

Community Safety Station Revitalization

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Type:	Managers' Reports
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Recommended by:	General Manager of Corporate Services

Report Summary

This report responds to motion CC2023 – 24, approved at the January 24th meeting of City Council. The motion requested financial and operational implications of three scenarios to maintain, renovate or consolidate the city's Fire and Paramedic Stations. This report accompanies the technical analysis of financial and operational implications performed by Masri O Architects.

This report was deferred from the June 27, 2023 City Council meeting. Given the volume of the attachments, they have not been appended to the agenda. The attachments can be viewed at: <https://www.greatersudbury.ca/agendas> (City Council agenda of June 27, 2023).

Resolution

Resolution 1:

That staff be directed to construct a new Fire and Paramedic station in Garson at an ideal location with costs to be included in the draft 2024 -2027 capital budgets;
And further that after commencing operations from this new station that staff be directed to consolidate the Falconbridge station into the new Garson Station;
And further that the Falconbridge and old Garson station be closed.

Resolution 2:

That staff be directed to perform repairs necessary to re-open the Skead station provided that the station is able to maintain a minimum 15 volunteers with participation rates that reflect service expectations in the collective agreement

And if a minimum of 15 volunteers cannot be sustained, with participation rates that reflect service expectations in the collective agreement, Skead station be consolidated with the new station in Garson.

Resolution 3:

That staff be directed to renovate the Val Therese station with costs to be included in the 2024 – 2027 capital budget

And further that after the completion of these renovations that the Val Caron and Hanmer stations be consolidated into the Val Therese station;

And further that the Val Caron and Hanmer stations be closed after consolidation into the Val Therese station.

Resolution 4:

That staff be directed to consolidate the Vermillion Lake station into the Dowling station;
And further that the Dowling station be renovated with costs to be included in future draft capital budgets;
And further that the Vermillion Lake station be closed effective immediately.

Resolution 5:

That staff be directed to consolidate the Beaver Lake station into the Whitefish station;
And further that the Whitefish Station be renovated with costs to be included in future draft capital budgets;
And further that the Beaver Lake station be closed effective immediately and staff be directed to negotiate an automatic aide agreement with the Nairn Centre Fire Service.

Resolution 6:

That staff be directed to construct a new Minnow Lake station at an ideal location for both fire and paramedic services with costs to be included in upcoming draft 2024 – 2027 capital budgets;
And further that after commencing operations from this new station that the Minnow Lake station be closed.

Resolution 7:

That staff be directed to include renovation plans for the Long Lake station to be used by fire and paramedic services with costs to be included in the 2024-2027 draft capital budgets;

Resolution 8:

That staff be directed to include renovation plans for the Van Horne station to be used by fire and paramedic services with costs to be included in the 2024-2027 draft capital budgets;

Resolution 9:

That the remaining renovations and new station construction projects outlined in the report from the General Manager of Corporate Service, dated June 27, 2023 be included in future draft capital plans.

Relationship to the Strategic Plan, Health Impact Assessment and Community Energy & Emissions Plan (CEEP)

The information in this report aligns with the strategic priorities of completing a Community Safety Revitalization review to address the long-term fiscal and operational sustainability of the facilities under Asset Management and Service Excellence.

Financial Implications

If the resolutions above are approved, the anticipated capital cost of \$44,920,000 as described within the report will be included in the 2024 to 2027 capital budget. Operational expenditures are anticipated to increase by \$330,000 annually net of \$260,000 in operational savings from station closures and will be reflected in the operating budget in the years they will be realized.

The remaining resolutions resulting in changes in future draft capital budgets are anticipated to have a capital cost of \$79,400,000. Operational expenditures for the remaining resolutions above will increase by \$440,000 net of \$125,000 in operational savings from station closures and will be reflected in the operating budget in the years they will be realized.

Sales of stations recommended for closure in the 2024 – 2027 time period are anticipated to generate \$950,000.

Background

This report addresses asset management requirements for the emergency services stations that are used to deliver fire and paramedic services. Asset management is the systematic and coordinated activities and practices of an organization to deliver on its service objectives optimally and sustainably through the cost-effective lifecycle management of assets.

