



# Staff Report to Committee of the Whole

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**DATE:** Monday, February 27, 2023

**DEPARTMENT:** Administration

**SUBJECT:** RCMP Facility

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## BACKGROUND:

Jointly owned by the Cities of Langford, Colwood and the Town of View Royal ("the Communities"), the West Shore RCMP Detachment is located at 698 Atkins Avenue in Langford. The existing detachment is approximately 37,000 ft<sup>2</sup>, comprised of two largely separate but connected facilities: one built in the 1960s (approx. 10,600 ft<sup>2</sup>), and a newer structure built in 1999 (approx. 26,400 ft<sup>2</sup>).

Investments have been made in the current detachment, but the facility is nearing capacity. Projections by the RCMP show the need for increased space in the next one to four years. As the Communities continue to grow, so too does the need for specialized and diversified policing services, increased use of technology, modern facilities, and a larger staff contingent to maintain the current policing level of service in the region.

The Chief Administrative Officers of the Communities have worked together to advance this file and draft this report. Therefore, it is important to note that this report, as written, has already been brought forward in Colwood and View Royal, and has subsequently received support from their respective Council's.

## COMMENTARY:

### Defining Project Requirements

An options analysis completed in March of 2022 (**attached as Appendix 1**) explored the need for an expanded RCMP facility together with a review of redevelopment of the existing site versus options to relocate elsewhere within the Communities.

A twenty-year planning horizon was used:

- to align with the minimum debt financing that will likely accompany this project
- to mirror the estimated capacity needs with the financing horizon
- assuming a 2023/2024 construction start, occupancy would be 2025/2026
- near-term "excess space" could be leased to other agencies

- construction cost escalation supports building now vs later (hopefully this upward pressure on pricing will finish in 2023)

Population projections were needed to help determine future space requirements and are as follows in Table 1.

**Table 1**

	2021 Population	2045 Population Estimate	Annual Growth Assumption
<b>View Royal</b>	11,575	16,692	1.86%
<b>Colwood</b>	18,961	34,295	2.50%
<b>Langford</b>	45,584	103,133	6% (2022-2025) 4% (2026-2030) 3% (2031-2035) 2.5% (2036-2045)
<b>Metchosin</b>	5,067	7,034	1.53%
<b>Highlands, Songhees Nation, Esquimalt Nation</b>	4,645	6,147	2.31% Highlands 0.00% for Songhees and Esquimalt
<b>Total</b>	<b>85,832</b>	<b>167,301</b>	

Police to population ratios were also forecasted to help determine future space requirements. The ratios assumed in Table 2 are estimates. Each community will need to determine their police/population ratios annually as part of their service planning processes.

**Table 2**

	2045 Population Estimate	Police/ Population Estimate	Corresponding Headcount	Current
<b>View Royal</b>	16,692	1:875	19	
<b>Colwood</b>	34,295	1:875	39	
<b>Langford</b>	103,133	1:750	138	
<b>Metchosin</b>	7,034	1:875	8	
<b>Highlands, Songhees Nation, Esquimalt Nation</b>	6,147	1:930	6	
		<b>RCMP FTE total</b>	<b>210</b>	<b>96</b>
		Administrative	70	51
		<b>Total FTE</b>	<b>281</b>	<b>147</b>

The RCMP provided space requirement estimates based on future RCMP FTE counts.

**Table 3**

		<b>Square feet</b>
<b>General Units</b>		39,042
<b>Common Units-Major Crimes/Serious Crime</b>		13,719
<b>Special Units/Large Detachment</b>		7,250
	Sub Total	60,011
	Gross Up	32,406
	<b>Total Required</b>	<b>92,417</b>

We benchmarked future space requirements against a comparable (Kelowna) and current West Shore facilities on a per capita and per FTE basis.

