

**Minutes – Standing Policy Committee on Finance and Economic Development –
December 1, 2022**

REPORTS

Item No. 9 **North District Police Station (NDPS),
Project ID: 6322003016,
Quarterly Project Status Report No. 17
For the Period Ended September 30, 2022**

STANDING COMMITTEE DECISION:

The Standing Policy Committee on Finance and Economic Development concurred in the recommendation of the Winnipeg Public Service and received the financial status of the North District Police Station (NDPS), as contained in this report, as information.

Minutes – Standing Policy Committee on Finance – December 1, 2022

DECISION MAKING HISTORY:

Moved by Councillor Rollins,

That the report of the Winnipeg Public Service be received as information.

Carried

ADMINISTRATIVE REPORT

**Title: North District Police Station (NDPS),
Project ID: 6322003016,
Quarterly Project Status Report No. 17
For the Period Ended September 30, 2022**

Critical Path: Standing Policy Committee on Finance and Economic Development

AUTHORIZATION

Author	Department Head	CFO	CAO
B. Erickson	G. Patton	C. Kloepfer	M. Jack

EXECUTIVE SUMMARY

Project On Schedule: Yes No

Project On Adopted Budget: Yes No

Percent of Schedule Complete:

Percent of Adopted Budget Spent:

The North District Police Station project budget, financial status and procurement schedule have been updated to reflect current project status. Construction procurement activities were advanced through the current reporting period.

The construction contract to build North District Police Station was approved by Council on July 21, 2022, and awarded to Penn-Co Construction Canada (2003) Ltd. in the amount of \$26,760,100.00. The current total project cost and approved funding for the North District Police Station is \$31,730,000.

The Public Service has evaluated the ongoing risk relating to market disruption and volatility impacting the local construction industry; a risk mitigation plan is addressed in this report.

A public engagement event was recently held for the purpose of apprising residents of project status and in advance of construction work which commenced onsite on October 3, 2022. At present, North District Police Station is anticipated to open in early 2024.

The Advisory Committee has reviewed this report and recommends that the report be sent to the Standing Policy Committee on Finance and Economic Development.

RECOMMENDATIONS

That the financial status of the North District Police Station (NDPS), as contained in this report, be received as information.

REASON FOR THE REPORT

The Asset Management Administrative Standard FM-004 requires all projects with a total estimated cost of \$25 million (2022) or more report quarterly to the Standing Policy Committee on Finance and Economic Development. This threshold is adjusted annually for construction inflation as part of the annual Capital Budget approval. The Standing Policy Committee on Finance and Economic Development may also request reporting on any capital project.

IMPLICATIONS OF THE RECOMMENDATIONS

No implications.

HISTORY/DISCUSSION

See Appendix C – Key Project Events (History)

Current Project Phase: Construction (Update from last report)

Subsequent to the NDPS construction tender closing on June 2, 2022, Penn-Co Construction Canada (2003) Ltd. (“Penn-Co”) was affirmed as the Responsive low bidder. Penn-Co was one of three short listed companies pre-qualified to proceed to the tender stage of the project procurement. On July 21, 2022, Council approved an award of contract to Penn-Co in the amount of \$26,760,100.00 for construction of the North District Police Station. Award of contract was advised to Penn-Co on July 26, 2022.

Table 1 – Contracts

Bid Opportunity #	Company Name	Description	Original Contract Award Value (GST & MRST extra as applicable)	Total Approved Over-Expenditures (Over-Expenditure amount only)	Date of Award	Date of Total Completion	Estimated % Complete
N/A	Number Ten Architectural Group	Consultant Services - Stakeholder & Development Site Metrics Analyses	\$ 223,400.00	Nil	28-May-18	26-Nov-20	100%
902-2020	Number Ten Architectural Group	Consultant Services - Design & Contract Administration Services	\$ 1,249,458.24	Nil	20-May-21		65%
441-2021B	Penn-Co Construction	Construction of North District Police Station	\$ 26,760,100.00	Nil	26-Jul-22		0%
N/A	WSP Canada	Environmental Site Assessment	\$ 10,250.00	Nil	15-May-21	23-Aug-21	100%
N/A	Number Ten Architectural Group	Consultant Services - Building Assessment-Evidence Archive	\$ 53,750.00	Nil	3-Jun-20	3-Oct-20	100%
N/A	1x1 Architecture	Consultant Services - Building Assessment-Old Ex	\$ 53,450.00	Nil	20-Nov-19	30-Sep-20	100%
N/A	Phillips & Stevens	Site Survey	\$ 1,652.50	Nil	23-Sep-19	31-Dec-19	100%
Total Value of Contracts			\$ 28,352,060.74				

