



General Purposes Committee

Anderson Room, City Hall
6911 No. 3 Road

Monday, June 17, 2013
4:00 p.m.

Pg. # ITEM

MINUTES

- GP-4** *Motion to adopt the minutes of the meeting of the General Purposes Committee held on Monday, June 3, 2013.*



ENGINEERING & PUBLIC WORKS DEPARTMENT

1. **SITE EVALUATION CRITERIA FOR NEW WASTE TO ENERGY CAPACITY FOR METRO VANCOUVER**
(File Ref. No.) (REDMS No. 3874456 v.3)

GP-8

See Page **GP-8** for full report

Designated Speaker: Peter Russell

STAFF RECOMMENDATION

That the following proposed criteria in the “Site Evaluation Criteria for New Waste to Energy Capacity for Metro Vancouver” report from the Director of Engineering, dated June 6, 2013, be forwarded to Metro Vancouver for consideration for Phase 2 (Potential Site Identification Process) of the regional waste-to-energy procurement process:

- (a) *Selected sites should be compatible with Metro Vancouver’s 2040 Regional Growth Strategy and land use designations and policies in the City of Richmond’s 2041 OCP;*

- (b) *Selected sites must not be within City of Richmond's designated environmentally sensitive areas (ESAs) and Ecological Network; and*
- (c) *Selected sites must not be within the Agricultural Land Reserve in the City of Richmond.*



2. **MAJOR CAPITAL FACILITIES PROGRAM PHASE 1**

(File Ref. No.): (REDMS No. 3886023)

GP-14

See Page **GP-14** for full report

Designated Speaker: Laurie Bachynski

STAFF RECOMMENDATION

That:

- (1) *the following Major Capital Facilities Program Phase 1 projects be endorsed and included in the City's 2014 budget process for Council consideration as described in the Staff report titled "Major Capital Facilities Program Phase 1" dated May 31, 2013 from the Director of Engineering:*
 - (a) *Replacement of the Older Adults' Activity Centre in Minoru Park;*
 - (b) *Renovation of the City Hall Annex (formerly known as the Public Safety Building on Minoru Boulevard) for temporary use as an older adults' centre;*
 - (c) *Replacement of the Aquatics Centre in Minoru Park;*
 - (d) *Temporary cover over Steveston outdoor pool for continuity of community aquatic services;*
 - (e) *Replacement of Firehall No. 1 at the corner of Granville Avenue and Gilbert Road;*
- (2) *the funding strategy outlined in Option 3 of this report be endorsed;*
- (3) *an amendment to the City's Five Year Financial Plan (2013-2017) to include \$3.5 million for advanced design of the Major Capital Facilities Program Phase 1 with funding to come from the City's revolving fund be brought forward for Council consideration; and*

General Purposes Committee Agenda – Monday, June 17, 2013

Pg. #

ITEM

- (4) *an amendment to the City's Five Year Financial Plan (2013-2017) to include \$500,000 for advanced construction of the City Centre Community Centre Tenant Improvements with funding to come from the City's revolving fund be brought forward for Council consideration.*

☐

ADJOURNMENT

☐



General Purposes Committee

Date: Monday, June 3, 2013

Place: Anderson Room
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
Councillor Chak Au
Councillor Linda Barnes
Councillor Derek Dang
Councillor Evelina Halsey-Brandt
Councillor Ken Johnston
Councillor Bill McNulty
Councillor Linda McPhail
Councillor Harold Steves

Call to Order: The Chair called the meeting to order at 4:00 p.m.

MINUTES

It was moved and seconded

That the minutes of the meetings of the General Purposes Committee held on Tuesday, May 21, 2013, and the Special General Purposes Committee held on Monday, May 27, 2013 be adopted as circulated.

CARRIED

DELEGATION

1. Sergio Cocchia, Director, and Wendy Lisogar-Cocchia, Director, Pacific Autism Family Centre Foundation, were present to speak on developing a provincial centre for autism in Richmond.

General Purposes Committee

Monday, June 3, 2013

- Pacific Autism Family Centre (PAFC) is a grassroots' parent led initiative and will be a world class, state of the art, best practices centre. PAFC has created a hub and spokes model. The Hub, a 58,000 square foot facility, will break ground in the next six (6) months with the view of the centre opening in 2015. Meanwhile, three spokes will be created in 2013 with the goal to have eight in operation around the province.
- PAFC is extremely proud of this unique, not for profit charity, which will serve and support families and individuals affected by Autisms and other related diagnoses such as developmental disabilities.
- PAFC has received support from all levels of government and continues to significantly affect policy change for people afflicted with Autisms and Developmental Disabilities.
- PAFC received a significant Provincial grant and is currently raising funds for the balance required to complete the project.
- PAFC has created a large advisory committee consisting of doctors and leading experts from children's hospitals, universities, psychologists, physiotherapists, speech therapists and other groups and associations.
- PAFC is in the process of acquiring the land; additionally, traffic and environmental studies are being prepared with the intent to submit a Development Permit application to the City in July 2013.
- The centre is a three-level facility consisting of a treatment centre, an assessment and diagnostic centre, a lifespan centre, a lending library, and various other classrooms and multi-purpose rooms.

A brief discussion then took place and the following additional information was provided:

- PAFC will liaise with the Richmond School Board both for their support and for the development of a training program for classroom assistances within the school system.
- The centres' purpose is to provide programming and support to families and individuals facing autisms and other related disorders throughout their lifespan. It is hoped that families will be assisted as early as 2015 when the centre opens.

COMMUNITY SERVICES DEPARTMENT

2. **HOUSING AGREEMENT BYLAW NO. 9004 TO PERMIT THE CITY OF RICHMOND TO SECURE AFFORDABLE HOUSING UNITS LOCATED AT 7680 AND 7720 ALDERBRIDGE WAY (AMACON (ALDERBRIDGE) DEVELOPMENT CORP.- INC. NO. BC 0906099)**
(File Ref. No. 12-8060-20-9004; RZ 11-593705) (REDMS No. 3857717)

It was moved and seconded

That Bylaw No. 9004 be introduced and given first, second and third readings to permit the City, once Bylaw No. 9004 has been adopted, to enter into a Housing Agreement substantially in the form attached hereto, in accordance with the requirements of s. 905 of the Local Government Act, to secure the Affordable Housing Units required by the Rezoning Application RZ 11-593705.

