



To: Community Safety Committee

Date: April 17, 2002

From: Jim Hancock
Fire Chief

File: 2045-01.CSB

Re: **Community Safety Headquarters Building - Siting**

STAFF RECOMMENDATION

1. That the City owned site #4, (as outlined in the attached report of the Fire Chief dated May 7, 2002), located at the northeast corner of Gilbert Road and Granville Avenue, be chosen as the location for the proposed Community Safety Headquarters Building; and,
2. That Option C-1 for the development of site #4, be approved for further development as a Community Safety Headquarters building, at a cost not to exceed \$31M, as outlined in the attached report of the Fire Chief dated May 7, 2002.

Jim Hancock
Fire Chief

Ward Clapham
Officer in Charge

Att.

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Land	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Finance	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Parks	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

STAFF REPORT

ORIGIN

At the closed Council meeting of January 14, 2002, it was moved and seconded *That the report (dated January 11, 2002, from the Manager, Facilities Planning & Construction), regarding location of the Community Safety Headquarters Building, be referred to staff for further review and report to Committee, with the next report to include:*

- (1) *A footprint for a building able to accommodate two fire engines, and land requirements for a common footprint, on the existing fire hall site at Granville Avenue and Gilbert Road;*
- (2) *Two or three options on how the Granville Avenue/Gilbert Road site could be developed (i.e., expansion into Minoru Park) (including concept plans); and*
- (3) *The future plans for the Civic Centre (City Hall) area (including a visual concept plan).*

As a result of Council's discussion, it was agreed that Sites 6, 7, 8, 9, 10, 11, and 12 would be eliminated, and that further consideration would be given to Sites 1, 2, 3, 4, 5 and 8.

ANALYSIS

This report addresses the resolution of Council by presenting information on a site-by-site basis for those locations selected by Council for further review, (Attachment "A"). The discussion points made by Council on January 14, 2002 have been addressed under each option as appropriate. Staff has provided information for further discussion at Committee.

Of all the sites examined, site #4 at Gilbert and Granville was identified as the only feasible site for a community safety headquarters. In an effort to assist Council in its decision-making process, the report elaborates on the reasons why site #4 became the preferred site option.

Site 4 – Gilbert Road and Granville Avenue (Minoru Park) (Appendix C)

From the list of sites to be reviewed, the preferred location is at Gilbert Road and Granville Avenue, the current site of #1 Fire Hall. This location meets various functional requirements while maintaining and enhancing operational relationships between fire-rescue and police managers and responders. Detailed descriptions and discussion of the other site options are found in Attachment "A".

In order to accommodate a Community Safety Headquarters Building and fire hall, the existing 1.45-acre site would need to be doubled in size to a minimum of three acres. This would require the current Minoru Tennis Indoor Courts and Clubhouse to be moved. The relocation of the tennis courts would add approximately \$500,000 to \$750,000 in costs to the project total. Numerous trees at the perimeter of the site may need to be removed and the site re-planted as part of the project.

The option presented for this site offers practical and economic solutions to the headquarters location. Constraints, including the loss of public parking, park space, the added cost of relocating the Minoru Tennis Indoor Courts and Clubhouse facility, and the need to maintain an operational fire hall during construction must be considered in reviewing this site.

From a strategic location perspective, site #4 can be further expanded to meet the long-term needs, (75 years), of a Community Safety Headquarters that includes a fire hall. Accordingly, it is considered to be the most practical and functional location.

Only site #4 is capable of accommodating a fire hall with the public safety administration building. The other sites are not suitably located for efficient response times by fire apparatus. Site #4 also allows us to recognize the importance of maintaining a relationship between administration and operational staff for both Fire Rescue and the RCMP. The importance of this relationship cannot be understated.

Consider the following: The concept of a public safety building is to gain efficiencies and promote teamwork between fire, emergency, bylaw and police personnel. However, it is not our vision to have only the administrative staff working together and doing business day-to-day. Our vision includes an integrated service delivery model, making it even more important to have firefighters, bylaw staff, emergency program staff and police officers meeting each other and working collaboratively on a daily basis. There is almost no advantage to either Fire Rescue or RCMP in a shared public safety building, if police operations are separated from fire operations. I.e.: (if the location was not appropriate for a fire hall.) The greatest advantage, other than cost, of a shared facility is the co-operative relationships gained by having police and firefighters and other public safety personnel interacting on a daily basis.

More detailed site review of the proposed site included discussions with Parks & Recreation staff regarding their plan to develop a Parks Master Plan which will include detailed planning for the long term development of Minoru Park. Staff are supportive of the proposed Community Safety project, seeing it as an important "anchor" to the public precinct between Gilbert and No 3 Road. Further, it is recognized that by designing the headquarters building with the input of Parks Planning staff, once they have completed their Master Plan, we will be able to optimize the functionality of this important public facility in the context of the public precinct that exists between No 3 Road and Gilbert. Site development and design will be established in a collaborative manner in conjunction with the Parks, Recreation and Culture Division's upcoming Parks Master Planning process. This planning process will include public and stakeholder input to ensure a consensus around the use of public parkland.

FINANCIAL IMPACT

Description	Option C-1
Land Acquisition Cost	\$ 0
Relocation Costs Tennis Centre	\$ 750,000
Parking Structure	\$ 0
Headquarters Construction*	\$ 27,000,000
Fire Rescue Facility	\$3,000,000
Total	\$ 30,750,000

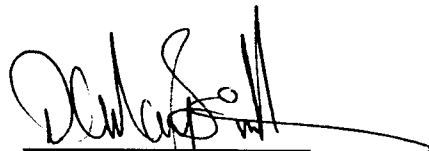
In this table, the cost of the Fire Hall is included at \$3M to ensure full project costs for the combined headquarters is presented. In other options, the \$3M cost is not included as it is an additional cost in all options. This was done to allow direct comparison of variables in the other options.

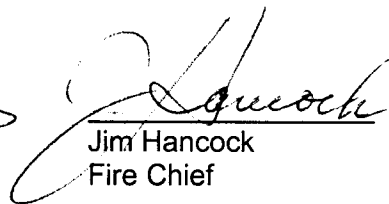
CONCLUSION


This site remains a viable and cost-effective option. It is the only option that fully offers the opportunity for police, fire, bylaw and emergency personnel to work side by side on a regular and daily basis. It is the only option that fully supports the vision of enhanced team co-operation, innovation and efficiency that are so critical to the delivery of safety services to our citizens.

Overall, the Gilbert Road and Granville Avenue site, offers an improved location and practical alternative to the City Precinct. Staff recommends proceeding with a concept design for this expanded site based on its overall suitability to accommodate a Community Safety Headquarters Building and fire hall facility

Funding for the Conceptual Designs is available from the Community Safety Buildings Master Plan account.


David Naysmith, P. Eng.
Manager
Facilities Planning & Const.


