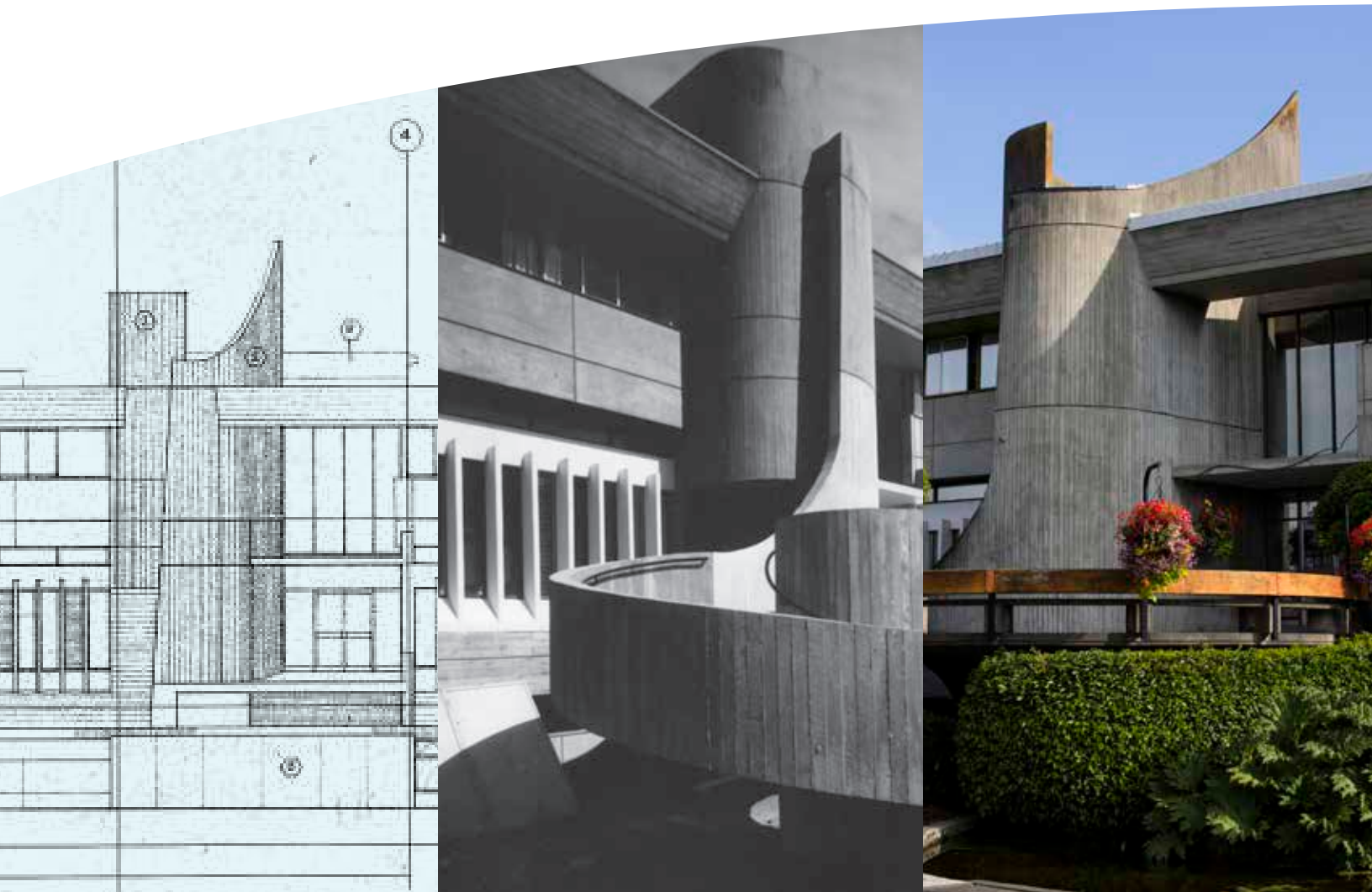
APRIL 2018

# DISTRICT OF SAANICH
# STRATEGIC FACILITIES MASTER PLAN

**facilities for our future**
*a 20 year facilities master plan*



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Acknowledgement cover middle photo: ‘Photo of Saanich Municipal Hall in 1966’
by Graham Warrington courtesy of Ryerson University Special Collections.

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# Parks and Public Works

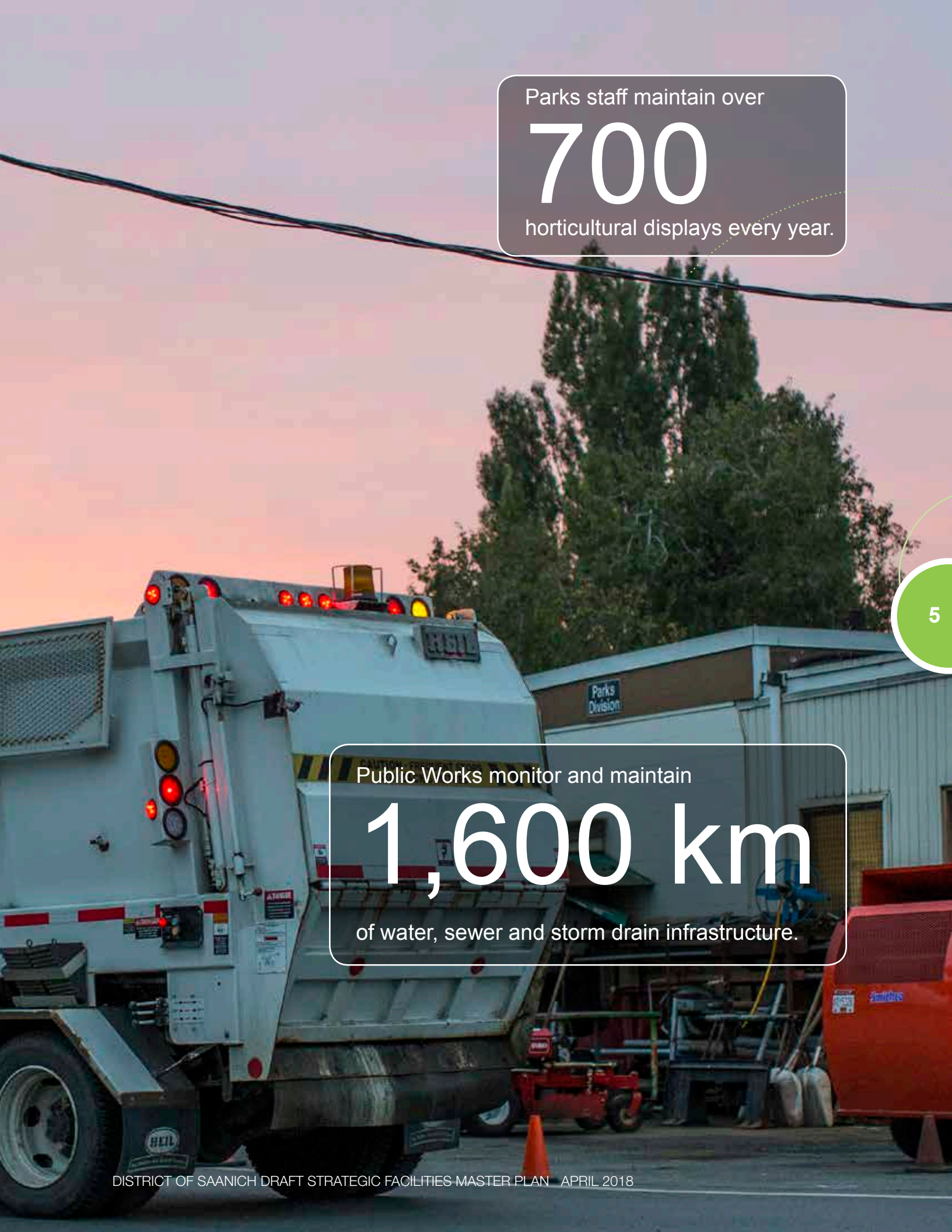
Saanich's infrastructure of roads, water and sewer, solid waste removal together with parks and boulevards are vital services and amenities that are supported by a few hundred people who work out of the Parks and Public Works Yard. Our quality of life relies on these services.



Public Works staff collected

**8,600 tonnes**

of residential refuse and 9,150 tonnes of residential organics diverted from the landfill in 2016.


Parks staff maintain over
700
horticultural displays every year.
Parks Division
Public Works monitor and maintain
1,600 km
of water, sewer and storm drain infrastructure.

# Government and Municipal Administration

The District's municipal government operations are based out of the Municipal Hall and the Municipal Annex on the well landscaped Vernon Avenue campus. Residents have been coming here since 1965 to view and participate in municipal government as well as to apply for permits and pay utility and tax bills.

Staff conduct over

**6,500**

building site inspections every year.

Staff support over

**200**

Council and committee meetings per year.

On average over

**3,000**

hits per day register on the Saanich website

# Recreation

The District's four recreational centres and golf course provide residents and guests with a significant amount of fitness, leisure and community program opportunities. The facilities are highly regarded by the thousands of patrons and visitors who use them on a daily basis.

Program visitors and drop-in attendance totals over

**1.5 Million**

a year.

There are

**358,000**

pool visits per year.

Recreation staff offered

**95,000**

program hours to residents and guests in 2016.

# Public Safety (Police and Fire)

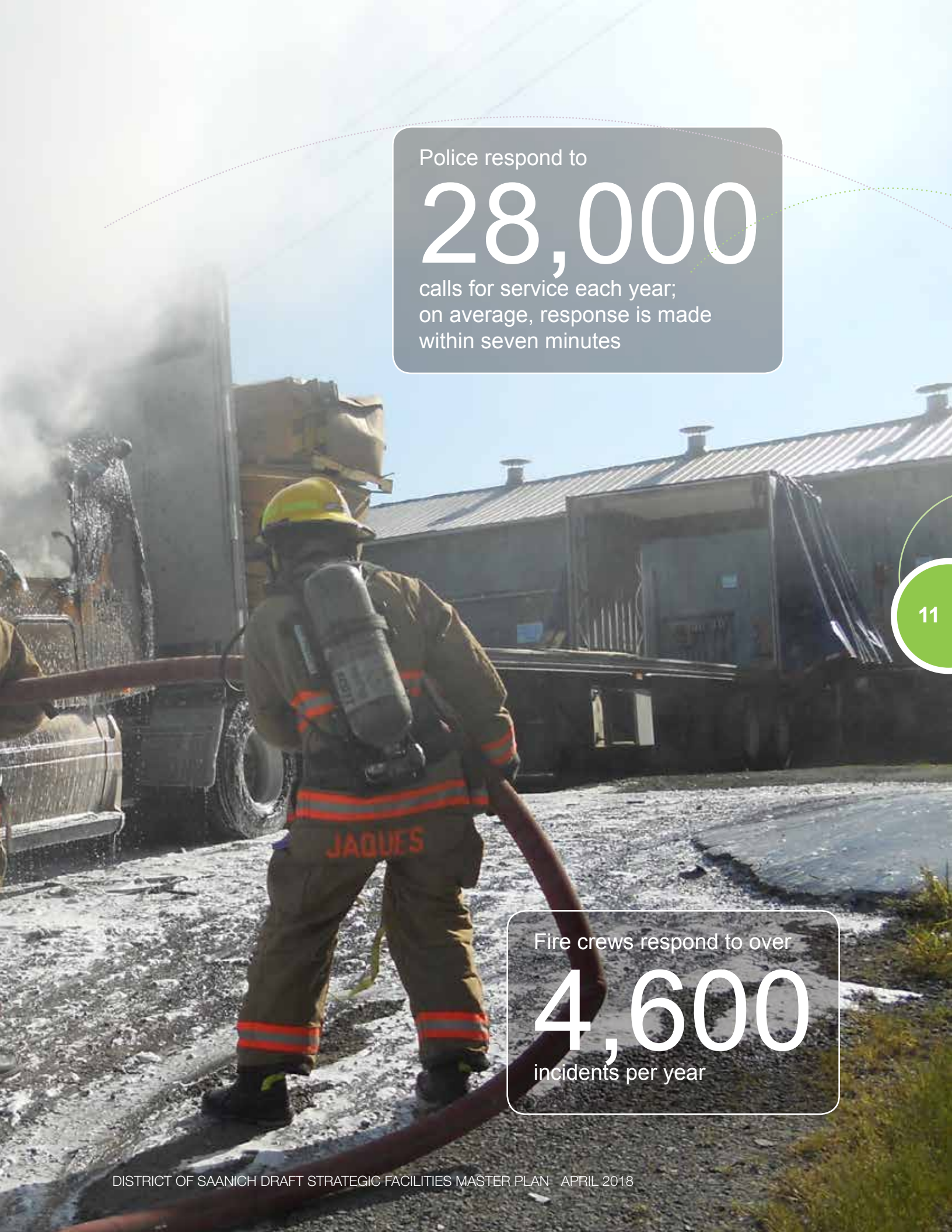
The Police and Fire Departments of the District are committed to ensure that residents and visitors are safe. The services range from front-line emergency services delivery to training, prevention programs, problem solving and education in schools, homes and businesses.



SPD School Liaison officers work with

**48**

schools across the District




Police respond to

**28,000**

calls for service each year;
on average, response is made
within seven minutes

Fire crews respond to over

**4,600**

incidents per year

# Services & Facilities

To review District service delivery and performance, please refer to our annual Strategic Plans found on the Saanich website under 'Local Government' and Corporate and Annual Reports'

community planning transportation design
emergency response administration
fitness Bylaws transportation Police
ice hockey solid waste removal sports courts
graffiti calls boulevards emergency preparedness programs
municipal government youth centres calls for service
development leisure pools Archives
Fire community event planning BlockWatch
building Police investigations drains
public surveys permits instruction & competition pools cleaned
water metres replaced road safety
summer playground programs
recreation programs bike lanes
community engagement smoke alarm inspections utility bills
1 golf course Council & Committee meetings
watershed management collaborate with regional partners
communications skating programs community gardens water mains flushed
crime prevention education revenue & purchasing
business licences garbage/compost collection
trails resurfacing 4 recreation centres
bus shelters
fire prevention training/education Rights of Way
parks Police patrol tree planting


Saanich Commonwealth Place
Parks & Public Works
Gordon Head Rec Centre
Fire Hall 2
Fire Hall 3
Police / Fire Hall 1
G R Pearkes Rec Centre
Cedar Hill Golf Course
Municipal Hall
Cedar Hill Rec Centre


speedo
Bell

# 1 Introduction

# 1

# 1.0 Introduction

*Effective strategic planning contributes to a better quality of life for our community*

For years, the District's facilities have made a significant contribution to the quality of life Saanich residents enjoy. In recent years however, the District of Saanich has identified the need for a more comprehensive and long term strategy to coordinate and manage its facilities. Although the District has a proud history of building and maintaining facilities that have greatly increased the capacity to deliver services to residents and guests, there are indications of an increasing gap with the current and projected facilities conditions, capacities and risks.

Saanich Council has prioritized a strategic facilities planning effort. While the District has done much work in recent years to plan and budget for speculated gaps[1], it has lacked a comprehensive facilities master plan. This document addresses that need and outlines the District's understanding of its significant facility infrastructure. It provides the template for remediation and improvement, and where necessary, processes to undertake capital investment. With these elements in place, the District will be better able to maintain its publicly owned assets and deliver services citizens pay for and rely upon.

The objective of this program is to provide us with a clearer path and even stronger mandate by which we can maintain and even improve our services delivery, enhancing our quality of life for years to come.



[1] "The District's 2015-2018 Strategic Plan contains the following objective under the theme Healthy Community: "F4 Sustain community infrastructure" through goal "b. Develop and implement a major Facilities Master Plan".

## 1.1 Executive Summary

The findings and analysis provided in this document paint an interesting and to some degree, challenging portrait of the facility related municipal infrastructure directly impacting the quality of life in the District. This master plan focusses on the significant facilities that deliver our key services in the areas of Public Safety, Parks and Public Works, Government and Administration and Recreation.

Municipal Hall East entry.

These significant facilities

- Support service delivery to 114,000 Saanich residents;
- Provide shared-use opportunities to a regional catchment of over 300,000 people;
- Total over 500,000 ft$^2$ in area;
- Have a combined valuation of $154 million dollars;[1]

While interesting, these facts do not capture the day-to-day realities of our facilities management obligations. There are windows, doors and mechanical systems that need replacement, roofs to repair and the need to provide adequate space for staff to do their work. Clarifying priorities and the impacts of delays is key.

This plan provides a template for capital investment for the next 20 years.

***The Facilities Strategic Master Plan establishes needs, priorities and efficient processes for the management of Saanich facilities, both old and new.***

Highlights include:

- Our primary activity is to maintain our existing facilities. Each year they will receive adequate capital investment that addresses both scheduled and preventative practices as well as unscheduled day-to-day requirements. Objectives include maintaining equivalent or improved service levels, addressing energy demand and reaching for target levels of GHG reduction and 100% renewable energy.
- To date, three facilities have been identified as requiring more urgent attention. This attention includes the consideration of capital investment as well as redevelopment implications, with an eye to building condition and the growing demand for capacity. These facilities include the Parks and Public Works Yard (1040 McKenzie), Firehall 2 (Elk Lake Dr) and the headquarters of the Saanich Police Department (760 Vernon). Of these facilities, the Park and Public Works Yard is the highest priority.
- With regards to ongoing maintenance and repair, the use of public funds for capital investment in District infrastruc-

[1] "Appraisal Update Report of Specified Property of the Corporation of the District of Saanich" Suncorp Valuations Ltd, 2017.

ture requires long term sustainable budget considerations. As per the Auditor General for Local Government of British Columbia; "An asset management frameworks' key elements include a long term financial plan with a balanced sustainable approach" [1]

- Regarding minor and major capital redevelopment funding, consideration will be given on a project-by-project basis. Within the context of this initiative, capital investment will require further approval through the District's financial planning process. This plan provides a framework for funding. It recognizes that detailed project budgets can only be determined closer to project implementation, and that project implementation processes benefit from similar rigor and due process.
- A 20-year implementation plan will address the needs identified for the facilities listed in this plan. Work will be carried out through good governance and a best-practices process that requires accountability and performance. Projects will achieve their performance goals within prescribed time frames and approved budgets. Subsequent projects will be implemented sequentially under a stage-gate process that offers improved information and transparency for the public.
- While the projects listed may be undertaken in their prioritized order, this document provides the flexibility to change the implementation schedule when strategic opportunities arise. Available external funding, unforeseen revenue generation or private sector/ public sector revenue capital offsets may impact implementation. The District will use an identified criteria-ranking analysis process for these situations before seeking approval.

*Strategic planning improves services and facilities and makes the best use of resources*



With this program's adoption, it is intended that the current range of services that are supported by the District's facility infrastructure will be continuing in 2038. Through sustainable funding for operations, maintenance and capital investment, our facilities should continue to support a high quality of life for future generations of Saanich residents and guests to enjoy.

## 1.2 Background

The management of any asset includes the need for repairs due to physical deterioration, and upgrades to meet changing performance and design criteria, and environmental demands. Belts that drive fans wear out and can result in poor air quality. Older windows and doors break down and no longer provide

[1] "Audit Topic 3 – Report 6 City of Cranbrook, p. 16, Auditor General for Local Government of British Columbia).

adequate security or comfort control. Aging boilers and inefficient mechanical systems result in considerable increases in energy costs and greenhouse gas (GHG) emissions; all impact user comfort. The increasing demand for existing and expanding services must be balanced with the need for additional staff to be placed into facilities where there is limited available space. These are normal issues for most property owners, and municipalities are no exception.

Despite the work the District has done in the past 10 years, we know a long-term strategic facilities master plan is required if we are to maintain services at the levels residents and guests expect. This plan will help manage the challenges we face, including the necessary funding for maintenance and repair as well as proposed redevelopment. The problem goes beyond funding, however. Committing only money to "fix" buildings is a simplistic view of the problem. The need to think long term requires significant planning, with a focus on the inevitable need for the investment of resources, time and money.

The Saanich portfolio of buildings and services is varied. As a result, strategic facilities management cannot focus on a single building or even series of facilities. It must address the entire portfolio. Many similar organizations see competing budget pressures among departments from year-to-year. In the Saanich planning process, our goal has been to establish a baseline for our critical facilities and to provide some criteria behind the analysis. Ensuring that considerations are made with the "big picture" in mind can help user groups achieve consensus around decisions.



### 1.2.1 A foundation of service delivery

As with many public bodies, providing services to residents is the District's reason for being. This is seen in our motto, *'Populo Serviendo'*. The conversation regarding our facilities is not isolated to the buildings alone, but extends to the services they support and deliver. It places services at the foundation of Saanich's existence, not the built infrastructure. Our buildings are a vital part of service delivery and must respond to residents' needs.

### 1.2.2 Goal and objectives

*Goal:*
*To ensure that in twenty years, the District of Saanich's current delivered services will be continued to be delivered and where possible, improved.*

The District has developed this Strategic Facilities Master Plan to define a 20-year, long-term target of service delivery capacity. These services will be supported through affordable facilities that best mitigate risk.

The District's current and anticipated ongoing service delivery areas include:

- Public Safety (Police and Fire)
- Parks and Public Works
- Recreation
- Government and Municipal Administration

**Goal**

- To ensure that in twenty years, the District of Saanich's current delivered services are continuing to be delivered and where possible, improved in a manner that is financially affordable, environmentally sound and delivers best value for residents to 2038 and beyond.

**Objectives**

- Addressing capacity: Minimize service delivery gaps, anticipate growth
  - A clear picture of current and anticipated service delivery gaps
  - Identification of services that are compromised by inadequate space, layout and physical condition
  - Due diligence through stakeholder consultation, use of past services data and long-term growth statistics that inform project planning
- Meeting changing health and safety regulations
- Identifying urgent needs and prioritizing facilities
  - Establish criteria for ranking
  - Provide an outline that responds to opportunities and changing circumstances, and ensures flexible ordering of facility implementation
- Understanding building condition and the scope of work needed to reach acceptable levels
  - Detailed inventory of physical status of building components; lifecycle of components needing replacement, deterioration and repair of fixed elements (building envelope, structure, etc.)
  - Analysis to ensure adherence to both building code and industry operational standards and practices. In addition to establishing seismic capacity (strength to

resist lateral forces, earthquakes), industry standards for workplaces, equipment storage and handling will inform planning and repair strategies.

- Meeting our environmental and climate commitments including an 80% reduction in GHG emissions from 2007 levels and becoming a 100% Renewable Energy corporation and community by 2050
- Preparing for future climate change projections
- Including risk considerations in facilities planning that incorporate resilience capacity considerations and mitigate critical impacts
  - Facility capacity and design that addresses responsive and effective service delivery at post disaster/event situations. Risk analyses balance District-wide strategies with reasonable, cost-effective approaches.
  - Identification of emergency and event preparedness capacities and plans to mitigate critical effects
  - Business continuity maintained as much as possible
- Achieving financial sustainability with facilities that are affordable to build, operate and maintain
  - Design and implementation of facilities reflects sound financial planning and anticipates maintenance and operations costs and requirements for the next 20 years and beyond
  - An established framework for project funding that is affordable and sustainable; that incorporates full life-cycle costs, considers environmental and social costs and which anticipates change.
- Ability to modify and adapt in response to revenue generation opportunities.
- Focusing on maintenance as a primary asset-remediation strategy
  - Ensure maintenance capital budgets are sufficient to maintain facilities effectively and perform preventative work, both scheduled and unscheduled
- Striving for quality with a portfolio of facilities and assets that reflects current standards and practices
  - Staff expect and rely on facilities to carry out their duties effectively and efficiently
  - District citizens using facility services and assets see the portfolio as being dependable and of high quality
  - Facilities are designed, built, operated and maintained to high standards through capital investment that is rigorously supported by a value-for-money analysis
- Aligning and supporting District mandates
  - Divisional operations' service plans, administrative strategic initiatives and objectives are supported and reinforced

### 1.2.3 Benefits

The benefits of this Strategic Facilities Master Plan include:

- A renewed portfolio of facilities that address the service and safety needs of the District now and into the future.
- A reinforcement of the District's services mandate that enables the District to meet or exceed service delivery expectations.
- A road map that guides Council and Staff decisions relating to immediate and long-term capital investments in facility infrastructure.
- Strategies that complement and strengthen the District's approach to using public money prudently and efficiently
- Operational risks and emergency preparedness capacity are considered and well planned
- A baseline understanding for capital investment over the immediate and long term that allows Administration to realize goals effectively and prudently, supported by extensive due diligence
- An increased capacity to respond to immediate external funding opportunities.

### 1.2.4 The cornerstones of strategic planning

By combining staff input and the results of industry expert findings in the past 20 years, this plan will focus on the following four topics:

- facility status reporting
- prioritization
- funding
- accountability

Strategic plans typically outline policies, activities, expected outcomes and goals. This plan expands those goals by identifying next steps. By outlining activities and demonstrating an intended end result, this document will provide a tangible and realistic way forward. These additional elements can be found in chapter seven, "Next steps".


A sampling of master plan documentation provides examples as to how other jurisdictions have undertaken similar initiatives.

***By outlining activities and demonstrating an intended end result, this plan will provide a tangible and realistic way forward.***


INSPECTIONS
Permits • Land Development

1 Introduction

# 2 The Saanich context

3 The facility report card

4 Prioritization and ranking

5 Governance and funding framework

6 Project implementation framework

7 Next steps

8 Appendix; supporting data

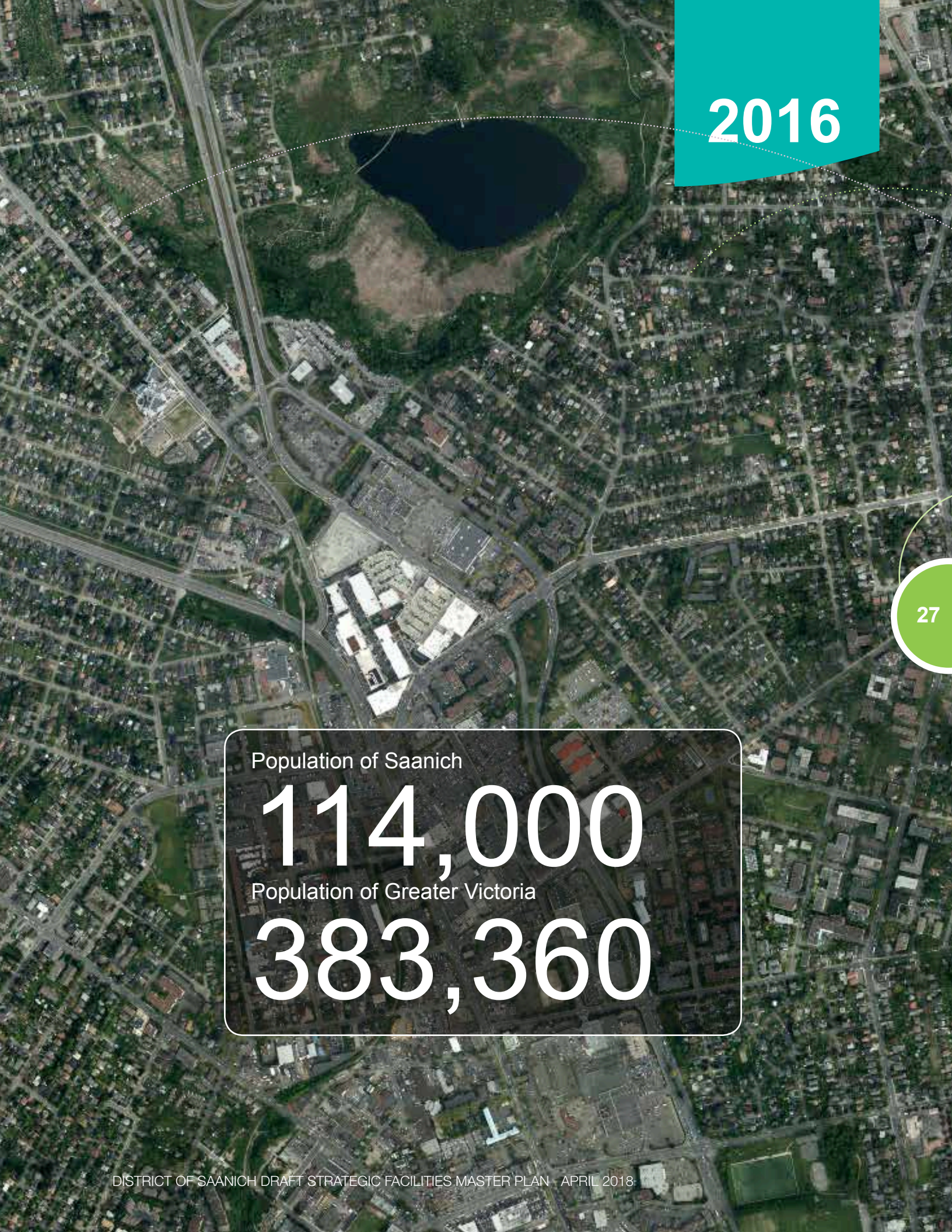



Population of Saanich

# 56,600

Population of Greater Victoria

# 174,000


2016
Population of Saanich
114,000
Population of Greater Victoria
383,360

# 2 2.0 The Saanich context

*Compared to other high-growth provincial municipalities, Saanich does not have significant sprawl, nor does it experience the resulting pressures on infrastructure development.*

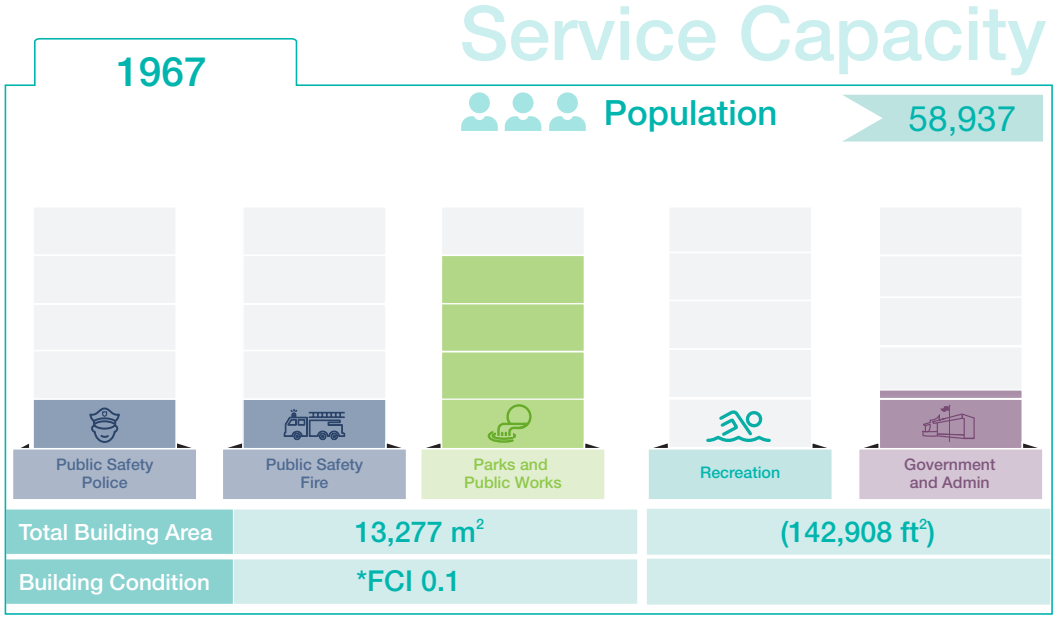
## 2.1 1967: Our facilities and services begin to meet demands

The Saanich of 1967 was different from today in two key ways; the population was half what it is now (58,937 population in 1967 compared to today's 114,148), and much of the District was low density and rural in nature. At that time, municipal facilities were beginning to meet the demands of a modern and emerging municipality. The Public Works Yard was not yet 10 years old. There was a defined campus of municipal buildings forming on Vernon Avenue, beginning with the 1961 construction of Police and Fire facilities and the Annex. The new Municipal Hall, completed and opened in December of 1965, was the focus of the campus by 1967. Considered modern for its time, the building made a bold architectural statement.

