

**Minutes – Standing Policy Committee on Finance – September 15, 2020**

**REPORTS**

**Item No. 3                    North District Police Station (NDPS) & Archival  
and Exhibit Building, Project ID: 6322003016, Quarterly Project  
Status Report No. 9 For the Period Ended March 31, 2020**

**STANDING COMMITTEE DECISION:**

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

## **Minutes – Standing Policy Committee on Finance – September 15, 2020**

### **DECISION MAKING HISTORY:**

Moved by Councillor Orlikow,

That the recommendation of the Winnipeg Public Service be concurred in.

Carried

The following persons submitted communications in opposition to:

- Jodie Layne, submitted a communication dated September 14, 2020
- Jade DeFehr, submitted a communication titled Statement of Opposition to the new North District Police Station, dated September 15, 2020.

## ADMINISTRATIVE REPORT

**Title:** North District Police Station (NDPS) & Archival and Exhibit Building,  
**Project ID:** 6322003016,  
**Quarterly Project Status Report No. 9**  
**For the Period Ended** March 31, 2020

**Critical Path:** Standing Policy Committee on Finance

### AUTHORIZATION

Author	Department Head	CFO	CAO
B. Erickson	J. Kiernan	P. Olafson, Interim CFO	M. Ruta, Interim CAO

### EXECUTIVE SUMMARY

Project On Schedule: Yes  No

Project On Adopted Budget: Yes  No

Percent of Schedule Complete:

Percent of Adopted Budget Spent:

The Public Service has completed the evaluation of alternatives for acquiring land for the purpose of housing the North District Police Station & Archival and Exhibit Building. The City received proposals from private proponents in response to a public Request for Proposal which closed on January 31 2019. Due to program-impacting limitations respecting the RFP submissions, the Public Service was obliged to investigate alternatives to not co-locate the program facilities, and house the Archival and Exhibit Building program on either civic land or leased/purchased commercial property. A procurement plan that delivers WPS program objectives whilst minimizing capital investment has been identified. As there are multi-departmental inputs and implications, the Public Service will report back to Council through the Executive Policy Committee by Q4 2020, recommending a project development location with associated capital cost estimate, cost-benefit financial analyses, and an implementation strategy for advancing the project.

The current anticipated project capital cost is \$37.6 million (Class 5 cost estimate) including \$8.9 million for the Archival and Exhibit Building plus the cost of the North District Police Station and land at \$28.7 million. The anticipated project cost exceeds the current capital budget allocation of \$23.379 million. Updated project costs and associated funding requirements, based upon refined cost estimates prepared by the Public Service, are forthcoming in a report to Council by Q4 2020.

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

## **RECOMMENDATIONS**

That the financial status of the North District Police Station (NDPS) & Archival and Exhibit Building, 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 \$24 million (2020) or more report quarterly to the Standing Policy Committee on Finance. This threshold is adjusted annually for construction inflation as part of the annual Capital Budget approval. The Standing Policy Committee on Finance may also request reporting on any capital project.

## **IMPLICATIONS OF THE RECOMMENDATIONS**

No implications.

## **HISTORY/DISCUSSION**

See Appendix C – Key Project Events (History)

**Design Stage** (Update from last report)

No update.

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 2018		95%
			-	-			
			-	-			
			-	-			
			-	-			
		<b>Total</b>	<b>\$ 223,400.00</b>	<b>\$ -</b>			

**Upcoming Procurements:**

Description	Anticipated Award Date
N/A	

**Schedule** (Update from last report)

Schedule adjustment to 'Revised Targeted Completion Date' of Deliverables 1-4 in Table 2, based on current project metrics.

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 Q3		95%
2	NDPS Development Site Acquisition	2017 Q4	2020 Q4		0%
3	NDPS District Station Building Design	2018 Q2	2021 Q2		75%
4	Archival and Exhibit Building	2018 Q2	2021 Q4		5%
5	NDPS Construction (commences 2021 Q3)	2018 Q3	2022 Q4		0%
6	NDPS Facilities Commissioning, Opening	2019 Q4	2023 Q1		0%

**Risk** (Update from last report)

The Winnipeg Police Service has updated the forecasted criticality date for fulfilling the Archival and Exhibit program accommodation requirements. The date is currently established as December 2021; previously it was forecasted as December 2020.

Risk Mitigation Plan: urgency to accommodate the Archival and Exhibit program is alleviated with a perceived additional 12 months of implementation time.

The current anticipated project capital cost is \$37.6 million (Class 5 cost estimate) including \$8.9 million for the Archival and Exhibit Building plus the cost of the North District Police Station and land at \$28.7 million. The anticipated project cost exceeds the current capital budget allocation of \$23.379 million.

Risk Mitigation Plan: refined cost estimates respecting development alternatives and associated funding implication analysis will be prepared and advanced to Council; anticipated reporting in 2020 Q2.

Table 3 – Significant Risks and Mitigations Strategies

<b>Significant Risks and Mitigation Strategies</b>	
<b>Risk Statement and Explanation</b>	<b>Risk Mitigation Management Plan</b>
<b>Ongoing:</b>	
Current project cost estimate amount exceeds approved capital funding allocation	Budget to be re-evaluated upon confirming a project development site
WPS Archival & Exhibit storage requirements may exceed current accommodation by 2020 Q4	Public Service to investigate interim program accommodation, facility procurement alternatives, and associated funding requirements. \$500,000 in funding has been allocated in each of 2019 & 2020 for interim accommodation
Development site selection - no development site has been confirmed to date as a project location	RFP process to procure and confirm development site, is complete; recommendation forthcoming.
Construction cost inflation - associated with development site confirmation delay	Budget to be re-evaluated upon confirming a project development site
With delay related to site selection, it is uncertain if sufficient funding exists	Budget to be re-evaluated upon confirming a project development site
With delay related to site selection, a potential need for interim accommodation of the WPS archival/evidence program exists	Public Service to investigate interim accommodation needs, opportunities and associated funding requirements
<b>Mitigated:</b> N/A	

**Financial** (Update from last report)

No update.

