Agenda - Council – October 24, 2007

Report - Standing Policy Committee on Property and Development - October 2, 2007

Item No. 10 St. Boniface Former City Hall Campus
(St. Boniface Ward)
File FB-1

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 17, 2007, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development, with the following amendment:

- Delete Recommendation 2 in its entirety and replace with the following:

    2. That 227 boulevard Provencher be held in abeyance until such time as decanting issues related to the recladding of the Public Safety Building have been resolved,

and submits the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On October 2, 2007, the Standing Policy Committee on Property and Development did not concur in the recommendation of the Winnipeg Public Service and submits the following to Council:

1. That the Old St. Boniface City Hall Campus which encompasses 219, 227, 233 boulevard Provencher and 212 rue Dumolin, be declared surplus to the City's requirements.

2. That 227 boulevard Provencher be utilized as a decanting (relocation) site from the Public Safety Building until the recladding has been completed.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

Agenda - Council – October 24, 2007

Report - Standing Policy Committee on Property and Development – October 2, 2007

DECISION MAKING HISTORY:

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On October 17, 2007, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Property and Development with the following amendment, namely:

- Delete Recommendation 2 in its entirety and replace with the following:

    2. That 227 boulevard Provencher be held in abeyance until such time as decanting issues related to the recladding of the Public Safety Building have been resolved,

and forwarded the matter to Council.

STANDING COMMITTEE RECOMMENDATION:

On October 2, 2007, the Standing Policy Committee on Property and Development did not concur in the recommendation of the Winnipeg Public Service and submitted the following to the Executive Policy Committee and Council, namely:

1. That the Old St. Boniface City Hall Campus which encompasses 219, 227, 233 boulevard Provencher and 212 rue Dumolin, be declared surplus to the City's requirements.

2. That 227 boulevard Provencher be utilized as a decanting (relocation) site from the Public Safety Building until the recladding has been completed.

3. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

On September 4, 2007 the Standing Policy Committee on Property and Development did not concur in the recommendation contained in the administrative report dated August 23, 2007, and directed the Administration to identify alternatives sites for the decanting (relocation) of the Winnipeg Police Services Identification Unit – Forensic Services and/or the Robbery and Homicide Division during the Public Safety Building Recladding project and report back to Committee for the meeting scheduled for October 2, 2007.

Re: Alternative Options To Using 227 Provencher Boulevard - Winnipeg Police Service Relocation Site For Public Safety Building Recladding Decanting

For submission to: **Standing Policy Committee on Property and Development**

Original report signed by: **Acting Director of Planning, Property and Development**

Report date: September 24, 2007

Recommendation(s):

1. That consistent with Council direction, 227 Provencher be used as a decanting (relocation) site for Division 40 from the Public Safety Building until the recladding has been completed.
2. That in the interim, the Planning, Property and Development Department assess alternative development scenarios for 227 Provencher for report back to the Standing Policy Committee on Property and Development.
3. That the Proper Officers be authorized to do all things necessary to implement the intent of the foregoing.

Report Summary

Key Issues:

- Council's endorsement of the Public Safety Building (PSB) Cladding Replacement and Winnipeg Police Service Accommodation Integration Report results in the moving of staff from the PSB to properties located within the former St. Boniface City Hall Campus. Specifically, to the existing District 5 Police Station located at 227 Provencher.
- The plan (Option 1C) that Council endorsed for the PSB Cladding decanting included moving Division 40 to 227 Provencher. Division 40 is to stay in 227 Provencher until the completion of the recladding of the PSB in 2011.
- 227 Provencher is the least expensive option to temporarily house Division 40.

Implications of the Recommendation(s):

General Implications

(X) None

( ) For the organization overall and/or for other departments

( ) For the community and/or organizations external to the City

( ) Involves a multi-year contract

Comment(s):

Policy Implications

(X) No

( ) Yes

Comment(s):

Regulatory Implications

(X) None

( ) Eliminates or reduces regulatory impact

( ) Proposes regulatory impact

Comment(s):

Environmental Implications

(X) No

( ) Yes

Comment(s):

Human Resources Implications

(X) No

( ) Yes

Comment(s):

Financial Implications

(X) Within approved current and/or capital budget

( ) Current and/or capital budget adjustment required

Comment(s):

Report

REASON FOR THE REPORT:

On September 4, 2007 the Standing Policy Committee on Property and Development directed the Public Service to identify alternative sites other than 227 Provencher for the Winnipeg Police Services Identification Unit – Forensic Services and/or the Robbery and Homicide Division (Division 40) and report back to Committee for the meeting scheduled of October 2, 2007.