	<b>West Shore Current</b>	<b>West Shore 2045</b>	<b>Kelowna</b>
<b>Population served</b>	85,832	167,301	142,000
<b>RCMP FTE</b>	96	210	214
<b>Total FTE</b>	147	281	314
<b>Policing Ratio</b>	1:885	1:795	1:664
<b>Square Footage</b>	37,067	92,417	106,000
<b>Sq.ft./capita</b>	0.44	.55	.75
<b>Sq.ft./Total FTE</b>	252	329	338

The feasibility study ultimately recommended a building size of 92,417 ft<sup>2</sup> together with 2.5 acres of parking to support our policing functions 20 years hence. In the near term, portions of an expanded facility would be leased to other agencies (likely policing related) until such time that occupancy is needed for Communities policing purposes.

A further recommendation was returned to remain at and redevelop the existing location on Atkins Avenue as it was deemed to be more economical than relocating and building new. Additionally, it was noted to be the preferred site over alternative options due to its central location (both now and in the future) and ease of access to major transportation routes.

### Estimated Capital Costs

<b>Demolition</b>	\$633,346
<b>Site Servicing</b>	\$647,080
<b>Surface Parking</b>	\$1,767,131
<b>Building Construction</b>	\$44,443,329*
<b>Sub Total</b>	\$47,490,886
<b>Net Zero Standard (5%)</b>	\$1,939,573
<b>Post Disaster Standard (10%)</b>	\$3,702,433

<b>Furniture, Fixtures, &amp; Equipment (2.5%)</b>	\$1,187,272
<b>Land Acquisition (6 properties)</b>	\$5,400,000
<b>Price Escalation to 2024 (3.5% per year)</b>	\$4,253,569
<b>Project Delivery Services (12%)</b>	\$7,676,848
<b>Contingency (15%)</b>	\$10,747,587
Estimated capital cost (+/- 25%)	<b>\$82.4M</b>
	*Includes \$6m in seismic upgrades for the 1999 facility (approximately 26,000 ft <sup>2</sup> ) together with approximately 66,000 ft <sup>2</sup> in new construction.

### Estimated Municipal Contributions

	<b>50% Population (2021) 50% Assessment (2021)</b>	<b>Capital Cost Contributions</b>
<b>Langford</b>	60.13%	\$49.6M
<b>View Royal</b>	15.56%	\$12.8M
<b>Colwood</b>	24.31%	\$20.1M

### Next Steps

The Joint Police Services Facilities Steering Committee (3 CAOs) has recommended to pursue an Integrated Project Delivery (IPD) procurement approach (**Preliminary Project Plan attached as Appendix 2**), which will enable the Communities to come to a proposed budget while meeting project requirements in the most efficient manner.

With approval of the recommended budget of \$1,200,000, the Communities will proceed with procuring an IPD Advisor and IPD team to develop a Validation Report in mid-2023. A Validation Report reflects the IPD Team's commitment to achieve the target cost, budget, appropriate level of design, contingency, risk, schedule and other details to ensure owner requirements will be met. One community (likely Langford) will act as fiscal agent for the Communities through this process.

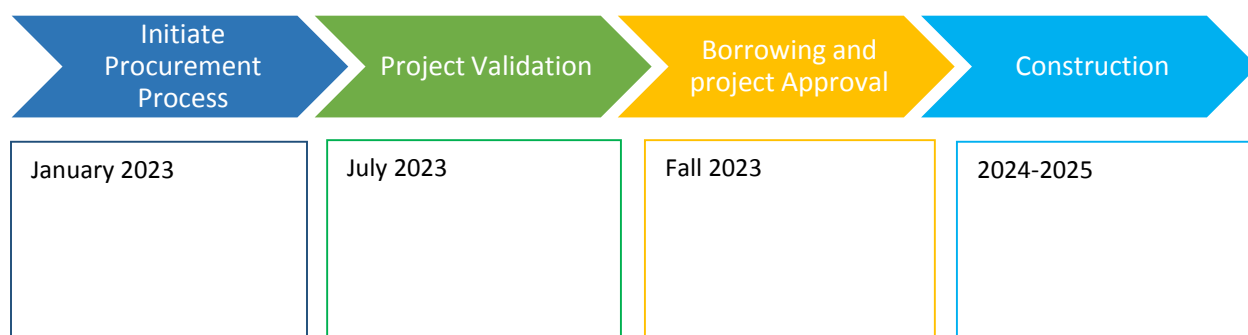
This work will enable the Communities to make a decision on whether to proceed with the proposed project.