Compared to today, the most noticeable difference was the lack of recreational facilities. It wasn't until 1968 that an ice arena was completed in the District's southwest corner. Known as the Gold Arena, this indoor rink subsequently became a part of the G.R. Pearkes Recreation facility, serving as a regional hub for skating and hockey.

Dramatic changes were taking place as local municipalities evolved to serve a regional population of just under 185,000 people. Saanich was considered a leader in implementing infrastructure development, given its growing facility capacity and its anticipation of community needs.

Service capacity as outlined below. One block represents 50 staff and storage in Public Safety, Public Works and Parks and Government and Administration. One block for Recreation reflects each of the four recreation centres as currently realized in area as well as program offering.



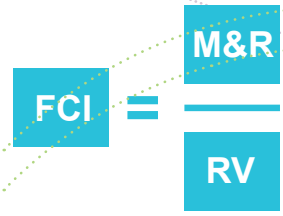

*FCI (Facility Condition Index)

## 2.2 2017: The current landscape of services, facilities and demands

Today, the District is noted for being the largest and most populated municipality, both within the Capital Regional District and on Vancouver Island, and is the eighth largest municipality in the province. Despite the continued advance of urbanization, the size of Saanich's rural areas is still significant. Changes are most evident in the concentrated growth in villages, centres and along major corridors.

Compared to other high-growth municipalities in the province, Saanich does not have significant sprawl, nor does it experience the resulting pressures on infrastructure development. The District has certainly seen growth and development since 1967 but the rate has been manageable. This reality has supported the delivery of services and in some examples, Park and Public Works for instance, staff have been able to manage within the existing infrastructure while sub-contracting services to the private sector where prudent.

Saanich's four major recreational centres are the municipality's most noticeable new facilities since 1967. In addition, the well-used and maintained Cedar Hill Golf Course is a popular amenity. The 1994 Commonwealth Games prompted the construction of Saanich Commonwealth Place, the District's largest structure and most widely used public facility. This aquatic facility is highly regarded for international-level swimming and diving meets, as well as for training and leisure use for residents.



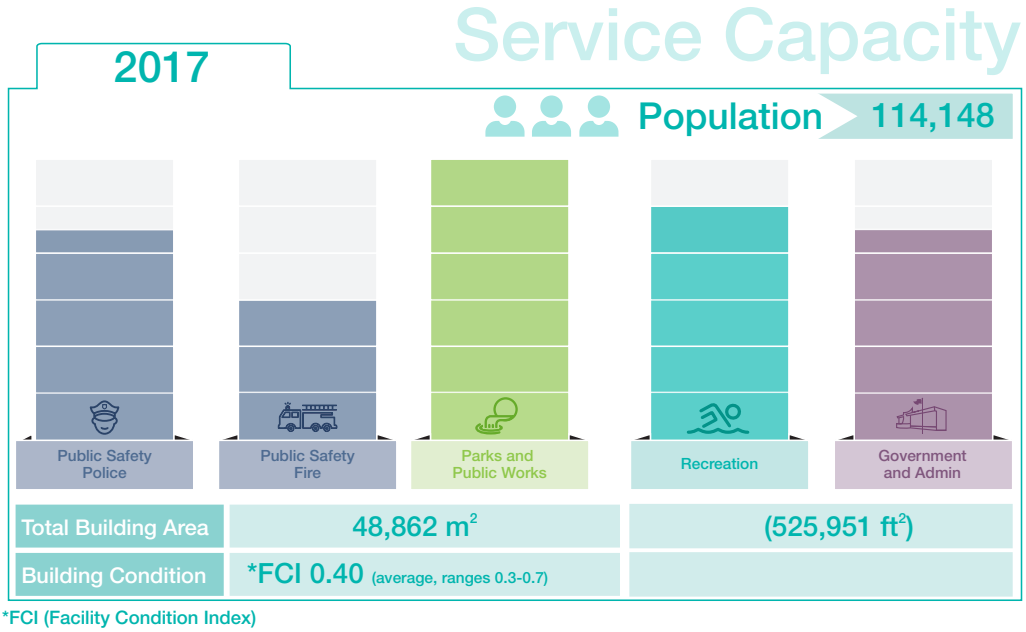

*FCI = Facility condition index*

*(0.1 good/new, 0.6-1 needs replacement)*

*M&R = Value of maintenance, repair*

*RV = Replacement value*

The term "Facility Condition Index" (FCI) is a standard industry term for building condition. It is based on current market values of remediation, recondition and replacement works at facilities. The equation which takes the total listed maintenance and repair values for a facility divided by the replacement value. The resulting number will indicate the margins of manageable repairs vs the need to consider replacement.




*FCI (Facility Condition Index)

Of the four service delivery areas, Public Safety has seen the most significant demand changes in the past 50 years. For both Police and Fire, the number of employed frontline staff is now close to five times the 1967 levels. The fact that the increase in staff has grown at a more significant rate than the overall population is a reflection of several factors, including changing workplace safety standards, a more complex justice system and evolving legislative processes. As staff have increased so too have the type and volume of equipment required. Changing best practices and the many new structures built year-by-year have prompted increased due diligence and enhanced response times from the District.

## 2.3 Facilities Overview

### 2.3.1 Parks and Public Works Yard

A consultants' report from 2016 effectively describes this facility:

> *The Saanich Works Yard is the hub of the vast infrastructure network serving the District of Saanich. Essential services that are coordinated from the Works Yard include the provision of safe and clean water, management of the street grid, management of parks and open spaces, coordination of garbage pickup and disposal, maintenance of the municipal fleet and management of the storm water and sewer system. Critical operations that ensure the daily functioning and long-term viability of these systems are synchronized from the Works Yard. In addition to this, the Works Yard is a vital link in the coordination and response to a major disaster, emergency or weather-related event.*[1]

*Given both the magnitude of deficiencies and the estimated repair costs for existing facilities, continued investment into these structures is not recommended.*

This 5.3-hectare (13 acre) parcel of land is distinct in its land use relative to the larger neighbourhood context, with many residents completely unaware of its existence. This is due largely to the topography on the north side of McKenzie Avenue and the history of having no development or built structures close to the road. The grade difference is significant as the south side of the property generally drops by as much as 4.6 metres (15 feet). This creates a visual barrier behind trees which effectively hides much of the site.

The Public Works Administration building as it appeared in 1965.[2]

[1]HCMA Architecture and Design, "Saanich Works Yard Facility Programming and Gap Analysis", February 26, 2016, p. 4
[2]Saanich Archives permission, 1981-007-014


Current land use zoning for the Parks and Public Works Yard is P-2, Utility, and the site is surrounded by residential and commercial uses. While staff have reviewed possibilities to relocate, the options are limited due to the site area required for the functional operations of Public Works. Additionally, the centrality of the current location within the District however, is a significant factor when considering alternative locations.

The site access has benefits and challenges when considering the immediate adjacency to McKenzie, Quadra and Borden Streets. The proximity to these major arterials and the central location of the Yard in the District, allows for efficient access to off-site maintenance and construction activities. However, the site has limited access points which makes entering and exiting off of Borden and exit only on to McKenzie a challenge for both staff and the public. Additionally, the resident garden waste drop-off service is highly valued by the community, but contributes to site traffic and circulation and safety concerns. Traffic line-ups of private vehicles depositing green waste occur throughout the week, but most particularly on Saturday and Monday mornings, resulting in increasing challenges.

*... addressing the issues surrounding these buildings and services should be considered a high priority for the District.*

Staff have worked at and out of this site for almost 60 years. They have been able to perform their duties effectively, but in the past 20 years in particular the site and its facilities have repeatedly demonstrated shortcomings and potential risks. Numerous reports and studies have highlighted the building's inadequate safety and operational deficiencies, including:

- Current building code non-conformance due to:
  - no sprinklers for fire suppression

  - low seismic capacity (10%)
  - wood construction with no wall or floor assemblies that meet standards
  - mezzanine areas with exiting and travel distance concerns
- Elements that are inadequate both in capacity and amenity:
  - area for equipment parking and storage, particularly indoor/sheltered
  - Communications and information technology
  - security
  - staff support areas (wash down, restrooms, lockers, meeting spaces, kitchen/break areas)

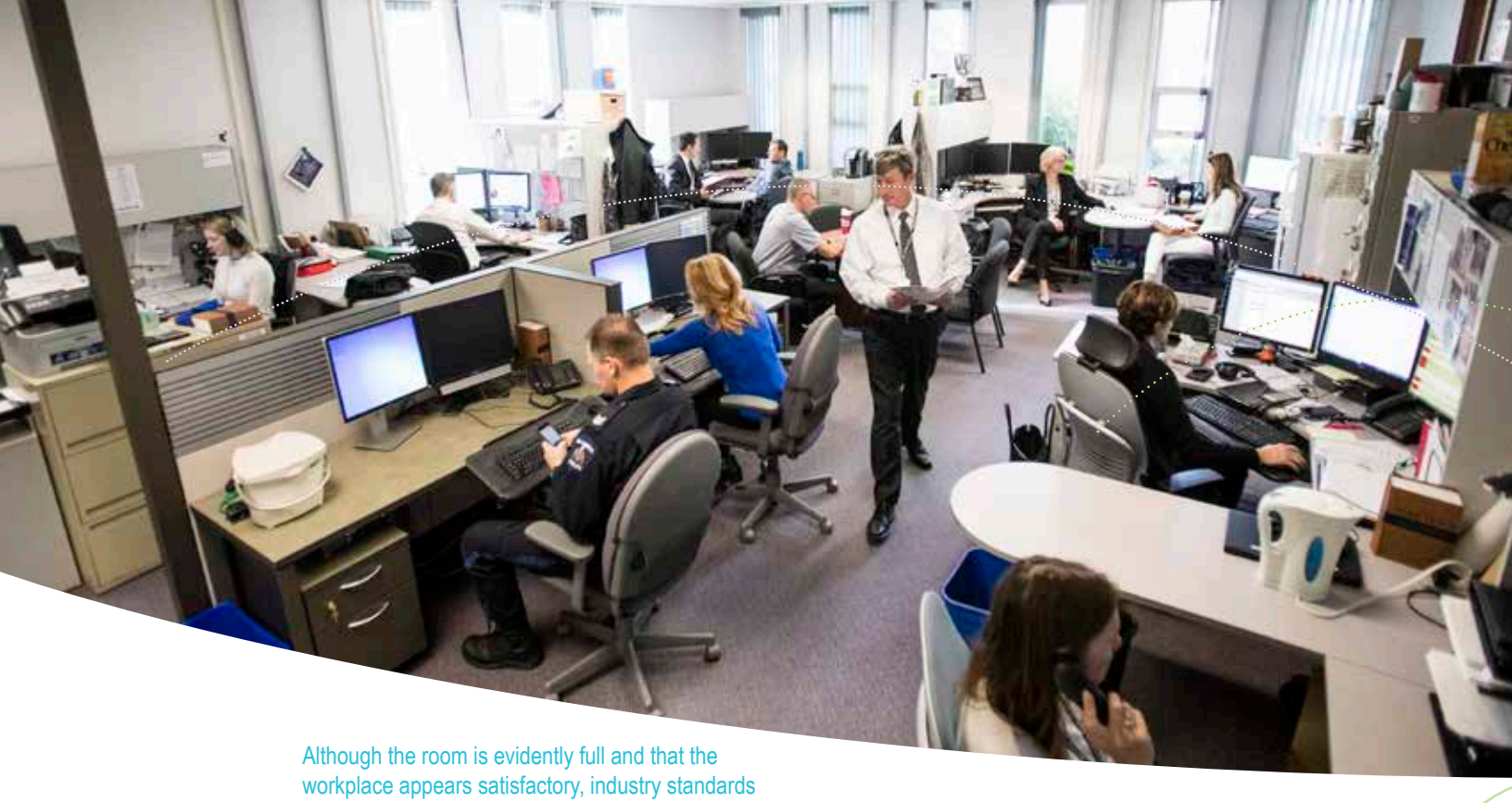
The presence of vermin on site also pose increased health risks and requires augmented control and protection monitoring to both buildings and equipment.

When seasonal staff are hired for road crews and parks maintenance in the summer, the number of people using the site on a daily basis climbs to more than 300. While many would not identify their 'workplace' as being in the buildings, staff assemble there in the early morning and late afternoon as well as for training and meetings. It is at those times that the site deficiencies are most apparent. For those who work on site, functioning in a long-outdated environment has a negative effect on job performance, satisfaction and risk management. Parks' administrative staff have been housed in 'temporary' trailers since the early 1980s. While interior cosmetic improvements have been applied, they do not offer a satisfactory long-term solution.

Given both the magnitude of deficiencies and the estimated repair costs for existing facilities, continued investment into these structures is not recommended. Instead, redevelopment should be considered. While it is not the scope of this document to detail the options for redevelopment location (i.e., at this site or another), addressing the issues surrounding these buildings and services should be considered a high priority for the District.

### 2.3.2 Saanich Police Department

The Saanich Police Department's motto, "Keeping Saanich Safe," is the underlying mission statement that reinforces their foundation on public safety. That focus has been in place since the organization's inception in 1906 to the 1940s when they employed seven staff, and remains to this day. Currently, more than 240 staff are under the oversight of the Police Board and the Office of the Chief Constable. These staff work in six dis-



Although the room is evidently full and that the workplace appears satisfactory, industry standards for the detective room workplace would see a maximum of six people, not 12, in this space.

tinct divisions of service orientation: uniform, detective, community engagement, administration, staff development and professional standards / audits / planning. They also participate in several regional policing units.

The facilities and locations for Police services have changed over the years. Various buildings were occupied prior to 1997, at which time all operations were located at 760 Vernon. In the fall of 2016, the Community Engagement Division and elements of the Detective Division moved into temporary leased space at 57 Cadillac Avenue. This has enabled a return to more optimal spatial allocations for staff and operations.

While the areas within the 1996 Annex and at the 57 Cadillac Avenue location provide Police with adequate workspaces, the original areas of the 1961 – 1971 facility accommodate half of the Police's operations in substandard, inadequate space. Of greatest concern is the very low seismic capacity (16%) of the headquarters area where operational first responders, critical equipment, senior staff and the Office of Chief Constable are accommodated. In terms of building standards conformance, the current building code requires new facility construction at 150% of the building codes' seismic capacity. The risk to service delivery is high due to the current low seismic capacity. The District is well aware of this issue, as building codes

***The impact of these shortcomings is seen in the current need to almost double the size of the space, and to improve conditions for key operations to better reflect current practices.***

The Saanich Police Department headquarters at 760 Vernon Ave. as it appeared in 1962[1]

[1]Saanich Archives permission, 1980-005-012a

*Saanich facility operations staff are also aware of the ageing infrastructure of the older areas of the building and significant deficiencies in the building envelope and mechanical/electrical systems.*

around seismic performance have changed dramatically, particularly in the last 15 years. Saanich Facility Operations staff are also aware of the ageing infrastructure of the older areas of the building and significant deficiencies in the building envelope and mechanical/electrical systems.

Beyond the building condition, dramatic changes in policing practices and public expectations since the 1960s have resulted in most of the operational challenges and pressures seen today. A consultants' report from 2016 described the following:

> *The facility at Vernon Avenue reflects decades-old policing practices with respect to privacy of information, protection of evidence, and the fundamental provision of security. Standard practice in Public Safety building design highlights the primary need to provide levels of building and personnel security through measures relating to planning layout, physical barriers, electronic security, and communication systems. The numerous deficiencies at 760 Vernon create an unnecessary level of risk which should not be tolerated.*[1]

The impact of these shortcomings is seen in the current need to almost double the size of the space, and to improve conditions for key operations to better reflect current practices. Most notable are the areas of evidence storage (located in the condemned fire arms range which has not been replaced), accused holding, police vehicle storage, training and general building security, all of which require attention to meet the needs of today, and beyond.

These issues as noted are extensive and concerning and largely out of the public view. Ironically, the public's exposure to this facility is largely positive due to the available parking and lobby areas contained in the newer construction.

### 2.3.3 Saanich Fire Department - Fire Hall 1

Since 1961, the Saanich Fire Department has housed its main headquarters at 760 Vernon Ave. with the Police Department. In addition to apparatus bays and staff living quarters, this facility includes offices for headquarters (on the north half of the ground floor of the 1996 Public Safety Annex). The Fleet Maintenance and repair shop and the Saanich Emergency Management program offices as well as the Emergency Operations Centre (EOC) are also housed on the site, and were joined by the Police 911 Communications operations centre in 2008.

As with the Police areas, the older original parts of the 1961 building are in poorer condition than later additions. Some are of low seismic capacity (37%), particularly the staff living quarters. The headquarters located in the newer 1996 Annex have better overall seismic capacity (61%). Still, from a strict building code standpoint, they fall short of the recommended heightened levels (150%) that the code requires for new construction. Apparatus bays were seismically upgraded in 1995 to acceptable building code levels.

Beyond these building condition and building code issues, the following consultant analysis highlights shortfalls related to differences in standards from the 1960s to today, as well as conformance to industry standards and practices:

> *As the nature of the Fire services has evolved, so has the scope of work for the firefighter. Additional services, such as medical response, motor vehicle accidents, search and rescue and hazardous materials handling have firefighters expanding their skill sets well beyond the suppression of a traditional structural fire. Current training needs, both classroom and physical, requires an outdoor yard with life-size props to simulate real life scenarios, which can also test and certify specific apparatus equipment, such as a pumper test-pit. In addition to maintaining the training and certification levels of firefighters, specialized facilities are required to respond to current industry standards for PPE (Personal Protective Equipment) gear washing and storage, SCBA (Self-contained breathing apparatus) and mask repair and fleet maintenance to keep the Saanich Fire Department functioning into the future.*[2]

***For all fire halls, the issue of capacity and possible expansion requirements focuses on additional staff and housing equipment and apparatus.***

Fire Hall 1 in 1962 [3]

[1]DGBK Architects, Saanich Police Facilities Programming and Gap Analysis, March 11, 2006, p. 32
[2]Johnston Davidson Architecture + Planning Inc. "Saanich Fire Department Gap Study" March 10, 2016, p. 65
[3]Saanich Archives permission,1981-007-006

For all fire halls, the issue of capacity and possible expansion requirements centres on additional staff and housing equipment and apparatus. Projections over the next 20 years suggest a staff increase of 20% to the present force of 125 individuals. These additions will add pressures within the headquarters offices, an already densely accommodated workplace, as well in the need for additional lockers and space at each of the fire halls.

Despite the District's modest expansion requirements for the equipment fleet over the next 20 years, the real concern is that of the existing fleet, only half are now accommodated within industry-standard facilities. This means that many of the Saanich Fire Department's vehicles are stored off-site or outdoors. Beyond the need to house new equipment in the future, facilities are required to accommodate existing equipment that should be properly stored inside.

The facility deficiency issues at Firehall 1 also include improvements for staff living quarters, offices for the Saanich Emergency Management Program (currently housed in 'temporary' trailer space) and the overall improvements needed to meet current industry standards and practices.

The current facility successfully fulfills the role of headquarters and provides an excellent public face for its operations. The shared interface with the Police Department and the adjacency to the Municipal Hall are positive elements, reinforcing resident appreciation of the central civic nature of the Vernon Campus and allowing staff to be in closer proximity to other departments.



### 2.3.4 Saanich Fire Department - Fire Hall 2

*The business case to modify and renovate the present building is poor*

More than any other fire hall, Fire Hall 2 experiences pressing needs that have a significant impact on the entire District Fire services operation. Recent consultant reports concluded that while the location on Elk Lake Drive is positive from an incident response point-of-view, the small size of the operation, increased equipment needs particularly when considering the adjacency to rural areas, the impact of the Pat Bay Highway (site of numerous accidents) and a densifying urban neighbourhood all factor into a strong consideration for redevelopment.

The small footprint (353 square metres/3,800 square feet) and low building profile are typical of 1978 construction. What was once located at a far northern edge of the District is now surrounded by development to the east (across the Pat Bay

Highway) and west (towards West Saanich Road) and farther to the Camosun Interurban campus. This creates more service demands than those seen 40 years ago. The consultant report cites the need for additional fire crew (four staff) and an additional four apparatus vehicles to address service delivery capacity. This suggested addition would require a significant expansion, given the small size of the existing building. The business case to modify and renovate the present building is poor, given the building layout on the lot and other current deficiencies (conformance to standards, staff living quarters and training facility expansion needs). The completed test-for-fit and conceptual planning analysis suggest that a new facility is feasible on this site. Ongoing operational use of the present facility would be possible during construction, with removal of the present facility once construction is complete.

Fire Hall 2 shortly after its construction as it appeared in 1978.[1]

[1]Saanich Archives permission,1989-027-006b

### 2.3.5 Saanich Fire Department - Fire Hall 3

Fire Hall 3 was constructed just a few years earlier than Fire Hall 2 to meet the demands of both the University of Victoria and the residential areas of Gordon Head and Cadboro Bay. Despite being a larger facility than Fire Hall 2, this location shares the same apparatus capacity deficiencies as the other fire halls. It does however lack the pressing service delivery issues of Fire Hall 2, and the building condition issues are not as significant as Fire Hall 1. The overall condition is manageable and the apparatus bays were seismically upgraded in 2008. Lack of conformance to industry standards is an issue, as is the case for the other fire halls.



The Municipal Hall west entry in 1967.[1]

[1]Saanich Archives permission,1981-007-001



*... the Municipal Hall is a well-used and generally highly regarded facility.*

### 2.3.6 Municipal Hall

Saanich's iconic Municipal Hall is one of the most recognized landmarks in the District. With the recent recognition of its 50th anniversary as well as heightened heritage status, the Municipal Hall reflects the value that residents have placed upon the building.

The design reflects a mid-century attitude towards exposed concrete construction and an emphasis on the sculptural qualities of formed concrete. In addition, the grounds that surround the facility are well maintained and attractive. Residents and visitors to the Hall come to pay utility and property tax bills, while others come to meet with staff, the Mayor and individual Council members and to apply for permits or attend public meetings. The Municipal Hall was built with great vision and has functioned well for its first 50 years of life. The public areas, including the Council Chambers, the main stairs and the second-floor services hall, are generous and memorable in their details and use of natural light.

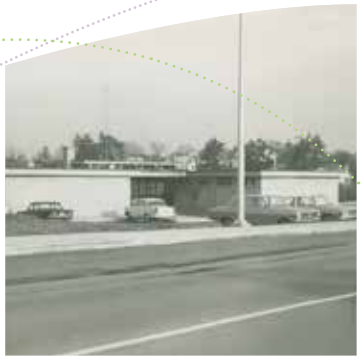
More than 225 staff in six service departments support this interface with the public between the Municipal Hall and Annex. Finance, Corporate Services, Building By-Law Licensing and Legal Services, Engineering and Planning departments all reside at the Hall, providing public information, transaction and reception assistance.

The Municipal Hall was built at a time when access for disabled citizens was not a primary concern in the building code. Many senior citizens and first-time visitors to the Municipal Hall complain of the difficulty accessing the services floors of the building. Despite exterior ramps and an internal elevator, the building does not easily accommodate disabled visitors, and lacks sufficient accessible washrooms (one exists on the ground floor only). For such an important public building, this is a concern and should be considered in any future upgrades.

Currently, the Hall requires physical improvements in three key areas: IT upgrades, mechanical and electrical upgrades and building envelope. Seismic capacity is a concern, but construction should be coordinated with envelope work (including replacement of all windows and doors) as the required work will be loud and intrusive, and will require the temporary relocation of most if not all staff. As per comments received through staff and the Saanich Heritage Foundation and Arts, Culture and Heritage Committee, a Conservation Plan needs to be realized prior to proposed future remediation and repair projects in order

that all contemplated work will conform to standards both for technical specifications as well as use and alterations contemplated in the building. Both the conservation plan scope and the construction work must be made in full awareness of the Municipal Hall's need to provide ongoing business operations.

A consultants' report from 2016 concludes that the Municipal Hall will undergo capacity pressures over the next 20 years to a modest 19% area increase. When the time is appropriate, architectural layout options could address the present critical need for additional meeting space and a rationalized layout offering the public one location, one-floor access to all municipal services. In this scenario, improved accessibility and an increase in the capacity of Council Chambers could also be considered. Future redevelopment opportunities should also address the vehicle parking demand and capacity for vehicles, electric vehicles and biking.



The Municipal Annex in 1961. It pre-dated the Municipal Hall by four years.[1]

[1]Saanich Archives permission,1982-001-025

### 2.3.7 Municipal Annex

While the number of public visitors seeking service assistance at the Municipal Annex is low, public guests do visit the By-Law offices on the lower level and the Recreation offices on the main level. Facilities operations and Corporate Services IT divisions are also located in the Annex, with approximately 50 staff in total for the four groups. The main level corporate training room is widely used by District staff.

This building is one of the oldest on the Vernon campus. Though maintenance has kept the building functioning well through various uses and services over the past 56 years, the structure is one of the more concerning in the District's portfolio. Seismic capacity is a low 9%. Though the seismic remediation plan for the Municipal Hall primarily proposes thickening of the stair and elevator cores and select walls without negative impact to functionality or appearance, the remediation, building layout impacts and cost proposed for the Annex are significant. Continuing capital investment is not recommended, given the age of the building, deficiencies in the current layout and suitability as a workplace, as well as the required whole-building upgrades for envelope and mechanical and electrical systems.

***Though maintenance has kept the building functioning well through various uses and services over the past 56 years, the Annex is one of the more concerning in the District's portfolio.***



### 2.3.8 Recreation

In terms of building area, the District's four recreational facilities and golf course form the largest single block of service delivery facilities. Each are large footprint buildings and comprise more than half the total area of the District's facility portfolio and approximately 80% of our building energy use and Carbon Footprint.

Three of the four recreation centres have undergone successive additions and renovations. Except for Saanich Commonwealth Place, all facilities are original, single-purpose structures that have had a series of additions constructed over the past 40 years.

Each facility provides a wide range of fitness and leisure options. Pearkes' focus is ice and fieldhouse, Cedar Hill's is courts (tennis and squash) and arts, and Saanich Commonwealth Place and Gordon Head focus on pools and fitness. All facilities are highly regarded as community centres that function well, supporting activities specific to their immediate neighbourhoods as well as the region.

Recreation faces particular operational challenges however. Given that these facilities generally do not provide the same programs from year-to-year and that operational and program costs continue to rise regardless of revenue generation, Recreation must constantly seek to find optimal financial resources in the face of dynamic service requirements and rising energy prices. The nature of recreation program delivery means that some specific individual programs are offered only when there is sufficient public demand. Leisure and fitness trends, age and user demographics dictate program demand, and have a significant impact on scheduling and facility use. Saanich staff have been effective at keeping the buildings occupied and in managing the necessary upkeep. Their success extends to revenue generation. The District's cost recovery from user fees is 66%, meaning that for every $1 spent on operation of the recreation centres, 66 cents is returned in the form of user fees. Saanich's effectiveness is notable given that the average for similar provincial recreational operations is 55%. In order to ensure ongoing cost recovery is achievable, future expansion and renovation will be necessary.

***Except for Saanich Commonwealth Place, all facilities are original, single-purpose structures that have had a series of additions constructed over the past 40 years.***

Pearkes Gold Arena in 1969.[1]

[1]Saanich Archives permission,2007-175-002

### 2.3.8.1 G.R. Pearkes Recreation Centre

The G.R. Pearkes Recreation Centre (GRPRC) is the oldest recreational facility in the District's portfolio. The centre's ice rinks accommodate skating and hockey instruction, practice and competition, allowing regional stature for both the Gold and Green arena facilities. Together with the event field house, GRPRC caters to a large catchment area and benefits from the adjacency to Tillicum Mall (and its parking) as well as incorporating the Centennial Library. The event field house generates revenue from the regional events hosted there.

The Gold Arena is 50 years old. Although maintenance and life-cycle replacement issues are increasing each year, the facility continues to function as the District's primary public arena, due largely to the viewing stands. The Arena's low seismic capacity is a concern, particularly considering the designation of the arena as one of the District's community assembly locations. Facility staff also note that the ice rink concrete floor slab is far beyond its designed life, has numerous cracks and should be replaced within the next three to five years. Any considered capital investment into reconditioning of the floor should also consider additional work that would address the seismic capacity of the structure, which currently is at 15%.