CARRIED

ENGINEERING & PUBLIC WORKS DEPARTMENT

3. **CLIMATE ACTION REVENUE INCENTIVE PROGRAM (CARIP) & CARBON NEUTRALITY REPORTING - UPDATE**
(File Ref. No.) (REDMS No. 3878793)

Robert Gonzalez, General Manager, Engineering & Public Works, introduced Peter Russell, Senior Manager, Sustainability and District Energy, to the Committee.

A brief discussion took place concerning the measurement of Carbon Neutral credits through the Provincial program. Information was provided for staff's review with respect to a roofing product that would allow for the collection of rain water run-off as a Carbon Neutral initiative.

It was moved and seconded

That the staff report titled Climate Action Revenue Incentive Program (CARIP) & Carbon Neutrality Reporting – Update dated May 30, 2013 from the Director, Engineering, be received for information.

CARRIED

General Purposes Committee
Monday, June 3, 2013

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (4:48 p.m.).

CARRIED

Certified a true and correct copy of the
Minutes of the meeting of the General
Purposes Committee of the Council of the
City of Richmond held on Monday, June
3, 2013.

Mayor Malcolm D. Brodie
Chair

Heather Howey
Committee Clerk



City of Richmond

Report to Committee

To: General Purposes Committee

Date: June 6, 2013

From: John Irving, P.Eng, MPA
Director, Engineering

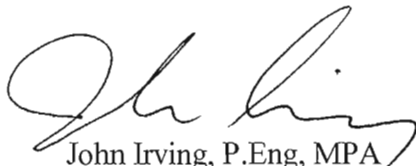
File: 10-6000-01/2013-Vol
01

Re: **Site Evaluation Criteria for New Waste to Energy Capacity for Metro
Vancouver**

Staff Recommendation

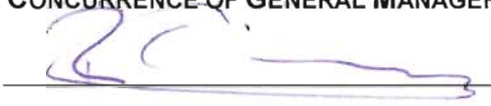

That the following proposed criteria in the "Site Evaluation Criteria for New Waste to Energy Capacity for Metro Vancouver" report from the Director of Engineering, dated June 6, 2013, be forwarded to Metro Vancouver for consideration for Phase 2 (Potential Site Identification Process) of the regional waste-to-energy procurement process:

- a. Selected sites should be compatible with Metro Vancouver's 2040 Regional Growth Strategy and land use designations and policies in the City of Richmond's 2041 OCP;
- b. Selected sites must not be within City of Richmond's designated environmentally sensitive areas (ESAs) and Ecological Network; and,
- c. Selected sites must not be within the Agricultural Land Reserve in the City of Richmond.



John Irving, P.Eng, MPA
Director, Engineering

(604-276-4140)

REPORT CONCURRENCE			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Policy Planning	<input checked="" type="checkbox"/>		
REVIEWED BY DIRECTORS	INITIALS: DW	REVIEWED BY CAO	INITIALS: 

Staff Report

Origin

On May 25, 2010, Council endorsed Metro Vancouver's *Integrated Solid Waste and Resource Management Plan* (ISWRMP). The purpose of this report is to provide an update on the procurement process for the waste-to-energy component of the ISWRMP.

Background

Metro Vancouver is completing an eight phase procurement process for increasing regional waste-to-energy capacity. Waste-to-energy means any process that converts waste material to energy and heat, including the production of fuel which is subsequently combusted for these purposes. Metro Vancouver set the new waste-to-energy maximum capacity at 370,000 tonnes per year for managing solid waste remaining after recycling which will be provided by one or more Metro Vancouver owned facilities. The following phases define the procurement process:

- Phase 1: Request for Qualification: Technology
- Phase 2: Potential Site Identification Process (**in progress**)
- Phase 3: Request for Qualification 2: Technology and Sites
- Phase 4: Request for Proposal: Short-listed Proponents and Sites
- Phase 5: Regulatory and Environmental Assessment Processes
- Phase 6: Detailed Design / Construction
- Phase 7: Commissioning and Operation
- Phase 8: Monitoring

Metro Vancouver completed the first request for qualifications regarding technology (Phase 1) and reported to the MV Board with recommended shortlisted technologies at the June 6th Zero Waste Committee meeting. To set the stage for identifying potential host sites, Metro Vancouver developed draft high-level site evaluation criteria for review and comment (**Attachment 1**). Once criteria have been confirmed by the Zero Waste Committee, Metro Vancouver will issue a Request for Proposal (RFP) to allow public and private landowners to propose candidate sites for evaluation. The target date for issuance of the RFP is July 2013, pending Zero Waste Committee approval.

Public and private landowners located in the City of Richmond are eligible to propose candidate sites for consideration and evaluation as part of the Phase 2 process. If a site(s) is identified in the City of Richmond, consultation activities will take place after the potential sites are shortlisted.

At this stage, Metro Vancouver is seeking suggestions and input on the proposed criteria from stakeholders as well as accepting additional site identification criteria for consideration. Ensuring that Council has input prior to broad public consultation and prior to proponents committing to potential sites is critical to the success of the procurement process.

Proposed Additional Site Evaluation Criteria

Staff recommend including the following criteria for consideration by Metro Vancouver:

- a. Selected sites should be compatible with Metro Vancouver's 2040 Regional Growth Strategy and land use designations and policies in the City of Richmond's 2041 OCP;
- b. Selected sites must not be within City of Richmond's designated environmentally sensitive areas (ESAs) and Ecological Network; and,
- c. Selected sites must not be within the Agricultural Land Reserve in the City of Richmond.

Impacts

None at this time. As part of Metro Vancouver's procurement process for waste-to-energy facilities, impacts will be considered as part of every phase. Phase 5 (Regulatory and Environmental Assessment Processes) will identify specific impacts related to environmental issues for sites and technologies identified through previous phases.

Conclusion

Ensuring that Council has input into the site identification process prior to broad public consultation and prior to proponents committing to potential sites will be critical to a successful process. The above proposed criteria address the City of Richmond's priorities for evaluating candidate sites for waste-to-energy facilities.



