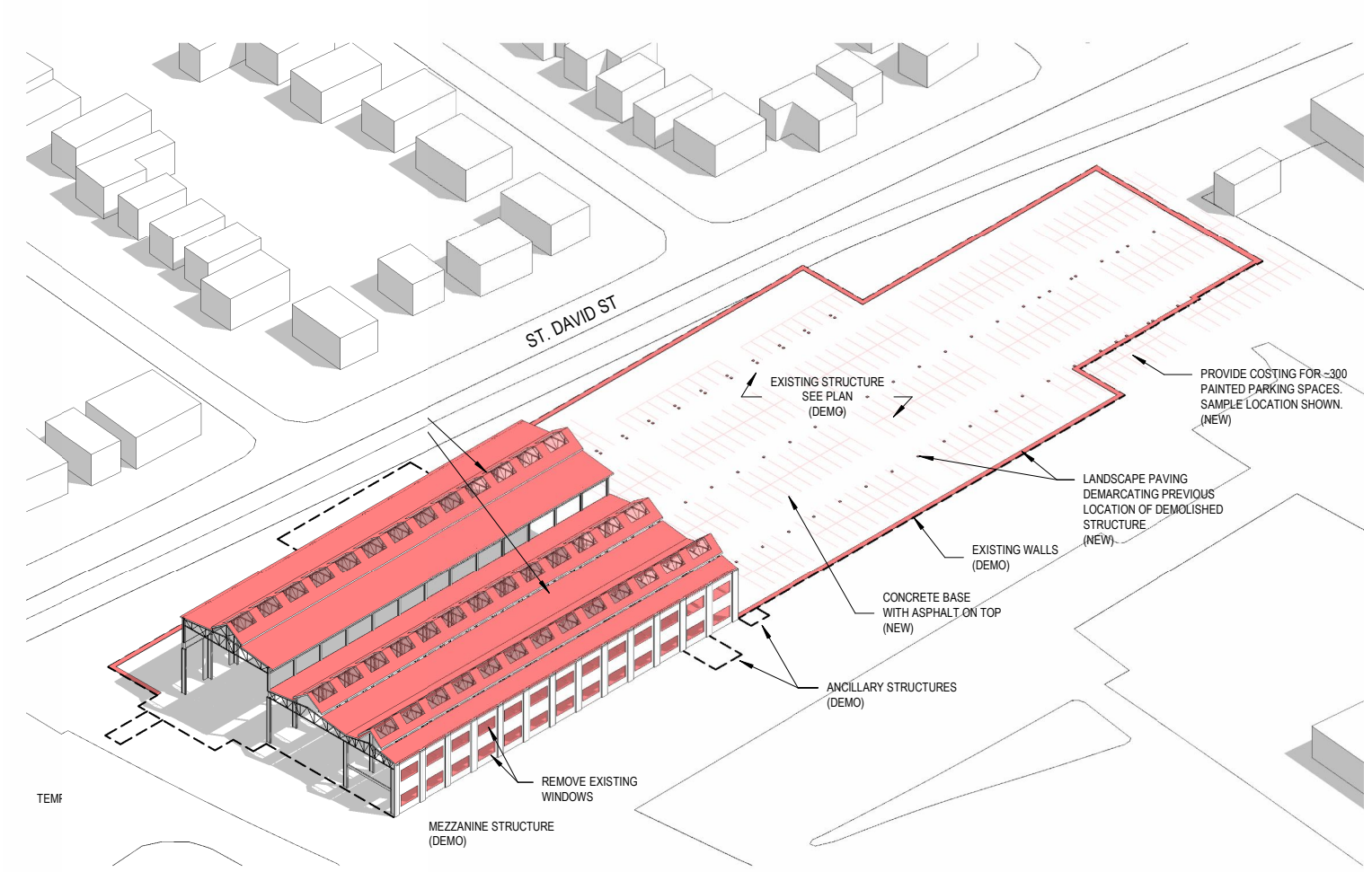
Electrical

- New interior lighting

NOTES:
The primary difference between Option 1A and 1B is the addition of an un-insulated roof with skylights in Option 1B.
Area is identical.

Option 1B: Partial Shelter

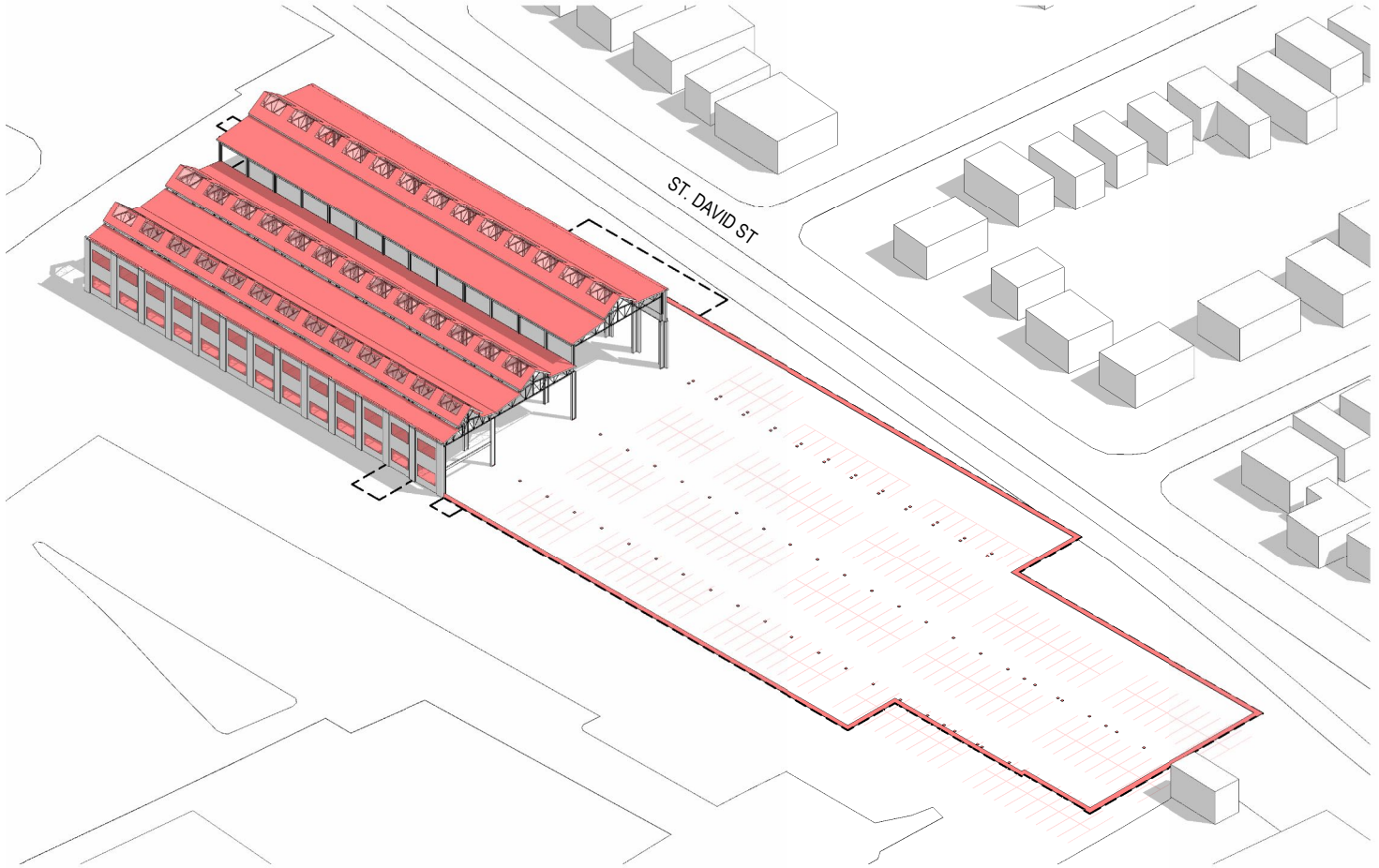
~50,000 sqft Retained



NE AXONOMETRIC
SCALE = NTS

Option 1B: Partial Shelter

~50,000 sqft Retained



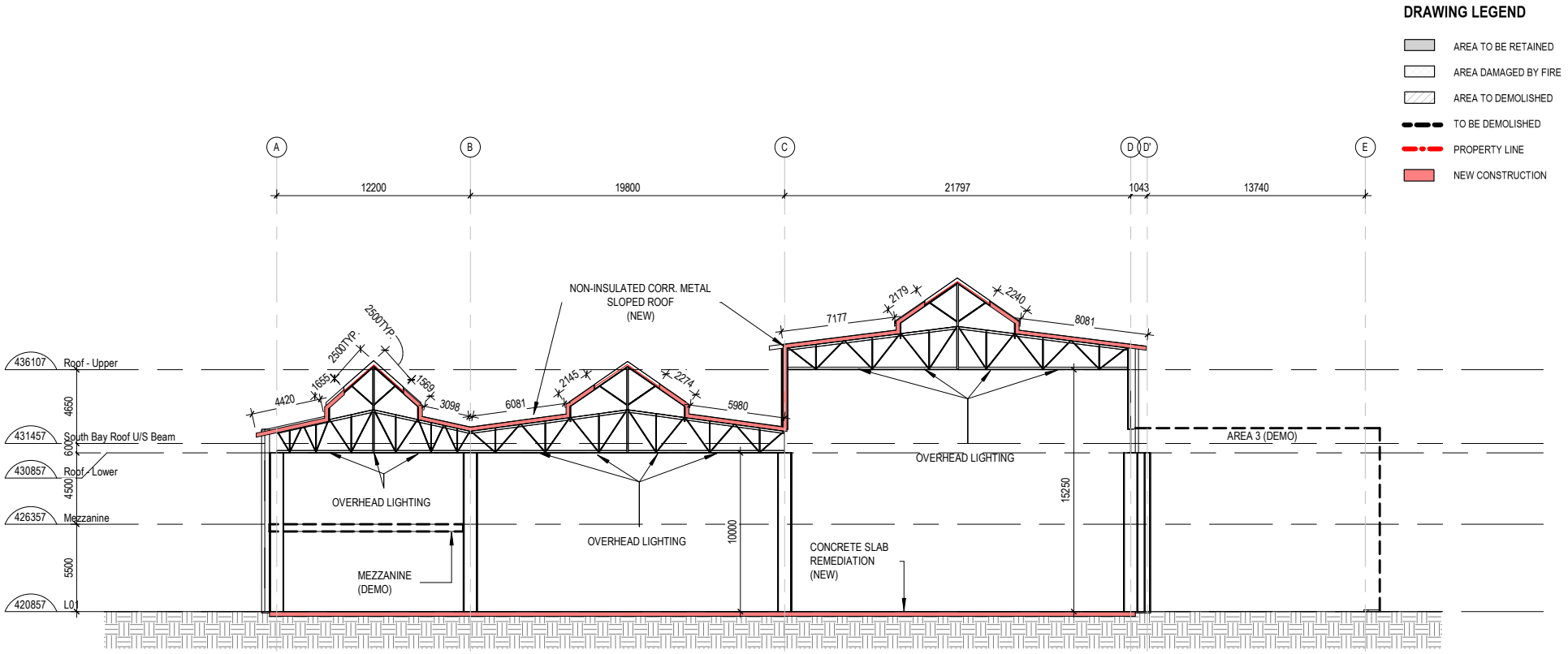
DRAWING LEGEND

- AREA TO BE RETAINED
- AREA DAMAGED BY FIRE
- AREA TO DEMOLISHED
- TO BE DEMOLISHED
- PROPERTY LINE
- NEW CONSTRUCTION

NW AXONOMETRIC
SCALE = NTS

Option 1B: Partial Shelter

~50,000 sqft Retained



NS SECTION LOOKING EAST
SCALE = 1:250

Fully Enclosed

Option 2A: Fully Enclosed

~75,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural

- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition

- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural

- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening)
- Fully insulated roof with skylights.
- New double glazed windows to replace the existing windows

Mechanical

- Basic plumbing rough-ins and fixtures (allowance level)
- Basic HVAC (allowance level)

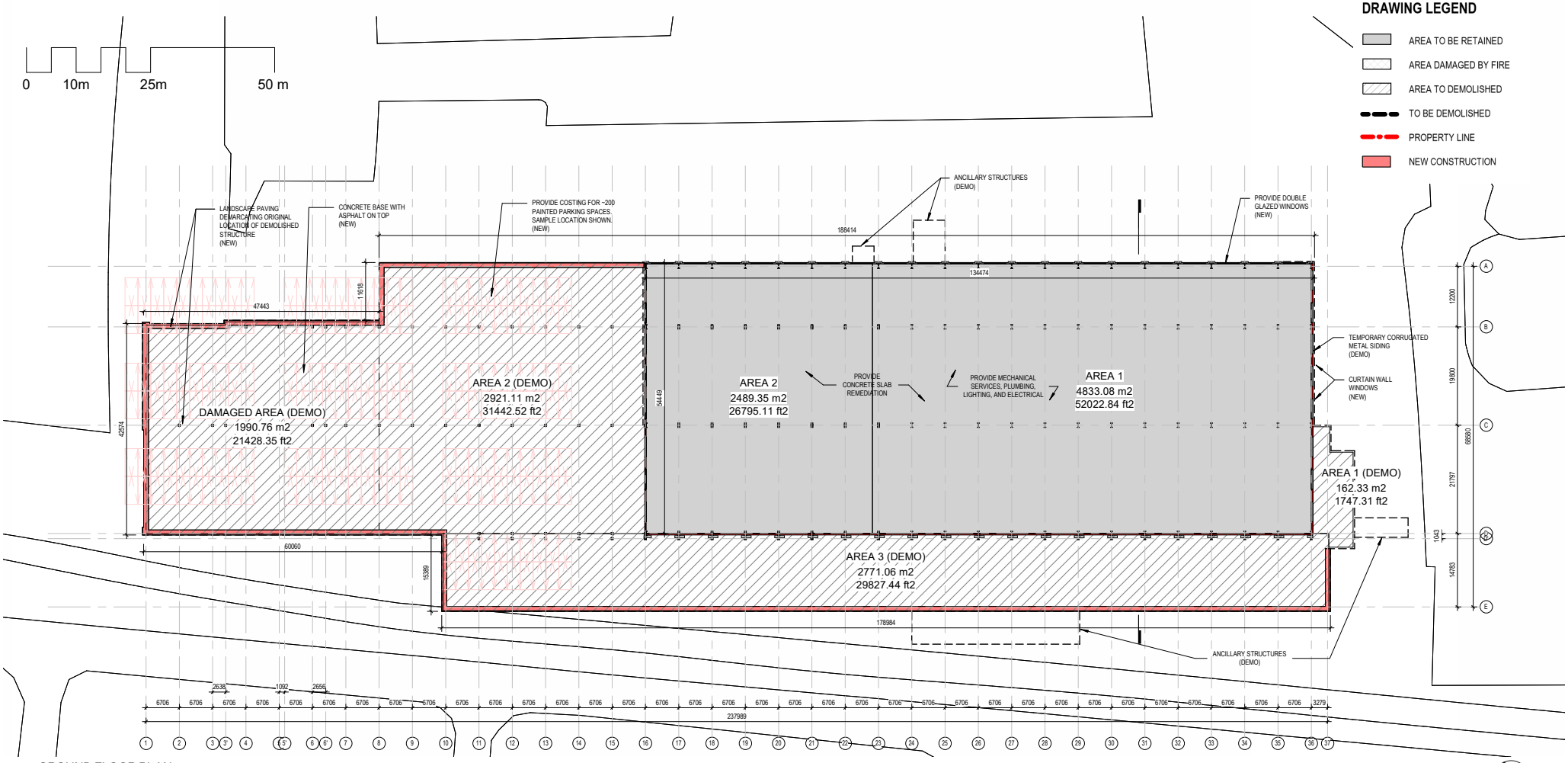
Electrical

- New interior lighting

NOTES:
Option is fully enclosed with the intent for public indoor community usage.

Option 2A: Fully Enclosed

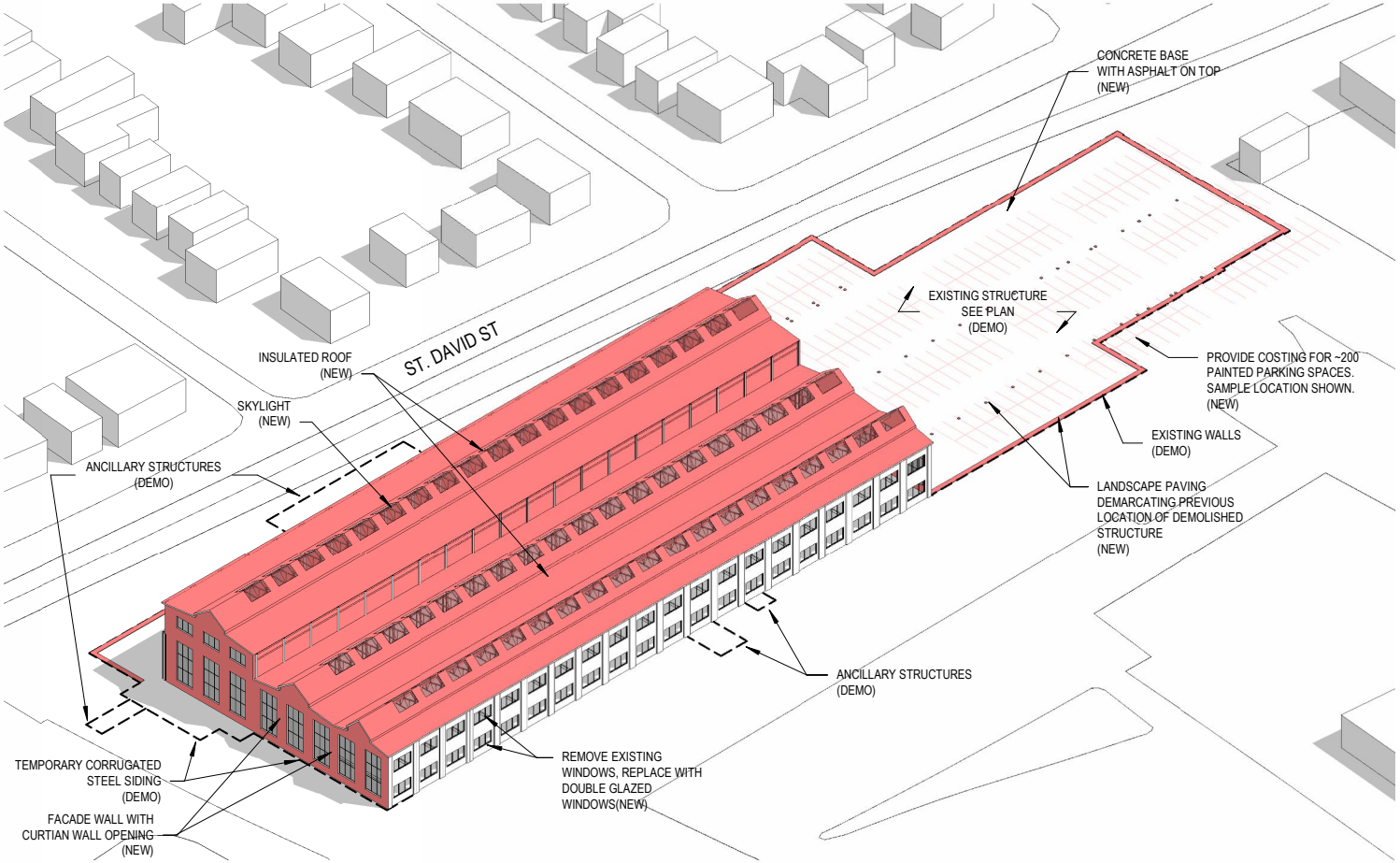
~75,000 sqft Retained



GROUND FLOOR PLAN
SCALE = 1:750

Option 2A: Fully Enclosed

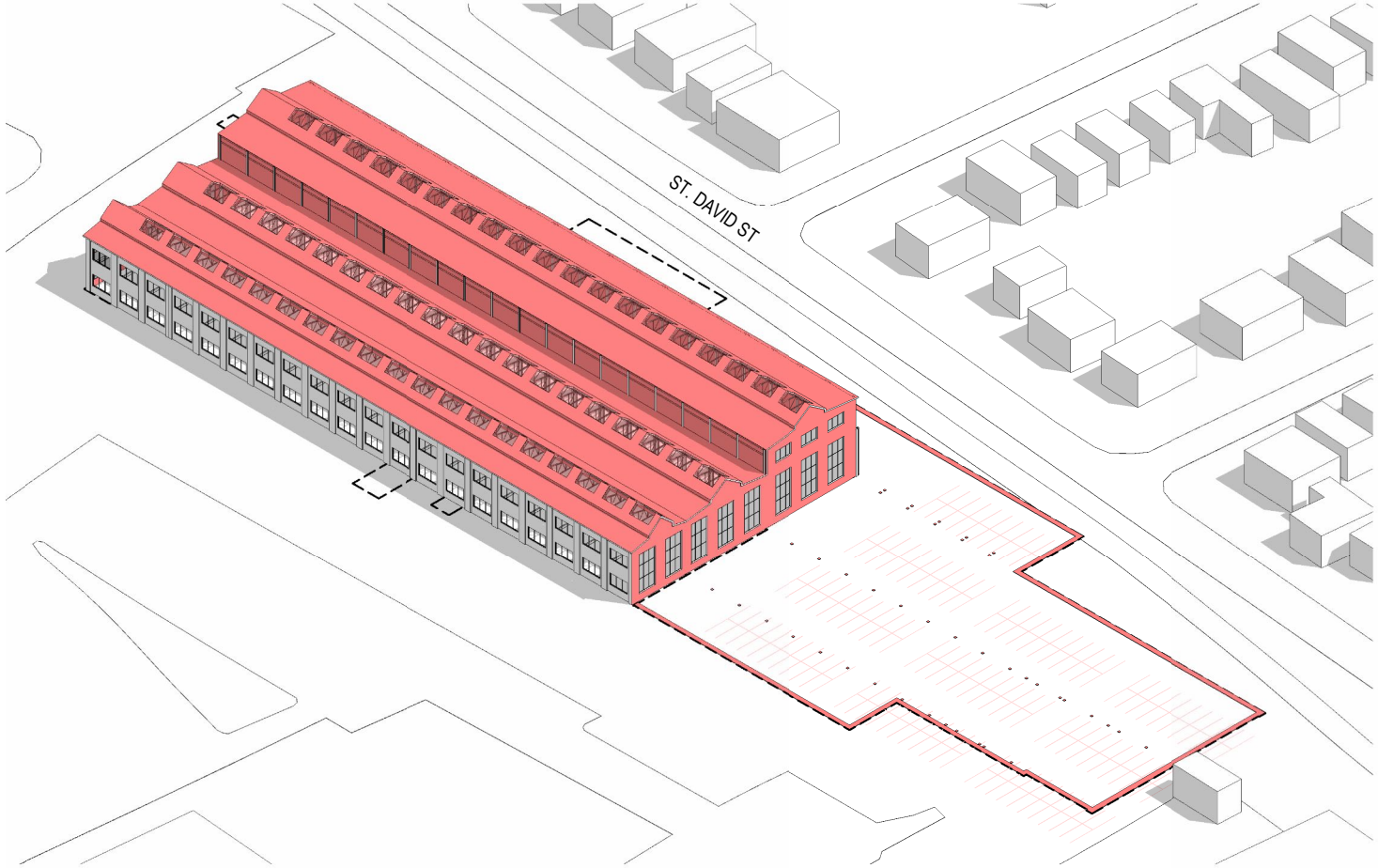
~75,000 sqft Retained



NE AXONOMETRIC
SCALE = NTS

Option 2A: Fully Enclosed

~75,000 sqft Retained



DRAWING LEGEND

- AREA TO BE RETAINED
- AREA DAMAGED BY FIRE
- AREA TO DEMOLISHED
- TO BE DEMOLISHED
- PROPERTY LINE
- NEW CONSTRUCTION

NW AXONOMETRIC
SCALE = NTS

Option 2B: Fully Enclosed

~100,000 sqft Retained

Scope Items for Costing (See also Design Option Summary)

Structural

- 100mm Concrete slab poured over existing floor
- Minor slab remediation and surface preparation (as required)

Demolition

- Removal of existing mezzanine structure
- Removal of all existing windows
- Select demolition of non-structural interior elements (as required)

Architectural

- Cleaning of existing exposed structure and surfaces
- Painting of interior surfaces
- Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)
- Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening)
- Fully insulated roof with skylights.
- New double glazed windows to replace the existing windows

Mechanical

- Basic plumbing rough-ins and fixtures (allowance level)
- Basic HVAC (allowance level)

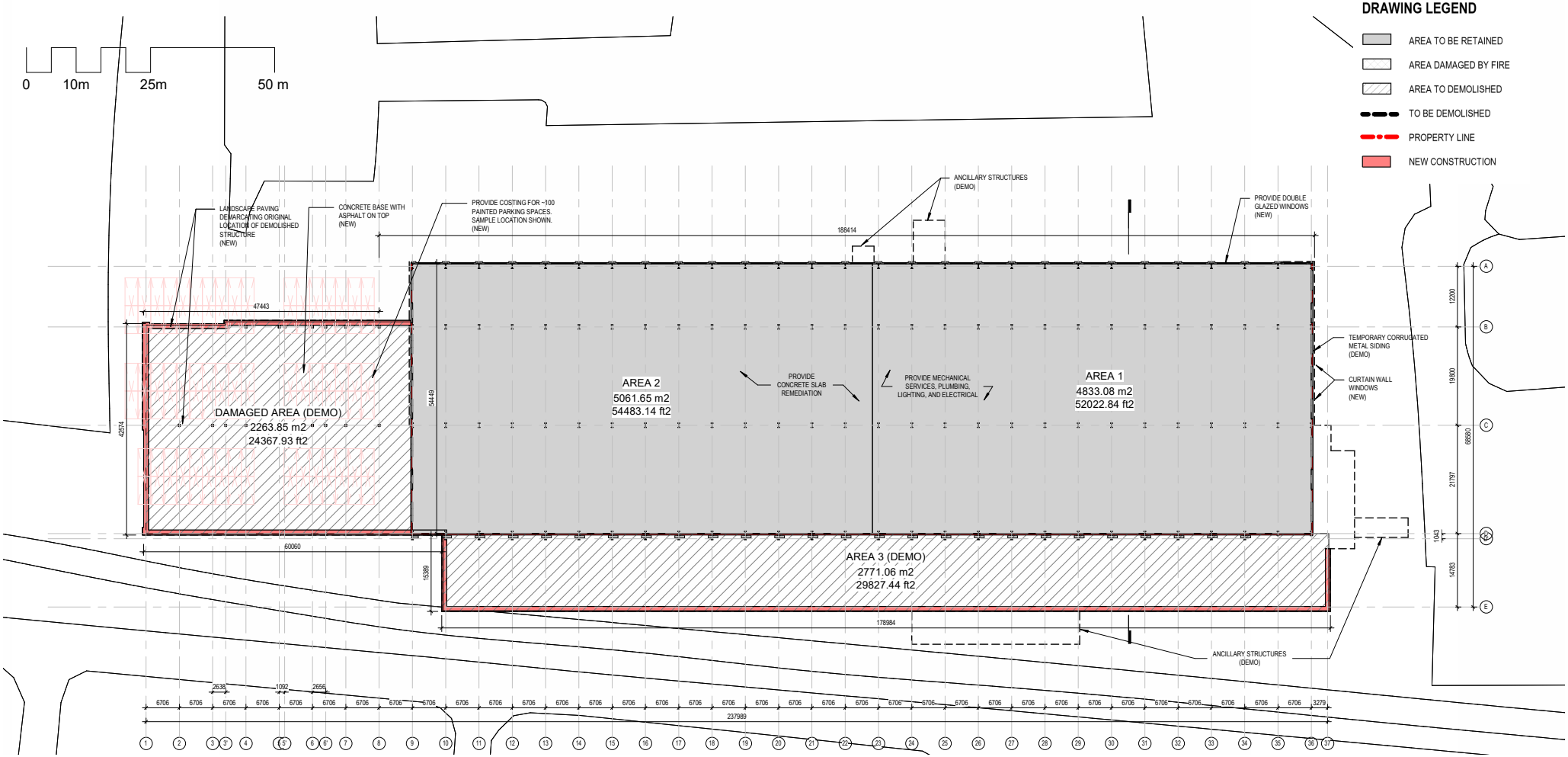
Electrical

- New interior lighting

NOTES:
Similar option to Option 2A, additional ~25k sf added.

Option 2B: Fully Enclosed

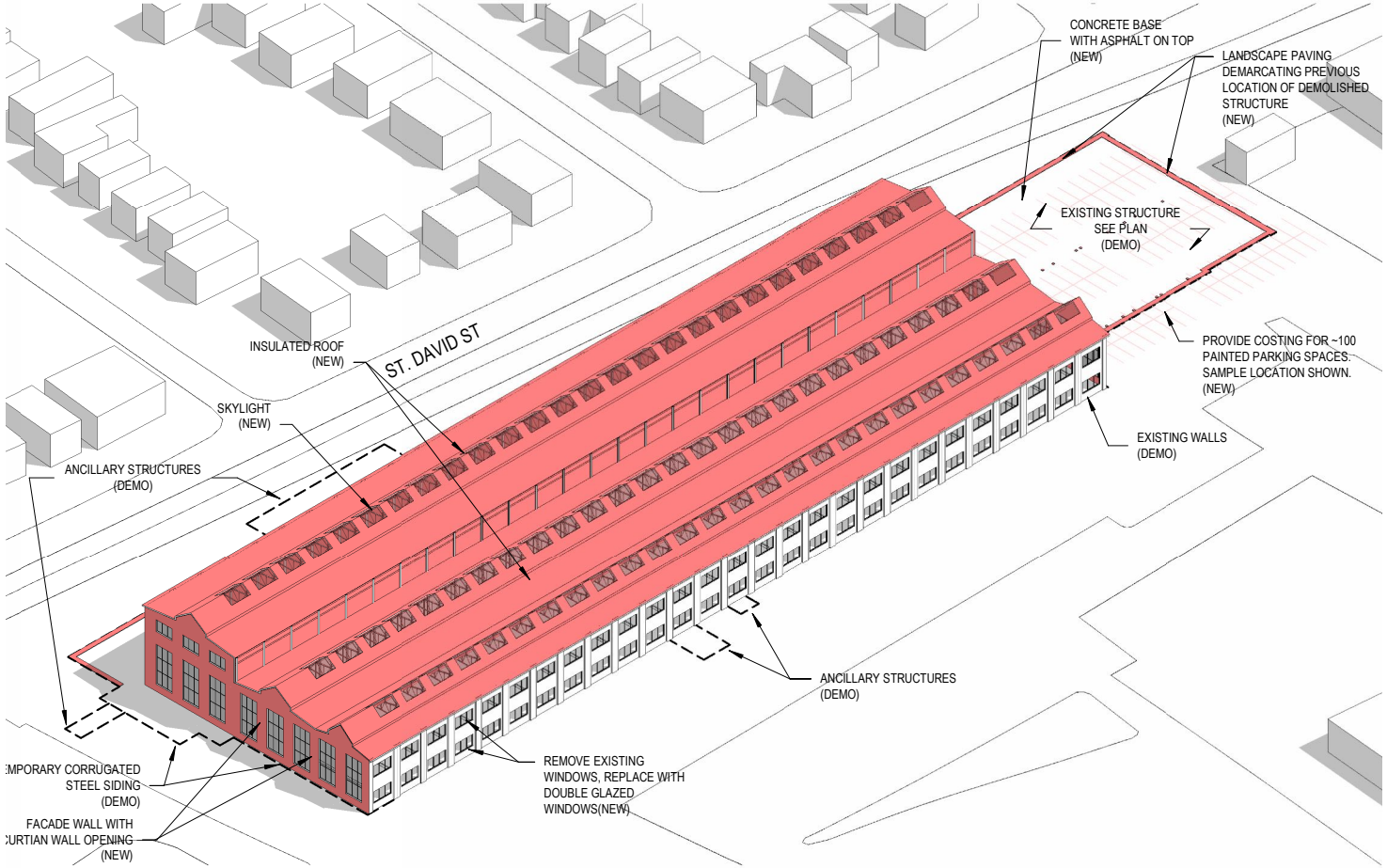
~100,000 sqft Retained



GROUND FLOOR PLAN
SCALE = 1:750

Option 2B: Fully Enclosed

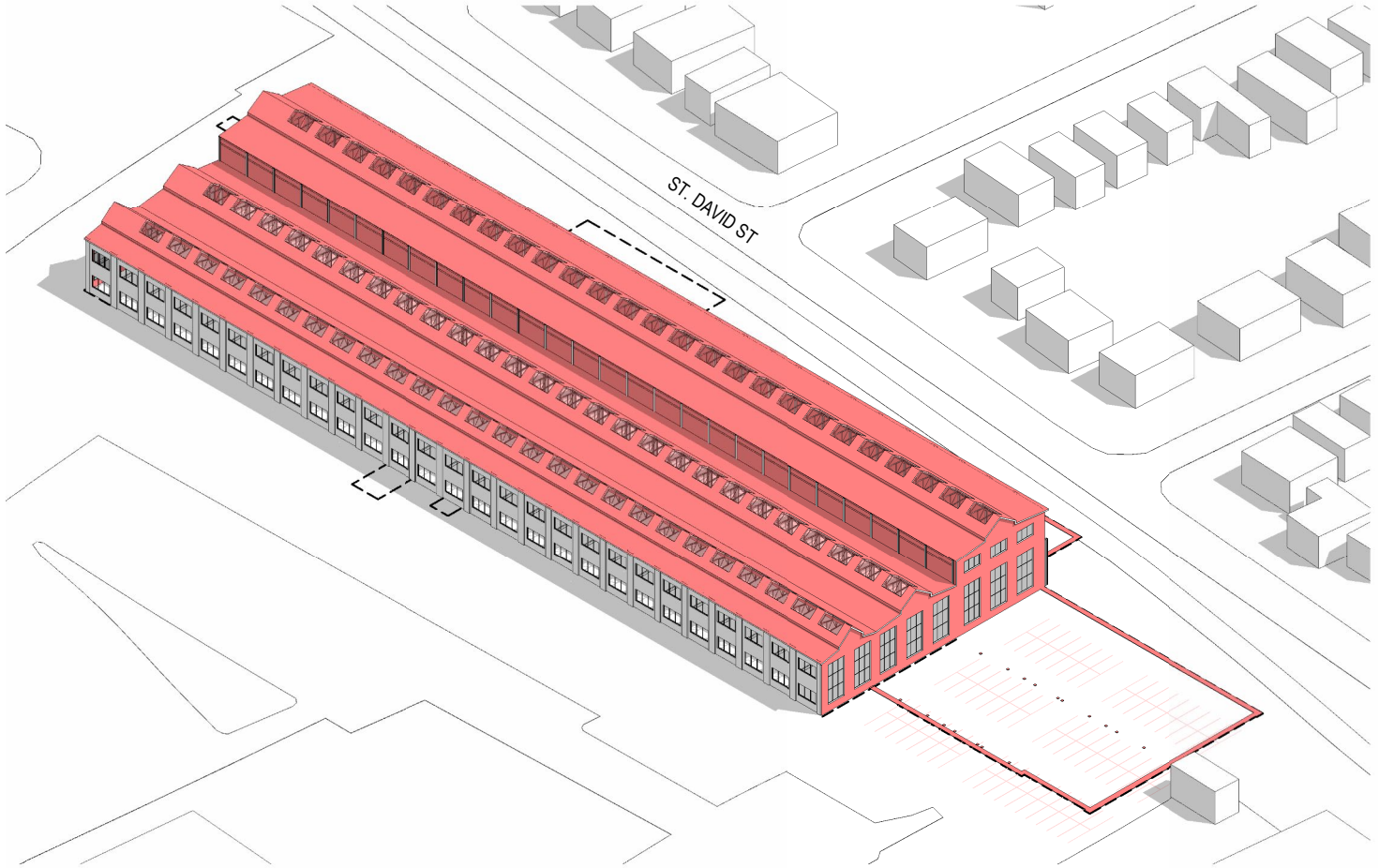
~100,000 sqft Retained



NE AXONOMETRIC
SCALE = NTS

Option 2B: Fully Enclosed

~100,000 sqft Retained

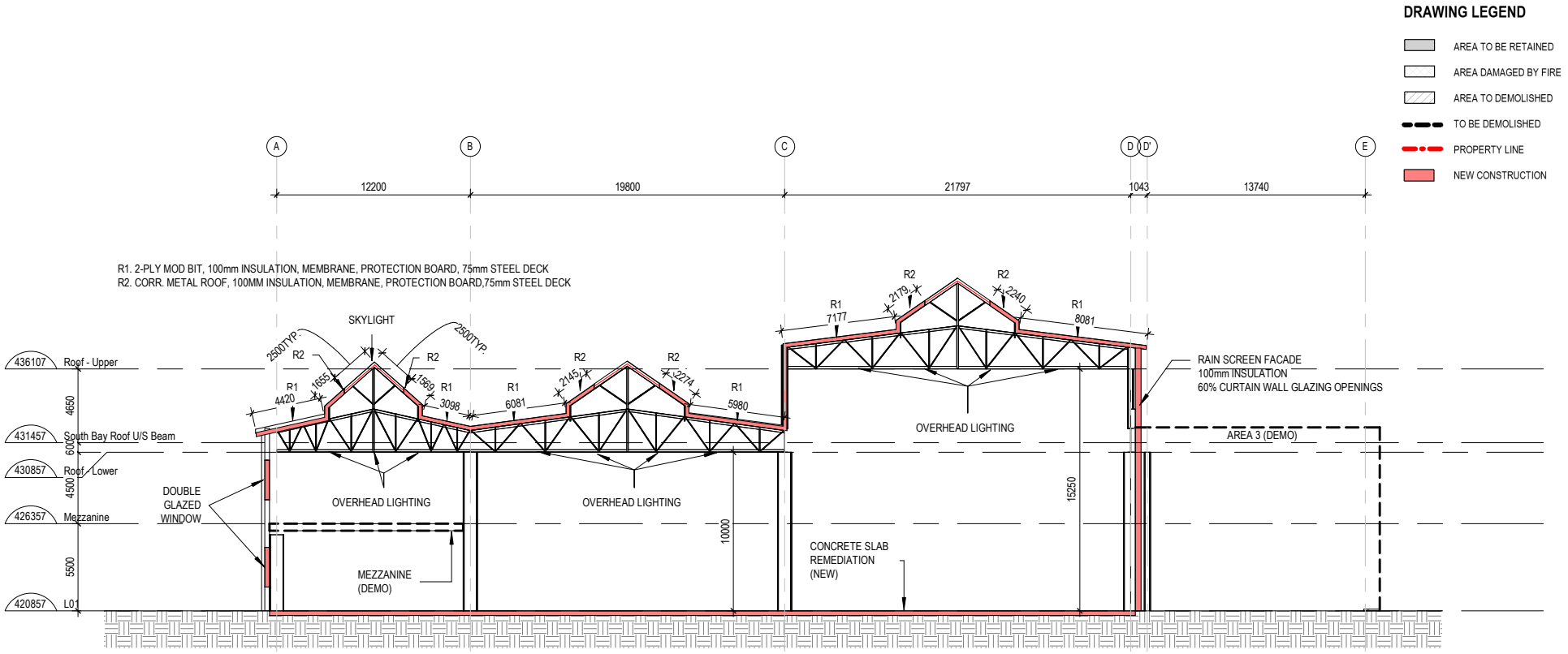


DRAWING LEGEND

- AREA TO BE RETAINED
- AREA DAMAGED BY FIRE
- AREA TO DEMOLISHED
- TO BE DEMOLISHED
- PROPERTY LINE
- NEW CONSTRUCTION

NW AXONOMETRIC
SCALE = NTS

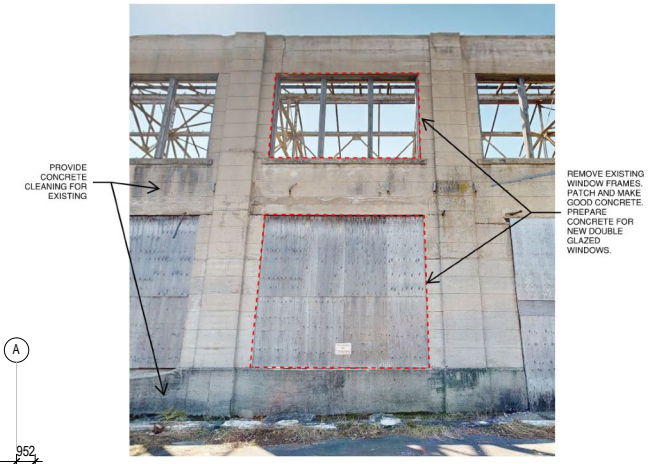
Option 2A & 2B: Section



NS SECTION LOOKING EAST
SCALE = 1:250

Option 2A & 2B: Elevations Studies

EAST ELEVATION OF NEW FACADE ENVELOPE
SCALE = 1:250



Typical Existing Bay Study
Scale = NTS

COST MANAGEMENT REPORT

Grand Trunk/YMCA Stratford, Ontario Class C Estimate

REPORT NUMBER 1.0
DECEMBER 1, 2025

PREPARED FOR:
City of Stratford

625 Wellington St, London, ON N6A 3R8
T 519 433 3908

Contents

#N/A

1.0 Introduction

1.1 Instructions Received

This report has been prepared by BTY Group ("BTY") at the request of City of Stratford (the "Client").

The Client has appointed BTY to provide an Order of Magnitude estimate developed for the project at 204 Downie st, Stratford Ontario (the "Project"). The Project will be delivered using a Construction Management (CM) at Risk construction model.

This report has been prepared in accordance with the scope of our Fee Proposal, dated May 1, 2025, and is subject to the terms of that appointment.

Information related to the Project for the purposes of this report was received by BTY on November 4, 2025. Please refer to Section 12.0 for a list of information received in producing this report.

1.2 Report Reliance

This Report is owned by BTY Group, and it is provided for the benefit and sole reliance of the Client. BTY Group, its directors, staff, or agents do not make any express or implied representation or warranty whatsoever as to the factual accuracy of the information provided to us on behalf of the Client, its subcontractors or agents, upon which this Report is based. This Report contains confidential, proprietary information and related intellectual property rights of BTY Group which is licensed on a non-exclusive and limited basis to the Client and the Report may not be reproduced, transferred, copied, shared, or distributed, in whole or in part, to any party, without the express prior written permission of BTY Group.

1.3 Report Qualifications

This Report has been prepared based on information provided to us by the Client up to the date of issue of this Report. BTY Group does not accept any liability or accountability for information that has not been provided, or made available to us, at the time of preparing this Report. Any advice, opinions, or recommendations within this Report should be read and relied upon only in the context of the report as a whole. The contents do not provide legal, insurance or tax advice or opinion. Opinions in this report do not advocate for any party and if called upon to give oral or written testimony it will be given on the same assumption.

1.4 Contacts

Should you have any queries regarding the content of this report, please do not hesitate to contact either of

Matthew Desjardins
Cost Consultant
Tel: 519-433-3908
Email: matthewdesjardins@bty.com

Larry Vidinovski
Director
Tel: 416-596-9339
Email: larryvidinovski@bty.com

625 Wellington St, London, ON N6A 3R8 |519 433 3908

2.0 Executive Summary

2.1 Report Purpose

The purpose of this report is to provide a realistic estimate of the Project cost based on the information available at the time of writing.

The opinion expressed in this report has been prepared without the benefit of detailed architectural, mechanical, electrical or processing system drawings and should, therefore, be considered a Schematic Design (Class C) estimate. Based on the documents reviewed, our estimate should be correct within a range of approximately 10% to 15%

To provide an accurate cost estimate for the Project, BTY Group strongly recommends that a professional Quantity Surveying organization, such as BTY Group, be retained to provide a detailed analysis of any design information produced on behalf of the Client during the remaining stages of design.

2.2 Project Background and Description

Option 1 - Reno and Addition of existing YMCA facility 70,374sf. Renovation will consist of new exterior cladding and roofing systems. Along with a new change room and office space. Addition will consist of a new teaching pool, childcare area, immigration services, atrium and a new 3 storey library.

Option 2 - New YMCA facility 102,858sf. The new building will consist of a new 2 storey YMCA with a Library, 2 pools, a gym, weight room and shared program space.

3.0 Basis & Assumptions

The construction estimate is based on the following list of assumptions:

1. 24 months construction period
2. All phases construction will be carried out by same general contractor
3. No lead time between phases
4. 5% General contractor's fee/profit
5. All work will be performed during normal working hours
6. Foundations will consist of shallow strip and pad footings with perimeter foundation walls
7. Allowance of $50,000 included for ESC & dewatering
8. Ramps and stairs will be concrete
9. 12 lb/ft² for structural steel support to the upper floors
10. The below grade wall will be Cast-in-Place concrete
11. Roofing system will be 2-ply SBS membrane roofing
12. Removal of hazardous materials from existing site and building
13. General contractor bonding - 1.5%
14. Allowance of $175,000 included for interior partitions which are not shown in the drawings (new building)
15. Allowance of $75,000 included for interior partitions which are not shown in the drawings (reno/addition)
16. Allowance of $50,000 included for equipment not shown on drawings (new building)
17. Allowance of $15,000 included for equipment not shown on drawings (reno/addition)
18. Allowance of $5,000included for fully glazed exterior doors. (new building)
19. Allowance of $70,000 included for interior doors (new building)
19. Allowance of $20,000 included for interior doors (reno/addition)
20. Allowance of $75,000 included for wall finishes (new building)
21. Allowance of $35,000 included for millwork (new building)
22. Allowance of $35,000 included for millwork (reno/addition)
23. Allowance of $2,700,000 included for new pools (new building)
24. Allowance of $1,000,000 included for new pools (reno/addition)
25. Allowance of $100,000 included for gym/basketball court (new building)
26. Allowance of $50,000 included for weight room (new building)

Please note that BTY is not qualified to act as design consultant. The assumptions in our estimate should be reviewed and corrected by the design team.

4.0 Exclusions

The construction estimate includes all direct and indirect construction costs derived from the drawings and other information provided by the Consultants, except for the following:

1. Land costs
2. Professional fees and disbursements
3. Planning, administrative and financing costs
4. Legal fees and agreement costs / conditions
5. Building permits and development cost charges
6. Temporary facilities for user groups during construction
7. Unforeseen ground conditions and associated extras
8. Environmental remediation outside building footprint
9. Servicing outside the project site boundary (Main hydro service)
10. Off-site works
11. Phasing of the works and accelerated schedule
12. Decanting & moving
13. Costs associated with "LEED" certification
14. Project commissioning
15. Erratic market conditions, such as lack of bidders, proprietary specifications
16. Seismic upgrade work (FOR RENOVATION PROJECT)
17. Unforeseen existing building conditions (FOR RENOVATION PROJECT)
18. Code upgrades (other than those shown on drawings or described in the specification) (FOR RENOVATION PROJECT)
19. Cost escalation past February 2029
20. Cost impacted by US Tariffs on material imported

5.0 Construction Cost Summary

The estimated construction cost of the project may be summarized as follows:

Description	Estimated Costs Reno/Addition	Cost / GFA $ / ft²	Estimated Costs New Building	Cost / GFA $ / ft²
A1 SUBSTRUCTURE	1,329,200	18.89	670,000	6.51
A2 STRUCTURE	4,477,506	63.62	7,780,013	75.64
A3 EXTERIOR ENCLOSURE	8,179,780	116.23	5,494,620	53.42
B1 PARTITIONS & DOORS	721,600	10.25	245,000	2.38
B2 FINISHES	1,517,400	21.56	2,613,200	25.41
B3 FITTINGS & EQUIPMENT	1,455,000	20.68	3,135,000	30.48
C1 MECHANICAL	6,626,700	94.16	12,420,200	120.75
C2 ELECTRICAL	4,398,400	62.50	6,428,600	62.50
D1 SITE WORK	1,529,620	21.74	1,873,400	18.21
D2 ANCILLARY WORK	881,300	12.52	100,000	0.97
General Requirements (15%)	4,667,400	66.32	6,114,000	59.44
Fees (5%)	1,555,800	22.11	2,038,000	19.81
Net Construction Cost	**$37,339,706**	**530.59**	**$48,912,033**	**475.53**
Bonding (1.5%)	$560,100	7.96	$733,700	7.13
Design Allowance (15%)	5,685,000	80.78	7,446,900	72.40
Construction Allowance (5%)	2,179,200	30.97	2,854,600	27.75
Total Construction Cost	**$45,764,006**	**650.30**	**$59,947,233**	**582.82**
Escalation Allowance (9.2%)	4,210,300	59.83	5,515,100	53.62
Escalated Construction Cost	**$49,974,306**	**710.12**	**$65,462,333**	**636.43**
Gross Floor Area (sf)	70,374 ft²	70,374 ft²	102,858 ft²	102,858 ft²
Net Construction Cost / sf	$531 /ft²	$531 /ft²	$476 /ft²	$476 /ft²
Total Construction Cost /sf	$650 /ft²	$650 /ft²	$583 /ft²	$583 /ft²
Escalated Construction Cost /sf	$710 /ft²	$710 /ft²	$636 /ft²	$636 /ft²

6.0 Areas

The gross floor area of the projects, measured in accordance with the guidelines established by the Canadian Institute of Quantity Surveyors, is shown below.