### 2.3.8.2 Cedar Hill Recreation Centre (CHRC)

Cedar Hill began as a community centre, providing multi-purpose rooms. With increased demand, it has grown to include squash courts, tennis courts, fitness room and most recently, a significant arts centre addition.

Program growth considerations over the next 20 years include the addition of a minimum of two more tennis courts and the construction of a gymnasium. Like most of the recreation centres' high-traffic public areas, the reception and lounge areas at the entry require upgrades. These will address maintenance, staff ergonomics and comfort issues, public accessibility to staff and will include upgrades to lounge and servery areas.

*A current initiative is undertaking a long-term site master plan, but it is primarily concerned with finding a balance alongside the adjacent natural areas.*

A current initiative is undertaking a long-term site master plan, but it is primarily concerned with finding a balance alongside the adjacent natural areas. The focus is on ensuring that any building addition or development does not impede or negatively impact the open grass and meadow areas west of the facility. These areas are highly valued by residents.

The Cedar Hill Golf Course benefits greatly from a relatively new clubhouse (1997) and recent upgrades in public areas. This facility offers the District a good revenue stream from catering services in the dining and bar areas as well as the dedicated meeting rooms (upstairs and downstairs). These rooms are frequently used for Saanich staff activities and training. While expansion pressures for capacity at the Golf Course are manageable, the infrastructure of the golf course (including the maintenance shed, general course drainage and irrigation) will require additional investment in the near term.

The Cedar Rec Centre Tennis Courts from 1993.[1]

[1]Saanich Archives permission, 1989-027-010b

Gordon Head Recreation Centre Pool as it first appeared in 1971.[1]

[1]Saanich Archives permission,1982-001-023c

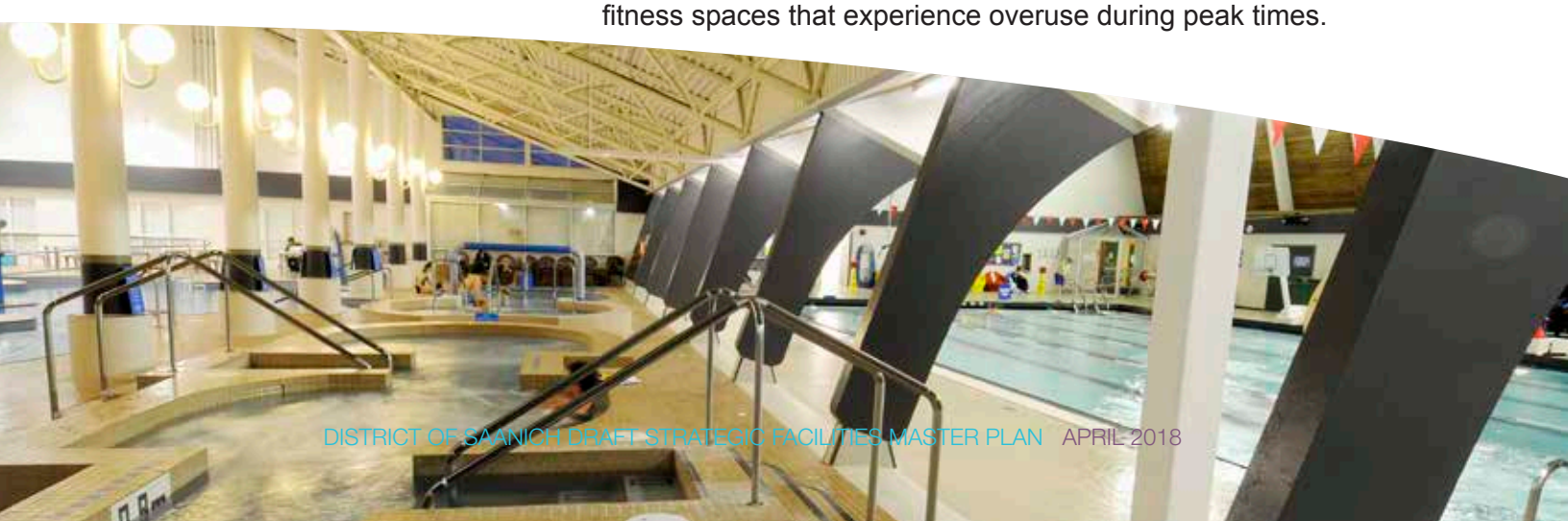
### 2.3.8.3 Gordon Head Recreation Centre (GHRC)

Gordon Head began as a 25-metre pool facility in 1971, and has since seen several upgrades. Significant additions and renovations in 1994 and 2010 greatly increased the facility's program delivery capacity as well as enhancing functionality, including bringing the change rooms up to current practice and standards. Through these projects, sprinklers were installed to address life safety and building code issues. In 2016/17 the centre underwent a major building envelope and mechanical system retrofit, replacing the old inefficient boiler with an air source heat pump and additional heat recovery. Alongside the solar thermal system installed in 2011 these improvements are resulting in considerable energy cost savings and GHG reductions. It is worth mentioning that although the site's ancillary buildings (Lambrick House and Bert Richman Building) are not included within this plan, each of these facilities play a significant role in program delivery to the facility and are each facing deterioration / end of life cycle issues.

*Like all the other recreation centres, providing adequate space for the high-demand fitness/ weight room is a challenge.*

Like all the other recreation centres, providing adequate space for the high-demand fitness/weight room is a challenge. Equipment access delays during peak times (6 to 11 a.m. and 3 to 8 p.m.) reinforce the belief that most fitness rooms could expand by at least 50% and still not eliminate equipment wait times. Saanich staff work to find the balance between meeting peak-time demand and justifying the investment for improvements, knowing that the spaces are underutilized at non-peak times.

To better manage peak demand, future expansion for the pool areas at Gordon Head consider the pressing needs for simultaneous delivery of multiple programs. Multiple demands occur at peak times when seniors, lane swimmers and lessons all compete for available pool time. An expansion with a second 25 m lap and fitness pool would provide a positive increase in capacity and an easing of congestion. Other capacity pressures that point to expansion include the auxiliary weight room and fitness spaces that experience overuse during peak times.



### 2.3.8.4 Saanich Commonwealth Place

Saanich Commonwealth Place (SCP) has contributed significantly to the region's reputation for having world-class facilities. It is regularly identified by world diving and swimming associations (FIFA) as being international competition compliant albeit that current international competitions are more requiring that there be ten lanes as compared to SCPs existing 8 lanes. Weekday visits give the impression of a high-quality, well-used community amenity. The facility is filled to capacity most weekends with hundreds of competitors and spectators.
Unlike all the other recreation facilities, the building has not undergone a physical addition, though a 2008 renovation provided much needed expanded space for the fitness room. As at other centres, fitness continues to be significantly filled with patrons at peak times and SCPs popularity suggests a more urgent consideration.

Overall, the need for competition based aquatic expansion remains low. Any building expansion will see the fitness area expanded yet again, and would perhaps allow other programs to expand within the existing building envelope. The SCP's change rooms have been undersized since the facility opened, and during weekend competitions in particular these areas are at a maximum capacity, requiring increased janitorial support. Larger change rooms with an improved layout would benefit patrons with a less congested space. This concept is a priority and staff anticipate implementing changes within the next five to seven years.

Two other priorities include increasing the capacity of the hot tub as well as examining long-term site planning considerations for opportunities that support expanding parking and the facility footprint. In order to assist with long term site redevelopment strategies, staff will be undertaking a market demand analysis in 2018.

Saanich Commonwealth Pool during the 1994 Commonwealth Games.[1]

[1]Saanich Archives permission, 2011-055-002

***Overall, the need for aquatic expansion remains low.***

This facility, the District's largest in size is also amongst the most maintenance and repair intensive of our facilities. The annual shutdown every September sees all the pools drained and supporting mechanical equipment inspected and replaced or upgraded where necessary. Despite the appearance of condition due to the high standards of maintenance, filters, pumps and boilers are nearing an age of replacement. Facility operations staff working with building maintenance staff have worked recently to determine future opportunities for major replacement. The recently announced Federal funding program to replace the natural gas fired boilers with a biomass boiler system will see very positive benefits for both operating as well as reaching District sustainability/ energy efficiency targets.

## 2.4 Recent Facility Asset Management activities

### 2.4.1 Finance

#### 2.4.1.1 Maintenance capital budgeting: 2007 to 2017

Saanich staff from Finance, Engineering and Recreation have worked together for many years to coordinate and establish upcoming project work and lifecycle replacement/remediation for our facilities.

*The primary goal of maintenance capital planning is to increase preventative maintenance practices and minimize reactive maintenance.*

The Engineering Department employs senior staff who manage day-to-day operations and oversee facility and project development. Currently, the Facilities Operations Manager oversees 24 staff who are responsible for maintaining the facilities, performing daily custodial duties and managing and coordinating projects in non-recreation facilities. The Recreation Department manages a similar contingent of 36 facilities-based operations staff. The Facilities Manager also works closely with all facilities program staff and maintenance personnel in the development and prioritization of various projects and tasks. Once Saanich staff have determined project needs, staff begin to work with design professionals, testing and analysis consultants and the local contracting community for project implementation.

The primary goal of maintenance capital planning is to increase preventative maintenance practices and minimize reactive maintenance. A preventative approach takes a more strategic look at the existing facility components, estimating their remaining lifecycle. This means that replacement happens before components break or fail, so there are no negative impacts to operational performance and costs, or to the environment.

Typical maintenance projects over the past 10 years include:

- building envelope remediation (roofing, walls, windows/ doors)
  - Municipal Hall 2008 skylight, 2012 roofing
  - SCP 2010 – 2012 skylight and roofing
  - GRPRC 2014 – 2016 roof replacement
  - GHRC 2014 – 2017 walls and roof replacement
  - Public Safety 2015 – 2017 roof and roof top unit replacement
  - CHRC 2016 – 2017 dance studio and weight room walls
  - Public Works Fleet Centre 2013 roof replacement
- mechanical and electrical upgrades
  - FH3 2015 electrical upgrades
  - CHRC 2011 HVAC replacement
  - GHRC 2014 boiler replacement
  - Municipal Hall 2016 boiler replacement
  - Municipal Annex 2014 air conditioning installation
  - Police Building 2015 boiler plant upgrade
  - SCP 2016 underwater lighting
  - Golf course maintenance shed HVAC upgrades

Noted significant projects include:
- 911 Call Centre 2007
- FH3 2008 Seismic remediation
- Police Building 2009 men's change room renovation
- GHRC 2010 addition and renovation
- CHRC 2011 Arts Centre addition

#### 2.4.1.2 Capital reserves

In 2014 following on the approach adopted for infrastructure assets such as roads, sewers and water systems, Council approved the establishment of the Facilities Capital Reserve Fund and have also approved annual transfers to this reserve to build funding for the future. This fund currently has a balance of $8.1M and will continue to grow provided annual budgets have capacity. Annual contributions are currently averaging around $2.0M. Building this reserve will allow the District to work towards supporting larger future building replacement projects with a balance of reserve and debt funding.

#### 2.4.1.3 External Funding

Staff have and continue to be responsive to project funding opportunities that are available as grants and rebates usu-

ally through the energy sector. Examples include Fortis and BC Hydro rebates, Community Energy Leadership Program (CELP) and Federal and Provincial energy saving initiatives. The management of the capital program by staff requires up to date project identification such that opportunities as listed above, which are generally only provided on a shovel-ready basis can be applied for.

### 2.4.2 Administration and activities

#### 2.4.2.1 Reports, analysis, data

The District's data and archive storage contains more than 50 individual reports encompassing thousands of pages of data in the following topic areas:

- geotechnical, seismic
- environmental
- hazardous materials
- energy efficiency
- programming
- building condition
- planning

Together these reports have enhanced the District's detailed understanding of its facilities and properties. These documents, referenced and listed in the appendix, also reflect significant efforts by the District to ensure risks are identified and mitigated where possible.

#### 2.4.2.2 Managing sustainability, energy efficiency and environment practices

*The June 2017 Climate Action Progress Report indicates Saanich is not on track to meet its goal of a 50% reduction in corporate GHG emissions (from 2007 levels) by 2020.*

Since 2007, Saanich has shown leadership with its consistent approach to greenhouse gas (GHG) emission reductions and consideration of the need to adapt to a changing climate. Through the adoption of the Sustainable Saanich Official Community Plan in 2008, the Climate Action Plan of 2010 and the Climate Adaptation Plan of 2011, and the implementation of related strategies, Council, staff and community stakeholders have significantly furthered Saanich's sustainability mission. In 2017, the District of Saanich committed to becoming a 100% Renewable Energy Community and Corporation and to reduce GHG emissions by 80% below 2007 levels by 2050.

GHG emissions from buildings account for one-third of our community GHG inventory and almost half of our corporate carbon footprint. Most of these emissions come from our rec-

reation facilities, with almost 1000 tonnes of carbon equivalent from Saanich Commonwealth Place, 400 tonnes of carbon equivalent from Gordon Head Recreation Centre and 400 tonnes of carbon equivalent from Pearkes Recreation Centre. Achieving our 100% Renewable Energy Target just from these facilities alone would equate to taking approximately 360 vehicles off the road.

These emissions stem from energy use. Energy efficient buildings not only save money on energy bills and reduce our environmental impact, they also significantly improve indoor comfort, air ventilation and help address moisture issues. Alongside the benefits of local renewable generation, this is a key consideration for existing and future facility performance.
Over the past 10 years, Saanich has been successful with several energy conservation and renewable energy initiatives including:

- establishment of a carbon fund
- District energy review
- facility energy audits and Strategic Energy Management Plan
- Saanich Commonwealth Place photo voltaic installation
- Gordon Head Recreation Centre solar thermal installation
- electric vehicle fleet program including facility-based EV charging infrastructure
- facilities removal of oil tanks
- Pearkes Arena high-efficiency ice rink plant
- Pearkes Green Rink REALice installation
- Public Safety Building high-efficiency boiler and roof top unit replacement
- Gordon Head Recreation Centre boiler replacement with air source heat pump, additional heat recovery and building energy performance improvements

Completed in 2017, the Gordon Head Recreation Centre renovations are reducing the centres heating energy use considerably and aim to reduce corporate GHG emissions by 7% or approximately 400 tonnes of carbon dioxide equivalent each year. This work of improved building performance together with recent building envelope upgrades provide further benefits such as efficient operations and maintenance, improved safety, greater user comfort, temperature management and controls and lower overall utility costs.

The progress we have achieved with recreational facilities reinforces the considerable opportunity for financial efficiencies, environmental benefits and health improvements that can be

*The progress we have achieved with recreational facilities reinforces the considerable opportunity for financial efficiencies, environmental benefits and health improvements*

realized through future upgrades to our corporate facilities. The recently announced Federal Funding grant towards a biomass boiler replacement for the gas fired boiler at Saanich Commonwealth Place for example, is indicative of the opportunities that the District has to see significant advancement towards achieving the Districts energy and sustainability targets.

The District has been a supporter of the Canada Green Building Council's Leadership in Energy and Environmental Design Program (LEED). The Pearkes Centennial Library (2006) achieved LEED Silver status, with the Cedar Hill Arts Centre addition (2012) reaching LEED Certification levels. This is a minimum requirement for all corporate new constructions or additions larger than 500 square metres. With adoption of the Pan-Canadian Framework on Clean Growth and Climate Change and the BC Climate Leadership Plan, the federal and provincial governments are now committed to net-zero energy ready buildings by 2030 and 2032 respectively.



The Province's BC Energy Step Code was introduced in April 2017, and outlines a roadmap for progressive performance steps in energy efficiency for new buildings from the current BC Building Code level to net zero energy ready by 2032. The Step Code applies to new residential and commercial construction and not currently to institutional buildings. However, given our GHG emission reduction targets and commitment to becoming a 100% renewable energy corporation and community, we expect any new corporate buildings will need to meet the highest levels of energy efficiency and the Step Code, equating to the Passive House standard — buildings that consume up to 90% less heating and cooling energy than conventional structures. Buildings at this standard feature fine-tuned control over indoor air quality and temperature with simple, durable and quiet systems that ensure comfort in changing seasons. Any remaining energy that is required by the building use and associated services would be from electricity (minimum of 93% renewable) or a renewable source.

Our efforts are particularly important given the need to adapt to a changing climate. In May 2017, the Capital Regional District (CRD) presented an updated Climate Projections Report for the 2050s and 2080s. By the 2050s, the study projects a considerable change to our local climate, with triple the number of summer days above 25 degrees C, a considerable increase in the length of dry spells in summer and increasingly extreme flooding events. This has significant implications for our facilities requirements, including increased air conditioning, greater storm water management and potential limits on water supply.

Currently, the BC Energy Step Code applies to new buildings only. However, the strategies for energy reduction and the Passive House standard still apply to renovations and retrofits. Given that recent building condition reports detail the necessary lifecycle replacements and upgrades for the mechanical systems in many facilities, the District's future maintenance capital program has tremendous opportunity to see them as investments with three significant benefits:

- helping attain GHG reduction targets
- lowering utility costs
- improving the comfort, health impacts and experiences at Saanich facilities

Staff apply GHG reduction criteria on all maintenance capital work—for example, the HVAC upgrades in all the recreation centres.

Sustainability considerations go beyond energy demand, renewable energy use and climate adaptation and also incorporate consideration of location, transportation needs, the natural environment, local ecosystems, water efficiency, material use, waste generation and design for future use and deconstruction. Greater than 60% of our community wide GHG emissions are related to transportation alone, so site location, the ability to encourage employees and visitors to travel by active modes of transportation and the inclusion of EV charging will be of critical importance. With future climate projections indicating increased water shortages in summer months, a focus on efficient water use, native, drought tolerant planting and rainwater harvesting or re-use will assist with climate adaptation.

Given the broad range of sustainability considerations within the LEED program that go beyond energy alone and address the factors outlined above, all future construction projects should aim to meet LEED Gold certification at a minimum and future redevelopment design should give consideration to these issues. Construction and redevelopment should also address the need for facilities to achieve the highest step of the BC Energy Step Code, equivalent to the Passive House standard, addressing our vision for becoming a 100% renewable energy community by 2050. The design should take into consideration future climate projections as well as site location relative to future sea level rise and incorporate climate adaptation measures. When considering facility replacement and redevelopment in particular, these initiatives can greatly improve the quality of the workplace, minimize risk, minimize operation costs and reinforce Saanich's position as a leader in sustainable design and operations practices.

***Given the broad range of sustainability considerations within the LEED program that go beyond energy alone, all future construction projects should aim to meet LEED Gold certification.***



New air source heat pump installed at Gordon Head Rec Centre in 2017.

## 2.5 Saanich in 2037

### 2.5.1 Using past experience to predict and plan for our future

Based on population projections, Saanich will add almost 15,000 people in the next 20 years. This will bring our population to just under 130,000 residents. Our planning is focussed on what the District will look like then, and what changes we will need to accommodate.

Our focus is on understanding our service delivery in the future; not on the buildings themselves. When we clarify the assumptions on service delivery, the ways these buildings can support those services become clearer.

Starting with facility programming, we determined how much space and what kind of space is required. Staff and consultants worked closely with facility stakeholders to ask the following questions:

- Are there trends in your work processes in the past five to 20 years that could suggest further changes in the future?
- Within your department, are there opportunities to share space with others or to downsize for efficiency?
- What equipment and material storage do you currently have that would benefit from sorting, culling and downsizing?

Staff and professionals compiled the results of hours of meetings, discussions and reviews to determine conservative best-case service delivery scenarios for 20 years from now. This was an exercise about needs, not wants, drawing from the precedents of the past 20 years and using an informed understanding to speculate about the future. Factors that were considered included past patterns of population growth, service delivery changes and upgrades to standards and practices.

The two following example service delivery areas help illustrate the process.

#### Municipal Hall and Annex

Based on both current capacity and observations that unaddressed capacity issues go back several years creating a “backlog” in the Municipal Hall, we expect a 19% growth rate over the next 20 years. This number was determined by totalling the number of staff anticipated to be added, the amount of space each person would require and the total support spaces

of meeting rooms, circulation and storage. The new total is factored against the present area, and the percentage of anticipated increase or decrease results. For the Municipal Hall, the amount of available meeting rooms in the future is an identified deficiency. This meeting space must accommodate staff and internal discussions, as well as meetings with the public.

### Parks and Public Works

In the case of Parks and Public Works, two factors emerged in considering planning and programming. First, based on the District's recent history of increased outsourcing for underground and transportation construction work, the amount of added staff and equipment was seen as negligible. Second, spatial efficiencies were identified that could be accomplished by creating shared functional areas. Rather than having separate and duplicated change rooms, lockers and staff spaces as is now the case, future layouts could see economies through a shared approach.



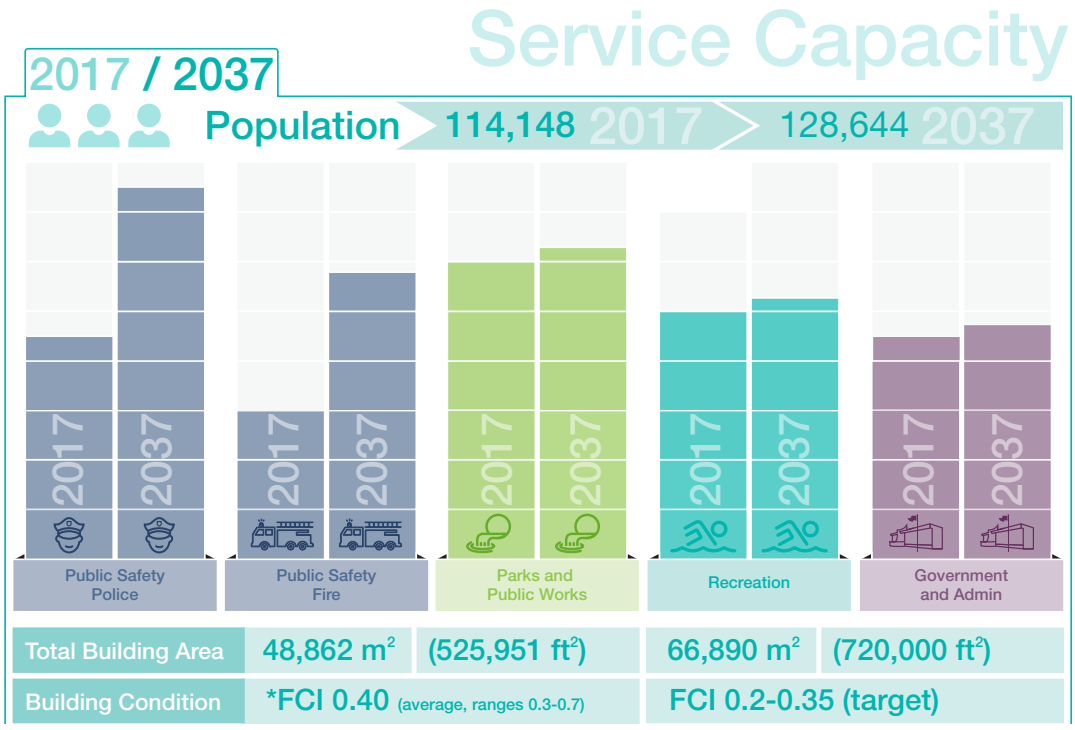
Not all total identified growth involves anticipating demand growth between now and 2037. In some cases, most notably Police and Fire, the total requirement has significant backlog attached. For example, the District is already behind in accommodating fire suppression apparatus (fire trucks and emergency vehicles). Of the estimated 85% expansion required by Police, only 25% is related to growth projection. The other 60% will address the current backlog of deficiencies.

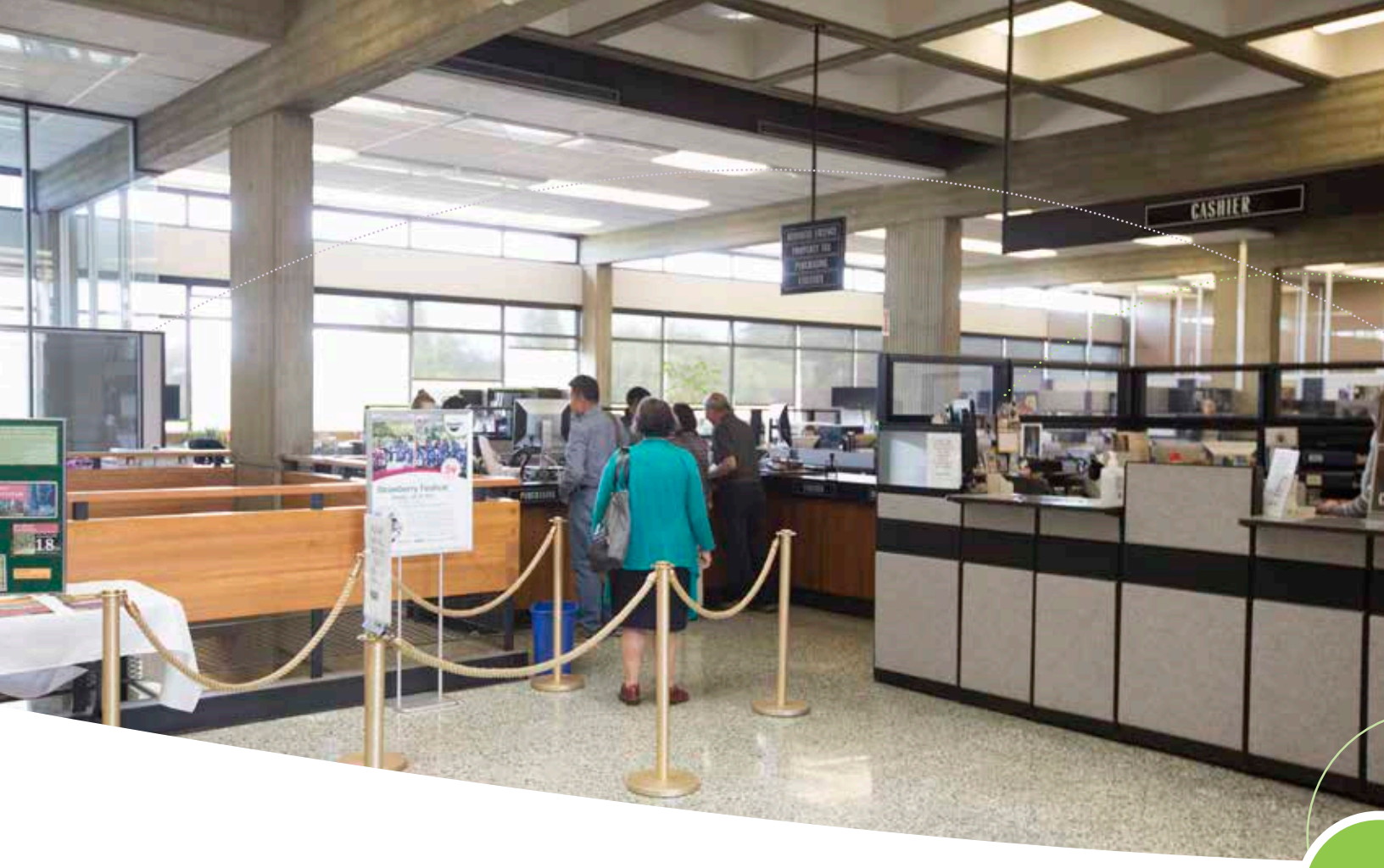
## 2.6 Minding the gaps in service delivery

### 2.6.1 Meeting our needs in the next 20 years

The purpose of this document is not only to establish where we have been and where we might be headed. It is also intended to help guide future decision making. If one simply takes the anticipated totals for 2037 and subtracts 2017 figures, the potential impacts become tangible. This gives us the ability to structure a plan that is both effective and practical.

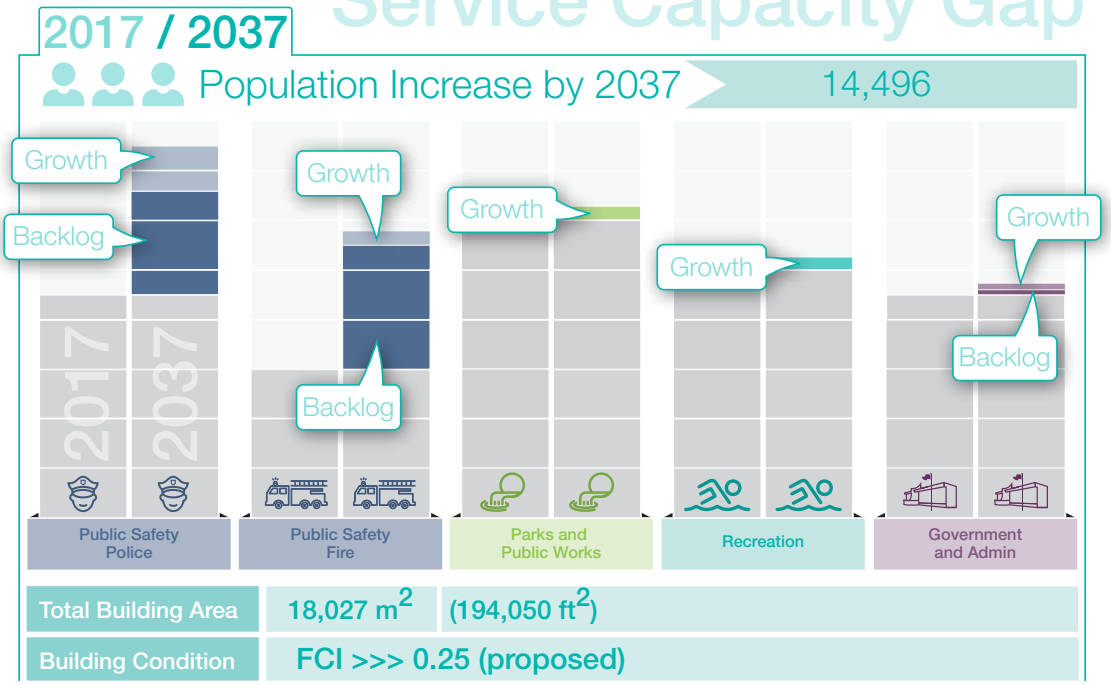
In this process, the issue of current backlog becomes more prominent as illustrated below:








# Service Capacity Gap



### 2.6.2 Measuring our facilities

The next step involves tackling a work plan that sees how these gaps can be closed effectively. The development of the Strategic Facilities Master Plan involves collecting and analyzing a variety of facilities data. This will support well-informed decisions that will be implemented over the next 20 years and longer. This process follows the well-tested path of understanding capacity, condition and risk. In addition to the data requirement for building condition, seismic resilience and code compliance, we must look at the data associated with the need for effective service delivery. This is fundamental to planning for a facility's repair, renovation and replacement, as service delivery is their main function.