Jim Hancock
Fire Chief


Ward Clapham
Officer in Charge
RCMP

DN:cmm

ATTACHMENT "A"**Site 1 - City Precinct Sites****North Parking Lot** (Appendix A and A1)

The initial planning for the new City Hall included preliminary plans for the eventuality of an additional building on the north parking lot site. There are financial advantages to this site since no additional land is required. The existing Public Safety Building could generate future income if upgraded and commercially leased or redeveloped. This location would require concept development to ensure it could support the required size of building and parking requirements.

Existing Public Safety Building (Appendix A2)

The site of the existing Public Safety Building, including access roads is approximately 1.74 acres. Constraints to the development of the site include: the need for temporary accommodation and relocation of the RCMP during the construction period, vehicular access and parking, visibility and numerous heritage trees throughout the site. This would be a very difficult site to develop given the constraints.

Richmond School District Site (Appendix A3)

The property to the south of the existing Public Safety Building, owned by the Richmond School District, is 0.86 acres in size and is too small for the proposed Headquarters function. It is currently assessed at \$6,070,000. In addition to the purchase cost of this property, there would be significant demolition costs, (\$1,000,000). Implementation of this option would mean the loss of two mid-lifecycle, revenue-generating buildings (School Board and Public Safety Building) in order to consolidate the two sites to support the development of the proposed Headquarters building. The timing for the School District to select a new site, purchase and construct a replacement facility would also severely impact the City's own schedule, (by as much as two years).

In either scenario involving the existing Public Safety Building, the City would face the need to relocate the RCMP into a separate temporary facility with the likely requirement to undertake major renovations to satisfy building regulations and the RCMP for a one to two year period. Based on similar exercises conducted for the Interim City Hall, and more recently the Provincial Courts, temporary accommodation could be expected to cost a minimum of \$2,000,000 together with commercial rental payments adding a further \$1,000,000.

Neither the existing Public Safety Building site nor that of the School Board Offices offers any immediate benefits. Each would add significant cost and possible delay to the project. The least cost option available within the Civic Precinct, (Site 1), is the parking lot north of City Hall. Concerns with respect to floor area, massing, circulation and parking need to be reviewed.

Detailed site planning to confirm that this location can accommodate a Community Safety Headquarters Building, with the necessary secure and public parking, is recommended if Council selects this site.

Site 1 - City Hall

Description	Option 1 North Lot	Option 2 PSB	Option 3 PSB & SD38
Land Acquisition Cost	\$0	\$0	\$7,000,000
Demolition Costs	\$0	\$400,000	\$500,000
Temporary Accommodation	\$0	\$4,000,000	\$4,000,000
Headquarters Construction*	<u>\$27,000,000</u>	<u>\$27,000,000</u>	<u>\$27,000,000</u>
Total	<u>\$27,000,000</u>	<u>\$31,400,000</u>	<u>\$38,500,000</u>

Does not include the cost of a Fire Hall

Site 2 - 7371 Westminster Highway (Appendix B)

This City owned site of 1.95 acres is well located in the City Centre, and meets the project's location criteria. A secure on-site multi-storied vehicle parade is a possibility. Currently used as a pay-parking lot while other uses that have been considered, the site is large enough to accommodate the Community Safety Headquarters Building without an Engine Company, which, under the approved option, would be built at the current location of Fire Hall No. 1 at Gilbert Road and Granville Avenue. The option of combining this site with the one to the north is no longer available, as the site has now been sold. Other "higher use" site options may be more appropriate for this location.

Site 3 – 7580 Elmbridge Way (Appendix B1)

Located adjacent to the 7371 Westminster Highway site, this 1.96-acre site was recently presented to and declined by Council for strategic acquisition purposes at a price of \$5.2 million. Staff has recently been advised that subject to zoning and development approval this site has now been sold.

Description	Option 1 Site 2	Option 2 Site 2
Land Acquisition Cost	\$ 0	\$5,200,000
Demolition Costs	\$ 0	\$ 0
Parking Structure	\$ 3,000,000	\$ 3,000,000
Headquarters Construction*	<u>\$27,000,000</u>	<u>\$27,000,000</u>
Total	<u>\$30,000,000</u>	<u>\$35,200,000</u>

Does not include the cost of a Fire Hall

Site 5 - Garden City Road and Alberta Road (McLennan Park) (Appendix D)

This site provides good response times for the RCMP to access the City Centre with good transportation links to other areas of the community. The McLennan Park master plan did not consider this type of community use and the park is just now being developed.

Two possible locations within the park are practical for the Community Safety Headquarters if this site was to be considered. Since much of the proposed park area has still to be developed the impact can be minimized. In both options the fire hall would remain at Gilbert Road and Granville Avenue. The Options for this site are:

1. Alberta Road – The City owns several rental properties and frontage that combined total 1.5 acres. With some encroachment into the park a 2 to 2.5 acre site could be considered. Alberta Road is largely residential and the community impact of a 100,000 sq. ft. multi-level facility would need to be considered.
2. 6680 to 6740 Garden City Road – These two “Greenfield” lots now form part of the overall park site but are yet undeveloped. Their combined area totals 3.9 acres and not all would be required if this location were to be selected.

Description	Option 1 Alberta Road	Option 2 Garden City
Land Acquisition Cost	\$ 0	\$ 0
Relocation Costs	\$ 0	\$ 0
Parking Structure	\$ 0	\$ 0
Headquarters Construction*	<u>\$27,000,000</u>	<u>\$ 27,000,000</u>
Total	<u>\$27,000,000</u>	<u>\$ 27,000,000</u>

Does not include the cost of a fire hall

Site 8 – No. 3 Road at Granville Avenue (northeast Corner) (Appendix E)

The properties immediately to the east of City Hall are all zoned C7, have a combined assessed value of \$4,683,700 and a total area of 1.45 acres including the lane, (the size of the current Fire Hall No. 1 site at Gilbert Road and Granville Avenue). All of the properties are relatively old and offer development potential. It is feasible to consider consolidating these sites up to the Petro Canada gas station as a headquarters site. To ameliorate site parking it may prove necessary and more practical to extend the City Hall underground parking beneath the current parking area to the north, with additional public surface parking above.

Consolidating the commercial properties forming Site 8, although situated close to City Hall, is not believed practical due to the high purchase cost and willingness of the owners to sell the sites to the City. The less than minimum site area would result in the need to expand the current City Hall parking area to accommodate policing needs, adding to the total cost.