Location			Total
Reno/Addition	70,374 ft²		**70,374 ft²**
New Build	102,858 ft²		**102,858 ft²**

7.0 Taxes

The estimate excludes the Harmonized Sales Tax (H.S.T.).

8.0 Project Schedule & Escalation

To identify and qualify the escalation allowance for this project, BTY has assumed the following schedule:

Activity	Start	Finish	Duration
Construction	Mar-01-2027	Feb-28-2029	24 months

Based on the above schedule, the mid-point of construction for the project is projected to be February, 2028, which is 27 months from the date of this estimate. On this basis, BTY has calculated the escalation for this project to be 9.2%.

Our current projected escalation rates are shown below. If there is slippage in the schedule, further escalation based on the projected escalation rate per annum should be included in the estimate.

	2025	2026	2027 +
Current BTY Group Forecast	5%	4%	4%

Suite 300 – 30 East 6th Avenue, Vancouver, BC V5T 1J4 |604 734 3126

9.0 Pricing

This estimate has been priced at fourth quarter 2025 rates assuming a normal market. The unit rates utilized are considered appropriate for a project of this type, bid under a stipulated lump-sum form of tender in an open market, with a minimum of five (5) bids, supported by enough sub-contractors to ensure competitiveness.

The estimate allows for labour, material, equipment and other input costs at current rates and levels of productivity. It does not consider extraordinary market conditions, where bidders may be few and may include in their tenders' disproportionate contingencies and profit margins.

A separate allowance has not been included in the estimate to cover Canada's response to potential tariffs that may be imposed by the U.S. Government. Design, escalation and construction contingencies may also be adjusted to reflect the increased risk associated with the current environment. BTY will continue to monitor the construction market and adjust estimates to reflect current pricing.

10.0 Risk Mitigation

BTY Group recommends that the Owner, Project Manager and Design Team carefully review this document, including exclusions, inclusions and assumptions, contingencies, escalation and mark-ups. If the project is over budget, or if there are unresolved budgeting issues, alternative systems/schemes should be evaluated before proceeding into the next design phase.

Requests for modifications of any apparent errors or omissions to this document must be made to BTY Group within ten (10) days of receipt of this estimate. Otherwise, it will be understood that the contents have been concurred with and accepted.

It is recommended that BTY Group design and propose a cost management framework for implementation. This framework would require that a series of further estimates be undertaken at key design stage milestones and a final update estimate be produced which is representative of the completed tender documents, project delivery model and schedule. The final updated estimate will address changes and additions to the documents, as well as addenda issued during the bidding process. BTY Group is unable to reconcile bid results to any estimate not produced from bid documents including all addenda.

11.0 Contingencies

11.1 Design Contingency

A design contingency of fifteen Percent (15%) has been included in the estimate to cover modifications to the program, drawings and specifications during the design.

11.2 Construction Contingency

An allowance of five Percent (5%) has been included in the estimate for changes occurring during the construction period of the project. This amount may be expended due to site conditions or if there are modifications to the drawings and specifications.

Suite 300 – 30 East 6th Avenue, Vancouver, BC V5T 1J4 |604 734 3126

12.0 Documents Reviewed

The list below confirms the information reviewed in preparing our report:

	Description	Revised Date
Drawings & Specifications		
	Architectural Set (19 sheets)	October 31, 2024

625 Wellington St, London, ON N6A 3R8 |519 433 3908

COST MANAGEMENT REPORT

Grand Trunk/YMCA
Stratford, Ontario

APPENDICES

625 Wellington St, London, ON N6A 3R8

T 519 433 3908

APPENDIX I

Elemental Summary

4 page(s)

Grand Trunk/YMCA Options, Stratford, Ontario
Class C Estimate #1.0
December 1, 2025
GFA: 70,374 ft²

Reno/Addition

Element		Ratio G.F.A.	Element Quantity	Element Unit	Average Unit Cost	Amount $	Total Cost $	Cost/Floor Area $/ ft²	%
A1	**SUBSTRUCTURE**						**1,329,200**	**18.89**	**3.9%**
A11.1	Standard Foundations	0.00		ft²	0.00	1,227,100		17.44	
A11.2	Special Foundations	0.00		ft²	0.00	0		0.00	
A12	Basement Excavation	0.00		yd³	0.00	102,100		1.45	
A2	**STRUCTURE**						**4,477,506**	**63.62**	**13.0%**
A21	Lowest Floor Construction	0.00		ft²	0.00	958,800		13.62	
A22.1	Upper Floor Construction	0.00		ft²	0.00	1,405,806		19.98	
A22.2	Stair Construction	0.00		risr	0.00	277,500		3.94	
A23	Roof Construction	0.00		ft²	0.00	1,835,400		26.08	
A3	**EXTERIOR ENCLOSURE**						**8,179,780**	**116.23**	**23.7%**
A31	Structural Walls Below Grade	0.00		ft²	0.00	0		0.00	
A32.1	Walls Above Grade	0.00		ft²	0.00	2,811,340		39.95	
A32.2	Structural Walls Above Grade	0.00		ft²	0.00	0		0.00	
A32.3	Curtain Walls	0.00		ft²	0.00	4,093,540		58.17	
A33.1	Windows & Louvres	0.00		ft²	0.00	0		0.00	
A33.3	Doors	0.00		lvs.	0.00	48,500		0.69	
A34.1	Roof Covering	0.00		ft²	0.00	1,226,400		17.43	
A35	Projections	0.00		ft²	0.00	0		0.00	
B1	**PARTITIONS & DOORS**						**721,600**	**10.25**	**2.1%**
B11.1	Fixed Partitions	0.00		ft²	0.00	577,600		8.21	
B11.2	Moveable Partitions	0.00		ft²	0.00	0		0.00	
B11.3	Structural Partitions	0.00		ft²	0.00	0		0.00	
B12	Doors	0.00		lvs.	0.00	144,000		2.05	
B2	**FINISHES**						**1,517,400**	**21.56**	**4.4%**
B21	Floor Finishes	0.00		ft²	0.00	683,500		9.71	
B22	Ceiling Finishes	0.00		ft²	0.00	508,100		7.22	
B23	Wall Finishes	0.00		ft²	0.00	325,800		4.63	
B3	**FITTINGS & EQUIPMENT**						**1,455,000**	**20.68**	**4.2%**
B31.1	Metals	0.00	0	ft²	0.00	0		0.00	
B31.2	Millwork	1.00	173,232	ft²	0.23	40,000		0.57	
B31.3	Specialties	1.00	173,232	ft²	5.77	1,000,000		14.21	
B32	Equipment	1.00	173,232	ft²	0.09	15,000		0.21	
B33.1	Elevators	0.00	0	stop	0.00	400,000		5.68	
C1	**MECHANICAL**						**6,626,700**	**94.16**	**19.2%**
C11	Plumbing and Drainage	1.00	173,232	ft²	8.19	1,419,000		20.16	
C11.5	Pool Mechanical	0.00	0	ft²	0.00	0		0.00	
C12	Fire Protection	1.00	173,232	ft²	2.03	351,900		5.00	
C13	HVAC	1.00	173,232	ft²	24.37	4,222,400		60.00	
C14	Controls	1.00	173,232	ft²	3.66	633,400		9.00	
C2	**ELECTRICAL**						**4,398,400**	**62.50**	**12.8%**
C21	Service & Distribution	1.00	173,232	ft²	5.08	879,700		12.50	
C22	Lighting, Devices & Heating	1.00	173,232	ft²	9.14	1,583,400		22.50	
C23	Systems & Ancillaries	1.00	173,232	ft²	11.17	1,935,300		27.50	
Z1	**GENERAL REQUIREMENTS & FEES**						**5,741,100**	**81.58**	**16.7%**
Z11	General Requirements	15.0%				4,305,800		61.18	
Z12	Fee	5.0%				1,435,300		20.40	
NET BUILDING COST							**$34,446,686**	**489.48**	**100.0%**

Grand Trunk/YMCA Options, Stratford, Ontario
Class C Estimate #1.0
December 1, 2025
GFA: 70,374 ft²

Reno/Addition

Element		Ratio G.F.A.	Element Quantity	Element Unit	Average Unit Cost	Amount $	Total Cost $	Cost/Floor Area $/ ft²	%
NET BUILDING COST							**$34,446,686**	**489.48**	
D1	**SITE WORK**						**1,529,620**	**21.74**	
D11.1	Site Preparation	1.00	173,232	ft²	0.12	20,000		0.28	
D11.2	Hard Surfaces	1.00	173,232	ft²	2.72	471,300		6.70	
D11.3	Site Improvements	1.00	173,232	ft²	0.35	60,020		0.85	
D11.4	Landscaping	1.00	173,232	ft²	0.39	68,300		0.97	
D12	Mechanical Site Services	1.00	173,232	ft²	3.06	530,000		7.53	
D13	Electrical Site Services	1.00	173,232	ft²	2.19	380,000		5.40	
D2	**ANCILLARY WORK**						**881,300**	**12.52**	
D21.1	Demolition	1.00	173,232	ft²	4.02	696,400		9.90	
D21.2	Hazardous Materials	1.00	173,232	ft²	0.49	84,900		1.21	
D22	Alteration	1.00	173,232	ft²	0.58	100,000		1.42	
Z1	**GENERAL REQUIREMENTS & FEES**						**482,100**	**6.85**	
Z11	General Requirements	15.0%				361,600		5.14	
Z12	Fee	5.0%				120,500		1.71	
NET CONSTRUCTION COST							**$37,339,706**	**530.59**	
Z2	**ALLOWANCES**						**8,424,300**	**119.71**	
Z20	Bonding	1.5%				560,100		7.96	
Z21	Design Allowance	15.0%				5,685,000		80.78	
Z23	Construction Allowance	5.0%				2,179,200		30.97	
SUBTOTAL CONSTRUCTION COST							**$45,764,006**	**650.30**	
Goods & Services Tax		0.0%					**0**	**0.00**	
TOTAL CONSTRUCTION COST							**$45,764,006**	**650.30**	
Z31	Escalation Allowance	9.2%					**4,210,300**	**59.83**	
ESCALATED CONSTRUCTION COST							**$49,974,306**	**710.12**	

Notes:

Grand Trunk/YMCA Options, Stratford, Ontario
Class C Estimate #1.0
December 1, 2025
GFA: 102,858 ft²

BTY

New Build

Element		Ratio G.F.A.	Element Quantity	Element Unit	Average Unit Cost	Amount $	Total Cost $	Cost/Floor Area $/ ft²	%
A1	**SUBSTRUCTURE**						**670,000**	**6.51**	**1.4%**
A11.1	Standard Foundations	0.00		ft²	0.00	670,000		6.51	
A11.2	Special Foundations	0.00		ft²	0.00	0		0.00	
A12	Basement Excavation	0.00		yd³	0.00	0		0.00	
A2	**STRUCTURE**						**7,780,013**	**75.64**	**16.7%**
A21	Lowest Floor Construction	0.00		ft²	0.00	2,083,600		20.26	
A22.1	Upper Floor Construction	0.00		ft²	0.00	2,883,613		28.03	
A22.2	Stair Construction	0.00		risr	0.00	85,000		0.83	
A23	Roof Construction	0.00		ft²	0.00	2,727,800		26.52	
A3	**EXTERIOR ENCLOSURE**						**5,494,620**	**53.42**	**11.8%**
A31	Structural Walls Below Grade	0.00		ft²	0.00	0		0.00	
A32.1	Walls Above Grade	0.00		ft²	0.00	1,767,920		17.19	
A32.2	Structural Walls Above Grade	0.00		ft²	0.00	0		0.00	
A32.3	Curtain Walls	0.00		ft²	0.00	2,365,500		23.00	
A33.1	Windows & Louvres	0.00		ft²	0.00	0		0.00	
A33.3	Doors	0.00		lvs.	0.00	17,500		0.17	
A34.1	Roof Covering	0.00		ft²	0.00	1,343,700		13.06	
A35	Projections	0.00		ft²	0.00	0		0.00	
B1	**PARTITIONS & DOORS**						**245,000**	**2.38**	**0.5%**
B11.1	Fixed Partitions	0.00		ft²	0.00	175,000		1.70	
B11.2	Moveable Partitions	0.00		ft²	0.00	0		0.00	
B11.3	Structural Partitions	0.00		ft²	0.00	0		0.00	
B12	Doors	0.00		lvs.	0.00	70,000		0.68	
B2	**FINISHES**						**2,613,200**	**25.41**	**5.6%**
B21	Floor Finishes	0.00		ft²	0.00	1,522,900		14.81	
B22	Ceiling Finishes	0.00		ft²	0.00	1,015,300		9.87	
B23	Wall Finishes	0.00		ft²	0.00	75,000		0.73	
B3	**FITTINGS & EQUIPMENT**						**3,135,000**	**30.48**	**6.7%**
B31.1	Metals	0.00	0	ft²	0.00	0		0.00	
B31.2	Millwork	1.00	173,232	ft²	0.20	35,000		0.34	
B31.3	Specialties	1.00	173,232	ft²	16.45	2,850,000		27.71	
B32	Equipment	1.00	173,232	ft²	0.29	50,000		0.49	
B33.1	Elevators	0.00	0	stop	0.00	200,000		1.94	
C1	**MECHANICAL**						**12,420,200**	**120.75**	**26.7%**
C11	Plumbing and Drainage	1.00	173,232	ft²	16.63	2,880,000		28.00	
C11.5	Pool Mechanical	0.00	0	ft²	0.00	0		0.00	
C12	Fire Protection	1.00	173,232	ft²	3.86	668,600		6.50	
C13	HVAC	1.00	173,232	ft²	44.53	7,714,400		75.00	
C14	Controls	1.00	173,232	ft²	6.68	1,157,200		11.25	
C2	**ELECTRICAL**						**6,428,600**	**62.50**	**13.8%**
C21	Service & Distribution	1.00	173,232	ft²	7.42	1,285,700		12.50	
C22	Lighting, Devices & Heating	1.00	173,232	ft²	13.36	2,314,300		22.50	
C23	Systems & Ancillaries	1.00	173,232	ft²	16.33	2,828,600		27.50	
Z1	**GENERAL REQUIREMENTS & FEES**						**7,757,300**	**75.42**	**16.7%**
Z11	General Requirements	15.0%				5,818,000		56.56	
Z12	Fee	5.0%				1,939,300		18.85	
NET BUILDING COST							**$46,543,933**	**452.51**	**100.0%**

Grand Trunk/YMCA Options, Stratford, Ontario
Class C Estimate #1.0
December 1, 2025
GFA: 102,858 ft²

New Build

Element		Ratio G.F.A.	Element Quantity	Element Unit	Average Unit Cost	Amount $	Total Cost $	Cost/Floor Area $/ ft²	%
NET BUILDING COST							**$46,543,933**	**452.51**	
D1	**SITE WORK**						**1,873,400**	**18.21**	
D11.1	Site Preparation	1.00	173,232	ft²	0.12	20,000		0.19	
D11.2	Hard Surfaces	1.00	173,232	ft²	2.38	411,600		4.00	
D11.3	Site Improvements	1.00	173,232	ft²	0.02	3,500		0.03	
D11.4	Landscaping	1.00	173,232	ft²	0.44	76,300		0.74	
D12	Mechanical Site Services	1.00	173,232	ft²	5.26	912,000		8.87	
D13	Electrical Site Services	1.00	173,232	ft²	2.60	450,000		4.37	
D2	**ANCILLARY WORK**						**100,000**	**0.97**	
D21.1	Demolition	0.00	0	ft²	0.00	0		0.00	
D21.2	Hazardous Materials	0.00	0	ft²	0.00	0		0.00	
D22	Alteration	1.00	173,232	ft²	0.58	100,000		0.97	
Z1	**GENERAL REQUIREMENTS & FEES**						**394,700**	**3.84**	
Z11	General Requirements	15.0%				296,000		2.88	
Z12	Fee	5.0%				98,700		0.96	
NET CONSTRUCTION COST							**$48,912,033**	**475.53**	
Z2	**ALLOWANCES**						**11,035,200**	**107.29**	
Z20	Bonding	1.5%				733,700		7.13	
Z21	Design Allowance	15.0%				7,446,900		72.40	
Z23	Construction Allowance	5.0%				2,854,600		27.75	
SUBTOTAL CONSTRUCTION COST							**$59,947,233**	**582.82**	
Goods & Services Tax		0.0%					**0**	**0.00**	
TOTAL CONSTRUCTION COST							**$59,947,233**	**582.82**	
Z31	Escalation Allowance	9.2%					**5,515,100**	**53.62**	
ESCALATED CONSTRUCTION COST							**$65,462,333**	**636.43**	

Notes:

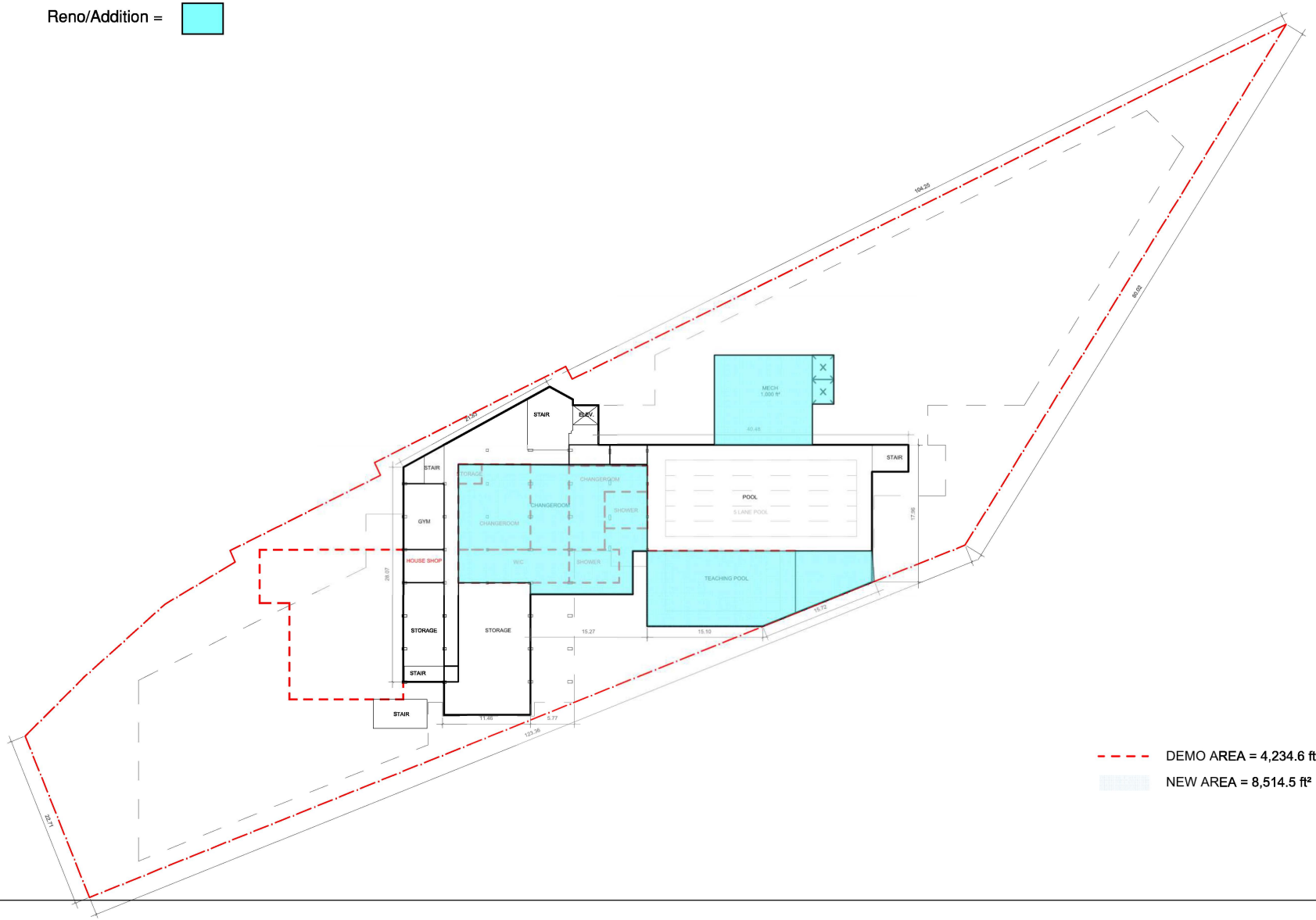
APPENDIX II

Design Drawings

6 page(s)

Level L0 (Basement) | 1:500

Reno/Addition =



Draft

superk**l

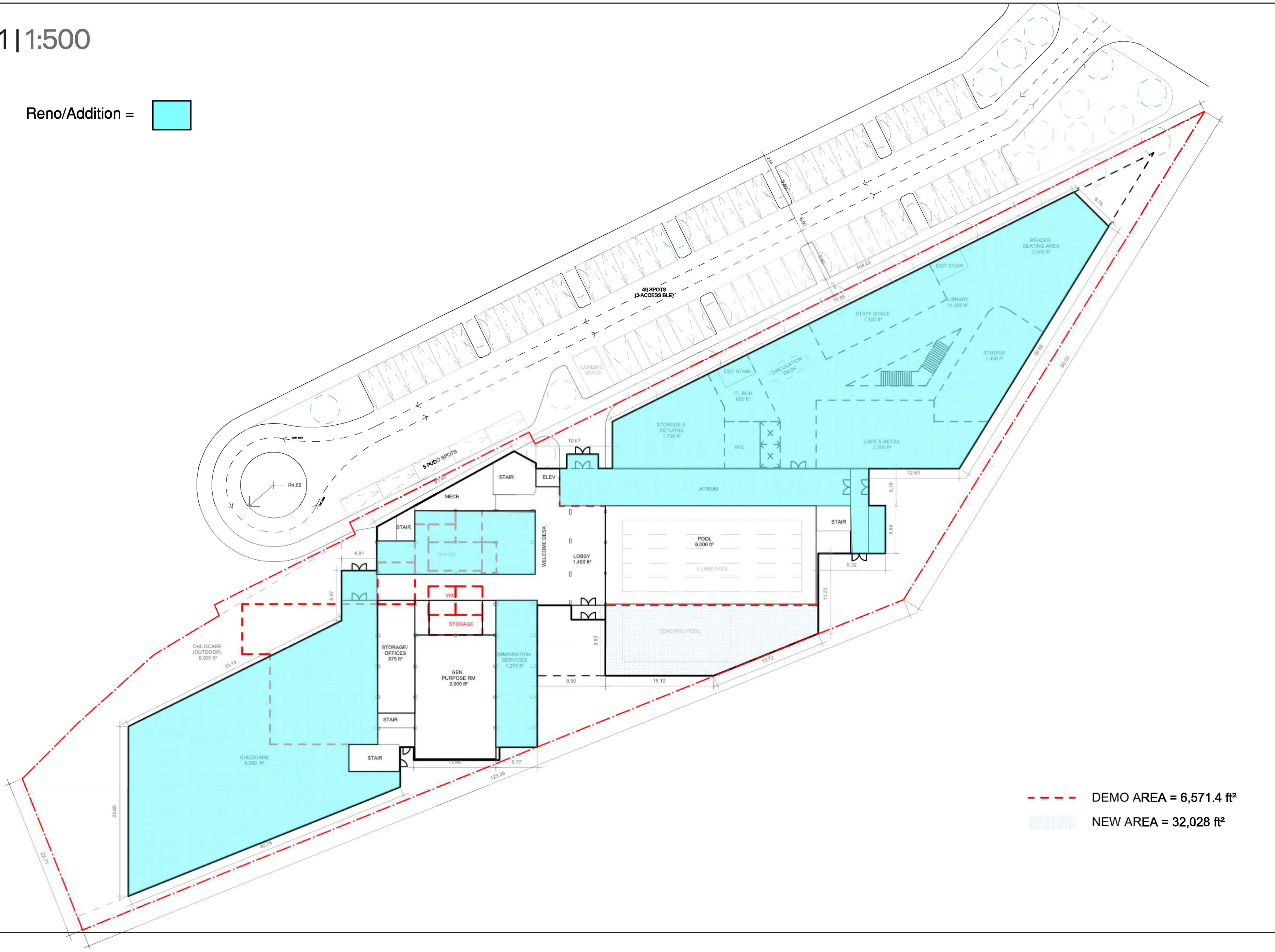
Project No. 2521 | Scale 1:500

Drawing No.

SK-001

Level 1 | 1:500

Reno/Addition =



DEMO AREA = 6,571.4 ft²

NEW AREA = 32,028 ft²

superkül
101 - 35 Golden Avenue
Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986
www.superkul.ca

Title: Stratford YMCA & Library

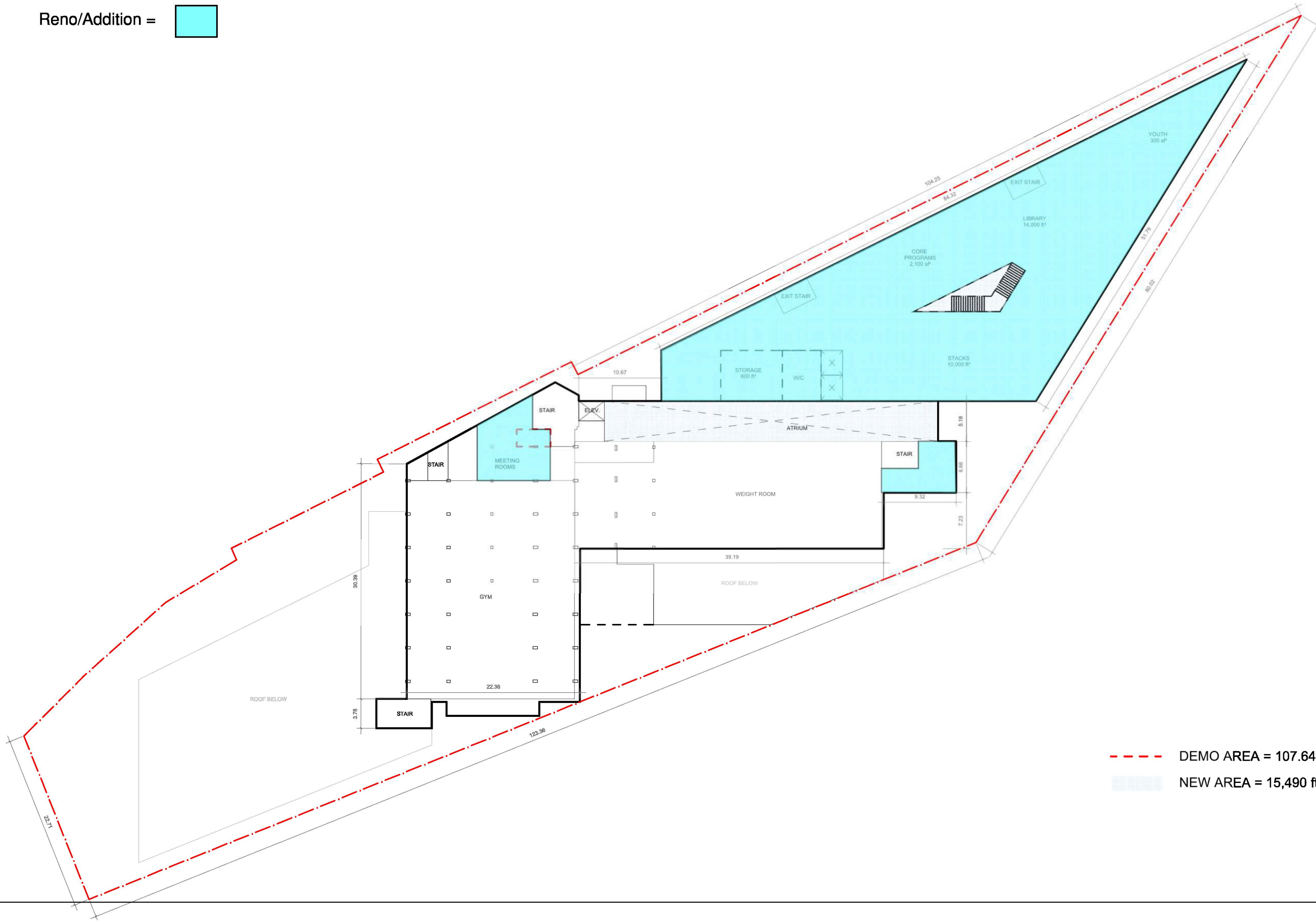
Project No. 2521 | Scale 1:500

Drawing No.

SK-001

Level 2 | 1:500

Reno/Addition =



DEMO AREA = 107.64 ft²

NEW AREA = 15,490 ft²

superk¨l

101 - 35 Golden Avenue
Toronto, ON M6R 2J5

t> 416.596.0700
f> 416.533.6986
www.superkul.ca

Title: Stratford YMCA & Library

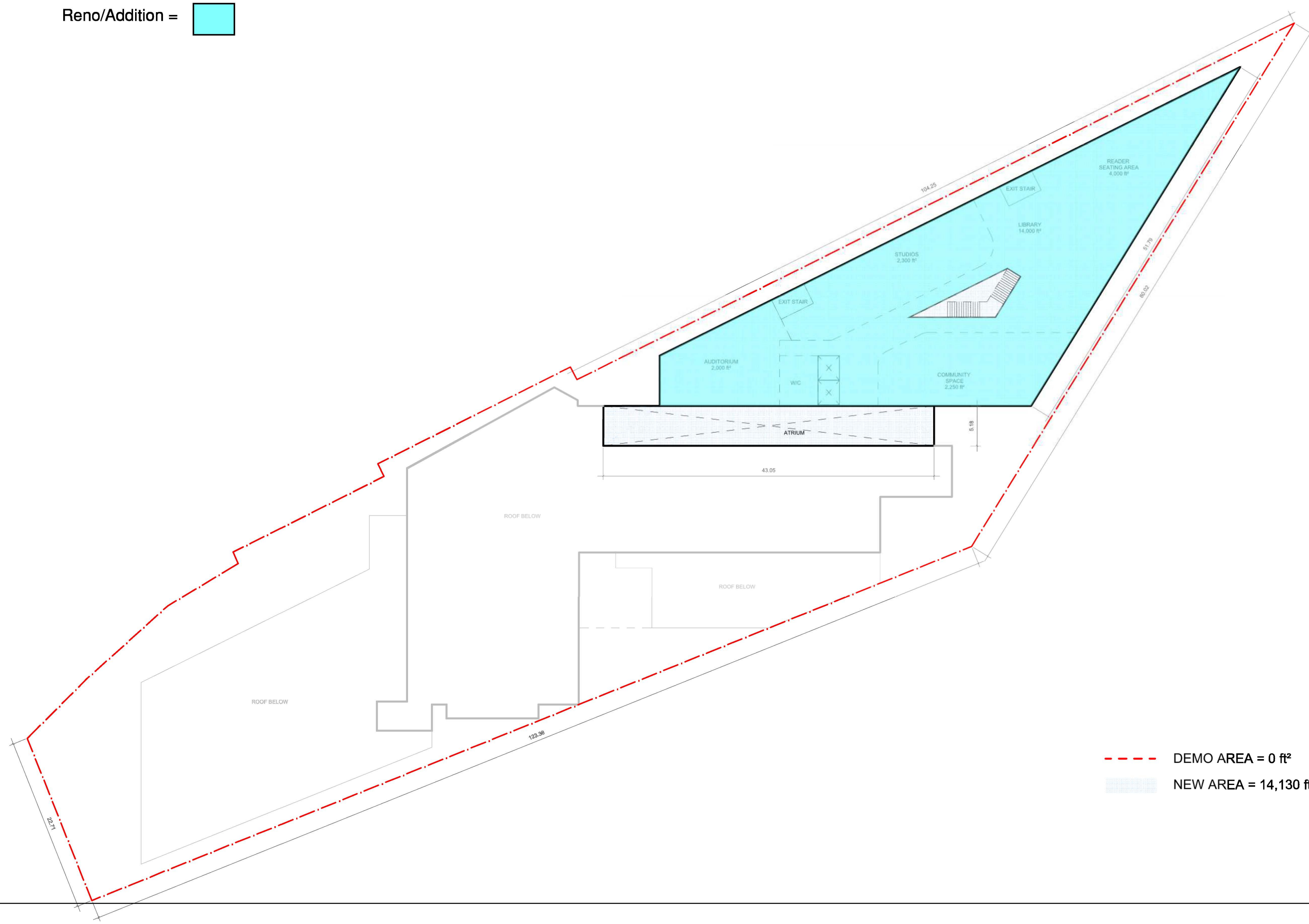
Project No. 2521 | Scale 1:500

Drawing No.

SK-001

Level 3 | 1:500

Reno/Addition =



DEMO AREA = 0 ft²

NEW AREA = 14,130 ft²

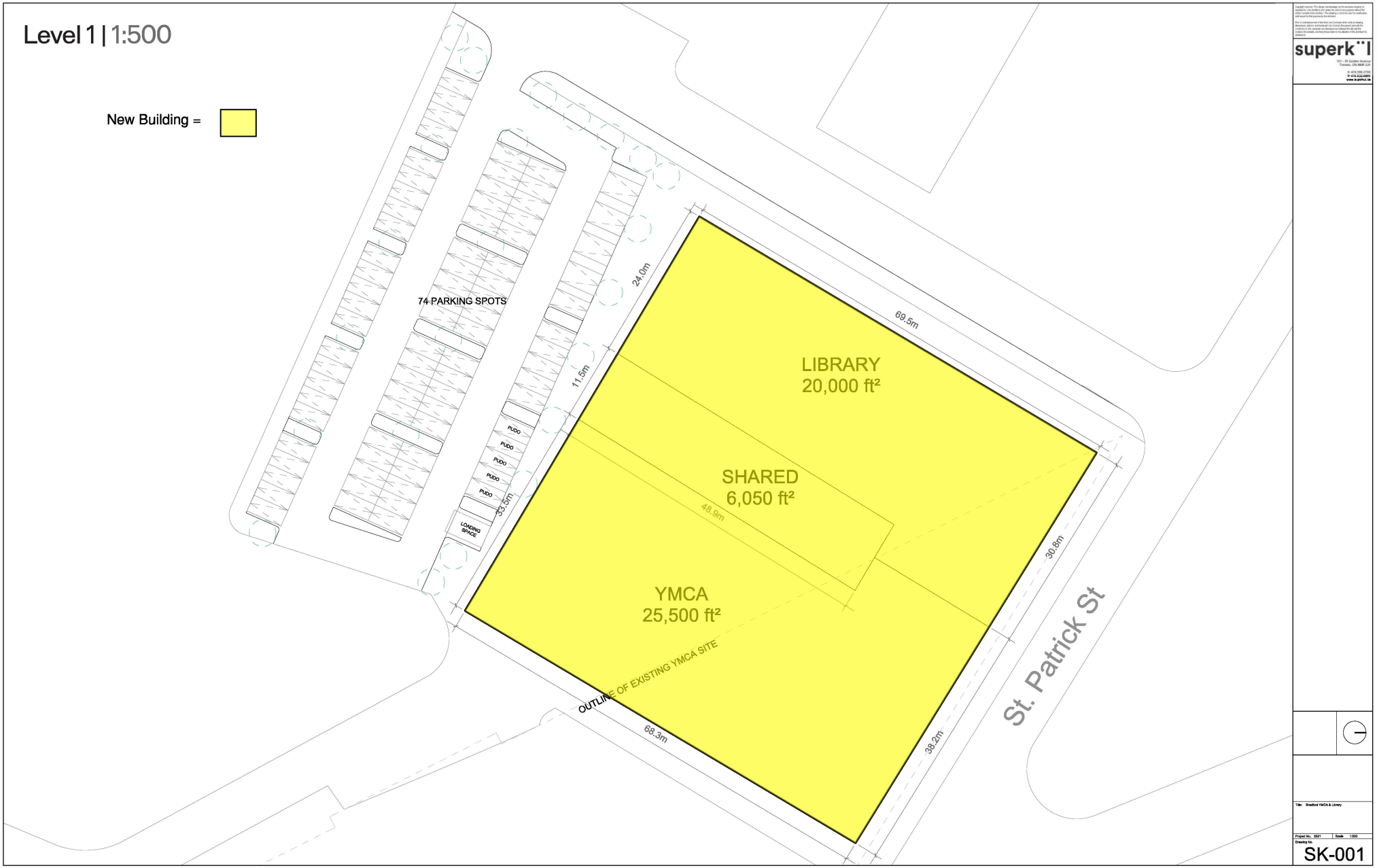
superkül
101 - 35 Golden Avenue
Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.5986
www.superkul.ca

Title: Stratford YMCA & Library

Project No. 2521 | Scale 1:500

Drawing No.

SK-001


Level 1 | 1:500
New Building =
74 PARKING SPOTS
24.0m
11.5m
33.5m
PUDO
PUDO
PUDO
PUDO
PUDO
LOADING SPACE
68.5m
LIBRARY
20,000 ft²
SHARED
6,050 ft²
48.9m
YMCA
25,500 ft²
OUTLINE OF EXISTING YMCA SITE
68.3m
30.8m
38.2m
St. Patrick St
superkül
Title: Stratford YMCA & Library
Project No. 2021
Scale 1:500
Drawing No.
SK-001


Level 2 | 1:500
New Building =
74 PARKING SPOTS
PUDO
PUDO
PUDO
PUDO
PUDO
LOADING SPACE
24.0m
11.5m
33.5m
48.8m
20.7m
LIBRARY
12,500 ft²
SHARED
6,050 ft²
48.9m
YMCA
32,200 ft²
20.0m
69.0m
OUTLINE OF EXISTING YMCA SITE
68.3m
St. Patrick St
superkül
Title: Stratford YMCA & Library
Project No. 2021
Scale 1:500
Drawing No.
SK-001

Project: Grand Trunk Stratford
Location: Stratford, Ontario
Client: City of Stratford
Architect: Superkul
Estimate Level: Order of Magnitude #1.1
Date: February 19, 2026

COST SUMMARY OF OPTIONS

Option	GFA* (m^2)	Cost ($)	Cost ($/$m^2$)
1A	5,091	$ 9,534,505	$ 1,873
1B	5,091	$ 17,494,141	$ 3,436
2A	7,322	$ 37,725,467	$ 5,152
2B	9,895	$ 46,587,787	$ 4,708

* GFA - Gross Floor Area

Assumptions

1 Skylight dimension is 4x5m
2 Window dimension is 4.32x2.52m
3 Allowance of 50k for miscellaneous structural steel reinforcement
4 Aluminum rainscreen assumed
5 Interior fit-out excluded
6 Allowance of 50k for contaminated material removal in existing floor
7 No phasing allowance considered
8 No lead time between phases
9 5% General contractor's fee/profit
10 All work will be performed during normal working hours
11 Allowance of 5 and 7 exterior glazed door have been provided for the Options 2A and 2B respectively
12 No foundation and earthworks required
13 No lanscape planting required
14 The surface of existing concrete slab on grade at the demolished area will be prepared to receive new asphalt surface.
15 No new services required
16 Indicative project commencement and completion is 2027 and 2029 respectively

Project: Grand Trunk Stratford
Estimate Level: Order of Magnitude #1.1
Date: February 19, 2026
Elemental Summaries

		OPTION 1A		OPTION 1B		OPTION 2A		OPTION 2B	
GFA (m^2)		5,091		5,091		7,322		9,895	
				$	$	$	$	$	$
C12	Fire Protection	**152,723.40**	**30**	**178,177.30**	**35**	**292,897.20**	**40**	**375,999.74**	**38**
C13	HVAC		**0**		**0**	**1,171,588.80**	**160**	**1,484,209.50**	**150**
C14	Controls		**0**		**0**	**161,093.46**	**22**	**197,894.60**	**20**
C23	Systems & Ancillaries	**178,177.30**	**35**	**203,631.20**	**40**	**366,121.50**	**50**	**445,262.85**	**45**

Project: Grand Trunk Stratford
Estimate Level: Order of Magnitude #1.1
Date: February 19, 2026

Elemental Summaries	OPTION 1A		OPTION 1B		OPTION 2A		OPTION 2B	
GFA (m^2)	5,091		5,091		7,322		9,895	
Element	Total Cost $	Cost/m^2 $	Total Cost $	Cost/m^2 $	Total Cost $	Cost/m^2 $	Total Cost $	Cost/m^2 $
NET BUILDING COST	**2,672,899.66**	**525**	**8,224,899.53**	**1,616**	**23,080,114.80**	**3,152**	**29,983,405.15**	**3,030**
D1 SITE WORK	**2,084,963.00**	**410**	**2,084,963.00**	**410**	**1,618,602.70**	**221**	**1,178,599.80**	**119**
D11.1 Site Preparation	**267,235.00**	**52**	**267,235.00**	**52**	**204,931.50**	**28**	**129,931.00**	**13**
D11.2 Hard Surfaces	**1,317,728.00**	**259**	**1,317,728.00**	**259**	**1,013,671.20**	**138**	**648,668.80**	**66**
D11.3 Site Improvements								
D11.4 Landscaping								
D12 Mechanical Site Services	**300,000.00**	**59**	**300,000.00**	**59**	**250,000.00**	**34**	**250,000.00**	**25**
D13 Electrical Site Services	**200,000.00**	**39**	**200,000.00**	**39**	**150,000.00**	**20**	**150,000.00**	**15**
D2 ANCILLARY WORK	**1,209,117.44**	**238**	**1,209,117.44**	**238**	**1,059,764.40**	**145**	**902,126.86**	**91**
D21.1 Demolition	**1,159,117.44**	**228**	**1,159,117.44**	**228**	**1,009,764.40**	**138**	**852,126.86**	**86**
D21.2 Hazardous Materials	**50,000.00**	**10**	**50,000.00**	**10**	**50,000.00**	**7**	**50,000.00**	**5**
D22 Alteration								
Z1 GENERAL REQUIREMENTS & FEES	**683,521.69**	**134**	**683,521.69**	**134**	**555,761.17**	**76**	**431,750.78**	**44**
Z11 General Requirements - 15%	**494,112.07**	**97**	**494,112.07**	**97**	**401,755.07**	**55**	**312,109.00**	**32**
Z12 Fee - 5%	**189,409.63**	**37**	**189,409.63**	**37**	**154,006.11**	**21**	**119,641.78**	**12**
NET CONSTRUCTION COST	**6,650,501.79**	**1,306.38**	**12,202,501.66**	**2,396.98**	**26,314,243.08**	**3,593.65**	**32,495,882.59**	**3,284.16**
Z2 ALLOWANCES	**2,128,160.57**	**418**	**3,904,800.53**	**767**	**8,420,557.78**	**1,150**	**10,398,682.43**	**1,051**
Z21 Design Allowance - 20%	**1,330,100.36**	**261.28**	**2,440,500.33**	**479.40**	**5,262,848.62**	**718.73**	**6,499,176.52**	**656.83**
Z23 Construction Allowance - 10%	**798,060.22**	**157**	**1,464,300.20**	**288**	**3,157,709.17**	**431**	**3,899,505.91**	**394**
SUBTOTAL CONSTRUCTION COST	**8,778,662.37**	**1,724**	**16,107,302.20**	**3,164**	**34,734,800.86**	**4,744**	**42,894,565.02**	**4,335**
Harmonized Sales Tax	**-**	**0**	**-**	**0**	**-**	**0**	**-**	**0**
TOTAL CONSTRUCTION COST	**8,778,662.37**	**1,724**	**16,107,302.20**	**3,164**	**34,734,800.86**	**4,744**	**42,894,565.02**	**4,335**
Z22 Escalation Allowance - 8.61%	**755,842.83**	**148**	**1,386,838.72**	**272**	**2,990,666.35**	**408**	**3,693,222.05**	**373**
ESCALATED CONSTRUCTION COST	**9,534,505.20**	**1,873**	**17,494,141**	**3,436**	**37,725,467**	**5,152**	**46,587,787**	**4,708**

Notes:

Skylight dimension is 4x5m
Window dimension is 4.32x2.52m
Allowance of 50k for miscellaneous structural steel reinforcement
Aluminum rainscreen assumed
Interior fit-out excluded
Allowance of 50k for contaminated material removal in existing floor
No phasing allowance considered
No lead time between phases
5% General contractor's fee/profit
All work will be performed during normal working hours
Allowance of 5 and 7 exterior glazed door have been provided for the Options 2A and 2B respectively
No foundation and earthworks required
No landscape planting required
The surface of existing concrete slab on grade at the demolished area will be prepared to receive new asphalt surface.
No new services required
Indicative project commencement and completion is 2027 and 2029 respectively

TECHNICAL MEMORANDUM

DATE April 10, 2026 **Project No.** CA0059612.3910_M01_Rev.0

TO Mr. André Morin, Chief Administrative Officer
The Corporation of the City of Stratford

FROM Marcus Hammoud, H.B.Sc., OCGC
WSP Canada Inc.

EMAIL **marcus.hammoud@wsp.com**

HIGH-LEVEL COST ESTIMATE – ENVIRONMENTAL CONSULTING SERVICES
GRAND TRUNK RAILWAY SITE REDEVELOPEMENT OPTIONS
350 DOWNIE STREET, STRATFORD, ONTARIO

1.0 INTRODUCTION

WSP Canada Inc. ("WSP") was retained by the Corporation of the City of Stratford (the "City") to conduct a high-level cost estimate for environmental work related to the proposed redevelopment options for the City's vacant and former industrial-use building located at 350 Downie Street in Stratford, Ontario (the "Site"). The proposed redevelopment options being considered for this cost have been provided by Svec Group ("Svec").

WSP understands that the four (4) potential redevelopment options, as provided in the document "*Grand Trunk Stratford – Costing Set*", authored by Superkül and dated 15 January 2026, and provided by Svec, only consider the existing, vacant industrial building at the Site (the "Site Building") and not the abutting parcels at 350 Downie Street.

WSP also understands that this cost estimate will be incorporated into Svec's overall cost analysis for the proposed redevelopment of the Site (for all four options) which is to be presented by Svec to the City for their 26 February 2026 workshop and council meeting. WSP understands that this cost estimate was requested by the City to assist with the determination of the most feasible and suitable redevelopment option for the Site.

2.0 EXISTING SITE CONDITIONS

Golder Associates Ltd. (now part of WSP) was previously retained by the City to prepare a Record of Site Condition (RSC) for the 6.3-hectare former industrial property in Stratford known as the Cooper Site. The work was to be completed in accordance with Ontario Regulation 153/04, and the original scope included:

- an updated Phase One Environmental Site Assessment (ESA) with data gap analysis,
- a Phase Two ESA,
- a Risk Assessment (RA), and
- filing of the RSC with the Ministry of the Environment, Conservation and Parks (MECP).

At the City's direction, Golder's investigation focused on the central 20% of the Site, including the eastern portion of the remaining industrial building (referred to as Parcel 1A). A parcel-specific RA was required to support the RSC for this area. The remaining portions of the Site will need to be addressed separately and

may require additional RSCs and supporting RAs depending on their intended future use. Any required Risk Management Measures (RMMs) – such as hard or soft caps – or remediation would be determined through that process.

The Site has been used for industrial purposes since the late 1800s. Redevelopment to a more sensitive land use (e.g., residential, parkland, institutional) would require an RSC. However, an RSC cannot be filed if soil or groundwater impacts exceed applicable Site Condition Standards (SCS) unless remediation and/or risk management is implemented.

To date, environmental impacts identified across the Site primarily involve metals and petroleum hydrocarbons in shallow soils at concentrations above the applicable full-depth generic SCSs under non-potable groundwater conditions. These impacts must be addressed – through remediation or risk management – before an RSC can be completed for any parcel other than Parcel 1A. Additional delineation or characterization would also be required to meet O. Reg. 153/04 requirements.

When full remediation is not technically or economically feasible, a risk management approach may be used. This involves preparing an RA that evaluates human and environmental health risks based on future land use, develops site-specific standards, and outlines a Risk Management Plan. The RA requirements for RSC purposes are defined in O. Reg. 153/04.

For preliminary planning, Table 1 outlines potential pathways – remediation or risk management – for each parcel shown on Figure 1. These approaches are not mutually exclusive; in many cases, targeted remediation can simplify and accelerate the RA process.

The cost estimates in Table 1 are preliminary only. More accurate costing would require additional work, including subsurface delineation, development of remedial options, evaluation of site development scenarios, and obtaining contractor pricing. None of this work has yet been completed, and the estimates should be used only for early planning in consultation with WSP.

2.1 Remediation Approach

The remediation scenario in Table 1 assumes a worst-case approach: all fill and impacted native soil would be excavated and disposed of off-site, and the Site would be restored to current grades using imported clean fill. This scenario is unlikely, as significant cost savings could be achieved by:

- reducing the volume of imported clean fill,
- reducing the amount of soil requiring off-site disposal through further characterization, or
- diverting material from landfill for reuse elsewhere.

Additional site assessment would be required to support any refined remedial plan.

2.2 Risk Management Approach

The risk management scenario assumes that all fill and impacted native soil within a parcel could be managed on-site through an RA and Risk Management Plan, eliminating off-site disposal costs. Most of the timeline associated with this approach relates to MECP review and approval of the RA.

