

**SASAMAT VOLUNTEER FIRE DEPARTMENT (SVFD)  
BOARD OF TRUSTEES MEETING**

**SPECIAL MEETING**

**Thursday, October 26, 2023**

**7:00 P.M.**

**Sasamat Fire Hall  
2690 East Road**

**A G E N D A**

**1. ADOPTION OF THE AGENDA**

**1.1 October 26, 2023 Special Meeting Agenda**

That the SVFD Board of Trustees adopt the agenda for its special meeting scheduled for October 26, 2023 as circulated.

**2. ADOPTION OF THE MINUTES**

**2.1. September 6, 2023 Regular Meeting Minutes**

That the SVFD Board of Trustees adopt the minutes for its regular meeting held September 6, 2023 as circulated.

**3. REPORTS FROM COMMITTEE OR STAFF**

**3.1 SVFD Facilities Report**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees endorse the Facilities Report for the Sasamat Fire Protection Service as presented in the report "Sasamat Volunteer Fire Department Facilities Replacement" dated October 25, 2023.

**4. OTHER BUSINESS**

**5. ADJOURNMENT/CONCLUSION**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees adjourn/conclude its special meeting of October 26, 2023.

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**Membership:**

Penner, Darrell (C) - MV Board  
Clark, Carolina - Village of Belcarra  
McEwen, John - Village of Anmore  
Ross, Jamie - Village of Belcarra  
Trowbridge, Kim - Village of Anmore  
Weverink, Paul - Village of Anmore  
Wilder, Liisa - Village of Belcarra

**SASAMAT VOLUNTEER FIRE DEPARTMENT (SVFD)  
BOARD OF TRUSTEES MEETING**

Minutes of the Regular Meeting of the Sasamat Volunteer Fire Department (SVFD) Board of Trustees held at 7:00 p.m. on Wednesday, September 6, 2023 in person and via Zoom.

**MEMBERS PRESENT:**

Chair, Councillor Darrell Penner, Port Coquitlam  
Councillor Carolina Clark, Belcarra  
Mayor John McEwen, Anmore  
Mayor Jamie Ross, Belcarra  
Councillor Paul Weverink, Anmore  
Councillor Liisa Wilder, Belcarra  
Councillor Kim Trowbridge, Anmore

**STAFF PRESENT:**

Jay Sharpe, Fire Chief, Sasamat Volunteer Fire Department, Metro Vancouver  
Bill Duvall, Director, Corporate Safety, Security and Emergency Management, Metro Vancouver  
Amie Hadley, Program Assistant, Corporate Safety, Security and Emergency Management, Metro Vancouver

**1. ADOPTION OF THE AGENDA**

**1.1 September 6, 2023 Regular Meeting Agenda**

**It was MOVED and SECONDED**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees adopt the agenda for its regular meeting scheduled for September 6, 2023 as circulated.

**CARRIED**

**2. ADOPTION OF THE MINUTES**

**2.1 June 1, 2023 Regular Meeting Minutes**

**It was MOVED and SECONDED**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees adopt the minutes for its regular meeting held June 1, 2023 as circulated.

**CARRIED**

**3. REPORTS FROM COMMITTEE OR STAFF**

**3.1 2024 Draft Budget – Sasamat Fire Protection Service**

Bill Duvall provided an overview of the 2024 Draft Budget. The 2023 budget has an increase in operation costs as a consequence mainly of the following: increase in

insurance, legal expenditures, additional monies for contracted services, Surrey Dispatch services, natural gas, and additional expenditures for vehicle allocation.

Capital reserve contributions remain steady.

Bill discussed adding an additional item to the budget for the purchase of SVFD branded jackets. A sample jacket was shown to the Trustees. The cost for 49 jackets would be just under \$15,000.

Discussion moved to the capital equipment reserve and upkeep for facilities. Anmore Fire Hall does not currently have heating. It would be approximately \$8,000 to replace the heating system. It was suggested there be a motion to increase the contribution for this expense.

Attachment 2 was discussed and Bill reviewed the additional key action items.

Attachment 3 showed projected reserves. The Capital Reserve Fund will be at \$636,400 at the end of 2023. The Communications Capital Reserve Fund has not had contributions for quite some time. The Emergency Equipment Fund has a total contribution of \$5,000 per year, and the Capital Facility Fund a contribution of \$348,000 for 2024.

Discussion followed regarding the Emergency Equipment Reserve Fund and what it would be used for. Bill confirmed that it is infrequently used. Jay Sharpe brought up the current radio system and capital required to upgrade both Fire Hall's antennae. He recalled that the last time this fund was used was about 10-12 years ago to replace a pump on a fire truck.

