

NO: R170

COUNCIL DATE: **July 27, 2015**

REGULAR COUNCIL

TO: **Mayor & Council** DATE: **July 21, 2015**

FROM: **Officer in Charge, Surrey RCMP Detachment** FILE: **2240-01**
General Manager, Human Resources

SUBJECT: **Former City Hall (14245 - 56 Avenue) - Award of Contract for the RCMP Expansion - Contract No. 1220-030-2015-024**

RECOMMENDATION

The Human Resources Department and the RCMP Officer in Charge (OIC) recommend that Council:

1. Approve the award of contract to HCMA Architecture and Design for comprehensive architectural/interior design and engineering design services, including construction administration, hand over and closeout for the RCMP expansion into the former City Hall; and
2. Set the expenditure authorization limit for the subject contract at \$1,026,680.00 (excluding GST).

INTENT

The purpose of this report is to obtain approval to award a contract to HCMA Architecture and Design for the amount of \$1,026,680.00 (excluding GST), for comprehensive architectural/interior design and engineering design services, including construction administration, hand over and closeout for the RCMP expansion into the former City Hall.

BACKGROUND

This renovation project of the former City Hall is a result of the growth in the Surrey RCMP Detachment staffing, the related growth in municipal support staff, and the opportunity to optimize the utilization of the former City Hall while supporting the current policing model. The additional benefits of this project include deferring the requirements for significant capital costs related to building a new RCMP detachment in the north of the City and enabling the full occupancy of the former City Hall.

A more complete overview of the City's longer term RCMP facilities planning is contained in Police Committee Report #2015-P007 City of Surrey RCMP Facilities Planning (**Appendix I**).

In June 2015, the City sought professional services related to providing comprehensive architectural/interior design and associated engineering services, including structural assessment, code compliance, costing, and life cycle-analysis services for the RCMP expansion into the former City Hall and for the additional minor improvements required within the RCMP Main Detachment.

The goal of the project is to functionally program, and develop layout and concept plans, detailed drawings and specifications to support the RCMP expansion into former City Hall, and into the vacated areas created in the existing RCMP Main Detachment. The successful Proponent will assist the City's Civic Facilities Division (Owner) in achieving the following objectives:

- Schematic Design Phase;
- Design Development;
- Construction Document and Procurement; and
- Construction and Contract Administration.

REQUEST FOR PROPOSALS PROCESS

An RFP was issued in June 2015 (closing July 3, 2015) inviting proposals for the work. Thirteen proponents provided submissions, based on the scope of work outlined in RFP No. 1220-030-2015-024. Each of the following firms submitted a proposal:

- Boldwing Continuum
- Boni-Maddison
- Chernoff Thomson Architects
- Chris Bozyk Architects
- DGBK Architects
- Grout McTavish Architects
- HCMA Architects
- KMBR Architects
- MGBA Architects
- NORR Architects
- Ration Architecture
- Taylor Kurtz Architecture Design
- ZAS Architects

Evaluation

The proposals were evaluated by a team comprised of representatives from each of the Planning and Development Department, the RCMP Support Services Division, and the Purchasing Division. Each proposal was reviewed in accordance with the City Purchasing Guidelines. The evaluation was based on the criteria documented in the RFP, as follows:

- overall design experience of the proponent (experience, reputation and resources);
- the proponent's experience on similar project;
- the proponent's technical abilities;
- the proponent's demonstrated experience working within tight timeframes;
- references;
- quality of previous work;

- security standard eligibility;
- compatibilities, practical economies and value engineering abilities; and
- proposed fees.

Three firms were shortlisted for interviews (HCMA Architecture and Design, DGBK Architects and Chernoff Thompson Architects) by the Evaluation Team, resulting in HCMA Architecture and Design being selected as the preferred proponent. The Evaluation Team concluded that the proposal submitted by HCMA provides the best value to the City based on the above referenced criteria and the results of the interview process.

Funding

Funding for this contract is available within the approved 2015 Capital Budget.