**Funding** (Update from last report)

No update.

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		
External Debt	20.0	20.0	-
Cash-to-Capital	3.1	3.4	-
	-	-	-
	-	-	-
<b>Total</b>	<b>\$ 23.1</b>	<b>\$ 23.4</b>	<b>\$ -</b>

**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**

No public engagement activities were undertaken in the current reporting period.

**Subsequent Events after Report Period End Date**

The Public Service has completed the evaluation of alternatives for acquiring land for the purpose of housing the North District Police Station & Archival and Exhibit Building. The Public Service will report back to Council by Q4 2020, recommending a project development location with associated capital cost estimate, cost-benefit financial analyses, and an implementation strategy for advancing the project. The report will be routed through the Executive Policy Committee as it has multi-departmental inputs and implications.

**FINANCIAL IMPACT**

**Financial Impact Statement**

**Date:** [August 21, 2020](#)

**Project Name:**

**North District Police Station (NDPS) & Archival and Exhibit Building**

**COMMENTS:**

As this report is to be received as information only, there are no associated financial implications.

[Mike McGinn August 21, 2020](#)

Mike McGinn, CPA, CA  
Manager of Finance



## **CONSULTATION**

This Report has been prepared in consultation with:  
WINNIPEG POLICE SERVICE

## **OURWINNIPEG POLICY ALIGNMENT**

01-3 Prosperity Direction 1: Provide efficient and focused civic administration and governance. This report supports demonstration of accountability through service performance measurement and reporting.

## **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

## **SUBMITTED BY**

**Department:** Planning, Property and Development

**Division:** Municipal Accommodations

**Prepared by:** Brent Piniuta

**Date:** August 24, 2020

### **Appendices**

Appendix A – Key Project Facts

Appendix B – Financial Forecast

Appendix C – Key Project Events (History)

## Appendix A – Key Project Facts

<b>Appendix A – Key Project Facts</b>	
<b>Project Name</b>	North District Police Station (NDPS) & Archival and Exhibit Building
<b>Business Owner (Department)</b>	Winnipeg Police Service
<b>Project ID</b>	6322003016
<b>Project Sponsor</b>	M. Jack
<b>Department Responsible for Project Delivery</b>	Planning, Property and Development
<b>Consultant Engineer (Company Name)</b>	Number Ten Architectural Group
<b>Adopted Budget</b>	\$23,379,000.00
<b>Class of Estimate (Adopted)</b>	Class 5
<b>Range of Estimate (Adopted)</b>	\$11,689,500 - \$46,758,000
<b>Amended Budget</b>	N/A
<b>Class of Estimate (Amended)</b>	
<b>Range of Estimate (Amended)</b>	
<b><u>Project Scope</u></b>	
<b>Identify and procure a project development site (project location)</b>	
<b>Construct new civic assets: North District Police Station; Archival and Exhibit Building</b>	
<b>Construct supporting infrastructure and develop new facilities site</b>	
<b>Major Capital Projects Advisory Committee Membership:</b>	
M. Jack, Chief Corp Services Officer (Chair)	
G. Perrier, Deputy Chief - WPS (Business Owner Department Representative)	
J. Kiernan, Director of Planning Property & Development (External Department Representative)	
G. Chartier, Chief Asset and Project Management Officer	

## Appendix B - Financial Forecast - Project ID 6322003016

As at March 31, 2020

Project Component Deliverables	Budget (in 000's)			Actual Costs To 3/31/2020	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		Projected Costs							
					2019	2020	2021	2022				
Engineering, Design and Other	\$ 460	\$ -	\$ 460	\$ 202	\$ 202	\$ 144	\$ 54	\$ 60	\$ 460	\$ 0		\$ 0
Construction	\$ 18,400	\$ 250	\$ 18,650				\$ 7,460	\$ 11,190	\$ 18,650	\$ -		\$ -
Land Acquisition	\$ 3,130	\$ -	\$ 3,130			\$ 3,130			\$ 3,130	\$ -		\$ -
Internal Financing/Overhead Costs	\$ 486	\$ -	\$ 486				\$ 194	\$ 292	\$ 486	\$ -		\$ -
Contingency	\$ 653	\$ -	\$ 653					\$ 653	\$ 653	\$ -		\$ -
<b>Total Project Budget</b>	<b>\$ 23,129</b>	<b>\$ 250</b>	<b>\$ 23,379</b>	<b>\$ 202</b>	<b>\$ 202</b>	<b>\$ 3,274</b>	<b>\$ 7,708</b>	<b>\$ 12,195</b>	<b>\$ 23,379</b>	<b>\$ 0</b>		
<b>% of Project Budget Spent</b> <small>(Actual Costs to Date / Adopted &amp; Amended Budget)</small>	1%		1%									

Notes:

1. Project cost, component costs, and projected cash flows are subject to implementation of the Public Service's recommendation of a project development site.
2. Budget adjustment is not being requested at this time. Project capital cost estimate, funding requirements and schedule are to be reassessed and updated in October 2020 upon conclusion of Land Acquisition RFP and associated review.

## **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 pending as of March 31, 2020.