Peter Russell MCIP, RPP
Sr. Manager, Sustainability and District Energy
(604-276-4130)

TTC:ji

Attachment #1 New Waste-to-Energy Capacity for Metro Vancouver – Potential Site Identification Memo to Mayor and Councillors.



metrovancouver · Greater Vancouver Regional District · Greater Vancouver Water District

Greater Vancouver Sewerage and Drainage District · Metro Vancouver Housing Corporation

4330 Kingsway, Burnaby, BC, Canada V5H 4G8 604-432-6200 www.metrovancouver.org

TO: MAYOR & EACH
COUNCILLOR
FROM: CITY CLERK'S OFFICE

PC: Robert Gonzalez -
for appropriate action
Executive offices

Tel. 604-432-6215 Fax 604-451-6614

May 15, 2013

Mayor Malcolm Brodie and Members of Council
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

PHOTOCOPIED

File: CP-16-02-032

JUN 3 2013

& DISTRIBUTED



Dear Mayor Brodie and Members of Council:

Re: New Waste-to-Energy Capacity for Metro Vancouver – Potential Site Identification

Metro Vancouver is preparing to enter the potential site identification phase of the new waste-to-energy (WTE) capacity procurement process and has developed draft high-level site evaluation criteria which are now available for review and comment. Metro Vancouver is also seeking suggestions and input on additional site identification criteria.

Metro Vancouver and its municipalities manage garbage in a way that aims to avoid waste in the first instance, facilitates recycling and reuse where practical, recovers materials and energy where possible, and uses the most environmentally and economically responsible means of dealing with what remains.

Even after achieving an ambitious waste diversion goal of 70% in 2015 and striving for 80% by 2020, approximately 700,000 tonnes of waste will still remain and need to be managed each year.

To more effectively manage the region's residual waste remaining after diversion, Metro Vancouver and its municipalities have determined that additional waste-to-energy capacity is the best solution – a decision that was supported by provincial approval of the region's Integrated Solid Waste and Resource Management Plan. As a condition of this approval, the Minister of Environment requires Metro Vancouver, in developing new WTE capacity, to consider "the full range of possible options both in and out of region in an equal and fair manner."

In March 2012, the Metro Vancouver Board directed staff "to recommend a procurement process for new WTE capacity that ultimately:

- (a) considers all WTE technology options within one procurement process;
- (b) allows proposals that include a site or sites along with proposed technology solution; and
- (c) allows owners of potential sites to self-identify."

In October 2012, Metro Vancouver outlined a multi-phase process to develop new WTE capacity. Phase 1 of the process is nearing completion with evaluation of responses to the first request for qualifications (RFQ1), focused on technology only, underway.

Phase 2, the potential site identification (PSI) process, will identify potential sites for new WTE capacity both inside and outside the region, either brought forward by site owners and made available to all proponents, or brought forward by proponents available exclusively to them.

For more information on the potential site identification process and the new WTE capacity development process, visit www.metrovancouver.org and search for “Developing New-Waste-to-Energy Capacity.”

As part of the PSI process, Metro Vancouver is inviting comments from stakeholders regarding the draft high-level criteria that will be used to evaluate and develop a shortlist of possible sites, during a comment period extending to June 14, 2013. Refer to the attachment for a list of the draft high-level criteria.

Considering all input received, a recommended list of high-level evaluation criteria will be reported to Metro Vancouver’s Zero Waste Committee and Board. Following Board approval, the final criteria will be used to evaluate and shortlist proposed sites. Additional detailed criteria will be developed to evaluate project proposals at subsequent phases of the new WTE capacity procurement process.

Additional consultation activities, including public events in the jurisdictions of the potential sites identified, and in both Metro Vancouver and the Fraser Valley Regional District, will take place after the potential sites are shortlisted.

If you have any comments on these initial high-level evaluation criteria, suggestions for additional criteria, or any questions or comments regarding the new WTE capacity development process, please contact Paul Henderson, General Manager, Solid Waste Services:

Email: paul.henderson@metrovancouver.org
Please note in subject line: New Waste-to-Energy

Mail: Paul Henderson, General Manager
Solid Waste Services
Metro Vancouver
4330 Kingsway
Burnaby, BC V5H 4G8

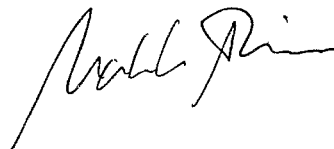
We look forward to hearing from you regarding the development of new WTE capacity for Metro Vancouver.

Yours truly,



Greg Moore
Chair, Metro Vancouver Board

GM/MB/PH/ts



Malcolm Brodie
Chair, Zero Waste Committee

Attachment: Draft - High-level potential site evaluation criteria for new Waste-to-Energy capacity for Metro Vancouver (7302248)

Attachment:

DRAFT**High-level potential site evaluation criteria for new Waste-to-Energy capacity for Metro Vancouver**

The following initial high level criteria were identified in Metro Vancouver's Integrated Solid Waste and Resource Management Plan and in the October 2012 Zero Waste Committee report on the new WTE capacity procurement process:

1. Site size
 - Required site size for a WTE facility depends on a number of variables including: technology, waste quantity processed, number and type of vehicles received at the facility, residual processing requirements, and, buffer areas.
 - The existing WTE facility in Burnaby processes approximately 285,000 tonnes per year of waste delivered by garbage trucks (no small vehicles) on an approximately 2 hectare site. This site is considered small based on the amount of waste processed with limited buffer area and space for upgrades and ancillary activities.
2. Air quality implications
 - A screening-level air quality analysis will be conducted of the proposed sites for their suitability to host a WTE facility up to the maximum size considered in the procurement process (370,000 tonnes/year). The analysis will include consideration of any direct emissions from the facility, as well as emissions associated with transportation of materials to and from the facility.
3. Allowed and neighbouring land uses
 - In North America, WTE facilities are typically located in heavy industrial areas. In Europe and Asia, WTE facilities are often located adjacent to commercial and residential areas to minimize transportation requirements and maximize opportunities for heat use.
4. Transportation logistics and impacts
 - Waste is typically delivered to WTE facilities by truck, but could be delivered by rail or barge. For transportation purposes, if WTE facilities are located close to waste generators, the waste may be delivered directly from source to facilities without requiring transfer facilities. Sites will be evaluated for transportation logistics as well as community impacts of transportation systems.
5. Suitability for district energy
 - Depending on the technology, locating a WTE facility near potential heat customers may provide the opportunity to develop a district energy system. A district energy system could provide economic opportunities for the host community, and reduce the overall environmental impact of the WTE facility and district energy system by displacing natural gas normally combusted for heat by those customers.
6. Cost/option cost (the cost to Metro Vancouver to option a potential site to ensure its availability)
 - Landowners will have the opportunity through a public process to offer sites for potential use for new WTE capacity. Offers will be based on options to purchase by Metro Vancouver. The cost/option cost of the potential sites will be included in the evaluation criteria to determine which sites to shortlist for subsequent procurement stages.