The Community Safety Department maintains 24 fire and paramedic stations. These stations house the staff, vehicles and equipment to enable fire suppression, prevention, safety education, rescue and paramedic response services. Generally, these buildings are expected to provide at least 50 years of service, assuming appropriate maintenance expenditures are made.

Many of the stations are in the latter stages of their expected 50-year life cycle and they were not historically supported by asset management plans that identified appropriate maintenance expenditures. Half of the stations are beyond their expected useful life cycle.

- Only one (1) station is under 30 years of age (17 years of age, and the newest in the inventory),
- Three (3) are between 30 and 40 years (at an average age of 35 years),
- Ten (10) are between 40 and 50 years (at an average age of 46 years), and
- Ten (10) exceed 50 years (at an average age of 59 years).

The average age of the combined 24 stations is 49 years, and the majority of the buildings are less than 9,000 sq.ft in size. None of the existing facilities support the corporation's CEEP goals for 2050; all of them require renovations and upgrades to do so. As indicated in the Community Safety Station Location Study report presented to Council on December 13, 2022 (appendix A), there is considerable investment required in these stations.

In response to Council's direction, staff awarded a contract to Masri O. Architects ("MOA") to evaluate and provide an opinion on the probable costs of the three scenarios Council directed staff to analyze. This full report from MOA is attached as appendix B.

Analysis

Scenarios from January 24 Motion

As requested, all scenarios were evaluated, and an opinion of probable costs provided by MOA. The following outlines the 3 scenario implications for service delivery and cost.

Scenario 1: This scenario involves maintaining the existing building inventory and making the investments into the buildings as recommended from the 2018 Building Condition Assessments for the Community Safety Stations.

All Capital investments are aggregated and then prioritized across all asset classes. The Capital request submissions are scored against pre-established criteria such as Council Strategic Plan, Financial Return on Investment (ROI), staffing impacts or Legislations, etc.

The investment required to fulfil this scenario is estimated by MOA to be approximately \$57,614,143 (reference MOA table 6.25A on page 60 of appendix B). This figure is in 2024 dollars and represents all Capital investments identified in the 2018 Building Condition Assessments that remain outstanding. The current maintenance costs attributed to this scenario are approximately \$1,090,000 annually.

Scenario 2:

This scenario includes Capital investments from Option 1 above and incorporates all known and foreseen Health & Safety issues at the stations, facility functional & operational improvements to the facility that may require to house the vehicles & equipment. In order to accomplish this scenario, consideration will be provided for temporary accommodation for staff and equipment in order to carry out the construction work. Renovations will impact operations differently at each individual station. While not recommended, if Council approves this scenario a more detailed phasing plan would be required.

The investment required to fulfil this scenario is estimated by MOA to be approximately \$176,386,902 (reference MOA table 7.25B on page 140 of appendix B). This figure is in 2024 dollars and represents all Capital investments identified in the 2018 Building Condition Assessments along with the improvements identified by MOA. The estimated maintenance costs attributed to this scenario are approximately \$2,058,000 annually.

Scenario 3:

This scenario considers the recommendations in the ORH report (Appendix A) and is staff's recommended approach. Overall, the plan is anticipated to require ten years to accomplish as the work will be systematically phased to manage service levels and cash flows. To accomplish this option, it would be prudent to first construct the anticipated new stations to maintain service without interruption. At some stations that require renovation & expansion, temporary accommodation for staff and equipment is required to carry out the construction work. Also, costs for land acquisition are unknown at this point and not included in capital cost estimates.

The investment required to fulfil this scenario is estimated by MOA to be approximately \$124,320,000 (reference table 8.5 on page 149 of appendix B). This figure is in 2024 dollars and represents all Capital investments identified in the 2018 Building Condition Assessments along with the improvements identified by MOA. The estimated maintenance costs attributed to this scenario are approximately \$1,705,000 annually.

Overall, staff supports the recommendations outlined and the following table outlines the capital costs and timing for the resolutions contained in this report.