Timeline for Project

The work related to this contract is expected to start in August 2015 and be completed in October 2016 when the renovated space is occupied. The work will have minimal impact on current policing operations. Construction tenders related to the renovation of the Former City Hall will be issued in late 2015/early 2016 for the specific renovation works.

SUSTAINABILITY CHARTER CONSIDERATIONS

The renovation of the Former City Hall to support the growth in RCMP resources will assist in achieving the objectives of the Sustainability Charter; more particularly, the following action item:

- SC11: Public Safety and Security.

CONCLUSION

Based on the above discussion, it is recommended that Council:

1. Approve the award of contract to HCMA Architecture and Design for the amount of \$1,026,680.00 (excluding GST) for comprehensive architectural/interior design and engineering design services, including construction administration, hand over and closeout for the RCMP expansion into the former City Hall; and
2. Set the expenditure authorization limit for the subject contract at \$1,026,680.00 (excluding GST).

Nicola Webb
General Manager, Human Resources

Bill Fordy
Chief Superintendent
Officer in Charge
Surrey RCMP



COMMITTEE REPORT

NO: P007

DATE: June 19, 2015

POLICE COMMITTEE

TO: Mayor & Council

DATE: July 16, 2015

FROM: Officer in Charge, Surrey RCMP
 General Manager, Human Resources
 General Manager, Finance and Technology

FILE:

SUBJECT: City of Surrey RCMP Facilities Planning

RECOMMENDATION

The Surrey RCMP and the Human Resources and the Finance and Technology Departments recommend that the Police Committee receive this report as information.

INTENT

The purpose of this report is to provide the Police Committee with an overview of the facilities capital planning that is underway to support the expanding policing resources in the City of Surrey. While the specific capital funding requests will be made through the 2016 and subsequent years budgeting processes, this report updates the Police Committee on the RCMP/City facilities expansion plans.

BACKGROUND

The City's service contract with the RCMP requires that it provide appropriate facilities to support policing resources.

In 2014, the Police Committee received a series of reports with respect to policing strategies and the related facilities requirements:

- 2014-P006 2015-2017 Strategic Framework (CLOSED)
- 2014-P009 Justice Precinct–City Hall/Surrey RCMP Facilities (**Attached Appendix 1**)
- 2014-P011 2014 Surrey RCMP Service Deliver Review and Recommendations

Within the context of Report 2014-P011, the size of the RCMP compliment was increased by 100 officers in 2015 (with a proportional increase also occurring in the number of municipal employees providing support services to the RCMP). Beyond 2015, Surrey RCMP staffing levels are forecasted to grow at 2.0% per year (16 officers – 4 municipal support staff). It should be noted that this forecast is an estimate only and it may vary over time based on RCMP policing analysis/recommendations and Council direction.

With this understanding of the RCMP Service Delivery model, staff engaged the Cornerstone Planning Group to update the original 2007-2008 RCMP Expansion Study. This planning information, combined with a longer term vision (10-15 years) of policing facility requirements, was used by staff and the RCMP to develop this report for the Police Committee.

DISCUSSION

The following tables summarize both the current City space allocated to policing functions and a forecast of the policing space that would be added through planned capital activities. Current space allocations for policing will not be sufficient for the 2015 staffing levels once completed, due to the influx of 100 officers.

Historic RCMP Space (2009-2014):

	2009	2010	2011	2012	2013	2014
Main Detachment (ft²)	99,000	99,000	99,000	99,000	99,000	99,000
District Offices (ft²)	49,628	49,628	49,628	49,628	49,628	49,628
Annex Main Detachment (ft²)		34,500	34,500	34,500	34,500	34,500
Total Space (ft²)	148,628	183,128	183,128	183,128	183,128	183,128
RCMP Members *	596	607	617	627	639	669
Municipal Support Staff	232	237	251	253	256	261
Total # of Staff	828	844	868	880	895	930
Square feet per person	180	217	211	208	205	197

*The number of RCMP members represents the number of members that work for the Detachment at City facilities and excludes those Surrey members assigned to the Integrated Teams (no City space is required for those members at this time)

Based on a variety of studies, it is understood that the optimum allocation of space per person in a policing environment is 225 square feet. This space includes: workspace, meeting rooms, cells, corridors, washrooms, locker rooms, file spaces, reception areas, etc. With respect to the Surrey policing model, the RCMP and staff have determined that when the space allocation per person is less than 190 square feet per person operational inefficiencies arise. Within the 190-225 square feet per person range, operations are effectively and efficiently delivered.