To: General Purposes Committee

Date: May 31, 2013

From: John Irving
Director, Engineering

Re: Major Capital Facilities Program Phase 1

Staff Recommendation



That:

1. The following Major Capital Facilities Program Phase 1 projects be endorsed and included in the City's 2014 budget process for Council consideration as described in the Staff report titled "Major Capital Facilities Program Phase 1" dated May 31, 2013 from the Director of Engineering:
 - a) Replacement of the Older Adults' Activity Centre in Minoru Park;
 - b) Renovation of the City Hall Annex (formerly known as the Public Safety Building on Minoru Boulevard) for temporary use as an older adults' centre;
 - c) Replacement of the Aquatics Centre in Minoru Park;
 - d) Temporary cover over Steveston outdoor pool for continuity of community aquatic services;
 - e) Replacement of Firehall No. 1 at the corner of Granville Avenue and Gilbert Road;
2. The funding strategy outlined in Option 3 of this report be endorsed;
3. An amendment to the City's Five Year Financial Plan (2013-2017) to include \$3.5 million for advanced design of the Major Capital Facilities Program Phase 1 with funding to come from the City's revolving fund be brought forward for Council consideration; and,
4. An amendment to the City's Five Year Financial Plan (2013-2017) to include \$500,000 for advanced construction of the City Centre Community Centre Tenant Improvements with funding to come from the City's revolving fund be brought forward for Council consideration.

John Irving
Director, Engineering
(604-276-4140)

May 31, 2013

- 2 -

REPORT CONCURRENCE			
ROUTED TO: Finance Division Recreation Services Fire Rescue Law Clerks Parks	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY DIRECTORS	INITIALS: DW	REVIEWED BY CAO yes	INITIALS: 

Staff Report

Origin

In June 2007 Council endorsed the Parks, Recreation and Cultural Services Facilities Strategic Plan, which identified the need for three new City Centre facilities as a high priority: a new community centre (being provided as part of the Quintet development at Minoru and Firbridge); a replacement Minoru Aquatics Centre (“MAC”) and a replacement Minoru Place Older Adults’ Centre (“OAC”). In 2008/9 feasibility work was undertaken which included general public and stakeholder consultation. The initial feasibility work indicated the preferred size and location of MAC and OAC.

In March 2009, Council endorsed a Corporate Facilities Implementation Plan (“CFIP”), which identified the City’s top six priority facilities in the Phase 1: 2009–2018 timeline. They are as follows (in no particular order):

1. Fire Hall No. 1
2. Renovation of the RCMP building on No. 5 Road (*completed*)
3. City Centre Community Centre (“CCCC”) (shell space being delivered through Quintet development at the corner of Minoru and Firbridge)
4. Replacement of MAC
5. Replacement of OAC
6. Hamilton Community Centre expansion (*completed*)

The CFIP also included Phase 2 priorities (2019–2022), Phase 3 priorities (2022+) and other facilities identified but not prioritized. The complete CFIP list, with 2007 area and cost estimates, is shown in **Attachment 1**. Not included in the Phase 1 CFIP list is Fire Hall #3 in the vicinity of Cambie and No. 4 Road as this project was funded and endorsed prior to endorsement of the CFIP. Plans are currently under development for Fire Hall #3 and Community Safety has confirmed a Fall 2016 completion timeline.

Since endorsement of the CFIP in 2009, a number of additional facility needs have been identified. The full list of these facilities, including those previously identified in the CFIP (with the exception of the Phase 1 projects), will be the subject of a master planning exercise and brought forward for Council priority consideration once the Phase 1 priorities are underway.

With the completion of the RCMP building and the Hamilton Community Centre expansion, only four phase 1 facility projects remain, MAC, OAC, Fire Hall #1 and CCCC, and they are the subject of this report. The location of these projects is shown in **Attachment 2**. This report also supports Council Term Goal No. 4.1, Development and implementation of a comprehensive facility development plan for current and future needs that, in part:

“preserves the replacement of the remaining firehalls (#1 and #3), Minoru Older Adults’ Activity Centre and Minoru Aquatic Centre as high priorities.”

This report is being brought forward at this time as a window of opportunity exists to address critical facility needs while City reserves are healthy and borrowing costs are historically low. The City is financially capable of fully funding these projects internally by utilizing its reserves.

However, given the City's strong financial position, the low interest rates that currently exist and the desire to maintain flexibility to respond to other capital needs, borrowing options have been carefully studied and are outlined in the funding strategy section of this report.

Analysis

Major Capital Facilities Program Phase 1 ("Phase 1") Projects

The remaining Phase 1 priorities from the CFIP are as follows:

1. *Minoru Aquatics Centre and Older Adults' Activity Centre*

The 2008/9 feasibility work, and more recent conceptual analysis, outlined a program for:

- the replacement of the existing aquatics facility (37,812 square feet) with a larger aquatics facility in the range of 63,000 and 69,000 square feet; and
- the replacement of the existing older adults' facility (16,738 square feet) with a larger older adults' facility in the range of 30,000 and 33,000 square feet.

Preliminary analysis indicates that there are synergies and by integrating, or co-locating, the older adults' facility with the aquatics facility. While the integrated aquatic and older adults' facility would be located in Minoru Park, siting of the facility has implications for continuity of service. To ensure continuity of service, staff recommend the following service solutions:

- *Older Adults' Services* - Temporary relocation of older adults' services to City Hall Annex. This would involve the renovation of the first two floors of the City Hall Annex providing up to 18,000 square feet of temporary activity space during the construction period. The temporary facility will incorporate many features which will allow for re-configuration for future City purposes.
- *Aquatics Services* - Continuity of aquatic services will be provided by installing a temporary cover over the Steveston outdoor pool, which would be removed after completion of construction at Minoru. This solution alone, however, will not completely compensate for the loss of services from the demolition of MAC. Therefore, in addition to the aquatic cover at Steveston, staff will explore alternative aquatic solutions such as renting pool timeslots from private pool providers.

2. *Fire Hall No. 1*

The new Fire Hall No. 1 will be located at the site of the current fire hall at the corner of Granville Avenue and Gilbert Road. The Fire Hall No. 1 project schedule will be coordinated with the occupancy of Fire Hall No. 3 to provide for relocation of the Training and the Emergency Vehicle Maintenance branches into the new Fire Hall No. 3. Temporary relocation of Administration and Suppression operations will be required while the new Fire Hall No.1 is under construction; City Hall West (corner of Granville Avenue and Gilbert) and City Hall Annex (former Public Safety Building on Minoru Boulevard) are considered as potential locations contingent upon adequate space being made available. The new Fire Hall No. 1 will be in the range of 24,500 to 27,500 square feet.