Description	Option 1
Land Acquisition Cost	\$ 5,000,000
Demolition Costs	\$ 1,000,000
Parking Structure (City Hall)	\$ 1,000,000
Headquarters Construction *	<u>\$ 27,000,000</u>
Total	<u>\$ 34,000,000</u>

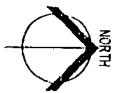
Does not include the cost of a fire hall



CITY OF RICHMOND

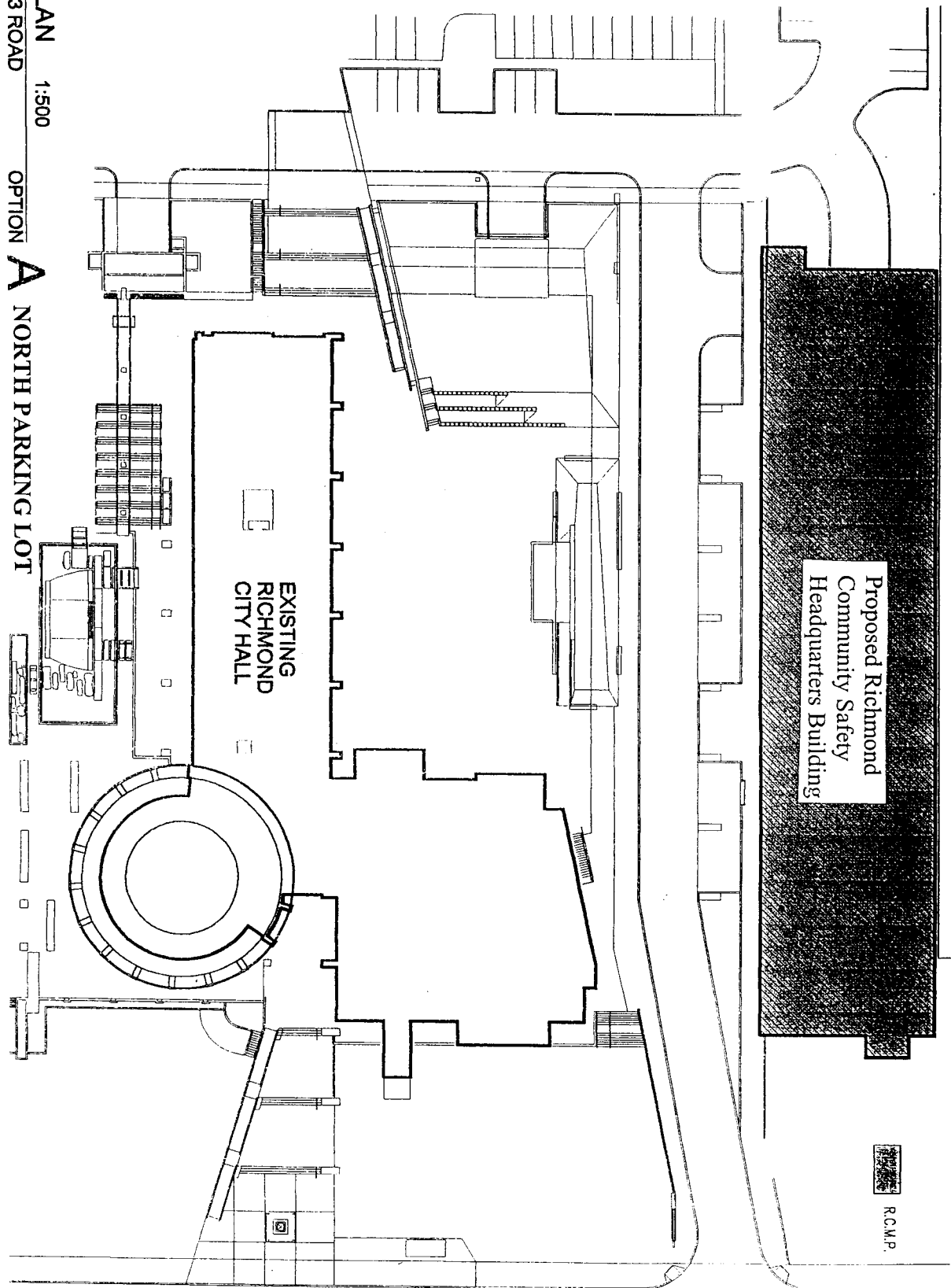
Community Safety Headquarters Building Proposed Siting

May 7, 2002



SITE PLAN 1:500
6911 NO. 3 ROAD

OPTION A NORTH PARKING LOT



EXISTING PARKADE

Proposed Richmond
Community Safety
Headquarters Building

R.C.M.P.

Appendix A

SITE PLAN

78

NO. 3 ROAD

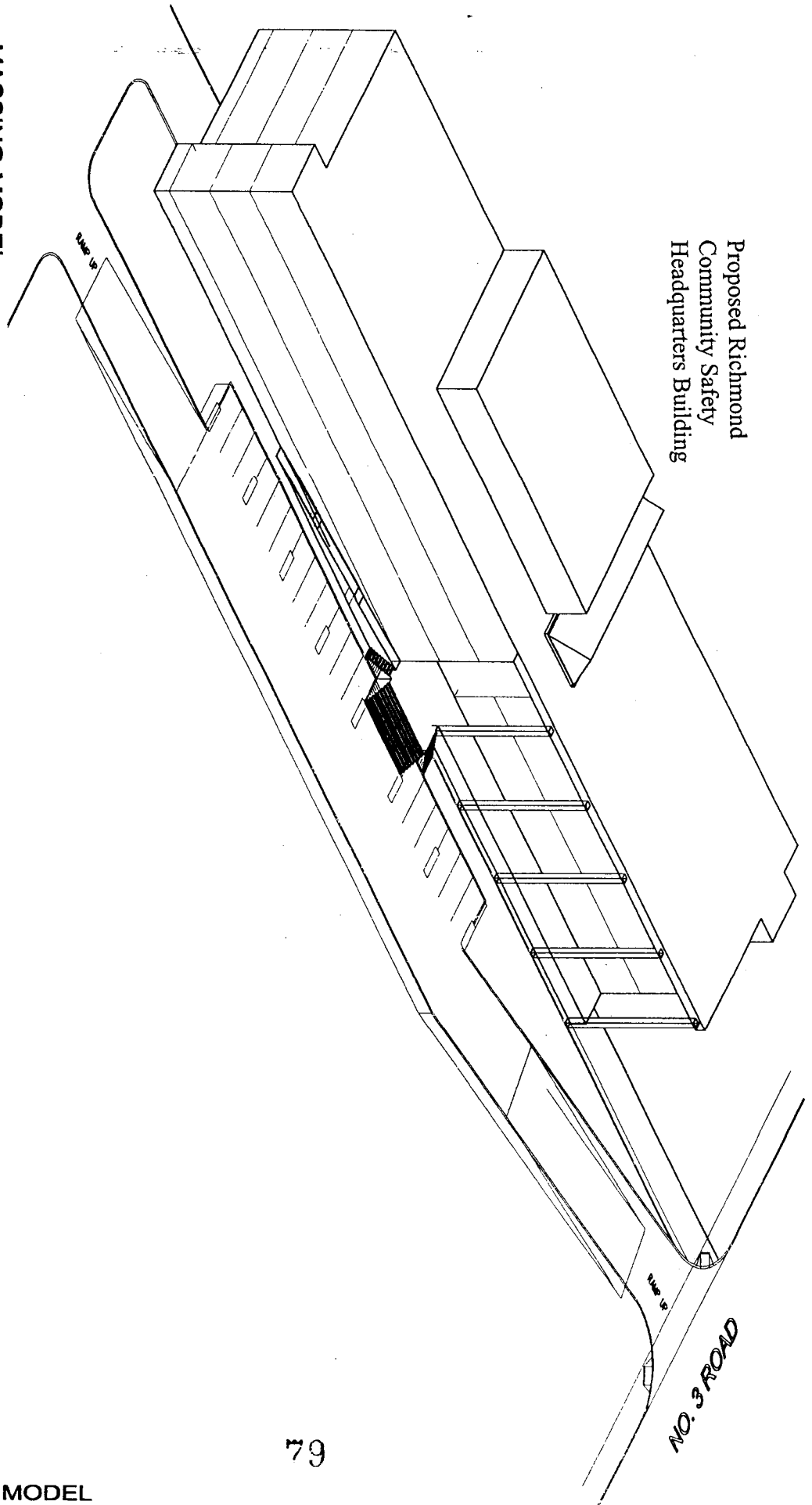
Richmond Public Safety Building
Schematic Planning