*Low resilience in essential facilities is a concern, especially when our services are required for front-line emergency response*

The approach to reviewing Saanich facilities focuses on three factors:

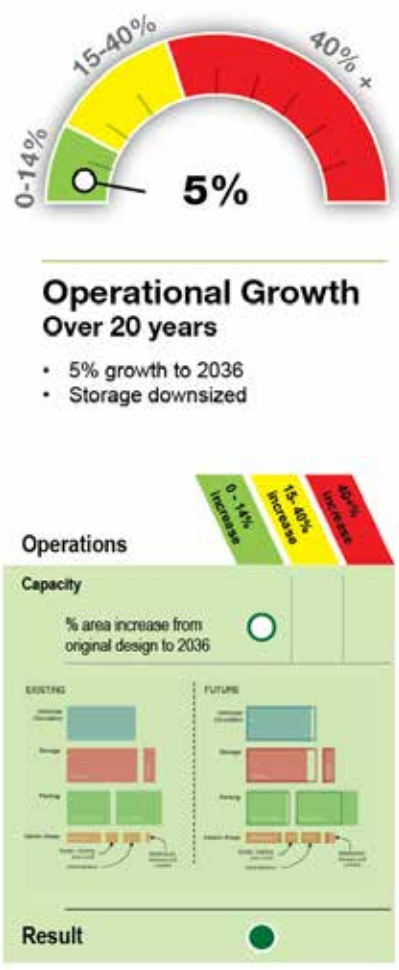
- facility capacity
- building condition
- risk to services

These factors directly support the program goals of ensuring service delivery, affordable implementation and reducing risk. Their analysis provides us with a sound basis to begin a conversation around the state of our above-ground infrastructure.

A dashboard graphic has been developed for each focus area to highlight the findings.

## Facility capacity

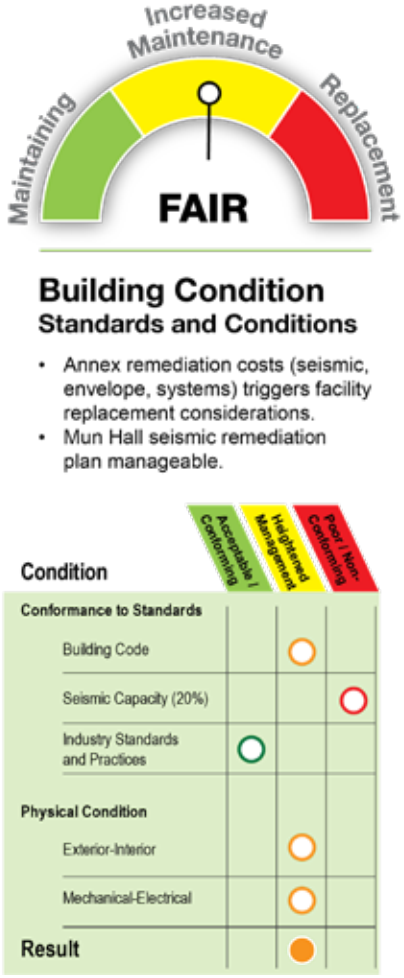
The District's population is projected to increase by 11% over the next 20 years. One could assume our facilities would naturally grow in step. However, many other factors are relevant and require a more detailed examination. While growth is clearly needed in some service areas, others will see minimal growth and even reduction.




DASHBOARD – green (0—14%), yellow (15—40%) and red (over 40%) has been utilized to demonstrate increased capacity needs over the next 20 years as compared to existing space (measured in square metres as percentages of the existing operational areas). The bar chart underneath is a further level of detail that illustrates key operational areas that are affected.

## Building condition

The District has an extensive set of reports describing our facilities in detail, based on previous and current studies. These provide critical information about the current condition of our systems and equipment and where they are in their use/lifecycle.




DASHBOARD – Building condition is measured in terms of maintaining, increased maintenance and replacement. These categories are industry recommendations only and should not direct decisions.

## Risk to services

Like many other organizations, the District's operations take into account it's older facilities and the increased risks they pose due to age, condition and design factors of the time they were first constructed. Despite the efforts to upgrade and remediate, we know these facilities have lower capacity to withstand and mitigate the critical effects of natural and man-made events than our newer facilities.


DASHBOARD – Service risk is measured in terms of Low, Medium and High.

### 2.6.3 Definitions

*Seismic capacity: The current British Columbia Building Code establishes a minimum level of conformance for seismic performance. While 100% conformance is considered practically unaffordable for most facilities, the minimum acceptable capacity requirement from most building authorities is within 70% to 80%. Newly constructed Police, Fire and emergency services delivery facilities are required to have post-disaster capacity which is 150% over the baseline seismic capacity as prescribed in the building code.*

*Industry standards and practices: Some areas of operations have changed significantly in the past 50 years, particularly related to industry standards and practices. Today, Public Safety and Public Works facilities require greater attention to security, technology, gender and orientation identity parity, equipment and personal protection equipment safety, insurance and legal documentation and general work-safe practices. For example, Fire currently requires careful handling of apparatus, equipment and safety gear after a fire response due to the exposure to carcinogenic fumes and residue. These practices were not specifically accounted for in the facilities as designed 40 to 50 years ago.*

*Resilience capacity: When a facility undergoes negative impacts from an event (weather, terrorism, seismic, fire, structural or component system failure), the ability of the facility to 'bounce back' and provide continuous services is essential. A facility with low resilience capacity will not be able to quickly respond to such an event and will likely have more problem maintaining service delivery.*

*Operations and service delivery impacts: Tied to a facility's resilience capacity is the direct impact to service delivery. There is increased concern when the negative impact is serious enough to result in service delivery failure.*

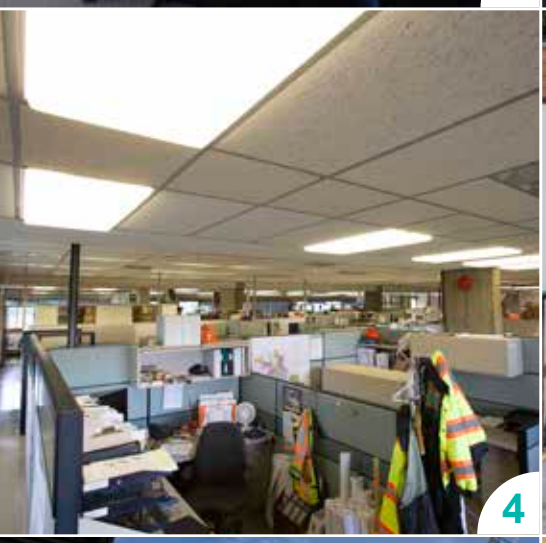
(Referring to pictures on opposite page)

1. Ad Hoc meeting room assembled within storage area in Police.
2. Fire truck housed in temporary shelter outside of Fire Hall 2.
3. Fire fighters personal protection equipment (PPE) stored and handled in non-compliant industry practice.
4. High density workplace accommodations in Municipal Hall.
5. Parks temporary trailer used for storage and workplace.
6. Temporary trailer housing Saanich Emergency Management Program.
7. Police workplace with interim comfort control equipment; heating and cooling.
8. Crowded staff lockers, lack of storage room for personal items.
9. Window sill condition at Public Works Administration building.
10. 'Interim' workplace set up in storage area.
11. Storage area overflow in Police.


1


2


3


4

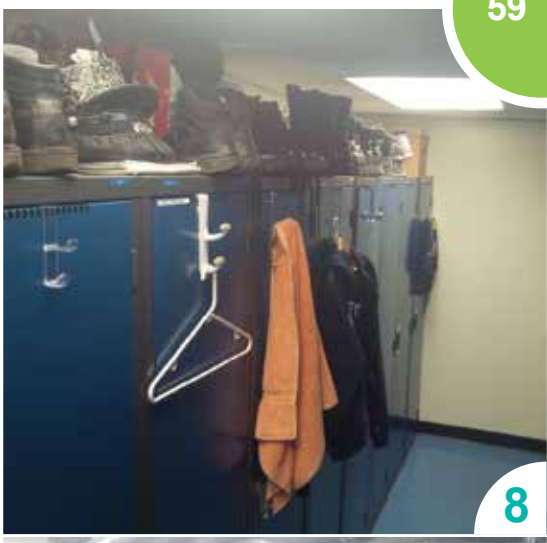

5

A random view of our current state of conditions, capacity and risks are evident in these photos. As evident, there are rooms where staff are in cramped quarters, where temporary solutions address immediate needs but become permanent and where changing operational practices and standards have outpaced our ability to conform within reasonable capital investment limits.




6


7


8


9


10


11


Altec
Altec
Saanich

3

# The facility report card

The graphics included in this chapter provide a comprehensive overview of the facilities. Each facility summary is meant to orient the reader to understand facility history, context and site statistical data. Summary gauges describing building capacity, condition and risk to service are provided to confirm the findings and analysis required to begin effective planning.

Facilities Report - Strategic Facilities Master Plan

# PARKS AND PUBLIC WORKS

1040 McKenzie Ave.

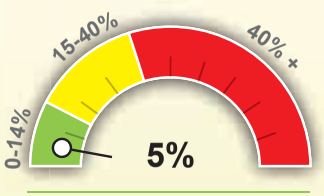








| | |
|---|---|
| Site Area: | 13.2 acres |
| Building Area: | 48,622ft² |
| Number of Staff: | 226 |
| Equipment/Vehicles: | 238 |
| Staff Parking: | 216 |
| Visitor Parking: | 6 |
| Design/Construction: | 1961, 1965<br>1974, 1982 |




## Facility Capacity
### Over 20 years

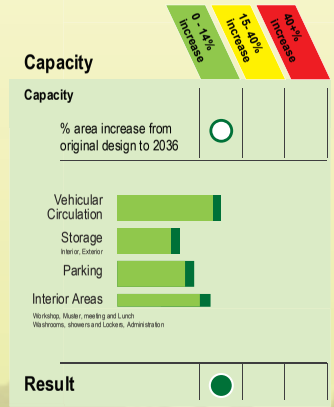
- 5% growth to 2036
- Storage downsized

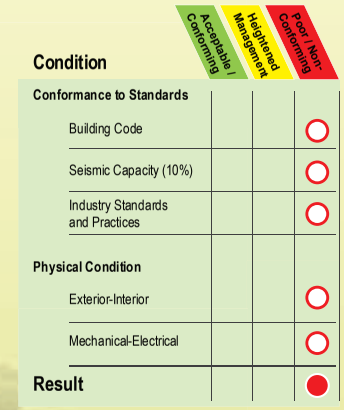

## Building Condition
### Standards and Conditions

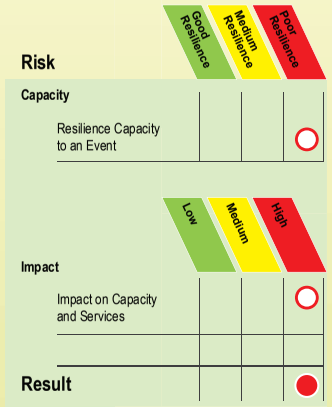
- Facilities between 50 and 60 years old.
- Very low level of standards conformance


## Risk to Services
### Resilience and impact

- Essential services provided
- Facilities failure high impact to services delivery.



# POLICE DEPARTMENT

760 Vernon Ave.



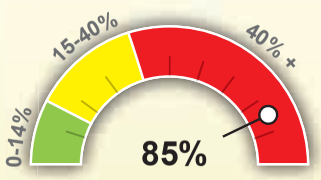








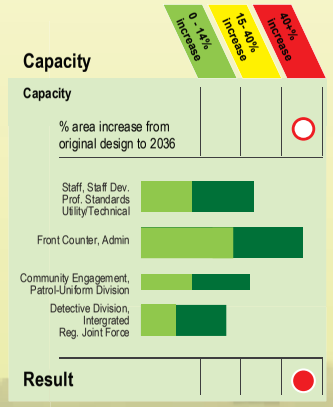
| | |
|---|---|
| Site Area: | 1.46 acres |
| Building Area: | 35,000ft$^2$ |
| Number of Staff: | 241 |
| Equipment/Vehicles: | 72 |
| Municipal Campus Parking: | 234 |
| Visitor Parking: | 12 |
| Design/Construction: | 1961, 1971 |
| | 1996, 2003 |




## Facility Capacity

### Over 20 years

- Increase factors in soon to be occupied 57 Cadillac space.
- High increase reflects latent demand of past 20 years, not necessarily projected growth

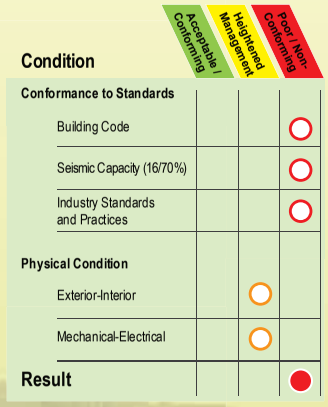




## Building Condition

### Standards and Conditions

- Foundation is +50 yr old wood piles
- By building code, facility should be Post-Disaster structure.

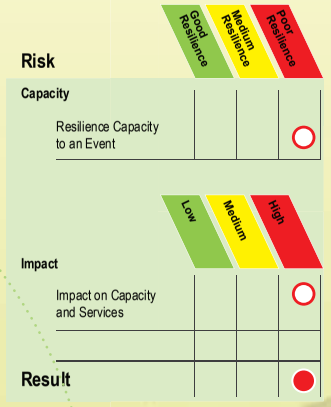




## Risk to Services

### Resilience and impact

- Provision of essential services
- Facilities failure high impact to services



Facilities Report - Strategic Facilities Master Plan

# FIRE HALL 1

760 Vernon Ave.

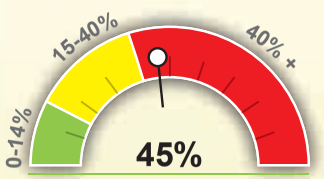








| | |
|---|---|
| Site Area: | 2.02 acres |
| Building Area: | 55,580ft$^2$ |
| Number of Staff: | 88.5 |
| Equipment/Vehicles: | 20 |
| Municipal Campus Parking: | 234 |
| Visitor Parking: | 12 |
| Design/Construction: | 1961, 1971<br>1974, 1996<br>2003, 2008 |




## Facility Capacity

### Over 20 years

- Apparatus shortfall/ additions require significant area.
- Growth in Headquarters/ Admin


## Building Condition

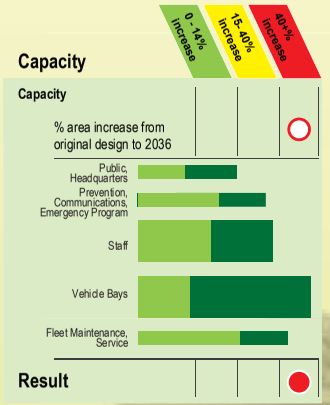
### Standards and Conditions

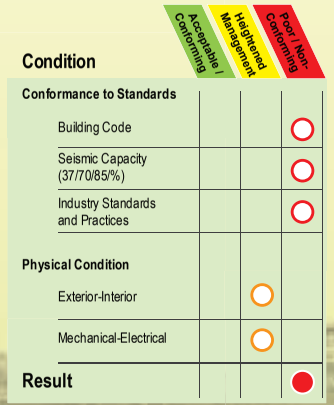
- Older areas of facility (+50 years age) greatest risk
- Headquarters and SEMP should be in Post-Disaster structures.

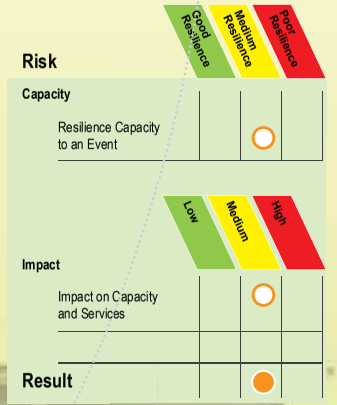

## Risk to Services

### Resilience and impact

- Although services impacted, risk is manageable.



# FIRE HALL 2

4595 Elk Lake Dr.



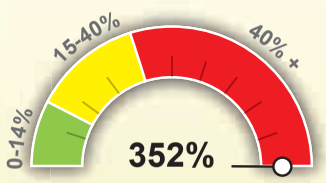








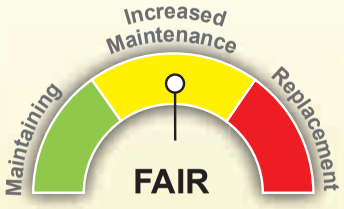
| | |
|---|---|
| Site Area: | 1.395 acres |
| Building Area: | 3,800ft² |
| Number of Staff: | 20 |
| Equipment/Vehicles: | 2 |
| Staff Parking: | 3 |
| Visitor Parking: | 4 |
| Design/Construction: | 1978 |




## Facility Capacity

### Over 20 years

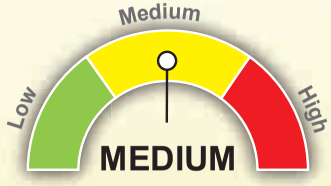
- Very significant impact from apparatus shortfall; facility is very small.
- Growth concerns service catchment to north areas of District




## Building Condition

### Standards and Conditions

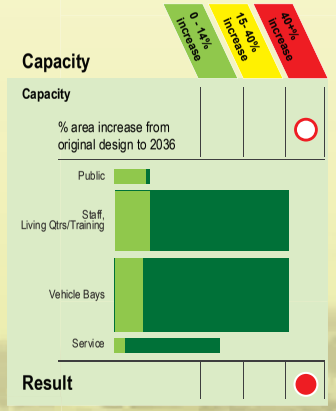
- Facilities maintenance manageable into next 10 years.

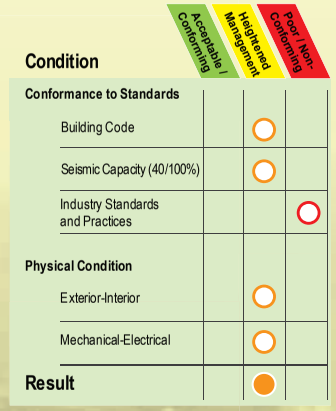


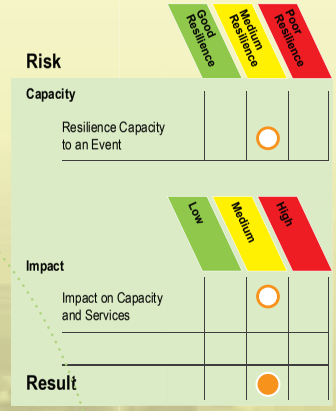

## Risk to Services

### Resilience and impact

- Although services impacted, risk is manageable.



Facilities Report - Strategic Facilities Master Plan

# FIRE HALL 3

1900 McKenzie Ave.



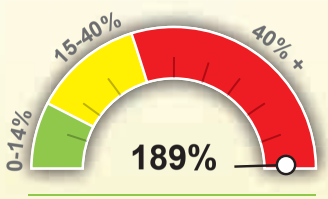








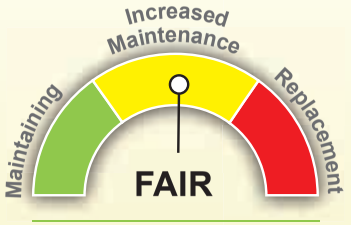
| | |
|---|---|
| Site Area: | 1.928 acres |
| Building Area: | 5,500ft² |
| Number of Staff: | 20 |
| Equipment/Vehicles: | 2 |
| Parking: | 20 |
| Design/Construction: | 1974 |




## Facility Capacity

Over 20 years

- 5% growth to 2036
- Storage downsized




## Building Condition

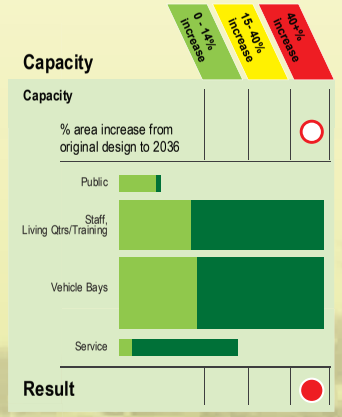
Standards and Conditions

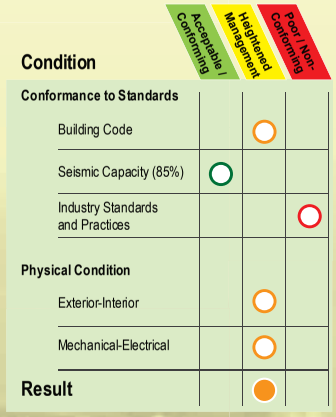
- Facilities between 50 and 60 years old.
- Very low level of standards conformance

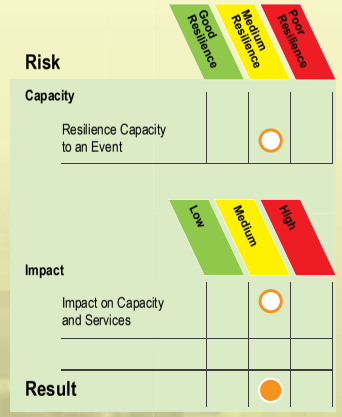

## Risk to Services

Resilience and impact

- Essential services provided
- Facilities failure high impact to services delivery.



# MUNICIPAL HALL-ANNEX

770-780 Vernon Ave.





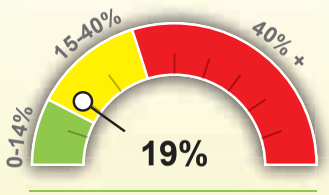








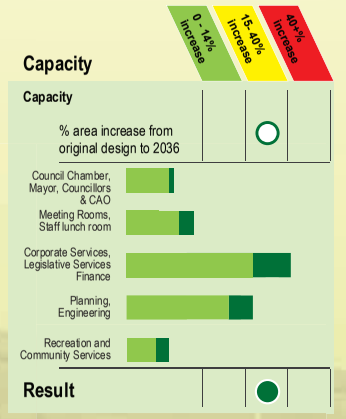
| | |
|---|---|
| Site Area: | 4,33 acres |
| Building Area: | 52,000ft² |
| Number of Staff: | 230 |
| Equipment/Vehicles: | 50 |
| Municipal Campus Parking: | 234 |
| Visitor Parking: | 27 |
| Design/Construction: | 1961, 1965 |

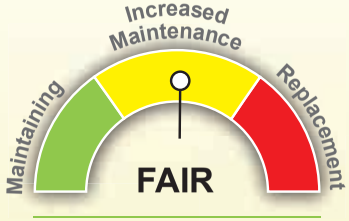



## Facility Capacity

### Over 20 years

- Growth reflects incremental increases of staff.
- Meeting space to see increase to meet current demand.

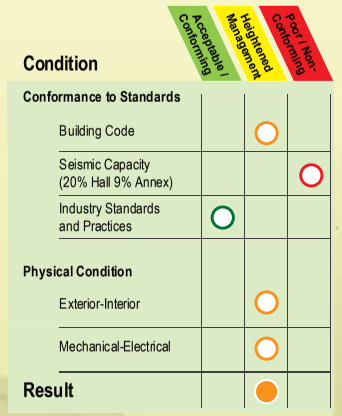



## Building Condition

### Standards and Conditions

- Annex remediation costs (seismic, envelope, systems) triggers facility replacement considerations.
- Mun Hall seismic remediation plan manageable.

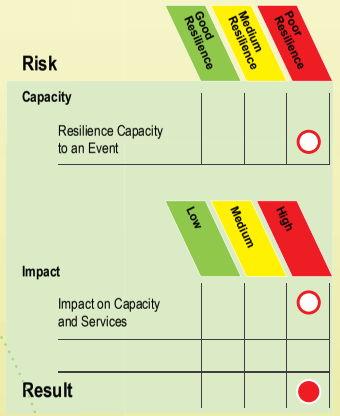




## Risk to Services

### Resilience and impact

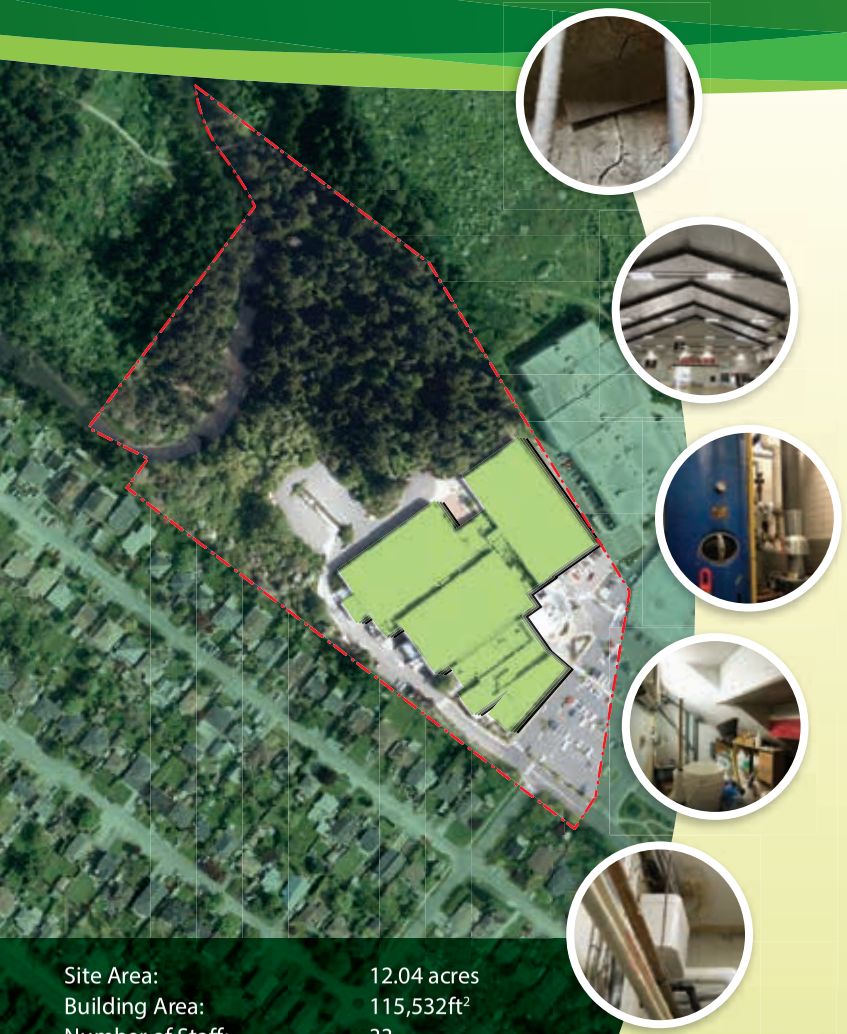
- Although services not essential, business continuity would be severely impacted.



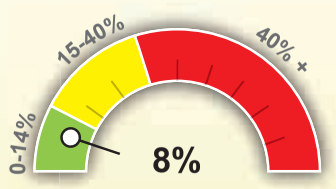
Facilities Report - Strategic Facilities Master Plan

# G.R. PEARKES RECREATION CENTRE

3100 Tillicum Rd.



| | |
|---|---|
| Site Area: | 12.04 acres |
| Building Area: | 115,532ft² |
| Number of Staff: | 33 |
| Visitor Parking: | 177 |
| Design/Construction: | 1968, 1994, 1997 |

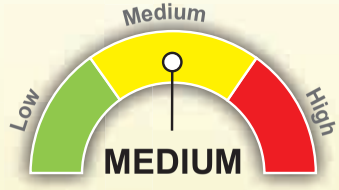



## Facility Capacity
Over 20 years

- Low growth; identified fitness room expansion

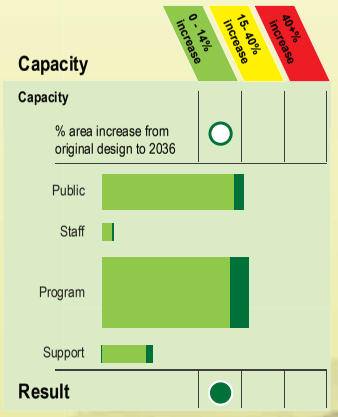

## Building Condition
Standards and Conditions

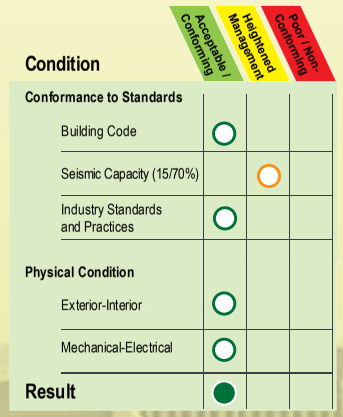
- Gold Arena seismic capacity low. Concern that arena is identified as emergency community resource.

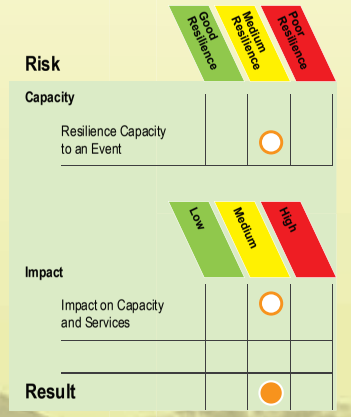



## Risk to Services
Resilience and impact

- Heightened risk due to emergency community resource for Gold Arena.