Upcoming Procurements:

Description	Anticipated Award Date
N/A	

Schedule (Update from last report)

'NDPS Construction Tender Process' (Table 2, Item 5) was completed within the reporting period. Subsequent project milestones remain unchanged.

Table 2 – Milestones

Milestones					
Deliverable		Original Targeted Completion Date	Revised Targeted Completion Date	Actual Completion Date	Estimated % Complete
1	NPDS Development Site Selection	2017 Q4	2020 Q4	2020 Q4	100%
2	NDPS Development Site Acquisition	2017 Q4	2021 Q2	2021 Q1	100%
3	NDPS Building Design	2018 Q2	2022 Q1	2022 Q2	100%
4	NDPS Zoning/Subdivision/Variance Approval	2021 Q4	2022 Q1	2022 Q2	100%
5	NDPS Construction Tender Process	2021 Q3	2022 Q2	2022 Q3	100%
6	NDPS Construction (commences 2022 Q3)	2018 Q3	2023 Q4		0%
7	NDPS Facilities Commissioning, Opening	2019 Q4	2024 Q1		0%

Risk (Update from last report)

No new risks identified. Ongoing risks are being managed as per the risk mitigation management plan.

The risk mitigation management plan for ongoing risk item 'Global influences on cost & schedule...' has been revised to reflect the project transitioning into the procurement phase – see Table 3.

Table 3 – Significant Risks and Mitigations Strategies

Significant Risks and Mitigation Strategies	
Risk Statement and Explanation	Risk Mitigation Management Plan
Ongoing:	
Police Station No. 13 shuttered unexpectedly prior to new facility (NDPS)	Winnipeg Police Service to redeploy staff, assets and operations as warranted to maintain policing of the community
Global influences on cost & schedule while construction is in progress (procurement issues arising beyond the control of contractor)	1. Assess and prioritize materials ordering/ acquisition immediately upon contract award. 2. Evaluate alternative construction methods/ materials where warranted & satisfactory to City
Environmental liabilities attributable to pre-existing site conditions	Confirmed that no documented liabilities exist. Monitor site conditions during construction
Mitigated:	
Site selection delayed	Development site approved in 2020 Q4
Potential delay to complete rezoning process (Re: appeal respecting adoption by Council on February 24, 2022)	Rezoning process concluded in 2022 Q2 with no impact to the project

Financial (Update from last report)

For further information, refer to Appendix B – Financial Forecast

Pursuant to the outcome of the construction tender process, the current total project cost for the North District Police Station increased to \$31,730,000 relative to the adopted budget of \$23,379,000. The cost increase is attributable to delay in affirming the development site, economic conditions at the time of tender including global supply chain issues, the state of the local construction industry, and inflated energy and transportation costs.

Funding (Update from last report)

To accommodate the incremental project cost, on July 21, 2022 Council approved an additional \$6,055,000 for the project that is to be funded by external debt – see Table 4.

Table 4 – Project Funding Forecast

Funding Forecast			
Funding Source	Adopted Budget (in millions)	Amended Budget (in millions)	Committed (in millions)
Class of Estimate	Class 5	Class 1	
External Debt	20.0	28.3	
Cash-to-Capital	3.4	3.4	
Total	23.4	31.7	

Property Acquisition (Update from last report)

No update

Stakeholder Engagements/Communications (Update from last report)

Stakeholder Assessment

No stakeholder assessment activities were undertaken in the current reporting period.

Public Engagement

On August 17, 2022 the Public Service hosted an Open House event at Sergeant Tommy Prince Place to inform area residents and the community at large of the project's status and plans to begin construction of the new Station facility on the Old Ex site in Fall, 2022.