3.0 REDEVELOPMENT DESIGN OPTION SUMMARY

The following redevelopment options, as provided by Svec, are understood to be under consideration for the Site Building:

Table 1: Redevelopment Options

Topic	Option 1A (open air shell)	Option 1B (partial shelter)	Option 2A (fully enclosed)	Option 2B (fully enclosed)
Area Retained	~50,000 sq ft	~50,000 sq ft	~75,000 sq ft	~100,000 sq ft
Structural	■ 100mm Concrete slab poured over existing floor ■ Minor slab remediation and surface preparation (as required)	■ 100mm Concrete slab poured over existing floor ■ Minor slab remediation and surface preparation (as required)	■ 100mm Concrete slab poured over existing floor ■ Minor slab remediation and surface preparation (as required)	■ 100mm Concrete slab poured over existing floor ■ Minor slab remediation and surface preparation (as required)
Demolition	■ Removal of existing mezzanine structure ■ Removal of all existing windows ■ Select demolition of non-structural interior elements (as required)	■ Removal of existing mezzanine structure ■ Removal of all existing windows ■ Select demolition of non-structural interior elements (as required)	■ Removal of existing mezzanine structure ■ Removal of all existing windows ■ Select demolition of non-structural interior elements (as required)	■ Removal of existing mezzanine structure ■ Removal of all existing windows ■ Select demolition of non-structural interior elements (as required)
Architectural	■ Cleaning of existing exposed structure and surfaces ■ Painting of interior surfaces ■ Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level)	■ Cleaning of existing exposed structure and surfaces ■ Painting of interior surfaces ■ Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level) ■ Un-insulated roof with skylights.	■ Cleaning of existing exposed structure and surfaces ■ Painting of interior surfaces ■ Parking line painting and basic wayfinding markings, provide asphalt parking lot (allowance level) ■ Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening) ■ Fully insulated roof with skylights. ■ New double-glazed windows to replace the existing windows	■ Cleaning of existing exposed structure and surfaces ■ Painting of interior surfaces ■ Parking line painting and basic wayfinding markings, provide asphalt parking lot ■ (allowance level) ■ Fully enclosed envelope walls (rainscreen with 60% curtain wall glass opening) ■ Fully insulated roof with skylights. ■ New double glazed windows to replace the existing windows
Mechanical	■ Basic plumbing rough-ins and fixtures (allowance level)	■ Basic plumbing rough-ins and fixtures (allowance level)	■ Basic plumbing rough-ins and fixtures (allowance level) ■ Basic HVAC (allowance level)	■ Basic plumbing rough-ins and fixtures (allowance level) ■ Basic HVAC (allowance level)
Electrical	■ New interior lighting	■ New interior lighting	■ New interior lighting	■ New interior lighting

Through discussion with Svec, it is understood that the usage of the Site Building may include, to varying degrees (depending on the development option chosen) and in order of most to least prominent:

- Community – meaning any of the following uses:
  - Use of land on the property for a road;
  - Use of a building on the property for:
    - indoor recreational activities;
    - travel purposes, such as a railway station or an airport passenger terminal, or like purposes, or;
    - an indoor gathering of people for civic or social purposes.
- Parkland – the use of land or a building on the property for:
  - outdoor recreational activities, including use for a playground or a playing field;
  - a day camp, an overnight camp or an overnight camping facility;
  - an outdoor gathering of people for civic or social purposes, or;
  - assembly occupancies in which occupants are gathered in the open air other than use for a stadium
- Institutional – meaning any of the following uses:
  - Use of land or a building on the property as a child care centre within the meaning of the *Child Care and Early Years Act, 2014*;
  - Use of land or a building on the property as a school as defined in the *Education Act*;
  - Use of land or a building on the property as a private school as defined in the *Education Act*, or;
  - Use of a building on the property for an indoor gathering of people for religious purposes.
- Commercial – meaning any use of land or a building on the property for an enterprise or activity involving the exchange of goods or services, including the following uses:
  - Use as a hotel, motel, hostel or similar accommodation;
  - Use as an office building;
  - In respect of the classification of occupancies in Table 3.1.2.1. of Division B of the building code, use that falls within:
    - Group D, business and personal services occupancies, or;
    - Group E, mercantile occupancies.

Under O.Reg.153/04, land use change from a less sensitive land use to a more sensitive land use will require the filing of an RSC; however, it is also possible the City may request than an RSC be filed for a property or parcel within a property regardless of the land use change (i.e., even if the land use change does not become more sensitive). Therefore, the requirement for filing an RSC for the entire Site Building has been considered for this cost estimate.

4.0 COST ESTIMATE

With reference to the appended Table 1, cost estimates and associated details have been summarized for environmental due-diligence and/or regulatory work associated with each of the aforementioned design options being considered for the Site Building.

5.0 ASSUMPTIONS

The following assumptions are made for the above cost estimate:

1) **Site Assessment:** Limited to environmental investigation and characterization of soil, groundwater and/or soil vapour quality (if/where warranted). *Exclusions include (but are not necessarily limited to): assessment of building condition (above and below-ground structural considerations to support demolition, renovation or new construction), assessment of hazardous building materials (if / where present), geotechnical assessment to support construction and redevelopment.*

2) **Remedial Costs:** Limited to preliminary assessment of potential costs for dig-and-dump remediation of chemically impacted fill material and/or shallow soils to a maximum depth of 3 metres and based on the application of generic site conditions standards for non-potable groundwater conditions. Volumes are based on the assumption that impacts to soil quality extend across the entire parcel footprint(s) and to the depths (of fill material) encountered to date. Preliminary, all-inclusive, remediation costs are based on a unit rate of $300 per cubic metre (actual costs will depend on landfill tipping rates and whether site restoration is included). *Exclusions include (but are not necessarily limited to): allowances for management of subsurface infrastructure (e.g., foundations, historical rail lines, abandoned utilities or other industrial infrastructure, such as buried tanks) if/where encountered. Based on conditions encountered to date, groundwater remediation is not anticipated to be required, and no such allowances have been made herein.*

3) **Cost Estimates**: The cost estimates presented in Table 1 are based on RSC No. B 404 4248275192. Fees have been prorated according to building size and adjusted to reflect current inflation, subcontractor pricing, and laboratory costs.

4) **Proposed Land Use**: These estimates assume the land uses identified in Table 1. If a more sensitive land use is proposed, additional evaluation would be required to determine the applicable RSC requirements.

5) **Western Portion**: Environmental assessment completed to date indicates limited soil, groundwater, and/or soil vapour data for the western portion of the building. Further investigation will be necessary to determine the most appropriate remediation and/or risk assessment approach.

6) **Basis of Estimate**: The cost estimate reflects existing site conditions and the current design options under consideration. It does not account for alternative design scenarios or address existing data gaps.

6.0 LIMITATIONS

This letter was prepared by WSP Canada Inc. (“WSP”) for the exclusive use of the City of Stratford (the “City”) for environmental due diligence purposes to support their internal discussions regarding potential redevelopment options for the Site.

The appended Table 1 includes a summary of high-level cost estimate (related to environmental work) for the Site Building redevelopment options and includes a preliminary evaluation of potential management options for the Site. The information, recommendations and opinions expressed in this letter are for the sole benefit of the City and were prepared for the specific purpose set out herein. No other party may use or rely on this letter

or any portion thereof without WSP's express written consent. Any use which a third party makes of this letter, or any reliance on or decisions to be made based on it, is the responsibility of such third parties. WSP accepts no responsibility for damages, if any, suffered by any third party as a result of decisions made or actions based on this letter.

There is no warranty, expressed or implied, by WSP that the summary provided herein has identified all potential contaminants at the Site or that the Site is free from any and all contamination from past or current practices other than that noted, nor that all issues of environmental compliance have been addressed.

The scope and the period of WSP's assessment of environmental conditions at the Site are limited to a review of available information regarding the characterization of soil, groundwater and soil vapour as carried out by WSP and others at the Site. WSP has not performed a complete assessment of all possible conditions or circumstances that may exist at the Site. As noted in Table 1, exclusions included (but were not necessarily limited to): assessment of building condition (above and below-ground structural considerations to support demolition, renovation or new construction), assessment of hazardous building materials (if / where present), and geotechnical assessment to support construction and redevelopment.

As noted in Table 1, the remedial cost estimates excluded (exclusions were not necessarily limited to): allowances for management of subsurface infrastructure (e.g., foundations, historical rail lines, abandoned utilities or other industrial infrastructure, such as buried tanks) if/where encountered. Based on subsurface conditions encountered to date, groundwater remediation is not anticipated to be required, and no such allowances have been made herein.

In evaluating the Site, WSP has relied in good faith on information on the Site provided by the City, including the results of environmental investigations carried out by others. We assume that the information provided is factual and accurate. We accept no responsibility for any deficiency, misstatements or inaccuracies contained in this letter as a result of omissions, misinterpretations or fraudulent acts associated with the information provided for review.

WSP accepts no responsibility for the consequential effects of this summary letter on the real or perceived property value of the Site, on its saleability, or on the ability to gain financing.

7.0 CLOSURE

We trust that this memorandum adequately summarizes our costing estimate as requested. If you have any questions, please do not hesitate to contact the undersigned.

WSP Canada Inc.

Marcus Hammoud, H.B.Sc., OCGC
Senior Environmental Scientist

Cindy McKee, P.Geo., QPESA
Principal Environmental Geoscientist

MH/CM

Distribution: 1 e-Copy: The Corporation of the City of Stratford
1 e-Copy: The Svec Group
1 e-Copy: WSP Canada Inc.

Attachments Table 1 – Summary of Potential Environmental Costs and Schedule by Design Option
Figure 1 – Conceptual Site Plan (Working Draft)

https://wsponlinecan.sharepoint.com/sites/ca-ca0059612.3910/shared documents/06. deliverables/1. feb 2026 costing for svec/ca0059612.3910_final_hl costing gtr options_10apr2026.docx

TABLES

Summary of Potential Environmental Costs and Schedule by Design Option

Table 1: Summary of Potential Environmental Costs and Schedule by Design Option

Design Option (see *Grand Trunk Stratford Costing Set Superkül, 15 Jan. 2026*)	Description and Current Parcel Status	Possible Future Use	Approach to Redevelopment (summary)	Potential Costs (preliminary allowances)	Schedule Considerations
1A (Open-Air Shell – ~50,000 ft^2)	■ East portion of the Site Building, bounded by railway to the south. Currently vacant. ■ Area: 4,995 m^2 (53,761 ft^2) ■ Depth of Fill: 0.5-2.5 metres ■ Includes east portion of existing industrial building. Historical operations (dating back to late 1800s) included heavy industry (locomotive maintenance), with rail spurs, power generation and fuel storage. ■ A Record of Site Condition (RSC) with Risk Assmessment (RA) for Parcel 1A (which covers the area considered for Option 1A and the a portion of the surrounding Site area; see attached Figure 1 for reference) has been filed for institutional land use. ▪ **RSC No. B-404-4248275192, filed 19 January 2024**	■ It is understood that approximately 50,000 square feet of the Site Building would be retained (frame and roof only) for potential open-air (outdoor) gatherings of people for civic or social purposes, or; assembly occupancies in which occupants are gathered in the open air other than use for a stadium (parkland use). It is understood that the remaining area of the Site Building would be used as a parking area (community land use). It is unlikely that an RSC would be required for the parking area, unless the City requests this to be done (would not be a regulatory requirement). ■ Parcel 1A (see attached Figure 1 for reference), through management of the corresponding Certificate of Property Use (CPU), can be redeveloped and utilized for **institutional and /or community land use**. ▪ **CPU No. 2486-CBJK83**	■ Risk Management Measures (RMMs) are required to be developed and implemented to support redevelopment of the parcel, in accordance with the CPU. ▪ **Hard cap and fill cap barriers:** Minimum depth of 225 mm, minimum depth of 1,000 mm if planting shrubs or trees, fence area if disturbing cap, semi-annual inspections of cap integrity, site plan maintenance. ▪ **Soil and Groundwater Management Plan (SGMP):** Signed by Qualified Professional [QP], dust and soil control, excess soil management, storm water management, excavated soil characterization, record keeping. ▪ **Health and Saftey Plan** ▪ **Building Elements to Mitigate Vapour Intrusion:** Refrain from constructing any enclosed buildings on, in or under the RSC property, unless the Building includes a passive soil vapour intrusion mitigation system (SVIMS), meeting the CPU requirements, including, but not limited to, a monitoring program and annual reporting.	■ A conservative cost estimate to complete an SGMP for this redevelopmemnt option would be **$60K**. ■ The cost for lead paint (and potentially asbestos) abatement should be considered for this redevelopment option, since a portion of the original Site Building structure is planned to be retained and was previously identified to likely contain lead-based painted surfaces. Additional information and effort would be required to accurately estimate the potential cost for lead (and potentially other hazardous substances [e.g., silica, mould, asbestos]) abatement and related planning; however, a conservative cost estimate could range from **$1.25M to $2M (depending on the method of lead abatement chosen) or more.** ■ The cost for geotechnical investigations and potentially required hydrogeological assessment has not been included in this cost estimate as it is beyond the scope of this assessment; however, these costs could be significant and should be considered. A possible range of costs for this item(s) could be **$100K to $150K or more.**	■ Building improvements / construction / demolition could likely occur immediately upon consultation with MECP district engineer, QP consultation, engineering inspections, geotechnical (and potentially hydrogeological) investigations, design and implementation of a Soil and Groundwater Management Plan, hazardous substances (lead, silica, asbestos and potential mould) abatement and preparation of a Health and Safety Plan. ■ Any building modifications should be carried out with consideration to the proposed future use of the remainder of the Site Building.

Design Option (see *Grand Trunk Stratford Costing Set Superkül, 15 Jan. 2026*)	Description and Current Parcel Status	Possible Future Use	Approach to Redevelopment (summary)	Potential Costs (preliminary allowances)	Schedule Considerations
1B (Partial Shelter – ~50,000 ft^2)	■ East portion of the Site Building, bounded by railway to the south. Currently vacant. ■ Area: 4,995 m^2 (53,761 ft^2) ■ Depth of Fill: 0.5-2.5 metres ■ Includes east portion of existing industrial building. Historical operations (dating back to late 1800s) included heavy industry (locomotive maintenance), with rail spurs, power generation and fuel storage. ■ A Record of Site Condition (RSC) with Risk Assmessment (RA) for Parcel 1A (which covers the area considered for Option 1A and the a portion of the surrounding Site area; see attached Figure 1 for reference) has been filed for institutional land use. ▪ **RSC No. B-404-4248275192, filed 19 January 2024**	■ It is understood that approximately 50,000 square feet of the Site Building would be retained (frame and roof only) for potential open-air (outdoor) gatherings of people for civic or social purposes, or; assembly occupancies in which occupants are gathered in the open air other than use for a stadium (parkland use). It is understood that the remaining area of the Site Building would be used as a parking area (community land use). It is unlikely that an RSC would be required for the parking area, unless the City requests this to be done (would not be a regulatory requirement). ■ Parcel 1A (see attached Figure 1 for reference), through management of the corresponding Certificate of Property Use (CPU), can be redeveloped and utilized for **institutional and /or community land use**. ▪ **CPU No. 2486-CBJK83**	■ Risk Management Measures (RMMs) are required to be developed and implemented to support redevelopment of the parcel, in accordance with the CPU. ▪ **Hard cap and fill cap barriers:** Minimum depth of 225 mm, minimum depth of 1,000 mm if planting shrubs or trees, fence area if disturbing cap, semi-annual inspections of cap integrity, site plan maintenance. ▪ **Soil and Groundwater Management Plan (SGMP):** Signed by Qualified Professional [QP], dust and soil control, excess soil management, storm water management, excavated soil characterization, record keeping. ▪ **Health and Saftey Plan** ▪ **Building Elements to Mitigate Vapour Intrusion:** Refrain from constructing any enclosed buildings on, in or under the RSC property, unless the Building includes a passive soil vapour intrusion mitigation system (SVIMS), meeting the CPU requirements, including, but not limited to, a monitoring program and annual reporting.	■ A conservative cost estimate to complete an SGMP for this redevelopmemnt option would be **$60K**. ■ The cost for lead paint (and potentially asbestos) abatement should be considered for this redevelopment option, since a portion of the original Site Building structure is planned to be retained and was previously identified to likely contain lead-based painted surfaces. Additional information and effort would be required to accurately estimate the potential cost for lead (and potentially other hazardous substances [e.g., silica, mould, asbestos]) abatement and related planning; however, a conservative cost estimate could range from **$1.25M to $2M (depending on the method of lead abatement chosen) or more.** ■ The cost for geotechnical investigations and potentially required hydrogeological assessment has not been included in this cost estimate as it is beyond the scope of this assessment; however, these costs could be significant and should be considered. A possible range of costs for this item(s) could be **$100K to $150K.**	■ Building improvements / construction / demolition could likely occur immediately upon consultation with MECP district engineer, QP consultation, engineering inspections, geotechnical (and potentially hydrogeological) investigations, design and implementation of a Soil and Groundwater Management Plan, hazardous substances (lead, silica, asbestos and potential mould) abatement and preparation of a Health and Safety Plan. ■ Any building modifications should be carried out with consideration to the proposed future use of the remainder of the Site Building.

2A (Fully Enclosed – ~75,000 ft^2)	■ Including the above, and considering the central-portion of the Site Building, bounded by railway to the south. Currently vacant. ■ Area: 7,325 m^2 (78,818 ft^2) ■ Depth of Fill: 0.5-2.5 metres ■ Includes central portion of existing industrial building. Historical operations (dating back to late 1800s) included heavy industry (locomotive maintenance), with rail spurs (and turntable) and fuel storage. ■ Preliminary site assessment activities have been carried out (soil, groundwater and soil vapour quality assessments). ■ Environmental impacts identified to date have primarily been related to metals and hydrocarbon impacts to relatively shallow soils. Localized area of chlorinated solvent impacts to soil and groundwater identified within the building footprint.	■ It is understood that approximately 75,000 square feet of the Site Building would be retained and renovated (and effectively encapsulated) for potential indoor gatherings of people for civic or social purposes (community land use). It is understood that the remaining area of the Site Building would be used as a parking area (community land use). It is unlikely that an RSC would be required for the parking area, unless the City requests this to be done (would not be a regulatory requirement). ■ An RSC may be required to support the proposed redevelopment for community land use (although, not for regulatory purposes, but rather, for due diligence purposes and if the City requests this be completed). ■ Completion of a Risk Assessment (RA) is a likely path to an RSC (site remediation is not practical or cost effective within building envelope if retaining ~75,000 ft^2 of the Site Building structure), similar to that which was completed for Parcel 1A.	■ Scope of additional site investigation (if any) is dependant on confirmation of future use and whether RSC is required. ■ Minimal scope of work would include reporting on findings of investigaitons completed to date. ■ An RSC would require additional site investigation and the completion of a Risk Assessment and potentially some amount of remediation. ■ Based on the outcome of the RA, property-specific Risk Management Measures (RMMs), dictacted by a Certificate of Property Use (CPU), will need to be developed to support redevelopment of the parcel. ▪ These RMMs would likely be very similar to what has already been documented in the RSC filed for Parcel 1A; however, the design, installation, monitoring, reporting and liasing regarding a passive soil vapour intrusion mitigation system (SVIMS) would be required given the closed-air structure design being considered for this option.	■ Additional information and effort would be required to accurately estimate the potential cost for implementing a passive SVIMS, but approximate costs for this technology can **range from $8 to $13 per square foot for installation only** (does not include predesign testing, preparation of work plan, design and specifications, post-installation monitoring, reporting or liasing with regulatory bodies). Installation alone for this system could amount to **$600K – $1M or more**. ■ The cost for lead paint (and potentially asbestos) abatement should be considered for this redevelopment option, since a portion of the original Site Building structure is planned to be retained and was previously identified to likely contain lead-based painted surfaces. Additional information and effort would be required to accurately estimate the potential cost for lead (and potentially other hazardous substances [e.g., silica, mould, asbestos]) abatement and related planning; however, a conservative cost estimate could range from **$1.9M to $3M (depending on the method of lead abatement chosen) or more.** ■ The cost for geotechnical investigations and potentially required hydrogeological assessment has not been included in this cost estimate as it is beyond the scope of this assessment; however, these costs could be significant and should be considered. A possible range of costs for this item(s) could be **$175K to $200K.** ■ If an RSC is deemed to be required, the potential costs to complete site	**No RSC** ■ Allow two to three months for reporting and preliminary consultations for RMM design and planning. ■ Timeline for construction of RMM is not considered in the above timeline. **RSC Required** ■ Allow for up to 2 or more years for RSC approval (including site investigation activities and MECP reviews and consultation). ■ Building improvements / construction / demolition could occur prior to the RSC being finalized (consultation with MECP district engineer is recommended). Additionally, QP consultation, engineering inspections, geotechnical (and potentially hydrogeological) investigations, design and implementation of a Soil and Groundwater Management Plan, hazardous substances (lead, silica, asbestos and potential mould) abatement and preparation of a Health and Safety Plan is highly recommended and very likely to be required. ■ Any building modifications should be carried out with consideration to the proposed future use of the remainder of the Site Building.

Design Option (see *Grand Trunk Stratford Costing Set Superkül, 15 Jan. 2026*)	Description and Current Parcel Status	Possible Future Use	Approach to Redevelopment (summary)	Potential Costs (preliminary allowances)	Schedule Considerations
				investigations/reporting, an RA and file the RSC (assuming up to 3 rounds of submission and comments) could cost **up to $300K or more** (depending on the number of RSC submissions required to successfully file the RSC. ■ Precise soil remediation costs have not been considered at this time, however, they **could range from $1.2M to $1.5M or more**, based on the assumption that all of upper 0.5 m of fill material requires off-site disposal.	

2B (Fully Enclosed – ~100,000 ft^2)	■ Including the above, this area also considers the western portion of the Site Building bounded by a University of Waterloo campus buidling to the north and a historical manufactured gas plant to the west. ■ It should be noted that a historical fire took place on the western portion of the Site, further increasing the environmental risk and likely reducing the quality of soil in this area of the Site. ■ Area: 9,895 m^2 (106,506 ft^2) ■ Depth of Fill: 1.5-2.5 metres ■ Includes area of rail turn-table, associated with historial locomotive maintenance. Area is currently comprised of paved parking and undeveloped green-space. ■ Limited environmental assessment (soil and groundwater quality testing) has been carried out within Parcel 1C (see attached Figure 1). Environmental impacts identified to date have primarily been related to metals and hydrocarbon impacts to shallow soil quality.	■ It is understood that approximately 100,000 square feet of the Site Building would be retained and renovated (and effectively encapsulated) for potential indoor gatherings of people for civic or social purposes (community land use). It is understood that the remaining area of the Site Building would be used as a parking area (community land use). It is unlikely that an RSC would be required for the parking area, unless the City requests this to be done (would not be a regulatory requirement). ■ Completion of a Risk Assessment (RA) is a likely path to an RSC (site remediation is not practical or cost effective within building envelope if retaining ~100,000 ft^2 of the Site Building structure), similar to that which was completed for Parcel 1A.	■ Scope of additional site investigation (if any) is dependant on confirmation of future use and whether RSC is required. ■ Minimal scope of work would include reporting on findings of investigaitons completed to date. ■ An RSC would require additional site investigation and the completion of a Risk Assessment and likely some amount of remediation (involving soil and groundwater delineation). ■ Based on the outcome of the RA, property-specific Risk Management Measures (RMMs), dictacted by a Certificate of Property Use (CPU), will need to be developed to support redevelopment of the parcel. ▪ These RMMs would likely be very similar to what has already been documented in the RSC filed for Parcel 1A; however, the design, installation, monitoring, reporting and liasing regarding a passive soil vapour intrusion mitigation system (SVIMS) would be required given the closed-air structure design being considered for this option.	■ Additional information and effort would be required to accurately estimate the potential cost for implementing a passive SVIMS, but approximate costs for this technology can **range from $8 to $13 per square foot for installation only** (does not include predesign testing, preparation of work plan, design and specifications, post-installation monitoring, reporting or liasing with regulatory bodies). Installation alone for this system could amount to **$800K – $1.3M**. ■ The cost for lead paint (and potentially asbestos) abatement should be considered for this redevelopment option, since a portion of the original Site Building structure is planned to be retained and was previously identified to likely contain lead-based painted surfaces. Additional information and effort would be required to accurately estimate the potential cost for lead (and potentially other hazardous substances [e.g., silica, mould, asbestos]) abatement and related planning; however, a conservation cost estimate could range from **$2.5M to $4M (depending on the method of lead abatement chosen) or more.** ■ The cost for geotechnical investigations and potentially required hydrogeological assessment has not been included in this cost estimate as it is beyond the scope of this assessment; however, these costs could be significant and should be considered. A possible range of costs for this item(s) could be up to **$200K or more.** ■ If an RSC is deemed to be required, the potential costs to complete site	**No RSC** ■ Allow two to three months for reporting and preliminary consultations for RMM design and planning. ■ Timeline for construction of RMM is not considered in the above timeline. **RSC Required** ■ Allow for up to 2 or more years for RSC approval (including site investigation activities and MECP reviews and consultation). ■ Building improvements / construction / demolition could occur prior to the RSC being finalized (consultation with MECP district engineer is recommended). Additionally, QP consultation, engineering inspections, geotechnical (and potentially hydrogeological) investigations, design and implementation of a Soil and Groundwater Management Plan, hazardous substances (lead, silica, asbestos and potential mould) abatement and preparation of a Health and Safety Plan is highly recommended and very likely to be required. ■ Any building modifications should be carried out with consideration to the proposed future use of the remainder of the Site Building.

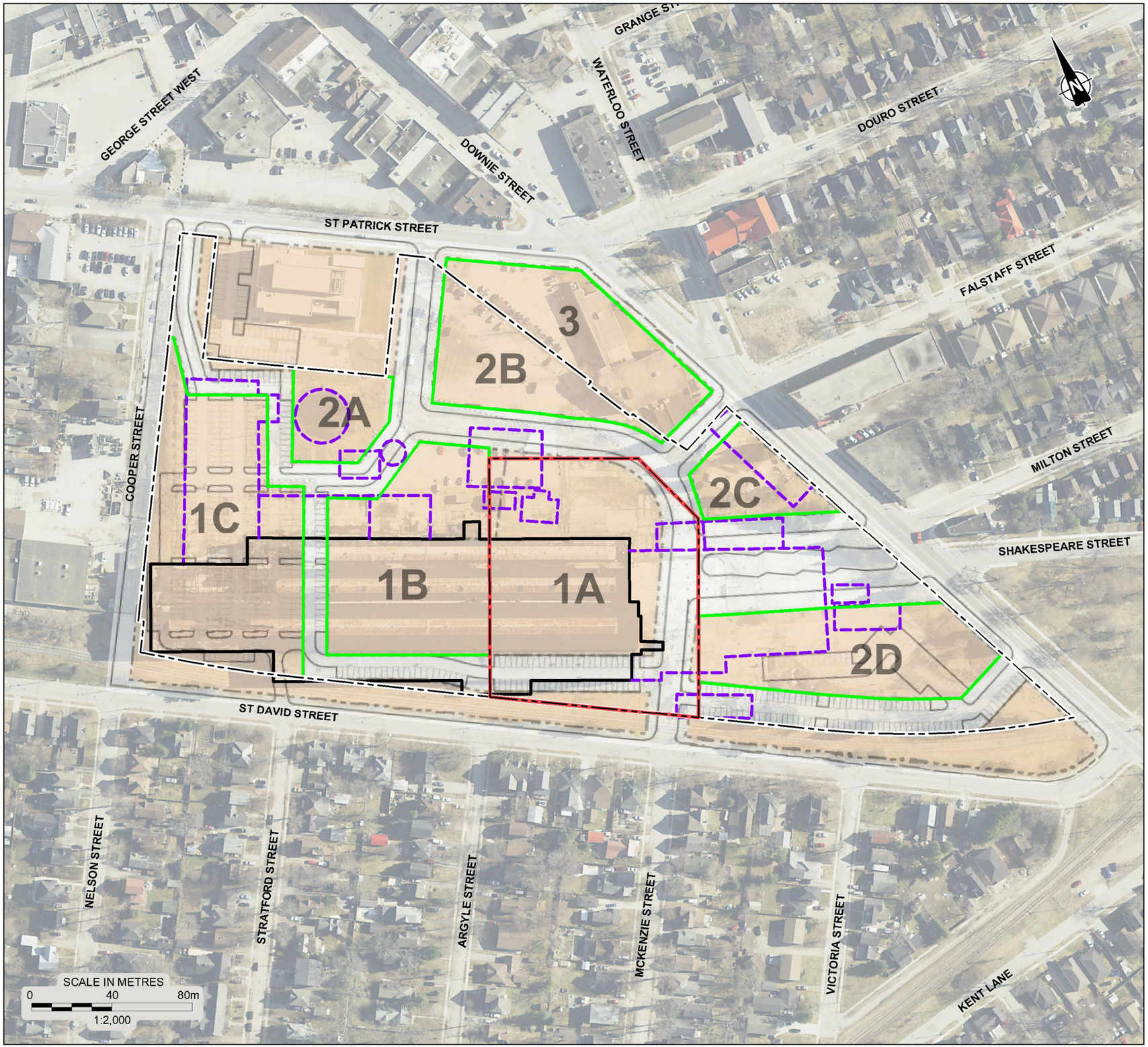
Design Option (see *Grand Trunk Stratford Costing Set Superkül, 15 Jan. 2026*)	Description and Current Parcel Status	Possible Future Use	Approach to Redevelopment (summary)	Potential Costs (preliminary allowances)	Schedule Considerations
				investigations/reporting, an RA and file the RSC (assuming up to 3 rounds of submission and comments) could cost **up to $300K or more** (depending on the number of RSC submissions required to successfully file the RSC. ■ Precise soil remediation costs have not been considered at this time, however, they **could range from $1.5M to $2M or more**, based on the assumption that all of upper 0.5 m of fill material requires off-site disposal.	

Assumptions and Limitations

- **See corresponding technical memo for details.**

FIGURES

Figure 1 – Conceptual Site Plan (Working Draft)



LEGEND

- COOPER SITE PROPERTY BOUNDARY
- RSC PROPERTY BOUNDARY
- EXISTING BUILDING
- FORMER BUILDING
- CONCEPTUAL PROPERTY PARCELS (REFER TO ACCOMPANYING TEXT FOR ADDITIONAL DETAILS)

REFERENCE

DRAWING BASED ON 2015 AERIAL IMAGERY PRODUCED BY GOLDER ASSOCIATES UNDER LICENCE WITH THE ONTARIO MINISTRY OF NATURAL RESOURCES AND FORESTRY © QUEEN'S PRINTER FOR ONTARIO, 2017; AND URBAN STRATEGIES INC., COOPER BLOCK MASTER PLAN - BLOCK LAYOUT, OCTOBER 20, 2017.

NOTES

THIS DRAWING IS SCHEMATIC ONLY AND IS TO BE READ IN CONJUNCTION WITH ACCOMPANYING TEXT.

ALL LOCATIONS ARE APPROXIMATE.

PROJECT

PRELIMINARY CONCEPTUAL PLAN
COOPER SITE, 350 DOWNIE STREET
STRATFORD, ONTARIO

TITLE

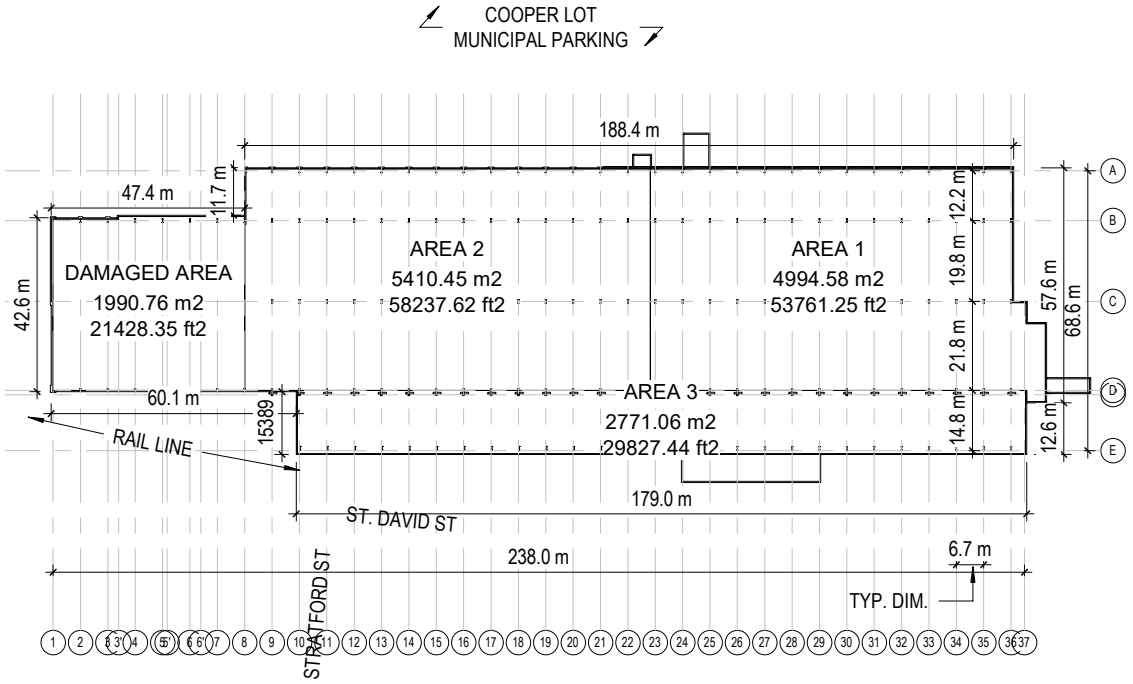
CONCEPTUAL SITE PLAN

Golder Associates

PROJECT No.			1665603	FILE No.	1665603–G09001
				SCALE AS SHOWN	REV.
CADD	ZJB	Feb. 12/18			
CHECK				**FIGURE 1**	

Drawing file: 1665603–G09001.dwg Feb 12, 2018 – 2:04pm

wsp.com

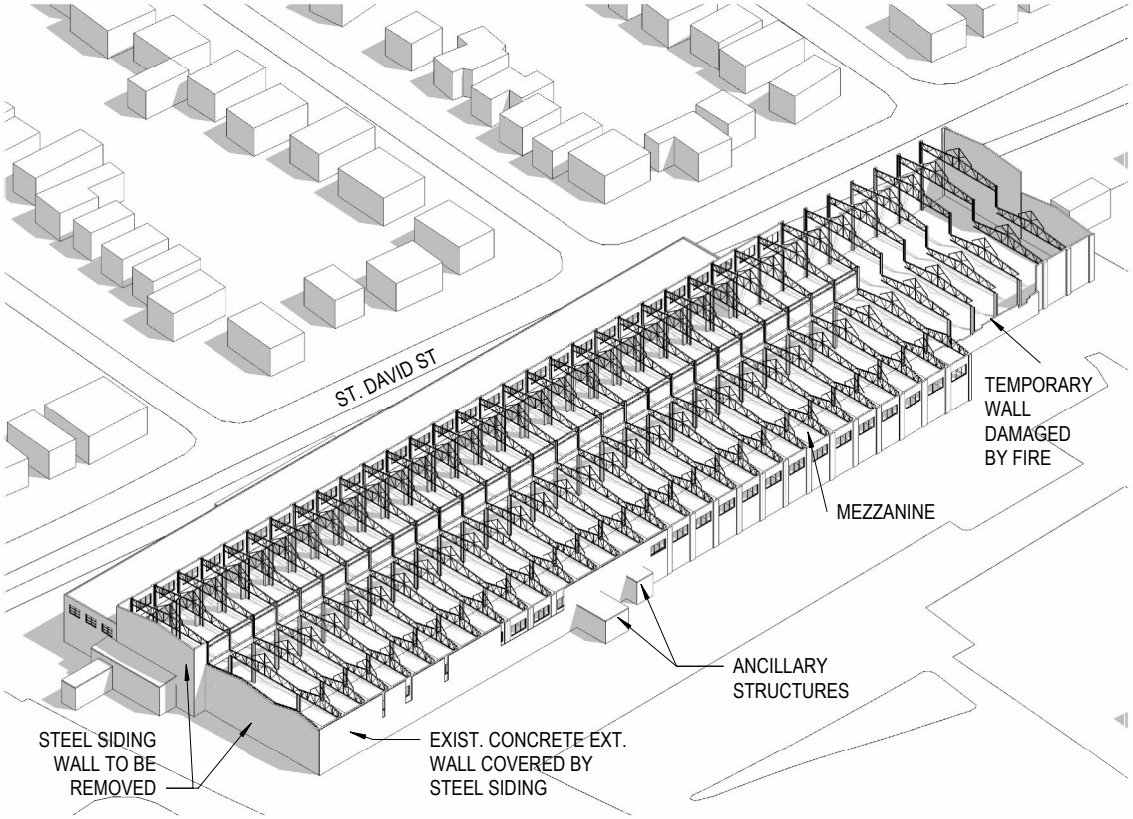


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
EXISTING - Plan

Project No.: 2521
Scale: As indicated

Drawing No.
SD_1 L1

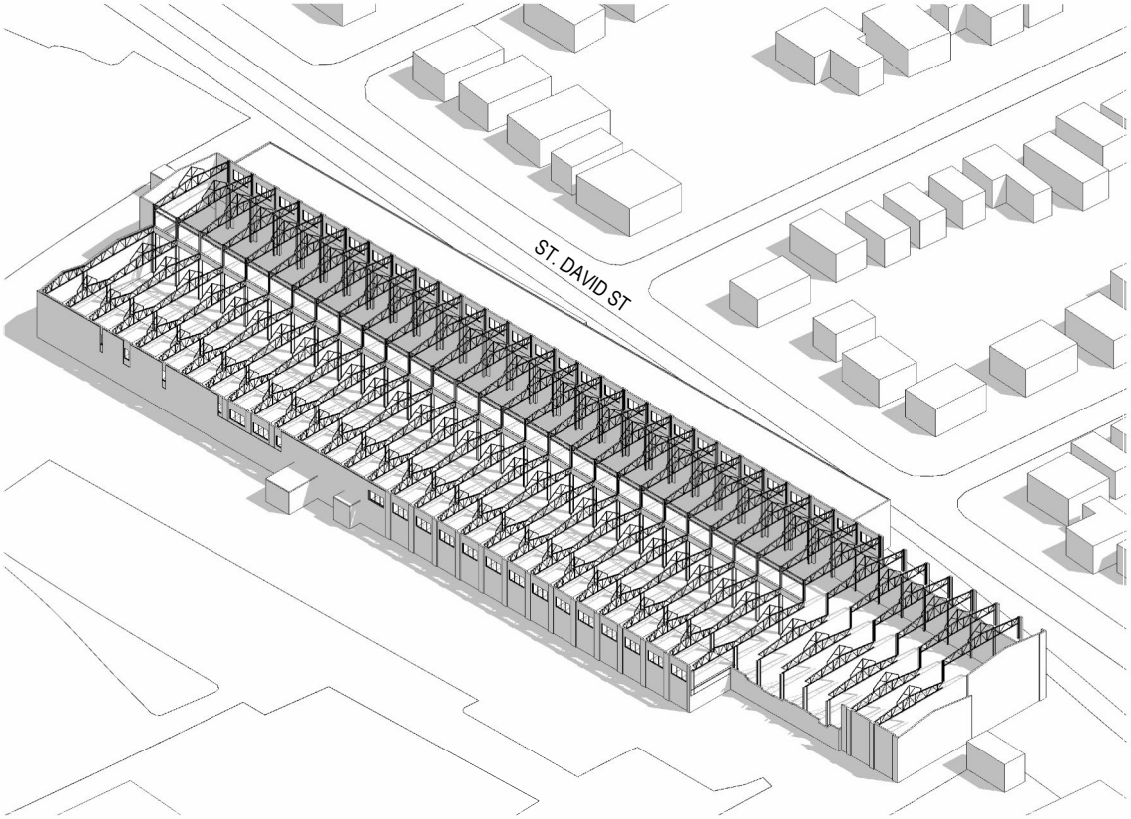


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
EXISTING - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1 L2



Grand Trunk Vision

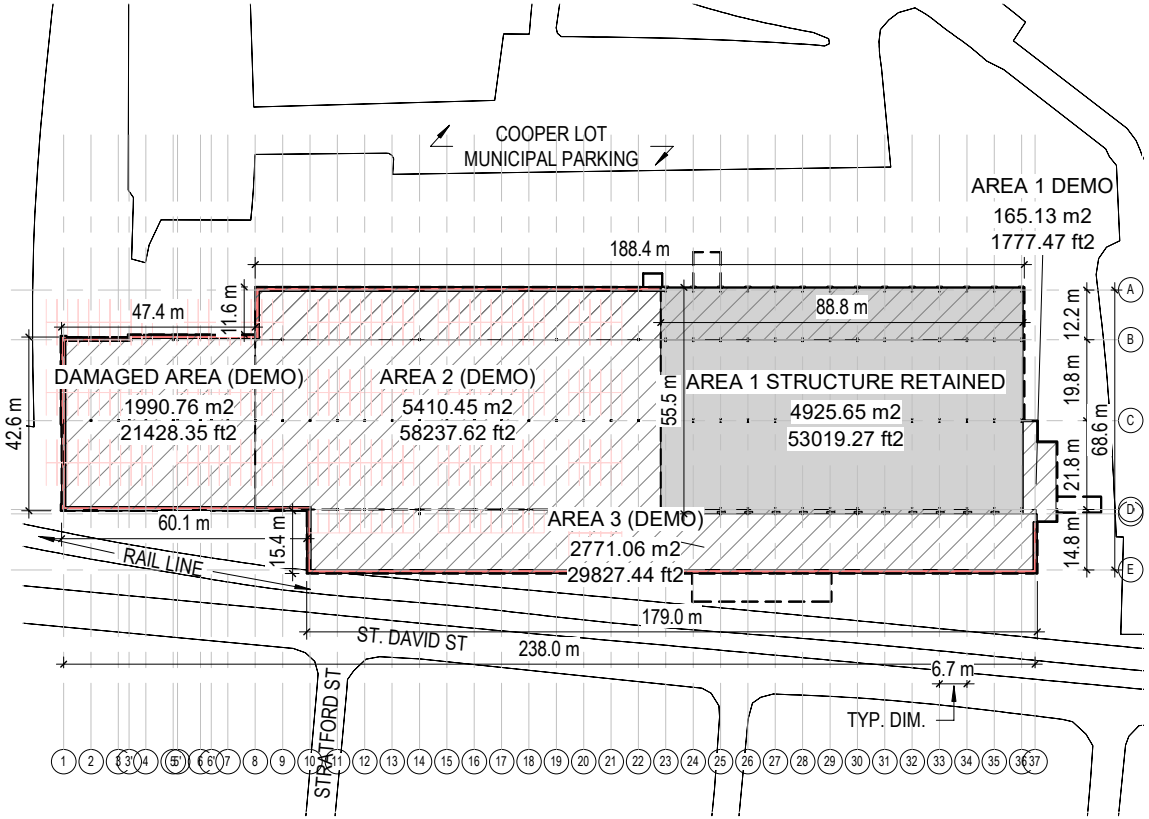
superkül

101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
EXISTING - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1 L3

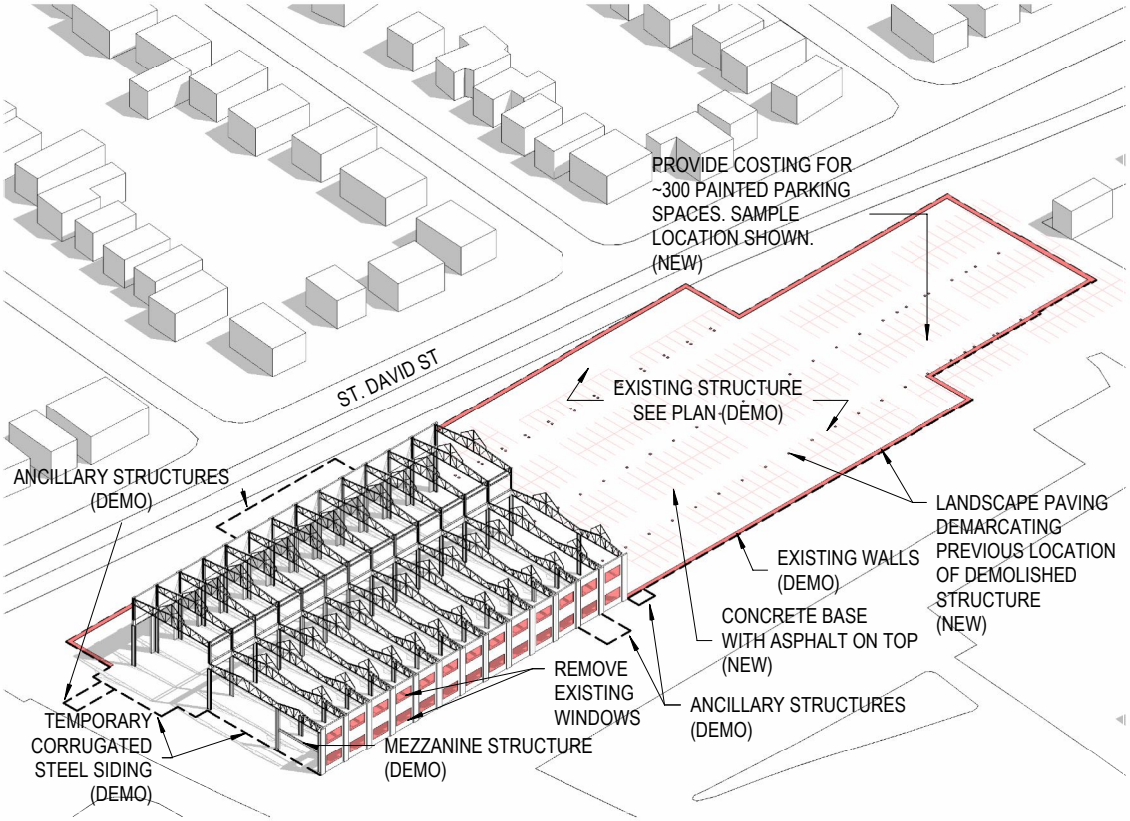


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
OPTION 1A - Plan

Project No.: 2521
Scale: As indicated

Drawing No.
SD_1A L1

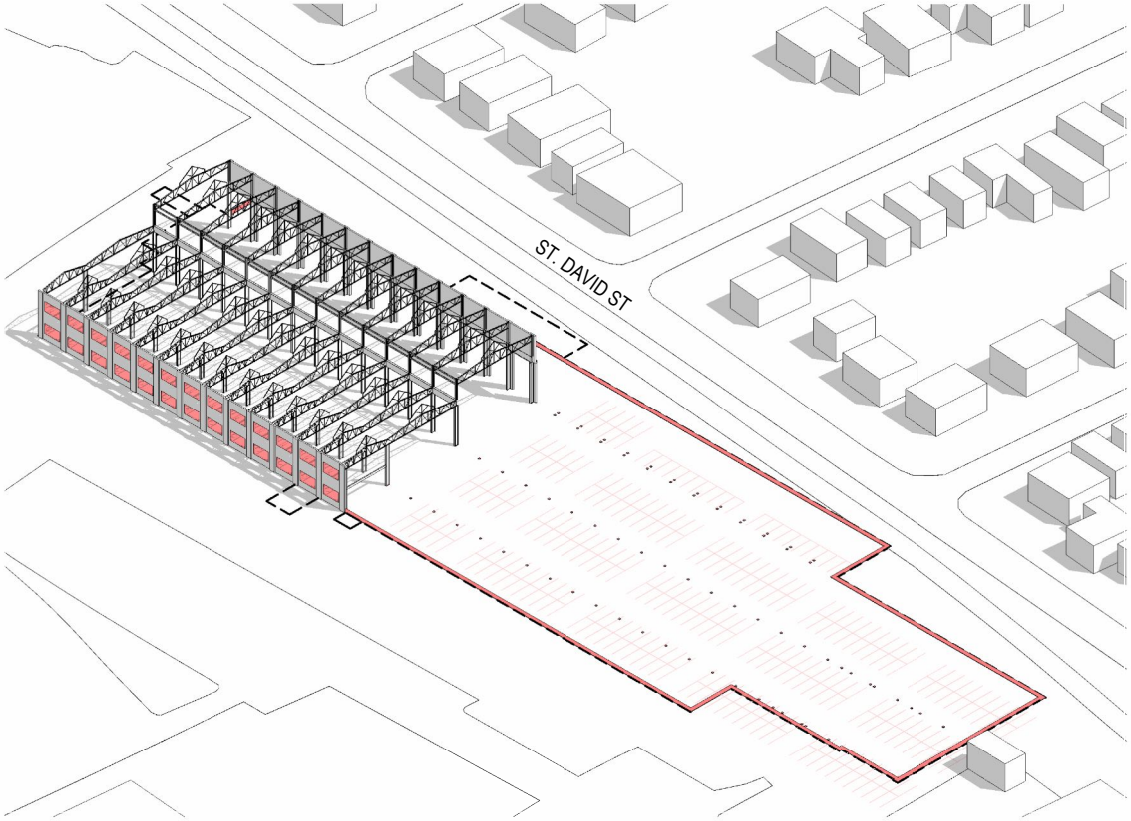


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: OPTION 1A - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_1A L2