Richmond B.C.

GRANT + SINCLAIR ARCHITECTS LTD.
Vancouver B.C. 604-681-9191

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Proposed Richmond
Community Safety
Headquarters Building



MASSING MODEL
6911 NO.3 ROAD

OPTION A
NORTH PARKING LOT

79

NO. 3 ROAD

MASSING MODEL

Richmond Public Safety Building

Schematic Planning

Richmond B.C.

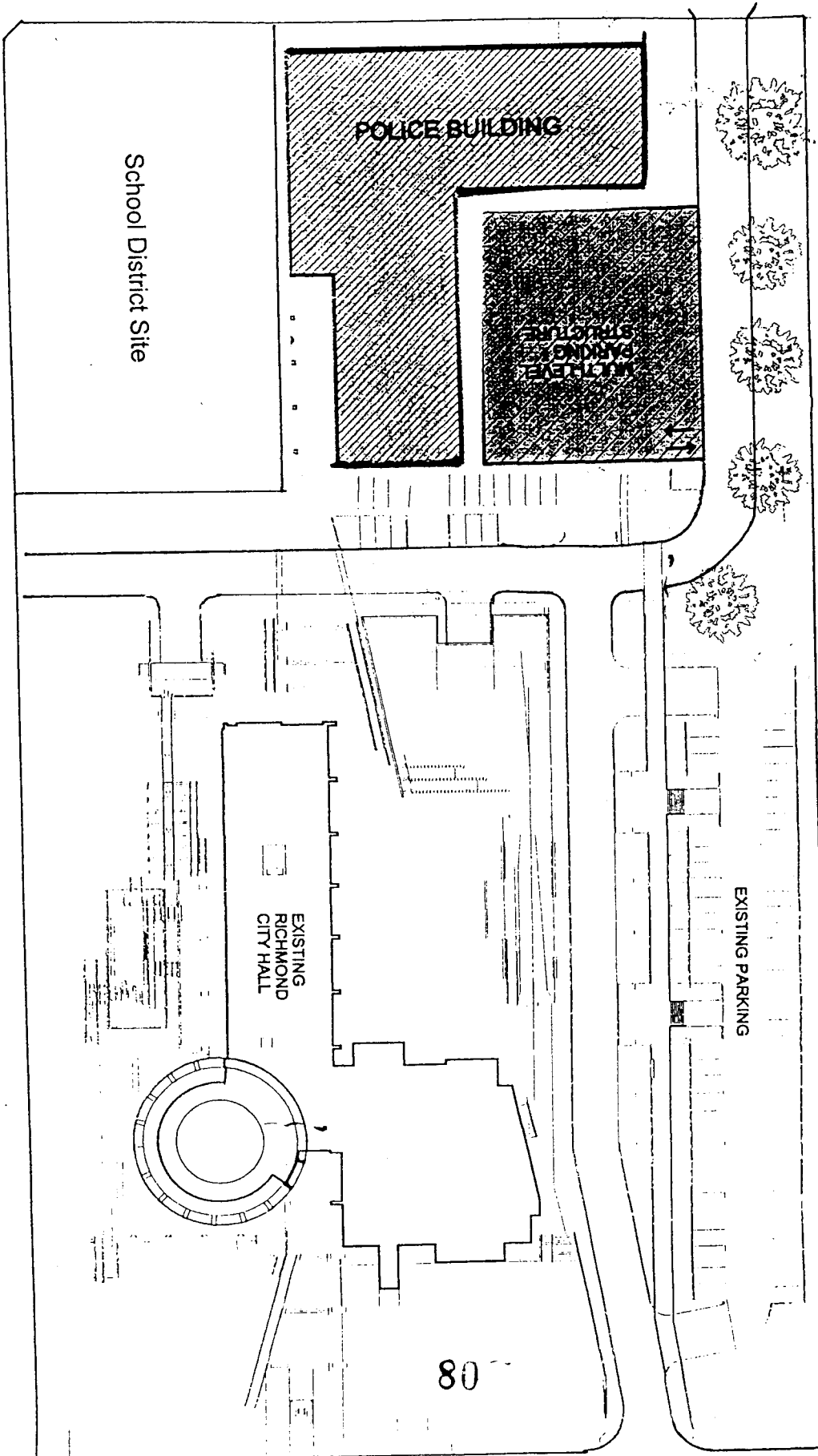
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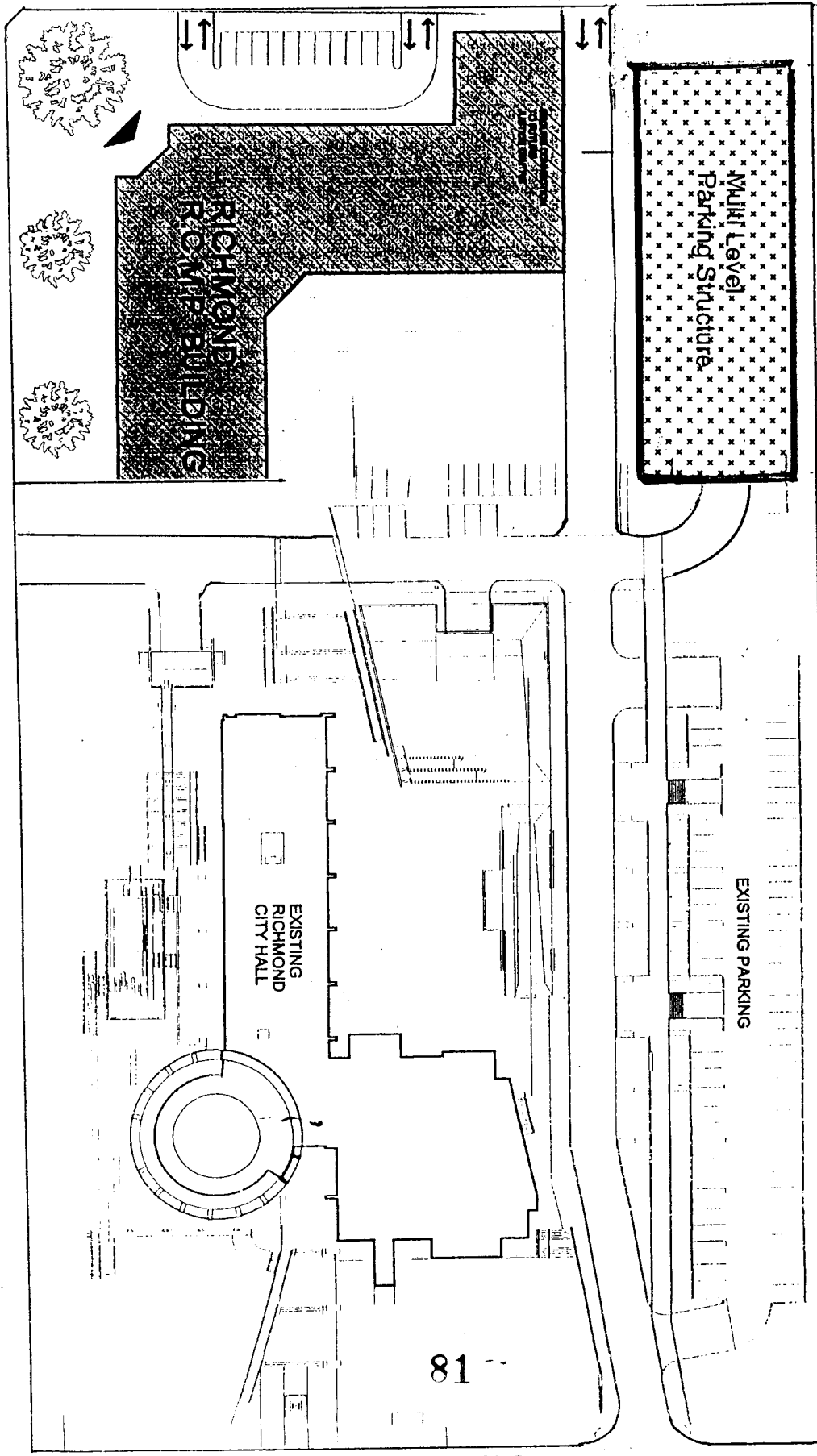
Appendix A1