Discussion continued on the radio system upgrade. Regional radio would put SVFD on the same platform as other regional police and fire organizations. Long term plan would be to upgrade to regional radio. SVFD currently pays \$7,000 to Surrey dispatch whereas E-Comm would cost \$30,000. Rough timeline is 5-10 years when SVFD will have to upgrade. Proposed motion to add continuous contribution.

**It was MOVED and SECONDED**

That the SVFD Board of Trustees authorize an increase of \$15,000 to the Service's Operating Program in 2024 for the purchase of SVFD branded jackets.

**CARRIED**

**It was MOVED and SECONDED**

That the SVFD Board of Trustees authorize an increase in 2024 contribution to the Communications Capital Reserve Fund of \$10,000, or \$5,000 by each village.

**CARRIED**

**It was MOVED and SECONDED**

That the SVFD Board of Trustees authorize an increase to the 2024 contribution to the Emergency Equipment Repair Fund by \$5,000, bringing the total contribution to \$10,000 (\$5,000 contribution by each village).

**CARRIED**

**It was MOVED and SECONDED**

That the SVFD Board of Trustees receive for information a status update of the work plan as presented in the report dated August 30, 2023 titled "2023 SVFD Quarterly Work Plan Update".

**CARRIED**

There was then discussion on the construction of the new fire halls. There was a comment about the timeline and that it may be worth continuing to fund reserve. There would be significant costs to factor in during the rebuilds. Discussion deferred until other business.

**3.2 2023 SVFD Quarterly Work Plan Update**

Jay Sharpe provided an overview of the Work Plan. The third quarter items are ongoing; the ladders need to be tested yearly. They will be adding a couple of new operational guidelines.

**It was MOVED and SECONDED**

That the SVFD Board of Trustees receive for information the update to the Quarterly Work Plan as presented in the report "2023 SVFD Quarterly Work Plan Update" dated August 30, 2023.

**CARRIED**

**3.3 Fire Chief's Report**

**Manpower** – Currently 39 responders.

**Equipment** – Belcarra WIFF trailer continues to be outfitted.

Tender 2 water truck – require to bring water as Villages lacking fire hydrants.

Engine 3 moved to reserve status.

**Halls and Grounds** – Main truck bay overhead heater in Anmore hall needs to be replaced before winter.

**Training** – 60 hours for each person to complete FR training over and above regular firefighting training.

Have started to do school tours again for purpose of public education.

**Reports and Information:**

New Engine 3 progressing as expected and appears to be on schedule.

**It was MOVED and SECONDED**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees receive for information the report dated September 6, 2023, titled "SVFD Fire Chief's Report".

**CARRIED**

**4. RESOLUTION TO CLOSE MEETING**

Trustees agreed to address item 5.0 prior to passing resolution to close meeting.

**5. OTHER BUSINESS**

**5.1 Village of Anmore and Belcarra Letters**

Continue to face issues on how and when to replace fire halls. Could seek another assessment, however may not be fiscally feasible.

Trustees then discussed fire hall on Bowen Island and others in the region. Design should include dorm area to allow space for younger crew. Turnout gear is also required to be housed in a separate space.

Three apparatus currently being housed at community member's houses.

Bill Duvall suggested directing MV staff to provide a report for Trustees to consider outlining the anticipated procurement process.

Trustees suggested it would be a good idea to organize another tour. Bill will look into organizing a tour of the Bowen Island fire hall. Include Chief Sharpe and the two Deputy Chiefs.

It was suggested to start scheduling regular meetings (every 2 months) to begin planning.

First meeting targeted for end of October.

**It was MOVED and SECONDED**

Trustees direct MV staff to work with the SVFD Fire Chief and provide a report for Trustees' consideration at the next SVFD Trustees Meeting with respect to a recommendation on the two fire hall building requirements in light of their current and anticipated future operational needs, along with a recommended procurement process with estimated time horizon and budget range to facilitate building the two new fire halls.

**CARRIED**

**5.2 Questions from Public in Attendance**

Chair Penner recognized the public in attendance and opened up the meeting to any questions.

There was a question from the public on who funds the construction and over what period of time. Money could be drawn down from Capital Facility Fund with 50/50 split from each Village. There would also be financing options for the villages.

There was a question as to whether or not this included both fire halls and which hall would be built first. The report would cover both halls.

There was a further question on the timing, when would construction start.

Cannot provide a date now, the meeting at the end of October and the report will begin to set out the process.

**4.(CON'T) RESOLUTION TO CLOSE MEETING**

**It was MOVED and SECONDED**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees close its regular meeting scheduled for September 6, 2023 pursuant to the *Community Charter* provisions, Section 90 (1) (c) as follows:

"90 (1) A part of the meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

...

(c) labour relations or other employee relations;"

**CARRIED**

**6. ADJOURNMENT/CONCLUSION**

**It was MOVED and SECONDED**

That the Sasamat Volunteer Fire Department (SVFD) Board of Trustees adjourn/conclude its regular meeting of September 6, 2023.