3. City Centre Community Centre

The CCCC is being completed through a two-step process: The Developer has the responsibility to complete base building construction, which will be followed by completion of the tenant improvements by the City. Base building construction is currently in progress and anticipated to be ready for handover to the City by August 2014. Design of the tenant improvements is currently underway. Although the CCCC project was previously endorsed, funding for the project is still required.

Currently there is an opportunity to reduce costs and smart-sequence structural base building items through coordination of base building construction with tenant improvements. That is, infrastructure improvements that are embedded in concrete specific to the CCCC could be installed as the concrete is poured as opposed to retrofitting after the concrete is set at a higher cost. While tenant improvement design is in progress, it is estimated that \$500,000 advanced construction funding (of the total \$6.8 million required) is sufficient to coordinate required tenant improvements with base building construction.

Phase 1 Project Requirements

Advanced Design

In anticipation of the City undertaking a major projects replacement program, the CAO reorganized and made personnel changes in the former Major Projects unit. Further, the CAO has instructed staff to utilize the same design and construction methodology and process, including retaining an external professional Construction Manager resource, which was so successfully utilized on the management and delivery of the Richmond Olympic Oval project. The model alleviates the need for a separate individual project manager for each project. In addition, a Construction Manager will provide the requisite building construction expertise from start to finish.

Design costs for major projects similar to Phase 1 are typically in the range of 12% to 14% of the project cost. However, through early tendering, bundling of designs, use of a Construction Manager at the early stages of design and similar efficiencies, it is anticipated that design costs can be reduced to 10% to 12% of the project cost.

To commence the Phase 1 projects, an amendment to the City's Five Year Financial Plan (2013-2017) is required to include \$3.5 million of the overall project budget for advanced design. The advanced design funding will be used to define programming needs of each facility, develop design concepts, develop community engagement plans and will partially fund required consultants such as those required under the construction management model. The advanced design costs will be capitalized according to each respective project once the detailed capital budget is presented to Council.

The balance of the advanced design requirements will be included as part of individual project submissions in the 2014 Capital Program.

Estimated Costs

When Council endorsed the CFIP in 2009 shown in Attachment 1, all cost estimates were in 2007 dollars. In order to provide a more accurate projection, the estimates have factored in annual cost increases in the range of CPI. Over the last year costs were updated to 2012 dollars. As the earliest capital submissions of any of the Phase 1 projects will be no sooner than 2014, the Phase 1 project facility costs are now estimated in 2014 dollars as summarized in the table below.

Major Capital Facilities Program Phase 1 Funding 2014 Estimates (\$ in millions)

Phase 1 Project	Area (sf) Range	Total Estimate
Integrated OAC/MAC	93,000 to 101,535	\$60.1 to \$65.2
Fire Hall #1	24,500 to 27,500	\$20 to \$22.3
CCCC	30,000	\$6.8
Temporary OAC – City Hall Annex	18,000	\$3.0
Temporary Steveston Pool Cover		\$2.1
Multi-Project Contingency 10%		\$10
Total Phase 1 Project Cost		\$102 to \$109.4

The above estimates include the full range of costs that will be required to complete the Phase 1 projects, including, but not limited to, detailed design, construction, construction manager model, consultants, legal, etc. These are pre-design estimates that will be refined as each project proceeds to final detailed design. The 10% contingency is a buffer to protect the City from cost escalation and unforeseen factors that may occur between today and 2015 when project costs will largely be incurred. This extraordinary contingency was utilized during the planning process for the Oval and proved to be one of the most prudent decisions made and enabled the successful delivery of the Oval.

Community and Stakeholder Consultation

In 2008/9 the general public and stakeholders were engaged in a consultation process during initial feasibility work on the Minoru Park recreation facilities. The Community Services

Department also conducted a large scale community needs assessment in 2009 which provided considerable information on emerging programming needs. Input from both the initial feasibility work and the needs assessment was used in preparing draft programming and in determining the preferred amenities, size of facilities and location.

In order to ensure that all information is current and the community is fully engaged, staff propose to develop community engagement plans for each of the current Phase 1 projects being advanced. A specific community and stakeholder consultation plan will form part of each project submission.

Schedule

The anticipated task list/timeline for the Phase 1 projects is summarized in **Attachment 3**, which assumes a start date of August 1, 2013 provided that Council endorsement of the recommendations is received.

The timeline for delivery of all Phase 1 priorities from the 2009 CFIP is 2009 to 2018. Based on the current schedule being proposed, the remaining Phase 1 projects will be delivered within that timeframe, or sooner, as follows:

Phase 1 Project Delivery Schedule

Phase 1 Project	Delivery
Integrated OAC/MAC	4 th Quarter 2017
Fire Hall No. 1	1 st Quarter 2018
CCCC	1 st Quarter 2015
Temporary OAC - Annex	1 st Quarter 2015
Temporary Steveston Pool Cover	by commencement of MAC demolition

Operating Budget Impact

Construction of new or expanded facilities will require operations and maintenance related funding to maintain the City's current service level standards. The new fire hall as well as the OAC and MAC are planned to be larger than the existing facilities. In order to meet anticipated service levels of these larger facilities, it is expected that an increase in funding will be necessary. The CCCC will be an entirely new facility and will become a new cost centre.

Although staff will seek opportunities to reduce operating related costs through the facility design process (e.g., solar walls, geothermal heating/cooling, wastewater heat transfer, arena waste heat, etc.) new Operating Budget Impact ("OBI") funding requests will be required for both facility maintenance costs and additional staffing costs (as required). These funding requests will be identified separately and brought forward for Council consideration as part of the Capital Program.

Funding Strategy

Options for Consideration

Staff have identified three options to consider in order to finance the Phase 1 projects that include reserves, external debt and a combination of both.