HISTORY:

On July 21, 2004, Council directed construction of a new district station, as recommended in the Council approved "Winnipeg Police Service - Four District Model" that:

> *" the Public Safety Building Decanting Option 1C, as described in the administrative report dated June 9, 2004, to facilitate implementation of the Public Safety Building cladding replacement project be proceeded with."*

Option 1C included using 227 Provencher for Division 40 (Robbery and Homicide) until the completion of the PSB Recladding Project.

On July 23, 2003, Council approved the restructuring of the Winnipeg Police Service (WPS) current six district service delivery model to a contemporary realignment of four districts which results in the replacement of five existing district stations with three newly constructed district stations.

DISCUSSION:

Presently 227 Provencher building is used as the District #5 Police Station and for the Province of Manitoba French Language Courts. The District Station operations are being consolidated with the District #4 in the pending new East District Police Station located in St. Boniface Industrial Park.

The plan is to move Provincial Government French Language Courts from the existing St. Boniface Police Station to the second floor of 219 Provencher. The benefits of moving them to the Old City Hall are that it provides more needed space for the Police operations and it allows the courts to utilize the old historic Council Chambers within 219 Provencher.

At its meeting held July 21, 2004, Council directed construction of a new district station, as recommended in the Council approved "Winnipeg Police Service - Four District Model" to proceed and that the Public Service commence with a decanting (relocation) plan, as described in the administrative report dated June 9, 2004, to facilitate implementation of the Public Safety Building cladding replacement project. This included using 227 Provencher for Division 40 (Robbery and Homicide) until the completion of the PSB Recladding Project.

Upon relocation of District Police operations from 227 Provencher to the pending new district station, 227 Provencher will be utilized for components of the WPS Central District (Division 40) displaced by the cladding replacement project at the Public Safety Building (PSB). The cladding replacement project is a two-year building envelope construction project. The PSB Recladding contract is planned to be awarded in late 2008 and complete in late 2010 or early 2011.

Other options were analyzed for decanting the PSB during the recladding; several of these options included other locations that Division 40 could be relocated to rather than 227 Provencher.

The following are the options for *relocating Division 40* from the PSB:

Option	Cost	Comments
227 Provencher Boulevard	$1,430,000	• This is the Council approved option. • Relocation to an existing Police facility provides some of the required building amenities and Police familiarity. • Building may be redeveloped for alternate use.
700 Assiniboine Park Drive	$2,232,000	• Location is not centrally located near other support divisions (i.e. Forensic Services). Operationally, this location would be a problem for WPS. • Locating Division 40 at this location may not be congruent with Park location. • Building is to remain with the City in the long term; some of the funds used to renovate the building may be useful for future tenants.
100 Main Street	$2,276,000	• Long-term building status is uncertain pending negotiations with "Friends of Upper Fort Garry". • Interim building status has City staff partially occupying the building; Division 40 could fit in the vacant building space. • Additional parking and building security than that, which currently exists, would be required.
Leased Third Party Space	$3,957,000	• The cost of leasing space for two and a half years makes this alternative unaffordable. • Building security and parking requirements may be an issue for some potential third party leases.

It should be noted that options other than 227 Provencher may have additional costs above those listed for code upgrades to allow the building occupancy to change from office space to a Police operational unit.

Division 40 is to stay in 227 Provencher until the completion of the recladding of the PSB in 2011; once the temporary use of 227 Provencher has been realized, the Planning, Property and Development Department will look to sell 227 Provencher or find an alternative use for the property. As shown in the table above, changing the decanting location to one of the other alternatives would increase the decanting cost for Division 40 by $802,000 to $2,527,000.

The option of moving Division 40 to 227 Provencher is the least expensive option. Changing options at this time, has the potential of delaying the start of the PSB Recladding project; due to a decanting location for Division 40 not being ready in time. Even a delay of a couple of months could increase project costs $400,000 to $600,000 (assuming construction prices continue to escalate as they have in the last few years).

As such, the total increased cost by not moving Division 40 could range from $1,202,000 to $3,127,000; depending on the option selected and the potential cost of delay.

Identification Unit

The Identification Unit (Ident Unit) or Forensic Services Division is currently located in the PSB. The PSB Decanting option approved by Council in 2004, had planned to have the Ident Unit remain in the PSB during the PSB Recladding. The Ident Unit was to be relocated within the PSB away from the exterior wall to the centre core of the building.