Grand Trunk Vision

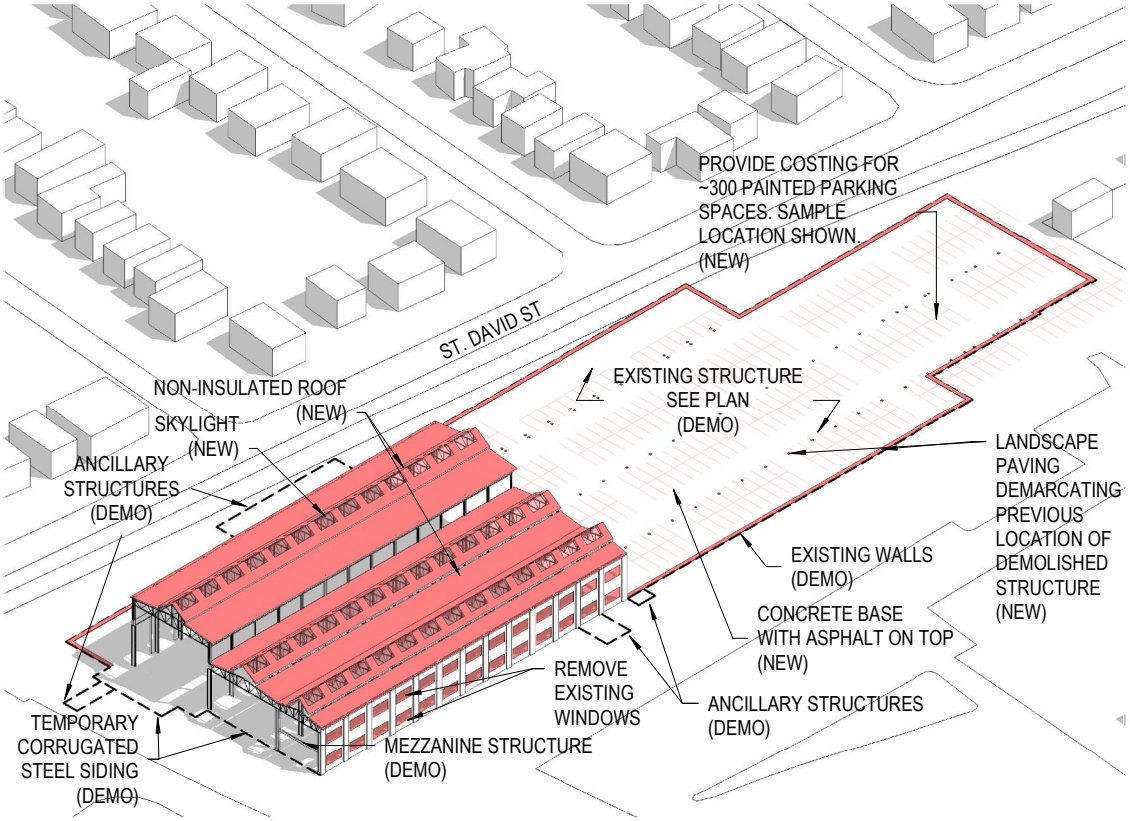
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: OPTION 1A - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_1A L3



NE AXONOMETRIC - OPT1B Copy 1

Grand Trunk Vision

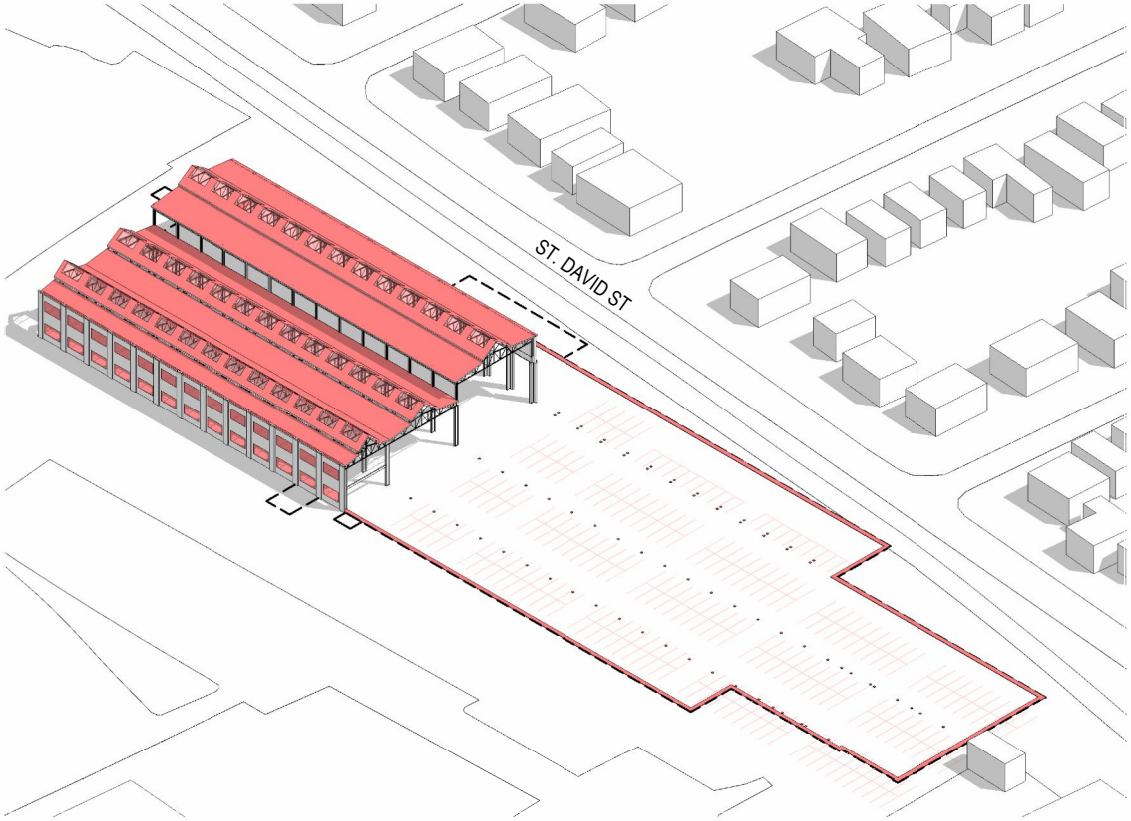
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: OPTION 1B - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_1B L1



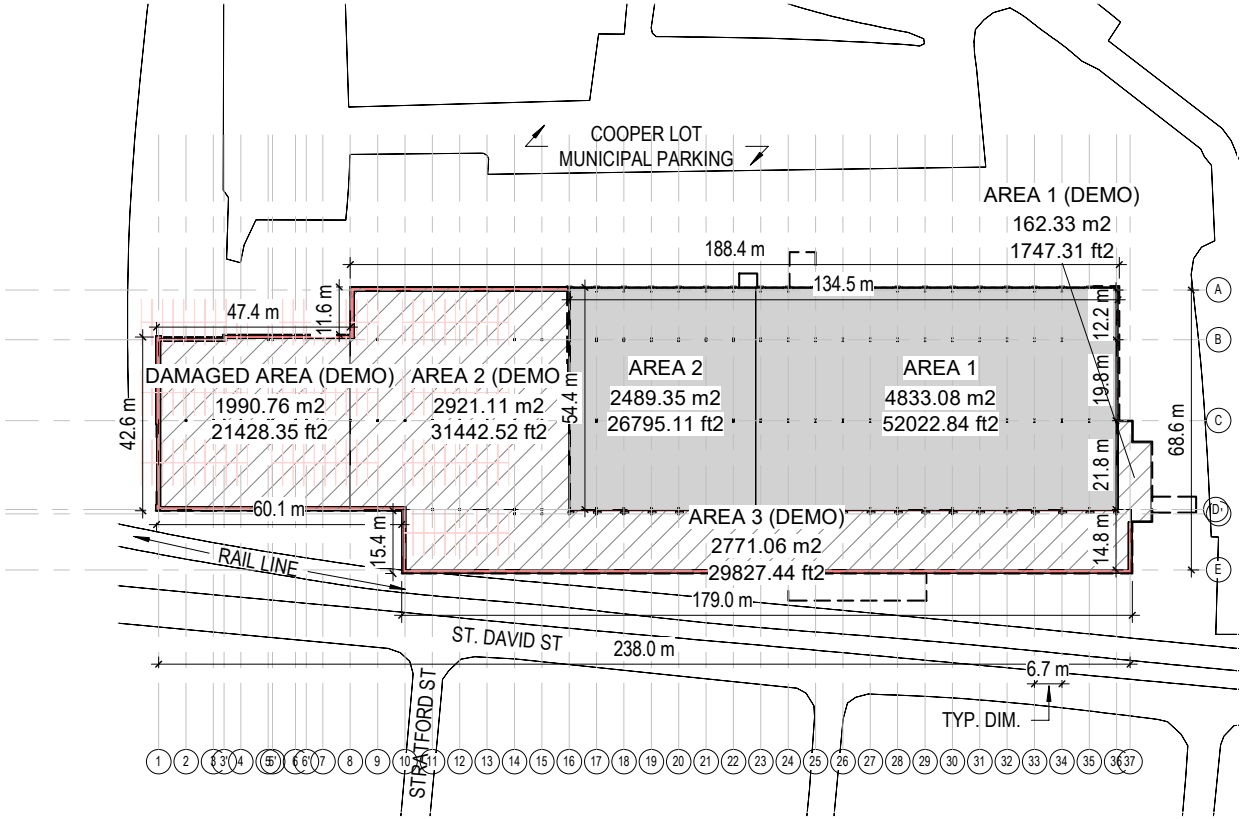
Grand Trunk Vision

superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
OPTION 1B - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_1B L2



Grand Trunk Vision

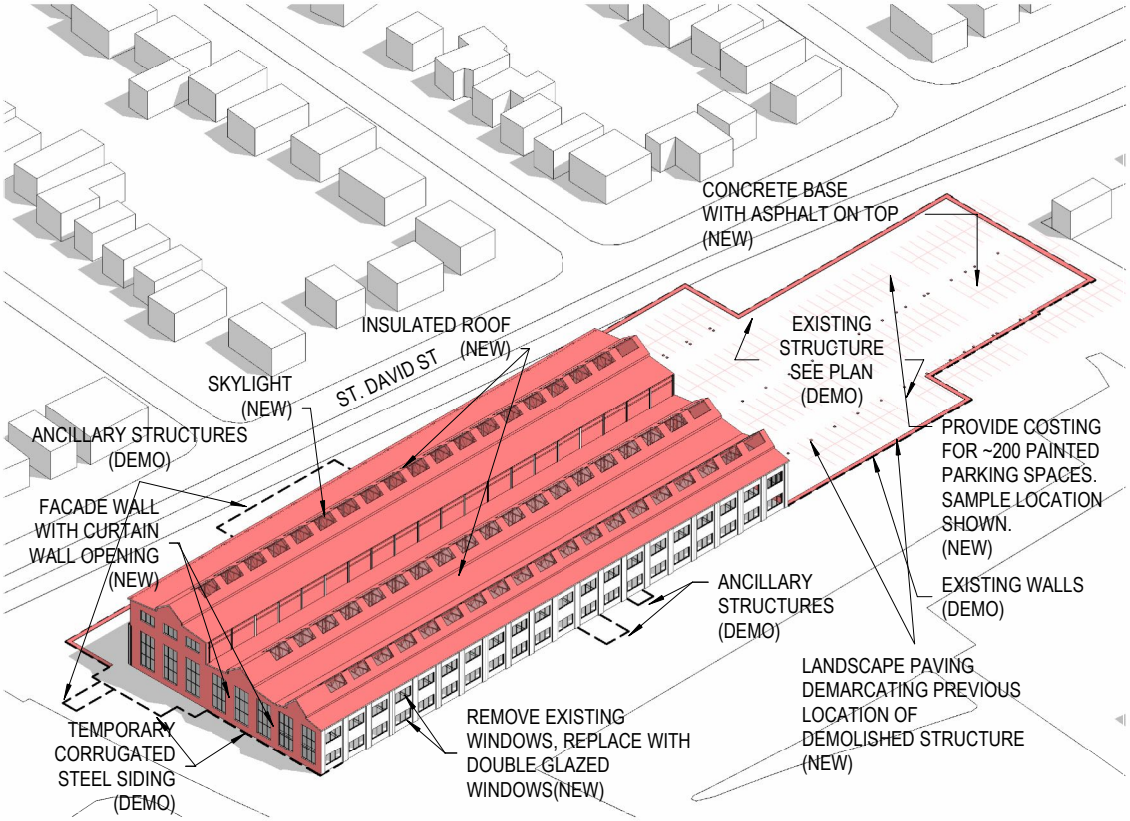
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2A - 75k ft2 - Plan

Project No.: 2521
Scale: As indicated

Drawing No. SD_2A L1

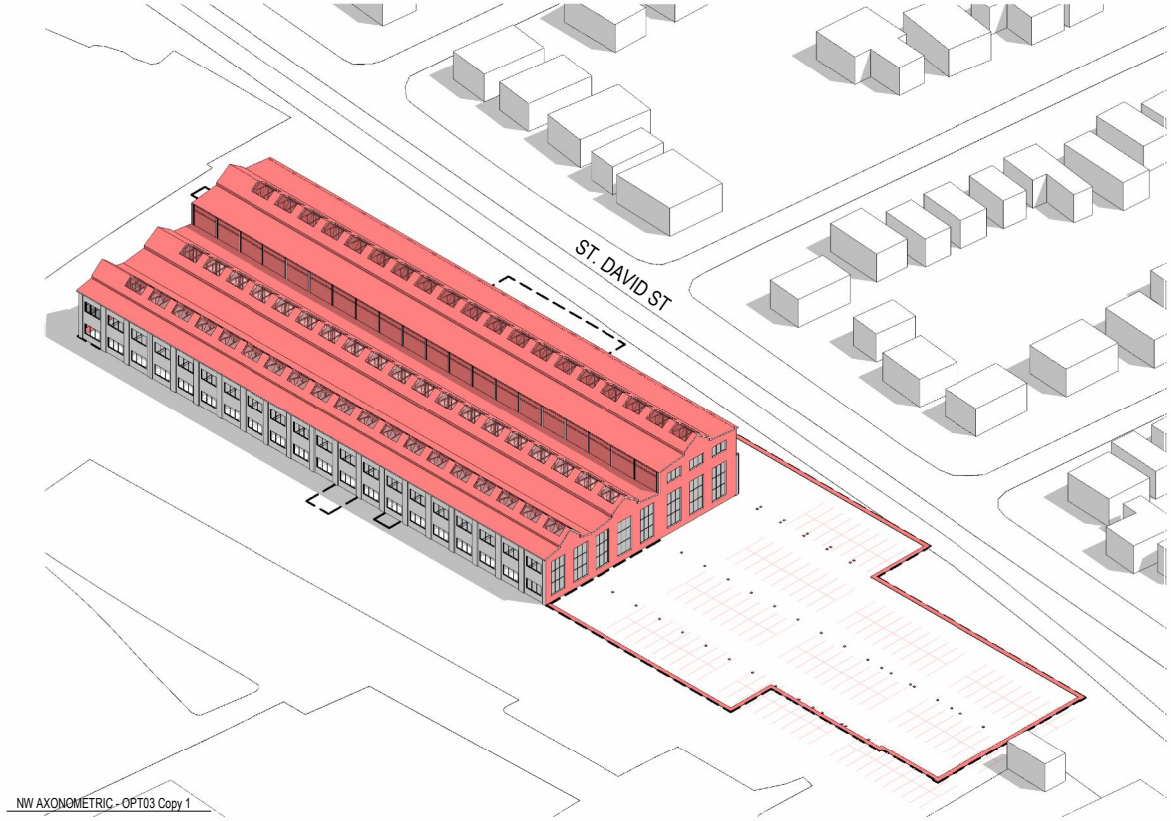


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Option 2A - 75k ft2 - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_2A L2



NW AXONOMETRIC - OPT03 Copy 1

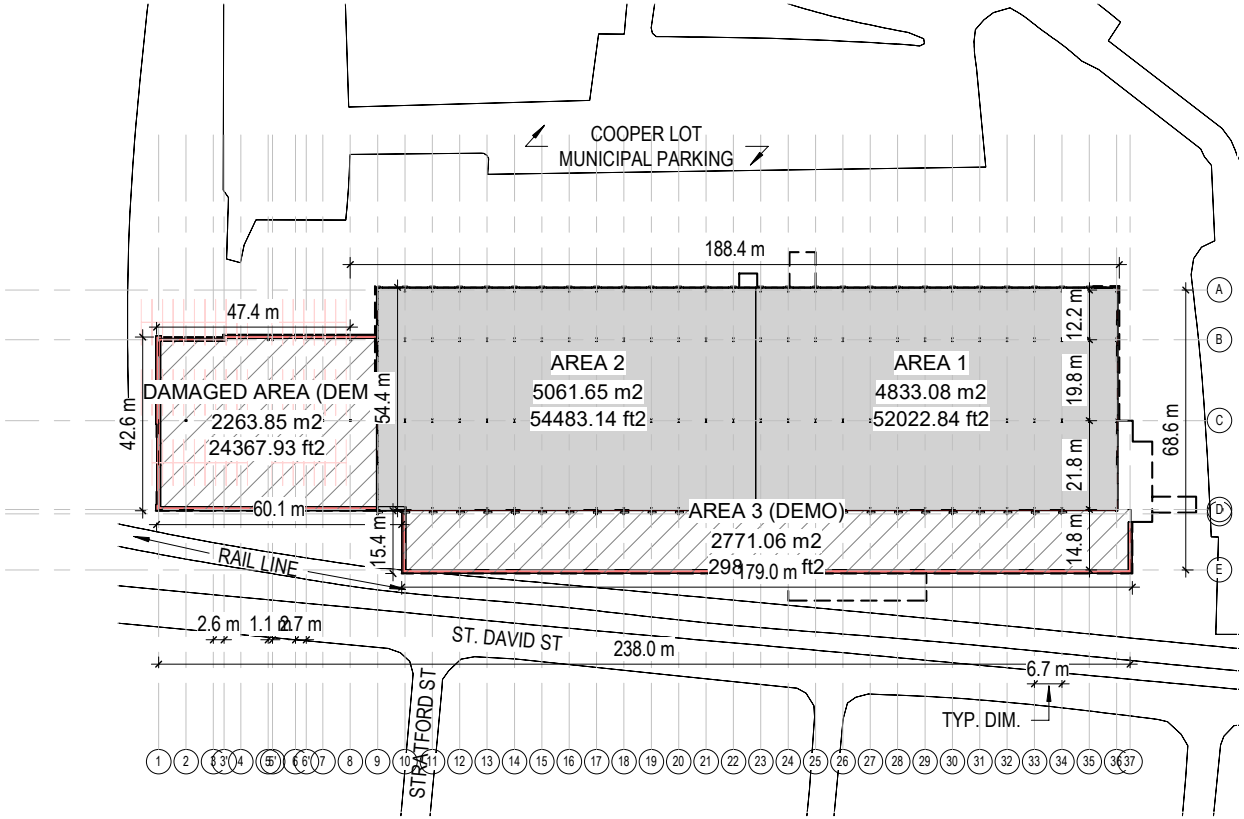
Grand Trunk Vision

superkül
101-35 Golden Ave., t> 416.596.0700
Toronto, ON M6R 2J5 f> 416.533.6986

Title:
Option 2A - 75k ft2 - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No.
SD_2A L3



Grand Trunk Vision

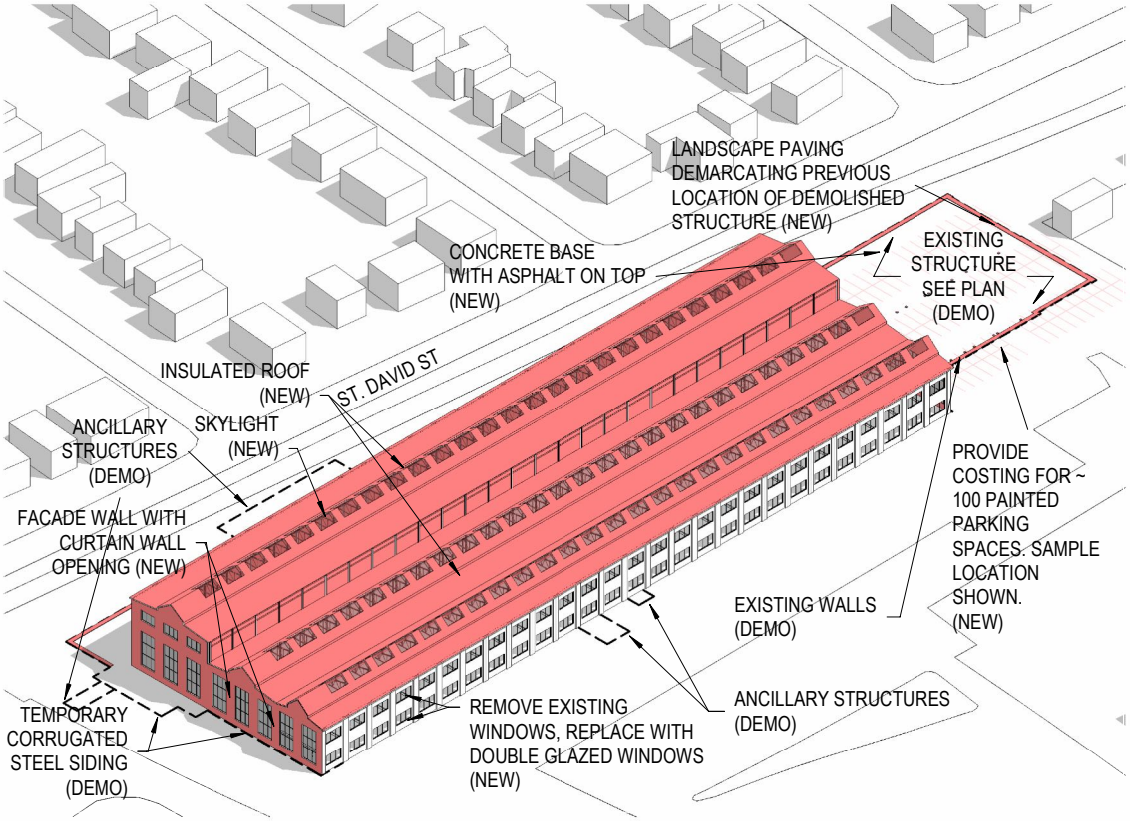
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 Plan

Project No.: 2521
Scale: As indicated

Drawing No. SD_2B L1

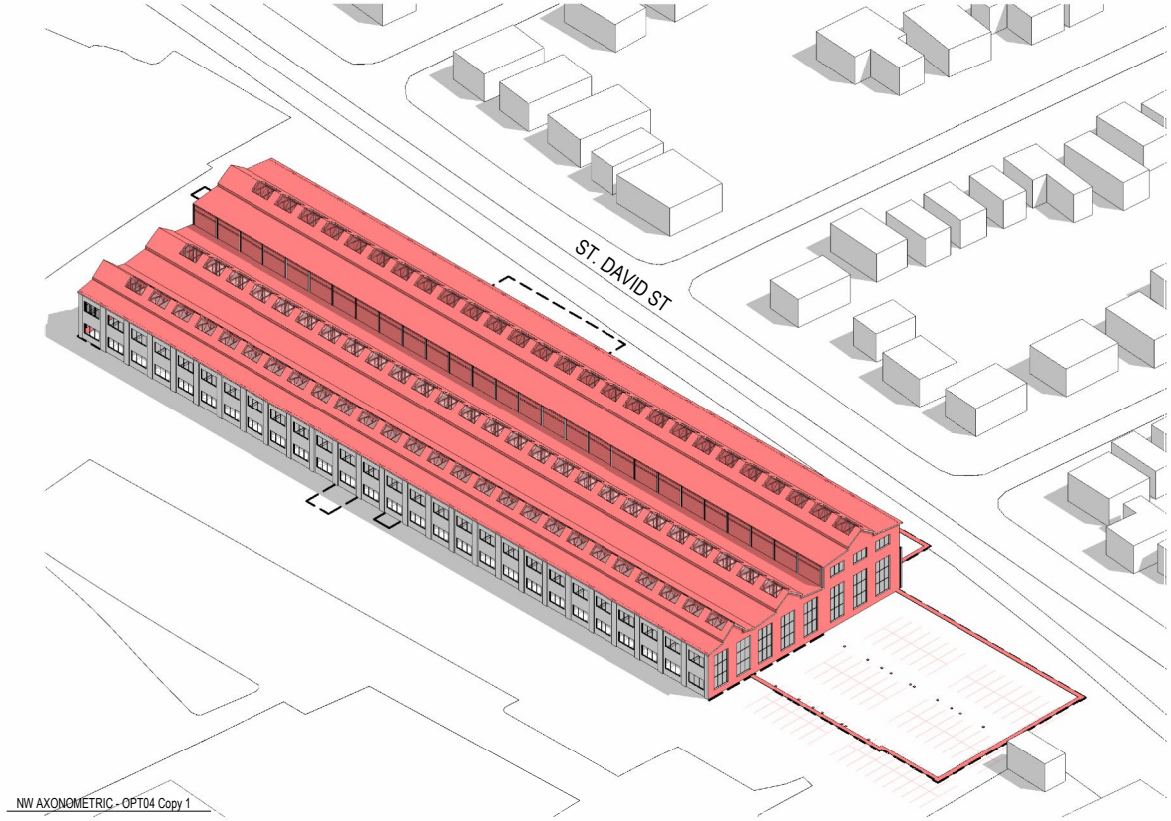


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 - Axo NE

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_2B L2



Grand Trunk Vision

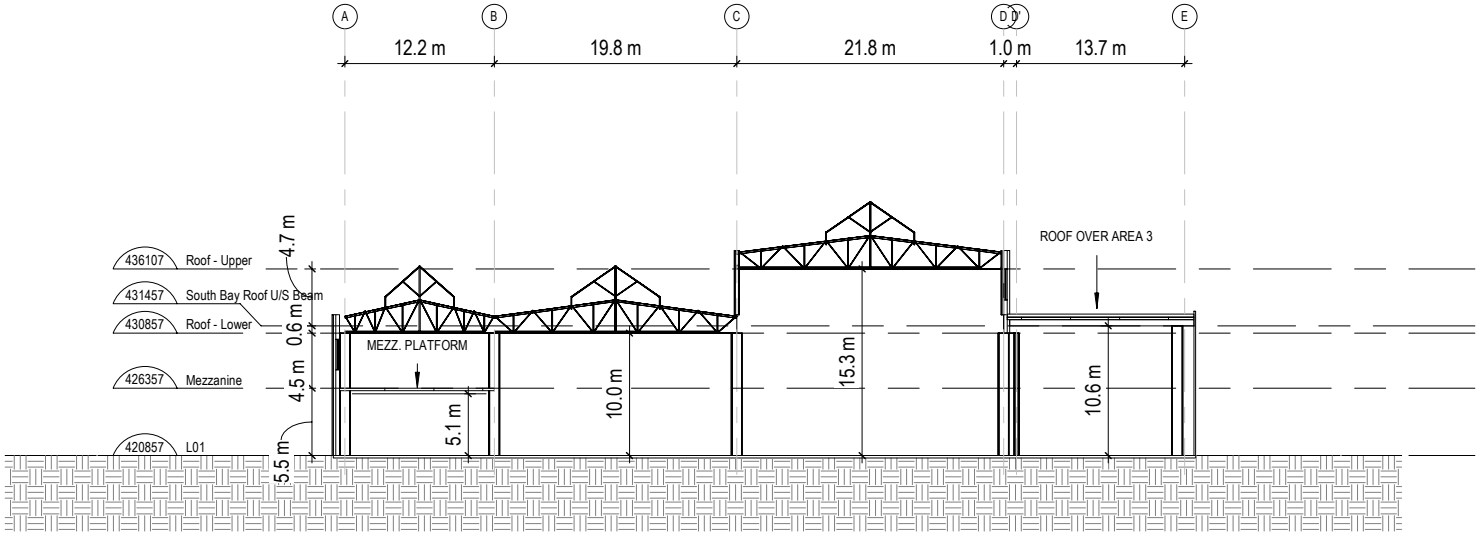
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Option 2B - 100k ft2 - Axo NW

Project No.: 2521
Scale: 1 : 100

Drawing No. SD_2B L3



Grand Trunk Vision

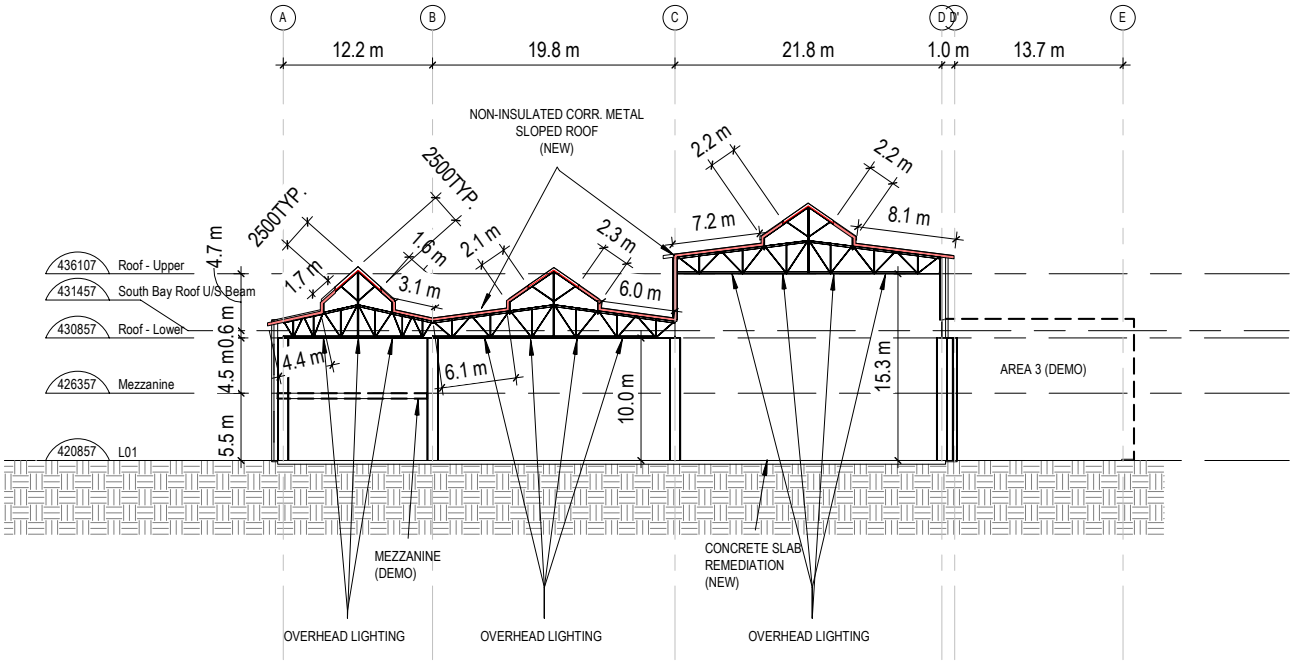
superkül

101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title: Existing Section

Project No.: 2521
Scale: 1 : 400

Drawing No. SD_3 L1

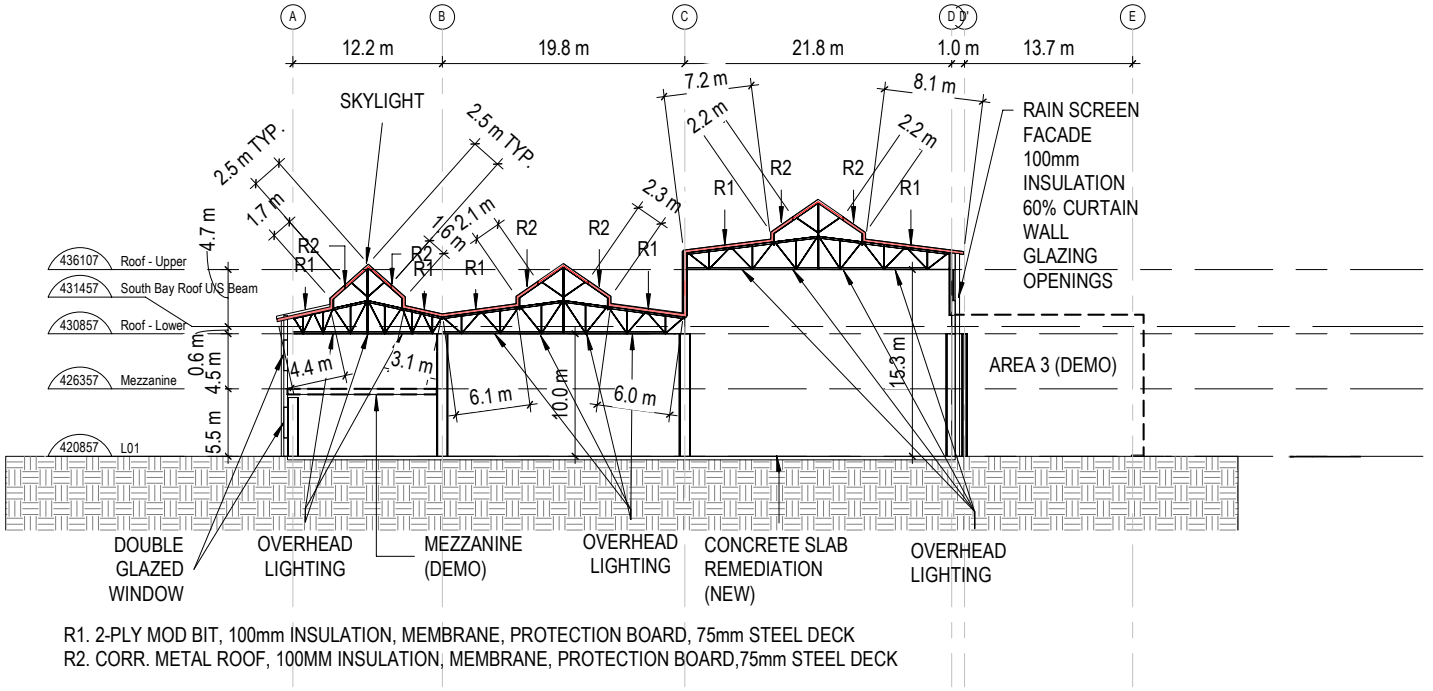


Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Option 1B Section

Project No.: 2521
Scale: 1 : 400

Drawing No.
SD_3 L2



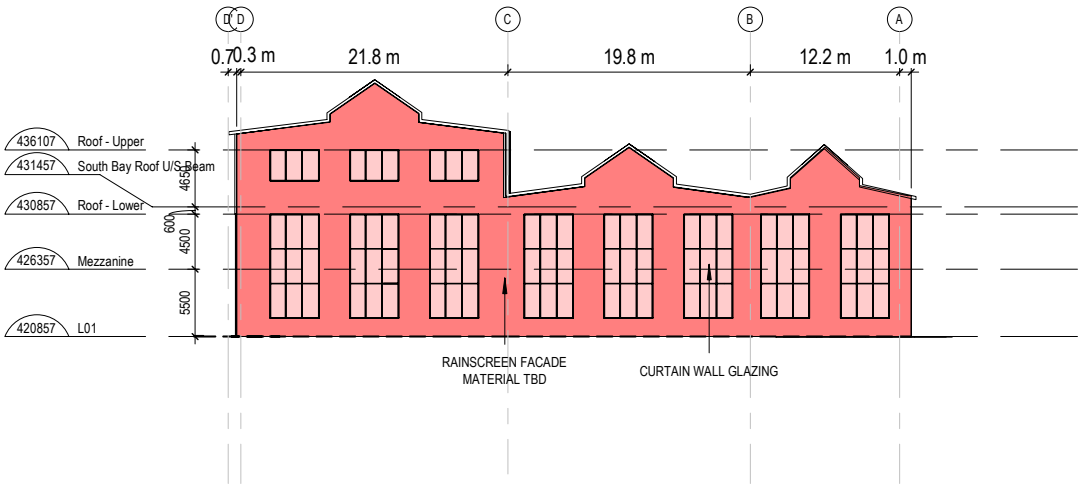
R1. 2-PLY MOD BIT, 100mm INSULATION, MEMBRANE, PROTECTION BOARD, 75mm STEEL DECK
R2. CORR. METAL ROOF, 100MM INSULATION, MEMBRANE, PROTECTION BOARD,75mm STEEL DECK

Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
SectiOption 2A & 2B Section

Project No.2521
Scale: 1 : 400

Drawing No.
SD_3 L3



Grand Trunk Vision
superkül
101-35 Golden Ave., Toronto, ON M6R 2J5
t> 416.596.0700
f> 416.533.6986

Title:
Elevation

Project No.: 2521
Scale: 1 : 400

Drawing No.
SD_04 L1

Grand Trunk
Master Plan
February 2018

URBAN STRATEGIES INC .

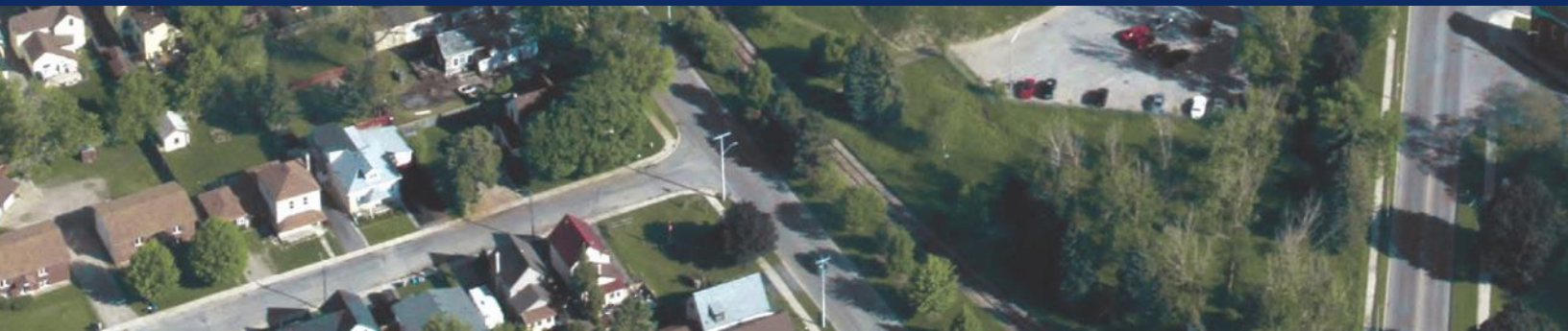


TABLE OF CONTENTS

01 INTRODUCTION

The Grand Trunk site, an 18 acre site on the south edge of Stratford's Downtown, has long been an important site in the city. Once home to over a third of Stratford's workforce, the site lay vacant for a number of years save for municipal parking and the Stratford-Perth YMCA, which has grown into an anchor for the Stratford community, serving over 2800 members annually. Recently, the site has been given life again with the opening of the University of Waterloo's School of Digital Media, the first building of a planned University of Waterloo Stratford Campus. The Grand Trunk site stands to renew its place in, and as the heart of, the city and become a place for residents and visitors alike through the Grand Trunk Master Plan.

Urban Strategies Inc has prepared a Master Plan for the Grand Trunk site on behalf of the City Stratford. The Master Plan provides a framework for how the site could develop over time and it addresses a range of urban planning and urban design matters such as parking, built form, open space provision, the public realm, and the street network. The Master Plan may also serve as a basis for future amendments to the City of Stratford Official Plan and any other regulatory documents, such as zoning, informing growth on the site.

This Master Plan builds from a wealth of work already completed to understand the site and the Grand Trunk Railway Shop (Grand Trunk Building) itself. Prior work includes a series of engineering reports and analyses, a heritage assessment, and a technical review of site opportunities and constraints. The Master Plan has been informed and influenced by a multifaceted and phased public engagement process which included community roundtables, open houses, online feedback, and "talking walls" set up around the site. The vision for the future of the site articulated in this document is a direct result of community feedback and input.

This report introduces the site's physical and regulatory context, provides an overview of the work completed to date including the public engagement process, establishes a vision and appropriately flexible framework for the Grand Trunk site's evolution, and provides recommendations on phasing and next steps to implement that vision and framework. The Master Plan envisions a range of uses in association with, and complementary to, existing uses on the site. Importantly, these new uses will form the core of a Community Hub on the site, anticipated to be housed in the existing Grand Trunk building. If it is determined that the Grand Trunk Building is unable to be retained given its age, stability of other limiting factors, a new building may be explored to house the Community Hub. The intention is to retain and reuse this building, however, due diligence must be adopted in the regeneration of the site.

Figure 1 ▶ The Grand Trunk Site Today

The Grand Trunk Community Hub will be a convergence of education, community, entrepreneurship, and innovation to strengthen and diversify the Stratford economy, providing services and amenities for both residents and visitors.

The Hub will facilitate a cluster of uses that create a strong identity, sense of place, and centre of gravity for the Grand Trunk site and Building, expanding and connecting to the existing Downtown. It will generate a critical mass of activity that appeals to a diverse cross-section of Stratford's population.

02 SITE CONTEXT

Downtown Stratford

Downtown Stratford, or Stratford City Centre, measures approximately three and a half square kilometres and is defined by its remarkably intact heritage character. This character expresses itself as consistent and proud streetwalls comprised of three to four storey brick Victorian buildings which create an extensive “main-street” network typified by Ontario Street and Wellington Street and housing over 300 stores and businesses. Because of the triangular shape created by the main streets in Downtown Stratford, the “centre” of the City Centre naturally falls at the intersection of Downie and Wellington Streets. The intersection is anchored by Stratford City Hall, and Market Square behind it, which together create a coherent focus for the City Centre district.

Given the picturesque setting of Downtown Stratford, enhanced by the complementary natural setting of the Avon River to its north and the presence of the Stratford Festival, it is unsurprising that tourism is Stratford’s most significant economic driver next to manufacturing.

Much of that tourism is the result of the Stratford Festival which attracts over 500,000 visitors a year to the city and employs approximately 1,200 people, more than any other single entity in the city. The influence of the creative sector extends beyond the Festival to the dozens of smaller performing arts, musical, and artistic groups that practice and perform in the city.

Downtown Stratford is also the home for Stratford’s growing population, which increased from 30,903 in 2011 to 31,465 in 2016, growth of 1.8%. Many new residents are coming in response to the city’s effort to further diversify Stratford’s economy and tap into the emergent technology sector centred in Kitchener-Waterloo. The opening of the University of Waterloo Stratford Campus and the provision of free wifi throughout the Downtown by Rhyzome Networks (the city-owned data infrastructure company) are reflective of this 21st century economic development strategy. As the city, and the Downtown, continues to grow and evolve, there is a need to ensure that the amenities, services, and community spaces that serve the community grow and evolve in turn.

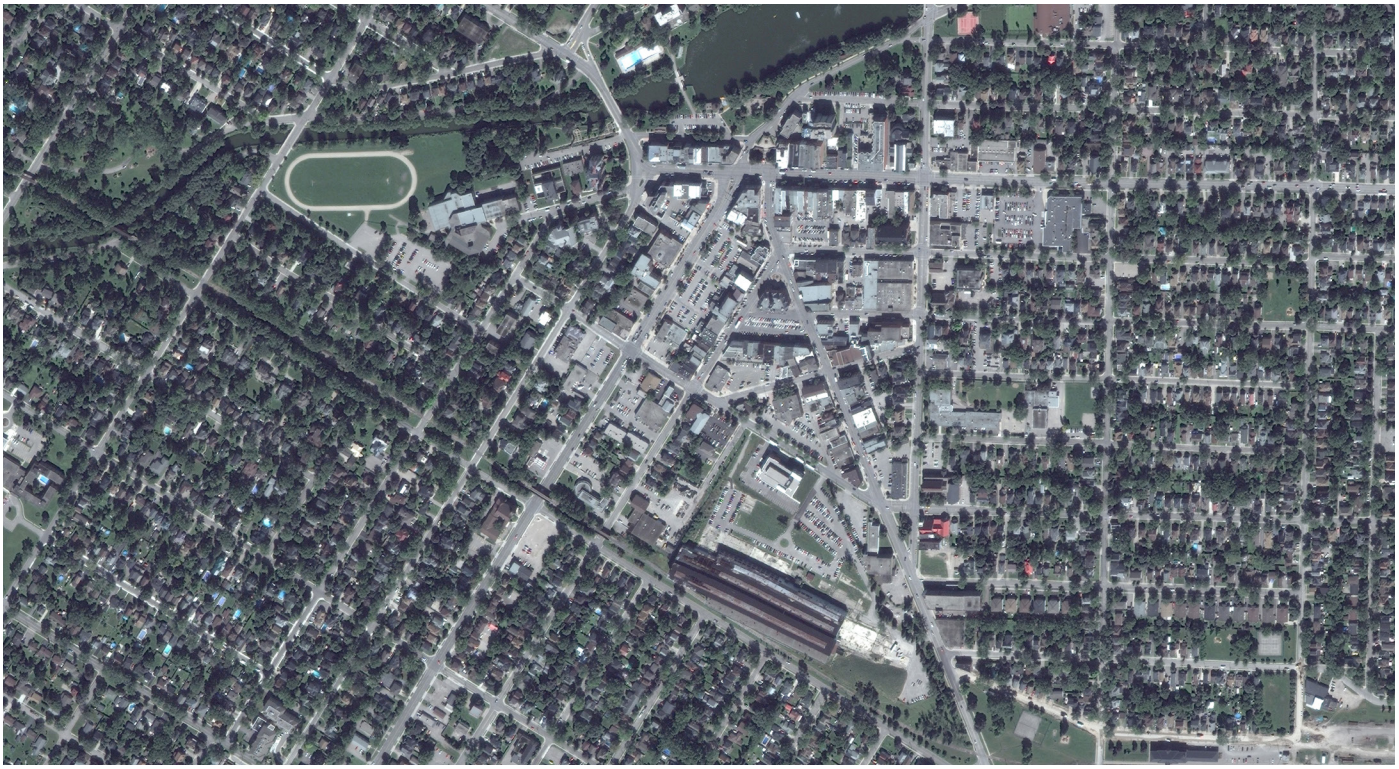


Figure 2 ▶ Downtown Stratford

Recent Downtown Initiatives

There have been several recent initiatives and construction projects in, and proximate to, Downtown Stratford that help to inform the future context and design of the Grand Trunk site:

Market Square

The redevelopment of Market Square has transformed the space behind City Hall from a surface parking lot and bus drop-off to a public plaza. The pedestrianized area is supported by seating, high quality paving material, and street trees, which will provide amenity for residents and support the hosting of special events in the Downtown.

Transit Terminal

The revitalization of Market Square created an opportunity to improve how bus transportation and parking is provided in Downtown Stratford. A new transit terminal with weather protected seating areas and washrooms will be constructed on the Grand Trunk site in proximity to Downie Street. The location was determined via public input and supported by City Council.

Tom Patterson Theatre Rebuild

Currently housed in a former curling arena, the Tom Patterson Theatre can no longer support the infrastructure and technological needs of a modern theatre facility. The Stratford Festival is proposing to rebuild a contemporary theatre facility on the same site. An opportunity exists on the Grand Trunk site to potentially accommodate some of the past users of the Tom Patterson Theatre facility and site.

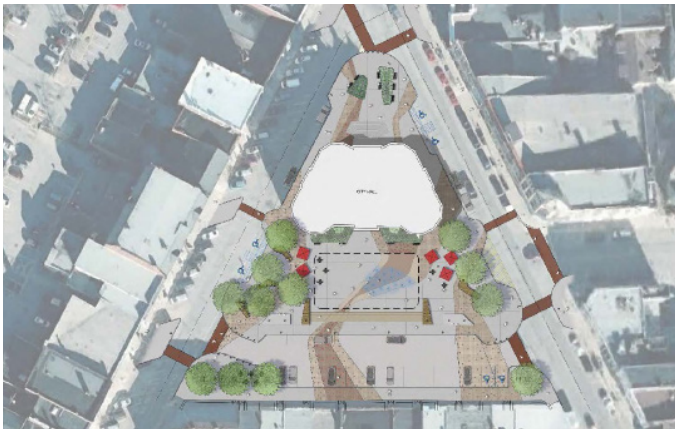


Figure 3 ▶ Market Square Redesign

The Grand Trunk Site in the City

The Grand Trunk site is the largest undeveloped site within Downtown Stratford. It is located an approximately two-minute walk from the heart of Stratford, Market Square and City Hall, and is adjacent to Shakespeare Park. Because of its location on the southern edge of Downtown Stratford, the Site acts as an interface between the city's core and the surrounding neighbourhoods, in particular the St. David Street neighbourhood to the south. Moreover, the Stratford Via Rail Station is located an approximately five-minute walk from the site.

A Confluence of Key Routes

The Grand Trunk Site, and Downtown Stratford more generally, is located at the confluence of key routes into - and out of - the city. Travelling east along Highway 8 brings you to Kitchener within 45 minutes and further on to the Greater Toronto Area in approximately one hour. Taking Erie Street south out of Stratford, London is an approximately 45 minute drive away on Highway 7. And to the west, past Goderich, Sarnia and the United States border are approximately 1.5 hours away by car. Potential future transit investments in the GO Transit or existing Via Rail network would also better support Stratford's role as a regional crossroads and cultural destination, and as an emerging "living lab" community that supports the Toronto-Waterloo Technology Corridor.