# CEDAR HILL RECREATION CENTRE

3220 Cedar Hill Rd.

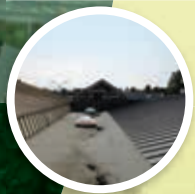




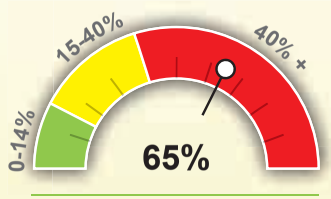








| | |
|---|---|
| Site Area: | 9.03 acres |
| Building Area: | 57,000ft² |
| Number of Staff: | 30 |
| Visitor Parking: | 140 |
| Design/Construction: | 1970, 1992<br>2008, 2001 |




## Facility Capacity

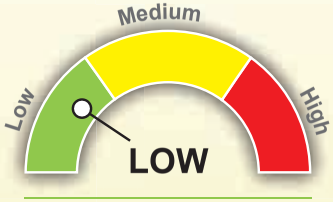
Over 20 years

- Expansion from addition of 2 tennis courts and a gymnasium due to program demands.


## Building Condition

Standards and Conditions

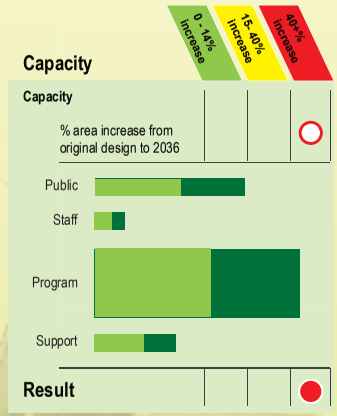
- Facility in overall good condition despite additions and various ages.

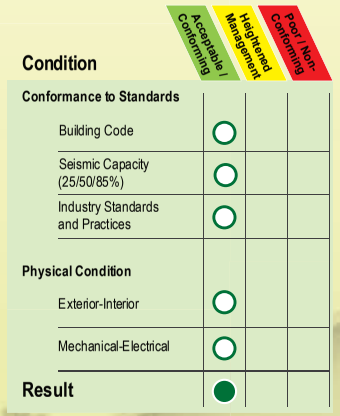


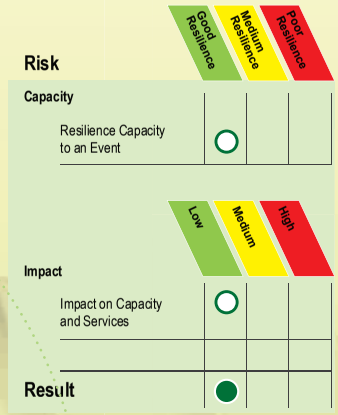

## Risk to Services

Resilience and impact

- Program delivery not considered essential service.



Facilities Report - Strategic Facilities Master Plan

# GORDON HEAD RECREATION CENTRE

4100 Lambrick Way

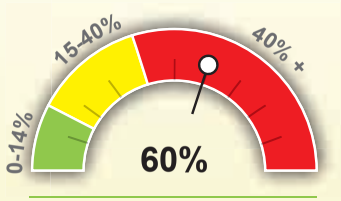








| | |
|---|---|
| Site Area: | 8.9 acres |
| Building Area: | 38,000ft² |
| Number of Staff: | 42 |
| Visitor Parking: | 100 |
| Design/Construction: | 1970, 1994, 2010 |

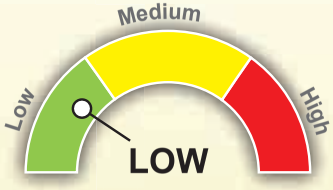



## Facility Capacity
### Over 20 years

- Expansion from pool addition and fitness expansion to accommodate program demands.

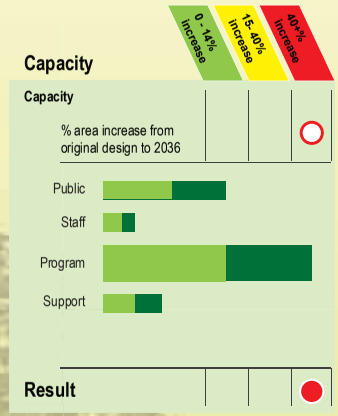

## Building Condition
### Standards and Conditions

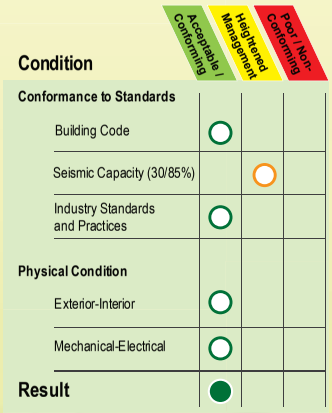
- Original pool seismic capacity poor. Remediation to stiffen structure recommended.

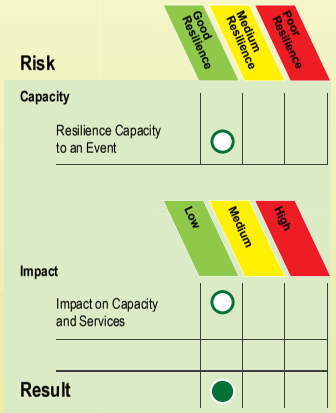



## Risk to Services
### Resilience and impact

- Program delivery not considered essential service.



# SAANICH COMMONWEALTH PLACE

1900 McKenzie Ave.



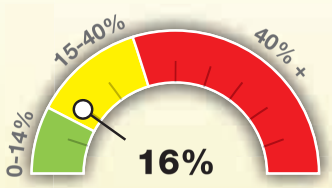








| | |
|---|---|
| Site Area: | **13.3 acres** |
| Building Area: | **127,944ft²** |
| Number of Staff: | **79** |
| Visitor Parking: | **420** |
| Design/Construction: | **1992** |




## Facility Capacity

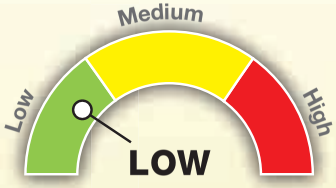
**Over 20 years**

- Growth seen in fitness room expansion and change rooms renovation/ addition.


## Building Condition

**Standards and Conditions**

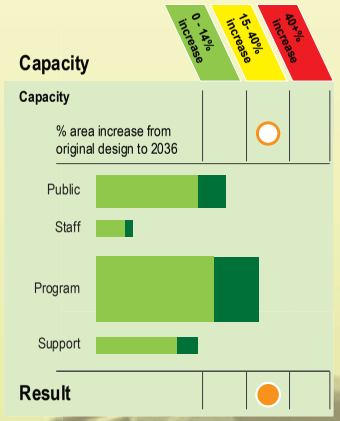
- Systems replacement costs high but within normal range of life cycle replacement.

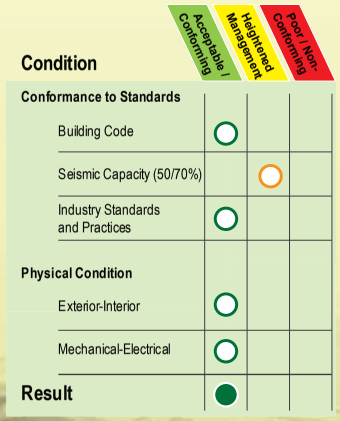


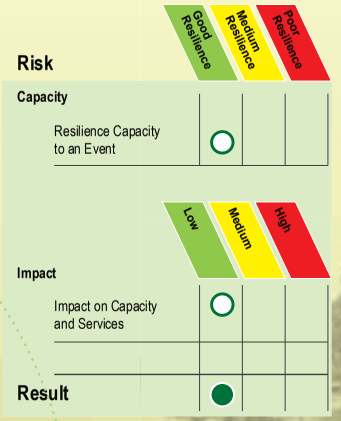

## Risk to Services

**Resilience and impact**

- Program delivery not considered essential service.
- Gary Oak Room is emergency community assembly location.




DANGER
UNLOAD AT YOUR OWN RISK
FALL HAZARD
USE CAUTION WHILE UNLOADING
WATCH YOUR FOOTING
DO NOT STAND ON RAILING

# 4 Prioritization and ranking

4

# 4.0 Prioritization and Ranking

*Successful planning uses a rigorous process to create a big-picture perspective.*

## 4.1 Elements of Planning

**Criteria for evaluation**

Understanding the complexity and scale of our facilities' needs requires prioritization and ranking. The decisions of where and when to start can be difficult, particularly when it may mean that some projects go ahead while others must wait. Given the scale of the facility requirements and the limited capacity of the District's resources (both financial and staffing), **the District will need to apply a reasonable and measured implementation strategy**.

Criteria must be developed so that all facilities are ranked consistently, thus providing a more fair and equitable foundation for making decisions. The starting point is again the three criteria developed for facility reports: facility capacity, building condition and risk to services. Other factors have been considered as necessary to guide decisions.

### 4.1.1 Service delivery capacity

As the spectrum goes from acceptable to urgent, the ability of staff to deliver services becomes more difficult. Space may become more constricted, forcing staff to work with inadequate space. The spaces to store equipment may be full. If new programs are demanded, there may be no space to accommodate staff, or in the case of the recreation centres, additional public guests. Being responsive to service demands becomes increasingly difficult, and services may be cut or put on hold.

### 4.1.2 Physical Condition, and conformance to standards

Deficient buildings impact staff productivity — this includes facilities with leaky roofs, buildings that do not conform to building code or those that require significant investment for new mechanical systems. It can also impact personal and corporate safety as staff work to manage these deficiencies.

### 4.1.3 Risk management

While we cannot eliminate risk entirely, risk mitigation strategies are essential. For example, though seismic capacity is a concern, particularly in Greater Victoria, ensuring most buildings

reach 100% capacity would require significant structural design and great expense. As a result, it is important to establish what level of risk we are willing to accept. In terms of business continuity, are we prepared for a major or extended weather event? It is important that our emergency, front-line delivery agencies – Police, Fire and Public Works – be housed in highly resilient facilities. This ensures residents have access to essential services even in the worst circumstances.

### 4.1.4 Emergency operations

In almost any emergency, one or all three divisions of Police (patrol), Fire (suppression) and Public Works (road and underground crews) are likely to be called upon. In these circumstances, the protection and safeguarding of life and public safety is the highest priority.

### 4.1.5 Value for money, time and effort

When reviewing potential redevelopment projects, some clearly require less time, fewer stakeholders and less capital investment than others. But do these projects have commensurately less impact than larger projects? Or will the service delivery benefits be significant enough to suggest that faster results and less capital investment should be considered in decision making?

### 4.1.6 Site and physical constraints

An existing site layout or size might not afford optimal outcomes. Sites that are small, poorly located or constrained by nearby high-volume traffic may pose additional constraints that could delay or alter a project go-ahead.

### 4.1.7 Risk to delay/sense of urgency

Many departments have accepted and lived with less than desirable work conditions for many years. It is important to determine if we have reached the point where the potential negative impacts have become too significant. For example, a fire at the Public Works building would be catastrophic. What operations and services would be impacted by this? Could we manage and mitigate the effects successfully? Other impacts from workplace deficiencies can include increased sick days, low morale or employee retention challenges.

### 4.1.8 Business case analysis: Recommendation for replacement

The three buildings and facilities identified in this category (Public Works and Parks, 1961-1971 areas of the Public Safety Building and the Municipal Annex) have the following in common:

- they are more than 50 years old
- they primarily feature wood construction (in the case of the Annex and the original Public Safety building, areas are a combination of concrete block, concrete panel and wood)
- they do not meet the current British Columbia Building Code
- they have low seismic capacity (10 to 35%)
- they have several systems (building envelope, mechanical and electrical) that require significant replacement and upgrade
- they have layouts that require alteration to meet current operational practices



While it is possible to address the seismic deficiencies, system upgrades and replacement through renovation projects, the costs are significant. It is important to consider the implications of renovating existing facilities in the immediate future, as well as taking a full lifecycle economic view.

For example, taking a 20 to 40-year view on the Annex creates a broader perspective:

| Renovation | Replacement |
|---|---|
| Renovation costs 3,600,000 | Cost of new construction 3,075,000 |
| 40 year maintenance/repair 1,700,000 | 40 year maintenance/repair 600,000 |
| **Total 40 year lifecycle costs 5,300,000** | **Total 40 year lifecycle costs 3,675,000** |

As this scenario illustrates, total life cycle costing of retaining existing buildings vs new construction can cost up to 45% more. It is worth additionally noting that retained/ renovated facilities generally:

- have higher utility costs.
- are less adaptable to operations.
- have more restricted site design and layout.

Two other considerations are relevant for Police and the Public Works facilities:

- For the Police building, seismic upgrade costs will be significantly higher (30 to 40%) due to meeting post-disaster building code requirements.
- As is, the Public Works administration building would require extensive alteration. Replacement would be more cost effective than remediation, given the building code requirements for a building of its size and occupancy, its wood construction, the need for new wall and floor assemblies, and the fact that a new layout is needed to conform to building code.

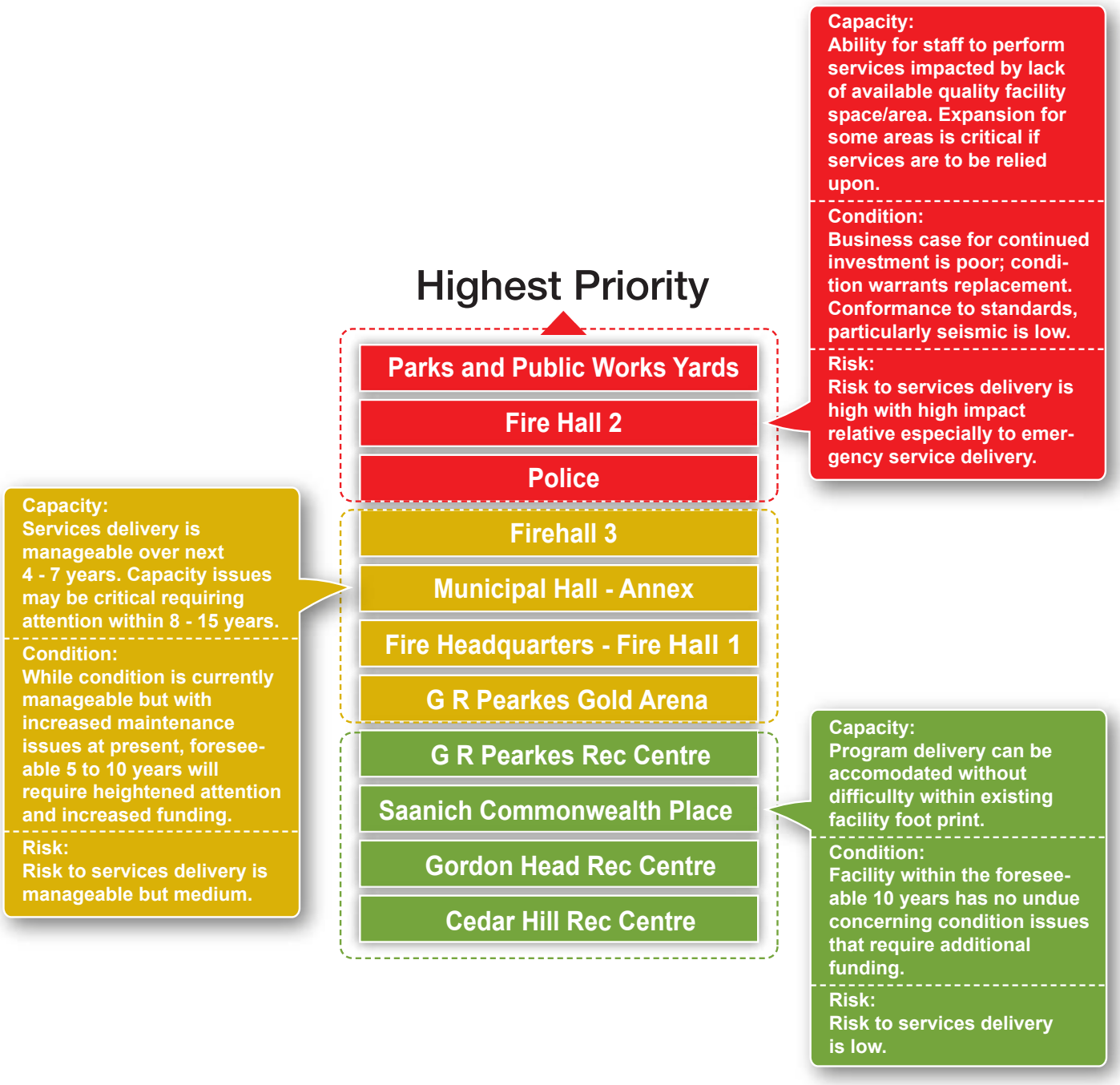
As a long-term property owner, the District has little incentive to apply immediate and short-term solutions. The higher costs in retaining the existing facilities over the longer term do not warrant continued capital investment in these existing facilities.

*The higher costs in retaining the existing facilities over the longer term do not warrant continued capital investment in these existing facilities.*



### 4.1.9 Ranking Saanich facilities

Similar to our approach in reporting on the individual facility status with a red, yellow, green ranking, the District has developed the following chart that ranks and prioritizes our facilities with respect to required upgrades, remediation and redevelopment. It is noted that the framework nature accommodates responsiveness to other criteria including external funding, grants and private-sector involvement as they arise.




Delta
CONTROLS

# 5 Governance and funding framework

5

# 5.0 Governance and funding framework

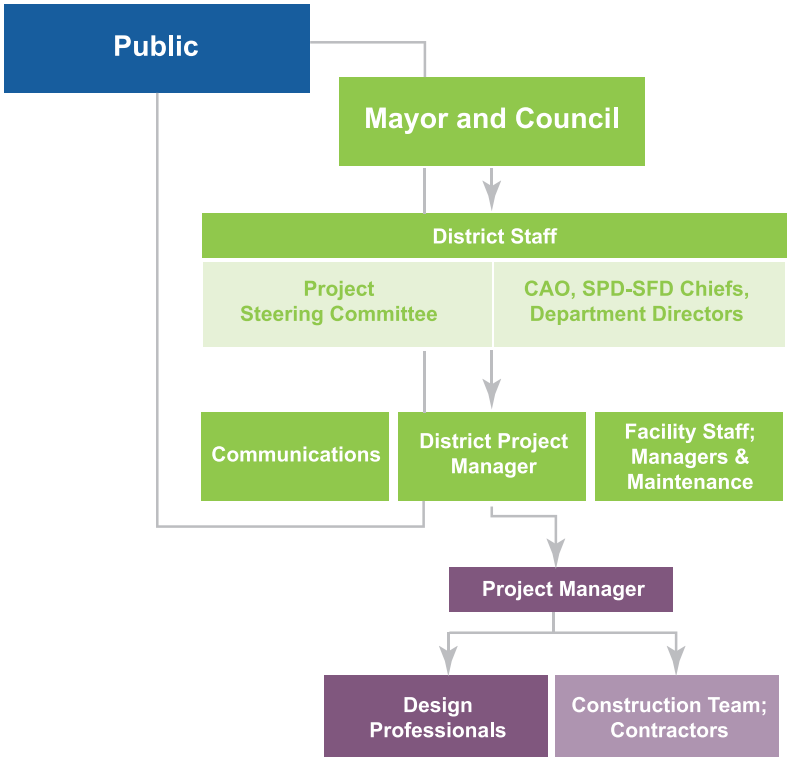
## 5.1 A process that utilizes best practices

*It is important that residents believe public funds are being well managed and that they are receiving the best value.*

Due diligence and best practices are essential if public sector investment and procurement practices are to have successful outcomes and reinforce public confidence. It is important that residents believe public funds are being well managed and that they are receiving the best value. The District is committed to ensuring the public trusts that:

- Capital investment for District assets is financially sustainable and balanced among the District's many commitments; and
- the project demonstrates an acceptable standard for design, procurement, construction and project management; and
- District staff and the project team work within a project management framework of which includes performance and success targets that demonstrate accountability.

The following framework has been established to help reduce the risk of significant challenges that might impede progress or threaten public confidence. It will also ensure that staff and decision makers apply rigour, fostering an environment of professionalism, due diligence and accountability.



## 5.2 Best practice goals and objectives

### 5.2.1 Governance; establishing processes and accountabilities

Public trust in the capital investment of public funds is best supported by processes that reflect:

- specific authority to proceed on well defined activities,
- confirmation that core business processes and service levels are not being diminished
- staff capacity and accountability.

When capital spending initiatives for facilities do come into question and scrutiny, it is usually due to:

- multi-year, multi-project spending authority that does not appear to have performance checks and balances; and
- the perception that the organization's prime objective of service delivery is being displaced by other priorities; and
- the continual implementation of multi-year contracts with staff and vendors who do not complete performance reviews or undertake a "lessons learned" mechanism that supports achieving performance targets.

A strong public trust in the staff, professionals and contractors who are implementing these projects is reinforced by reaching performance targets, continuous project reporting and staff and consultant/ contractor accountabilities.

To this end, the District will carry out program activities as follows:

#### 5.2.1.1 Project not program approvals

Once adopted, this approach will see implementation on a project-by-project basis only. This plan does not provide the District with an unlimited project implementation mandate. Each project will be treated as stand-alone with all the required performance criteria (scope definitions, project schedule and budget and funding approvals).

#### 5.2.1.2 Implementation team/project management structure

After project definition, the establishment of organization and structure for team members (both internal and external) is a critical component in project success. Best practice dictates there must be a defined hierarchy where individual tasks and roles follow an agreed pattern of accountability and process. Specific tasks must be identified, with assurances the work is being completed. A clear understanding of 'who is doing what and by when' supports good decision making and sound risk-management practices.



#### 5.2.1.3 Documentation to proceed

Project definition and business case analysis to be complete prior to approvals.

Less detailed reviews can result in the rush to advance proposals and satisfy perceived schedule deadlines. The District will complete the following at a minimum when considering project approvals:

- identification of service delivery alignment and capacity shortages
- current physical condition assessment, standards conformance
- alignment with Strategic Facilities Master Plan
- whole lifecycle and operations costing for proposed solution
- multiple project options that include status quo (do nothing)
- risk analysis and mitigation
- current District funding affordability and cash flows for initial capital investment and whole lifecycle/operations implications
- consider opportunities for cross jurisdictional shared planning, operations and capital investment.

*... the implementation of projects requires a careful and thoughtful identification of what is required.*

The section "Facility Redevelopment; Business Case Analysis further details the process and can be found in the appendix.

#### 5.2.1.4 Reporting: project completion, effectiveness and lessons learned

The program's goals of ensuring service delivery will require the development of project completion checklists at both construction completion and the one-year warranty mark. This focus extends beyond contractor performance, encompassing the following criteria:

- Service delivery: A methodology and metric will be developed to ensure service delivery is (at the least) being maintained compared to previous levels, or best case, is improved.
- Staff accommodation and workplace satisfaction, public input: How adaptable have the new facilities been for staff? Are they comfortable, do they support change, have all the purposed spaces fulfilled their intentions? What comments and input could the public provide? Compilation of this information is generally most efficiently collected through a survey.
- Maintenance: Have the day-to-day functions of Saanich building services' workers been made easier, simpler, and more efficient? Has the specified and installed equipment performed to their intended stress and use levels?
- Operational costs and utilities: As new systems are performing well and energy efficiency targets are being met, is the District seeing lower utility costs? For building operations in general, have costs been contained and lowered, demonstrating that performance targets have been met?
- Completed obligations: Have all personnel staff, contractor and design professionals successfully completed all obligations with necessary commissioning, reports, inspections, as-built drawings, etc?

When this checklist can be successfully completed, a summary report can be produced. This will serve as a public record, and will also help guide pending projects by determining if:

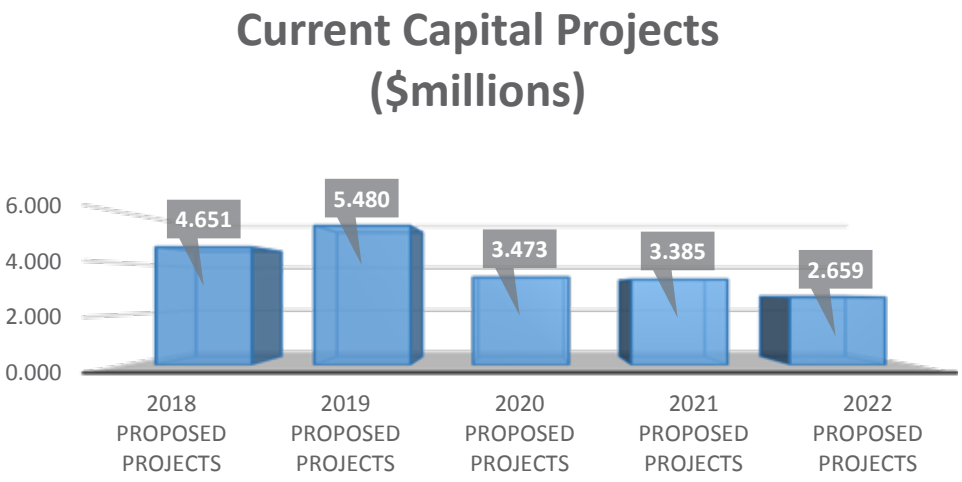
- the team of project implementers are adequately experienced and skilled to undertake the next project.
- past project successes and challenges were documented and used to enhance future performance and improve project management processes.
- any significant or concerning negative results are listed in the project summary report, and sufficient resources have been provided to support staff to successfully implement the next project.

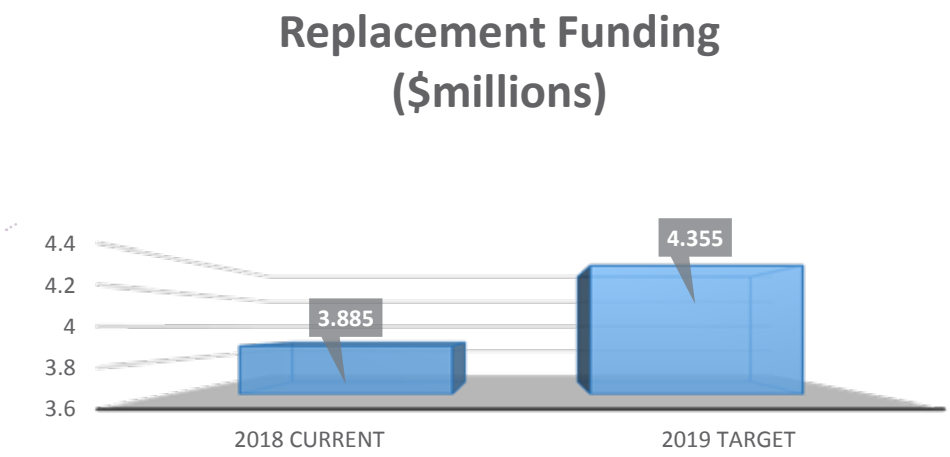
### 5.2.2 Funding

As stated in section 5.2.1.1 each project will be developed with an appropriate budget and tailored funding approach. Funding options may include reserves, debt, grants, third party funding if a partnership is involved, and land sale proceeds. As options for grants, third party funding and land sale revenue cannot be predicted with any certainty until the project scope is clearly defined, detailed project funding plans must flow out of project development.

#### 5.2.2.1 General Capital Program; a. Capital projects

In accordance with the Community Charter, the District develops a five year capital plan adopted by Council with the Financial Plan Bylaw. District staff maintain a comprehensive plan for all facilities and their required repair and replacement needs. This plan prioritizes all the projects and establishes estimated budgets. The projects generally reflect discreet building systems or elements such as lighting upgrades, envelope remediation or emergency lighting replacements, as typical examples. The Financial Plan book describes in detail the specific projects on the one year horizon and a summary of the expenditures planned for the following four years. Proper maintenance and timely repair of foundational building components such as roofs, HVAC systems and building envelopes are an essential part of asset stewardship and ensures that buildings can last their full expected lifecycle.






### 5.2.2.2 General Capital Program, b. Funding

A review of the Draft Financial Plan, 2018 - 2022 on page 88 shows that there are four funding sources for capital projects: core budget (or direct taxation), reserves, grants and borrowing.

The District established a capital funding framework over a decade ago around annual sustainable funding. The targets that were set to implement this framework are calculated based on the cost to replace and how much you need to have in your annual budget to fund eventual replacement - or cost divided by years of life. Significant progress has been made toward these targets. For facilities, the annual target is $4,355,000 and with current levels at $3,885,000 it is anticipated that the target will be reached in 2019.

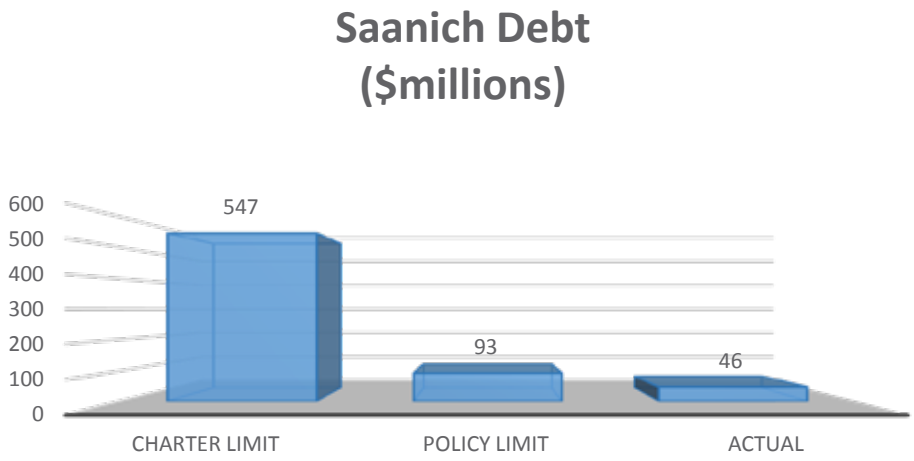
Reaching this target will bring our annual funding to a sustainable level; however as the program for facilities was not implemented in earnest until 2014, there is a backlog of funding for all the years between when the facilities were built and 2014.