Proposed RCMP Space (2015-2020):

	2015	2016	2017	2018	2019	2020
Main Detachment (ft²)	99,000	99,000	99,000	99,000	109,000	109,000
District Offices (ft²)	49,628	49,628	49,628	43,628	43,628	43,628
Annex Main Detachment (ft²)	34,500	34,500	34,500	34,500	34,500	34,500
Former City Hall (ft²)		68,458	68,458	68,458	68,458	68,458
North Building (ft²)						
Total Space (ft²)	183,128	251,586	251,586	245,586	255,586	255,586
RCMP Members *	769	784	800	816	832	849
Municipal Support Staff	292	298	304	310	316	322
Total # of Staff	1061	1082	1104	1126	1148	1171
Square feet per person	173	232	228	218	223	218

*The number of RCMP members represents the number of members that work for the Detachment at City facilities and excludes those Surrey members assigned to the Integrated Teams (no City space is required for those members at this time).

Note: The RCMP and staff have developed and are implementing actions to ensure that members, staff and the public have safe and efficient space during the 2015-2016 transition to the Former City Hall (FCH) Space.

The Surrey RCMP and staff continually monitor these numbers to ensure an appropriate staff to space ratio. The requirement for future policing space (timing and amount of space) is influenced by many factors, including:

- The preferred policing model established by Council;
- The preferred policing model recommended by the RCMP;
- The addition of police officers (and related locker requirements);
- The rate and location of population growth;
- The evolution of traffic volumes and patterns;
- The utilization of district offices;
- Parking requirements for police vehicles;
- RCMP building security requirements;
- Technology; and
- Community standards.

For clarity, this report will examine each facility expansion plan in chronological order:

RCMP Main Detachment Updates (2015-2016)

Within the 2015 City capital budget, there is funding for the following modifications to the RCMP Main Detachment:

- Expenditures of approximately \$428,000 to increase the security systems (CCTV, fencing, gating, etc.) in the RCMP and staff parking areas (this work will be completed in 2015); and
- At the Council Meeting on June 15, 2015, Council approved Corporate Report (#R109) to spend \$910,000 on the renovation of RCMP Main Detachment front entrance to support greater accessibility for the community, an enhanced service model, and improved security standards (this work will be completed in 2016). Similar renovations will be required in 2016-2017 at the Guildford and City Centre district offices.

Various renovations of the RCMP Main Detachment will be required in the short term (2015) to provide appropriate, temporary workspace/locker space for the 100 additional officers and related City staff. This work will be undertaken in alignment with the renovations that will be required in the Main Detachment after the FCH conversion is completed. The costs for both the 2015 interim Main Detachment renovations and the 2016 Main Detachment more significant renovations will be included in the FCH conversion budget.

Former City Hall Conversion (2015-2016 – Occupancy October 2016)

As identified in Police Committee Report 2014-P009 (see Appendix 1), there are many benefits to allocating space in the FCH to accommodate the City's additional policing resources. The FCH conversion is both a cost and operationally effective solution. It is anticipated that little work will be required to adapt the West Wing of the FCH to its new uses, but the Centre/South Tower (the oldest portion of the FCH) will require extensive renovations.

Work has been completed on finalizing the RCMP utilization plans for the FCH and an RFQ for the design phase of the project was posted on June 2015 on the City of Surrey and BC Bid Websites. The RFP closed on July 3, 2015 and is currently being evaluated.

The tendering phase of this project should occur in early 2016, pending approval through the 2016 Budget. The funding for the first phase of this project is in the 2015 capital plan. Additional funding requirements will be further defined and brought before Council as part of the 2016 budgeting process.