	2023	2024	2025	2026	2027	2028 & beyond	Total
Garson (new build)	\$ -	\$ 1,080,000	\$ 3,402,000	\$ 6,318,000	\$ -	\$ -	\$ 10,800,000
Minnow Lake (new build)	\$ -	\$ 840,000	\$ 2,646,000	\$ 4,914,000	\$ -	\$ -	\$ 8,400,000
Skead (repair only)	\$ 120,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 120,000
Val Therese (renovation)	\$ -	\$ -	\$ 5,530,000	\$ 10,270,000	\$ -	\$ -	\$ 15,800,000
Van Horne (renovation)	\$ -	\$ -	\$ -	\$ 2,520,000	\$ 4,680,000	\$ 6,600,000	\$ 13,800,000
Long Lake Station (renovation)	\$ -	\$ -	\$ -	\$ 910,000	\$ 1,690,000	\$ 6,300,000	\$ 8,900,000
Lively Station (new build)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 10,800,000	\$ 10,800,000
Wahnapitae (new build)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 9,600,000	\$ 9,600,000
Capreol (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 6,400,000	\$ 6,400,000
Whitefish (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,400,000	\$ 5,400,000
Azilda (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 4,800,000	\$ 4,800,000
Chelmsford (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 11,800,000	\$ 11,800,000
Dowling (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,000,000	\$ 5,000,000
Levack (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 5,260,000	\$ 5,260,000
New Sudbury (renovation)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,440,000	\$ 7,440,000
	\$ 120,000	\$ 1,920,000	\$ 11,578,000	\$ 24,932,000	\$ 6,370,000	\$ 79,400,000	\$ 124,320,000

Phase 1 (2023 – 2027) – approximate Capital expenditure of \$44,920,000 over 5 years

Begin process of design and construction for the new Garson Station at an ideal location. Once the construction of Garson Station is completed, consolidate Falconbridge and Garson Stations into the new station and close the existing stations. Approximate Capital expenditure of \$10,800,000 in 2024-2026.

Proceed with repairs to Skead Station. Approximate Capital expenditure of \$120,000 in 2023.

Begin design and renovations to Val Therese Station. Once renovation to Val Therese Station is completed, consolidate existing Val Caron and Hanmer Stations into the renovated Val Therese Station and

close the existing Val Caron and Hanmer Stations. Approximate Capital expenditure of \$15,800,000 in 2025-2026.

Consolidate Vermillion into Dowling Station and Beaver Lake into Whitefish Station.

Close both Vermillion Lake and Beaver Lake Stations.

Begin design and renovations to Van Horne and Long Lake stations. Approximate Capital expenditure of \$9,800,000 in 2026-2027.

Begin process of design and construction for new Minnow Lake Station. Once construction of new Minnow Lake Station is completed, relocate old Minnow Lake to the new station location. Approximate Capital expenditure of \$8,400,000 in 2024-2026.

At the conclusion of phase 1, the number of fire and paramedic stations decreases from 24 to 19 stations.

Phase 2 (future draft capital plans) Approximate Capital Expenditure of \$79,400,000

Begin process of design and construction for new Lively Station. Once construction of the new Lively Station is completed, consolidate existing Waters, Lively, Copper Cliff Stations into the new station location, and close the existing Waters, Lively, Copper Cliff stations.

Begin design and renovations to Whitefish Station.

Following completion of Phase 2, the existing Minnow Lake, Lively, Waters, Copper Cliff Stations will be closed.

Begin design and renovation of Capreol Fire Station to consolidate Capreol Paramedic Station. Once renovation to Capreol Fire Station is completed, relocate Capreol Paramedic Station (Young St) into Capreol Fire Station and close Capreol Paramedic (Young St) station.

Begin process of design and renovation to Dowling Station.

Begin process of design and construction for new station in Wahnapiatae Station. Once construction of the new Wahnapiatae Station is completed, consolidate existing Wahnapiatae and Coniston Stations into the new station location, and close the existing Wahnapiatae and Coniston Stations.

Begin process of design and renovations for Chelmsford (including Paramedic Station 2), Azilda and Levack Stations.