### 5.2.2.3 Reserve Funds

In 2014 Council established a Facilities Repair and Replacement Reserve Fund. As many facility projects tend to be large and infrequent (e.g. roof replacement every 20 years) setting aside smaller amounts each year and essentially saving for the big projects is fiscally prudent. The reserve fund is also growing to ensure a portion of the funds needed to eventually replace buildings are available. Council considers opportunities to build this fund as they become available. In 2015 a substantial contribution was made from the prior year surplus. The illustration below provides information regarding planned transfers and the projected reserve fund balances over the coming five years. District capacity for the program will be dependent upon sustained commitment to building reserves to support existing infrastructure from all Councils over the coming decades.


#### 5.2.2.4 Debt Funding

The amount of money a municipality can spend on debt payments is capped by provincial legislation. Saanich Council has established a lower cap with its Debt Management Policy. Saanich's limit for general purposes (not sewer or water utilities) is 7% of property tax revenue or 93 million dollars. As the illustration below shows, the province's cap is 547 million dollars, Saanich's policy cap is 93 million dollars but the current actual debt is 46 million dollars. This means that Saanich has room to use long term debt in the future to fund facility projects.



#### 5.2.2.5 Grants

Grant funding opportunities from other levels of government change over time both in terms of what is considered to be an eligible project and the level of funding or percentage of total project cost that can be awarded. It is challenging to rely on grants, but the District closely monitors all granting opportunities and submits applications where projects align with the stated objectives of the grant funding opportunity. Saanich has had great success with grant funding for a variety of projects over the years. As many grant programs currently focus on reduction in greenhouse gas emissions, there may be opportunities where facility projects include improvements to energy efficiencies.

#### 5.2.2.6 Revenue Generation

**a. Lands**

While the District currently is not in a position to comment on its property assets and whether any imminent disposals are realizable, the opportunity cannot be discounted, particularly when current regional property values are escalating. The District however typically has not seen its property assets as a means to leverage financial opportunity relative to opportunities to permanently dispose of an asset. Most jurisdictions prudently hold on to publicly owned properties as long as possible, seeing them as valuable assets that once sold are almost impossible to replace. However, in certain circumstances, the District may consider such an opportunity to be beneficial.

**b. Lease to and/ or partnership with private sector**

The District typically will first look to its' own resources, both as means of course and commitment to its capacities; both in available funds and assets as well as human resources/ staff. Depending on the project and the situation however, opportunities may be identified whereby private sector involvement may be found to be attractive and for both parties, beneficial. These may practically appear in the form of:

- Facility sub-lease
- Land parcel subdivision/ rezoning off existing district-owned property
- Public private partnership

### 5.2.3 Other Considerations

#### 5.2.3.1 Performance targets / scope defintion

Since service delivery is the District's key function, the implementation of projects requires a careful and thoughtful identification of what is required. The need for the project must be clear, with a focus on "why" before "how". Organizations too often lose sight of the need to adequately define the problem by getting caught up in moving to the solution. If the problem is not well defined, the outcomes are certain to be even less successful.

Upon determining the need, staff must clearly set out the performance and service delivery targets that the project will help achieve. It is recommended that all future project work references this Strategic Facilities Master Plan to achieve consistency in the application of project approvals. Performance targets need to be implemented throughout the activities cycle of the project, with the aim of meeting time, budget and quality expectations.



#### 5.2.3.2 Business case preparation

Projects begin not only with an idea of what needs to be realized, but ideally after a level of scrutiny that asks questions including:

- Is there only one solution?
- Are there alternate and cheaper ways of doing this work?
- What are the negative impacts (if any) to service delivery if we decide not to proceed?
- Have all the contributing factors for cost been considered, including lifecycle, operations (utilities, staffing and maintenance) and inflation?
- Are there capital offset opportunities; either in revenue generation, cross jurisdictional program sharing or private sector contributions?

While operations could appear to be a minor additional consideration, it is generally recognized that the original capital costs for a facility are typically only 15 to 25% of the whole life costs of the facility. The cost of long-term maintenance, operations and staffing must be considered so these expenses do not produce significant unforeseen operating budget pressures years after project completion. The complete lifecycle proposition must be addressed to understand what the District is fully committing to prior to decision making.

This analysis is further reflected in the Financial Department's Purchasing Policy, which specifically notes the following:

> *"The District is committed to ensuring best value for public money expended on goods, services and construction. The District does this by pursuing the lowest "whole-life cost"… .."Whole-life cost" includes planning, design, construction, acquisition, associated training, operations, maintenance, renewal and rehabilitation, depreciation and cost of finance and replacement of disposal."* [1]

#### 5.2.3.3 Public consultation

Following the District's Public Participation Policy, the level of public consultation undertaken will be dependent upon several factors including the scale, scope and potential impact of the project. It is also important to understand the effect of consultation on overall project schedule and success. An understanding of the issues that could arise is essential to allocating both time and financial resources to the project. Larger scale projects with a high public profile for example can require months of public consultation.

[1] District of Saanich, Administrative Policy, Purchasing Policy, July 20, 2015, pp 1,2.

#### 5.2.3.4 Risk identification and management

Project management best practices include the development of a risk register. This exercise brings stakeholders together to discuss, and based on collective experience and knowledge, review a range of issues that may arise. The outcomes of the exercise forces stakeholders to grapple with the 'what-ifs' and to propose activities, measures and response strategies that can be implemented to reduce negative impacts.
The creation of a risk management plan considers the **likelihood** that an event or issue may arise, the **impact** from such an event and then a written **response** strategy. A response strategy is a cycle of activities that begins through issue identification followed by processes that seek to address, act and monitor the response.

### Risk Review Cycle

## Sample Risk Matrix

| | IMPACT | | | | |
|---|---|---|---|---|---|
| **Likelihood** | **Insignifi-cant 1** | **Minor 2** | **Moderate 3** | **Major 4** | **Cata-strophic 5** |
| 5 (almost cer-tain) | 5 | 10 | 15 | 20 | 25 |
| 4 (likely) | 4 | 8 | 12 | 16 | 20 |
| 3 (possible) | 3 | 6 | 9 | 12 | 15 |
| 2 (unlikely) | 2 | 4 | 6 | 8 | 10 |
| 1 (rare) | 1 | 2 | 3 | 4 | 5 |

| Likelihood | Chance of Occurence |
|---|---|
| 5 (almost certain) | **>80% chance of occurence** |
| 4 (likely) | **51-80% chance of occurence** |
| 3 (possible) | **21-50% chance of occurence** |
| 2 (unlikely) | **6-20% chance of occurence** |
| 1 (rare) | **<5% chance of occurence** |

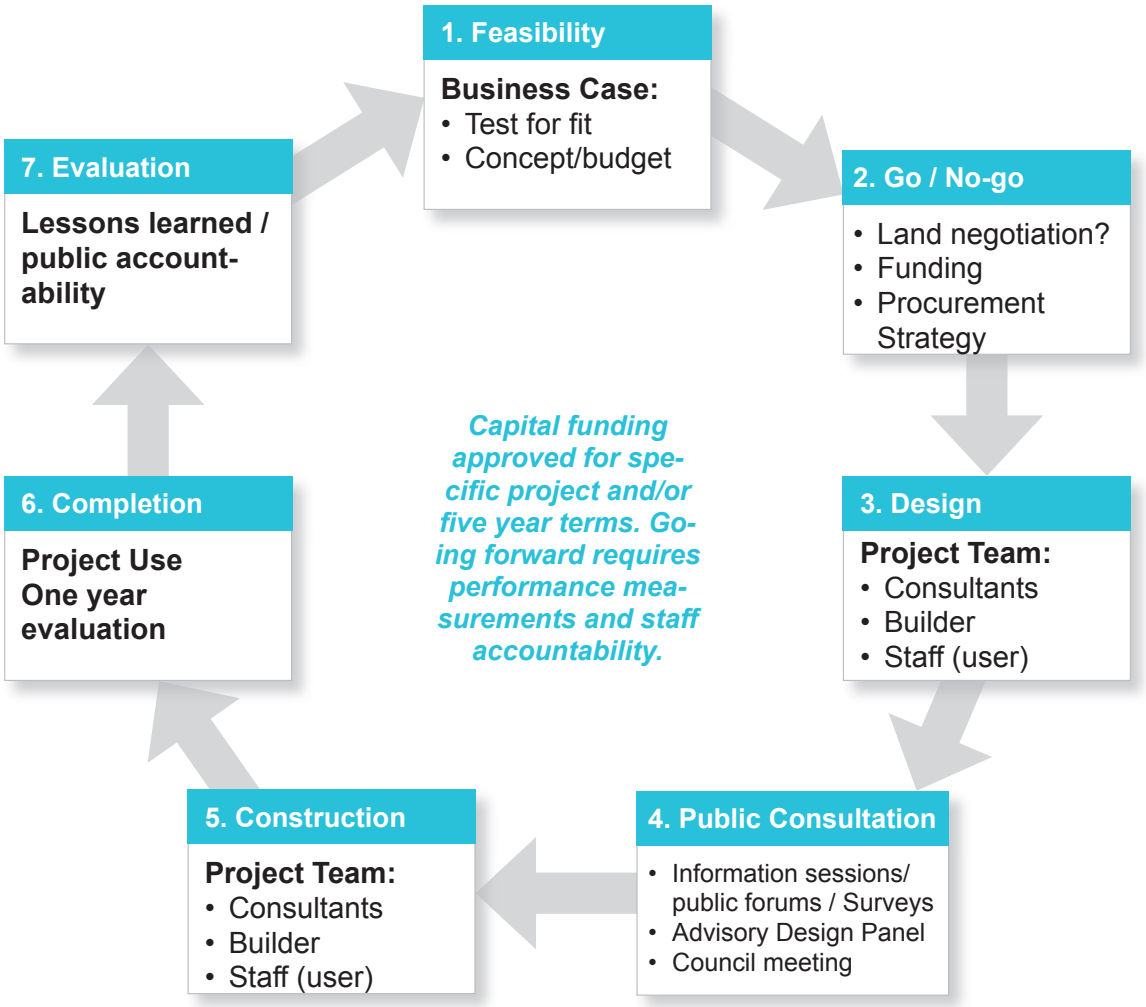
# 6 Project implementation framework

6

# 6.0 Project implementation framework

**Careful planning helps pave the way for successful construction projects.**

*Once needs and requirements are established, all projects begin a process of continual refinement. This helps create a realized, physical solution that follows a tested and widely practiced cycle of activities. The following graphic outlines this process:*



## 6.1 Feasibility Study

Building on business case preparation, the feasibility study helps answer these important questions:

- How much is this going to cost?
- Can we afford this project now and in future years?
- Is this the right project at the right time?
- Are the desired results and performance achievable?

### 6.1.1 Test for fit

Proposal development needs to go beyond an abstract paper exercise. While programming can describe the spatial requirements, a confirming exercise will prove that the project can be fit on the considered property. Further analysis is required to confirm:

- fit with land zoning (use, setbacks, height restrictions, density and parking).
- vehicle and pedestrian access.
- topography, natural features.
- layout impacts related to building code, i.e. limiting distances, building area, construction-type materials.

### 6.1.2 Concept budget

The following excerpt is from a publication of the Auditor General for Local Government:

*As the project becomes better defined, budget estimates can become increasingly accurate. The greater the accuracy of the project budget, the greater the opportunity for your local government to manage the project within your fiscal limits. Until a project is actually constructed, a cost estimate always represents the best judgement available at the time. Quantity surveyors, professional engineers, design consultants and the development of detailed specifications can all help develop a "hard:" project budget. In addition, the use of contingency amounts can minimize the potential for cost overruns if they are properly managed.*[1]

The approvals process requires sufficient documentation detail in order for decision makers to have confidence. In the earliest stages of project development however, the level of detail associated with conceptual design is usually low. Typically, the

[1] Auditor General for Local Government of British Columbia; AGLG Perspective Series 3-T1, April 2014, p. 17

profession of quantity surveying assists this by assigning a contingency factor with a percentage level on estimates. When a project has a highly detailed set of drawings, the degree of precision in estimating quantities is relatively high. For example, a Class A estimate allows for a contingency of +/-10%. When a drawing set contains very little detail, the estimate may include a contingency as high as 35 to 50%. The designation of the level of certainty allows decision makers to realistically document and rationalize their options. Other considerations for inclusion in concept budgets include:

- internal resource costs factoring time (months/years).
- legal costs (if required).
- financing.

## 6.2 Go/no-go

### 6.2.1 Making the decision

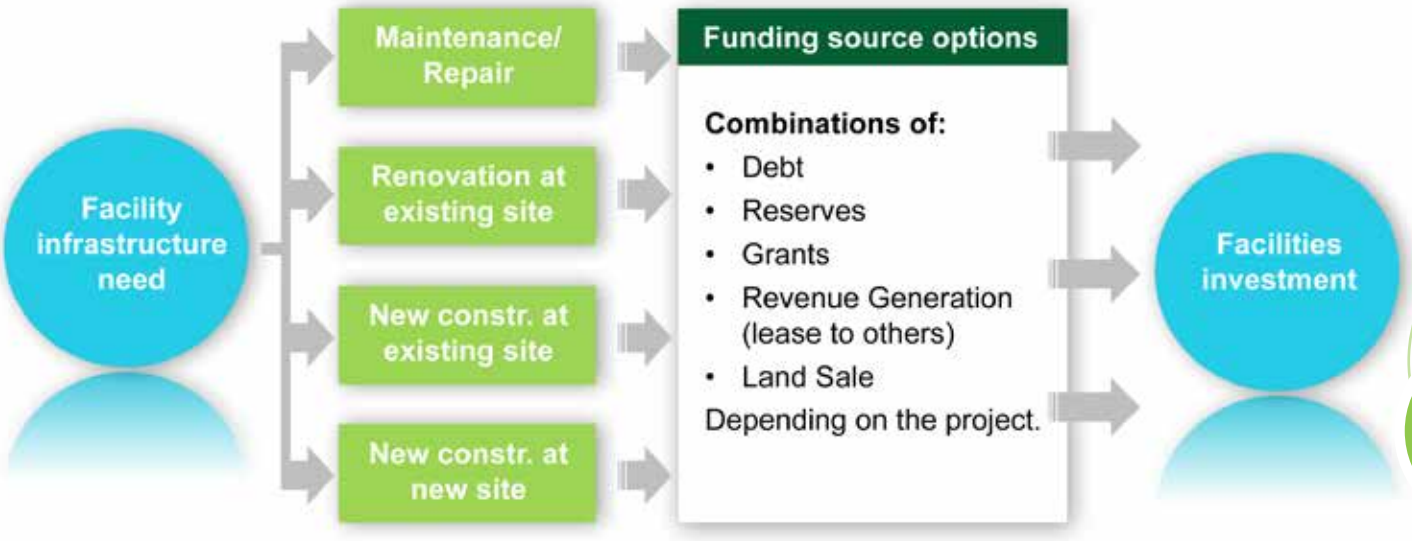
Ultimately, project implementation cannot be realized until decision makers review documentation and discuss the relative merits of the proposal. In addition to reviewing the concept's business case, other discussion topics may include:

### 6.2.2 Land considerations

In the case of the District of Saanich, is this concept planned for District-owned land, or do we need to consider a land purchase? Do we have data on the cost to purchase the property? Does this property require significant remediation or infrastructure development? Are we looking at the total transaction as including the sale or lease of existing municipal properties so we can achieve a more positive bottom line with revenue offsets? If the property is existing municipal land, are there any remediation or site utility development costs?

### 6.2.3 Funding

The District will review various funding options as described earlier. The various project requirements are likely to include accessing debt, reserves, grants, revenue generation and/or possible land sale. The overall funding strategy should also detail a cash flow analysis that aligns with the proposed project schedule.




### 6.2.4 Procurement strategies

The District has an extensive history of engaging the design and construction communities and providing a wide variety of projects, both in type and size. From small replacement and upgrade projects to significant builds like the recent Arts Centre at Cedar Hill, our portfolio reflects close to 60 years of working with great teams of professionals and contractors.

When public bodies consider most procurement opportunities the general aim is to award to the lowest-cost bidder. For construction projects, the bidding competition, also known as the construction tender, typically has lowest cost as the one evaluation criteria, as usually awarding to the lowest bidder does not consider credentials or relevant experience. Despite the financial benefits of the low bid, no owner wishes to be burdened with an inexperienced or inadequately skilled designer or contractor.

***The District needs to be responsible and responsive to the dynamics that result while implementing capital investment.***

With our focus on service delivery, the District's goal is to deliver facilities that are **the most affordable to design, construct and maintain**. As an owner, our project goals strive to deliver projects on time, on budget and fulfilling our performance requirements. Conversely, we aim to avoid:

- designs that cannot be built within our schedule or budget and which do not reflect the needs of stakeholders.
- a construction activity fraught with disagreements, delays, significant change orders and claims for additional monies.
- a project that shows evidence of multiple design, construction and operating deficiencies within a few years of completion.
- adversarial relationships between the various parties that result in legal disputes.

This one award-criteria format is also known in construction tendering as a stipulated sum contract. Despite its extensive use in the industry, it has been joined by other emerging forms of contract procurement options over the past 20 years. These other forms generally employ a two-stage procurement. It begins with a Request for Qualifications (RFQ), and then a Request for Proposals (RFP) which lists, ranks and scores other criteria such as credentials, relevant experience and lowest cost. While public agencies have employed this process in the selection of design services for several years, emerging alternate forms of construction procurement reflect the industry's recognition that the lowest price quote is not always optimal. The two most well-known alternate procurement formats, Design-Build and Public Private Partnerships (also known as P3s), feature benefits including:

- a first phase competition of teams that after evaluation recommends only qualified teams to the next stage of selection.
- a lengthy pre-design and planning activity that has the opportunity to reinforce and better clarify an owner's requirements and responsibilities.
- proponent teams are composed of designers and constructors who work together. With one contract rather than two, an owner's risk of seeing disagreements between designer and contractor is mitigated.

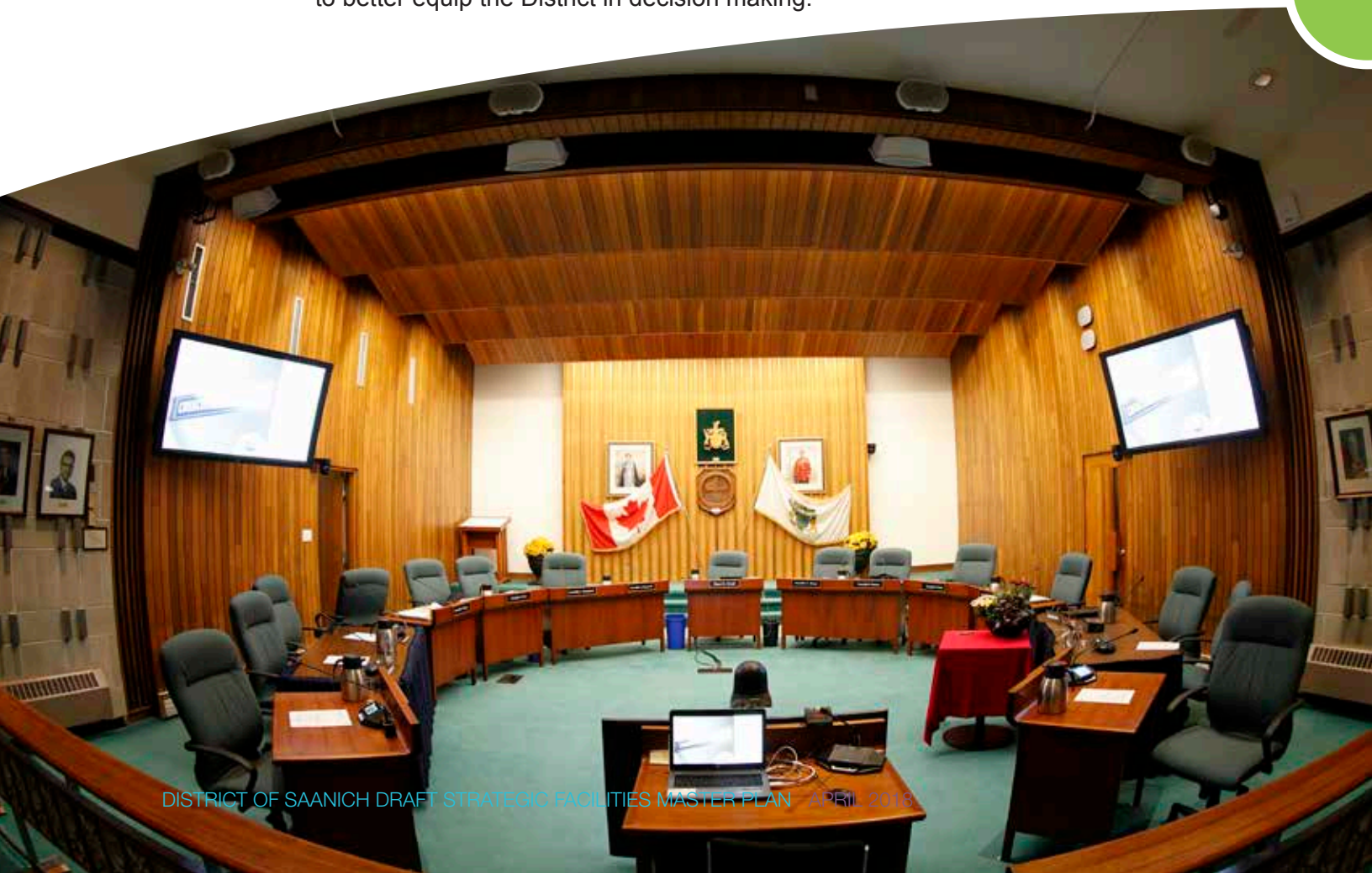
Construction management provides another contractual variation that can be used with all other procurement forms. The distinguishing difference is in the sequential tendering of separate contracts throughout the length of the project and that often the project is 'fast-tracked' allowing for compressed project

scheduling. This meaning that while the design of the foundation is done and construction begins there, full project documentation for other areas may still be in development. The value in construction management is in the skill and experienced leadership from the vendor being able to save time and money and the fact that a 'best value' proposition is being continually employed throughout the project.

The District is aware of its options and considers the benefits relative to all forms of procurement. One approach is not favoured over another. We appreciate that any procurement methodology requires the following principles and objectives in order for us to maximize its capital investment:

- Clarity in District functional requirements and targets. Performance criteria must be measurable and objective. Services delivery remains the key objective in all projects.
- Heightened investment in project planning and pre-construction activities. Resources, time and budget must be clarified during the planning process.
- Business case documentation. A procurement options analysis and market capacity review should be incorporated to better equip the District in decision making.





- Leveraging of relationships, experience and capacity of the marketplace. This recognizes building type and size in successful projects and reflects the expertise and capacities of design professionals and construction teams. Unproven experience generally increases risk.
- Clear contractual responsibilities. Effective procurement assigns contractual responsibilities to all parties with equity. Those responsibilities reside only with those best equipped and suited to perform those functions.
- Mutually beneficial approaches. The District's procurement opportunities align well-defined requirements and capital investment with the skills, experience and capacity of the private sector in a manner that is financially beneficial to all parties.

## 6.3 Project Impacts and Design

### 6.3.1 Project impacts from public input

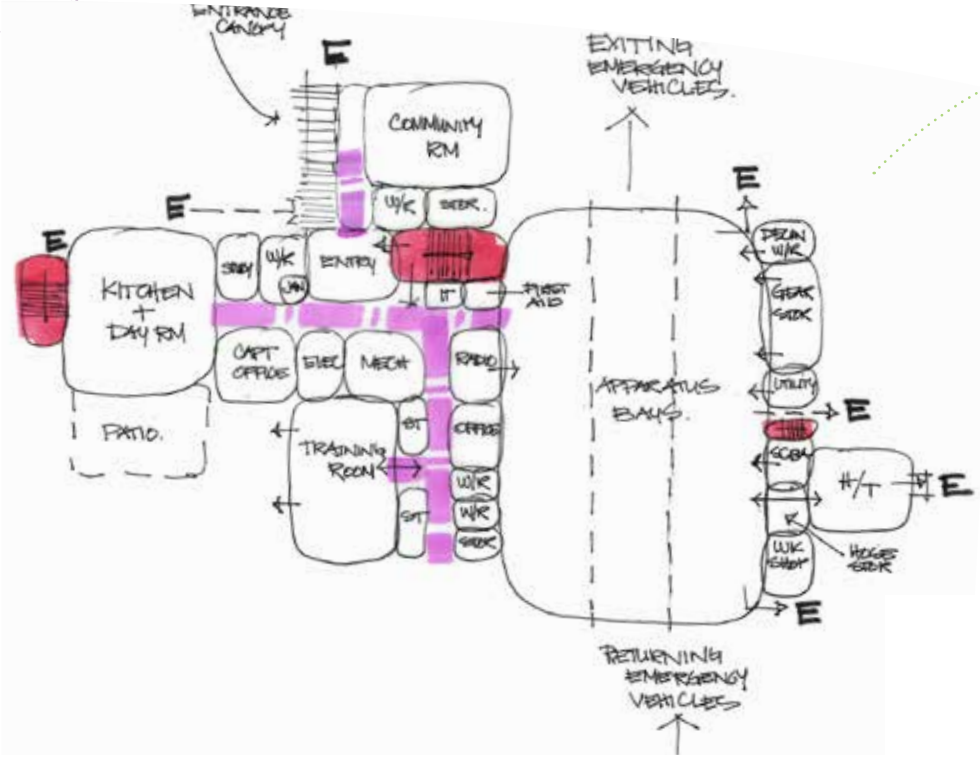
The District of Saanich involves citizens and gathers input from the public as described in the District's Public Participation Policy[1]. This document provides a thorough and detailed description of how the District intends to commit resources and conduct processes when engaging with the public. It is the basis for how this program will involve, engage and set about to achieve its goals. Certainly, as described further in this document, this program has employed public engagement through two separate month long activities. The positive contribution of these interactions to the program has greatly assisted with the framing of the issues and the received knowledge as to the concerns the residents of the District have on our facilities.

Through public meetings in Council Chambers, Saanich gives residents a chance to participate in deliberations on important community matters. Residents can personally address Council, speaking about the topic and asking questions. This form of democracy reflects municipal government's commitment to its citizens. For the kinds of municipal projects reflected in this document, decision makers must understand the magnitude of projects, financial commitments required and the risks in order to effectively communicate with the public.

### 6.3.2 Design

The design of a new facility goes far beyond style, look or feel. While aesthetics are subjective, citizens pay for services and they need our facilities to function, operate and perform

[1]District of Saanich, Administrative Policy, Public Participation Policy, September 2013.




**Conceptual Design: Operational size and relationships sketch for Fire Hall.**

effectively. The District is committed to carrying out a design process that supports service delivery.

### 6.3.2.1 Performance and design targets

For most professionals, the design process begins with input from a client. It then proceeds to developing the design and ensuring conformance to applicable codes and zoning. In Saanich, our design considerations include the following:

Design adaptability. Understanding the service delivery changes as well as the dynamic nature of technology, does our facility anticipate workplaces that need to grow or shrink? Will the infrastructure easily accommodate two more pieces of equipment? Have we left enough physical room on the site to facilitate the next addition? Has the design accommodated future climate changes?

Long-term annual utility costs. The design should start with a baseline target of performance. It should reflect building code compliance (at minimum) and anticipated future targets (at best). As we monitor our equipment and our monthly consumption and utility costs, are we being effective in building systems

management? Can we better our targets and lower our costs over the long term? Have we accounted for changes in utility demands based on projected climate changes?

Servicing and maintenance. Has the equipment we installed kept maintenance to minimum staffing levels, or do we have equipment that is complicated and requires additional training or staff time? Is regular manual servicing required or do we have support systems in place to help us more effectively use our time and resources?

LEED Silver/Gold conformance. LEED Silver or Gold conformance is an Official Community Plan Policy of the District as well as Council Green Building Policy. It uses a specification target checklist that not only reflects minimum energy performance targets, but also includes several other practical factors (saving water and improving air quality) and positive economic benefits (use of regionally harvested/manufactured materials). It is recommended that the District raise the LEED certification from Silver to Gold as a minimum to better reflect current industry practices as well as more aggressively assisting the District's commitment to energy conservation and climate change.



Our facilities must support staff in service delivery, the District's key focus. Three general design themes related to performance should be considered:

1. Capacity and the physical container specifications (dimensions, ergonomic criteria for staff as they perform their work) of all workspaces including storage and support.
2. Well-being (inviting, pleasant, attractive, easy-to-navigate workplace that provides a positive outlook and relationship to the community)
3. Comfort and technical assistance (adequate heating/ cooling and comfort controls, electrical supply, lighting levels, technology, sustainable energy)

#### 6.3.2.2 Environmental sustainability and climate change factors

Saanich has committed to an 80% reduction in greenhouse gas (GHG) emissions and becoming a 100% Renewable Energy corporation and community by 2050. This commitment is not strictly about renewable energy, but seeks to minimize our energy demand and carbon footprint /greenhouse gas emissions. Sustainability goes beyond energy considerations and also includes :

- Transportation – this accounts for 60% of our community wide GHG emissions and, as such, it will be critical to ensure active modes of transportation (walking, biking and transit) and zero emission vehicles are supported and prioritized e.g. site location close to core corridors and urban centres, connections to the frequent transit network, proximity to a car-sharing program location; and building design through sufficient quality bike parking, end of trip facilities, Electric Vehicle (EV) charging infrastructure and pedestrian friendly environments.
- Material use – use of locally reclaimed, recycled and sourced materials as well as low environmental impact materials. Reduction of material use would also be supported through an adaptable design approach, which can easily accommodate changing uses and designing for deconstruction to responsibly manage end-of-life building materials to minimize the consumption of raw materials.
- Waste management – with a goal of achieving zero waste, building design should incorporate sufficient space and facilities to ensure maximum waste diversion (composting and recycling) and minimize waste generation
- Water use reduction – building design that minimizes demand for water and incorporates site wide and/or building specific water re-use.
- Storm water management / water efficient landscaping - site design that supports the natural environment (drought tolerant, native landscaping, site-contained surface drainage, minimal storm water volumes directed to municipal storm drain system).
- Biodiversity – design that minimizes construction disturbance and negative effect to the environment whilst maximising ecosystem value within the development
- Climate Adaptation - building design that considers future climate projections and mitigates negative environmental impacts (heat island effect, lowering the reliance on mechanical equipment heating and cooling).
- Education - building design that educates the public and raises awareness of Saanich's commitment to the environment and sustainability.