Figure 4 ▶ The Site in the City

Figure 5 ▶ A Confluence of Key Routes

Downtown Stratford's Public Realm

Although Stratford's Downtown core is highly walkable and offers a variety of amenities to pedestrians including restaurants, entertainment venues, theatres and retail options, residents and visitors travel outside the core to access the city's riverside park system and other parks and open spaces. In addition to the revitalization of Market Square behind City Hall, the Grand Trunk site is a significant opportunity to contribute new green and open space in the heart of the city.

Parking in Downtown Stratford

The economic viability of Downtown Stratford depends, in part, on the availability of parking, both for residents traveling to jobs in the core and for visitors arriving from elsewhere. As a result, parking represents a significant portion of the land uses Downtown. Today, the Grand Trunk site provide approximately 40% of the municipal parking supply in Stratford, acting as a free parking lot for Downtown Stratford employees as well as playing a critical role as overflow parking during periods of high traffic volume in the city for visitors. As the Grand Trunk Site evolves, replacing and/or augmenting that parking supply, and considering new transportation demand initiatives, will be a core objective in order to support the overall success of Downtown Stratford.

Figure 6 ▶ Downtown Stratford's Public Realm

Figure 7 ▶ Parking in Downtown Stratford

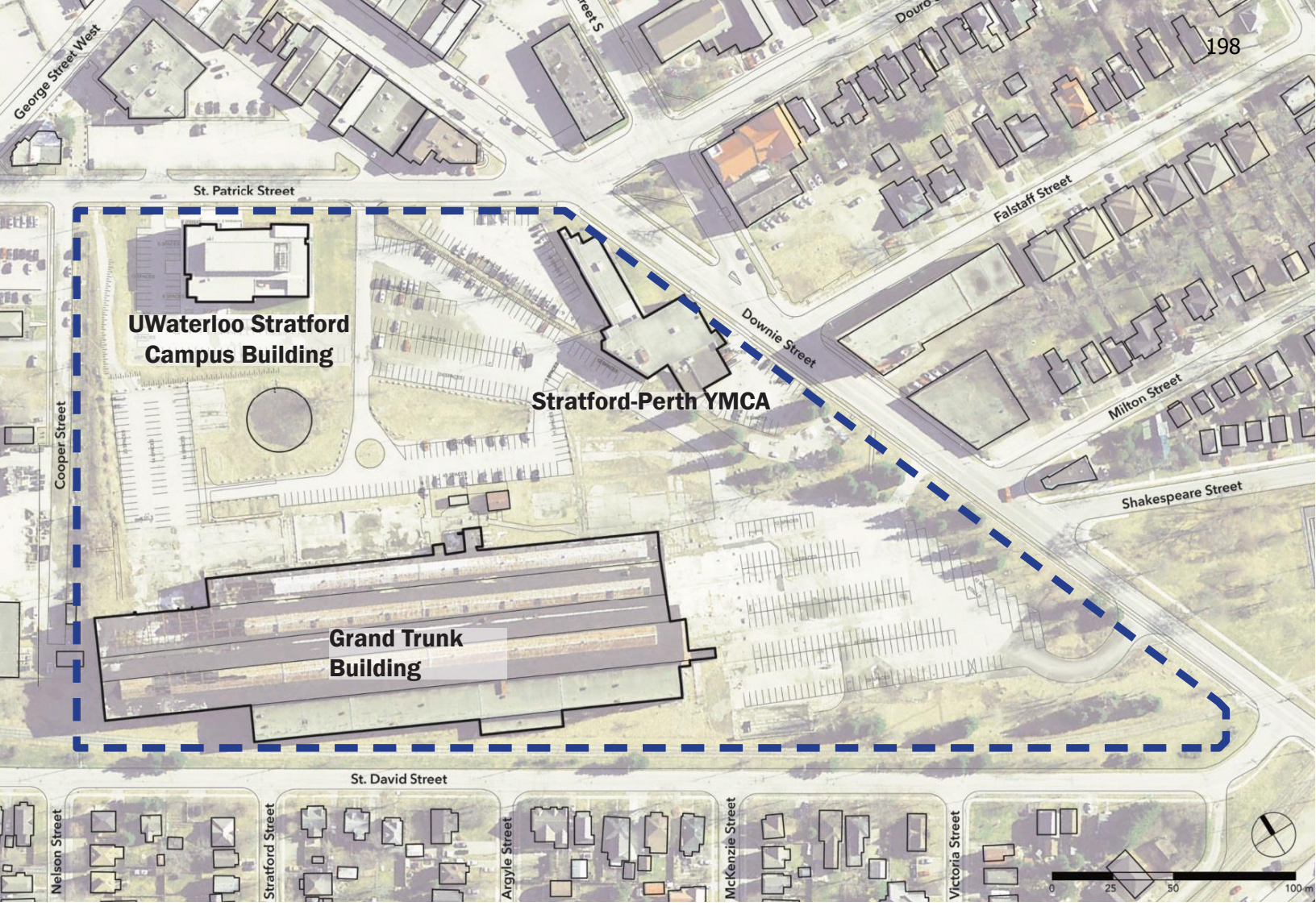


Figure 8 ▶ The Grand Trunk site Today

▶ The Grand Trunk Site

The Grand Trunk site (the site) comprises approximately 18 acres within Downtown Stratford bounded by St. Patrick Street to the north, Downie Street to the east, St. David Street to the south, and Cooper Street and the west. The core of Downtown Stratford lies just north of the site, the site is surrounded by residential neighbourhoods to the east, south, and west.

The Grand Trunk site was originally developed as one large single parcel and, as a result, has poor internal connectivity and limited external connectivity. Currently, the site can only be accessed from St. Patrick and Downie Streets. A significant grade differential prevents access from the west side of the site from Cooper Street and an active rail line creates a connectivity challenge on the southern edge of the site between St. David Street and the site. Within the site, there is no rational street and block network. Instead, internal connections facilitate access between surface parking areas reserved for municipal parking.

Parking provided for the Stratford-Perth YMCA and for the University of Waterloo Stratford Campus building is separated from the municipal parking areas.

The Grand Trunk site is currently occupied by three buildings. The first phase of the University of Waterloo Stratford Campus is located at the northwest corner of the site and is approximately 42,000 square feet. The Stratford-Perth YMCA is located along the Downie Street frontage on the northern edge of the site and is approximately 45,000 square feet. The Grand Trunk Building, for which the site is named, is over 160,000 square feet and is located along the southern edge of the property. Other elements of historical industrial features are visible on the site, including the footprint of the original rail turntable and remnants of the original rail tracks, sides, and spurs.

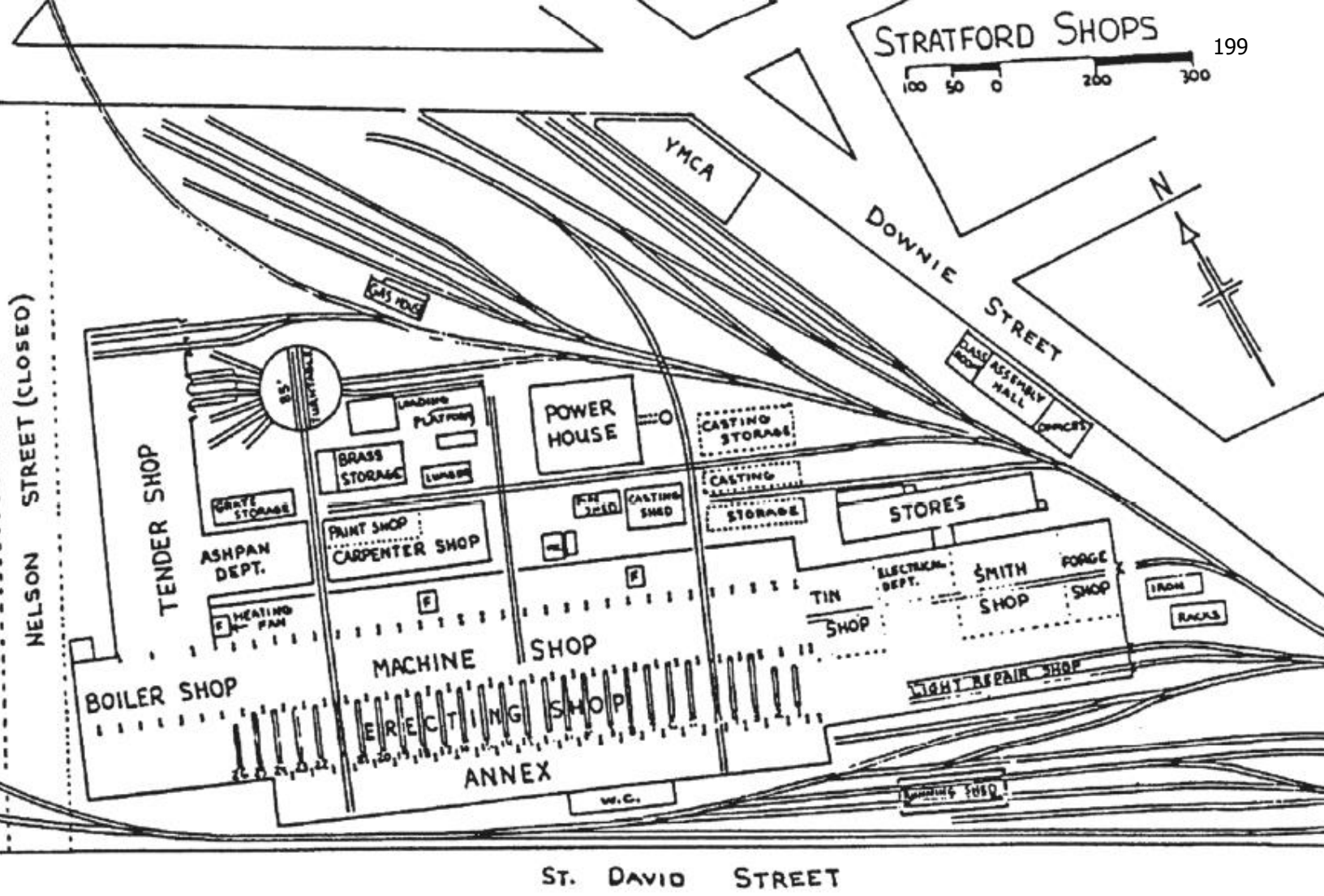


Figure 9 ▶ The Original Grand Trunk site and building

A Brief Site History

The Grand Trunk Building was opened in 1871 as a locomotive repair facility and later, through the early twentieth century, expanded and grew to its maximum extent by the 1940's. At its height, the Grand Trunk building employed approximately 40% of Stratford's workforce. By the 1960's, the need for steam locomotives had declined significantly in favour of diesel-powered trains, resulting in the site being transferred to Cooper-Bessemer, a boiler manufacturer.

The site was abandoned in the mid-1980's and in the 1990's the City of Stratford purchased the site pursuant to its program for the acquisition, sale and development of industrial/commercial lands. The City subsequently sold a portion of the site to a private interest. Several years later, following discussions between the City and the University of Waterloo about bringing a satellite campus to Stratford, the City expropriated that portion of the site that was still in private ownership. The University subsequently began construction of the first phase of the Stratford Campus, which hosted the inaugural class of its Global Business and Digital Arts Program in 2012. Since 2012, the Stratford Campus has enjoyed considerable growth in both its undergraduate and graduate programs.

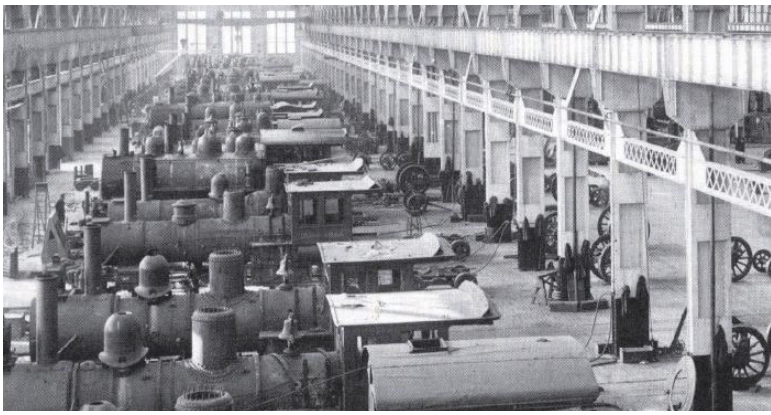


Figure 10 ▶ Train Repair

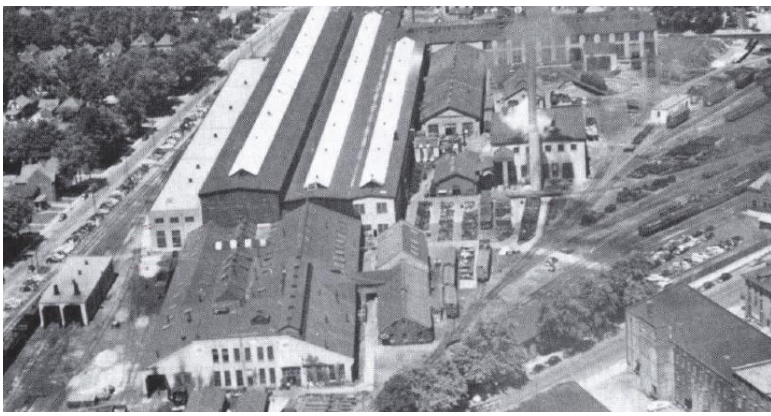


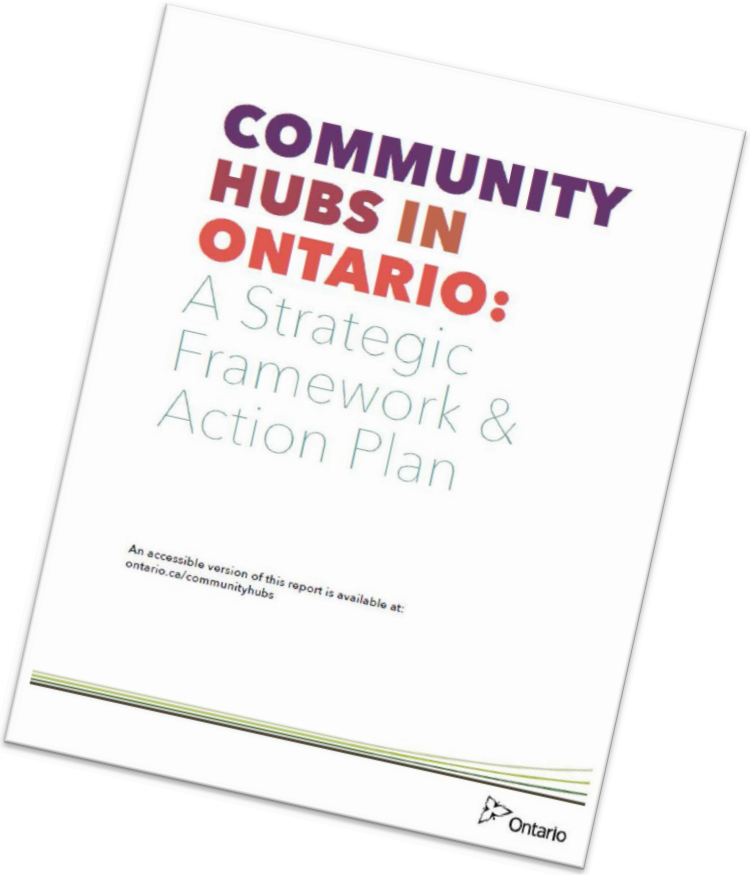
Figure 11 ▶ The Original Grand Trunk Building

03 POLICY CONTEXT

A review of the provincial and local policy directions and initiatives supports the reinvestment and redevelopment of the Grand Trunk site.

PROVINCIAL POLICY STATEMENT (2014)

The anticipated redevelopment of the site as envisioned in the Grand Trunk Master Plan, including the Community Hub, is consistent with the Provincial Policy Statement (2014).



COMMUNITY HUB STRATEGIC FRAMEWORK AND ACTION PLAN

In March, 2015 the Government of Ontario launched an initiative to improve and enhance community services across the Province by facilitating and supporting the creation of community hubs, which is outlined in a document titled Community Hubs in Ontario: A Strategic Framework & Action Plan. Community hubs are described as central points within a community that provide a range of health, social service, recreational, environmental, and educational uses within an integrated facility. They can be located in existing schools, community centres, places of worship, libraries, or other public buildings.

The future redevelopment of the site envisions a Community Hub in an adaptive reuse of all or part of the Grand Trunk building, as well as an expansion of the University of Waterloo Stratford Campus. Given the range of uses envisioned for the entire site, both the redeveloped Grand Trunk building and University campus could be considered a community hub. The vision for a Community Hub on the site as a whole will be outlined throughout this Master Plan.

ONTARIO'S FIVE YEAR CLIMATE CHANGE ACTION PLAN

Ontario's Five Year Climate Change Action Plan (2016-2020) is an important document relevant to the Master Plan as it establishes the key actions for managing climate change until 2020. This Action Plan aligns with the Community Hub Strategic Framework and Action Plan insofar as its aim is to, in part, support sustainable and resilient community services and facilities. Specifically, it identifies that the reuse of heritage properties is inherently sustainable and could be an excellent platform to showcase low-carbon technology and reduce greenhouse gas emissions. The reuse of the Grand Trunk Building is an intention under this Master Plan which will be explored in further detailed investigations.

STRATFORD OFFICIAL PLAN (2013) Downtown Core

The 1993 Stratford Official Plan, as consolidated designates the site "Downtown Core". OPA No. 21, currently under appeal as related to the site, changes this designation from "Downtown Core" to "Cooper Site – Major Institutional Focus Area".

In general, Stratford's Official Plan describes the Downtown Core as a place that is "vibrant, compact, multi-functional, attractive and people friendly". In support of the continued success of the Downtown, Official Plan policies encourage the rehabilitation of older buildings and recognizes the significance of Downtown heritage landmarks and their role in enhancing their surroundings. In addition, the Official Plan states that it is a policy of the City to maintain, make better use of, and increase, where feasible, the supply of parking Downtown The vision for the Grand Trunk Master Plan meets the Official Plan policies with regard to the Downtown Core.

OFFICIAL PLAN AMENDMENT 21 - COOPER SITE - MAJOR INSTITUTIONAL FOCUS AREA

Starting in 2012, the City undertook the process of updating its Official Plan to ensure consistency with provincial policy and legislation. This process culminated in the adoption of the Stratford Official Plan Amendment 21 (OPA 21) by the City on December 14, 2014. The Ministry of Municipal Affairs approved OPA 21 on July 21, 2016.

OPA 21 is in force and effect City-wide, save and except as it relates to the Grand Trunk site. Currently, the policies of OPA 21 as they relate to the site remain under appeal as a result of an appeal by a former owner of the site and claimant under the Expropriations Act.

OPA 21, although under appeal in relation to the site, would amend the Stratford Official Plan with respect to the 'Cooper Block' (the Grand Trunk site) as a major institutional use focus area. The OPA would permit a broad range of uses and include goals and objectives as follows:

- To encourage public and institutional uses which will restore a sense of purpose and vibrancy to the Cooper Site making it a focus of activity in the southern part of the Downtown Core.
- To ensure that development in the Cooper Site complements and supports the role of the Downtown Core as the primary focus of the City with its own distinct character and identity.
- To ensure that the historic use of the Cooper Site is appropriately commemorated with an emphasis on the importance of rail to the development of the City.

The City's Official Plan, both pre-OPA 21 and as amended by OPA 21, support the process the City has undertaken to prepare and adopt this Master Plan. This Master Plan is intended to be a flexible and visionary document that will inform future development and redevelopment of the site. Any future Official Plan amendment(s) that may be required (if any) to implement any aspect of this Master Plan will proceed through the ordinary planning application process.

ZONING BY-LAW NO. 201-2000

The Grand Trunk site is zoned C3-2 which is a mixed-use zone permitting a wide range of uses including apartment dwellings, commercial uses, senior's housing, institutional uses, and industrial uses. A maximum height of 15 metres is permitted on the Grand Trunk site and any new development must include a minimum of 10% landscaped open space in the proposal.

The vision for the Grand Trunk Master Plan is generally in conformity with the existing zoning regulations for the site. Depending on the ultimate form that development/ redevelopment of the site takes following further investigations, future Zoning By-law amendments may be required to implement any aspect of this Master Plan. These amendments would proceed through the ordinary planning application process.

04 PROCESS

The development of the Grand Trunk Master Plan has been supported by thorough research, background studies, and, crucially, an extensive community engagement process. For over a year, Urban Strategies, the City of Stratford, site partners, community members, and other consultants have worked together to understand the opportunities offered on the Grand Trunk site, coordinate efforts with regard to program needs, and develop and invite feedback on guiding principles and a vision for the Grand Trunk Community Hub. The first step in the development of this Master Plan was the undertaking of a technical review to understand the work performed to date with regard to the site and building's physical and environmental condition and to obtain clarity from the existing on-site partners of the University of Waterloo, the YMCA of Stratford-Perth, and the City of Stratford with regard to their priorities and plans for the future of their operations on the site.

As background, the technical review was itself informed by an intensive three-month process which involved a tour of the site and its surroundings, an extensive review of the previous body of work regarding the Grand Trunk site and Building, one-on-one interviews, and a two-day working session with key stakeholders and potential partners. The technical review also analyzed precedent community hubs elsewhere in Ontario.

Document Review

The Grand Trunk site and Building have been studied extensively. In preparation for this technical review, Urban Strategies benefited from the following reports:

- *Potential Remedial Costs Related to the Redevelopment of the Cooper Site Property* (RJ Burnside & Associates Ltd., 2009)
- *Heritage Consultation and Report* (Goldsmith Borgal & Company Ltd., 2012)
- *Building Condition Assessment Report* (Read Jones Cristoffersen, 2012)
- *Community Workshop and Recommendations* (Malone Given Parsons Ltd., 2013)
- *Potential Salvage/Remediation Feasibility Study* (Read Jones Cristoffersen, 2013)
- *Roofing Components Visual Review* (Read Jones Cristoffersen, 2014)
- *Roofing Components Visual Review Including Hazardous Materials Abatement Costs* (Read Jones Cristoffersen, 2015)
- *Costing for Partial Demolitions Options* (Read Jones Cristoffersen, 2015)

Technical Review Working Session

On December 20 and 21, 2016, Urban Strategies facilitated a two-day technical review working session at the University of Waterloo Stratford Campus. The purpose of this session was to discuss the technical considerations applying to the site, confirm the needs of the University of Waterloo and other potential partners, and to identify implementation options and an investment framework to support the achievement of the overall vision for the future of the site. Attendees at the session included representatives from:

- City of Stratford Staff
- Festival Hydro
- Stratford-Perth YMCA
- University of Waterloo Stratford Campus
- Urban Strategies
- N. Barry Lyons Consulting
- CBRE

Key Partners

Along with the City of Stratford, the University of Waterloo Stratford Campus and the YMCA of Stratford-Perth are key partners in the development of the site and Grand Trunk Community Hub. Their program needs are summarized below and are integrated into the vision for the future of the Grand Trunk site.

University of Waterloo Stratford Campus

In 2009 the City of Stratford entered into an agreement with the University of Waterloo to establish a Stratford Campus. The agreement indicated that the Campus would be on a single site of at least 8 acres located in the Downtown Core; the Grand Trunk site was chosen as the location and development of the Campus was contemplated to occur in phases. The initial building occupies approximately 1.4 acres of the site. The University of Waterloo is interested in integrating a Student Campus Life component into the Grand Trunk Community Hub, in addition to new academic buildings and student housing which is planned to be constructed on the Grand Trunk site as the Campus grows.

YMCA of Stratford-Perth

The YMCA of Stratford-Perth has served the Stratford community on the Grand Trunk site since 1869 and is an integral part of the city. The existing building is in need of drastic renovation and repair to address accessibility, space, and operating inefficiencies. In addition, the YMCA operates the only indoor publicly-accessible aquatic facility in Stratford. A new YMCA of Stratford-Perth is envisioned to be integrated into the site and Grand Trunk Community Hub, accommodating a new pool and additional child-care spaces. The new YMCA is anticipated to require approximately 45,000 square feet of the Hub. The existing YMCA building is expected to be demolished.

Other Potential Partners

City of Stratford Library

The Stratford Library also has an interest in participating in the Grand Trunk Community Hub. It intends to potentially expand its services to include a Maker Space, a place where users can access new technology and related services such as 3D printing machines and simple programmable robotics.

Figure 12 ▶ University of Waterloo Stratford Campus

Figure 13 ▶ YMCA of Stratford-Perth

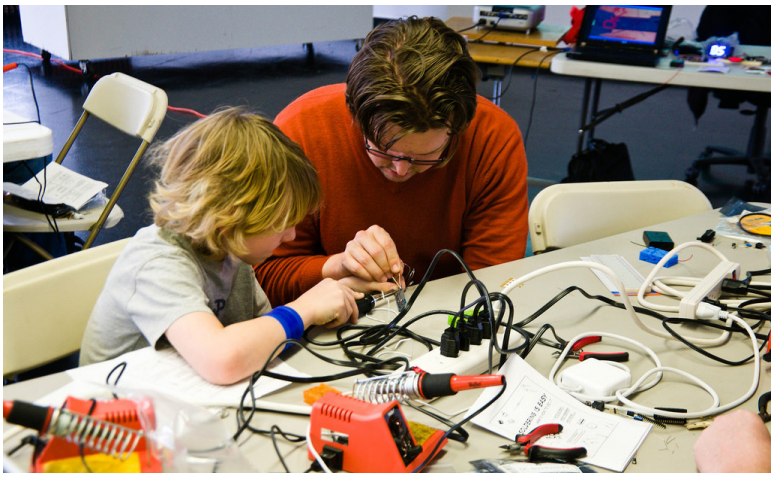


Figure 14 ▶ Potential MakerSpace Activity

Precedent Hubs

The technical review also entailed a review of precedent spaces across Ontario to better understand the roles and functions these hubs serve in their communities. Precedents reviewed include the following:

- Evergreen Brickworks, Toronto
- Wychwood Barns, Toronto
- The Tannery, Kitchener-Waterloo
- Lansdowne Park, Ottawa
- Market Square, Guelph

All of the above examples share the following similar characteristics that inform the vision for the Grand Trunk Community Hub:

- Incorporate flexible and programmable open space for people to gather and for events to be held.
- Accommodate and anticipate activity in all seasons.
- Provide a range of uses and opportunities for both the private and public sector.
- Build from the unique characteristics of their site and context.
- Adaptively reuse landmark buildings, whole or part, to give them new purpose and new life.

Figure 15 ▶ Evergreen Brickworks, Toronto

Figure 16 ▶ Wychwood Barns, Toronto

Figure 17 ▶ Lansdowne Park, Ottawa

Figure 18 ▶ The Tannery, Kitchener-Waterloo

Technical Opportunities and Constraints

The technical review process identified several opportunities and constraints for the evolution of the Grand Trunk site into the Grand Trunk Master Plan. These opportunities and constraints have been based on the input and advice of the technical review participants, and include:

- Given the site's industrial history, there are chemical impacts to soil and/or groundwater quality across the property; however, the nature and distribution of these impacts varies across the site. Based on the results of environmental investigations carried out at the site over the past 25 years, it is expected that where present, impacts to soil and/or groundwater quality could be managed through a combination of targeted remediation and/or implementation of risk management measures.
- the existing rail line, operated by the Goderich-Exeter Railway, which separates the Grand Trunk site from the St. David Street Neighbourhood to the south is expected to operate into at least the near future, complicating the ability to connect the Grand Trunk site to the communities to the south;
- key partners, including the Stratford-Perth YMCA and the University of Waterloo, are committed to participating in the creation and evolution of the Community Hub;
- other partners have indicated an interest in the Grand Trunk Community Hub;
- future investment in rail infrastructure could see the GO Rail network extended to Stratford, terminating at the existing VIA Rail station immediately adjacent to the Block;
- the "annex" and fire-damaged portions of the Grand Trunk Building should be considered for demolition to also facilitate the development of the Community Hub and rehabilitate the building;
- there is a desire to retain and/or augment the current supply of municipal parking currently available on the Grand Trunk site;
- both public and private sector uses will be required to realize the vision for the Grand Trunk Community Hub; and
- celebrate the long-standing history of the Grand Trunk site and Building through adaptive reuse of portions of the Grand Trunk Building and in other ways as possible.

Figure 19 ▶ Grand Trunk Building interior

Community Engagement Process

The community engagement process formally began in June, 2017, after the results of the technical review were presented to Stratford City Council in May, 2017. Community organizations, members of the general public, and other stakeholders such as Festival Hydro were invited to contribute their feedback in a number of ways in order to ensure that as many people could participate in this process as possible. The following public consultation tools and methods were utilized to invite feedback and input:

- Community Roundtables
- "Talking Walls"
- Kitchen Table Kits
- Online Feedback / Website / Email
- Two Public Open Houses

After the initial round of consultation activities conducted in mid-2017, the following statistics were identified, providing an indication of the robustness of the community engagement program and speaking to the excitement Stratford residents have for a shared vision for the future of the Grand Trunk site. In total, this first phase of the community engagement program resulted in:

- 20+ different community groups and organizations consulted at community roundtables;
- 100+ attendees at the public open house;
- 50+ kitchen table kits received;
- 30+ unique ideas submitted via the "talking walls"; and
- 15+ direct emails received.

The feedback obtained through the initial community engagement process helped inform both the guiding principles of the Grand Trunk Master Plan concept as well as the particular potential uses and physical structuring elements of the Grand Trunk Community Hub. The Draft Grand Trunk Master Plan was then presented to the community at a second Open House on November 7, 2017. Feedback from the community on the draft Master Plan was provided over the next month, and has been addressed throughout this document.

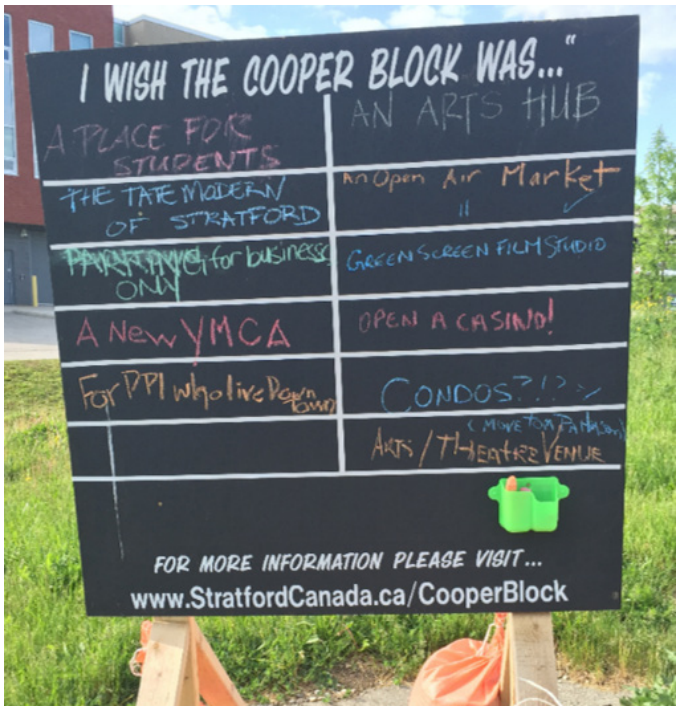


Figure 20 ▶ "Talking Wall" Example

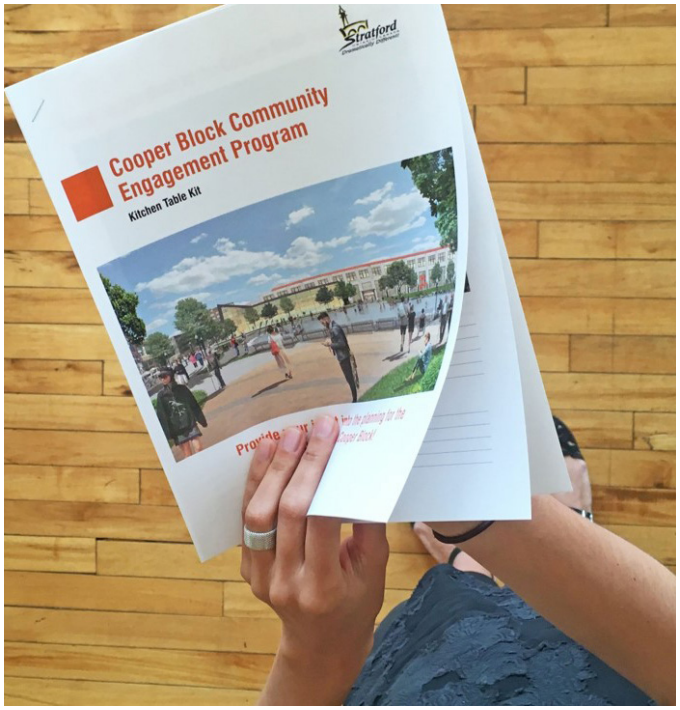


Figure 21 ▶ Kitchen Table Kit

A summary of all feedback received from the community is provided in the following pages.

What We Heard - Initial Consultation

Residents, community members, city staff, and other stakeholders provided a wide range of suggestions and ideas for the future of the Grand Trunk site. The top four ideas for program uses shared via the "talking walls" were:

1. A community centre / YMCA.
2. Public parking.
3. Entertainment uses (i.e. laser tag, mini golf, theatre).
4. Arts and culture space / performance venue.

At the community roundtables, representatives of local organizations such as the Kiwanis Club, the Chamber of Commerce, Heritage Stratford, and the Arts and Culture Collective shared their priorities, which included:

- Ensuring the site is inclusive and welcoming for young and old residents alike;
- Incorporating green and open space;
- Balancing the Grand Trunk Community Hub with the vibrancy of Downtown; and
- Celebrating the history of the Grand Trunk Building.

Ideas submitted through the kitchen table kits echoed these sentiments. The most common responses provided through the kitchen table kits were:

- rebuild / integrate the new YMCA building;
- parking is a priority;
- find room for a community theatre / performing arts space;
- accommodate a large green space with seating and trees; and
- adaptively reuse a portion of the Grand Trunk Building.

At the first public open house, held at the University of Waterloo's Stratford Campus in June 2017, attendees expressed enthusiasm and excitement for the idea of a Grand Trunk Community Hub and shared the following feedback:

- urgent need to capitalize on the momentum generated for the Grand Trunk Community Hub and ensure implementation;
- preference for a passive green space over a more urban-in-character plaza or square;
- significant support for flexible and multi-purpose programmable space for community groups and residents including a community centre, arts venue, and/or seniors' centre; and
- desire for some form of adaptive reuse of the Grand Trunk site and Building to celebrate its important industrial history.

The results of the initial community engagement process clearly revealed a number of shared and critical priorities and issues that informed the Grand Trunk Master Plan.

Figure 22 ▶ Attendees at the Open House

Overall, the following key directions were developed to inform the draft Master Plan and were presented to City Council in September 2017:

- Preserve of a portion of the Grand Trunk Building as possible to celebrate the important industrial heritage of this critical site and as an opportunity for adaptive reuse of the structure as a community hub.
- Explore the development a Community Hub potentially to include the following uses: The YMCA, Cultural / community space (including flexible meeting rooms), student life / recreational space and small-scale retail and commercial uses supportive of above uses.
- Develop a central passive and green recreational space as a focus for the Community Hub and university/ community-related uses.
- Develop a fine-grained street and block network that promotes ease of movement for pedestrians, cyclists, and motor vehicles.
- Introduce residential uses including University of Waterloo student housing, a range of mid-to-low density market-rate housing, and affordable and/or seniors housing.
- Seek opportunities for temporary / interim uses which will facilitate/accommodate longer-term economic development opportunities for the City.
- Integrate the proposed bus terminal logically as a key mobility hub and early site animator
- Call the community hub the “Grand Trunk Community Hub”
- Maintain the site’s important parking function for the Downtown. This function should be consolidated on the western portion of the site where cap-and-cover is the most realistic solution for environmental conditions
- Continue to strengthen existing partnerships between the University of Waterloo, the Stratford-Perth YMCA, the City of Stratford, and the constellation of community groups and organizations through ongoing communication and participation in the process of refining the Master Plan.
- Create a place that reflects Stratford’s community, values, and aspirations.
- Plan for both the short and the long-term, with flexibility to respond to change securing early “wins” such as the location of the transit terminal and short-term leasing opportunities while protecting opportunities for longer term investments.
- Pursue design excellence in open space and architectural execution to create a unique and cherished destination in Downtown Stratford.
- Signal the importance of the site/community hub by retaining a significant view corridor from the intersection of Downie Street and St. Patrick Street to the entrance of the Grand Trunk Community Hub and the repurposed Grand Trunk Building.
- Development will occur and be planned through a phased process.

What We Heard - Further Consultation

On November 7, 2017 a second Public Open House was held at the University of Waterloo's Stratford Campus. At this Open House, the draft Master Plan which had been informed by the initial consultation was presented. The Open House was well attended, with approximately 120 - 150 community members in attendance. The interest in the Master Plan was evident with the following feedback provided:

- 23+ Feedback Forms received;
- 83+ Post-It notes with comments provided;
- 42+ unique comments received online; and
- 5+ direct emails received.

The feedback received on the draft Master Plan can generally be categorized into five themes, including:

- Built Form
- Use and Program
- Open Space / Recreation
- Transportation and Parking
- Sustainability

The majority of comments related to land use and program. Generally, feedback was positive on the uses and programs envisaged in the draft Master Plan. Specific comments were provided on new uses/programs, however, with a focus on community orientated uses. General support was provided for the built form outcome envisioned on the site, with building heights and massing supported.

Other feedback reinforced many of the comments which had been provided in the initial consultation, such as the need for parking, desire for green open spaces, support for retaining the Grand Trunk building and support for sustainability initiatives. Several key comments which have been reinforced in the final Master Plan include:

- Desire to protect or reuse the 1907 ' west wall' to showcase the history of the site.
- Need to understand and manage the traffic implications of the street network, in particular to the St David neighbourhood.
- Need to consider safety at intersections as part of the Master Plan development.
- Desire for an integrated walking and bicycle network, with the new street network promoting sustainable travel choices.
- Need to accommodate a variety of interest and user groups, such as seniors, cultural groups and creative industries.
- Desire for sustainability initiatives to be explored and provided given the opportunities posed by the site.

Overall, there was positive community support for the draft Master Plan with feedback highlighting that the Plan was "visually appealing", "progressive", "impressive" and containing "lots of great features". A range of feedback received was complementary of the process to date and similar to the initial consultation, there was strong support for the project to proceed as soon as possible so the full benefits could be realized.

Figure 23 ▶ Attendees at the second Open House

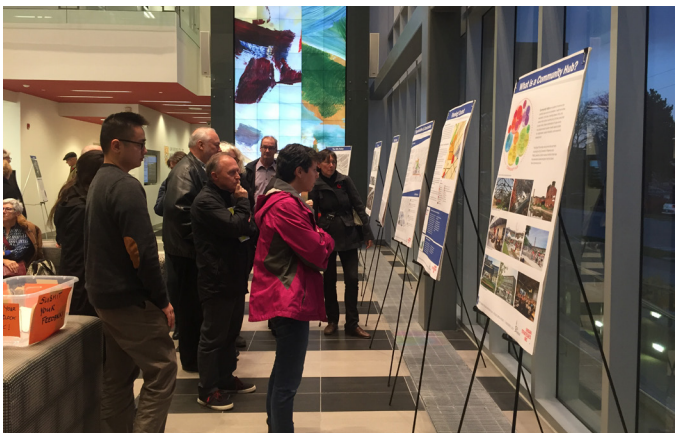


Figure 24 ▶ Attendees and Panels at the second Open House

05 THE GRAND TRUNK MASTER PLAN

The Grand Trunk site including the future Community Hub is envisioned to be a convergence of education, community, health, culture, entrepreneurship, and innovation; will aim to strengthen and diversify the Stratford economy, and provide spaces, places, services and amenities for both residents, students, businesses and visitors.

The vision for the Community Hub creates a cluster of uses that allow for a strong identity, sense of place, and centre of gravity for the Grand Trunk site, generating a critical mass of activity that appeals to a diverse cross-section of Stratford's population and businesses.

The purpose of the Grand Trunk Master Plan is to provide a flexible framework for reinvestment on the Site as well as inform further policy, capital program and partnerships necessary to implement the vision and development concept presented herein.

To establish a platform for regeneration and success, the Master Plan needs to address matters including land use, transportation, servicing and urban design.

The transformation of the Grand Trunk site, described in this Master Plan, is a city-building opportunity in the literal sense. Reinvestment on the site will complement the Downtown and fill in a void in the heart of Stratford, revitalizing a key site that was for most of the city's history a landmark and destination. Recognizing the sites' original role as a critical employer of Stratford residents, the Grand Trunk Community Hub will translate that function for the twenty-first century, providing space for community groups who enhance the city's quality of life, facilitating opportunities for learning, recreating, living, economic development and employment.

Figure 25 ▶ The Grand Trunk Master Plan - Demonstration Plan

Finally, the Grand Trunk Community Hub will continue to grow the Stratford brand and further position Stratford as a community that celebrates its industrial past and supports its contemporary manufacturing industry. The Hub will build off of the city's existing strengths in the arts and culture while supporting Stratford's diverse community and embracing the growth in digital and technology industries. From children and youth to students and seniors, the Hub will provide a range of intergenerational services reflecting the community's day to day needs while supporting the emerging creative class economy.

The Essential Ingredients

As outlined in Chapter 4, a key driver of the Master Plan and future Community Hub has been a desire to address a variety of community needs, as well as City of Stratford purposes and objectives, including to accommodate the expansion and renewal of existing users of the site, namely the University of Waterloo and YMCA. These users will play an important role in the overall redevelopment of the site, anchoring the initial phases of redevelopment and providing ongoing activity and vibrancy to the site. Consideration has been given to City-wide and community-based needs and opportunities for complementary and shared uses in the short and longer term and to accommodate flexibility. The program that has informed this Master Plan includes:

- Expanding the University of Waterloo, including a mix of academic uses, student housing, student living and incubator space.
- Relocating and upgrading the YMCA, replacing current facilities and including a day-care facility.
- Retaining a proportion of car parking and allowing for a more efficient approach to parking.
- Including potential new uses on the site, such as seniors recreation, community-based arts, culture and creative spaces, library-related facilities, private and affordable housing, learning and education space, businesses, offices, studios and short-term accommodation.
- Accommodating new investment to the Block in incubator, business and private development interest.

The Guiding Principles

The following planning and development principles emerged as a synthesis of the background review of the site; its history; the policy framework; the opportunities and constraints identified during the technical review; and the feedback provided by Stratford residents, community groups, and other participants in the community engagement process:

1. Celebrate the history of the site by adaptively reusing portions of the original building and site as the Grand Trunk Community Hub.
2. Create a place that reflects Stratford's community, values, and aspirations.
3. Introduce a fine-grained street and block network that weaves the site into the City of Stratford, is pedestrian friendly and creates development blocks to accommodate future uses.
4. Establish a range of passive and green public spaces, anchored by a central, all season gathering commons.
5. Retain and enhance the significant view corridor at Downie and St. Patrick Streets as the entry portal to the Grand Trunk building and site.
6. Integrate a new transit terminal into the site to enhance mobility and transportation options for Stratford.
7. Explore the convergence and integration of program, activity and actors to establish a successful Community Hub.
8. Encourage complementary land uses, such as student and senior living, incubator space, residential, community-based recreation and cultural and hotel uses that can contribute to the long term prosperity of Stratford.
9. Demonstrate design excellence and sustainability in built form, public spaces, program and cultural landscapes.
10. Create a reinvestment framework that can accommodate phased development over time while providing certainty and accountability to the Stratford community and other partners.

Figure 26 ▶ Rendered view of the Grand Trunk Demonstration Plan

Demonstrating the Potential Outcome

While the Master Plan establishes a flexible framework for reinvestment, it has been necessary to demonstrate how this framework may be implemented. In order to illustrate a potential implementation of the Master Plan, a demonstration plan has been developed, as illustrated in Figure 26 below.

This demonstration plan has been used throughout this report to illustrate a potential outcome using the framework layers and key directions of the Master Plan. It should be noted that the detailed development phases to be progressed under the Master Plan will be further refined in an ongoing manner and may differ from the demonstration plan shown.

Key Elements

The Grand Trunk Master Plan is a flexible framework designed to guide the phased reinvestment of the site and allow for an efficient, sustainable and logical progression of development to achieve the highest quality outcome for the City of Stratford.

Within this reinvestment framework there are distinct opportunities and directions, brought together and framed as Key Elements. These Key Elements will be important to the success of the Community Hub. The Key Elements include:

- Celebrating Stratford's history through adaptively re-use portions of the Grand Trunk Building.
- Facilitating a community hub of: learning, education, health, culture, recreation, innovation, entrepreneuralism, community and living.
- Expanding and enriching the University of Waterloo Campus to increase the academic offering.
- Rebuilding and enhancing the YMCA facilities.
- Integrating the new Stratford bus terminal.
- Creating a fine grain of streets and blocks.
- Extending the street pattern to connect the site into Stratford and surrounding neighbourhoods.
- Creating The Common as a place of confluence and gathering of different users of the site.
- Introducing the Grant Trunk Spine as a visual and pedestrian connection.
- Attracting and unlocking private investment.
- Allowing for innovative parking solutions.

In addition to the Key Elements, the Master Plan identifies five site-wide structuring 'layers' that will contribute to transforming the site from it's underutilized condition to a vibrant part of Stratford. The overall guiding principles, transformative vision and key elements will be important in achieving this vibrancy. The Master Plan is structured to address and provide directions for each of the following site-wide layers:

1. Streets and Blocks
2. Public Realm and Open Space
3. Use and Built Form
4. Mobility, Parking and Servicing
5. Sustainability

Figure 27 ▶ The Grand Trunk Demonstration Plan

The Vision for Transformation

The Grand Trunk Community Hub is envisioned to be a convergence of education, community, entrepreneurship, and innovation to strengthen and diversify the Stratford economy, providing services and amenities for both residents and visitors. The Hub will create a cluster of uses, programs and activities that create a strong identity, sense of place, and centre of gravity for the Grand Trunk Site and Building, expanding and connecting to the existing Downtown. It will generate a critical mass of activity that appeals to a diverse cross-section of Stratford's population.

The Grand Trunk Community Hub will be active throughout the day, on weekends, and in all seasons. With clusters of academic, learning, community and living uses, there will never be a dull moment. The Hub will be at the heart of the site and will provide something for everyone: green space for relaxing picnics, a gym for the fitness-inclined, meeting space for engaged groups, work rooms for busy students, child care services for doting parents, and parking for hardworking employees. The Hub will be a "third place", not work, not home, for all of Stratford.

Streets and Blocks

The Grand Trunk Master Plan seeks to establish a framework for a logical and hierarchical street network and block layout. The future design of the street network should encourage the phased reinvestment of the Grand Trunk site and establish flexible development blocks for phased delivery. A key basis of the Master Plan is to reconnect the site into the surrounding Stratford centre, overcoming issues of isolation and scale which have restricted the potential of the Grand Trunk site. Also central to the anticipated street network and block layout is the integration of the new bus terminal, enhancing mobility and transportation options for Stratford.

The Street Network

The anticipated street network is designed to create logical connections to surrounding streets and increase porosity and linkages through the site. A new north-south central road is anticipated, providing a spine through the heart of the Grand Trunk site and connecting St Patrick and St David Streets. From this, a finer grain street network will be achievable through connecting secondary roads /routes and pedestrian paths. The anticipated street network, illustrated in the potential Street Network at Figure 28, is flexible and would allow for phasing of redevelopment and delivery.

The final design and composition of streets will be developed further as the Master Plan is implemented in consultation with key stakeholders. In the development of the final design of the future street network, all potential traffic and safety considerations should be assessed and managed, including the range of traffic distribution from the site to surrounding streets. Overall, a high quality street design should be delivered for each new street, consistent with the technical standards of the City of Stratford.

Block Layout

Logical and flexible development blocks are able to be created as a result of the street plan layout. These development blocks have been carved from the larger Grand Trunk site, creating a fine grain structure and enabling reinvestment to occur in a phased manner.

The development blocks devised under this Master Plan, as shown in the potential Block Layout in Figure 29, are overall positioned and sized to allow for a range of built forms, land uses, programs, activities and publicly accessible landscaped spaces.

A key opportunity offered by this street network and block layout is the ability for the University of Waterloo to grow in a contiguous manner, with the ultimate phasing of this expansion to be determined by the needs of the University. Another key opportunity has been the creation of a substantial block for the adaptively reused and rejuvenated Grand Trunk Building as intended under the Master Plan. The size of this block will ensure that the Community Hub can be an anchor for the site, not only in the form of the Grand Trunk Building, but also as a collection of new buildings and landscaped spaces around the rejuvenated building.

Street frontage opportunities for future buildings are able to be maximized in the blocks to promote activation. Ample opportunity for access, both pedestrian and vehicular, should be created through the block layout which would allow for flexibility in the future uses and built form outcomes on each block.