A3

01.09.21



Option A2 Headquarters on Existing Public Safety Building Site



Option A3 Headquarters on Public Safety Building and School District Site



CONTEXT PLAN 1:1000
 7371 WESTMINSTER HIGHWAY

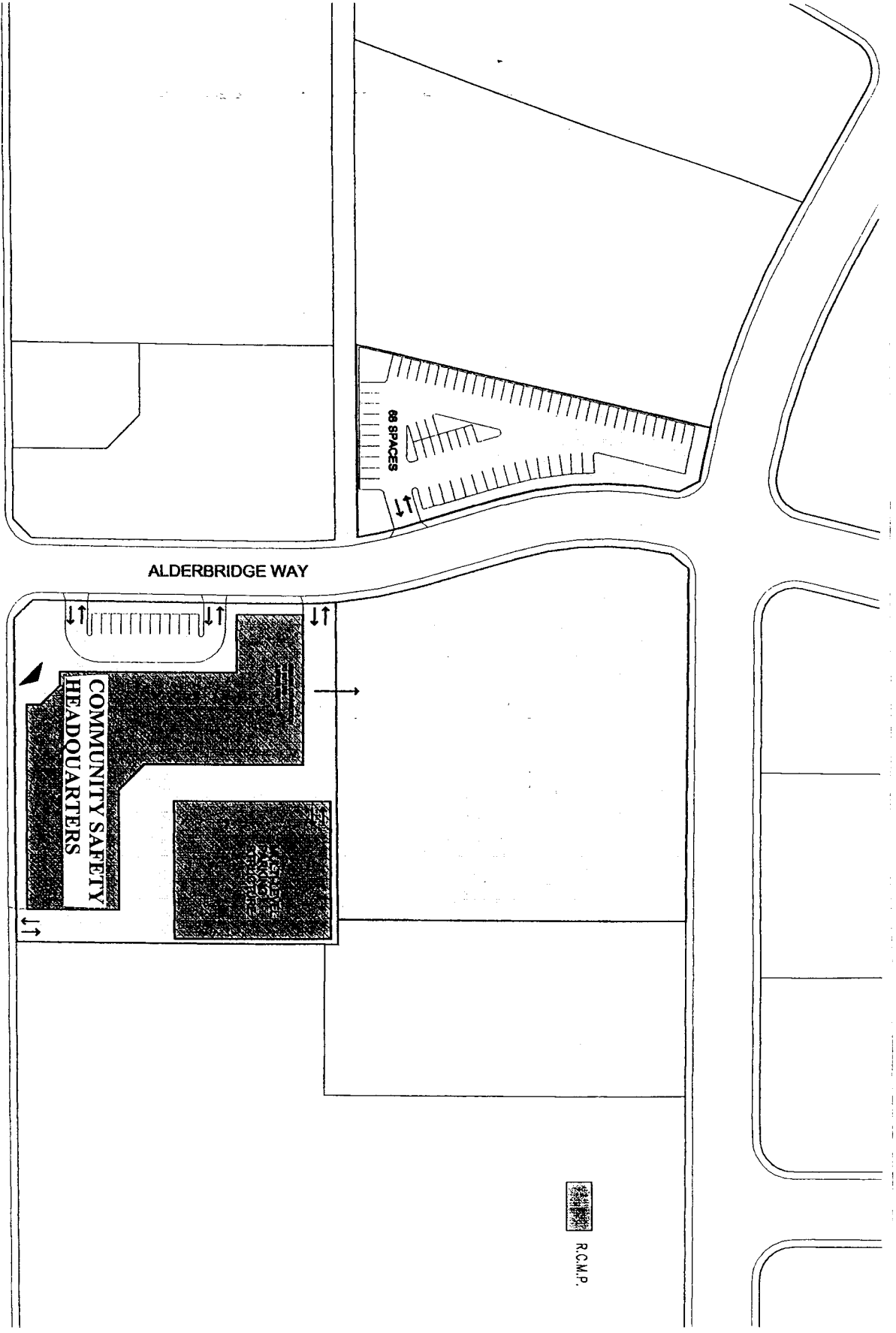
OPTION

B

Community Safety Headquarters

WESTMINSTER HIGHWAY

CONTEXT PLAN



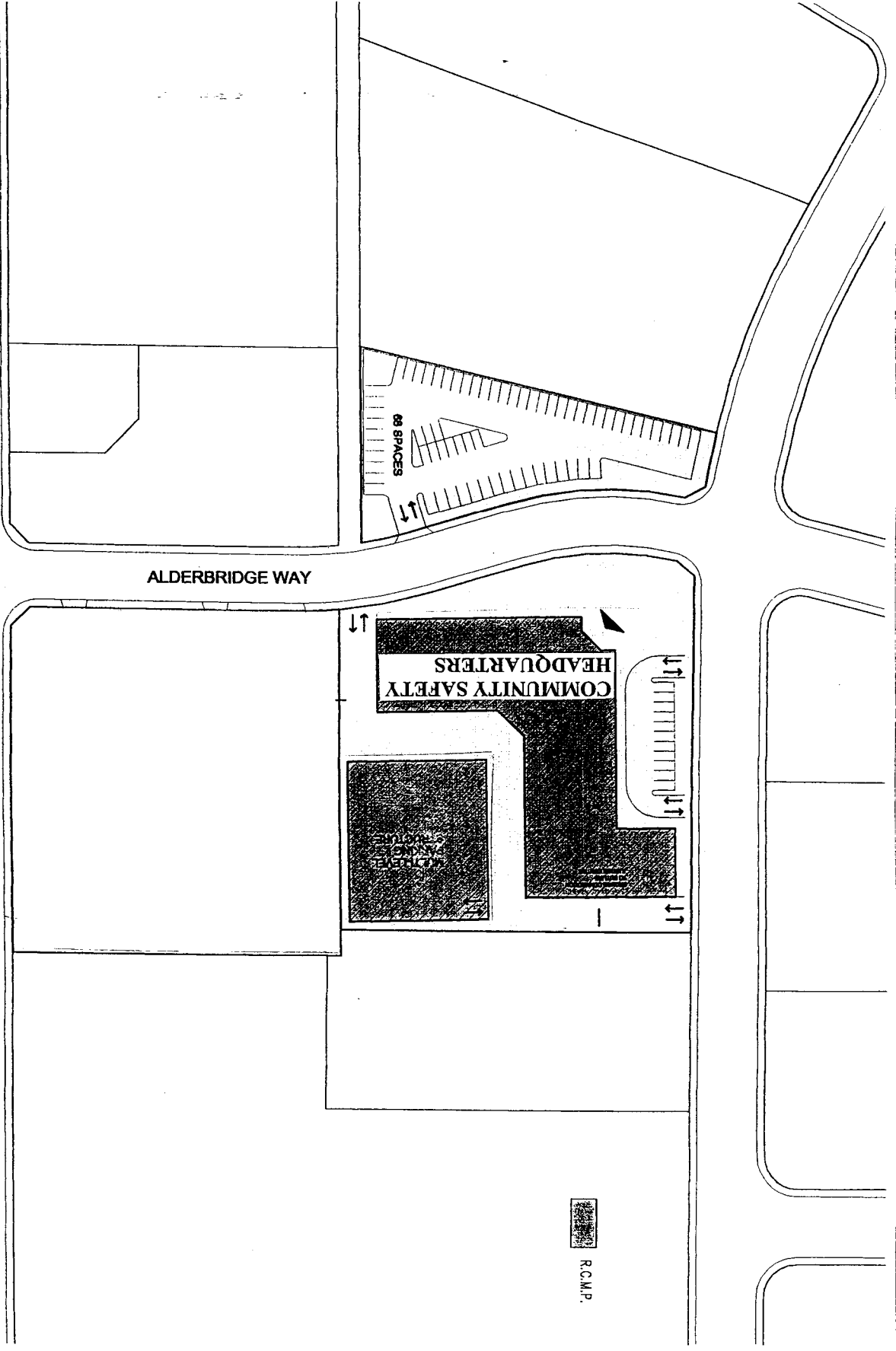


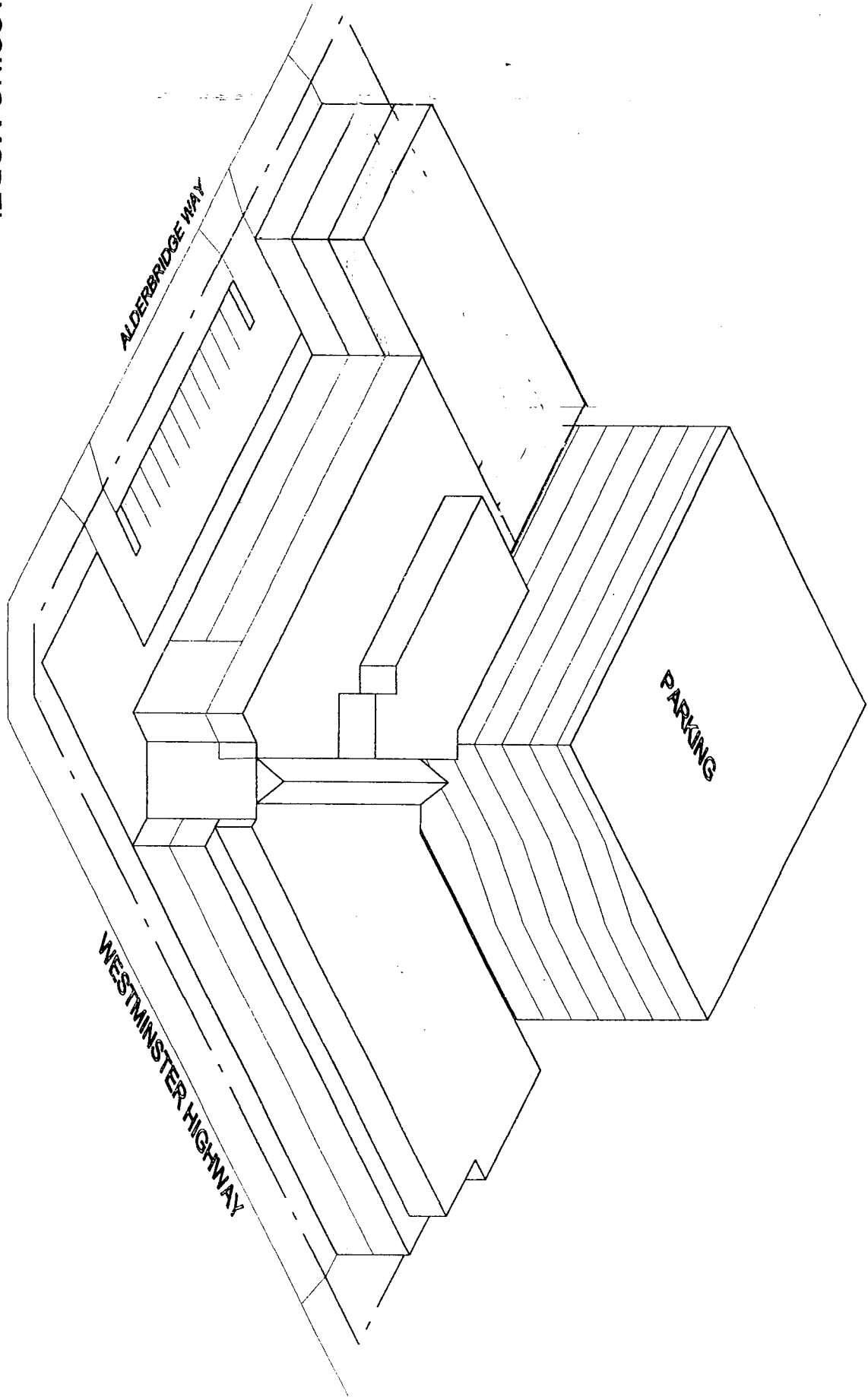
CONTEXT PLAN 1:1000