Capital Funding had been included in the 2008 – 2012 Capital Budget Estimates. Funds of $1.8 million had been included in 2008 for the renovation of the existing PSB facilities to improve the existing Ident Unit operating situation. This was an interim measure to improve the existing Ident Unit within the PSB until a new separate facility could be constructed. Funding of $5.2 million has been budgeted in 2012 (another $5.2 million is to be budgeted in 2013) for the construction of a new facility estimated to cost $10.4 million.

As the state of the existing Identification Unit operations are currently inadequate to meet existing needs, the Planning Team had looked at how the Capital funds for the decanting and Ident Unit projects could be better utilized.

The *Options for a short-term solution* ($1.8 million) for the Ident Unit upgrades:

1. Make the upgrades in the PSB; or
2. Locate in another location.

Ident In PSB

For Option 1, upgrading the Ident Unit in the PSB, under new Bio-safety guidelines is not practical (due to the limited space available within PSB). This also means moving command vehicles out of PSB to make space for Ident. These command vehicles are part of specialty units. This would require additional space to be leased at central location for at least two years. WPS estimates the specialty unit relocation to cost $300,000-$500,000 for two years.

Re-locate Ident Out of PSB

The funds are extremely limited to locate to an alternative location as was identified in Option 2. The existing City owned buildings that could accommodate the Ident Unit are limited and the cost of leasing a third party space would render this option unaffordable in the short term.

The Planning Team had identified 227 Provencher as a potential alternative due to the facility suitability for the Ident Unit, and financial benefits of doing the project with the PSB decanting.

Another practical option that needs to be further explored that may assist the Ident operation, would be to use the $1.8 million funding to construct a vehicle examination building on the green space near 311 Ross Avenue (the old Paulin Building). Future lab can be constructed on the same site which would reduce the cost of the future lab.

The *Options for the long-term ($10.4 million) Ident Unit solution* include building or leasing a facility.

WPS have indicated that the funds for the short term solution may be inadequate and should be increased to $2,578,000 to account for inflation and the Ident Unit's needs.

It is recommended that Winnipeg Police Service and Planning, Property and Development Department do a more thorough analysis of options and the costs associated with different options for the Ident Unit. The Departments will come back with a report at a future date with a recommended solution for the Ident Unit that best meets present and future needs.

Financial Impact Statement

Date: September 17, 2007

Project Name:
WPS Division 40 into 227 Provencher

First Year of Program 2008

	2008	2009	2010	2011	2012
Capital					
Capital Expenditures Required	$ 1,430,000	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	1,430,000	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
External	-	-	-	-	-
Grants (Identify)	-	-	-	-	-
Reserves, Equity, Surplus, Other	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs	$ -	$ 121,550	$ 121,550	$ 121,550	$ 121,550
Less: Incremental Revenue/Recovery	41,650	-	-	-	-
Net Cost/(Benefit)	$ (41,650)	$ 121,550	$ 121,550	$ 121,550	$ 121,550
Less: Existing Budget Amounts	(41,650)	121,550	121,550	121,550	121,550
Net Budget Adjustment Required	$ -	$ -	$ -	$ -	$ -

Additional Comments:
Capital expenditures in 2008 consist of estimated construction costs of $1,388,350 + $27,767 in short-term financing and $13,883 in corporate admin fees, the latter two of which are offset by corporate recoveries. Direct costs from 2009 on represent debt & finance charges on the 2008 capital expenditures and will be charged to PP&D's current budget.

"Original signed by"
Mike McGinn, CA
Manager of Finance

IN PREPARING THIS REPORT THERE WAS:

Internal Consultation With and Concurrence By:

Winnipeg Police Services Department

External Consultation With:

N/A

THIS REPORT SUBMITTED BY:

Planning, Property and Development Department
Division: Civic Accommodations Division
Prepared by: Jerry Comeau, P. Eng.
PPD File #: CAD 2007-0030

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CITY OF WINNIPEG PLANNING, PROPERTY AND DEVELOPMENT DEPARTMENT CIVIC ACCOMMODATIONS DIVISION 300–65 GARRY STREET R3C 4K4		PROJECT **OLD ST.BONIFACE CITY HALL CAMPUS** **212 RUE DUMOULIN & 219, 227, 233 BOUL PROVENCHER**		SHEET TITLE **SITE PLAN**	
DRAWN BY RCP	CHECKED BY	APPROVED BY	DATE 2007.07.27	SCALE N.T.S	SHEET NO. C1
			eFILE 0227PVSP.dwg	PROJECT NO. XXXX-XXX	

DRAWING SHEET SIZE: A (8-1/2"x11") PLOT 1:1