### COMMUNICATIONS

Early and ongoing public consultation will be an important part of this process. As assent of the electors will be needed to support the borrowing involved, a Communications team will be engaged whom have both municipal, and IPD procurement experience. Communications in this process will seek to increase public trust in decision makers and create an environment of no surprises. We will seek to:

- clearly define the decision makers

- involve the right stakeholders at the right time
- provide opportunities to be informed
- be clear about how decisions will be made
- be clear about how input will be used



## FINANCIAL IMPLICATIONS:

### Project Financing

Long-term borrowing will likely be required for the City of Langford's contribution to this project, and we may determine to begin the borrowing approval process parallel with the Validation stage of procurement. Long-term borrowing is secured through a loan authorization bylaw, which requires approval of the electors, and the Inspector of Municipalities. Steps in the borrowing process are as follows:

1. Loan authorization bylaw drafted, and the council gives it three readings
2. Provincial review and statutory approval by the Inspector of Municipalities (6-8 weeks)
3. Approval of the electors (8-11 weeks)
4. Adoption of the bylaw by the council
5. Challenge period (1 month)
6. Provincial review and certificate of approval by the Inspector of Municipalities (2-4 weeks)
7. Municipal council passes security issuing resolution and agreement
8. Regional district drafts security issuing bylaw and board gives it three readings and adoption
9. Challenge period for security issuing bylaw (10 days)
10. Provincial review of the security issuing bylaw and certificate of approval by the Inspector of Municipalities (2-4 weeks)
11. Security issuing by the Municipal Finance Authority

There is also an option to create a Capital Regional District sub-regional service for the purpose of financing the construction of the new building with Langford, View Royal and Colwood as sole participants. This sub-regional service approach has a similar approval process as described above.

## Debt Servicing

Should the project proceed as currently envisioned, the City of Langford will need to build into our annual budgets the costs of principal and interest repayment over time and determine a borrowing period for the loan. The capacity of the building is being scaled for the 20-year horizon, however the building itself will provide useful life over a 50-year time scale.

	20-Year	30-Year
<b>Amount to borrow</b>	\$49,600,000	\$49,600,000
<b>Indicative interest rate</b>	4.67	4.67
<b>Annual Payment</b>	~\$3,869,422	~\$3,106,204

As part of the planning process the partners and individual municipalities will need to consider the optimal strategy to prepare our communities for the burden represented by annual debt payment requirements either individually or as sub-regional partners.

### OPTIONS:

#### Option 1

THAT Committee of the Whole recommend to Council on March 6<sup>th</sup> OR through the budget process on March 27<sup>th</sup>, that the City:

approve a budget of \$721,560, which represents the City of Langford's (60.13%) of the total budget of \$1,200,000 required to further define the project requirements and goals, to arrive at a point where a decision on whether the project should proceed can be made, And that Mayor Goodman and CAO Darren Kiedyk be appointed to a Joint Police Facilities Steering Committee to be made up of the Mayors and CAO's of the Town of View Royal, and the Cities of Langford and Colwood to oversee the process of advancement of further project definition, or

#### OR Option 2

THAT Committee of the Whole recommend to Council on March 6<sup>th</sup>, that Council:

authorize Mayor Goodman and CAO Darren Kiedyk to work with the Joint Steering Committee to:

- a. Return with an alternative scope of project
  - i. Different time scale (shorter or longer than 20 years)
  - ii. Different population estimates
  - iii. Different police: population ratio estimates
  - iv. Different ft2/FTE, or

#### OR Option 3

THAT Committee of the Whole:

direct staff to return with additional information

**SUBMITTED BY: Darren Kiedyk, Chief Administrative Officer**

**Concurrence:** Donna Petrie, Senior Manager of Business Development and Events

**Concurrence:** Yari Nielsen, Director of Parks, Recreation and Facilities

**Concurrence:** Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

**Concurrence:** Katelyn Balzer, P.Eng., Director of Engineering and Public Works

**Concurrence:** Michael Dillabaugh, CPA, CA, Director of Finance

**Concurrence:** Marie Watmough, Deputy Director of Corporate Services

**Concurrence:** Braden Hutchins, Director of Corporate Services