Subsequent Events after Report Period End Date

At the time of report preparation, Development and Building Permit applications were submitted to the Authority and are pending. Penn-Co mobilized a workforce to the development site on October 3, 2022, and construction is expected to begin in the weeks following. North District Police Station is anticipated to open in early 2024.

FINANCIAL IMPACT

Financial Impact Statement

Date: **October 26, 2022**

Project Name:

North District Police Station (NDPS), Project ID: 6322003016, Quarterly Project Status Report No. 17 For the Period Ended September 30, 2022

COMMENTS:

There are no direct financial implications associated with this report.

Mike McGinn Oct. 26, 2022

Mike McGinn, CPA, CA

Manager of Finance

CONSULTATION

This Report has been prepared in consultation with:

- Winnipeg Police Service

OURWINNIPEG POLICY ALIGNMENT

Goal: Leadership and Good Governance

- **Objective:** Establish and implement priority actions through evidence-informed decision-making processes.
- **Policy 1.7 Equitable Service Access** – Identify and provide access to, a base level of municipal services to everyone, directly or facilitated through partnerships. Remove systemic barriers to participation, based on race, national or ethnic origin, colour, religion, age, sex, sexual orientation, gender identity or expression, marital status, family status, physical or mental ability, official language used, citizenship status, socio-economic status, geographic location or climate change vulnerability.

Goal: Environmental Resilience

- **Objective:** Prioritize the transition to a resilient, low-carbon future through demonstrated organizational and community leadership, and collaborative actions that mitigate and adapt to a changing climate.
- **Policy 2.1 Climate Action Targets** – Meet and exceed greenhouse gas emissions reduction targets of 20 percent by 2030, relative to 2011, and net zero by 2050, by working towards partnerships with the community, businesses, and government bodies including Indigenous, Federal and Provincial governments.
- **Objective:** Promote low-carbon, energy efficient buildings through low-energy building design, construction and retrofitting.
- **Policy 2.12 Eliminate Fossil Fuel Dependence** – Reduce greenhouse gas emissions from existing and new buildings, including municipally-owned buildings and facilities, and associated infrastructure, through the promotion of renewable energy sources; energy efficiency use and performance measures; and low-carbon construction, retrofit and demolition methods that maximize the lifecycle of buildings.

Goal: Good Health and Well-Being

- **Objective:** Proactively identify and address threats to community safety and well-being.
- **Policy 4.6 Community Safety** – Facilitate a culture of safety and crime prevention across the City and community, by building trusting relationships to enable collaborative action.

WINNIPEG CLIMATE ACTION PLAN ALIGNMENT

Key Directions (Short-Term Implementation):

1.3 Implement Low Carbon and Energy Efficient City Facilities and Buildings - p.6

5.2 Improve Energy Performance of New Buildings - p.8

WINNIPEG POVERTY REDUCTION STRATEGY ALIGNMENT

The development of the North District Police Station aligns with the following Goals and Objectives of the Winnipeg Poverty Reduction Strategy (2021 – 2031), including:

Goal 1: Equity and a Culture of Caring are Demonstrated through Strategy Implementation and Systems Change

Related 10-year Objectives:

- C. Equity and a Culture of Caring are factored into all service planning and budget decisions, resulting in City-wide systems change.

Goal 6: All City Services are Equitable, Inclusive and Accessible:

Related 10-year Objectives:

- A. Residents have equitable access to City services, in particular demographic groups who experience marginalization.