 7580 Elmbridge Way

OPTION B Community Safety Headquarters

WESTMINSTER HIGHWAY

CONTEXT PLAN





ASSING MODEL

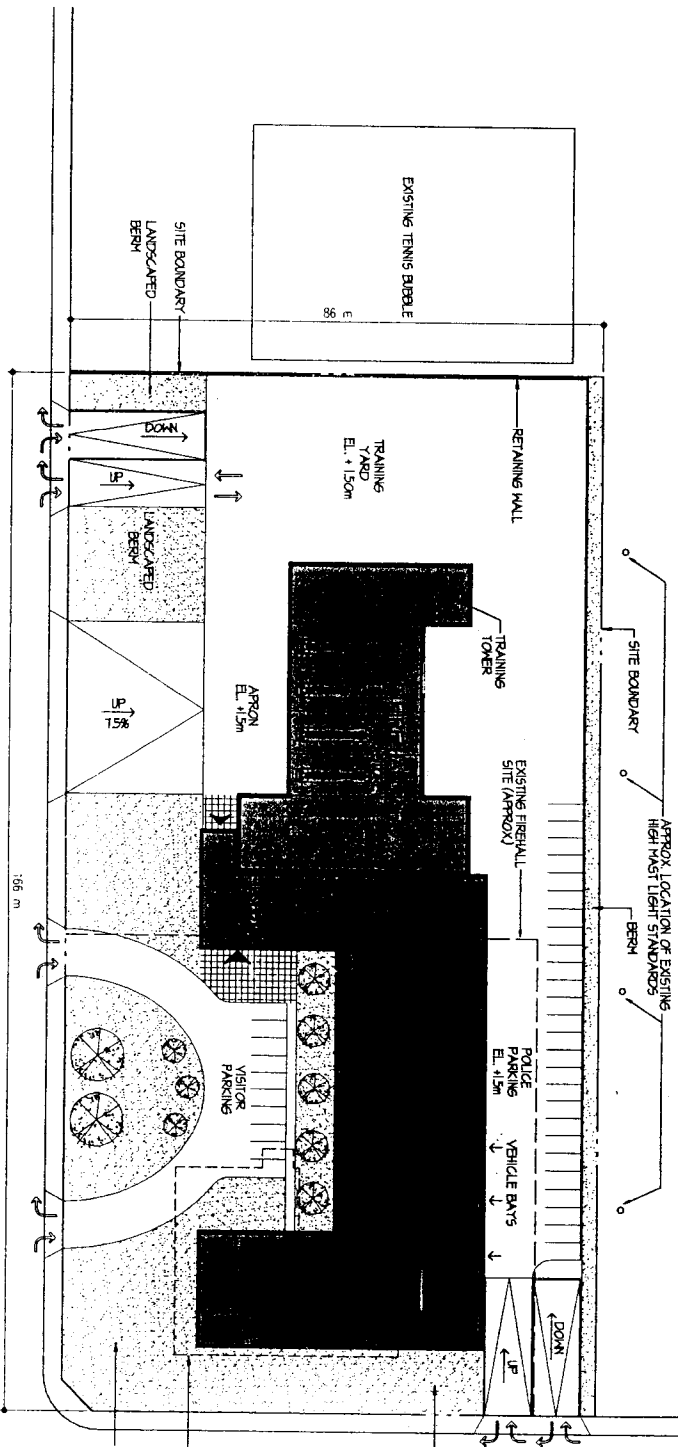
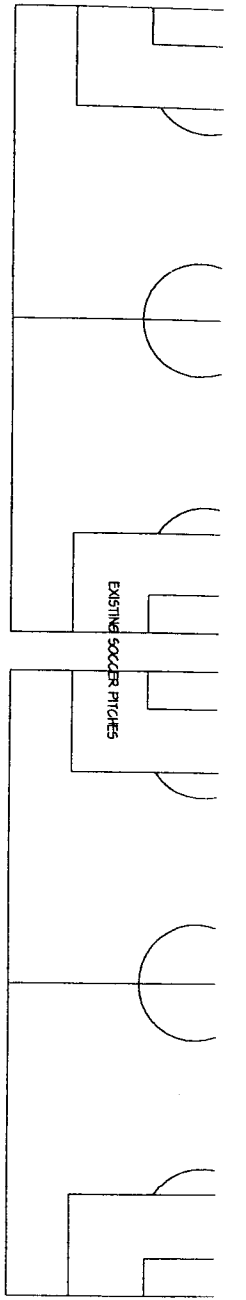
1 WESTMINSTER HIGHWAY