Key Directions

- ***Establish a new internal street network as an extension of the existing surrounding streets, weaving the site into Downtown Stratford and ensuring seamless connectivity.***
- ***Focus on the development of a finer grain street network which allows for greater permeability through the large site and promotes pedestrian movements.***
- ***Ensure all traffic and safety considerations are addressed and managed in the design of the future street network.***
- ***Create logical, well-proportioned and flexible development blocks to facilitate reinvestment and accommodate a range of built forms and land uses.***
- ***Optimize the available frontage for each block to key streets, in turn allowing for an animated and active built form which addresses the street.***

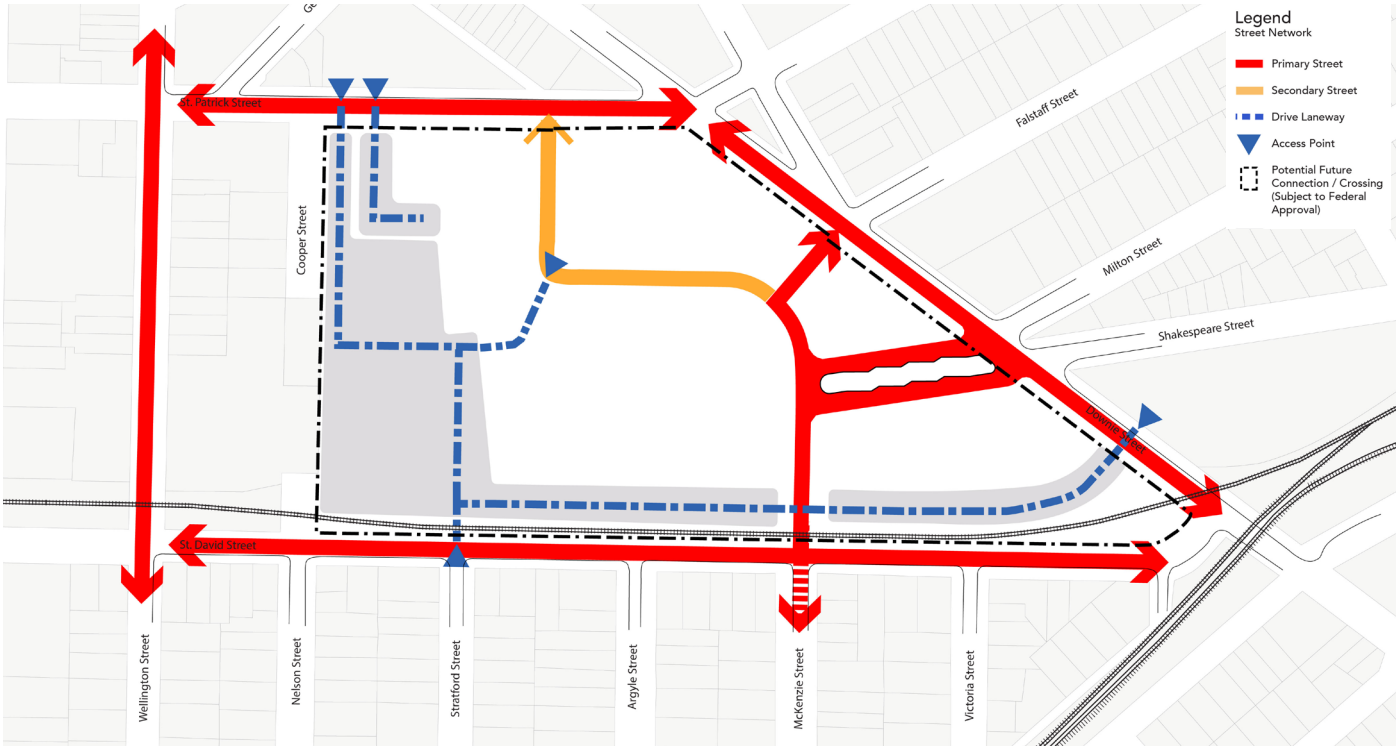


Figure 28 ► Potential Street Network

Figure 29 ► Potential Block Layout

Public Realm and Open Space

A mix of green passive and recreational spaces are envisioned in the Master Plan to enhance the public realm, offering a complementary setting to the rejuvenated Grand Trunk Building and ensuring a dynamic atmosphere is created for the Grand Trunk Community Hub. These public spaces have been shown as part of the demonstration plan (refer to Figure 30).

A core public realm element envisioned in the Master Plan is the Grand Trunk Spine, a central public space which enhances the prominent vista connecting St Patrick / Downie Street to the Grand Trunk Building.

New open spaces should be attractive, inspirational, cultural and focus on place making; promoting meeting, gathering and physical recreational activities which contribute to the Community Hub and reflect the values of the Stratford community.

Overlapping and well-proportioned public spaces are anticipated to be delivered on the Grand Trunk site, integrating into a green and connected network and reflecting their purpose and immediate context. These spaces may include The Grand Trunk Spine, The Common, the YMCA forecourt, the Bus Terminal Plaza and the adjoining streetscapes as shown in the Public Realm and Open Space in Figure 30.

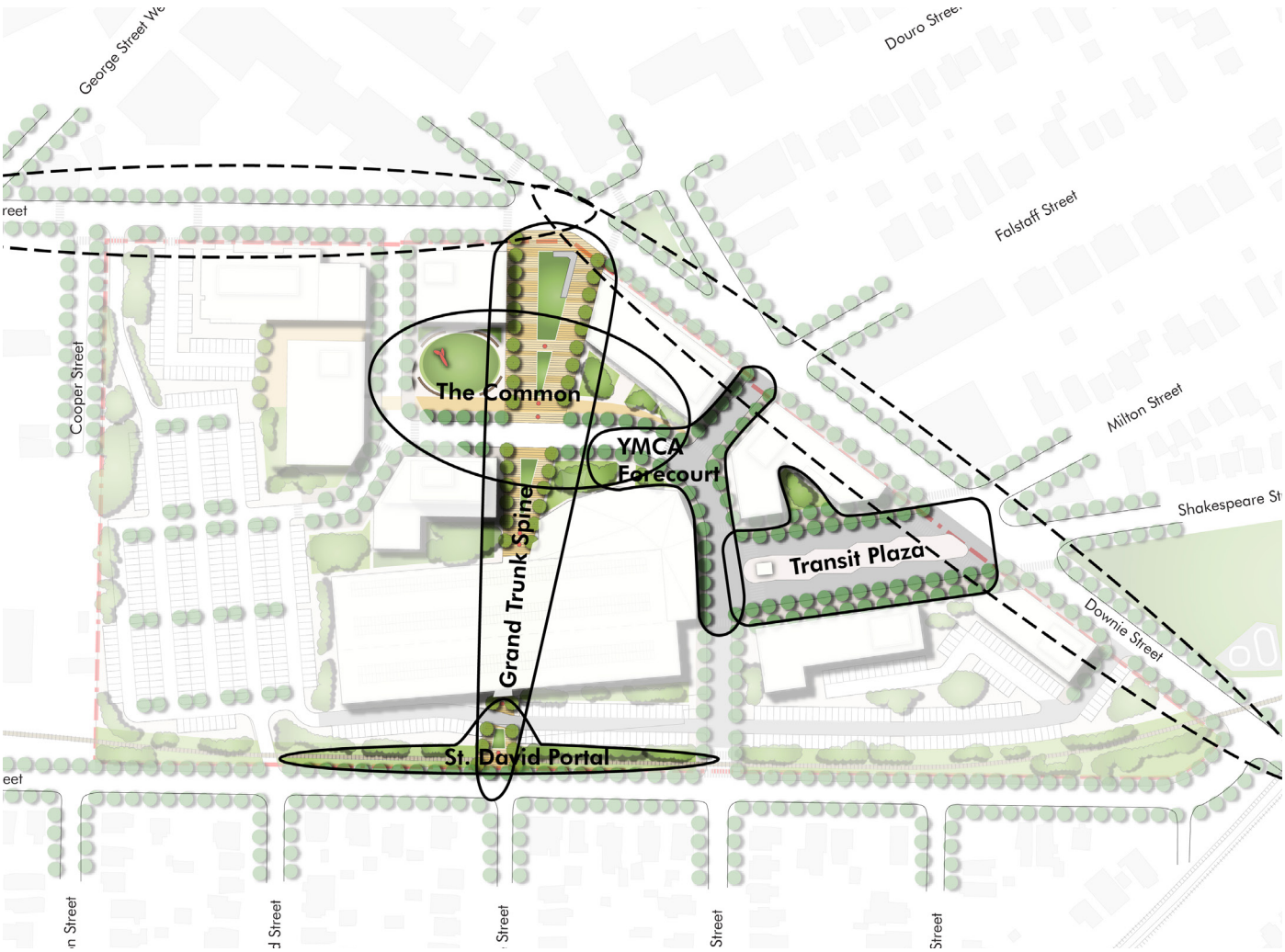


Figure 30 ▶ Public Realm and Open Space

Whilst likely associated with separate users and potentially under different ownerships, these spaces are envisaged to be publicly accessible, encouraging interaction amongst all users and visitors to the site.

Public realm design, including streetscape design, should be of a high quality, celebrating the site's history and contributing to greening of the block. The public realm and all open spaces should be designed to be inclusive and accessible to all users. The future design should also focus on sustainable initiatives, in particular when designing features associated with on-site water management, lighting, etc. Existing features of the site should also be incorporated where possible in the landscape design, such as the 1907 'west wall' and other historic railway features.

Enriching the public domain should be opportunities for public art, both permanently and temporarily. Public art should reflect the range of different site users and visitors, facilitating greater connections between all users of the open space to be delivered. The qualities of the separate spaces envisioned are described further below.

The Grand Trunk Spine

The Grand Trunk Spine is envisioned as a public space and critical view corridor through the site from the corner of St Patrick / Downie Streets to St David Street. The Spine is both a journey and a destination connecting the Downtown and the St Davids neighbourhood with the Hub. This space would allow for a new vista, showcasing the rejuvinated Grand Trunk Building and welcoming visitors into the site.

The Common

The Grand Trunk Common, an all season gathering place, should provide a green heart to the Block, creating a beautiful space that showcases the new Community Hub and anchors community interaction. The landscaping of the Common should include historical interpretations of the site's history, such as representations of the old railway tracks or key buildings which once operated on the site. A strongly defined quadrangle could be achieved in part of The Common, contributing to the institutional presence of the University and enhancing student life.

The YMCA Forecourt

Providing an address and green threshold to the signature building, the YMCA Forecourt could be a space where building form and landscaping can be truly integrated. The YMCA Forecourt would assist in bringing visitors into the site and providing a strong setting for the signature YMCA building as a key component of the Grand Trunk Community Hub.

The Bus Terminal Plaza

The Bus Terminal Plaza will be important in providing an attractive centrepiece to the new bus terminal located on the site. A landscaped setting should be provided to the northern and southern edges of the plaza, allowing for an attractive transition between the functional bus terminal and the future development blocks.

St Patrick and Downie Streetscapes

The streetscape design of both St Patrick and Downie Streets should be of a high quality and create a green edge to the Grand Trunk site. A consistent language should be applied in the streetscape design internally to the Grand Trunk site, and into these prominent existing streets.

Key Directions

- ***Provide a series of vibrant, connected and diverse green spaces, such as the Grand Trunk Spine, The Grand Trunk Common, the YMCA Forecourt and the Bus Terminal Plaza.***
- ***Retain and enhance the significant view corridor from Downie and St. Patrick Streets to the Grand Trunk Building, creating a central public open space.***
- ***Ensure new buildings address and animate the landscaped and public spaces.***
- ***Design new open spaces to be attractive, inspiring and publicly accessible.***
- ***Achieve a high quality and sustainable streetscape design that effectively connects the Grand Trunk site into the Downtown and surrounding neighbourhoods.***

Land Use and Built Form

Clustering Uses

Fundamental to the Grand Trunk Master Plan is the integration and convergence of a variety of uses, programs and activities, with a focus on expanding the University of Waterloo Stratford Campus. Further, the existing YMCA is anticipated to be relocated and enhanced to capitalize on its success in the local community and to build on the rich history of the site and Stratford. The University of Waterloo and the YMCA will play an important role in facilitating a true convergence of use, with a desire to achieve the co-mingling of spaces and programs, with all users working towards a shared outcome of a vibrant Community Hub.

A centrepiece of the site transformation is the adaptive reuse and expansion of portions of the Grand Trunk building as a Community Hub as possible – a representation of the historic, yet through adaptive reuse, new Stratford. This Hub will act as an anchor for the site and a touch point for the wider Stratford community, allowing for a celebration of Stratford's history from the arrival of rail in 1856 to the present day values and character of Stratford's people.

Complementary uses which contribute to the creation of a Community Hub on the Grand Trunk site will be provided in new well-designed buildings.

Such potential uses may include: facilities for community and indoor recreation activities; parks and open space; public uses and infrastructure; community gardens; retail; cultural, entertainment and performance, dining and hotel accommodation; residential such as student and senior living; incubator space, parking.

As the Master Plan progresses, these new uses will be spread across the site to capture the value proposition offered and allow for the creation of a vibrant new community where uses are not only integrated, but co-dependent on each other.

Whilst the intention is to encourage integration and convergence of uses across the site, the Master Plan envisions several 'use clusters' as illustrated in the Land Use and Program Map in Figure 31:

- Academic and Learning
- Community Hub
- Living
- Shared Parking

These use clusters are a starting point for structuring future buildings and uses across the site. The final layout and arrangement of buildings and uses will be the subject of further consideration as the Master Plan develops.

Key Directions

- ***Encourage the integration of uses, program and activities, both horizontally and vertically across the site and within blocks.***
- ***Promote a range of land uses that foster the convergence of education, community, health, culture, entrepreneurship, innovation and economic prosperity.***
- ***Recognize and foster through complementary land uses four areas of focus: Grand Trunk Community Hub: Academic and Learning; Living; and Parking.***
- ***Design the built form to create intensification opportunities that are sensitive to the surrounding community while encouraging reinvestment of this important site.***
- ***Animate and activate the site and public realm through building design and placement of active at-grade uses.***
- ***Seek to achieve design excellence and sustainability in buildings, infrastructure and public realm design.***

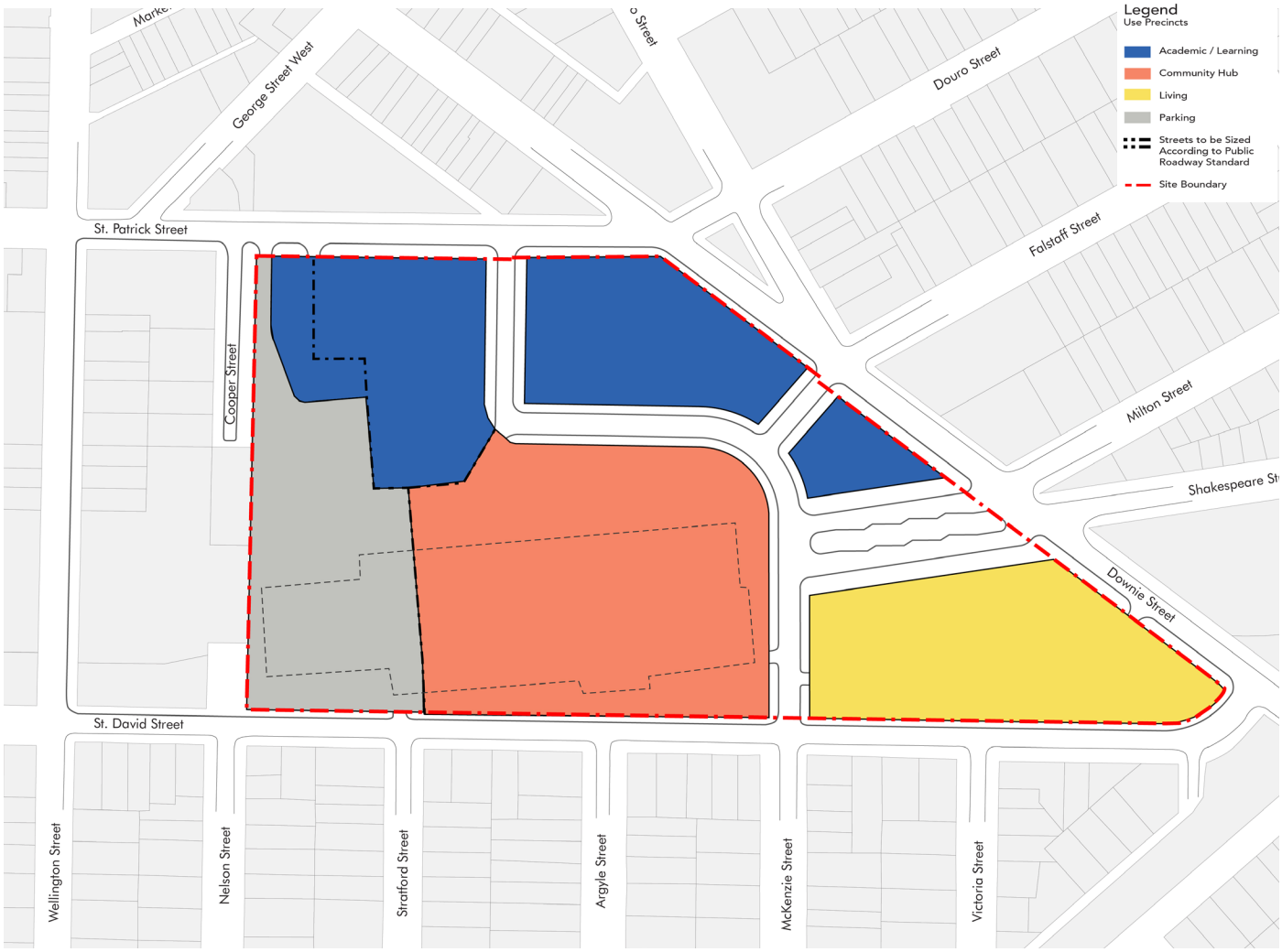


Figure 31 ► Land use and Program Map

Figure 32 ► A render of the potential signature building and rejuvinated Grand Trunk Building

Built Form

The Master Plan anticipates design excellence and sustainability to be achieved in all new buildings, programs, activities and open spaces. New buildings should be positioned on blocks to engage with ground level landscaping and the building design must contribute to and animate the wider public realm. Three distinct use and program clusters have been created under the Master Plan as illustrated in Figure 31 on the previous page, including the Academic and Learning Cluster, Community Hub Cluster and Living Cluster. Anticipated heights of buildings are illustrated on the Building Height Map in Figure 33.

The Grand Trunk Community Hub Cluster

The Grand Trunk Community Hub 'block' is anchored around a revitalized Grand Trunk building, intended to be adaptively reused where possible for community-driven and economic development purposes. The adaptive reuse of this building could be similar to Wychwood Barns, where a portion of the building was required to be demolished, but remaining portions were retained and upgraded. The staging and progress of the adaptive reuse will allow for opportunities for temporary and/or interim uses which do not preclude longer-term economic development initiatives and the overall prosperity of community activities. This building will be able to be better appreciated through the retention of the important vista from the corner of St Patrick / Downie Street to the rejuvenated building.

Other new buildings on this block may include a relocated YMCA and a new building that allows for complementary economic development uses. These complementary uses may potentially include learning, educational, hotel, or seniors/student living. The exact arrangement and location of these buildings on the block will be subject to further design investigation. Despite the final arrangement and location of these buildings, it is important that activation of building edges occurs to all key streets and public spaces.

The existing height of the Grand Trunk building should be retained, while any new signature addition to this building could reach a height of three storeys. It is anticipated that the third building on this block may be three storeys, but additional height could be explored as illustrated in the demonstration plan at Figure 33. Further urban design analysis would be required for any additional height sought and this would be subject to required planning approvals.

Academic and Learning Cluster

Initially, the existing University of Waterloo building could be expanded on the same block, with an immediate addition to this building plus further built form, either in a connected structure or separate building. A contiguous expansion of the University could then occur across the St Patrick and Downie Street frontages, allowing for the University to increase their presence and achieve key requirements such as providing modern learning spaces, a new quadrangle, satisfying car parking demands and allowing for opportunities for living/complementary University uses, programs and activities. The ultimate design and placement of buildings for the University will be driven by their exact requirements and should be developed over time. A generally consistent height of three storeys would be anticipated for the University buildings, except in the block to the north of the Bus Terminal where four storeys could be achieved (refer to Figure 33). Activation should be focused at a minimum to St Patrick Street, Downie Street and new internal streets.

The Living Cluster

Complementary to the expanded university campus and new Community Hub on the site is an opportunity for residential buildings, allowing for the injection of new site users and increasing the sense of ownership for the Grand Trunk site. Residential buildings could include such complimentary uses as student residences or student housing, seniors housing, private residential and affordable rental housing. Residential opportunities in the form of lower rise housing could be explored on the south-eastern block, achieving a built form relationship with the educational development anticipated on the northern side of the bus terminal. Height in this portion of the Block is expected to be a maximum of four storeys, as illustrated on Figure 33. Activation and interaction with the surrounding streets is expected in any future residential buildings.

Figure 33 ► Building Height Map based on the Demonstration Plan

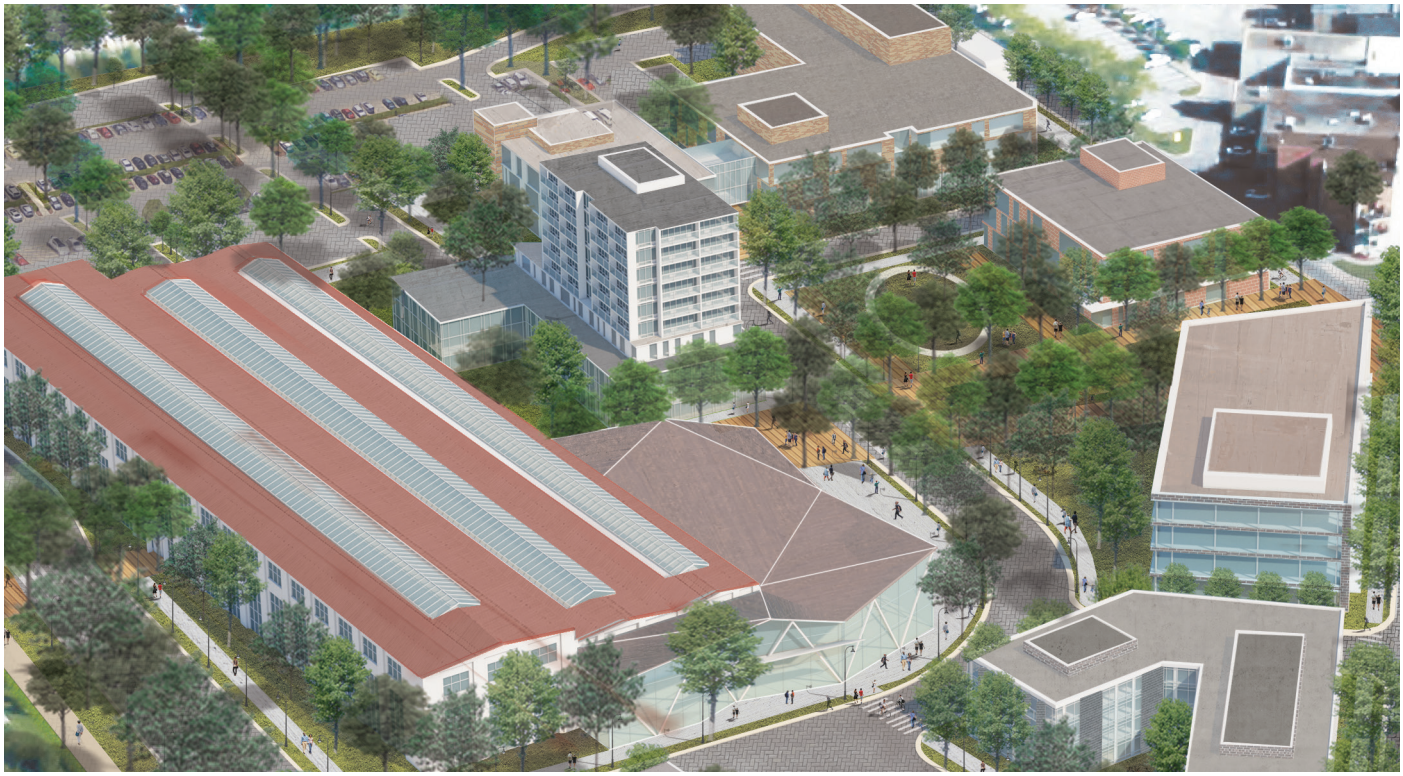


Figure 34 ► Extracts of building scales from the Demonstration Plan

Mobility, Parking and Servicing

Mobility

Improved mobility has been at the forefront of the Master Plan, with an aim to connect users and visitors of the site to Downtown Stratford and the surrounding neighbourhoods. A goal of the Master Plan is to maximize the vehicular, bicycle and pedestrian permeability of the site, as illustrated in the Mobility Plan at Figure 35. This is expected to be achieved both internally, and to the immediately adjoining transit network, through the delivery of key access points at the site edges and through the extension of McKenzie Street (desired), Falstaff and Shakespeare/Milton Streets into the Grand Trunk site. The key access points will be logical and connect new streets and pathways to the existing streets in Stratford, as shown in Figure 35.

Both vehicle and cyclist movements should be accommodated within the new street network. Bus movements through the site are anticipated to be concentrated around the Bus Terminal, and whilst buses may use the wider street network, they should largely be contained within a small portion of the Master Plan.

The showcase movement of integrating the new bus terminal as a key component of the street network will be important to the success of the Master Plan.

This bus terminal will play a pivotal role in the transport connectivity of Stratford. Importantly, potential conflicts between buses, vehicles, bicycles and pedestrians should be avoided through the provision of a pedestrian pathway network internally within the site, allowing for a clear separation of these movements.

Pedestrian movements into, through and from the site will be important and it is recommended that further investigations are carried out to identify safe and attractive pedestrian routes to nearby attractions, such as Market Square to the north and the Via Rail Canada station to the east. Pedestrian paths from the bus terminal should be determined to ensure seamless and safe connectivity between the new terminal and the remainder of Stratford, in particular, at substantial intersections where vehicles and pedestrian conflicts may occur.

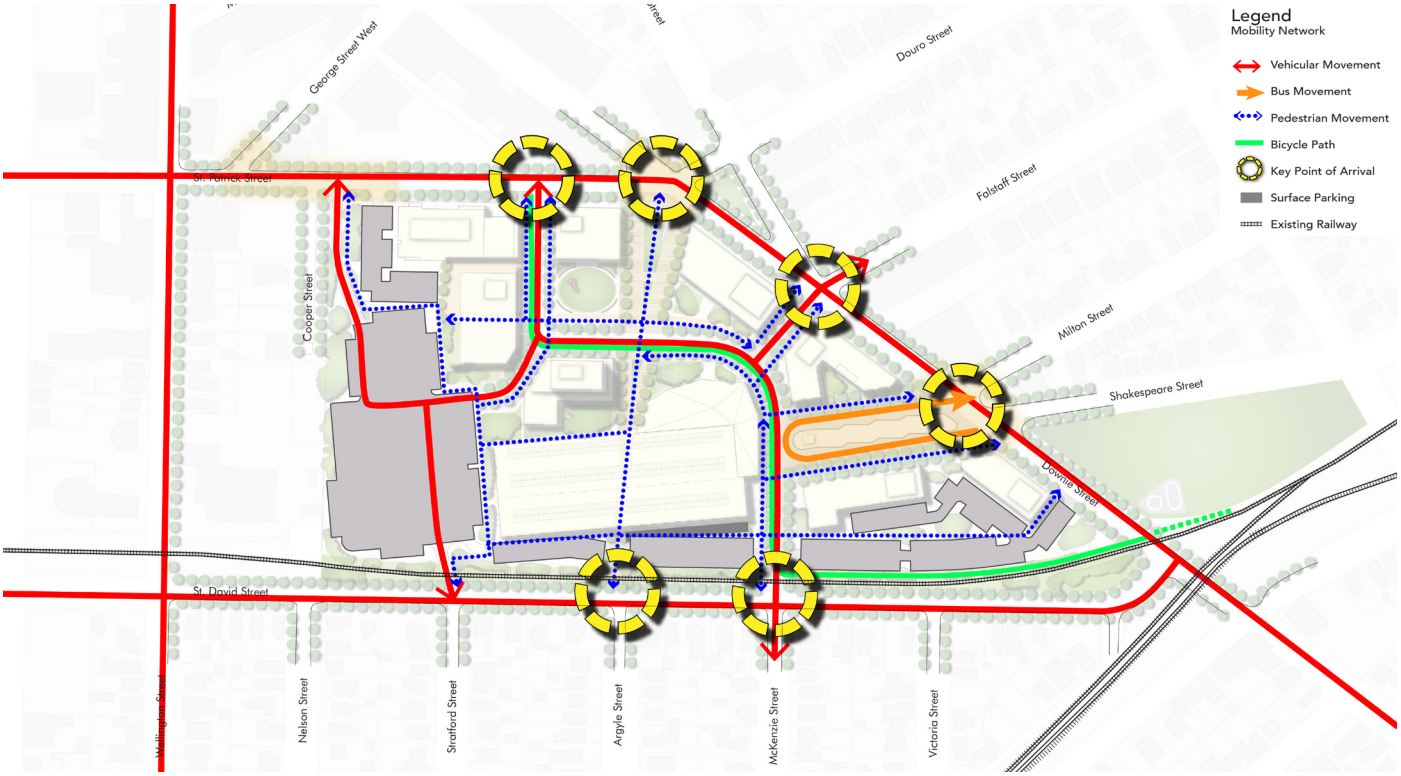


Figure 35 ▶ Mobility Plan based on the anticipated street network

Parking

Car parking within the Grand Trunk site should continue to play a role in servicing Downtown Stratford, as well as accommodating the needs of new users of the site. Parking provision is anticipated to evolve with the ongoing redevelopment of the Master Plan to reflect advancements in technology, such as Autonomous Vehicles, and to directly accommodate shifting demands. Flexibility and an adaptive management strategy should be adopted. It is anticipated that parking spaces could be shared across uses as the Master Plan develops. The basis of this sharing arrangement would be that different times of demand could be accommodated for different uses, maximizing the value of spaces and rationalizing the total number of spaces.

Under the Master Plan, parking is anticipated in the western portion of the site, reflective of constraining environmental conditions where a 'cap-and-cover' remediation strategy is required. Parking should also be situated along the southern boundary, within the 30 metre setback required to the adjoining railway infrastructure. This parking will be visible from surrounding streets, ensuring easy access and use.

The anticipated car parking strategy, illustrated in Figure 36, allows for approximately 850 spaces in the ultimate built-out situation, providing a higher number of spaces than the current 605 available on site. Additional temporary parking opportunities will be available throughout the phased development of the Master Plan.

Figure 36 ▶ Potential car parking strategy

Servicing

Preliminary investigations have identified that the site is currently connected to a number of services. Servicing of the future uses under the Master Plan should therefore be carried out through amplifying / extending existing available infrastructure, or implementing new infrastructure as required. Loading/unloading points for the future uses should not conflict with any traffic movements and should be as close as possible to building entries. Ideally, loading/unloading activities will be undertaken off the street network.

Key Directions

- ***Promote the safety and ease-of-movement to, within and from the site for buses, vehicles, bicycles and pedestrians.***
- ***Design key entry points to maximize safety, accessibility, promote pedestrian movements and to celebrate arrival.***
- ***Introduce and integrate the Bus Terminal as an early animator, enhancing the mobility and transportation options for Stratford.***
- ***Plan for the extension of McKenzie Street, Falstaff and Shakespeare/Milton Streets into the Grand Trunk site to strengthen connectivity to surrounding neighbourhoods. Potential traffic implications should be fully assessed during the planning phase of these extensions, including traffic infiltration impacts to surrounding neighbourhoods.***
- ***Promote shared and phased parking solutions to address on-site needs and contribute to Downtown supply.***
- ***Address environmental conditions of the site through strategic deployment of land use and localized mitigation strategies.***
- ***Advocate for new crossings of the railway line to increase access to the site.***

Sustainability

A benchmark development should be achieved on the site, not only providing exemplary design standards in built form and landscape features, but also in environmental sustainability, aligning with the Provincial Climate Change Strategy. Appropriate targets should be established for new development, such as aiming for a reduced carbon footprint. These targets could be achieved through a number of means, such as the adaptive reuse of the Grand Trunk building, the provision of solar panels, opportunities for electric charging stations and the provision of walking and cycling infrastructure that encourages more sustainable modes of travel.

Environmental stewardship is a core element of the Master Plan, both in terms of resolving past issues due to site uses and looking to the future to establish a new standard for sustainability in Stratford. The long history of the site and its past use for industrial rail purposes has an unfortunate consequence of environmental contamination over parts of the site. With this in mind, a comprehensive remediation strategy should be developed to overcome past contamination and ensure the site is suitable for the range of new uses. Where environmental conditions are most limiting, it could be decided to provide surface parking, allowing for a feasible solution of remediation in the form of 'cap-and-cover'. New developments under the Master Plan should focus on the development of green infrastructure to utilize low impact development (LID) solutions. LID solutions should be considered in the design of all landscaping and built form components of the site

The site, with its significant size and redevelopment opportunities, provides a once in a generation chance to implement new technologies and endeavour to achieve a highly sustainable outcome. Innovative design and sustainable excellence are priorities of the Master Plan and should be further explored in the development of the separate blocks.

Key Directions

- ***Foster sustainable development and environmental stewardship in all new buildings, public realm and infrastructure.***
- ***Resolve the effects of past uses and the resulting current environmental conditions through a detailed environmental strategy.***
- ***Promote design excellence and encourage demonstration and innovation in sustainable redevelopment.***
- ***Establish and monitor targets to address climate change and environmental conditions on the site.***

Figure 37 ▶ Examples of simple and effective sustainable measures (permeable paving: top left, electric recharge station: top right, green roof: bottom)

Phasing

The transformation of the Grand Trunk site is expected to take place in phases and over time. Phasing of the Master Plan is important to ensure that reinvestment is able to occur at a pace consistent with market conditions, the City's objectives, and the needs of various users, including the YMCA and University of Waterloo. The initial phase of the Master Plan, following the development of the bus terminal, is anticipated to deliver the beginnings of the overarching street and block layout and the Community Hub, facilitating the future delivery of separate phases in a discrete and variable manner. Flexibility has been at the forefront of the Master Plan design and various phasing combinations for reinvestment are available despite the strategy outlined below. As such, the phasing diagrams illustrated in Figure 38 are indicative only.

Key principles of the phasing strategy include:

- Allowing for the continuous operation of the YMCA throughout the redevelopment, with operations transitioning from the existing building to the new building with no displacement issues or reduction of services/activities.
- Optimization of the ability for different uses, programs and activities to interact and converge on shared spaces, both within the public domain and future built form.
- Maximizing transitional opportunities such as utilizing future development blocks for temporary uses, including car parking to support the initial phases of development (both for operational and construction activities)

The phasing strategy will include the following elements:

The Community Hub Phase

The Community Hub phase is envisaged to include the introduction of the bus terminal and the intended adaptive reuse of portions of the Grand Trunk building to house the new YMCA and complementary convergence and gathering spaces. Programatically, this may include the new YMCA facilities, recreation, student life space, incubator, meeting and performance space. Together these moves could create the nucleus of the Community Hub. Together this program approximates 100,000 square feet of adaptively reused and new gross floor area, new street connections and parking spaces.

Academic Expansion Phase(s)

Other phases anticipate the expansion of the academic and learning focused blocks with the addition of new academic space, student housing and public spaces such as the Grand Trunk Spine and Grand Trunk Common. These phases will come forward along with funding and partnerships needed to implement these complementary uses.

Development Partner Phase(s)

Several blocks offer an opportunity to partner with private sector developers to deliver a range of uses, programs and activities including student housing, seniors housing, residential, hotel, office, commercial and community amenities such as daycare. Potential sites for this partnership are identified on the Phasing Strategy map but are not limited to these solely. Full build out of the site may also be accompanied by the introduction of a parking structure at the west end of the Master Plan.

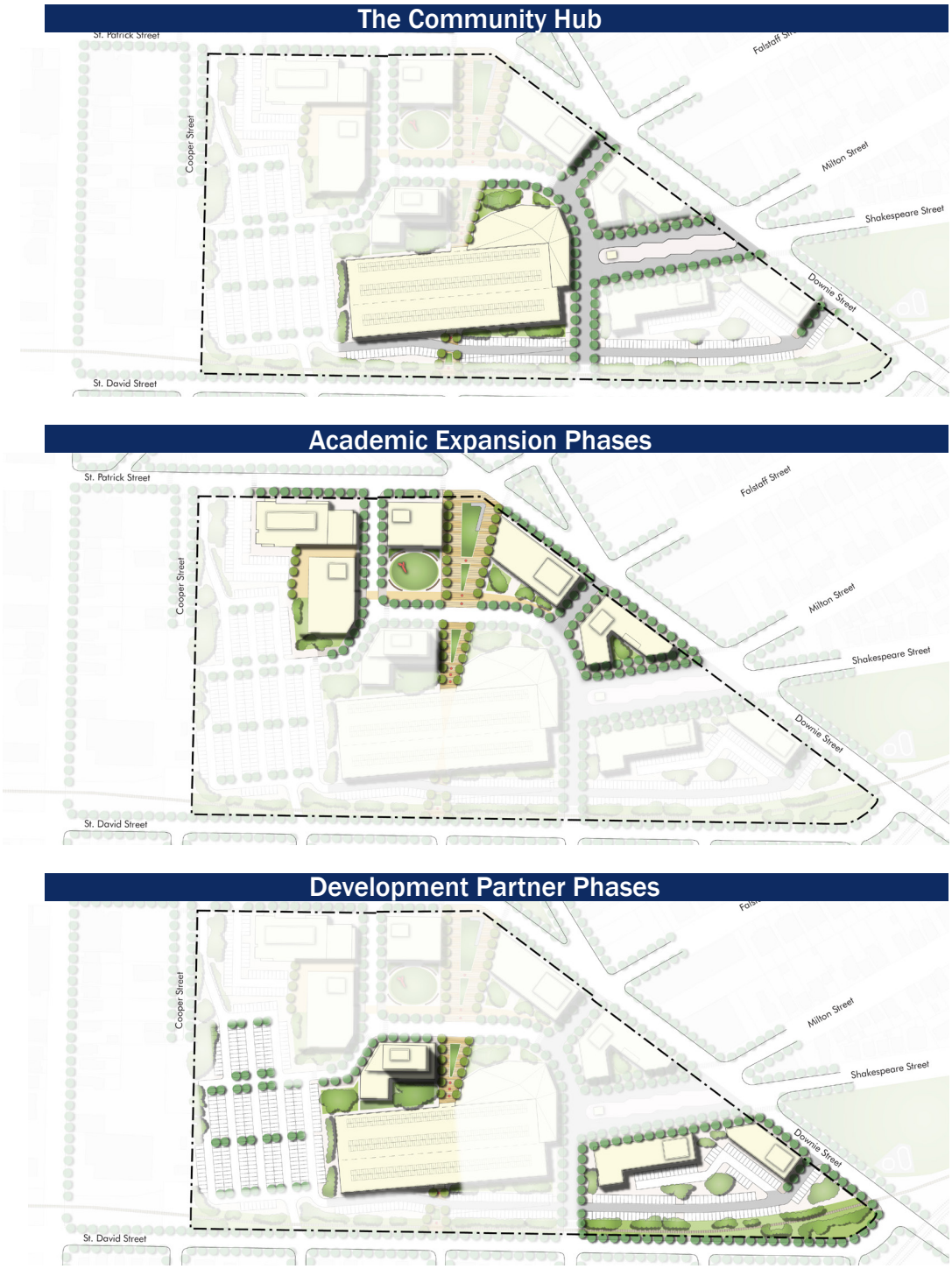


Figure 38 ► Indicative phasing options

06 RECOMMENDATIONS AND NEXT STEPS

The creation of the Grand Trunk Master Plan and Community Hub is a once in a generation opportunity for the community of Stratford. This landmark and historic site will be reborn as the heart of the city, building on the success of the University of Waterloo Stratford Campus and the legacy of the YMCA. The new Community Hub will be a place where residents and visitors of all ages can access services, start businesses, and explore the history of the city.

The City of Stratford is eager to advance the development of the site. In order to realize the vision of the Grand Trunk Master Plan, the following actions are anticipated:

- Formalize the partnerships with the University of Waterloo, the Stratford-Perth YMCA, and others partners, for Phase 1 implementation.
- Explore opportunities for partnerships with other organizations and businesses.
- Advocate to senior levels of government with a view to secure partner funding.
- Implement the Bus Terminal as an early animator of the site.
- Understand the flow through traffic implications of the anticipated street network, in particular to the St David neighbourhood.
- Complete the environmental due diligence process as required.
- Undertake more detailed investigations on the potential for adaptively reusing all or portions of the grand trunk building. If deemed possible and appropriate from further investigations, prepare detailed engineering and building design for the adaptive reuse of the Grand Trunk Building and YMCA facility.
- Implement first phases of site preparation including environmental remediation and Grand Trunk building stabilization.
- Establish targets for sustainable development as relevant to the Climate Change Action Strategy.
- Engage the community in public realm design / conceptual design processes.

Overall, the Master Plan provides a vision and key principles to guide the transformation of the site. If ever enacted in respect of the site, the requirements of OPA 21 would also be satisfied by the Master Plan. A focus on community, learning, living, economic development and prosperity is born through this Master Plan and these values will be key to the ongoing redevelopment of the site.

Figure 39 ► The Grand Trunk Community Hub Concept Bird's Eye Rendering

g

February, 2025

Exploring the Feasibility of a Community Complex as Part of the Grand Trunk Master Plan

Understanding funding and operating models, along with the reasons for advancement.

Prepared by: Peggy Vacalopoulos
VACAL SERVICES LTD.

Table of Contents

Executive Summary

The feasibility study examines the potential for developing a new community space at the Grand Trunk site in Stratford. The report addresses key action two from the Grand Trunk Renewal Project to determine the scope, funding, and design for a shared community recreation facility while considering the community's need for accessible and versatile spaces. Through comprehensive research, stakeholder engagement, and financial analysis, the study seeks to determine the viability of this facility and assist the Council in making an informed decision about its level of involvement in the project.

Key findings indicate that Stratford's current community facilities are insufficient to meet the evolving needs of its diverse population, and robust partnerships are essential for creating inclusive spaces. The proposed community complex will include facilities for sports, cultural activities, education, and social gatherings, along with dedicated areas for youth, seniors, and community service initiatives. These components align with Stratford's vision of empowering the community through services and opportunities that foster care, well-being, resilience, and environmental sustainability.

To complete a conceptual costing exercise, this study primarily focuses on the funding and operating models related to ten leisure spaces in Central and Southern Ontario, Canada. The research found that operating and funding models exist on a spectrum, leading to three categories: Third-Party Facility, Shared Facility, and Municipally Owned and Operated Facility. The municipal investment varies depending on the extent of the City's involvement in design, development, and operations, with greater investment offering increased control over space design, programming, and facility management. Funding sources identified include municipal investment, government grants, and partnerships with local organizations. Cost estimates have been adjusted for inflation using accurate Consumer Price Index calculations, ensuring realistic projections.

The proposed community facility at the Grand Trunk site will cover an area of 70,000 to 110,000 square feet. It will feature a pool, gym, walking track, childcare services, a library, meeting rooms, a café, community and communal spaces, an auditorium, a communal kitchen, a lounge, change rooms, and washrooms. With estimated construction costs at $695 per square foot (excluding environmental remediation expenditures), the projected cost for this project is expected to range from $48.5 million to $76.5 million. Research estimates suggest that building a new community centre with limited municipal involvement (Third-Party Facility) could cost the municipality between $1.83 million and $47.59 million. Operating partnerships that include municipal oversight of community spaces and shared governance (Shared Facility) would raise the estimated costs from $31.88 million to $60.15 million. Lastly, a community complex owned and operated by the municipality would require investments ranging from $35.08 million to $72.29 million

based on the cases analyzed. It is recommended that the City of Stratford adopt a shared model to ensure fairness in governance and equitable access for all citizens.

In addition to addressing community needs, the new facility is anticipated to provide economic and social benefits, such as retaining and attracting talent, enhancing residents' quality of life, creating opportunities for local businesses, supporting sustainable development goals, and fostering opportunities for reconciliation. The historical significance of the Grand Trunk site further enriches the project's potential to become a landmark that symbolizes Stratford's dedication to community development and sustainability.

This study concludes that the proposed community complex is viable and crucial for achieving Stratford's long-term objectives. The proposed next steps include:

1. Refining the Project Scope: Develop detailed options for design, programming, costing, and operational models.
2. Exploring Funding Opportunities: Pursue grants, private donations, and external partnerships to reduce municipal contributions.
3. Engaging Stakeholders: Maintain discussions with the YMCA, SPL, and other potential collaborators to clarify roles and responsibilities.
4. Reporting Back to Council: For final consideration, provide a comprehensive report with refined plans, funding strategies, and anticipated community impacts.

Stakeholders, including the YMCA, Stratford Public Library, Community Services, and various engaged citizen groups, firmly back the project, highlighting the urgent need for this initiative to move forward.

Introduction

The City of Stratford is situated within the traditional territory of the Haudenosaunee, Anishinaabe, and Neutral (Attawandaron) Peoples. Stratford is located in Perth County along the Avon River in Southwestern Ontario. In 2021, the enumerated population of Perth County was 81,565 residents, reflecting a change of 6.2% since 2016. Although the City of Stratford falls within the Perth census division, it operates independently from Perth County. According to the 2021 census, Stratford has a population of 33,232 residents, with an average age of 44.8 years. Males represent 48.3% of the population, while females account for 51.7%. The largest age group in Stratford consists of residents over 65 years old. Additionally, 1.7% of Stratford's residents identify as Indigenous. The largest racialized group is South Asian, comprising approximately 675 individuals, or 2.1% of the population. The second group is Black, with around 585 individuals representing 1.8% of the population. The third group is Latin American, with approximately 315 individuals, accounting for 1.0% of the total population.

The primary economic drivers for the community are tourism and manufacturing. According to an estimate by the Conference Board of Canada, tourism generates $140 million in economic activity, contributes $65 million in tax revenue, and supports 3,000 direct and indirect jobs. Manufacturing and healthcare are the two largest employers at the industry level, accounting for 15% of the region’s jobs in 2021. It is also important to note that Stratford has a robust agricultural sector and auto parts manufacturing. More recently, Stratford has emerged as a digital hub, highlighted by the Royal Bank of Canada opening a data centre and establishing the University of Waterloo’s Stratford School of Interaction, Design, and Business.

The historic Grand Trunk Railway and Canadian National Railway (CNR) Shops were located on Downie Street in Stratford, Ontario. Spanning 18 acres and housing a 185,000-square-foot facility, the building was established in the mid-1850s and prospered for many years. By the 1940s, Stratford's locomotive repair shop employed nearly 40% of the city's workforce, earning the distinction of being the largest repair operation in the CNR network. However, as Canadian National transitioned to diesel-powered machinery, the Stratford CNR facility experienced a significant downturn in business, ultimately leading to its closure. The site remained vacant for several years and serves as municipal parking. It is also the largest undeveloped site within downtown Stratford. Recently, the site has been revitalized with the opening of the University of Waterloo’s Stratford School, the first building of a planned University of Waterloo Stratford School Campus. The Grand Trunk site aims to renew its place in, and as the heart of, Stratford and become a gathering place for residents and visitors alike through the Grand Trunk Master Plan.

The YMCA and Stratford Public Library (SPL) have outgrown their facilities. In the spring of 2022, Lemay was engaged by the SPL to conduct a space needs assessment of their current library and to determine their future space requirements and needs for a venue designed to continue and enhance the excellent work and public service that the library provides to both the Stratford community and the larger Perth County region. The general findings were shared as part of a 2023 presentation to the Council regarding the library's 2023-2026 Strategic Plan - click here to view the full report.

To address the needs of the YMCA, SPL, other interested citizens, and the City of Stratford, the proposed community complex should include various amenities such as a pool, gym, walking track, childcare facilities, library, meeting rooms, café, community areas, shared spaces, auditorium, communal kitchen, lounge, change rooms, and washrooms. The anticipated size is between 70,000 and 110,000 square feet. Although the YMCA currently has a memorandum of understanding (MOU) with the municipality, it remains uncertain whether the library will be part of this project at this time.

The proposed square footage is designed to incorporate community spaces that meet the diverse needs of Stratford's population. This includes a community theatre space, areas for older adults and youth to gather and engage in shared programming, and spaces for community service initiatives. Thanks to their close collaboration with various community groups, the YMCA, SPL, and Community Services thoroughly understand these space requirements. The analysis section of this report provides a detailed examination of these specific needs.

The purpose of this research is to provide the Ad Hoc Grand Trunk Renewal Committee and the Stratford City Council with a comprehensive understanding of the varying levels of municipal investment needed to develop a new community complex at the Grand Trunk site. The study identifies three operating models, each corresponding to different investment levels based on the extent of influence the municipality wishes to exert over space programming and design. These models include third-party, shared, and municipally owned and operated facilities. To assist the Council in making an informed decision, data was collected from ten cases of old and new community centres built in Ontario, representing a range of partnership options and population demographics.