**CARRIED**

(Time: 9:00 p.m.)

To: Sasamat Volunteer Fire Department Board of Trustees

From: Bill Duvall, Director, Corporate Safety, Security & Emergency Management

Date: October 25, 2023 Meeting Date: October 26, 2023

Subject: Sasamat Volunteer Fire Department Facilities Replacement

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## RECOMMENDATION

That the Sasamat Volunteer Fire Department Board of Trustees (SVFD) Board of Trustees:

1. approve a construction manager at risk procurement approach as presented in the report dated October 25, 2023, titled "Sasamat Volunteer Fire Department Facilities Replacement";
  2. release \$500,000 from the SVFD's Capital Facility Reserve Fund to help fund preliminary design for the replacement of the two fire halls; and
  3. direct staff to make efforts to obtain appropriate financing for the construction of two fire halls to allow for the procurement process to commence.
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## EXECUTIVE SUMMARY

At the September 6, 2023 SVFD Trustees meeting, Metro Vancouver staff were directed to work with the SVFD Fire Chief and provide a report for Trustees' consideration at the next SVFD Trustees Meeting with respect to a recommendation on the two fire hall building replacements in light of their current and anticipated future operational needs, along with a recommended procurement process with estimated time horizon and budget range to facilitate building the two new fire halls. This report recommends a construction manager at risk procurement approach, the release of \$500,000 from the SVFD's Capital Facility Reserve Fund to help fund replacement of the two fire halls, and Trustees' direction to staff to make efforts to obtain appropriate budgeting and financing for the construction of two fire halls to allow for the procurement process to commence.

## PURPOSE

To seek approval of the construction manager at risk procurement approach regarding the construction of two new fire halls, the release of \$500,000 from the SVFD's Capital Facility Reserve Fund to help fund replacement of the two fire halls, and direct staff to make efforts to procure appropriate financing to allow for the procurement process to commence.

## BACKGROUND

The Sasamat Volunteer Fire Department is an essential service for the safety and wellbeing of the Anmore and Belcarra communities.

The SVFD was established in 1977 with a contingent of 100% volunteer members. Since that time the Department has grown to include over 40 paid-on-call volunteer members, a fire chief, and two deputy fire chiefs.

The work performed by the Department has increased significantly over the years. In 2022, the Department responded to 121 call outs. For perspective:

- from 2000 to 2010 call outs per year averaged 61;
- from 2011 to 2020 call outs per year averaged 77; and
- 2021 and 2022 call outs per year averaged 119.

The department services the communities through two fire halls – Anmore Fire hall (2609 East Road) and Belcarra Fire hall (4082 Bedwell Bay Road) both of which were built in 1977. These fire halls face deteriorating conditions, non-compliance with current post disaster standards, and significant programmatic deficiencies.

At the September 6, 2023 SVFD Trustees meeting, Metro Vancouver staff were directed to work with the SVFD Fire Chief and provide a report for Trustees' consideration at the next SVFD Trustees Meeting with respect to a recommendation on the two fire hall building requirements in light of their current and anticipated future operational needs, along with a recommended procurement process with estimated time horizon and budget range to facilitate building the two new fire halls.

#### **RECENT PRIOR DISCUSSIONS**

On March 21, 2018, the SVFD Board of Trustees directed Metro Vancouver staff to enter into a contract with Johnston Davidson, to prepare a report on the condition and needs assessment of the two fire halls located in the communities of Belcarra and Anmore.

On April 18, 2019, Johnston Davidson presented to the SVFD Board of Trustees their *Condition and Needs Assessment* report updating the current plans and rough costs regarding the Anmore and Belcarra Fire Halls.

The scope of the project was to: observe and document the current functional components of the fire hall facility; assess the buildings for "gap" between industry standards and current conditions; provide high level costing based on current industry pricing to help give project development financial perspective; and to outline this in a detailed report.

Johnston Davidson found that the current fire halls do not meet BC Building Code; have limited physical space; lack personal protective equipment storage; and do not have enough washroom facilities for firefighters among other things.

The planning at the time contemplated that the new construction would be to Post Disaster Standards, and that renovations alone were not the preferred outcome noting that the cost to bring the fire halls to code was not cost effective.



## **SVFD FIRE CHIEF AND MV STAFF REVIEW OF CONDITION AND NEEDS ASSESSMENT**

As the SVFD prepares for the potential to replace both Anmore and Belcarra fire halls, the SVFD Fire Chief, SVFD's two deputy chiefs, and Metro Vancouver staff have reviewed the Condition and Needs Assessment to identify minimum requirements with respect to the design of the future fire halls. This is set out below.