#### 6.3.2.3 Business continuity and post-disaster specifications

In the past few years, owners along with emergency services and the design community have identified the need to factor in facility resiliency as a design performance consideration. Resil-

ient design seeks to raise awareness of building performance during a negative event (natural or man-made). This is not strictly about building to post-disaster building code standards, but considers:

- workplace functionality in the absence of grid-supplied power and water supply/waste removal.
- shelter both for staff and the public.
- reliable external communications.
- minimal downtime and recovery requirements.
- post-disaster service provision.
- minimal post-disaster costs.

#### 6.3.2.4 Project team

##### Owner (staff)

Saanich typically employ staff in the Engineering Department who are responsible for managing the day-to-day facility maintenance, strategic planning, project development and implementation. Stakeholder staff from the facility or department involved will also be included as part of the Saanich team responsible for the project. Although maintenance staff may not be required at the initial planning stages of a project, their participation and involvement at some point in design and implementation phases can assure better coordination and ultimately improve long term maintenance staff duties.

Staff engagement with consultants includes the provision of mechanical, electrical and interior standards. These help to guide the designers in the development of designs and specifications such that common equipment types, operating procedures and maintenance and repair efficiencies are realized.

##### Consultants

The full list of consultants the District may engage is extensive. Typically, design professionals are involved as well as a broader team of subject matter experts able to provide specific professional expertise. In larger projects this can include an architectural team, and civil, structural, mechanical and electrical engineering consultants. The team can be further broadened by specialists as required including geotechnical engineering, landscape architects, interior designers, heritage consultants, project managers, hazardous materials consultants and environmental and building envelope consultants. Quantity surveyors are engaged at several milestones in the project to ensure budgets are established and that resulting costs are within

expected ranges.

### Builder

Contractors and the building team not only construct the project facility, but also oversee quality, workmanship and system installations. In large part, the quality of the finished product is a result of the skill and expertise of the building team. Successful contractors are keenly aware that although performance that is efficient that supports both the contractors profit as well as meeting contract deadlines is necessary, employing good craftsmen and trades result in an end product that the construction team can be proud of. It would be a mistake to assume that all contractors are motivated only by a bottom line. Many take tremendous pride in their work and it is with these teams that the District should seek to foster good contractual relationships.

## 6.4 Public consultation

Since 2013, Saanich has used its public consultation policy and framework to successfully guide the District's major initiatives. For building and facility construction, the level of public consultation increases dramatically and is carried out long before any construction. When considering project implementation, community consultation and involvement and the Saanich Design Panels and Council processes provide the District's primary opportunities for public input.

## 6.5 Construction

### 6.5.1 Procurement; public opportunity.

The District is committed to ensuring opportunities for contrac-

tors and suppliers are transparent, non-discriminatory and in compliance with Canada's competitive bidding laws and trade agreements. Every construction opportunity — from small renovations to building systems lifecycle upgrades or large redevelopment projects is meant to be made available to the widest possible audience.

Saanich Purchasing Department is the District's sole appointed group that undertakes procurement opportunities. They are seen to act as a neutral party and are responsible to select the purchasing method. For example, bidding opportunities for most large projects are posted by purchasing staff on the District's website as well as on BC Bid.
Staff in Purchasing are responsible to manage the tender through centralized correspondence with the vendor and contracting community. Engineering staff oversee the project development and are available to answer questions. Bidders must be given sufficient time to prepare their bids. Purchasing staff undertake proper documentation and process to ensure that all bidders are treated equitably.

The District's construction contract documents are industry standard and follow best practices that have been informed by years of design and construction processes. Typically, the contract is a stipulated sum, Canadian Construction Documents Committee (CCDC2) contract between owner and contractor. The District enters a contractual relationship only through standardized, industry-recognized contracts to best manage risk.



### 6.5.2 Approvals and award

Posted bidding opportunities close on a specified date and time, with the bid submission explicitly stating mandatory compliancy terms. Saanich's Purchasing Department closes the tender, records them received and then reviews them for compliance to mandatory criteria and for the lowest qualified price. The District's decision to enter into a contract with a vendor is a significant one. When the commitment is over established limits, Council must pass a motion at an open meeting to approve the award. Only after Council has voted to accept the staff recommendations to approve the contract award, does the District enter into a formal agreement. The process includes several checks to ensure that a good contractual foundation is in place to support a successful project.

### 6.5.3 Managing scope, schedule and budget

The interdependent triad of scope, schedule and budget is key to understanding the dynamics put in motion with a construction contract award. Although a stipulated sum contract may provide assurances that there is a maximum financial commitment, the contractor's bid reflects the amount of time and work required. Certain factors can begin to affect the schedule and scope, and put the contractor team over budget, including:

- unforeseen external factors (weather event, natural disaster, contract suppliers not able to provide goods, strikes or labour disruption).
- owner-requested scope changes (deletions or additions).

There are contract mechanisms in place that obligate the contractor to work to the contract terms, particularly cost. The owner must react quickly to emerging issues and not be seen to adversely affect the contractor's performance.

### 6.5.4 District accountability/reporting

While the contractor may be seen to be doing most of the work, the owner must respond to contractor-instigated queries, approve requests and attend site reviews. Typically, the owner or their representative attends all project meetings and related site reviews. During construction, the volume of paperwork and emerging issues increases exponentially with the size and complexity of the project. The District must maintain corporate records, store all project documentation, complete regular (at least bi-monthly) reporting of the project's progress, and make updates available in response to resident or media requests for information.

## 6.6 Project completion

The successful end of a construction process is foundational to the long-term use of the building. The contractor prepares to leave the site in order that the owner can move in, and all parties must confirm contract performance. The owner must ensure that the design intent of the contract documents and all the designed elements and performance criteria have been met. In addition to ensuring the quality of finishes and installations including millwork, paint, ceilings and flooring meets specifications, mechanical, electrical and life safety systems are tested to ensure operational and specification-met performance.

A critical milestone for the owner takes place once performance

is verified. Project sign-off by design professionals and the receipt of the building occupancy permit must take place before the owner can move in and start using their facility. The entire completion process usually takes a number of weeks, with the contractor submitting the following documentation to the owner:

- As-built drawings: Record drawings indicate the final locations and installations of the building components. They reflect all changes in the project during construction.
- Equipment manuals and certificates: This package provides the staff with the documentation guides they need to complete their work in facility operations and maintenance.
- Facility keys and controls, operating instructions and related training: Building maintenance staff rely on this 'how-to' information before any staff move into the new/renovated facility.

### 6.6.1 Occupancy and use

After the last cleaning is complete and all the hand-over protocols are concluded, Saanich employees can move in and begin to familiarize themselves with their new surroundings.

#### 6.6.1.1 Staff move-in/service commencement

The moving, installation and set-up of workplaces has associated costs and time, and is accounted for in the project budget. Staff belongings are packed in one workplace and unpacked in another, desks are set up, and computers are connected. Once everything works, staff can begin performing their duties. The proper orientation and training of building maintenance staff is an important step toward ensuring the comfort of facility employees and visitors alike.

Typically, several weeks are required for employees to adapt to the new surroundings. Organizing workspaces, installing supporting furniture and equipment and optimizing their location takes time. Layouts must be adjusted to increase efficiency and comfort levels, though good design work at the beginning can successfully accommodate user needs far into the future.

#### 6.6.1.2 One-year warranty

Standard contractual obligation includes a one-year warranty review. Typically, this includes the contractor, the owner and the owner's consultants who inspect and report on the build-

ing condition and systems status. Depending on the size of the project, a warranty inspection is a final but very important contractual obligation for all parties.

Most design professionals and contractors undertake the inspections with a certain expectation of minor deficiencies. Small cracks for example show the building is settling, and are to be expected. When there are numerous apparent deficiencies, the owner will need to understand if the issues are within a normal range of performance or if they need to be addressed.

## 6.7 Evaluation

### 6.7.1 Measuring impact and success

The Strategic Facilities Master Plan aims to provide more structure, ensuring successful outcomes for facility capital investment. With the completion of each project, it is recommended that the District complete a summary report confirming that:

- services delivery is maintained or improved.
- project financial performance has been achieved (within budget, or with explanations and accountability for any budget overruns).
- project schedule targets were met at important milestones.
- Saanich staff demonstrated good project management principles of decision making, accountability, reporting and lessons learned.
- acceptable contract performance is seen from consultants and contractor.
- the District's efforts to communicate with and involve the public are effective and contributed positively to the project's success.
- the completed project is noteworthy for its design and construction, and contributes positively to District residents' quality of life.
- the process was in alignment with the Strategic Facilities Master Plan.

### 6.7.2 The next project: Lessons learned help shape future projects

After the completion of one facilities capital investment project, the next project is soon initiated. Whether it is a small renovation, lifecycle replacement or a significant redevelopment project, work proceeds as previously described, beginning with a feasibility study. This new project will include a review of the previous project's summary report. Decision-makers will review:

- Lessons learned. Were there negative issues that adversely affected project results, suggesting that processes need to change by incorporating or deleting certain activities?
- Staff resources (capacity, experience, skill-sets): Is the next project larger or more complicated? Did staff undergo stresses and/or not reach performance targets, suggesting that staffing changes or additional training should be considered?

The District needs to be responsible and responsive to the dynamics that result while implementing capital investment. It must demonstrate prudence and a realistic understanding of its capacities. The goal is to see public trust continually reinforced and strengthened through responsible budget management, effective relationships with the construction team and a facility that functions as it should.

### 6.7.3 Program Progress Reporting

The risk of any proposed multi-year facility remediation program is that complete facility remediation may prove to be unachievable. In many of these situations, an organization may react by needing to delay or postpone the program. The attached herein in the appendix illustrates notionally the steps that can be taken to manage these situations. As recorded in the public engagement for this program, residents voiced concern as to how the district could end up achieving very little progress and that this program could ultimately be seen to be ineffective.

The metric as suggested is not to demonstrate the district's completion success, but to report within 5 year blocks of time that the district has:

- made services delivery targets
- made progress on facility remediation / redevelopment
- where progress has not been made, to document the reasons
- propose solutions to be implemented within the next 5 year term as to mitigate the critical effects to service delivery and how the proposed project work can be prioritized and rescheduled.




GORDON HEAD RECREATION CENTRE
EXIT
Music Studios

# 7 Next steps

7

# 7.0 Next steps

The proposed capital investment strategy is focused on service delivery in the year 2038.

## 7.1 Summary and Benefits

*The proposed capital investment strategy is focused on service delivery in the year 2038.*

This document has provided extensive description of the Districts current opportunities and challenges. To this end, the plan will begin an incremental and sustainable improvement in its facility infrastructure that supports resident requirements and expectations of services long into the future. Additionally, a rigorous level of process, due diligence and public accountability aims to ensure that projects ultimately are successful, and that the public's expectations are fulfilled.

This chapter outlines three separate initiatives and policy recommendations for the future. They include:

1. Capital reserves
2. Maintenance and repair
3. Facility redevelopment
4. Policy and implementation recommendations

Each of the above are integral in forming a comprehensive and realizable plan that aims to ensure that services delivery are carried out affordably and that the Districts' risks are reduced as much as possible.

## 7.2 Capital Reserves

Since 2012, Saanich has incorporated a sustainable funding model into each of its subsequent annual budgets. The goal has been to ensure that annual funding addresses not only the readily apparent current needs, but has considered a more long term view of total replacement. This approach reflects identifying the whole life cycle replacement cost divided by the number of years of expected asset life. The resulting value if treated as an annual fund contribution should ensure that at the end of the assets' life, reserve funds are in place and that sufficient capital has been set aside to address full asset replacement.

Staff in working with much new information and detail gained in the past two years are currently looking to re-evaluate the sustainable target numbers in 2019 to ensure that the budgets will be sufficient to cover the necessary capital investment and reserve funding to 2037 and beyond. This transition from the 2019 reserves target to future 5 year financial plan cycles will begin in advance of the 2020 budget preparation cycle.

## 7.3 Maintenance and Repair

### 7.3.1 2018 to 2023

Given the physical state and recommended redevelopment status for Parks and Public Works, Fire Hall 2 and Police, the bulk of maintenance activities are concentrated in recreational facilities. These facilities have entered a phase of heightened lifecycle replacement due to their relative ages (15 to 20 years). A consultants' physical condition report from early 2016 noted that a significant portion of the backlog of remediation items for the recreation centres were life cycle and system replacements that are due in the next five years.

A partial projects list for the next five years includes:

- IT network upgrade (District-wide)
- Pearkes elevator upgrade and replacement
- Fire Hall 1 roofing
- Saanich Commonwealth Place HVAC replacement and upgrades and Biomass Boiler design and installation to replace existing natural gas boilers.
- All district building access and security improvements.
- FH1 Kitchen/ Barracks
- Roof top unit replacements at Pearkes, Public Safety building.
- Cedar Hill Recreation Centre lounge/ lobby/ atrium glazing
- Pearkes Fieldhouse Heater and Fan replacement
- Pearkes flooring: lobby, fieldhouse, weight room

- Gordon Head Recreation Centre flat roof replacement
- Pearkes Fieldhouse roofing replacement

The District's current budget of $1.5M annually for facilities maintenance and repair capital had been determined and approved in 2013 as an ongoing commitment that addressed documented life cycle replacement over a 25 year period, 2012 to 2037. Since that time further analysis demonstrated the need to add the following for consideration:

- The District's corporate FCI at 0.38 is recommended to improve by a reasonable 35% to 0.25.
- Maintenance and Repair funding must incorporate scenarios of replaced buildings and the resulting maintenance schedules and funding associated with long term facility elements such as building envelope, interior finishes and mechanical and electrical repairs.
- It is recommended that continued major repair investment be shifted to other facilities and only urgent repairs are managed for the Parks and Public Works Facilities, Fire Hall, Municipal Annex and the 1961 areas of the Public Safety building (Police and Fire Hall 1) due to replacement considerations.

Staff will work in 2019 to evaluate previous assumptions of budget development criteria, consider the current status of facility capacity, condition and risk, and begin to formulate scenarios for future funding based on an updated work plan of facility improvements.

## 7.4 Facility redevelopment

In general terms any facility redevelopment project seeks to maximize the value of the district owned asset. The term "leveraging the portfolio" is a reminder that public owned assets have the opportunity to see not only a fix to a problem realized, but to increase the district's asset value.

The District will first address the Parks and Public Works Yard and Fire Hall 2, the two highest-priority facilities. Given the current risks with each facility and the opportunity to significantly improve facility capacity/condition and reduce risk to service delivery, feasibility studies for each facility and site will be undertaken following the adoption of this plan.

For the **Parks and Public Works Yard**, several matters must be considered prior to completing the business case.

- Phase II and Phase III Environmental Site Assessments.

District staff have been apprised of the consultant findings on the Parks and Public Works Yard site regarding the recently completed Phase III Environmental Site Assessment. The findings suggest a manageable and low risk profile for a range of contaminants detected. The District will be determining the level of risk it may retain and thus costs in the future given the options of complete removal for the identified areas of potential concern or to contain and manage the more low risk areas on site.

- Test for fit and feasibility analysis for redeveloped Parks and Public Works facility at 1040 McKenzie.
- The District will need to highlight and consider the Resident Garden Waste Drop-off operation. There are challenges and multiple options for review. Any redevelopment detailed planning will require public engagement, particularly with resident users who can help provide input.
- Confirmation through District property analysis that there are no other viable site opportunities for consideration. Should there be, an alternate site option and test for fit would need to be conducted.
- Business case analysis including project costs for both whole-life operating and capital, and other options including status quo.
- Test for fit of shared use of site area for other district or private sector uses.

**Fire Hall 2** feasibility analysis will benefit from previous consultant documentation. The basis for that information was issued in early 2016 and should still be largely applicable. Updated analysis will need to capture subsequent inflation and cost increases, and to verify the accuracy of the functional program. The list for initial consideration also includes:

- Test for fit and optional site layouts particularly considering impacts to surrounding properties.
- Business case analysis including project costs for both whole-life operating and capital, and other options including status quo.

**Further Planning implications to 2023**

Given the next cycle of proposed works which include Police, Municipal Hall, Fire Hall 1 and Pearkes Gold Arena, planning and feasibility studies could commence in years 2021 to 2023 should Council agree to their continued prioritization. These activities and budgets are to include the following:

- Police: feasibility study and business case analysis
- Vernon campus, Municipal Hall and associated potential accommodation analysis that may/may not include Police and / or private sector: It is noted that a conservation plan for the Municipal Hall should be in place prior to any considered remediation to the building; both for exterior work as well as interior.
- Fire Hall 1
- Pearkes Gold Arena replacement options analysis
- Full facility portfolio updated report card. This update which will benchmark capacity, condition and risk for the ten facilities herein will cover the remainder of the facility portfolio, including but not limited to Goward House, Les Passmore, Bert Richman, former Emily Carr Library (3500 Blanshard), and Nellie McClung Library. Smaller buildings also to be considered are Braefoot Recreation, McCrae House and Cedar Hill Golf Maintenance Facilities. The deliverable is an accurate financial picture that will direct staff to propose future budgeting for Council's consideration and approval. The budget will include replacement reserves, maintenance and repair as well as redevelopment.



### 7.4.1 2023 to 2038

#### 7.4.1.1 The Future; Beyond 2023

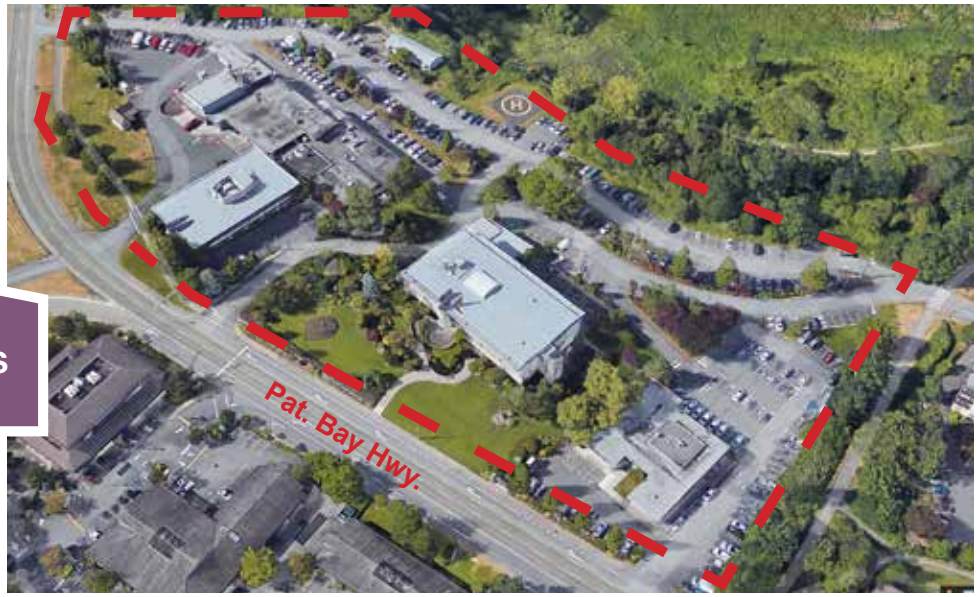
Asset management is an ongoing activity due to the dynamic nature of facilities and their operations. Building conditions change; the forces of time, weather and physical usage by occupants usually result in some form of deterioration for building exteriors and interiors and various systems and building components. And as amply described within this report, staff and public users greatly impact the capacity of a facility to function and deliver services. Effects of both these elements pose risks that can fluctuate with the degrees of change. Best asset management practices see development of a regularly scheduled condition and performance report. It is recommended that District staff provide updated facility reports once every five years with a summary determination of services delivery performance that reflect correlation to key performance indicators. The concluding decision activity is to reconfirm previously proposed maintenance and capital budgets and determine if due to changing risk, capital investment needs to change as well.

## Aerial Views

### Parks and Public Works Yard


### Fire Hall 2


### Vernon Campus



#### 7.4.1.2 Facility redevelopment

Given the assumed capital required, consideration for projects next prioritized on the list (Police most notably) it is speculated that full project implementation will be initiated only after successful completion of both the Parks and Public Works facility and Fire Hall 2. Project development however for Police in the form of pre-planning and due diligence may be undertaken sooner.

With Police as the first next service area for consideration, the Business Case feasibility analysis will review and weigh the following scenarios:

- Re-use of existing location; temporary staff moves to vacate areas to be demolished, demolish and re-build on existing site.
- Review of alternate sites, conceptual test for fit at each viable site with costs.
- Analysis of Vernon Campus site options that could incorporate Municipal Hall expansion requirements. Any planning approach shall be in accordance with the Uptown Douglas Corridor Plan.

The next projects for feasibility study and business case analysis include:

- Fire Headquarters/Fire Hall 1. Analysis shall consider retention of most building areas with exception of 1961 facility. New program areas shall follow consultants' recommendations from 2016 report that considers adding apparatus bays and new construction that incorporates fire headquarters in a post disaster building along with new Saanich Emergency Operations centre.
- Municipal Hall/Annex: Analysis will review use of demolished Annex site in order to accommodate multiple options including a stand-alone or conjoined structures accommodating municipal hall expansion as well as other potential opportunities including but not limited to Police accommodations and/ or other community related opportunities that Council may consider. Any planning approach shall be in accordance with the Uptown Douglas Corridor Plan and OCP.
- G.R. Pearkes Gold Arena rehabilitation: Analysis shall review renovations of existing structure with required seismic upgrades as well as options for removal and replacement with new structure built to building code for community

emergency assembly purposes.

- Gordon Head Recreation: Program demand analysis shall determine if modifications are required to aquatic and fitness areas and if changes in layout, configuration and area be undertaken.
- Cedar Hill Recreation: Input has indicated that an additional two tennis courts and gymnasium would address capacity and program demands. Multiple programs would be able to be run in the gymnasium in particular that are not currently afforded at this facility.
- Saanich Commonwealth Place: Addressing capacity and user demands may include an expanded hot tub, renovated and upgraded change rooms and expanded fitness areas.

## 7.5 Policy and Implementation Recommendations

This section outlines proposed and recommended policies and practices that reflect the findings in this document. It is intended that at the very least, these practices can be adopted by the District to advance the goals and objectives in this program. At the most, the list of recommendations should be considered by staff and Council for adoption as recommended new policy.



### 7.5.1 Policy Recommendations

- The Strategic Facilities Master Plan be adopted as a corporate strategic document that is implemented and followed as a template for all capital investment regarding the facilities identified herein.
- The District shall undertake the redevelopment of the Parks and Public Works yard and Fire Hall 2 as the highest priorities identified for capital investment. It is recommended that by late 2018, data and documentation will be reviewed and recommended further through feasibility study/business case preparation describing best opportunities to maintain and improve services delivery through the most efficient and cost effective use of public funds.
- That the District stay the course of the 2019 sustainable Community and Recreation Facilities funding goal through its financial planning.
- That the District provide a Program Progress Report every five years for the next twenty years to confirm:
  - Service delivery targets are being met.
  - That proposed and scheduled projects completion targets were met; and where not, documentation supporting an explanation as to why.
  - Recommendation on projects as proposed for next 5 year term.

  - Strategies proposed to ensure the District will not see services delivery jeopardized at the end of the twenty year term and that the mitigation steps necessary for the proposed projects in order that goals can be achieved.
  - Emerging needs in the next five year horizon.
- That the District amend the OCP policy concerning LEED Silver to read LEED Gold. In addition, building design should incorporate the District's 80% reduction in GHG emissions and 100% renewable energy by 2050 targets. While the energy efficiency requirements within LEED Gold are not as stringent as those necessary to meet these targets, the heightened requirement will more positively contribute to the District's wider sustainability and environmental goals.

### 7.5.2 Process Recommendations

- The District will work to connect and align facility capacity, condition and risk with service delivery performance. This documentation and reporting shall inform all considered facility capital investment strategies including maintenance and repair as well as redevelopment. Documentation shall utilize professional investigations by external consultants. Risk reviews lead by staff shall continually assess service delivery performance and the necessary strategies to reduce such risk.
- The District shall undertake a comprehensive assessment of its facilities and services delivery performance at minimum every ten years. Updated data shall inform planning concerning capital investment and budget strategy requirements. The District shall budget accordingly to consider services from consultants required to develop the documentation.
- The facility requirements database shall be kept as up to date as possible in order to facilitate quick decisions and response to external funding opportunities.
- Facility investment and the necessary planning activities shall consider the inclusion of the following considerations:
  - Whole-life asset replacement value
  - Operational costs: staffing, utilities and custodial
  - Maintenance and repair costs based on asset age and condition
- Detailed planning and design considerations shall incorporate the following Saanich Policies and initiatives:
  - District of Saanich Official Community Plan
  - Environmental and Sustainability

  - Older Adult Strategy
  - Recreation Facilities Long term planning and programming
  - Active Transportation
- The District will undertake discussions with external/regional municipalities and agencies where appropriate in order to determine if opportunities to share or redistribute services and facilities exist. The aim is to provide justification with due diligence ensuring that public monies are being used efficiently and effectively and that residents have been informed that efforts have been made to reduce capital requirements and that regional services are not being duplicated.
- The District shall maintain accurate records and reports facilitating best practices of municipal accountability to residents.
- The development of facility improvement strategies shall consider the importance of advance planning and the relative timing required for planning development and public consultation and municipal processes to be realized.
- Remediation, renovation and redevelopment works undertaken at the Municipal Hall shall follow the recommendations and specifications described in a conservation plan. This to ensure that the listed heritage elements will be protected and that the building's life and business operations can be extended as far into the future as practical.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# Appendix; supporting data

# 8 8.0 Appendix

## 8.1 Public Engagement: Phase I & II Report

### 8.1.1 Public input to date and impacts on this program

*Many are unaware; the Parks and Public Works Yard being a prime example, about the facility or the services that are delivered by staff based out of the site.*

It is intended that by the time this document receives formal approval, that District staff will have conducted two rounds of public engagement. The first, initiated on May 2, 2017, included a three-week campaign that introduced the topic to the public. The goal was to begin a discussion around the District's services and the facilities in which those services are based. The summary report can be found herein.

The second phase of public engagement was undertaken in the last two weeks of November 2017 and the last two weeks of January 2018.

Much of the feedback gathered positively acknowledged the District's efforts to explain the connection between services and buildings as well as the District's commitment to stewardship of the public assets. The reaction from many participants indicated the value individuals were finding in the educational aspects of the message; those being largely based on learning where the buildings were located as well as the types of services provided from those locations.


While feedback was largely positive in both phases the following issues and topics were raised by residents and participants:

- Costs of the renovations, remediation and particularly the suggested larger facility redevelopment projects, believed as likely being significant need to be understood and that the negative impacts to the District's finances be minimized as much as possible. Capital as needing to be spent should not have any impact on property taxes and that debt if taken on, should be sustainable and affordable.
- Coordination with regional municipalities on issues of joint or shared services delivery opportunities that could then have an impact on facilities planning with a hoped for result of minimized financial burden to the District.
- Accessibility for senior citizens; improve where possible
- Resident Garden Waste Drop-off; do not eliminate
- Centralize services where possible
- Design of facilities should promote inclusiveness and be culturally sensitive and appropriate.
- Assurance that the Strategic Facilities Master Plan will not be 'placed on a shelf' and that stewardship of the public assets will not be sacrificed for other district priorities.
- Efficient use of public funds; striving to eliminate waste and duplication

These comments have both reinforced much of the pre-existing developed messaging for the program, as well as pointed towards planning and design implementation processes. Accommodating seniors, centralizing services and reaching out to regional organizations are all valuable approaches to incorporate into our future implementation processes. The benefits of hearing from and listening to the public can only increase successful outcomes.