Begin process of design and renovations for Leon St Station.

Following completion of Phase 3, the Dowling and Leon St Stations renovations will be completed; existing Wahnapiatae and Coniston Stations will be closed. All work will be completed, and the project considered finished. The total number of fire and paramedic stations will have decreased from 24 to 14 (or 15 depending on the staffing progress at Skead).

Alternative Financing Plans

As part of the Land Ambulance Services Grant, internal leasing is not an allowable operating expense however a portion of amortization and incremental direct operating costs of the space occupied by paramedic services can be included as an operating expense. This will allow for up to 50% of the operating expenses to be funded under this program in future years.

Staff will continue to explore options for funding from senior orders of government. For example, under the

Canada Community Building Fund (previously named Federal Gas Tax), construction, renovating and expanding a fire station is an eligible project. The City already maximizes this fund through the capital budget process and the projects that would be initiated through this report are candidates for future use of this funding.

Risks

Balancing competing priorities is a challenge for Council to consider however, a decision on the deployment options, design & funding presented in this report is paramount for long term sustainability to deliver the level of service approved by Council.

Other existing operational challenges and considerations by location exist including significant capital improvements needed across the City's other facilities. To provide the renovations in a cost effective and expedient time frame, some staff and equipment may need to be relocated or staged.

Further delay in direction may necessitate investment in other building element improvements, refurbishments and repairs at the existing Stations, the value of which may not be fully realized if a decision to replace or close stations is deferred. We anticipate that construction and renovations costs will continue to escalate making the project options even more expensive in future years.

Next Steps

Staff will commence project planning and tendering for the station renovations and new station builds directed by this report. The order, timing and costs reported herein will be reflected in the 2024 – 2027 capital budget and forecast. Stations that are directed to close will be subject to standard processes for declaring land surplus to the City's needs.

Conclusion

The Masri O Architecture report mitigates the risk associated with continuing to operate existing stations beyond their expected useful life. Ensuring emergency service buildings meet operating requirements allows staff to focus on response efforts, improves the work environment for staff, and maximizes the usefulness of limited municipal funds. The plan described here presents no staffing implications and does not reduce service levels.

Resources Cited

Auditor's Value for Money Report – Fire Services – presented to Audit Committee June 20, 2017
<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=8454>

Update on Station Revitalization Project – presented to the Finance and Administration Committee October 22, 2019 (see Facility Condition Index on page 6)
<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=1935>

Asset Management Status Report – presented to the Finance and Administration Committee October 22, 2019 (see Table No. A2: Facility Condition Index on page 19)
<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=1933>

Asset Management Status Report – presented to the Finance and Administration Committee December 8, 2020 (see Table 2 on page 7 and Table A4 on page 27)
<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=38504>

Community Safety Building Condition Assessment Presentation – presented to the Finance and

Administration Committee July 7, 2020

<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=228>

Non-Competitive Purchase – Community Safety Department Station Location Study – presented to the Finance and Administration Committee January 19, 2021

<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=38136>

Community Safety Building Condition Assessment Presentation – presented to the Finance and Administration Committee July 7, 2022

<https://pub-greatersudbury.escribemeetings.com/filestream.ashx?documentid=228>

Ontario Regulation 588/17: Asset Management Planning for Municipal Infrastructure

<https://www.ontariocanada.com/registry/view.do?postingId=37568&language=en>

Emergency Services Station Location Study – presented to Council December 13, 2022

<https://pub-greatersudbury.escribemeetings.com/Meeting.aspx?Id=702b7c9f-9b1d-4e46-bb4e-5b3aa50fec3e&lang=English&Agenda=Agenda&Item=47&Tab=attachments>

Long Term Financial Plan

<https://www.greatersudbury.ca/city-hall/budget-and-finance/financial-reports-and-plans/long-term-financial-plan-2018-27/>

Enterprise Asset Management Policy

<https://www.greatersudbury.ca/city-hall/budget-and-finance/financial-reports-and-plans/pdf-documents/enterprise-asset-management-plan/>