SUBMITTED BY

Department: Assets & Project Management

Division: Municipal Accommodations

Prepared by: B. Piniuta

Date: October 26, 2022

Appendices

Appendix A – Key Project Facts

Appendix B – Financial Forecast

Appendix C – Key Project Events (History)

Appendix A – Key Project Facts

Appendix A – Key Project Facts	
Project Name	North District Police Station (NDPS)
Business Owner (Department)	Winnipeg Police Service
Project ID	6322003016
Project Sponsor	M. Jack
Department Responsible for Project Delivery	Planning, Property and Development
Consultant Engineer (Company Name)	Number Ten Architectural Group
Adopted Budget	\$23,379,000.00
Class of Estimate (Adopted)	Class 5
Range of Estimate (Adopted)	\$11,689,500 - \$46,758,000
Amended Budget	\$31,730,000.00
Class of Estimate (Amended)	Class 1
Range of Estimate (Amended)	\$30,143,500 - \$34,903,000
<u>Project Scope</u>	
Identify and procure a project development site (project location)	
Construct new civic assets: North District Police Station	
Major Capital Projects Advisory Committee Membership:	
M. Jack, Chief Administrative Officer (Chair)	
C. Kloepfer, Chief Financial Officer	
S. Halley, Deputy Chief, WPS (Business Owner Department Representative)	
G. Patton, Director, Assets & Project Management	
D. Tooth, Manager Capital Projects, Assets & Project Management	

Appendix B – Financial Forecast- Project ID 6322003016

As at September 30, 2022

Project Component Deliverables	Budget (in 000's)			Actual Costs To 09/30/2022	Expenditure Forecast (in 000's)				Total Forecasted Costs	Surplus (Deficit) From Amended Budget	Variance Last Report	Change in Variance
	Adopted Budget	Council Approved Change	Amended Budget									
					2022	2023	2024	2025				
Engineering, Design and Other	\$ 460	\$ 1,180	\$ 1,640	\$ 1,147	\$ 125	\$ 340	\$ 28	\$ -	\$ 1,640	\$ -		\$ -
Construction	\$ 18,650	\$ 8,910	\$ 27,560		\$ 5,150	\$ 20,850	\$ 1,560	\$ -	\$ 27,560	\$ -		\$ -
Land Acquisition	\$ 3,130	\$ (3,130)	\$ -		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -		\$ -
Internal Financing/Overhead Costs	\$ 486	\$ 468	\$ 954	\$ 80	\$ 100	\$ 720	\$ 54	\$ -	\$ 954	\$ -		\$ -
Contingency	\$ 653	\$ 923	\$ 1,576		\$ -	\$ -	\$ 1,576	\$ -	\$ 1,576	\$ -		\$ -
Total Project Budget	\$ 23,379	\$ 8,351	\$ 31,730	\$ 1,227	\$ 5,375	\$ 21,910	\$ 3,218	\$ -	\$ 31,730	\$ -		
% of Project Budget Spent (Actual Costs to Date / Adopted & Amended Budget)	5%		4%									

Appendix C – Key Project Events (History)

On July 23, 2003, Council approved implementation of the WPS Four District Model. The current WPS six district service delivery model is based on a municipal structure which existed prior to 1971. Contemporary policing issues led the WPS to review this service delivery structure and recommend realignment from six to four districts. The Four District Model encompasses replacement of five existing police stations with three newly constructed police stations within realigned service districts.

On February 21, 2006, Council approved the 2006 Capital Budget and the 2007 to 2011 Five-Year Forecast and recommended, along with the budget, that the Administration identify, investigate, and recommend Private - Public Partnerships (P3's) for the Four District Model project.

East District Police Station (EDPS) located at 1750 Dugald Road was substantially completed in September 2007.

West District Police Station (WDPS) located at 2321 Grant Avenue followed with substantial completion occurring in November 2013.

The Downtown District Station opened as part of the new Police Headquarters facility, 245 Smith Street, in October 2016.

Upon adoption of the 2017 Capital Budget on December 13, 2016, Council approved funding for the North District Police Station (NDPS) in the amount of \$20M for the facility build plus \$3.13M for land assembly, thereby enabling the NDPS project to proceed.