The remainder of this report presents the findings and analyzes the research study results. It begins by explaining the methodology and methods used to collect the data. Next, seven of the ten cases are detailed, along with financial reporting for all ten cases. We discuss third-party facilities, followed by shared facilities, and conclude with municipally owned and operated facilities. The report also includes a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis prepared by potential key partners of the proposed community complex (YMCA of Three Rivers, the City of Stratford, and the Stratford Public

Library). I then assess these results to pinpoint best practices for operations and funding, articulate the rationale behind the project's essential significance for the future, and wrap up with considerations for the Council moving forward.

The Case Studies

A case study methodology was developed to determine the various funding and operating models associated with ten community leisure spaces in Ontario, Canada. Information was gathered through municipal records and federal and provincial announcements, alongside a thorough search of online third-party resources. It is worth noting that, where applicable and when information was available, municipal investment is broken down further in the case descriptions since not all municipal investment is cash in hand; it often includes in-kind support, such as the contribution of land. Inflation rates were calculated by adjusting the total facility cost based on the year it was constructed. This adjustment was made by multiplying the original building cost by Statistics Canada's September 2024 CPI (161.1) divided by the CPI for the year the facility was built.

At the same time, two working sessions were held with key stakeholders from the YMCA of Three Rivers, the Stratford Public Library, and municipal representatives from the City of Stratford. Additionally, the YMCA's and the municipalities' executives were interviewed to better understand each centre's funding and operating models. During the second working session, the participants completed a SWOT exercise to assess the feasibility of a shared community complex.

The research revealed that both operating and funding models exist on a spectrum. No one-size-fits-all solution or magic formula can determine what works best for each community. As a result, three categories emerged: third-party facilities, shared facilities, and municipally owned and operated facilities. Several cases were examined to validate the research while illustrating the types of partnerships, funding, and operating models. Variables related to financing and operational models depended on several factors, including population size, demographics, the level of municipal involvement, addressing the needs of the community, the municipality, and partners, as well as other market factors such as the political climate, the availability of grants, and pre-and post-COVID developments, to name a few.

This study addresses one of four critical actions in the Grand Trunk Renewal Project: identifying a shared community recreation facility's scope, funding, and design. In the future, additional interviews and focus groups may be conducted with the Ad Hoc Committee members and other stakeholders to evaluate space programming and design

needs as the municipality determines its level of involvement in this project. More research is also required on how the environmental remediation of the land will impact the overall cost of a new facility and how costs may change if the original Grand Trunk building is incorporated into the new space design. Best practices for community spaces across Canada and globally should also be considered. The researcher recommends that further research be conducted in these areas.

The case study section comprehensively analyzes ten cases, highlighting financial data, community demographics, funding and operating models, notable amenities, accessibility, and greening initiatives for each facility. The third-party facilities discussed include the YMCA Community Life Centre in Belleville (2027), the YMCA of Simcoe/Muskoka in Barrie (2027), the John M. Harper Library and Stork Family YMCA in Waterloo (2011), and the Stoney Creek Community Centre, YMCA and Library in London (2010). In these instances, the YMCA and Library (where applicable) oversee all operations with minimal municipal influence. The second category consists of shared facilities where the YMCA, Library, and municipal spaces work together on operations. This group includes the David Braley Vaughan Metropolitan Centre of Community (2022), the StarTech.com Community Centre, YMCA, and Library in London (2018), and the Quinte West YMCA (2009). The final category comprises municipally owned and operated facilities, which are the Kitchener Schlegel Park (2026), the Guelph Southend Community Centre (2026), and the Muskoka Lumber Community Centre and Library in Bracebridge (2024). Each explored case offers valuable insights into funding and operating opportunities, presenting a realistic depiction of costs and municipal expectations essential for making these projects viable and achievable.

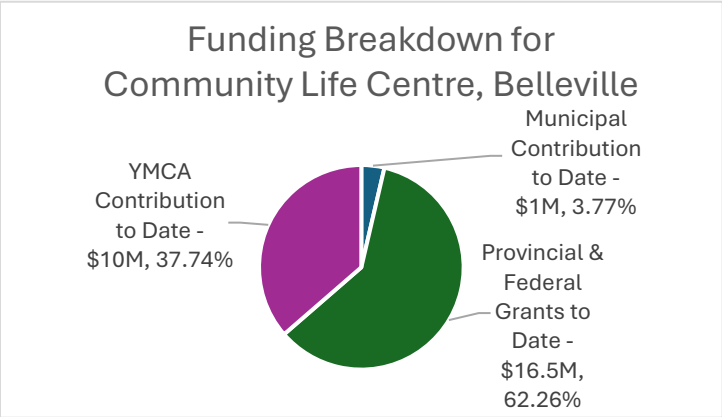
Third-Party Facilities

Limited municipal influence in operation, space programming, and design.

Funding Variables	YMCA Community Life Centre, Belleville (2027)	Barrie YMCA, Simcoe/Muskoka (2027)	Harper Library & Stork Family YMCA, Waterloo (2011)	Stoney Creek Community Centre, YMCA & Library, London (2010)
Total Cost	**$ 26,494,000**	**$ 67,000,000**	**$ 22,300,000**	**$ 29,783,000**
Accounting for Inflation			**$ 29,882,000**	**$ 41,100,540**
Total Municipal Contribution	**$ 1,000,000**	**$ 5,000,000**	**$ 9,500,000**	**$ 18,533,000**
Municipal Contribution as a %	**3.77%**	**7.46%**	**42.60%**	**62.23%**
Grants Contribution as a %	**62.26%**	**44.63%**	**18.39%**	**0.00%**
YMCA Contribution as a %	**37.74%**	**6.72%**	**36.77%**	**28.54%**
Library Contribution as a %	**0.00%**	**0.00%**	**2.38%**	**9.23%**
Other Contribution as a %	**0.00%**	**0.00%**	**0.00%**	**0.00%**
Square Footage	**60,000**	**77,000**	**66,000**	**82,250**
Cost per square foot (inclusive)	**$ 441.57**	**$ 870.13**	**$ 452.76**	**$ 499.70**
Provincial Grants	$ 7,497,000	$ 29,900,900		
Federal Grants	$ 8,997,000		$ 4,100,000	
Library			$ 530,000	$ 2,750,000
YMCA	$ 10,000,000	$ 4,500,000	$ 8,200,000	$ 8,500,000
Other				
Total Cost	$ 26,494,000	$ 67,000,000	$ 22,330,000	$ 29,783,000

* The Barrie YMCA has not yet secured all the necessary funds to complete the project.

YMCA Community Life Centre, Belleville (2027)



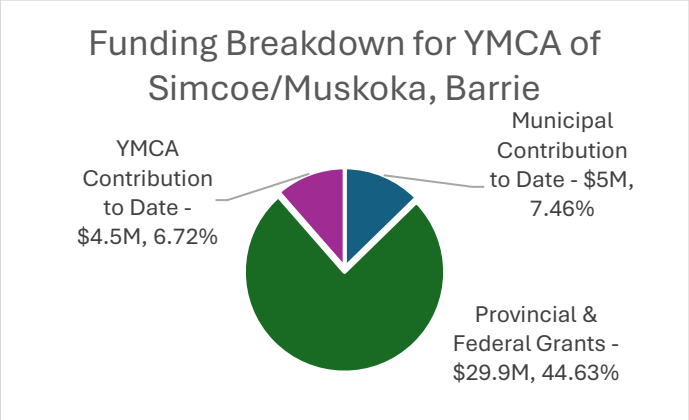
The **City of Belleville** is situated on the traditional territory of the Huron-Wendat, the Anishinaabe, and the Haudenosaunee Peoples. Belleville is a city in Central Ontario, Canada, on the eastern end of Lake Ontario, located at the mouth of the Moira River and on the Bay of Quinte. According to the 2021 Canadian census, its population was 55,071 (Census Metropolitan Area population 111,184), with an average age of 44.5. Males comprise 48.4% of the population, while females comprise 51.6%. Locals over 65 represent the largest age group in Belleville (13,030 people), followed by those aged 55 to 64 (8,385 people). Belleville's population is mostly of European descent. The racial makeup of Belleville as of 2021 was 85.1% European descent, 5.6% Indigenous, and 9.3% visible minorities. The largest visible minority groups, as identified in the 2021 census, are South Asian at 3.9%, Black at 1.3%, Filipino at 0.9%, and Chinese at 0.8%.

The YMCA Community Life Centre in Belleville was proposed in 2021 and aims for completion by 2027. The planned facility will span **60,000 square feet** and is expected to cost approximately **$26.5 million**, equating to **$441.57 per square foot**. Notable features include two pools, a gymnasium, an exercise studio, a conditioning centre focused on youth and senior programming, and locker rooms with universal and family-changing areas. Additionally, the facility will host social and educational community programs and meeting spaces, including areas designed for individuals with physical and mental disabilities. There will be no municipal influence over space programming and design.

The Government of Canada is investing over $8.9 million in this project through the Community, Culture, and Recreation Infrastructure Stream of the Investing in Canada plan. The Government of Ontario is providing more than $7.4 million, while the YMCA of Central East Ontario is contributing over $5.9 million. The YMCA's sale of its existing building and property for $1.5 million will enhance the tax base revenue for the city when new homes are constructed on the land. The $1 million municipal contribution is not cash in hand; it represents the estimated value of the land the municipality will donate for the new facility and the savings on development fees. It is estimated that constructing the YMCA Community Life Centre will directly and indirectly generate $30 million in economic activity and create 200 full-time jobs during the project's duration.

It is worth noting that this project took 20 years to develop and was supported by both the MP and MPP at its inception. Additionally, much of the funding for this project comes from a series of successful federal and provincial grant applications, primarily attributed to hiring a third party who was experienced in writing grants and knowledgeable about the YMCA's ethos.

YMCA of Simcoe/Muskoka, Barrie (2027)



The **City of Barrie** is situated on the traditional territory of the Anishinaabe Peoples, which include the Odawa, Ojibwe, and Pottawatomi Nations, collectively known as the Three Fires Confederacy. Before the mid-17th century, the Wendat Nation (Huron) occupied these lands. Barrie is a city in Central Ontario, Canada, about 90 kilometres north of Toronto. It is located within Simcoe County and along the shores of Kempenfelt Bay. Although Barrie is part of Simcoe County, it is an upper-tier municipality. Barrie is part of the extended urban area in Southern Ontario known as the Greater Golden Horseshoe. As of the 2021 census, Barrie's population was 147,829, while the census metropolitan area had a population of 212,667 residents. The average age in Barrie is 37.2, which falls below the national average. Over 87% of Barrie residents are of European descent, 7.6% are minorities, and 3.7% of the population identifies as Indigenous. The largest visible minority groups identified in the 2021 census are South Asian at 4.4%, Black at 3.9%, and Latin American at 2.0%.

The YMCA of Simcoe/Muskoka Regional Hub was proposed in 2019 and is set to be completed by 2027. The facility will span **77,000 square feet** and cost approximately **$67 million**, equating to **$870 per square foot**. It will replace the now-demolished Grove Street facility, which was sold in 2020 and is being developed into residential units. The Grove Street building sale proceeds will be allocated to the new centre. The new YMCA will also feature licensed childcare, youth, and newcomer services, an accessible indoor playground, community meeting spaces, an intergenerational hub, a community kitchen, and a health/fitness and aquatics centre. It has been designed to meet the needs of Barrie for the next 100 years and will host cardiac and cancer rehabilitation programs while also providing 12 units for unhoused youth.

The projected budget for this new facility in 2019 was $36.5 million; however, due to rising construction costs and unforeseen expenses, that total has now exceeded $60 million. The $5 million municipal contribution will be paid in installments that align with the ongoing

construction progress: $500,000 in 2024, $1.5 million in 2025, and $3 million in 2027. Simcoe County will provide an additional $5 million in funding to address the urgent needs of the community's unhoused youth population, which significantly drives support for the project. Furthermore, the YMCA has secured nearly $30 million in funding from the province under stream two of the Community Sport and Recreation Infrastructure Fund, a grant that expires in 2027. The project has yet to secure all the funds necessary for its completion. However, due to the urgent need for youth housing, support for the project from all levels of government, and contributions yet to be received from operating partners, the project will ultimately be realized.

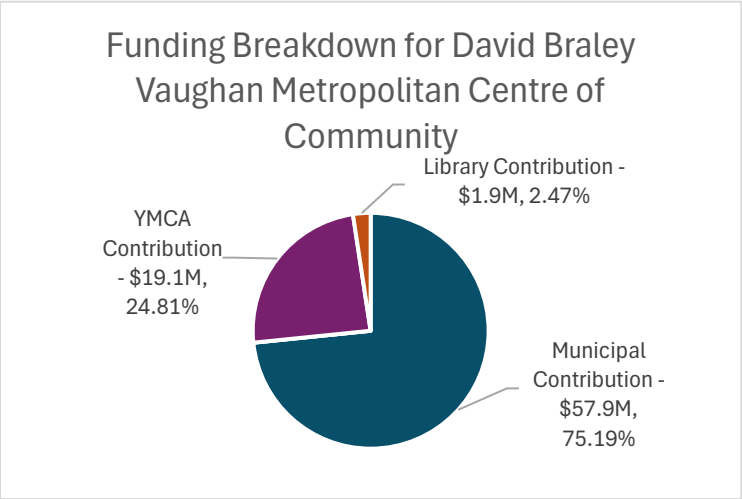
It is worth noting that the YMCA has signed a 50-year land lease with the City of Barrie for $2 per year, with the opportunity for renewal; the land was not gifted in this instance. Regarding operations, the YMCA will be responsible for all activities, including the community kitchen and playground. In contrast, the Cardiovascular and Cancer rehabilitation centres will partner with the Royal Victoria Regional Health Centre and the Simcoe Muskoka Regional Cancer Centre. At the same time, the YMCA will manage all other spaces.

Shared Facilities

Mixed operational accountability

Funding Variables	The David Braley Vaughan Metropolitan Centre of Community	StarTech.com YMCA & Library, London (2018)	Quinte West YMCA (2009)
Total Cost	**$ 77,000,000**	**$ 54,439,000**	**$ 12,800,000**
Accounting for Inflation	**$ 83,930,000**	**$ 65,871,190**	**$ 18,048,000**
Total Municipal Contribution	**$ 57,900,000**	**$ 42,859,000**	**$ 8,400,000**
Municipal Contribution as a %	**75.19%**	**78.73%**	**65.63%**
Grants Contribution as a %	**0.00%**	**0.00%**	**31.25%**
YMCA Contribution as a %	**24.81%**	**16.90%**	**3.13%**
Library Contribution as a %	**2.47%**	**8.37%**	**0.00%**
Other Contribution as a %	**0.00%**	**4.37%**	**0.00%**
Square Footage	**109,000**	**170,000**	**50,000**
Cost per square foot (inclusive)	**$ 770.00**	**$ 387.48**	**$ 360.96**
Provincial Grants			$ 4,000,000
Federal Grants			
Library	$ 1,900,000	$ 4,556,000	
YMCA	$ 19,100,000	$ 9,200,000	$ 400,000
Other		$ 2,380,000	
Total Cost	$ 77,000,000	$ 54,439,000	$ 12,800,000

The David Braley Vaughan Metropolitan Centre of Community (2022)



The **City of Vaughan** is situated on the traditional territory and Treaty 13 lands of the Mississaugas of the Credit First Nation. The City of Vaughan also recognizes the traditional territory of the Huron-Wendat and the Haudenosaunee Peoples. The City of Vaughan is the fifth-largest city in the Greater Toronto Area and the 17th-largest city in Canada. Caledon and Brampton bound Vaughan to the west, King/Richmond Hill to the north, Markham/Richmond Hill to the east, and Toronto to the south. Vaughan was the fastest-growing municipality in Canada between 1996 and 2006, with its population increasing by 80.2% during this period and nearly doubling since 1991. Vaughan has 323,105 residents, with an average age of 40.9 years. Males comprise 48.8% of the population, while females represent 51.2%. Locals under 14 constitute the largest age group in Vaughan (53,290 people), followed by those over 65 (52,690 people). Indigenous people account for 0.2% of Vaughan's total population. The largest visible minority groups identified in the 2021 census are South Asian at 11.2%, Chinese at 8.3%, and West Asian at 4.0%. The most commonly reported ethnic or cultural origin was Italian, Chinese, and Jewish.

In 2016, the municipality approved the YMCA Centre of Community and Library mixed-use project. This approval specified that the City of Vaughan would contribute up to two-thirds of the YMCA's construction and project-related costs and 100% of the municipal library and leisure spaces. The project is financed through Infrastructure Ontario, with the YMCA of Greater Toronto as the borrower and the City of Vaughan as the guarantor. In June 2022, a generous donation of $5 million from The David Braley Charitable Foundation enabled the completion of the project.

The **109,000-square-foot** project cost **$77 million**, or approximately **$84 million** when accounting for inflation, equating to **$770 per square foot**, and was completed in 2022. The YMCA occupies 75% of the space, while the library and municipal areas account for the remaining 25%. Smart Centres donated the land as part of a deal with the municipality for the building project. The YMCA, library, and municipality each operate distinct spaces within the facility. The only exception is the communal lobby, which serves as a heating and cooling relief station for the unhoused population. The YMCA is a landlord for the library

and municipal areas, meaning they maintain and manage the building and its operations. Although the library and municipality do not contribute to the rent, they share expenses.

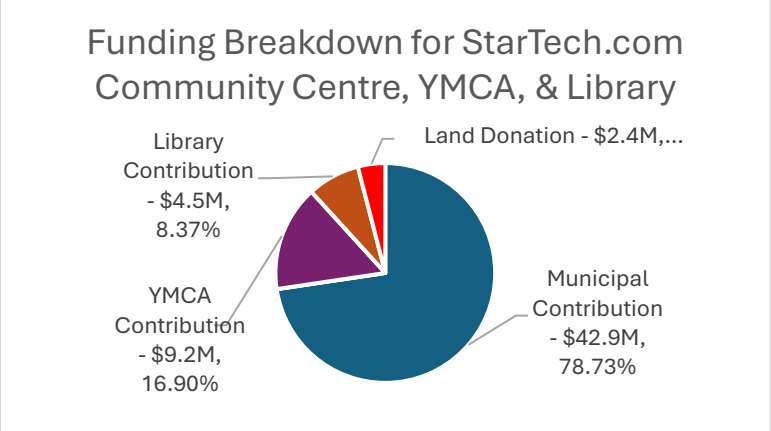
The municipally operated Vaughan Studios and Event Space is a 19,000-square-foot venue featuring a rooftop terrace. Its design embodies the contemporary urban lifestyle of the area and integrates cutting-edge, state-of-the-art amenities for the community, including:

- A 3,350 square-foot studio with a sky fold partition and gallery that exit to the rooftop terrace
- Two multi-purpose dance studios (825 square feet and 1,190 square feet)
- A 592-square-foot professional music-recording studio
- A 1,450-square-foot gourmet teaching kitchen

The municipally operated space provides programming for the community, including youth summer camps that use the dance studio and gourmet kitchen areas. Additionally, community members can rent the space for private events, and the rooftop terrace is a significant attraction, with many upscale events hosted there.

It is worth noting that the centre is situated in a densely populated urban area of Vaughan, providing direct access to the Jane and Finch subway line. Pro forma reports indicated that substantial development in the region would lead to increased traffic for the YMCA. However, the limited parking availability, partnerships with new condominium developments, and the area's heightened vulnerability (implying a greater need for security) have resulted in the YMCA underperforming compared to forecasts. This situation is closely related to new condominium developments that offer gym facilities for their residents, the transient nature of individuals occupying these residences—many of which are owned by overseas investors—and the absence of onsite parking. Moreover, tensions can arise over the use of common spaces when high-end banquet rentals intersect with the unhoused population accessing the same facility.

StarTech.com Community Centre, YMCA, and Library, London (2018)



The **City of London** is situated on the traditional territory of the Anishinaabe, Haudenosaunee, Lūnaapéewak, and Attawandaron Peoples. London is located in Southwestern Ontario along the Quebec City-Windsor Corridor at the confluence of the Thames River and the North Thames River. According to the 2021 Canadian census, London had a population of 422,324, with a median age of 38.8. Residents aged 20 to 34 represent the largest age group in London, numbering 94,420, followed by those over 65, who total 75,070. Nearly 27% of London's total population identifies as belonging to a minority group, with South Asian, Arab, and Black individuals comprising the majority of this demographic. Indigenous people account for 2.6% of London's population. London is one of the fastest-growing cities in Ontario and is recognized as a regional centre for healthcare and education.

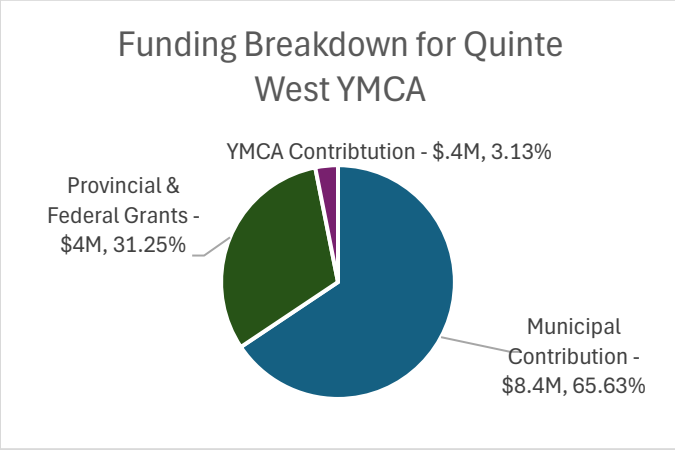
The **170,000-square-foot** project cost **$54.5 million** or approximately **$66 million** when accounting for inflation, equating to about **$400 per square foot**, and was completed in 2018. The building's cost was shared among the municipality, the YMCA, and the library. Its construction represented the most significant municipal investment in the City of London. This project was made possible by a generous donation of land from Ali Soufan of York Developments, and the YMCA contributed an additional $1.2 million in furniture and equipment. The municipal investment for this project is detailed as follows:

Funding Sources	**Amount**
Tax Support	$26,597,000
Development Charges	$11,706,000
Library Contribution	$4,556,000
Subtotal Municipal	**$42,859,000**
Donation of Land	$2,380,000
YMCA Contribution	$9,200,000
Total	**$54,439,000**

The two-storey StarTech.com Community Centre, YMCA, and library is a shared community complex among the YMCA, the City of London, and London Public Library (LPL). The YMCA houses an athletic centre, aerobics rooms, a youth centre, a gymnasium, an aquatics centre with a teaching pool, childcare services, a 25-metre lap pool, change rooms, and a community space. The City of London facility features twin ice pads, multi-purpose rooms, change rooms, and an indoor running track. Additionally, a section of the building includes a library branch. The YMCA, library, and municipality each oversee the ongoing operations of their individual spaces. This innovative funding and partnership model allows the complex to meet diverse community needs while sharing the financial responsibility among the stakeholders.

It is worth noting that the building has undergone three name changes since its inception. The final name change occurred in 2020 to aid financial recovery following the COVID-19 pandemic's impact on community leisure spaces. A $1.5-million sponsorship agreement with StarTech.com will secure the facility's name for the next 15 years. Regarding the ownership and operations of the building, the YMCA holds a 50-year lease with the City of London. Unlike Stoney Creek, the municipality owns the facility and will continue to do so under existing agreements, primarily due to the arena's infrastructure. The new community space was established based on the success of the Stoney Creek Community Centre, YMCA, and Library.

Quinte West YMCA (2009)



The **City of Quinte West** is situated on the traditional territory of the Anishinaabe, Huron-Wendat, Haudenosaunee (Iroquois), and the Mohawks of the Bay of Quinte First Nation. The City of Quinte West is located in Southern Ontario on the western end shores of the Bay of Quinte on Lake Ontario. With tranquil waterways perfect for fishing, boating, or simply unwinding by the shore, Quinte West boasts a stunning natural landscape. Paired with a dynamic and forward-thinking community, it is an ideal place to call home and build a career. According to 2021 census information, Quinte West, ON, has a population of 46,560 residents, with an average age of 44. Males comprise 49.8% of the population, while females account for 50.2%. Locals aged 65 and older represent the largest age group in Quinte West, with 10,345 individuals, followed by those aged 55 to 64, numbering 7,875. Indigenous people make up 5% of the population. The largest visible

minority groups identified in the 2021 census are Black at 1.5%, South Asian at 0.9%, and Chinese at 0.6%.

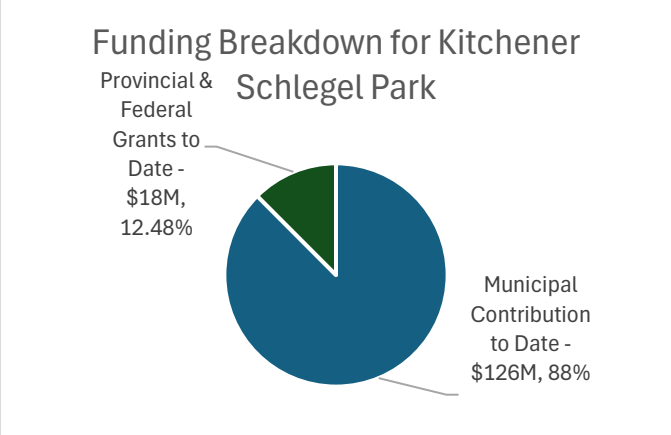
The **50,000-square-foot** project cost nearly **$13 million** in 2009, or approximately **$18 million** when adjusted for inflation, equating to roughly **$360 per square foot**. To fund the project, the province invested over $4 million in constructing the Quinte West YMCA, creating 32 construction jobs and resulting in 12 full-time and 86 part-time positions upon completion. Additionally, this project received backing through the Investing in Ontario Act. It was part of the Open Ontario Plan, reflecting the province's commitment to fostering active, healthy communities and sustaining economic stability. After raising $5.8 million through internal and provincial contributions, the City of Quinte West secured $6.6 million in affordable financing from Infrastructure Ontario to cover a portion of their contribution and to complete the project. Construction began in November 2007 and was finished by May 2009. Notable amenities include a 25-meter pool, two zero-entry pools, a therapeutic pool, a full-size gymnasium, walking tracks, a fitness room, community rooms, and childcare facilities. Also housed inside the centre is the Quinte West Sports Hall of Fame, which honours athletes, builders, and teams from the Quinte West community.

It is worth noting that, in this arrangement, the municipality covers all capital needs while the YMCA operates the facility and retains net revenues. The municipality constructed the facility, and the YMCA covered all interior expenses. The YMCA pays the municipality $30,000 in annual rent, although depending on the current financial climate, it may receive some relief on these payments.

Municipally Owned and Operated Facilities

Funding Variables	Kitchener Schlegel Park (2026)	Guelph Southend Community Centre (2026)	Muskoka Lumber Community Centre (2024)
Total Cost	**$ 143,820,000**	**$ 115,500,000**	**$ 78,000,000**
Total Municipal Contribution	**$ 125,869,416**	**$ 109,200,000**	**$ 56,500,000**
Municipal Contribution as a %	**88%**	**94.55%**	**72.44%**
Grants Contribution as a %	**12.48%**	**0.00%**	**22.44%**
YMCA Contribution as a %	**0.00%**	**0.00%**	**0.00%**
Library Contribution as a %	**0.00%**	**0.00%**	**0.00%**
Other Contribution as a %	**0.00%**	**5.45%**	**5.13%**
Square Footage	**211,500**	**160,000**	**113,640**
Cost per square foot (inclusive)	**$ 680.00**	**$ 721.88**	**$ 686.38**
Provincial Grants	$ 8,100,000		$ 17,000,000
Federal Grants	$ 9,850,584		$ 500,000
Library			
YMCA			
Other		$ 6,300,000	$ 4,000,000
Total Cost	$ 143,820,000	$ 115,500,000	$ 78,000,000

Kitchener Schlegel Park (2026)



The City of Kitchener is situated on the traditional territory of the Anishinaabe, Haudenosaunee, and Neutral Peoples. Kitchener is located along the Grand River watershed and is one of the three cities that form the Region of Waterloo in Ontario. There are 256,890 residents in Kitchener, with an average age of 39.0. Males comprise 49.7% of the population, while females account for 50.3%. Locals under 14 comprise the largest age group in Kitchener (44,905 people), followed by those aged 25 to 34 (43,345 people). Indigenous people represent 1.9% of the total population, while visible minorities include South Asian at 9.9%, Black at 6.9%, and Latin American at 3.1%. According to the 2021 census, the total population of the Region of Waterloo (Kitchener, Waterloo, and Cambridge) was 575,847, making it one of the fastest-growing regions in Ontario.

The proposed **211,500-square-foot** facility will cost nearly **$144 million**, which equates to **$680 per square foot**. It is scheduled for completion in 2026. The federal government has invested $9.7 million into the project, while Ontario has contributed over $8 million. The remaining $126.2 million was financed through development charges collected by the municipality and by incurring debt. In a recent news release, the Schlegel Park project was identified as one of the main capital projects for the City of Kitchener. It will be partly responsible for the 3.9% increase in property taxes for Kitchener residents in 2025. A detailed breakdown of the funding for this centre is as follows:

Funding Sources	**Amount**
Federal Government Grant (ICIP)	$17,950,584
2021-2023 Approved Budget (DC Funded)	$3,550,717
Draw down the existing DC reserve fund balance	$36,708,699
Debt issued in 2025	$37,695,000
Debt issued in 2026	$47,915,000
Total	**$143,820,000**

The City of Kitchener will be exclusively accountable for the operations and management of the new facility.

The new community complex will be Kitchener's first net-zero carbon building, designed as one of Canada's most sustainable community facilities. In addition to operating at a very high level of energy efficiency through a geothermal heating and cooling system, it will also house Kitchener's most extensive array of solar panels. These panels will reduce carbon emissions by 22 tonnes annually and save the municipality nearly $100,000 in utility costs yearly.

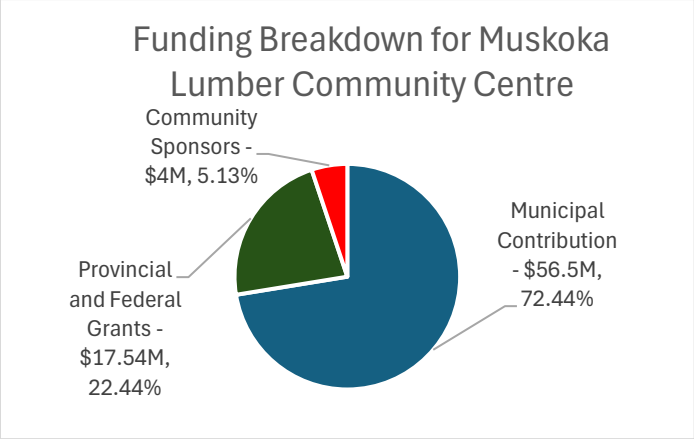
Intentionally created to promote a wider variety of sports and physical activities within the community, the new community space will feature:

- A FIFA-sized indoor turf fieldhouse that can be divided into four fields to allow more residents to use the turf simultaneously for sports such as soccer, cricket, and lacrosse
- The aquatics centre includes a community leisure pool and a separate lane pool with several viewing galleries
- A second-floor walking track around the perimeter of the turf field
- An indoor cricket batting cage to support year-round growth and development in this rapidly growing sport within the community
- A multi-purpose space with top-notch athlete amenities, including a sizeable dividable room for community events, family parties, or other rentals

The new facility has been designed with extensive landscaping and various outdoor amenities, which will help it blend seamlessly with the existing outdoor elements of RBJ Schlegel Park. The park features two outdoor soccer fields, a multi-purpose turf sports field, a cricket pitch, four outdoor courts, a splash pad, and additional play areas. The new complex is expected to accommodate 380,000 users in its first year of operations.

It is worth noting that the City of Kitchener adopted an Integrated Project Delivery (IPD) approach to designing and constructing the Kitchener indoor community complex. This approach enhances cost certainty and streamlines efficiencies during the design and construction phases by ensuring that key stakeholders responsible for the project's design, fabrication, and construction aspects are aligned under a single legal agreement. This model provides greater cost certainty and facilitates the quicker completion of projects compared to traditional project delivery methods.

Muskoka Lumber Community Centre, Bracebridge (2024)



The Town of Bracebridge is situated on the traditional territory of the Anishinaabe – specifically the Ojibway, the Chippewa, and the Algonquin Peoples. Bracebridge is located in the Heart of Muskoka, the epitome of Canada's Cottage Country. There are 17,305 residents in Bracebridge, with an average age of 47.5. Males comprise 48.2% of the population, while females account for 51.8%. Residents over 65 comprise the largest age group (4,850 people), followed by those aged 55 to 64 (2,960 people). Indigenous peoples constitute 3.1% of the population. The largest visible minority groups identified in the 2021 census are South Asian at 0.8, Black at 0.5%, and Chinese at 0.3%. The population doubles during the summer months, and the community has a diversified economy highlighted by strong construction, hospitality, and professional sectors.

The **113,640-square-foot** community centre opened in 2024, costing **$78 million**, or approximately **$690 per square foot**. The Goble family donated the 22 acres required for the new centre. Sponsorship deals were secured within the local community to raise funds for the latest build in exchange for naming rights. Nearly $4 million was raised in this manner; an additional $17 million came from the province of Ontario, half a million from the federal government, and municipal investments exceeded $61 million, all contributing to the total cost of $78 million.

The Muskoka Lumber Community Centre is a modern, multi-generational hub in Bracebridge designed to centralize community activities and services. It features a 1,000-seat arena, a library, the Proline Rentals Fieldhouse, an outdoor courtyard, and play areas, with space for future expansion. The 1,850 square-metre fieldhouse provides year-round sports opportunities, hosting two NBA-sized basketball courts, volleyball courts, pickleball, tennis, badminton, indoor soccer, and lawn bowling. The centre also includes a large auditorium with a deck overlooking the playground and forest. It is ideal for weddings, conferences, and events, ensuring versatile use for sports, culture, and community gatherings. The library is nearly triple the size of its previous location. New library features include a recording studio, a maker space equipped with a 3D printer and laser printer (among other tools), a dedicated local history room, multiple spaces that the public can book, and expansive common areas.

In October 2014, the Town adopted a Preliminary Feasibility Plan to develop a new community centre to replace the existing Bracebridge Memorial Arena, constructed in 1949. At that time, the Bracebridge Public Library also sought to expand its services and needed additional space. The loans required to fund the centre have positioned Bracebridge as one of Ontario's most indebted communities. However, the Council determined that this level of debt was justifiable when weighed against the benefits the centre would bring to the community. The Town of Bracebridge supported incurring debt for the Muskoka Lumber Community Centre with a comprehensive financial strategy to minimize taxpayer impact. While the current 110-year-old library was beautiful, it no longer met the community's needs. Moreover, Bracebridge needed to replace aging assets, such as the decades-old arena, that no longer fulfilled their original purpose and provide new facilities to set the stage for leisure and learning for future generations.

Summary of Cases

The above cases illustrate the various operating and funding models for developing a new community complex. Specifically, the proposed and recent examples provide a realistic perspective on funding costs, as the COVID-19 pandemic has significantly disrupted the market, which has yet to recover. Additionally, these cases present an opportunity to explore best practices in greening, design, and accessibility initiatives to meet the diverse needs of community members now and in the future. These cases do not consider the costs of environmental remediation or the expenses related to renovating the existing building at the Grand Trunk site.

Municipalities chose to work with Infrastructure Ontario when financing information was available. These projects were funded through development charges, debt issuance, tax support, partner contributions, and provincial and federal grants (discussed in greater detail below). Municipalities also reduced costs by leveraging discounted services from local businesses (e.g., construction), securing community sponsorships, receiving donated land, and offering other in-kind support. In addition to financial contributions, municipalities often provided the land, retained facility ownership, and took responsibility for maintenance and long-term capital planning.

Several grants were obtained to help fund the community leisure spaces discussed in this report. Provincial funding sources include the Investing in Ontario Act, the Open Ontario Plan, and stream two of the Community Sport and Recreation Infrastructure Fund (CSRIF), available until 2027. At the federal level, Belleville and Kitchener successfully accessed funding through the Investing in Canada Plan under the Community, Cultural, and Recreational Infrastructure stream. Moreover, the Gas Tax Fund and the Canada Healthy Communities Initiative have benefited previous projects.

Current grant opportunities include:

- Community Sport and Recreation Infrastructure Fund (CSRIF)
    - Click here to learn more about this grant.
- Canada Community-Building Fund (CCBF) (formerly the Gas Tax Fund)
    - Click here to learn more about this grant.
- Community Spaces Fund
    - Click here to learn more about this grant.
- Ontario Trillium Foundation (OTF) Capital Grants
    - Click here to learn more about this grant.
- Community Buildings Retrofit Initiative (through the Federation of Canadian Municipalities Green Municipal Fund)
    - Click here to learn more about this grant.

Furthermore, Parks and Recreation Ontario (PRO) provides funding opportunities for smaller projects that align with a broader vision, and more research would identify additional grants that can be accessed.

Since grant application deadlines, eligibility criteria, and funding availability can change, reviewing each program directly when starting the application process is essential.

As mentioned, the YMCA already has an MOU with the City of Stratford, and the library's involvement remains uncertain. However, it is essential to acknowledge that the YMCA and Stratford Public Library have outgrown their facilities. The current YMCA building is over 60 years old and does not meet the community's needs, particularly in terms of aquatics, as it contains the only indoor community pool. If this pool requires maintenance, Stratford will become the largest community in Canada without an indoor pool. The same applies to the library. According to a 2022 study commissioned by SPL, the existing facility is significantly undersized for the community it serves. This limitation results in various operational issues, such as fire hazards, limitations in providing technology services, an inability to address community needs effectively, and serious accessibility concerns. New facilities are essential, and we are at a critical moment. We must now determine the level of involvement the City of Stratford will have with this project.

Based on the analyzed cases and square foot costs for projects built in 2020 and later, research estimates that a new facility will cost approximately **$695 per square foot**. The

City of Stratford aims to construct a community complex that includes a pool, gym, walking track, childcare, library, meeting rooms, café, community spaces, communal spaces, auditorium, communal kitchen, lounge, change rooms, and washrooms with a planned size between 70,000 and 110,000 square feet. The total project cost may be between **$48.5 million and $76.5 million,** based on the findings of this study.

The research indicates that, depending on the size of the proposed facility—including a YMCA and potentially a library with limited municipal involvement—the required municipal investment could range from **$1.83 million to approximately $47.59 million.**

The research indicates that the necessary municipal investment could range from **$31.88 million to approximately $60.15 million** to construct a new community complex that accommodates the YMCA, the SPL, and other community groups (e.g., SACC), with shared operations and governance over space programming and design.

Lastly, research indicates that building a municipally owned and operated community space could require an investment ranging from approximately **$35.08 million to $72.29 million.**

It is important to note that regardless of the extent of the municipality's influence on the project, they are still obligated to provide a degree of investment.

Please refer to Appendix A for costing analysis calculations.

A SWOT analysis was conducted with potential key stakeholders involved in the project's inception and design to understand better how a shared partnership might work. The following section presents the SWOT analysis findings in exploring this potential partnership.

SWOT Analysis

During a workshop on December 18, 2024, representatives from the YMCA of Three Rivers, the Stratford Public Library, and the City of Stratford participated in a SWOT analysis to evaluate potential strengths, weaknesses, opportunities, and threats of collaborating on the proposed community space at the Grand Trunk site. Below is a summary of the results.

Strengths

- Operating strengths of the YMCA – save cities money through streamlined operations
- Shared operational costs among partners strengthen and mitigate financial risk for individual partners
- By expanding the partnership, there is greater access to a variety of potential funding sources
- Streamlining services for community members → Meet the demands of amenities needed in the community with greater access as partners are mainly serving the same constituents
- Positions the community for growth, economic development, and thoughtful planning for future generations
- Historically, capital investments are a win for the City of Stratford, boosting tax revenues for all levels of government and providing a 200% ROI for local government (CBoC, 2022)
- Increases the value of surrounding properties
- Impact more community members – serve similar populations – do not need to pick where to go or travel to more than one place
- The halo effect will benefit the downtown core
- Cost versus value – tangible versus intangible benefits – many intangible benefits associated with this partnership (attracting and retaining talent, social cohesion, etc.)
- Leverage partnerships for community fundraising

- Existing partnership culture is further ahead than other partnerships (positive reciprocal relationships and agreements – already demonstrated and proven) → will not operate in silos
- Unified leadership to help with diverse problem-solving
- Constructive collaboration among partners like the Municipality, SPL, and YMCA and potential collaborators like the Stratford Arts and Culture Collective (SACC).
- Opportunity for an incredibly unique building at a "complex site" steeped in rich historical meaning

Weaknesses

- Operational differences – each organization operates differently and offers a different experience and set of expectations for users
- Not everyone will win—access to facility spaces will require compromise (size, access, etc.)
- Diverse interests, accountabilities, and stakeholders
- Scheduling of programs across partners—avoid duplication of services
- Differing opinions of community members
- Heavily dependent on fundraising and grants

Opportunities

- Thinking ahead generationally
- Arrange agreements with future residential building developers to exclude community leisure spaces from the infrastructure plan → aiming to maximize users for the new community space (e.g., condominium members receiving 50% off YMCA memberships and community space rentals, ensuring a certain level of guaranteed revenue)
- There is an opportunity for shared governance to ensure alignment in planning and day-to-day operations
- Flexible use of space—when municipal spaces are not in demand, they can be accessed by the YMCA, SPL, or other groups to accommodate overflow or high-demand periods, and the opposite is also true

- Educate the community on how to access discounted YMCA memberships → show everyone what that looks like
- New space will offer more services to the community with greater accessibility, inclusivity, and green initiatives in mind
- Potential to involve Indigenous community with site design while addressing specific community needs—if they are willing to be involved
- Determine demand and type of pre-existing community facilities in Stratford to evaluate what community spaces are genuinely needed in this new complex, avoiding the duplication of spaces that are not in demand
- Determine the space required for all parties involved to serve the community effectively

Threats

- Environmental remediation will cost money and take time
- Each organization has its own governance and management structures
- Political uncertainty at both the provincial and federal government levels
- Looming tariffs will impact the local economy
- Competing needs may cause tension
- Competing users may cause tension
- Staffing of these centres can be tricky → Lifeguards and childcare
- SPL and YMCA are quickly aging out of their structures
- Challenge to meet demand or expectations in the beginning
- Trying to get things right
- Future change in leadership on all sides, with differing priorities
- There is a financial risk associated with a project of this scale and complexity
- Challenges arising from shared decision-making

Ultimately, to advance the realization of the Sports Tourism Strategy and Municipal Cultural Plan, the municipality of Stratford must have the capacity to deliver the necessary programming and facilities to make these plans a reality. Therefore, the City of Stratford

should favour a shared model. The following section presents best practices in funding and operating models based on the ten cases explored and concludes the report.

CONCLUSION

The concluding section of this report discusses best practices and funding models. I then outline the rationale for moving forward and finish with the next steps.

Best Practices Operating & Funding Models

The SWOT analysis and stakeholder interviews revealed that these operational and funding partnerships can be effective. However, the following details must be considered throughout the design and implementation process. Each organization cannot operate successfully in its own silos; operational collaboration is crucial. The spaces must complement one another and will challenge organizational cultures in doing so. Strong MOUs, non-compete clauses among partners, new developments, and involving those responsible for ground operations in the design and planning phases will ensure operational success in a shared operating model.

When it comes to securing funding through grant opportunities, starting early is crucial. The YMCA can begin applying for grants with just a letter of support from the municipality. Engaging a third party who is familiar with the cause and has experience as a technical writer will enhance the chances of successful grant applications. Numerous opportunities exist to raise project funds through community sponsorships for naming rights related to the proposed facility spaces. Moreover, incorporating an Integrated Project Delivery (IPD) design from the project's inception will enable cost-saving measures. As mentioned, using an IPD in new builds refers to a project delivery method whereby key parties responsible for the project's design, fabrication, and construction are united through a single legal agreement. This model provides greater cost certainty and facilitates quicker project completion than traditional project delivery methods.

The Rationale for Moving Forward

The most recent census data released by Statistics Canada indicates that Stratford's population reached 33,232 between 2016 and 2021—a 5.6% increase. While this might not appear as significant as the double-digit growth reported in nearby urban centres like London and Kitchener-Waterloo, it is approximately three times more than the 1.8% growth Stratford experienced during the previous five-year census period. With tourism and manufacturing serving as the main drivers of economic prosperity in this community, it is also essential to consider those who fuel these industries, including established and new community members, and the environment that sustains us. Considering population growth, the changing demographics of the area, the communal benefits tied to these spaces, the necessity of approaching economic development from the perspective of

talent attraction and retention, and the awareness that building this community complex will enhance property values, it is crucial for this project to advance without delay.

Moreover, this project supports the United Nations Sustainable Development Goals (SDGs). Adopted by all United Nations Member States in 2015, the 2030 Agenda for Sustainable Development acts as a global framework for peace and prosperity, highlighting the well-being of both people and the planet. Central to this agenda is the 17 Sustainable Development Goals (SDGs), which call for collective action to eliminate poverty, enhance health and education, reduce inequality, promote economic growth, combat climate change, and safeguard natural ecosystems. The proposed partnership project with the City of Stratford, SPL, YMCA, and other potential partners aligns with and can advance several of these goals, including:

- Goal 3 – Good Health and Well-being
- Goal 8 – Decent Work and Economic Growth
- Goal 9 – Industry Innovation and Infrastructure
- Goal 10 – Reduced Inequalities
- Goal 11 – Sustainable Cities and Communities
- Goal 13 – Climate Action
- Goal 16 – Peace, Justice, and Strong Institutions
- Goal 17 – Partnerships for the Goals

Finally, we cannot overlook the significance of this project and its potential contribution to reconciliation. This new community space can aid decolonization efforts and fulfill the Truth and Reconciliation (2015) Calls to Action by Indigenizing the centre. Several ways to achieve this are outlined below:

- Waive user fees for community members who identify as Indigenous (the University of Waterloo has waived all tuition fees for students from the Six Nations of the Grand River and the Mississaugas of the Credit)
- Dedicate a meeting space that can accommodate Indigenous ceremonies
- Commission an Indigenous artist to create a mural welcoming users to the space
- Work with local Indigenous communities to determine their needs and how to accommodate those needs in the new community space

At the forefront of these initiatives is the recognition that the Indigenous community must be willing to participate in and support the initiatives outlined above. This will ensure that the project promotes Indigenous sovereignty and resurgence while avoiding the imposition of colonial ways of knowing in project delivery and design.

Future Considerations

The YMCA and SPL have outgrown their current spaces, necessitating a new facility to accommodate their needs and those of the City of Stratford. The proposed 70,000–110,000 square foot community complex would feature amenities such as a pool, gym, walking track, childcare, library, meeting rooms, café, community spaces, communal spaces, auditorium, communal kitchen, lounge, change rooms, and washrooms. The new facility is estimated to cost between $48.5 million and $76.5 million, based on current construction costs of $695 per square foot.

This research aimed to provide the Ad Hoc Grand Trunk Renewal Committee and Stratford City Council with a conceptual cost analysis to determine potential municipal investments and operating models for the proposed community complex. Data was collected from ten Ontario community leisure spaces, reflecting a variety of partnerships and demographics. Consequently, it was determined that a shared facility would require an investment from the municipality ranging from $31.88 million to $60.15 million. To establish a foundation for regeneration, the City of Stratford must decide how much it will invest in the proposed Grand Trunk Community Hub; this is critically important.

Furthermore, significant work has been done concerning the land's environmental remediation needs. Staff involvement in the environmental remediation of the Grand Trunk Railway site began in 1993, with numerous investigations carried out over the years. According to the 2018 Grand Trunk Master Plan, this site comprises several conceptual parcels with unique characteristics and remediation needs. More details about the parcel remediation needs, costs, and phases of restoration can be found in Taylor Crinklaw’s November 2024 report. Climate action initiatives and grant opportunities are available at both the Federal and Provincial levels; these grants will significantly assist in reducing municipal costs to remediate the land.

The Grand Trunk Community Hub will unite education, community engagement, entrepreneurship, and innovation to enhance and diversify Stratford's economy while elevating its citizens' well-being by providing valuable services and amenities for all. This Hub will support various uses, establishing a distinct identity, sense of place, and focal point for the Grand Trunk site and building while seamlessly integrating with the downtown core. It will foster a vibrant space for activity, catering to the diverse needs and interests of Stratford’s population now and in the future. The project development will be guided by the six principles established by the Grand Trunk Renewal Ad Hoc Committee members. Any proposed changes to the site must be:

1. Sustainable and Fiscally Responsible

2. Celebrate the Past and Future Forward
3. Inspiring and Inclusive
4. Distinct, Diverse, and Multifunctional
5. Connected and Community Focused
6. Thriving and Vibrant

If the Council approves the project's advancement, we can refine its scope, explore funding opportunities, and engage stakeholders. These steps will enable us to report back to the Council with improved plans for final consideration.

Leisure is a fundamental human right, and this project promises significant benefits for the community. However, in a capitalist-driven society, these benefits are often undervalued. My research aims to serve as a driving force, encouraging all stakeholders to move forward with these vital partnerships and essential initiatives. When we act with purpose, we can create meaningful change within our community and beyond.