1. Internal Funding from Reserves

The City could use internal reserves to fund the Phase 1 projects. This option will result in a loss of investment income as well as the limited ability to draw upon reserves for any other capital projects until the reserves are restored to an acceptable level. The amounts used from the Sanitary and Water utility reserves will be repaid over time with appropriate interest. If internal financing is chosen as the method for funding the Phase 1 projects, the following is the proposed funding plan:

Internal Funding Plan

Project	Funding Sources for Cash Flow (in millions)					
	Revolving	Sanitary Utility	Water Utility	Cap Bldg Res	Legacy	Total
Integrated OAC/MAC	\$25.8	\$5.0	\$5.0	\$13.5	\$15.9	\$65.2
Fire Hall No.1	-	-	-	\$22.3	-	\$22.3
CCCC	-	-	-	\$6.8	-	\$6.8
Temporary OAC	3.0	-	-	-	-	\$3.0
Temporary Steveston pool cover	2.1	-	-	-	-	\$2.1
Multi-Project Contingency	10.0	-	-	-	-	\$10.0
TOTAL	\$40.9	\$5.0	\$5.0	\$42.6	\$15.9	\$109.4

The balances for the respective reserves at December 31, 2013 and at December 31, 2017 (forecasted) are shown below. The reserves are funded annually through a combination of general revenue, gaming and utility fees. In addition, Council's decision to adopt the Long Term Financial Management strategy, which included 1% transfer to reserves, has ensured that the reserves receive annual funding. The forecasted balances are conservative and do not include the annual 1% transfer subsequent to 2013.

Reserve Balance (Forecast)

Total Balance	Dec. 31, 2013	Dec. 31, 2017
Revolving Fund	\$ 67.6	\$ 35.6
Sanitary Utility	\$ 23.7	\$ 18.7
Water Utility	\$ 26.9	\$ 21.9
Capital Building Reserve	\$19.4	\$ 15.6
Legacy	\$15.9	\$0.0
Total	\$153.5	\$92.0

Due to the significant impact on reserves, 100% internal funding for the Phase 1 projects is not recommended.

2. External Financing from MFA

The City could consider the use of external financing through MFA to fund the capital requirements of the Phase 1 projects in order to take advantage of the current low borrowing rate. If the entire amount were to be financed externally the annual debt payment would range from \$11.47 million to \$6.51 million, depending on the borrowing rate and loan term.

Estimated Annual Debt Repayment (100% MFA)

Option	Borrowing Amount	Borrowing Rate	Term	Estimated Annual Debt Repayment
1	\$99,400,000	3.19%	10	\$11.47 million
2	\$99,400,000	3.19%	15	\$ 8.14 million
3	\$99,400,000	3.19%	20	\$ 6.51 million*

It is not recommend that the Phase 1 projects be funded entirely from external MFA financing.

3. Use of Both Internal Funding and External Financing from MFA (*Recommended*)

The City could consider the use of a mix of internal funding and external financing from MFA to achieve a balance between impact of tax increase and the preservation of a healthy and sustainable long-term financial reserve position for the City. The costs for servicing the debt payment will create an additional expenditure for the City. However, beginning in year 2015, the City has the opportunity to use the following two funding sources (totalling \$6.0 million) to offset expenditures incurred from external debt:

- (i) The City has budgeted and is currently servicing debt in the amount of approximately \$1.0 million with respect to the annual debt repayment concerning Terra Nova parkland acquisition. The final repayment for the Terra Nova debt will occur in December 2014. Notionally, the City could maintain the \$1.0 million debt funding in its tax base commencing in year 2015 to offset a similar amount without creating any additional tax impact.
- (ii) As originally approved in 2005, the City has been transferring \$5.0 million annually from its gaming revenue distribution to repay its surplus, which was partially used to fund the construction costs of the Richmond Olympic Oval. The repayment term of 10 years ends in year 2014. Therefore, commencing in year 2015, the City has the option to transfer the \$5.0 million gaming revenue distribution to offset a similar amount in debt servicing without creating any additional tax impact.

Below are some possible financing options where the annual debt obligation could be funded by the annual funding of \$6.0 million without creating any tax impact.

Annual Debt Repayment (maximum \$6 million)

Option	Borrowing Amount	Borrowing Rate	Term*	Estimated Annual Debt Repayment
1	\$50,000,000	3.19%	10	\$ 5.76 million
2	\$40,000,000	3.19%	10	\$ 4.61 million
3	\$30,000,000	3.19%	10	\$ 3.46 million

* The estimated annual debt repayment is the fixed debt repayment for the first 10 years only. Under the MFA long-term borrowing structure, the borrowing rate is fixed for the first 10 years and it will be re-set every 5 years thereafter.

Borrowing Process

Under the *Community Charter* a city may, by a loan authorization bylaw, incur a liability by borrowing for capital projects. A loan authorization bylaw may only be adopted with the approval of the electorate by way of Referendum or Alternate Approval Process unless the amount of the long-term borrowing is under the liability threshold set out in the *Municipal Liabilities Regulation* Approval-Free Liability Zone.

Although approval of the electorate is not required when external borrowing meets the regulated threshold, a council may wish to seek the opinion of the community on the matter of the capital project(s) being proposed. This can be done by a voting process, or any other process a council considers appropriate. Any results of a voting or alternative process on a question of opinion are non-binding on the council.

In terms of the proposed Phase 1 projects, the recommended borrowing meets the criteria of the Approval-Free Liability Zone as described below.

Annual Liability Servicing – Approval-Free Liability Zone

Pursuant to the *Municipal Liabilities Regulation*, approval of the electors is not required if the annual debt payment meets certain criteria, (*the annual liability servicing costs of the municipality's existing and new debts do not exceed 5% of the municipality's previous year's sustainable and controllable revenue*).

The regulation refers to the exemption as the Approval-Free Liability Zone. The following summarizes how the calculations for the Approval-Free Liability Zone would apply to the City if borrowing were to take place in year 2013:

2012 Controllable Revenue (estimated)	\$ 300 million
5% Approval-Free limit	5%
Approval-Free Liability Zone for 2013	\$ 15 million
2013 Annual Liabilities Servicing Costs (on existing debts)	\$ 5 million
Remaining 2013 Annual Liability Servicing Room (approval-free)	\$ 10 million

Assuming that a long-term debt with a repayment term of 15 years was obtained through the MFA at a borrowing rate of 3.19% (based on June 2013 MFA published borrowing rate for the first 10 years, where borrowing rate will be reset by the MFA in year 11 for another 5 years), the

following summarizes the annual liability servicing cost for the various borrowing levels and it also provides a sensitivity analysis of the impact to the annually liability servicing cost if interest rate was to increase by 1.0% to 4.19%:

Approximate Annual Liability Servicing Cost (15- year term)

Amount	@ 3.19%	@ 4.19%
\$ 100 million	\$ 8.18 million	\$ 9.18 million
\$ 75 million	\$ 6.14 million	\$ 6.89 million
\$ 50 million	\$ 4.09 million	\$ 4.59 million

Based on the above borrowing assumptions, the City would be within the Approval-Free Liability Zone, thus approval of the electorate would not be required if external debt financing of less than \$100 million is obtained (with 15-year borrowing term and interest rate between 3.19% and 4.19%). This does not, however, preclude Council from seeking the opinion of the community on the proposed Phase 1 projects through a voting process or other process.