With the completion of the FCH conversion and the RCMP occupancy of the currently empty portions of that building, the Former City Hall will be fully rented and the previously communicated rental revenue target achieved.

Exhibits Space and Cell Block Expansion (2017-2019)

Within the evolving policing model for Surrey, it will be necessary to expand both the space provided for the storage and handling of exhibits; and the space allocated for prisoners. It is most efficient to complete these 2 building projects simultaneously, as the addition to the RCMP Main Detachment would include an exhibits warehouse with a basement for the cell block expansion. This addition would be built as one module.

The current exhibits space is over capacity and limited investment has gone into appropriate technology for exhibits storage/cataloguing. With evolving legal standards, increasing volumes, and lengthier retention requirements, it is believed that an additional 3750 square feet of storage is required (there is currently 1500 square feet of space for exhibits at the Main Detachment).

RCMP and City staff are working together to develop the full scope of these projects with the design stage of the project forecasted to commence in 2017. The total cost is estimated at \$7.0 million.

District Offices (2017-2018)

It is expected that both the Cloverdale and Newton District Offices may require expansion and/or relocation in the 2017 to 2018 time period. These facilities changes would be related to lease expiration, community service requirements, and the potential availability of alternate City facilities. Concepts such as aligning district offices with new recreational spaces will be explored. The cost of these projects is approximately \$3.0 million, depending upon the options selected.

North Detachment (2020-2024)

Using the work of the Cornerstone Planning Group, the 2015-2017 RCMP Strategic Framework, Surrey demographic forecasts (including population density, traffic patterns, etc.), policing resourcing trends/projections, and by understanding the Council's priorities, and in consultation with various stakeholder groups, it is probable that the City will need to establish a North RCMP detachment by 2024.

In the longer term (2020-2024), the space created through the renovation of the Former City Hall will not be sufficient to accommodate the forecasted growth in policing resources. In addition, providing efficient service to North Surrey from the Main RCMP Detachment will become significantly more problematic based on traffic congestion, service standards, population density in the north, etc.

In 2024, some savings may be realized if the North Surrey District Office is combined into the new RCMP North Detachment.

While the Police Committee Report 2014-P009 presented in July 2014 (see Appendix I) suggested that the North Detachment construction could be delayed from 2017 to an unspecified date, the current police resourcing plan suggests that the additional space will be required in 2024 or such time that the RCMP staffing complement based at the former City hall exceeds a total of 600 members.

This estimate as to the critical 'tipping point' in terms of space needs, is based on the assumption the Detachment's establishment will continue to grow at a rate of 2.0%, that the rate of growth will be consistent across the detachment (i.e. all units/sections will experience the same rate of growth), and that the units/sections set to occupy the FCH in 2016 will remain there over time.

It should be noted that location, size and full cost of the North Detachment has not been determined. To meet an expected occupancy date in 2024, design work would commence in 2020. Significant work will be undertaken by staff and the RCMP to full scope this project but current cost forecasts reflect a cost of \$55.0 million. Further options and details will be presented at Police Committee.

FUNDING

Not all capital projects have been fully costed, as various police service modeling initiatives, space optimization opportunities, and alternate development strategies are being explored by the City and the RCMP. Staff will continue to finalize the cost of these capital requirements and will bring forward options to Council. The current capital funding estimates are highlighted below:

	2016	2017	2018	2019	2020
<u>Funding Available for New Projects</u>	\$ 3,131	\$ 4,090	\$ 5,340	\$ 6,790	\$ 9,720
<u>New Capital Requirements</u>					
RCMP Additional Needs at OCH	2,740	4,090			
Counter Renos at Main Detachment	391				
RCMP Cells & Exhibits			1,000	3,000	3,000
RCMP North Detachment - Design					1,000
Counter Renovations @ Guildford			400		
Move 2 District Offices			1,270	1,730	
Total New Capital Requirements	3,131	4,090	2,670	4,730	4,000
AVAILABLE UNALLOCATED	\$ -	\$ -	\$ 2,670	\$ 2,060	\$ 5,720

SUSTAINABILITY CONSIDERATIONS

The City of Surrey RCMP facilities planning strategy supports the overall objectives of the City’s Sustainability Charter, and specifically, provides workspace for RCMP members and City staff in their efforts to create a safe and secure environment for the City’s residents, businesses, and visitors. As such, the planning strategy supports the following action item:

- SC11: Public Safety and Security.