OPTION

B

Community Safety Headquarters

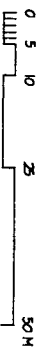




- █ RCMP.
- █ FIRE DEPARTMENT
- SHARED

PARKING SURFACE	36 STALLS
UNDERGROUND	1 278 STALLS
TOTAL	1 300 STALLS

22



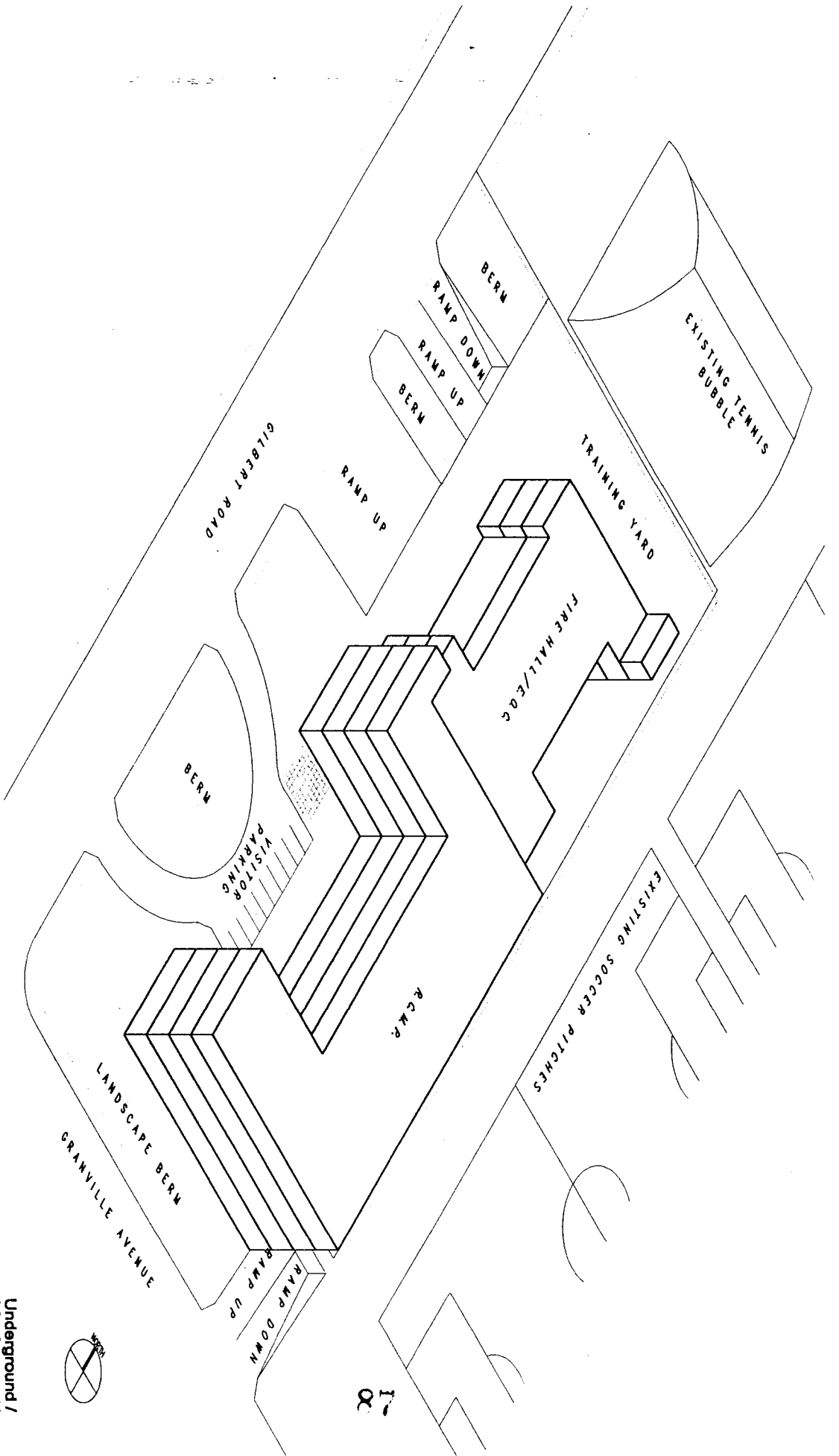
Proposed Richmond Public Safety Building
Gilbert Road/Granville Avenue, Richmond, B.C.

Option C1

April 12, 2002

SITE AREA (480 Ha (354 Ac.)
Underground /
Surface parking
Main Level EL. +1.5m





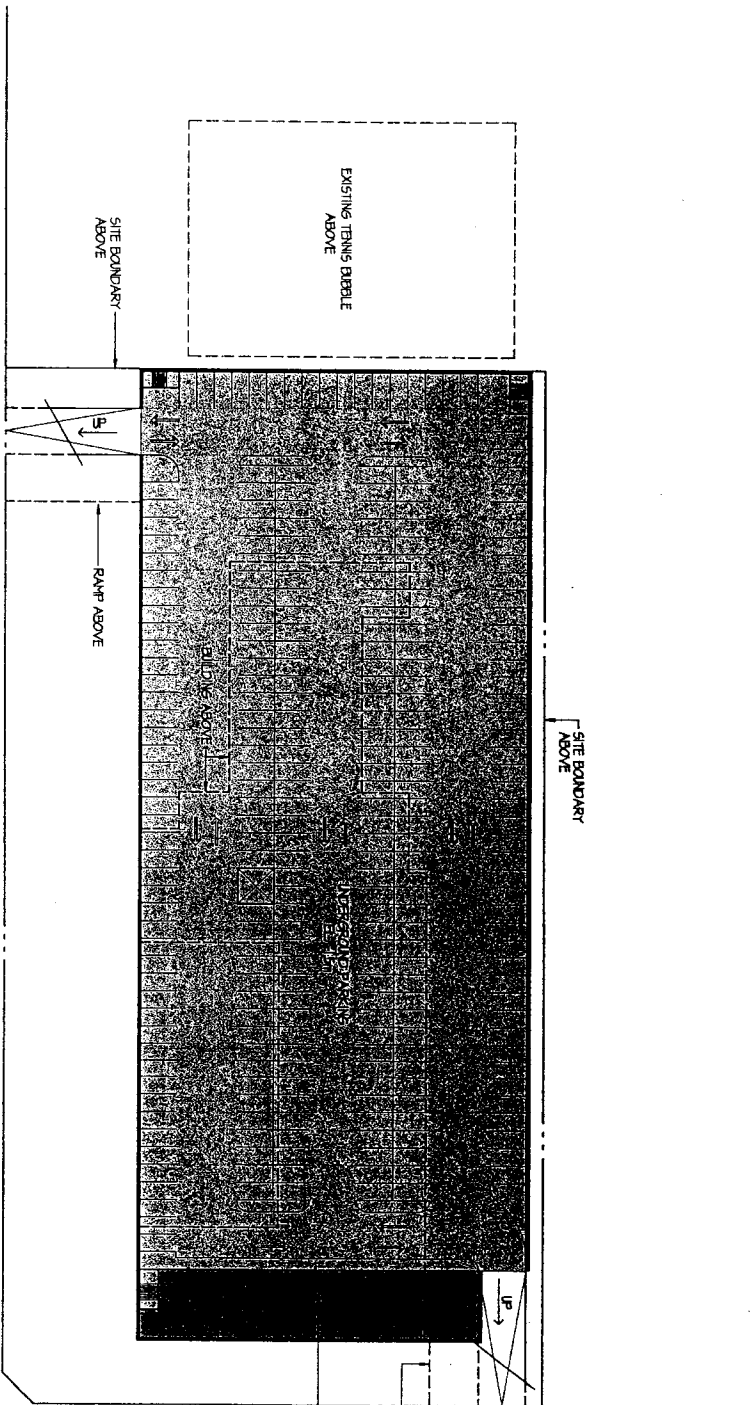
Proposed Richmond Public Safety Building
 Gilbert Road/Granville Avenue, Richmond, B.C.

Option C1

Underground /
 Surface parking
 Main Level

April 9, 2002





- RAMP
- FIRE DEPARTMENT
- SHARED

PARKING	
SURFACE	36 STALLS
UNDERGROUND	1 273 STALLS
TOTAL	1 300 STALLS

RAMP ABOVE
STORAGE / BUILDING SERVICES



SITE AREA: 1,480 IxM (354 AC.)
 Underground / Surface parking
 Parking Level: 0, -1.5m

Option C1

Proposed Richmond Public Safety Building
 Gilbert Road/Granville Avenue, Richmond, B.C.

April 12, 2002

NORTH



GARDEN CITY ROAD

Option 1

Option 2

ALBERTA ROAD

ANDERSON
ELEMENTARY
SCHOOL

MCNEILL
SECONDARY
SCHOOL

GRANVILLE AVENUE

NO. 4 ROAD

MCLENNAN NORTH COMMUNITY PARK - Concept Plan