On June 21, 2017, Council ruled automatic referral of the following motion to the Standing Policy Committee on Property and Development, Heritage and Downtown Development:

WHEREAS the city's Old Exhibition Grounds has been used for recreation and leisure purposes for over one hundred years;

AND WHEREAS there is a shortage of sport fields in the Lord Selkirk West Kildonan Community Committee area;

AND WHEREAS whether crime prevention is achieved through sport or other measures, prevention needs to be facilitated to reduce the load on the Winnipeg Police Service;

AND WHEREAS the City of Winnipeg needs to play a role in crime prevention;

AND WHEREAS the North District police station needs to provide the same functionality as the other district stations to the public; 3

AND WHEREAS Winnipeg's perception of what area makes up the North End has grown to encompass West and old Kildonan;

AND WHEREAS Winnipeg Transit's north garage has come to its end of life, and the east rapid transit BRT corridor has a new bus garage in its plans on city owned property;

AND WHEREAS unlike the other district stations, there was no RFP put out to the private sector to identify privately owned property and to build the stations;

AND WHEREAS Property, Planning and Development leases buildings to the Winnipeg Police Service as Municipal Accommodations basically owns the assets under their portfolio of city assets;

THEREFORE BE IT RESOLVED that the Winnipeg Public Service undertake the needed activities to find a different property than the Old Exhibition Grounds for the North district police station.

On July 4, 2017, the Standing Policy Committee on Property and Development, Heritage and Downtown Development recommended to Council that the Council Motion of June 21, 2017 be referred to the Winnipeg Public Service for report back to the Standing Committee within 180 days, and be forwarded to the Executive Policy Committee and Council.

On July 19, 2017, Council concurred in the recommendation of the Standing Policy Committee on Property and Development, Heritage and Downtown Development Committee and directed the Winnipeg Public Service to undertake the needed activities to find a different property than the Old Exhibition Grounds for the North District police station and report back to Standing Committee in 180 days.

Stakeholder assessment and public engagement activities were undertaken by the Public Service during the summer and fall months of 2017. Results were compiled and received as information by SPC on Property and Development, Heritage and Downtown Development on June 8, 2018.

As part of the 2018 Capital Budget planning/development process, the 'Archival and Exhibit Building' project was consolidated with the pre-existing 'North District Police Station' project.

At its February 2, 2018, meeting, the Standing Policy Committee on Property and Development, Heritage and Downtown Development granted an extension of time to its meeting on June 8, 2018, for the Winnipeg Public Service to report back on the June 21, 2017 Council Motion.

At its June 8, 2018, meeting, the Standing Policy Committee on Property and Development, Heritage and Downtown Development concurred with the recommendations of the Public Service:

- That the Real Estate Branch of Planning, Property and Development Department undertake to issue a Request for Proposal (RFP) to solicit private land sale opportunities as a means of identifying a preferred development site for the North District Police Station project.
- That the Public Service perform an evaluation of proposals received to validate the project program of requirements at alternate site(s), prepare associated development cost estimate(s) and assess capital funding requirements, and report back to convey results and provide recommendation as to a preferred project development site.

Per direction received from the Standing Policy Committee on Property and Development, Heritage and Downtown Development on June 8, 2018, a public Request for Proposal (RFP) was issued by the City to solicit private land sale opportunities as a means of identifying a development site for the project. The RFP was posted November 2, 2018, and closed January 31, 2019.

The City received RFP submissions and performed a score-based evaluation for the purpose of identifying shortlisted proponents; this phase is complete. A second phase of evaluation to verify program and technical development conformance at the prospective sites and prepare associated capital cost estimates, was completed in August 2020.

At its November 26, 2020, meeting, Council adopted the Public Service's recommendation (referred by the Executive Policy Committee on November 18, 2020) to construct North District Police Station at the Old Ex Grounds site using an optimized development plan, and to increase the project budget to \$25.675 million from the previously approved \$23.379 million. The Winnipeg Police Service Archival and Exhibit Building was also separated out from the North District Police Station project for standalone procurement.

On September 20, 2021, Request for Qualification (RFQ) No. 442-2021A was posted to qualify prospective vendors for the construction of the North District Police Station. On April 21, 2022, construction Tender 442-2021B was issued to the qualified vendors, and subsequently closed on June 2, 2022.

On July 21, 2022, Council approved a contract to Penn-Co Construction Canada (2003) Ltd. in the amount of \$26,760,100.00 to build the North District Police Station. Council also approved increasing the project capital budget from \$25,675,000 to \$31,730,000 to account for inflation, market conditions at the time of tender and the lowest construction bid price received from the identified pre-qualified vendors.