CONCLUSION

The Surrey RCMP and the City will continue to move forward on its development and implementation of an appropriate facilities plan to support its policing services. Periodically, the Police Committee will be updated on the progress of these initiatives.

Bill Fordy
Chief Superintendent Bill Fordy
Officer in Charge (OIC)
Surrey RCMP

Vivienne Wilke
General Manager,
Finance & Information Technology

Nicola Webb
General Manager,
Human Resources

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Appendix I: 2014-P009 Justice Precinct – City Hall/Surrey RCMP Facilities

cc City Manager

NO: **P009**

Committee DATE: **July 14, 2014**

POLICE COMMITTEE

TO: **Mayor & Council**

DATE: **July 10, 2014**

FROM: **Officer in Charge Surrey RCMP
City Manager**

FILE:

SUBJECT: **Justice Precinct – City Hall | Surrey RCMP Facilities**

RECOMMENDATION

The Surrey RCMP recommends that the Police Committee receive this report as information.

INTENT

The purpose of this report is to provide information regarding Surrey RCMP space requirements as it expands. This report will include both the current and projected needs for the future, and the potential to make use of the former City Hall premises to meet those needs.

BACKGROUND

In 2007 Cornerstone Planning Group was appointed to do an expansion study on the future facility requirements of the Surrey RCMP. The study examined projections for five, 10, and 25-year futures. The five-year estimates provided an indication of short-term requirements and helped to establish an interim accommodation strategy, pending implementation of a longer-term concept. The 10-year projections provided an indication of the minimum capacity of facilities targeted for completion between 2008 and 2018 whilst the 25-year projections provided space requirements up and to 2031.

The 2008 Expansion Study report suggested that the Detachment had an immediate need for roughly 60,000 sq. ft. of space and would require an additional 40,000 sq. ft. by 2016. To that end, the report recommended a “North Building” be constructed during 2017/18 to support the Surrey RCMP’s long-term space requirements, while leasing additional space in the short term. In 2008 the City budgeted for the design and construction of a 35,000 sq. ft. Annex to the Surrey RCMP Main Detachment; the Annex officially opened in 2010. In 2013, \$36 million was identified in the City’s Capital Plan to construct a new North Surrey Building, as part of the longer-term facility strategy for the Detachment.

During 2013 the Surrey RCMP reviewed their service delivery model and concluded that the City and the community would be better served by centralizing the many RCMP services at the current Main Detachment location, rather than building a new facility in Surrey Centre (North Building). However, a broader community presence would continue vis-à-vis the five District offices, albeit with a smaller footprint (approximately 6,500 sq. ft. per building).

Talks were initiated with the City at this point about the possibility of utilizing available space for lease at the former City Hall complex to accommodate some Detachment operations to consider use of the South Tower (56,837 sq. ft.) and potentially the West Tower (21,041 sq. ft.) buildings as well.

Surrey RCMP Management requested the City of Surrey Realty section explore the possibility of making the former Bylaws building (the North Annex) available to a prospective Child Daycare centre. This centre would be owned and managed by an independent operator and serve the emerging 'Justice Precinct' (see below). The City Realty section is currently marketing this concept and has received a number of inquiries from interested parties.

DISCUSSION

On April 2, 2013 the BC Provincial Government announced a grant to the cities of Abbotsford, Chilliwack, Surrey and Langley (City and Township) to develop a long-term expansion plan for the Provincial Courts servicing the Lower Fraser Valley (LFV) communities. The plan, completed in February 2014, included recommendations to expand the Surrey Provincial courthouse by five Provincial courtrooms by 2018, as well as further expansion of Surrey's courthouse by three provincial courtrooms over the long term (2022-2028).