Timing

It generally takes approximately 9 to 12 months to complete the MFA capital financing. The City will need to first have its capital budget and loan authorization bylaw approved by Council. The bylaw then will need to be approved by both the Inspector of Municipalities and the electors (which, in the case of the funding strategy proposed for the Phase 1 projects, is not required) prior to adoption. Once adopted, the bylaw will need to be approved by the Ministry and consent must be obtained from Metro Vancouver to have the Regional District Security Issuing Bylaw adopted before funds will be advanced from the MFA to the municipality. The exact timing cannot be easily determined as the processing time at the various agencies is beyond the City's span of control.

A proposed timeline for the borrowing to take place in Spring 2014 is included in **Attachment 4**. The timeline suggested assumes that no electors' approval is obtained as the borrowing proposed meets the criteria of the Approval-Free Zone. If Council decides to obtain the community's opinion on the proposed Phase 1 projects through a voting or alternative process, the timeline would be pushed forward by the amount required by the process selected, which could include a referendum, an alternate approval process, a survey, or any other means deemed appropriate.

Staff recommend that Council consider utilizing reserves and external debt as described in option 3 as it limits the external borrowing to \$50 million, which is well-within the requirement of the Approval-Free Liability Zone and the resulting loan payments could potentially have no net tax impact.

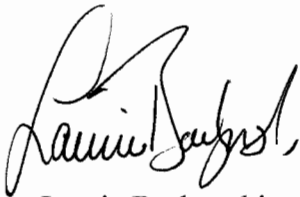
Financial Impact

If Council endorses the Phase 1 projects as outlined in this report, expenditure in the amount of \$3.5 million is required for advance design with funding to come from the City's revolving fund. If Council approves this expenditure, staff will bring forward an amendment to the City's Five Year Financial Plan (2013-2017) accordingly. In addition, and in order to coordinate required tenant improvements with base building construction for the City Centre Community Centre currently under construction, a construction advance of \$500,000 is required to be included in the

City's Five Year Financial Plan (2013-2017), with funding to come from the City's revolving fund.

Conclusion

This report provides a plan to complete Phase 1 priorities (2009 – 2018) from the 2009 Corporate Facilities Implementation Plan within the prescribed timeframe or sooner. In order to meet the timeline and commence the design/construction process, Council endorsement of the proposed projects and approval of advance design expenditure in the amount of \$3.5 million is recommended. It is also recommended that a construction advance of \$500,000 for smart-sequencing structural base building items of the City Centre Community Centre be approved.



Laurie Bachynski
Major Capital Project Team Lead
(778-296-1427)

ATTACHMENT 1

City of Richmond Facilities Implementation Plan

Priority	Timeline	CSB	PRCS (Strategic Plan)	RPL	CH & PW	Sq. Ft.	Estimate
Phase 1 2009 - 2018							
1		Fire Hall # 1: Brighthouse				23,710	\$14.9 million (2007)
2		RCMP CSB				78,470	\$70 million (2007)
3			City Centre Community Centre (Fribridge)			32,000	\$6.7 million (2007)
4			Minoru Aquatic Centre			67,300	\$44.6 million (2007)
5			Minoru Activity Centre (senior centre replacement)			30,000	\$16.5 million (2007)
6			Hamilton Community Space (Lease)			8,600	\$4.5 million (2007)
Phase 2 2019 - 2022							
			Britannia Shipyard, National Historic Site*			6,150	\$2.9 million (2007)
			TN Rural Park Historic District & Environmental Centre*				\$7 million (2007)
				Public Works Yard		105,000	\$22 million (2008)
				Hamilton Library		5,000	\$3 million (2007)
				Steveston Library		25,000	\$15 million (2007)
				Cambie Library		25,000	\$15 million (2007)
				Main Library		100,000	\$60 million (2007)
				City Centre Library		25,000	\$15 million (2007)
				Ironwood Library		25,000	\$7.8 million (2007)
			Field Sport Tournament Centre			27.5 Acres	\$35 million (2007)
			Richmond Museum			60,000	\$45 million (2007)
			Cultural Centre (retrofit)			50,000	TBD
Phase 3 2022+							
			Visual & Performing Arts			45,000	\$27 million (2007)
			East Richmond Community Hall			7,000	\$3.9 million (2007)
			City Centre Community Centre (North)			35,000	\$19 million (2007)
			Thompson Community Centre Annex			8,800	\$4.8 million (2007)
			South Arm Community Hall			7,000	\$3.9 million (2007)
Referred to ROBO for tenancy consideration							
Not listed in the 3 phases							
			Minoru Arenas (keep existing operational)	Oval Resource Centre		5,000	\$1.5 million (2007)
			Nature Park House (keep existing operational)			46,000	\$1.2 million (2007)
			Kinsmen Pavilion (keep existing operational)			3,500	\$200,000 (2007)
			Minoru Sports Pavilion (keep existing operational)			2,700	\$130,000 (2007)
			Steveston Martial Arts Centre (current functionality)			10,000	\$460,000 (2007)
			Brighthouse Pavilion (current functionality)			9,900	\$580,000 (2007)
						4,000	\$140,000 (2007)