# 8.1.2 Summary

## Outreach / Information / Results

### Website & Social Media Views

| 1,294 | 13,014 | 4,236 | 118 | 151 |
|---|---|---|---|---|
| Web page visits | Twitter views | Facebook views | Facebook Videos views | YouTube Videos views |

### Pop-Up Engagement

| 20 | 60 | 12,460 |
|---|---|---|
| Engagements | Hours | Passer-by exposure |

| 132 | 340 | 525 |
|---|---|---|
| Completed surveys<br>pop-up sites 35<br>online 97 | Publications<br>postcards 107<br>brochures 233 | Personal discussions/ interactions at pop-ups and presentations |

**Pop-Up locations and times:**
Saanich Commonwealth Place, May 5, 10:30 to 1:30, May 23, 4 to 7, Nov 28, 3:30 to 6:30, Jan 22, 3 to 6
GR Pearkes Rec Centre, May 6, 10:30 to 1:30, May 25, 3:30 to 6:30, Nov 26, 11 to 2, Jan 20, 11 to 2
Cedar Hill Rec Centre, May 9, 8:30 to 11:30, Nov 30, 11 to 2, Jan 25, 4 to 7
Police-Fire Headquarters, May 10, 1 to 4
Gordon Head Rec Centre, May 11 9:30 to 12:30, Jan 18, 9 to 12
Saanich Centre, May 16, 11 to 2
University Heights Mall, May 17, 2 to 5
Uptown Mall, May 18, 12 to 3
Municipal Hall, May 19 10:30 to 1:30, Nov 22, 10:30 to 1:30, Jan 15, 9:30 to 12:30

### Utility Bill Mail-Outs

**33,385**
Program leaflets enclosed in utility bills mailed between May 3 - August 30.

### Community Contacts

**81**
Emails contacts sent out May 8

### Media Exposure

**News Release**
from District Communications staff on May 2 and November 22.

**Newspaper / Web**
Saanich News - Five articles published between May 17 - December 1, in addition to the website www.saanichnews.com

Public Engagement Phase I & II

# 8.1.2 Summary

## Speaking Engagements

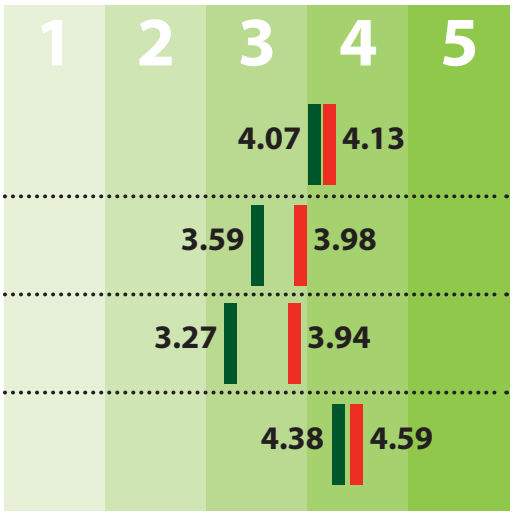
| | | | Audience |
|---|---|---|---|
| Parks Staff Meeting | April 25 | Horticulture Centre of the Pacific | 150 |
| Police Board | May 2 | Kirby Room | 20 |
| Fire Headquarters Admin Staff | May 2 | Kirby room | 15 |
| Parks, Rec Advisory Committee | May 25 | Goward House | 25 |
| Saanich Community Association Network | January 3 | Kirby Room | 16 |
| Saanich Heritage Foundation | January 9 | Committee Room 2 | 9 |
| Planning, Transportation and Economic Development Advisory Committee | January 11 | Committee Room 2 | 14 |
| Arts, Culture and Heritage Advisory Committee | January 18 | Committee Room 2 | 9 |
| Healthy Saanich Advisory Committee | January 24 | Committee Room 2 | 9 |

## Survey
## Question Results*

### Question

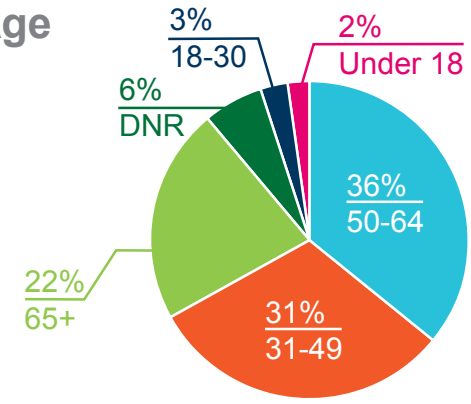
Please answer the following questions with **1** being **'low'** and **5** being **'high'**.

### Response level >>>

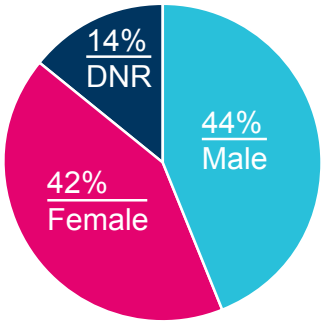



## Demographics

### Age




### Gender



# Survey continued

## Response Results

What questions do you have regarding the Facilities Master Planning process? What else do you need to know?

### Phase I

Improve timeline and plan for Gordon Head Rec Centre.

During a school break, I had trouble finding a time when I could take a toddler and 10 year old swimming together.

Possibility of bike lane on Shelbourne St.

Would like to see more seniors programs in the facilities.

Why is there no aggressive plan to address the deficit in sidewalk infrastructure?

What will you do to provide activity spaces for general interest courses that are important to the aging population. I used to teach in rec centres but suitable rooms disappeared so now I teach in Oak Bay - Shame on Saanich.

How do you prioritize the needs?

How much will this cost?

How is this integrated w/ other planning processes.

How can I keep aware & up to date?

amalgamation for core needs. (city hall, administration, police, fire, ambulance).

Everything seems to be in place for our future needs.

So much talk- lets get some action!

Need to ensure regional and amalgamation opportunities are brought into the process.

Also, this feasibility plan, in my opinion, should be part of the OCP and linked to urban planning, transportation and transit.

What order do you want to do this in?

How much will it cost.

Will there be a tax increase.

What the issues are.

What needs to be upgraded.

Very little. I can purchase a swim pass here as the Seaspan Victoria Ship yard is a part and I can use it in many rec centres. Continue the good work.

Nothing.

Good to see there's a long term process

When is the Public Works building being replaced?

Alternative means of funding new facilities

How quickly will the very poor and unsafe work conditions at the Public Works and Parks yard and office buildings be remedied?

Public Work yard is the highest priority given the state of its buildings and space constraints. Redesign must improve traffic flow and parking

Council needs to get serious about ensuring staff have minimally decent, efficient and safe work place environments so that they can deliver great service to all residents

What are the plans to replace facilities in the Borden Street yard ?

What and when are facilities going to be expanded or new sites found/ built

Are future, additional facilities being considered or only improvements to existing locations/facilities? Will the public have input into priorities?

What is this all leading to - higher taxes as usual? Should there be a regional rationalization (one can hope), what will the impact be on the need for spaces.

What are the future plans for Borden yard ?

No real questions, but this should be a ten year plan, especially for the works yard.

we need more hockey and lacrosse facilities. only two ice sheets for the entire municipality is not enough

Why has it taken so long to determine that the facilities need to be upgraded? What was the delay?

Rec centres are not just short on ice time but box lacrosse access also very limited. Expansion to Pearkes badly needed to support team sports.

I believe strongly in the need for further recreation investment

What plans are there for the growing need for places to play box and field lacrosse.

How is Saanich planning to accommodate the need for more dry floor/ arena time? Lacrosse seems to be very undervalued as a community sport in Saanich. Please consider increasing access to dry floor and arena time, particularly for Saanich Lacrosse Association.

# Survey continued

Nothing

I was fairly knowledgeable about the plan before attending the session, the web page boards were hard to access, in original scale the print was too small, in magnified scale (of which there was only one magnification option) was hard to scroll on my computer. This comment section is way way too small

how much influence will the public have

Re Saanich yard on McKenzie. I use the garden waste drop off regularly and find it well run. I realize the buildings there are old and should be gradually replaced. This should be done on site and the location of the yard should not change.

how to better improve cedar hill rec centre - add a mtn. bike park, build outside auditorium in future (previously planned); include outdoor playground facilities at rec centres!; have more outside exercise stations (for seniors at rec centres)

Will the buildings be evaluated? and if so what is the criteria used and what are the outcomes?

How and who prioritize, for either upgrades, replacement and or expanded.

Could this plan be altered with a new Councel?

How does Saanich keep up with the facilities in other places like the westshore? Why can't the school facilities be upgraded to be used by Saanich residents? More plans for lacrosse and ball hockey boxes to be maintained and updated

funding, impact to tax payers, other considerations

plans for future

I need to know more specifics before voicing an opinion.

Alternative means of funding.

When is the Public Works Building-being replaced?

## Phase 2

Why is moving the Parks and Public Works Yard be feasible when it would cost just as much to re build at another location? I think this is an opportunity to rebuild an state of the art facility that is easily accessible to the municipality.

Why is Saanich not collaborating with Victoria, OB, Esq., etc. for consolidating major facilities? We don't need individual munis. each planning their own castles.

Timelines for implementation

Which facility needs the most work, what work needs to be done, what is the most critical of the work that needs to be done immediately. How long will the upgrades take, how much will it cost.

What impact neighbouring facilities (in Victoria, Oak Bay, etc) have on these plans. There is the ongoing debate around amalgamation, how would that affect this Plan? Why can't some facilities be shared between municipalities, like fire and police allowing for better use of limited resources. The golf course should be shut down, golf as a sport is declining. That is valuable property that should be better utilized for the benefit of ALL residents

I would like to know how the requirements for program expansion at Rec Centres was determined. It seems that a lot of demand for additional programming (and related facilities) was not addressed. My understanding is that there is very little space available at the rec centres for any new programming. Some public consultation on what is missing from the current rec centres would better help inform the facilities plan.

What alternative sites are being considered if the current Saanich yard on Borden is to be replaced?

Is the facilities yard on McKenzie the best location and can it be relocated? The amount of time the trucks wait must be costly

A critical issue is what services does Saanich need and want to provide its own citizens, those who are actually paying for the services, and what services should Saanich be providing to the Region?

With those fundamental questions answered we can better assess what is working as planned, what is not actually required and what is missing and should be provided.

# Survey continued

## Phase 2 continued

For example, Saanich provides a 12 hole golf course, is still a public need?

Why there isn't there a plan for more skating rinks in Saanich and we could use a expansion fitness at cedar hill rec

No questions - the whole thing is words, words, words and a reason to extort money from residents

I question what the best means is to communicate about the plan. I went to one of the pop ups, and the two planners were very helpful and well informed and did a good job explaining the plan and need for upcoming work. But I also noticed that, during the whole time I was there, no other people showed up. This is the case with most "consultations" in Saanich. Saanich definitely needs a better way to engage with Saanich residents.

What is planned for the Saanich Yard?

Over how many years will the plan be implemented

Impact on taxes. Openness of information, consultation. Amalgamation seems good use of $tax,

## Phase I & II

How can we best keep you informed in the future?

Saanich Website Updates

On-line, email, twitter

Pop Up engagement

I receive the garbage pick-up reminders. It is handy to have short notes attached.

Public Events

Information about outdoor tennis courts at Cedar Hill Rec Centre

Newspaper - Saanich news, email, in centres

Newspaper

No mail out

Utility Bill

Post more information on the website

Newsletters in the mail!

Personal contact information provided

Saanich News

More public awareness like this display!

Short/ brief notices in mail plus on website (easy to navigate)

More public engagement. Good to see that there is a drive to "socialize" the message, to have residents understand why infrastructure should matter to them

Media

Community and rate payer participation round tables where real people can not only respond to the plan but help create the plan.

Email – facebook

Your webpage and news media.

Website

Email (5)

Email or monthly letters

Email, TV, flyers

Regular demos such as these

Saanich website or direct email

Saanich web-site

Email - set up a list that we can sign up from

By website

Online

Info available in Saanich public facilities (e.g. Rec centres), media (Saanich News, TC), public presentations

web site and social media

Saanich News, billing inserts

Email blasts (let us sign up for these)

website and email notifications

The enclosures with the bills/taxes.

Facebook posts (3)

Reach out to community organizations

We need more box lacrosse facilities

Email updates and a future plans page.

a consistent link

This is good

Saanich News

Internet

The presentation did little to add to my current knowledge

web, facebook

# Survey continued

Leave more room for questions in above line

more info sessions/open houses at rec centres

mailings

web

All forms of media

detailed website updates

community engagement sessions notifications came in the water bill. I see the sessions were all month but I learned of the sessions today, two days prior to the last session. I would like to attend but clearly it is too late. Notify first and then run the sessions.

Newspapers (on-line), website.

Saanich News descriptive article, visible information at each facility, flyer, website

Social Media, Informing Saanich Committees, Newspaper and public outreach awareness presentations

Through email updates

Continue the process underway now

Add me to your email list

I would suggest since many residences have provided an email for Garbage reminders, send me updates as required or notices

Emails and pop up info sessions

Engagement opportunities in Saanich facilities

Through the Gordon Head Residents Association, and through Twitter.

Have a Quarterly update on a Full Page in Saanich News ref Projects-in-Progress; Future Projects & Activities & “Developments”, periodic newsletter and communication to community association

Social Media, News Paper, Online

Information on paper delivered to homes.

Please send me updates about how the planning progresses. And please send any information as early as possible. Often there is little or no notice about when things are happening, or the notice is too hard to find. Posting on the Saanich website and expecting people to go there and seek out information isn’t effective as an outreach tool.

Email & or notices in Saanich News

Newspaper

Through community centre and email. Times Colonist

Handouts through the Rec. Centre or email.

## 8.2 Program Methodology

### 8.2.1 A three phase activity

The Strategic Facilities Master Plan program concluded with the delivered final master plan document; assembled after three distinct activities.

| Phase I | Phase II | Phase III |
|---|---|---|
| • Review of existing data<br>• Determine missing data<br>• Workplan to gather missing data<br>• Complete data gathering | • Assemble data into report card format<br>• Review with staff<br>• Develop public engagement strategy<br>• Conduct public engagement, Phase I | • Development of draft document<br>• Presentation of draft document to Council<br>• Conduct public engagement, Phase II<br>• Completion of final document, present to Council |

A project charter has guided this Council endorsed initiative through the following elements which have been in place since 2015:

#### 8.2.1.1 Governance

- A Program Steering Committee that provide oversight and guidance to the Program Manager through the Sponsor. Meetings are scheduled monthly as well as an on needed basis.
- A Program Sponsor (Director of Engineering) is accountable for all activities and duties undertaken by the Program Manager.
- The Program Manager is responsible for the successful implementation of all deliverables and for ultimate success and delivery of 20 year Strategic Facilities Master Plan.

#### 8.2.1.2 Communications

Key objectives and Implementation: A communications plan will be prepared and approved by the Program Steering Committee. The plan will be maintained by the Program Manager and will frequently be updated, reviewed and have input provided by Saanich Corporate Projects Division and appointed committees as required.

#### 8.2.1.3 Saanich Policies, Mandate objectives, References

Existing Documents and Policies;

- 2014- 2018 Strategic Plan
- Saanich Official Community Plan, 2008
- Saanich Green Building Policy
- Parks, Recreation and Culture Master Plan, March 2013
- 2015- 2019 Financial Plan, April 29, 2015

#### 8.2.1.4 Vision Alignment

With Saanich's three vision goals; Economic Vibrancy, Social Well-Being and Environmental Integrity, the Program seeks alignment utilizing the following corresponding objectives:

| | | |
|---|---|---|
| **Sustainability** Financial | **Safety, Well-Being** Maintaining Public Safety | **Service Excellence** Capacity: now-future |

#### 8.2.1.5 Quality Management

In order that quality parameters are maintained and deliverables understood, team members and stakeholders will be briefed as to expectations of monitoring and reporting.

Quality Assurance processes include:

- Monthly meetings of the Program Steering and adhoc committees formed as necessary are recorded with an intent to have consistent alignment with the Project Charter and to reflect through accurate metrics, progress with respect to scope, schedule and budget.

#### 8.2.1.6 Program Resources

**Program Governance Structure**


## 8.3 Program Progress Reporting

### 8.3.1 Program accountability

To assist the District in the administration of this plan and to support measures for its on-going implementation, the following framework proposes that beyond the measurement of services delivery, the program should be accountable for its progress. The intent of such measurement and reporting is not to guarantee that all projects will be completed by year twenty, but to record the progress; and where progress has not been made, document as to why. Assuming that not all projects will necessarily proceed as anticipated due to a variety of factors, many largely due to available funding as an example, that the District nonetheless will ensure that services delivery will not be jeopardized due to lack of progress

**Financial Management**

- Projects are approved on a project by project basis.
- Accuracy in accounting and forecasting critical.
- Funding is sustainable
- Life cycle cost and on-going operations accounted for.
- Detailed project budgets within existing 5 year financial plan model
- Long term financial planning for master plan program scope

**Project Management**

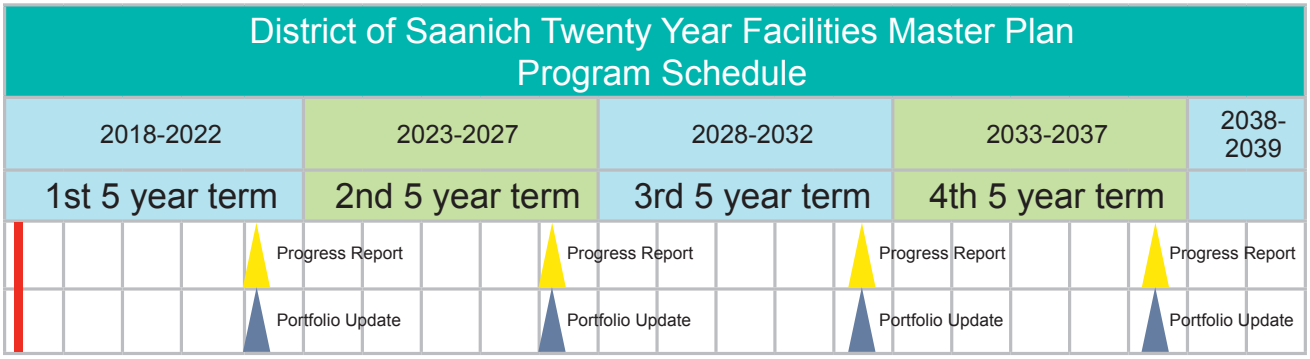
- Establishing scope, schedule and budget
- Working within budget and timeframes

- Utilizing a risk management strategy
- Frequent reporting and accountability

### 8.3.2 Reporting

As the calendar below illustrates, staff working within fixed terms will have reporting obligations at four key milestones to confirm:

- Services Delivery; targets met, 5 year services delivery performance outlook. Conclusion if services delivery will face challenges and risk due to facility capacity and condition.
- Facility report card updates and portfolio reviews are scheduled every five years. Data documented shall confirm program planning through updated condition and capacity and with risk shall update the prioritization of projects as required.
- Program progress for:
  - Financial capacity of reserve funding, maintenance and repair and capital renewal and redevelopment.
  - Project construction/ realization completion
  - Project planning activities
- Identification of missed targets, either financial or project based.
  - Missed targets described and reviewed as to immediate effects.
  - Reasons why targets missed.
- Recommendations for next 5 year term
  - If targets missed, propose solutions to meet schedule
  - Propose new schedule where necessary
  - Confirm availability of all resources; financial and personnel.
  - Confirm services delivery and highlight risk.
  - Confirm proposed 5 year work plan and describe how this contributes to twenty year master plan goal.



### 8.3.3 Rolling twenty year Strategic Facilities Plan

In addition to the reporting activity every five years, the twenty year timeline for the program will be updated with each new five year increment. The twenty year plan will in effect, be extended another five years. This rolling and ongoing mechanism enables the District to reach 2038 with a twenty year plan already in place. This greatly supports the District's duty to maintain the public assets in perpetuity and not see the plan 'finish' just because a date has been reached. It also addresses the concern that the District may in fact and perhaps realistically not be achieving complete remediation of all the assets between now and 2038.

## 8.4 Design References

Detailed checklist for pre-construction (planning and design) phases:

Noted references to OCP is to District of Saanich, Official Community Plan, 2008



### 8.4.1 Environmental, Site design

8.4.1.1 Protection and restoration of natural habitats (OCP 4.1.2.3)

8.4.1.2 Reduce contamination entering watercourses (OCP 4.1.2.20)

8.4.1.3 Encourage use of native species and climate change resistant planting for landscaping (OCP 4.1.2.8)

8.4.1.4 Pursue "day-lighting" of watercourse restoration where practical and feasible. (OCP 4.2.10.23).

8.4.1.5 Support clean air initiatives: low emission transportation, increase urban forest cover, coordinated land use planning, public transportation (OCP 4.1.2.14)

8.4.1.6 Support and secure where possible public amenities such as open space, playgrounds, land-marks, focal points, activity centres or cultural features. (OCP 4.2.3.3)

8.4.1.7 Consider opportunities to incorporate food producing community gardens into parks and other public open spaces, where appropriate. (OCP 4.2.8.14)

### 8.4.2 Building Design

Energy/ Sustainability/ Efficiency/ Climate Change resilience:

8.4.2.1 Reduce energy use for public buildings by using alternative energy sources, ensuring new buildings meet 'green building' standards by utilizing innovative approaches, as appropriate (OCP 4.2.1.9).

8.4.2.2 Encourage the use of "green technologies" in the design of all new buildings. (OCP 4.2.1.14).

8.4.2.3 Meet minimum of LEED Silver (recommend to change to LEED Gold) for all new construction and additions larger than 500 square meters. (OCP 4.2.1.15)

8.4.2.4 In addition to net zero targets of 2050, new facilities should consider the opportunity to be self-sufficient and 'off-grid', particularly for those facilities that deliver front line emergency services. This includes both power and water sources where energy is created and stored on site and water and sewer can be contained in the event of natural disaster.

### 8.4.3 General Planning / programming

8.4.3.1 Review recreational programming and facilities, as necessary, to ensure they are meeting current and emerging needs. (OCP 5.2.2.1)

8.4.3.2 Ensure recreation facilities and programs are accessible to people of all ages, ethnicity, incomes and abilities. (OCP 5.2.2.3).

8.4.3.3 Coordinate with district emergency management staff on public safety programming matters as required. Considerations could include emergency assembly locations for staff and public, meeting and storage space as well as heightened attention to public accessibility through signage and lighting.

### 8.4.4 Design

8.4.4.1 Support quality architectural and urban design that: uses local, durable and eco-friendly building maters; works with the topography and protects the natural environment; reflects our west coast setting; enhances a "Sense of Place"; respects local history and heritage structures and landscapes; creates pedestrian friendly and safe streets and neighbourhoods; incorporates and supports the use of

alternative transportation and ensures that our community is physically accessible. (OCP 4.2.2.1)

8.4.4.2 Architectural design that supports inclusiveness and sensitivity.

8.4.4.3 Facility accessibility includes universal, inclusive design for washroom facilities. Particular attention to design that supports Seniors shall be made through lighting, physical comfort, signage and acoustics.

8.4.4.4 Explore opportunities for cross jurisdictional service delivery review to determine if there are / could be areas of shared service delivery. The benefits include shared use with other jurisdictions such that capital investment and operational costs can be shared, thus minimizing capital and operational impacts to the district.

8.4.4.5 Explore opportunities for site and facility shared use with private sector in order to see revenue generated through sale or lease and / or capital and operational burdens of the district minimized.

8.4.4.6 Workplaces should promote health, wellness and mobility. Where possible, access to natural light, fresh air and views shall be incorporated. Workplace mobility may be supported through district policy and technological support as applicable.

8.4.4.7 Public Art; as per the Districts Comprehensive Arts Policy, section 7.1, Civic Public Art Program, funding will be allocated to public art for purchase or commission integrated or displayed in facility public areas out of project capital budgets at a minimum of:

8.4.4.8 1% for above ground projects (7.1.1)

8.4.4.9 1% for construction/ renovation projects in excess of $250,000 (7.1.2)

8.4.4.10 Redevelopment or renovation projects at the Municipal Hall facility shall follow the specification requirements as described in a conservation plan.

8.4.4.11 Mechanical and electrical systems design shall be supported through district facilities management stakeholder participation and input. Design, specification and layout of equipment shall consider district staff with the view to minimize physical effort and time in the maintenance of such equipment.

### 8.4.5 Construction

8.4.5.1 Develop and initiate incentives to further reduce the volume of construction waste going to the landfill.

## 8.5 Facility Redevelopment; Business Case Analysis

### 8.5.1 Sample questions on form:

Proposed project: _____

1. Identified Service delivery gaps / reason for project
   Existing service delivery gaps
   - Capacity
   - Condition
   - Risk

   Delivery gaps 20 + years in future
   - Capital
   - Operating

   Program definition to meet gaps
2. Options explained:
   Preferred option, see Multi-Criteria analysis
   - Scope
   - Schedule
   - Budget
3. District Finances
   - Current cash capacity
   - Debt capacity
   - Other funding sources
   - Maximum district funding capacity

   Procurement options analysis
   Marketplace capacity
4. Recommendation

### 8.5.2 Explanatory text

As described in the Strategic Facilities Master Plan, chapter 6, section 6.1, when the district is considering capital investment for its facilities; either through renovation or redevelopment, the following questions need to be answered:

1. How much is this going to cost?
2. Can we afford this project now and in future years?
3. Is this the right project at the right time?
4. Are the desired results and performance achievable?

In order for Council and staff to consider approval of any capital investment, staff are to document the following at a minimum. Adequate due diligence is essential so that decisions are made with rational and defensible methodology. If undertaken with sober objectivity, staff should be able to greatly assist Council in their decision to proceed, or not, with a project.

#### 8.5.2.1 Objectives

It is advisable that the District must not underestimate the value of investing in project planning by considering the necessary investment of time and funding into a robust pre-planning, feasibility study activity. The benefits of this approach include:

- Greater confidence in outcomes having been through an extensive process that has considered multiple options of design, funding and long term operational impacts.
- A heightened level of due diligence that records maximized stakeholder support
- A defensible robust activity that documents maximized value for money of public assets

And perhaps most importantly:
- Maximizing municipal services delivery outcomes.

#### 8.5.2.2 Considerations in the process:

a) **Service Delivery Gaps**
Services Delivery Gap identification for the present and future.

- Service delivery may be jeopardized resulting from facility condition, capacity and risk issues. What needs to happen to ensure delivery is not compromised in volume and / or quality or that poses increased and unacceptable risk?

- Services and program expansion is required to meet the demands, thus operational staffing is needing to increase by x FTEs over x years.

b) **Testing of options**; Pre-feasibility analysis of a particular site and a particular project solution is undertaken. This is essentially a planning exercise that confirms a projects' viability in its existing context. Prior to confirming if an option has merit, a quick test for fit planning exercise is undertaken to determine within a limited amount of time if the option is worth further detailed development. Drawn solutions must always address zoning, building code, site specific features and adjacent property issues. There should be two options at a minimum explored.

Design consultants and quantity surveyors are to be engaged in this activity. While the list of design considerations is typical for professional architects and engineers, the level

of detail is low and at the very most, reflects an industry standard of somewhere between conceptual and schematic design. While illustrated results are more developed beyond relationship diagrams, the work cannot be considered 'the proposed solution'. These are quick studies, and yet, the quantity surveyors estimate is based on measurable lengths and volumes of construction. The exercise is to confirm through a test for fit planning exercise, that the proposed project is feasible, and that there is an approximate range of estimated value.

*Option one, a maximized performance solution*; a maximized capital funded option that primarily tests the District's maximum capital capacity for a project that is District-only in its program and user impacts. This option is likely to propose:

- Facility size and capacity to adequately accommodate an upper end estimate of service delivery and staffing volume.
- State of the art options for energy efficiency achieving highest levels of performance; GHG reductions, climate change resilience and positive affect to the Saanich 'green' profile.
- Provision of maximum on-site parking for both public and staff.
- Consideration of innovation. Examples could include net-zero energy and/ or, wood first (extensive use of engineered wood and building code equivalencies for size and height of construction).
- An up-front maximized investment is seen as one that minimizes long term operational costs.

*Option two, a minimized baseline solution*; a second option meant to significantly reduce the capital requirements as suggested in Option A, usually by at least 25 to 50%. Options may also consider:

- phased implementation over longer periods of time to reduce capital burden
- value engineering design solutions through minimized project size as well as construction components being fewer and with reduced performance specifications.
- Continued use of existing facilities where applicable with the view to renovate and / or re-develop with moderate and reasonable investment.
- Minimized size of facility with the understanding as to the direct potentially critical implications to service

delivery capacity combined with forecast growth awareness.
- Additional strategic design and programming elements that add revenue and offset capital requirements. This could be, for example, introducing private sector investment into the project and / or contributions from other jurisdictions or level of government.

*Option three: Status quo / do nothing*. While this may appear to be the easiest and most economical solution, the end analysis should be able to demonstrate increased risk to services delivery and generally greatly increased maintenance and operations costs as well as critical impacts to the environment over the longer term.

**c) Evaluation through multi-criteria analysis**; A multi-criteria analysis provides stakeholders an objective overview of the merits and weaknesses of the created options. It is not meant to provide the answer to the actual decision, but merely to suggest that a preferred option is likely to consider several factors.

Criteria that the District could consider in this rigorous process include financial considerations, the supporting of District vision and targets, the impact to residents, impacts to staff and finally an examination of the risks.

The challenge in the exercise is to remove the notion that there can be only a single solution for consideration or that bias influenced the outcome. It is necessary and helpful to decision makers to see that the district has options at its disposal, that quantifiable factors can and do provide greater clarity and that the process is defensible.

**d) Financial analysis**

*District finances*: As the graphic on page 99 illustrates, it will be necessary for the district to draw on several funding source options that could include revenue generation as well as the sale of district owned property as examples. For funding from external sources in the forms of grants or contributions, only awarded funding shall be considered. The full picture of the district's financial capacity furthermore must consider:
- Full life cycle costs
- Total maximum financing available from all sources
- Assurance the proposed project budgets are carrying sufficient contingency to satisfy appropriate levels of risk that the district is prepared to accept

- District resources, both financial and human are sufficient to cover proposed preferred option.

*Procurement options*: As described in section 6.2.4, an overview of the procurement options available will be useful for the district to document. The various options can provide additional input into resource requirements as well as risk. Although a final agreement on procurement methodology may not be seen as necessary in order to make a decision, decision makers should have an informed discussion that identifies the opportunities and risks inherent with the various forms of procurement.

*Marketplace capacity*: Should the district choose to offer design and construction opportunities in a 'hot market', it must be aware that interest level may be very low due to an overworked marketplace. The negative consequence may be that the few of those who do submit proposals or tenders may believe that they can ask for a higher fee/ price. Generally as well, inflation is high in these markets, meaning that delays over time will add significant cost. Currently for example (1st quarter 2018), the local marketplace is experiencing 1% inflation per month. Financial prudence in such markets may urge decision makers to delay or postpone capital investment.

The discussion on marketplace capacity also goes towards more generally to the past experience and qualifications of potential consultants and contractors. Capacity in this context seeks to understand if the particular project as proposed can be designed and built with an acceptable level of competence and experience available in the marketplace. Perhaps in a worst case, the district may determine that increased due diligence or change to project scope, schedule and budget may be required in order to have the project realized knowing that experience and competence levels of the vendors may not be adequate. This goes towards tendering a project with a worst case result that there are either no bidders or those that do bid are unable to confirm adequate experience.

#### 8.5.2.3 Recommendations and decision

Should all the above steps be completed to the satisfaction of decision makers, a reasonably sound basis for a decision should be evident. The data is meant to primarily inform a decision, not to guarantee an outcome of project approval. If undertaken with sober objectivity, staff should be able to greatly assist Council in their decision to proceed, or not, with a project.

Staff's preparation of the business case will be within the format of a Council Report where a recommendation is provided. The recommendation is likely not to be in the singular form of a strict referencing of one option over the other, but rather a compilation of various aspects of the various options. This approach will allow Council to better understand the range of options as well as associated risks in order to determine the best path for the District.

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