In May 2014, the City of Surrey ratified a lease agreement with the provincial government for 45,000 sq. ft. of office space within the former City Hall building. The lease is for an initial 10-year term, with an option to renew up to 2036. The agreement allows for the relocation of Crown Counsel offices from the courthouse, which facilitates the priority courtroom expansion plans, as well as the relocation of community corrections offices.

These recent developments, along with the recent expansion of the Surrey Pretrial Centre and the possibility of specialized "problem solving courts" integrated with health and social services in the future will create an ideal centralized "Justice Precinct". This proposed model will better serve the community and achieve more effective justice outcomes.

Surrey RCMP Support Services is currently in the process of updating the 2007 RCMP Expansion Study with the Cornerstone Planning Group. This update will provide revised projections based on population and staff growth over the next 5, 10 and 15 years. It will form the basis of a comprehensive Facilities Master Plan, that will ensure the physical infrastructure and footprint is tailored to meet operational policing needs and our service delivery model over the long term.

That being said, any plans from this point forward need to address the immediate space pressures. The Police Committee recently endorsed a proposal to increase the number of RCMP officers to the Surrey Detachment over the next five years (including 30 members in 2014). In addition to the increase in RCMP officers, it is anticipated that the number of municipal employees providing Support Services will increase proportionally (i.e., typically at a 1 municipal employee for every 2.75 members). The Community Safety Patrol personnel will also be added over the next two years (10 started patrolling within the Newton Town Centre in April; 10 more will be deployed in the community during 2015).

The space available in the South and West Towers at the former City Hall has the potential to meet the current and future requirements of the Surrey RCMP. Given the proximity to existing

operations at the Main Detachment, this location offers advantages in terms of reduced duplication of support service resources and infrastructure (e.g., cellblock, training facilities, inventory and fleet services, exhibits and records management, financial and member services, etc.). Other benefits of centralization to the Detachment include: improved management oversight of service delivery, more effective communications through increased opportunity for interaction and collaboration among employees, and an enhanced ability to foster team building and improve staff morale.

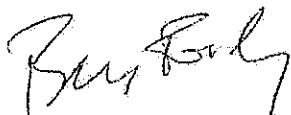
Surrey RCMP use of the current vacant space at former City Hall could also offer significant financial saving for the City of Surrey by offsetting the capital cost that would have been required to build or lease other facilities to meet RCMP needs (including the \$36 million allocated for the construction of a North Building). This approach also provides the City with more flexibility in terms of future leasing arrangements (either for the Surrey RCMP or for other external clients). The Detachment could make more immediate use of space (as it would not have to be purposely built).

It is proposed that the RCMP will lease the space at the former City Hall in lieu of construction a North Detachment, as outlined in the current Five Year Financial Plan. This will result in an increase to the Operating Budget and a reduction in the Capital Budget, making it a cost effective solution for the City of Surrey.

Having Surrey RCMP as a tenant in the West and/or South Towers of the former City Hall would also provide a benefit to the justice partners and community. The creation of a Justice Precinct where stakeholders work in close proximity to partners in criminal justice system would offer efficiencies to agencies involved, as well as provide efficiencies and convenience to their respective clientele. Further, having an RCMP presence within the former civic facility would contribute to enhanced site security and guardianship.

CONCLUSION

Allocating space within the former City Hall building to the Surrey RCMP to meet current and future space requirements of the Detachment offers several advantages to the City, both financially and operationally. While maximizing use of existing City infrastructure, the proximity to the Surrey RCMP Main Detachment building offers economies of scale in terms of police operations and support service delivery. In addition, co-location with the Crown Counsel offices, Community Corrections, the Surrey Provincial courthouse, and the Surrey Pretrial Centre would provide for a 'Justice Precinct' service centre model and an enhanced relationship among Surrey's justice system partners. The concentration or clustering of justice services should help create more efficient operations, communications and security.



Chief Superintendent Bill Fordy
Officer in Charge (OIC)
Surrey RCMP

Original Signed by:
Vincent Lalonde, P. Eng.
City Manager