Appendix A: Calculations for the projected cost of the proposed community complex, Stratford

Costing Analysis:

For the third-party model:

- Minimum percentage: 3.77%
- Maximum percentage: 62.2%
- Total project cost range: $48.5M to $76.5M

Calculations:

- Minimum municipal investment = 48.5×0.0377=1.83 (approximately $1.83M)
- Maximum municipal investment = 76.5×0.622=47.59 (approximately $47.59M)

Range:

- Municipal investment range: $1.83M to $47.59M

For the shared model:

- Minimum percentage: 65.7%
- Maximum percentage: 78.7%
- Total project cost range: $48.5M to $76.5M

Calculations:

- Minimum municipal investment = 48.5×0.657=31.88 (approximately $31.88M)
- Maximum municipal investment = 76.5×0.787=60.15 (approximately $60.15M)

Range:

- Municipal investment range: $31.88M to $60.15M

For the municipally owned and operated model:

- Minimum percentage: 72.4%
- Maximum percentage: 94.5%
- Total project cost range: $48.5M to $76.5M

Calculations:

- Minimum municipal investment = 48.5×0.724=35.08 (approximately $35.08M)
- Maximum municipal investment = 76.5×0.945=72.29 (approximately $72.29M)

Range:

- Municipal investment range: $35.08M to $72.29M

References

Crinklaw, T. (2024, November). Background Information on the Grand Trunk Site. City of Stratford.

Lemay Consulting. (2022, September). Stratford Library Final Report. https://splibrary.ca/sites/default/files/libraryboard/splspaceneedsweb.pdf

N. Barry Lyon (NBLC). (2024, December). Cooper Block Master Plan to Business Plan. PowerPoint.

The Conference Board of Canada. (2022, September). Economic Impact Analysis of investStratford's Business Investment Attraction Successes from 2018-2020: Final Report.

Urban Strategies Inc. (2018, February). Grand Trunk Master Plan.

Profile table, Census Profile, 2021 Census of Population - Stratford [Census agglomeration], Ontario

Focus on Geography Series, 2021 Census - Stratford (Census subdivision)

Focus on Geography Series, 2021 Census - Perth (Census division)

Focus on Geography Series, 2021 Census - Belleville - Quinte West (Census metropolitan area)

Focus on Geography Series, 2021 Census - Barrie (Census metropolitan area)

Focus on Geography Series, 2021 Census - London (Census subdivision)

Focus on Geography Series, 2021 Census - Vaughan (Census subdivision)

Focus on Geography Series, 2021 Census - Quinte West (Census subdivision)

Focus on Geography Series, 2021 Census - Kitchener - Cambridge - Waterloo (Census metropolitan area)

Focus on Geography Series, 2021 Census - Bracebridge (Census subdivision)

Flavelle, Dana (July 30, 2016). "Is Stratford the next Waterloo?". *Toronto Star*. Toronto. Retrieved March 6, 2017.

Grand Trunk Railway and Canadian National Railway Shops - Stratford, ON - Simpson, Morgan - Local Landscape Report

Tuition waiver for eligible Indigenous students | Office of Indigenous Relations | University of Waterloo

THE 17 GOALS | Sustainable Development

Capital Campaign - YMCA of Central East Ontario

Canada and Ontario partner with the YMCA of Central East Ontario to invest over $22.4 Million in the YMCA Centre for Life in Belleville - Canada.ca

Major Mackay investment for YMCA | Quinte News

Centre for Life gets $125K from Mackay Insurance | Cornwall Standard-Freeholder

Amer Sports Canada donates $250K to YMCA Life Centre | The Napanee Guide

Rethink YMCA land swap to help build new centre: CEO Allen | Belleville Intelligencer

YMCA launches public fundraiser for $27M Centre for Life | Belleville Intelligencer

New YMCA will double the number of people it serves, will help revitalize the west end of Belleville | Quinte News

YMCA Centre for Life: Community Building in Belleville - Bay of Quinte Region

Profile table, Census Profile, 2021 Census of Population - Belleville, City (CY) [Census subdivision], Ontario

Belleville, ON Household Income, Population & Demographics | Point2Homes

City of Belleville

Land Acknowledgement | City of Barrie

County chipping in another $2.5M toward Barrie YMCA facility - Barrie News

YMCA now shifting focus to south-end Barrie for new hub location - Barrie News

The City of Barrie and YMCA of Simcoe Muskoka sign lease for new facility near Sadlon Arena | CTV News

YMCA of Simcoe/Muskoka announces new site selection for Barrie YMCA - YMCA of Simcoe/Muskoka

Barrie YMCA Project Update - YMCA of Simcoe/Muskoka

City of Barrie Awards $2.5 Million Per Door Grant to YMCA of Simcoe/Muskoka for Youth Transitional Housing Project - YMCA of Simcoe/Muskoka

City's $2.5M grant to help YMCA's Youth Transitional Housing project - Barrie News

Completion of new YMCA in Waterloo delayed | CTV News

‘WE’VE BEEN VERY FORTUNATE’: Mike Stork says ‘the privilege to give back’ is what drives his philanthropy, including a new fund established through WRCF — Waterloo Region Community Foundation

Stork Family YMCA now open in north Waterloo | CTV News

John M. Harper Branch Library & Stork Family YMCA / Teeple Architects | ArchDaily

Waterloo Celebrates the Completion of the John M. Harper Branch Library and Stork Family YMCA - Canada.ca

Stoney Creek Community Centre, YMCA and Library | City of London

Stoney Creek YMCA growing to match demand | CTV News

Stoney Creek Community Centre, YMCA and Library | Athletic Business

Stoney Creek Community Centre in London, Ontario | Magil Construction

Canada and Ontario Invest in Improved Sport, Recreation and Cultural Facilities in London | Ontario Newsroom

Stoney Creek Community Centre, YMCA & Library | YMCA of Southwestern Ontario

The David Braley Vaughan Metropolitan Centre of Community officially opens | City of Vaughan

YMCA of Greater Toronto celebrates the official opening of its first Centre of Community in Vaughan

Celebrating our YMCA City Builders: The David Braley Charitable Foundation – YMCA of Greater Toronto Blog

VMC YMCA CENTRE OF COMMUNITY AND LIBRARY FINANCING AGREEMENT AMENDMENT

Indigenous Land Acknowledgment | City of Vaughan

Focus on Geography Series, 2021 Census - Vaughan (Census subdivision)

StarTech.com Community Centre, YMCA, and Library | City of London

StarTech_CommunityCentreYMCAandLibrary_15331.pdf

Bostwick Community Centre renamed under 15-year, $1.5M sponsorship deal - London | Globalnews.ca

Inside London's new $55M hockey-pool-library-YMCA community centre | London Free Press

London’s newest $55-million community centre will have it all - London | Globalnews.ca

$55M community centre on Southdale Road set to open ... and it's awesome! | CBC News

2018 Financial Report

eSCRIBE Agenda Package

Microsoft Word - 2015-06-16 Staff Report - SWCC Award of Construction Management Services

A cool $1.5 million names London's newest community centre | London Free Press

Groundbreaking held for new $55M Southwest Community Centre, YMCA and library | CTV News

Groundbreaking for new $55M Southwest Community Centre, YMCA and Library - southwesthealthline.ca

City of London Land Acknowledgement | City of London

London, ON - Demographics | Townfolio

Profile table, Census Profile, 2021 Census of Population - London, City (CY) [Census subdivision], Ontario

Top 10 Fastest Growing Cities In Ontario (2024) – Ontario Lists

Ontario Invests in Quinte West YMCA | Ontario Newsroom

Focus on Geography Series, 2021 Census - Quinte West (Census subdivision)

Profile table, Census Profile, 2021 Census of Population - Quinte West, City (CY) [Census subdivision], Ontario

Quinte West, ON Household Income, Population & Demographics | Point2Homes

Kitchener breaks ground on $144 million rec complex

Kitchener property taxes could increase by 3.9 percent, 2025 draft budget to be discussed

Kitchener Indoor Recreation Complex – Target Cost and Design Update – Municipal detailed report including timelines, etc.

New recreation centre facility being proposed for RBJ Schlegel Park

New rec complex proposed for Kitchener's Schlegel Park to serve growing area of the city | CBC News

Kitchener building greenest rec facility in Canada

$1.8B Kitchener capital budget includes new park amenities

Focus on Geography Series, 2021 Census - Kitchener - Cambridge - Waterloo (Census metropolitan area)

Kitchener, ON Household Income, Population & Demographics | Point2Homes

Council moves forward with plan to build $115 million South End Community Centre - City of Guelph

Guelph council approves additional $35.5 million to build South End Community Centre | CTV News

City of Guelph breaks ground on long-awaited south end community centre | CTV News

Guelph City Council Agenda Package

Muskoka Lumber Community Centre | Engage Bracebridge

Celebrating the opening of the Muskoka Lumber Community Centre | Town of Bracebridge

“Best Seat in the House” Fundraising Campaign | Muskoka Lumber Community Centre | Engage Bracebridge

Muskoka Lumber Community Centre Naming Rights Sponsorship Opportunities | Muskoka Lumber Community Centre | Engage Bracebridge

Project Funding Summary | Muskoka Lumber Community Centre | Engage Bracebridge

Bracebridge’s Muskoka Lumber Community Centre to open in 2024

Opening day announced for Muskoka Lumber Community Centre - My Muskoka Now

Bracebridge Library begins new era inside Muskoka Lumber Community Centre - Bracebridge Library

The Muskoka Lumber Community Centre nears completion | CTV News

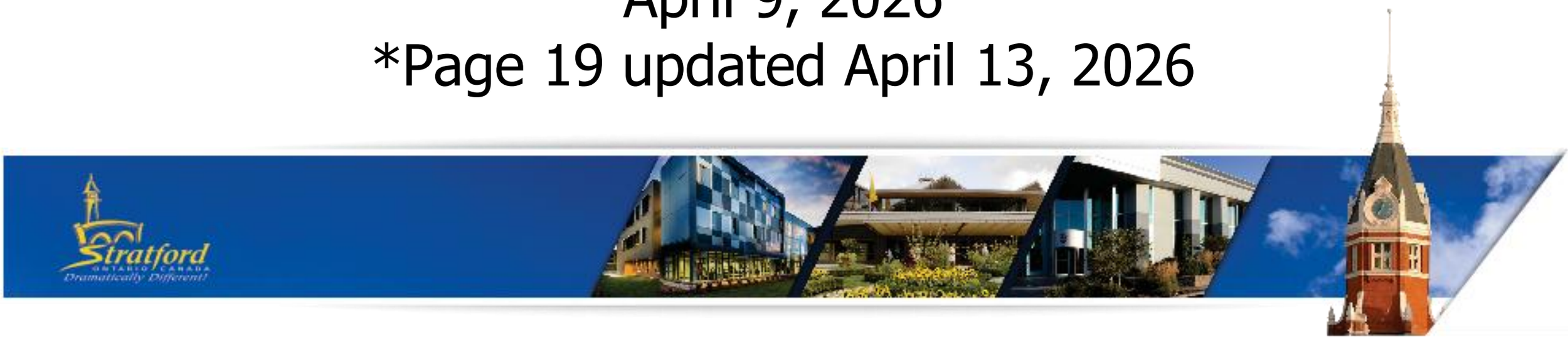
Unveiling nature inspired public art at the Muskoka Lumber Community Centre | Town of Bracebridge

FN-04 Respect & Land Acknowledgement 2024

Grand Trunk Renewal Project

Council Workshop #3

April 9, 2026
*Page 19 updated April 13, 2026



Today's Topics

1. Workshop Series Debrief & Council Meetings
2. Long-term City Financial Plan Update
3. Community Facility: Approach & Considerations
4. Parking: Approach & Considerations
5. Superstructure and Housing: Approach & Considerations
6. Draft Recommendations
7. Closing and next steps

Workshop Series & Council Meetings

Workshop Series & Council Meetings: Purpose

Workshop 1: Processes and strategies of municipal development

Workshop 2: Vision, community facility & preliminary costs

Workshop 3: Long-term financial strategy and project pathways

April 20: Special Council Meeting to hear delegations from the public

April 27: Regular Council Meeting to consider recommendations on community facility, parking, the superstructure & housing

Long-term City Financial Plan Update

Long-term Capital Financial Plan

The City's long-term capital financial plan needs to consider all capital assets and funding sources as one cohesive network.

- Strategic Plan
- Asset Management Plan
- Debt
- Reserves & Reserve Funds
- Master Plans

Updated City 20-Year Capital Financial Plan

What is Included	What is Not Included
10 Year Capital Plan approved in 2026 Budget – Tax levy assets	Rate-funded assets – Water and Wastewater
Asset Management (2025) updates to 2046	Asset Management updates for revised 2026 Building Condition Assessment data
Growth related capital needs/revenue to 2035	Growth-related capital needs/revenue from 2036-2046
Stable grant funding – Canada Community Building Fund (CCBF) & Ontario Community Infrastructure Fund (OCIF)	One-time grant funding
Capital Reserves and long-term debt used to fund net capital costs with a sustainable tax levy impact	Full financial impact of the Climate Action Plan is not monetized
	Impact of inflation
	Operating costs impacts

Updated City 20-Year Capital Financial Plan: Assumptions & Highlights

Assumptions:

- Debt capacity and capital reserves are used for capital only
- **$1M** tax levy increase/year
- 4.5% interest rate on debt
- **$20M** for Police Station upgrades (net)
- **$15M** in 2027 & **$10M** in 2030 is allocated for the GTR (net)
- Investments in strategic initiatives

Other Highlights – 20 Years:

- **$878M** in total Capital Investment
- $171M for **road improvements**
- $140M towards **AMP backlog**
- $61M in **community facility improvements** (excluding GTR and Social Housing)
- $6M in **sidewalks**

20-Year Capital Financial Plan

Note
$1M increase to Annual Capital Tax Levy

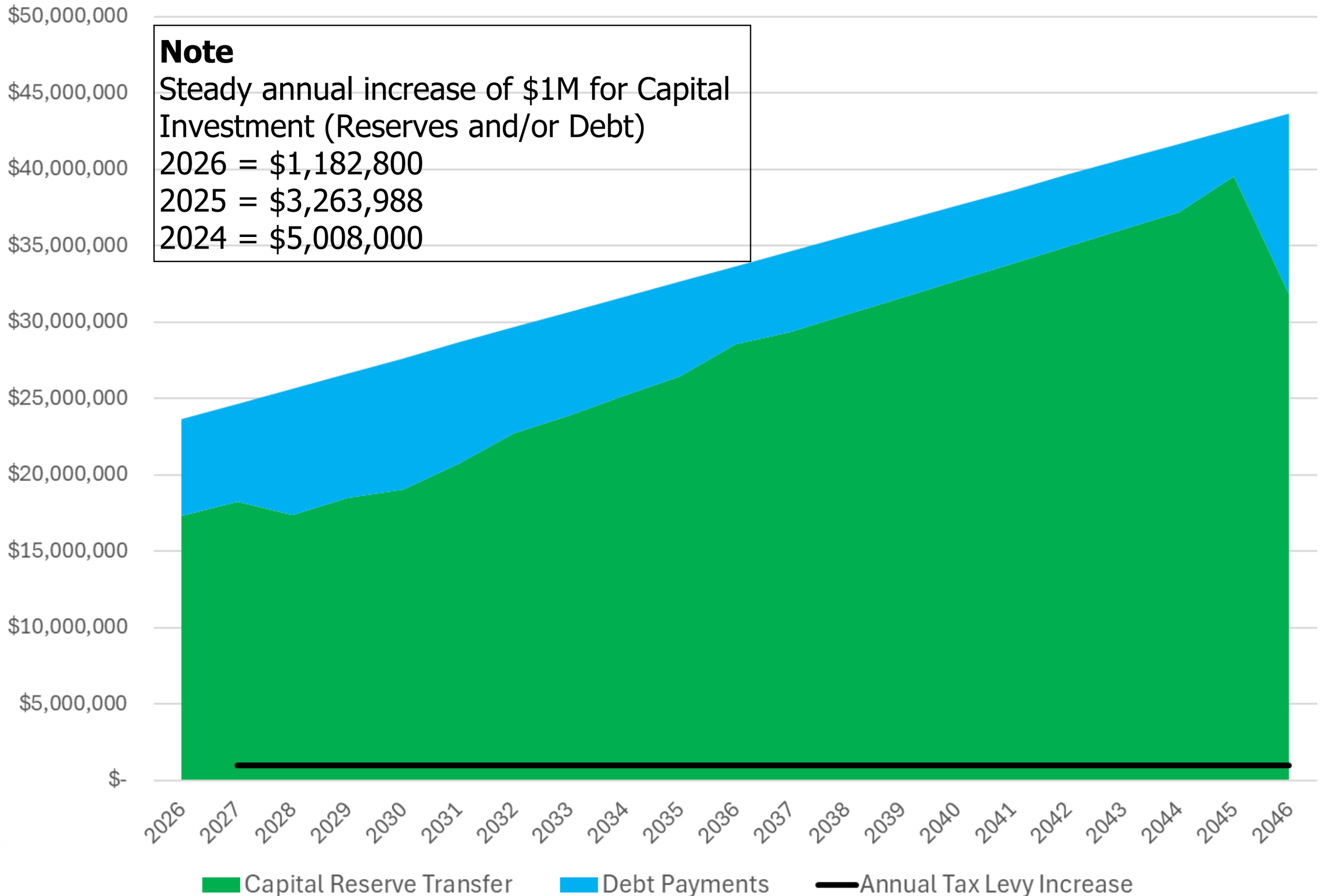
$120,000,000
$100,000,000
$80,000,000
$60,000,000
$40,000,000
$20,000,000
$-

2026 2027 2028 2029 2030 2031 2032 2033 2034 2035 2036 2037 2038 2039 2040 2041 2042 2043 2044 2045 2046

Capital Reserve
Debt
Capital Expenditures
Annual Capital Tax Levy Contribution

20-Year Capital Tax Levy Increase

Note
Steady annual increase of $1M for Capital Investment (Reserves and/or Debt)
2026 = $1,182,800
2025 = $3,263,988
2024 = $5,008,000



Annual Increase to Capital Tax Levy

Importance:

Cumulative Reserve Growth

Minimize risk of large increases and decreases

Can be adjusted to priorities

Impacted by:

Lower/Higher capital costs

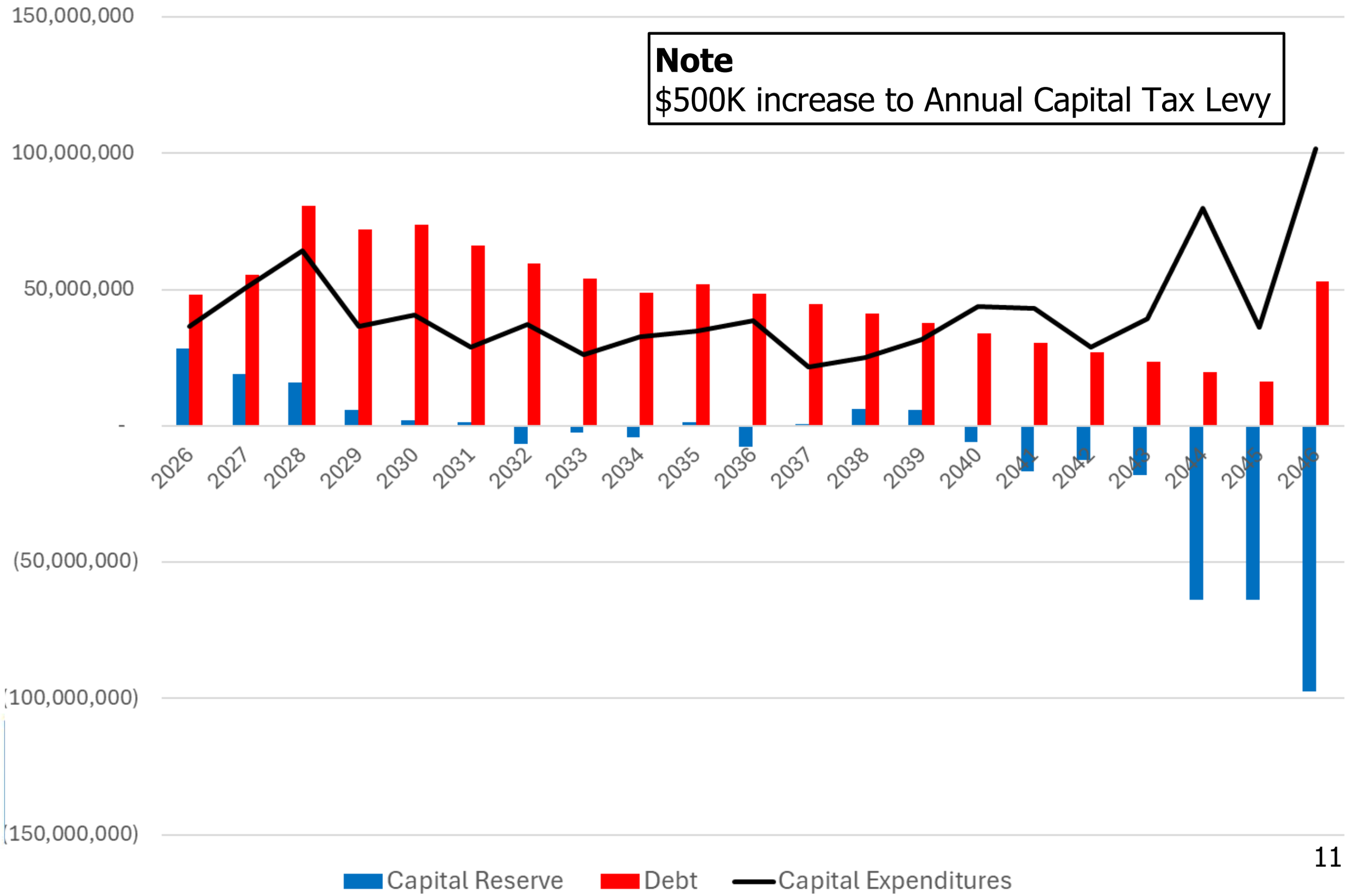
Debt interest rate changes

One-time funding – grants, donations, etc.

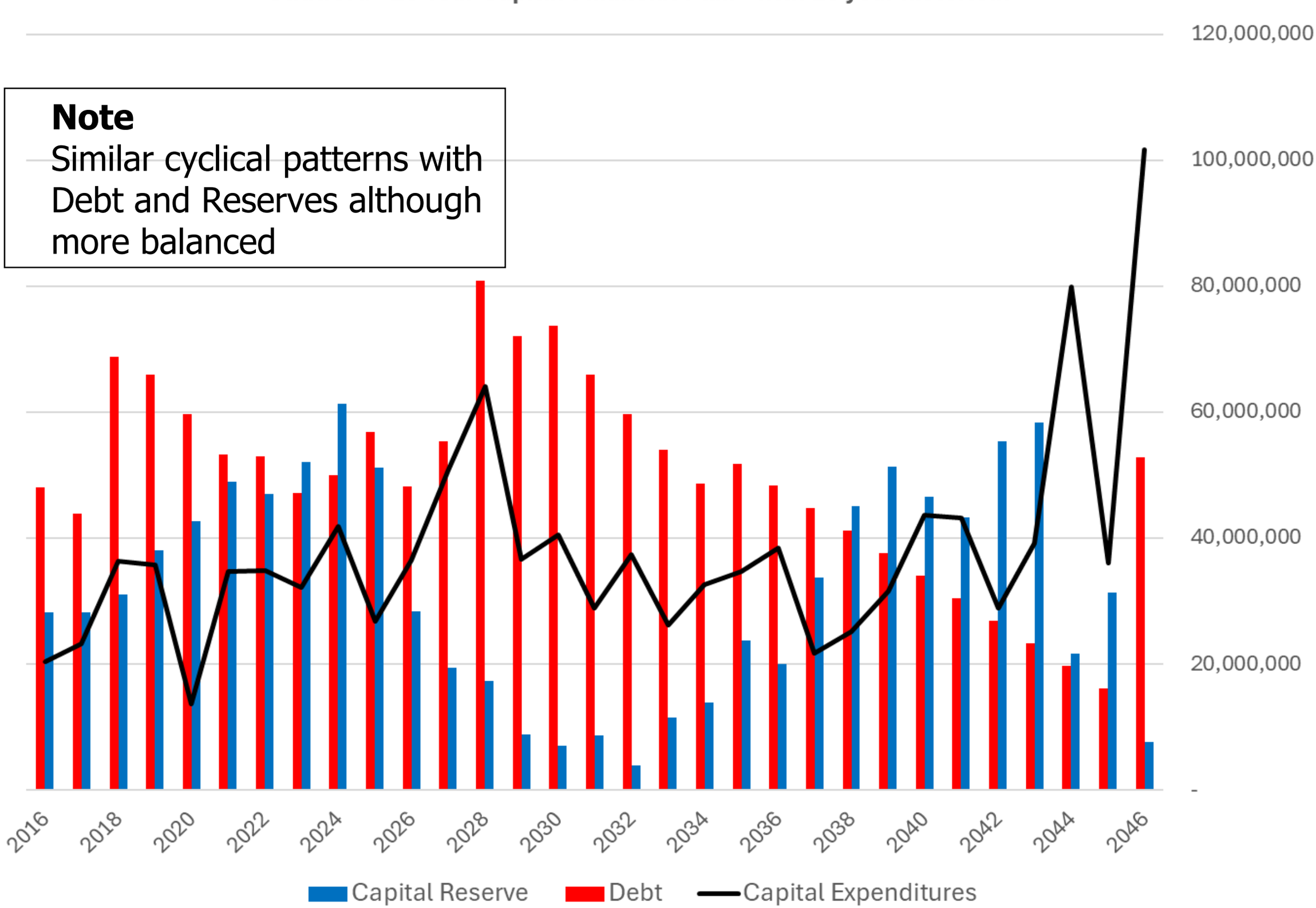
Inflation changes

Changes in Strategic Priorities

Example: $500K/Year Capital Levy Increase
20-Year Capital Financial Plan

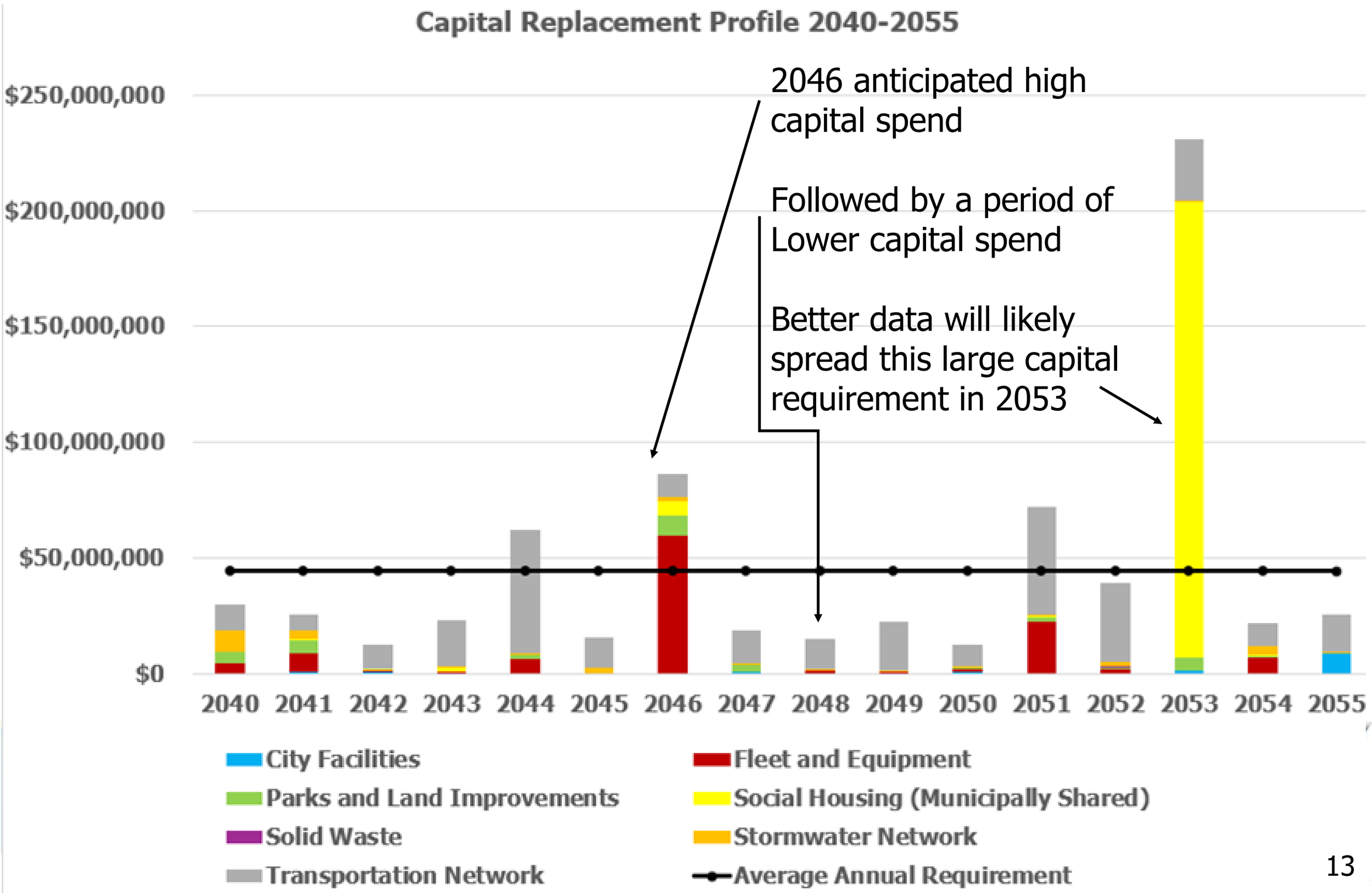


What is the historical trend?



Note
Similar cyclical patterns with Debt and Reserves although more balanced

What happens after 2046?



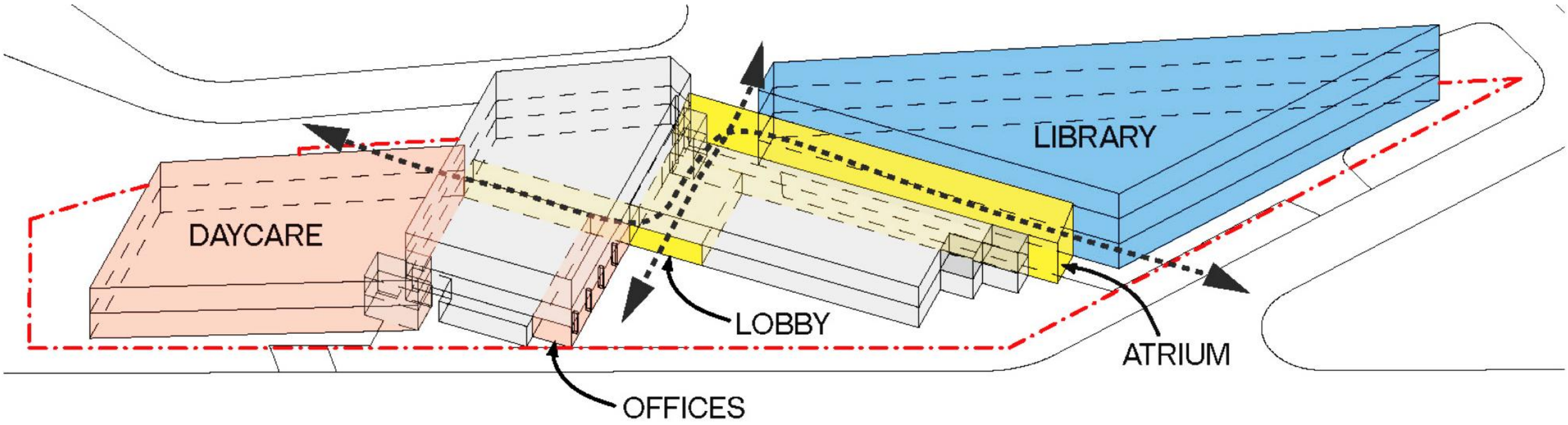
Annual Repayment Limit (ARL)

- Maximum amount the City can allocate annually to debt servicing (principal and interest)
- Under Ontario Regulation 403/02 of the *Municipal Act, 2001*, it is generally limited to 25% of own-source revenues

Annual Repayment Limit Overview	2023 Financial Information Return
2023 Own-Source Revenue	$108,519,584
2023 Annual Repayment Limit (25% of own-source revenue)	$27,129,896
2023 Annual Repayment	$7,750,103
2023 Available Debt Capacity (within ARL)	$19,379,793
Peak ARL Utilization (20-year Forecast)	$13,137,526 (2028)

Community Facility: Approach & Considerations

Community Facility Option 1: Renovate/Expand



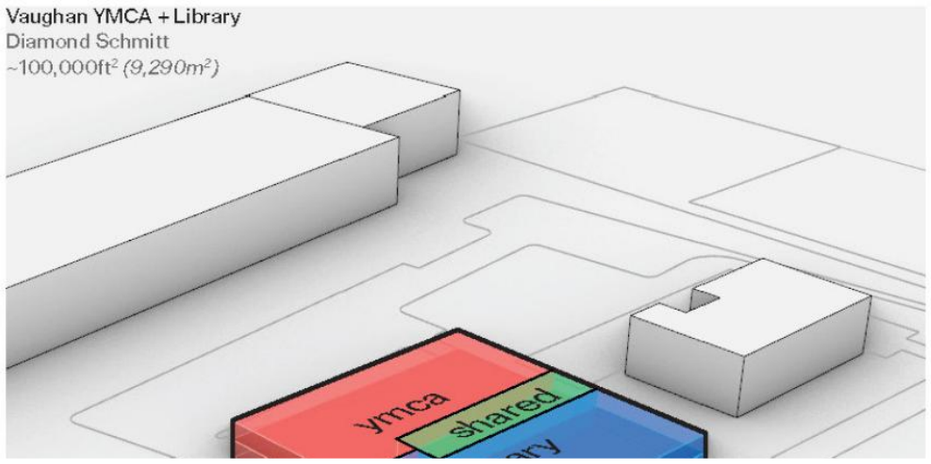
~70,000 ft^2

$**49.9** million

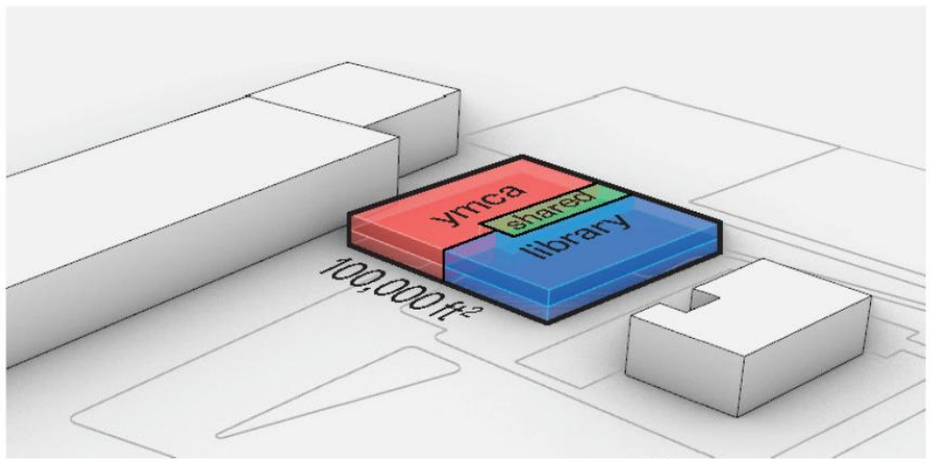
Community Facility Option 2: New Location(s), 100k ft²

YMCA + Library ***off Site*** | 100, 000 ft² Option

$**65.4** million



Option 1:
100,000 ft² adjacent to St. Patrick St.

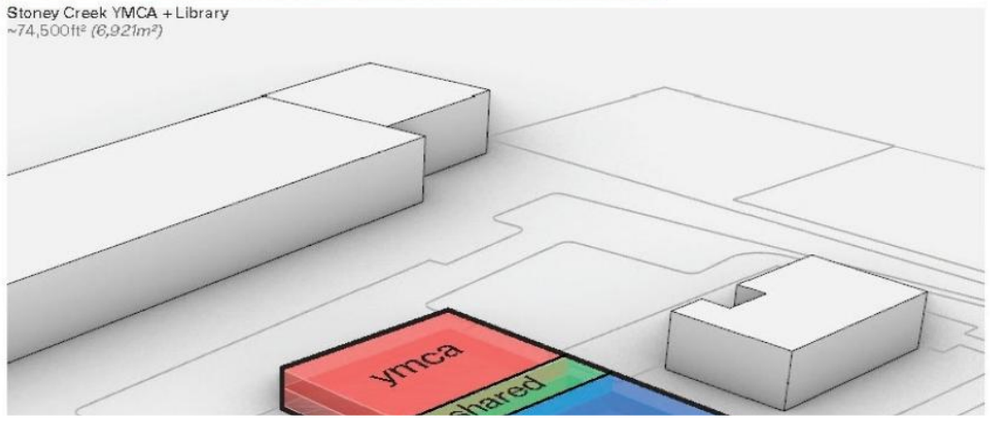


Option 2:
100, 000 ft² between UWaterloo & Grand Trunk

Community Facility Option 3: New Location(s), 70k ft²

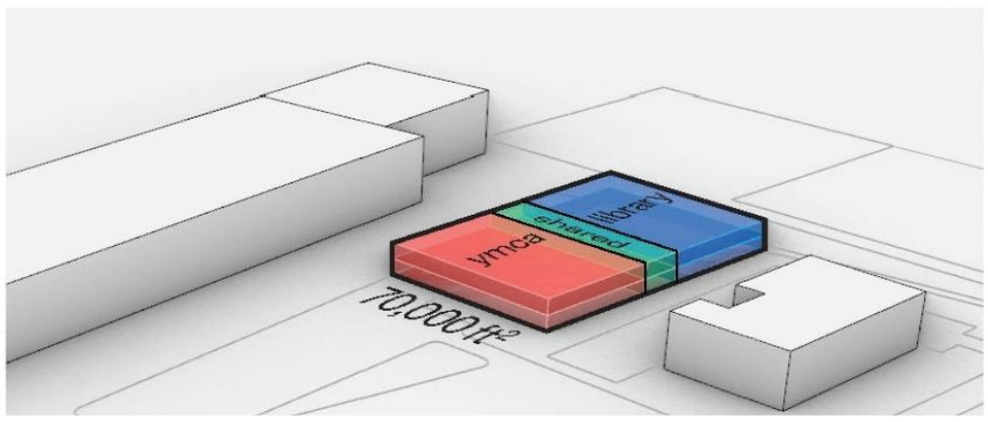
YMCA + Library off Site | 70,000 ft² Option

Stoney Creek YMCA + Library
~74,500ft² *(6,921m²)*



Option 1:
70,000 ft² adjacent to St. Patrick St.

$47.3 million



Option 2:
70, 000 ft² between UWaterloo & Grand Trunk

Preliminary Capital Stack – 70,000 sq. ft.

Funding Source	Lower Funding Scenario	Higher Funding Scenario
City of Stratford	$15,000,000	$15,000,000
YMCA	$10,000,000	$15,000,000
Stratford Library	$4,000,000	$5,000,000
Development Charges	$2,000,000	$10,000,000
Grant – Childcare	$1,200,000	$1,200,000
Fundraising	$5,000,000	$8,000,000
Total Available Funding	$37,200,000	$54,200,000
Capital Need*	$55,000,000	$55,000,000
Funding Gap	$17,800,000	$800,000

* Class C cost estimate adjusted to reflect geotechnical, structural, environmental, and program-related uncertainties pending further refinement

Strategies to Close the Capital Funding Gap

External Funding

- Federal & Provincial Grants
- Green Municipal Fund

Partnerships & Revenue

- Additional partners
- Revenue from future land sales at the GTR site

Project Scope & Cost Management

- Refinement of capital cost estimates
- Adjustment to facility size and program mix
- Phasing of project components

Operating Model: Key Components & Considerations

Core Operating Partners

- YMCA
- SPL
- City
  - Contributing programming, staffing, service delivery, facility management and existing operating resources

Supporting Partners & Revenue

- Potential partners
- Program and rental revenue opportunities
  - Additional users & partners that support cost recovery

Cost Drivers & Long-Term Considerations

- Asset Management Plan implications
- Facility design & green building approach
  - Opportunity to reduce lifecycle operating costs

Operating Impacts – Library Draft

Cost	Current Budget	Estimated New Budget	Difference
Utilities	$37,900	$60,000	$22,100
Library Maintenance	$25,910	$25,000	$(910)
Facilities Maintenance	$64,347	$55,000	$(9,347)
Library Services and Programming	$343,440	$377,790	$34,350
Total	**$471,597**	**$517,790**	**$46,193**
Library Reserve Transfer	$170,860	$140,000	$(30,860)
Net Estimated Operating Impact			**$15,333**

Library Capital contribution of debt estimated at $1,500,000, requiring $140,000/year payments

Asset Management Approach

Years 1-10 (Low capital and high debt)	• Maintain a minimum reserve contribution of $100k/year
Years 11-25 (Middle years)	• Reserve contribution of $200k/year
Years 25-50 (Post-Debt – Major reinvestment period)	• Full funding directed to reserves - $750k/year

- Current Annual Reserve Transfer $73,200
- Debt payment reduces by $28K/year and added to reserve
- By Year 25 $675,000 is added to annual reserve contribution
- $600,000 principal payment available after 25 years

Conclusion: The asset management costs are properly built into the long-term financial plan in a sustainable manner

Next steps: Scope of Work & Resourcing

Scope of Work 12-18 months

- Facility design & site planning
- Technical Studies
- Development of operating & ownership model
- Financial analysis and business case development
- Partnership agreement development
- Fundraising & funding strategies

Resourcing

- Supported through existing 2026 budget
- Contributions from YMCA & SPL
- Work scoped & prioritized within available resources

Community Facility: Approach

- Draft recommendations:
  - **$15M City contribution** toward a shared community facility
  - Formalize partnerships through **MOUs with YMCA and SPL** (Spring/Summer 2026)
  - Undertake **facility design, operating and ownership model development** (next 12-18 months)

Parking: Approach & Considerations

Downtown Parking Strategy & GTR

Approach

- **Comprehensive Downtown Parking Study underway (2026)**
- Will assess current conditions, future demand, and system performance
- **Includes consideration of the Grand Trunk site and future community facility**

Area of Analysis

- **Downtown parking supply, utilization & future demand**
- Review zoning, standards & comparable municipalities
- Community engagement
- **Pricing & management strategies**
- Accessibility, condition assessments, & long-term capital planning

Downtown Parking Strategy & GTR

GTR Considerations

- Parking needs associated with future community facility and other potential uses
- **Role in broader downtown parking system**
- Opportunities to enhance access and support downtown vitality
- **Integration with overall parking strategy, including revenue opportunities**

Timing & Next Steps

- **Study completion anticipated in late 2026**
- **Strategy implementation in 2027**
- **High-level estimated parking annual net revenues could be $250,000 - $350,000 – based on current and community facility uses**

Parking: Approach

- Draft recommendations:
  - **Integrate the Grand Trunk into the Downtown Parking Study** (RFP closes April 9, 2026)
  - Assess system-wide impacts and future needs
  - Defer decisions pending study findings
  - **Return to Council with data-driven recommendations** (December 2026)

Structure & Housing: Approach & Considerations

Market Sounding

Approach

- Undertake market sounding process **to assess interest**
- **Engage 3-6 developers** with experience in mixed-use & multi-phase
- Use findings to **inform partnership & procurement approach**

Area of Analysis

- **Market interest** and development appetite
- Feasibility under current **market conditions**
- Partnership structures & risk allocation
- Phasing, scale & mix of uses

Market Sounding

GTR Considerations

- Scale, mix & phasing of development
- Partnership & delivery models
- City role as landowner & partner
- **Integration with broader GTR vision & community facility**

Timing & Next Steps

- Prepare "pitch" materials & **undertake outreach** (Spring 2026)
- Conduct **market sounding discussions** (Spring-Early summer 2026)
- Summarize findings & **develop approach** (Summer 2026)
- **Report to Council** on next phase of development (Summer 2026)

Structure & Housing: Approach

- Draft Recommendations:
  - **Undertake a market sounding process** to assess interest (To start immediately)
  - **Engage a targeted group** of experienced development partners (Spring 2026)
  - Use a structured and confidential process to **gather market input** (Summer 2026)
  - Use findings to **inform development approach, partnerships, and next steps** (Late Summer 2026)

Understanding Property Tax & Growth

What is Property Tax Growth

- Net new assessment that contributes to the overall property tax base
- Can be new subdivisions or infill development
- New development adds revenues but also adds increased costs

What Growth Does Not Fund

- Not allocated to a specific project or site
- Not used to fund growth-related infrastructure

How Growth-Related Infrastructure is Funded

- Development Charges (DCs) funds capital and infrastructure required to support growth
- Growth not fully funded by DCs due to various factors
- Property tax revenues and other grants contribute to the unfunded growth requirements and the full future maintenance and replacement

Why This Matters

- Growth does not necessarily lead to long-term financial sustainability
- New property tax dollars from growth is often already committed
- Growth from infill development is more sustainable than from new subdivisions, sprawl

Draft Recommendations

Draft Recommendations: For Considerations at Regular Council April 27th

Community Facility

$15M City contribution toward a shared community facility

Formalize partnerships through MOUs with YMCA and SPL

Undertake facility design, operating and ownership model development

Parking

Integrate the Grand Trunk into the Downtown Parking Study

Assess system-wide impacts and future needs

Return to Council with data-driven recommendations

Structure & Housing

Undertake a market sounding process to assess interest

Engage a targeted group of experienced development partners

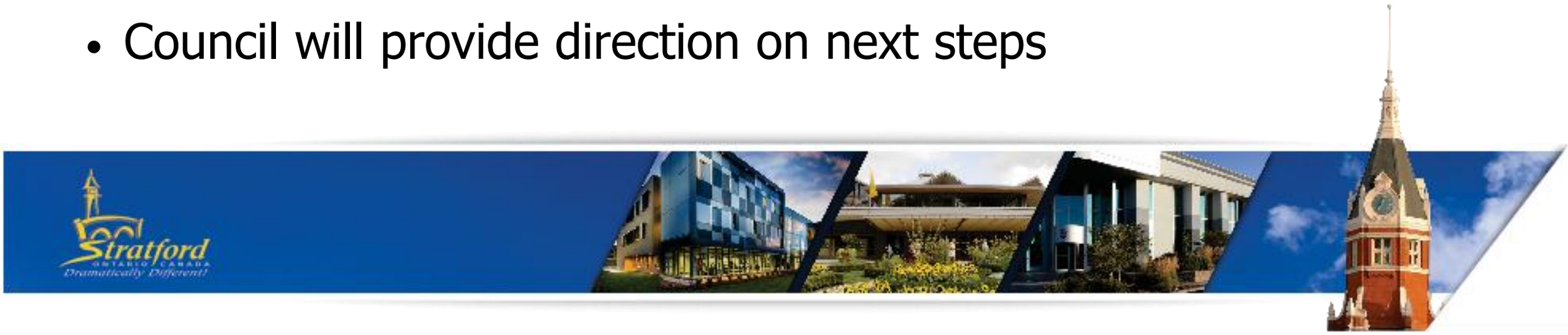
Use a structured and confidential process to gather market input

Use findings to inform development approach, partnerships, and next steps

Closing & Next Steps

- **April 20: Special Council Meeting**
  - Public delegations on the Grand Trunk project
  - Opportunity for residents to share their perspectives

    ** Details on delegation registration is available on the City's website*
  - No decisions will be made
- **April 27: Regular Council Meeting**
  - Management report with recommendations
  - Council will provide direction on next steps



Thank you!

DRAFT By-law 5.1

BY-LAW NUMBER XX-2026
OF
THE CORPORATION OF THE CITY OF STRATFORD

BEING a By-law to confirm the proceedings of Council of The Corporation of the City of Stratford at its meeting held on April 20, 2026.

WHEREAS subsection 5(1) of the Municipal Act, 2001, S.O. 2001 c.25, as amended, ("the Municipal Act, 2001") provides that the powers of a municipal corporation are to be exercised by its council;

AND WHEREAS subsection 5(3) of the Municipal Act, 2001, provides that the powers of council are to be exercised by by-law unless the municipality is specifically authorized to do otherwise;

AND WHEREAS it is deemed expedient that the proceedings of the Council of The Corporation of the City of Stratford at this meeting be confirmed and adopted by By-law;

NOW THEREFORE BE IT ENACTED by the Council of The Corporation of the City of Stratford as follows:

1. That the action of the Council at its meeting held on April 20, 2026, in respect of each report, motion, resolution, recommendation or other action passed and taken by the Council at its meeting, is hereby adopted, ratified and confirmed, as if each report, motion, resolution or other action was adopted, ratified and confirmed by its separate by-law.

2. The Mayor of the Council and the proper officers of the City are hereby authorized and directed to do all things necessary to give effect to the said action, to obtain approvals where required, and, except where otherwise provided, to execute all documents necessary in that behalf in accordance with the by-laws of the Council relating thereto.

Read a FIRST, SECOND and THIRD time and

FINALLY PASSED this 20th day of April, 2026.

_____
Mayor – Martin Ritsma

_____
Clerk – Tatiana Dafoe