*Note: Identified for 2009 in the PRCS Strategic Plan

LEGEND

1. Firehall No. 1
2. Minoru Aquatics & Older Adults
3. City Centre Community Centre

Original Date: 05/28/13



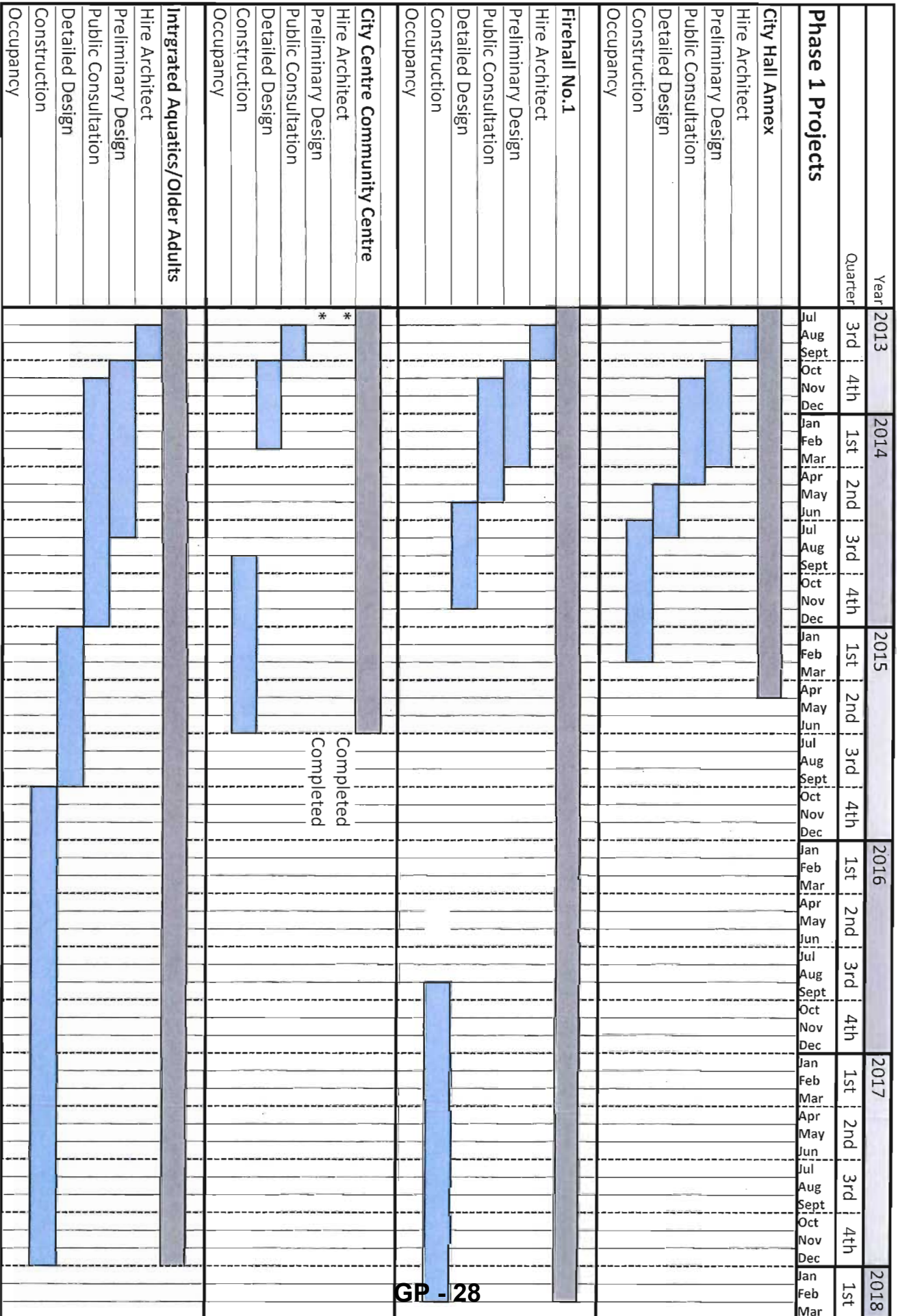
Major Capital Facilities Program Phase 1 Locations

Original Date: 05/28/13

Revision Date: 05/29/13

Note: Dimensions are in METRES

Phase 1 Project Schedule



Timeline for Borrowing

Procedure	Tasks	Estimated Timing (minimum)	Tasks - need to take place on these dates in order to meet the Spring 2014 issue deadline	Note
2014 to 2018 five year financial plan amendment	<ul style="list-style-type: none"> - incorporate capital projects that require debt funding in the amended 5-year plan and present to Committee - public notice / public consultation is required for five year financial plan amendment - 3 readings at Council (can be done in one meeting) - adoption of amendment bylaw the following day 	3-5 weeks	September 9, 2013 (scheduled Council meeting)	
Loan Authorization Bylaw (3 readings)	<ul style="list-style-type: none"> - bylaw preparation and presentation to Council - 3 readings at Council (can be done in one meeting) 	1 day	October 15, 2013 (scheduled Council meeting)	
Inspector's Approval of Loan Authorization Bylaw	<ul style="list-style-type: none"> - submission of the loan authorization bylaw and liability limit certificate to Ministry of Community Services for review and approval of the Inspector 	4 weeks (estimate only)	October 16, 2013	The timing of Inspector's approval is not within City's control.
Loan Authorization Bylaw Adoption by Council	<ul style="list-style-type: none"> - once written approval is obtained from the Inspector, Council can adopt the Loan Authorization Bylaw (assume no elector's approval is required) 	1 day	November 12, 2013 (scheduled Council meeting)	
Quashing Period	<ul style="list-style-type: none"> - one month quashing period is required prior to applying for Certificate of Approval for bylaw 	1 month	November 13, 2013	
Apply for Certificate of Approval for Loan Authorization Bylaw	<ul style="list-style-type: none"> - send in application and other required certificates to Ministry for certificate of approval of the municipality's Loan Authorization Bylaw 	4 weeks (estimate only)	December 13, 2013	The timing of Ministry's approval is not within City's control.
Municipal Security Issuing Resolution and Agreement	<ul style="list-style-type: none"> - once the certificate of approval is received, Council needs to pass resolution and forwards it on to Regional District Board and the MFA 	1 day	January 13, 2014 (expected Council meeting)	
Regional District Security Issuing Bylaw by GVRD	<ul style="list-style-type: none"> - bylaw preparation and presentation to Board - 3 readings and adoption in the same reading - at least 10 day quashing period before applying to the Ministry for Certificate of Approval of the Security Issuing Bylaw 	4 weeks (estimate only)	January 14, 2014	The timing of GVRD's bylaw preparation and approval process is not within City's control.
Apply for Certificate of Approval of the Security Issuing Bylaw by GVRD	<ul style="list-style-type: none"> - send in application and other required certificates to Ministry for certificate of approval of the Regional District's Security Issuing Bylaw 	1 week (estimate only)	February 14, 2014 **	The timing of Ministry's approval is not within City's control.

** February 14, 2014 is the estimated deadline for security issuing certificate of approval application to be sent to the Ministry in order to meet the deadline for MFA's Spring 2014 issue