### **Minimum Anmore Fire Hall Requirements**

1. A new secured fire hall that meets current seismic and building code standards should be constructed following the decommissioning of the existing fire hall.
2. Improved fleet vehicle flow design.
3. Within the operational side of the facility:
  - a. a minimum six tandem drive-through apparatus bays is required (with vehicle exhaust system) which is enclosed to ensure avoidance of mixing clean and dirty air
  - b. a decontamination washroom with showers for crews
  - c. turn-out gear storage and drying system
  - d. radio room
  - e. SCBA storage
  - f. hose storage
  - g. commercial laundry facility to decontaminate turn-out gear
  - h. SCBA room – for filling and cleaning. SCBA compressor to be adjacent in own room
  - i. Hose tower
  - j. Ample storage for consumables, first aid supplies and spare equipment
4. Within the administration area:
  - a. Administration workspace
  - b. Fire Chief office
  - c. Training office
  - d. Flex office (Deputy/Captain/Lieutenant office space)
  - e. one suitable kitchen
  - f. general storage
  - g. training room and training storage
  - h. exercise room for staff
  - i. public washrooms
  - j. department washrooms
  - k. residential washer and dryer facilities and space allocated for the public (with accessibility considerations)
5. Within the residential area:
  - a. area dedicated for permanent housing for minimum three crew members
6. Emergency generator
7. Separate fuel storage area
8. Installation of electrical infrastructure (i.e., future charging stations for vehicles)
9. Space potential to establish an EOC room within the facility.

### **Minimum Belcarra Fire Hall Requirements**

1. A new secured fire hall that meets current seismic and building code standards should be constructed following the decommissioning of the existing fire hall.
2. Improved fleet vehicle flow design.
3. Within the operational side of the facility:

- a. a minimum three apparatus bays is required (with vehicle exhaust system) which is enclosed to ensure avoidance of mixing clean and dirty air
  - b. a decontamination washroom with showers for crews
  - c. turn-out gear storage and drying system
  - d. radio room
  - e. SCBA storage
  - f. hose storage
  - g. commercial laundry facility to decontaminate turn-out gear
  - h. SCBA room – for filling and cleaning. SCBA compressor to be adjacent in own room
  - i. Hose tower
  - j. Ample storage for consumables, first aid supplies and spare equipment
4. Within the administration area:
  - a. Administration workspace
  - b. Flex office (Chief/Deputy/Captain/Lieutenant office space)
  - c. one suitable kitchen
  - d. general storage
  - e. training room and training storage
  - f. exercise room for staff
  - g. department washrooms
  - h. residential washer and dryer facilities
5. Within the residential area:
  - i. area dedicated for permanent housing for minimum three crew members
6. Emergency generator
7. Separate fuel storage area
8. Installation of electrical infrastructure (i.e., future charging stations for vehicles)
9. If possible, there should be space potential to establish an EOC room within the facility.

Both sites will likely require septic work as well.

In discussions with Fire Department staff, there are other decision points required to be made with respect to the two buildings. They include the following:

1. If the change areas and turnout gear are separated by gender, will this require individual gear drying systems?
2. Will there be separate changing areas in each hall to accommodate all genders or will the design incorporate a gender neutral approach?
3. Will a small lunch room or dining area be part of the kitchen?
4. Does SVFD intend to share day space with local police?

#### **COSTING ESTIMATES**

Financial costs will be determined after finalizing the needs for each fire hall and then through the procurement process. However, staff are aware of the cost associated with the recently completed fire hall at Bowen Island was approximately \$3,725,000 based on a 2020 contract.

For costing purposes, we use the Bowen Island fire hall costs as a comparator for each of the two SVFD fire halls. As such, we perform the following steps to get a projected cost (excluding architect/construction manager costs):

1. take that Bowen Island Fire Hall cost in 2020 dollars;
2. escalate the 2020 costs to the start of 2023 (account for inflation);
3. and add \$500,000, in 2023 dollars, for the additional residential space at fire hall;
4. add a 30% contingency and apply that to the start of 2023;
5. assume completion of both fire halls occur by end of 2026; and
6. for years 2023 through 2026, use an average escalation rate of 5%.

<b>New Fire Hall</b>	
Cost estimate in 2020 dollars	\$3,725,000
Escalation adjustment to start of 2023 (dollars)	\$452,334
Cost estimate ( <u>without residential space</u> ) to start of 2023 <u>without contingency</u>	\$4,177,334
Additional cost relating to residential space	\$500,000
Cost estimate to start of 2023 <u>without contingency</u>	\$4,677,334
30% contingency scenario applied to start of 2023	\$1,403,200
Cost estimate to start of 2023 with residential space and 30% contingency	\$6,080,534
Future escalation (with 30% contingency) through 2023 assumes construction completed end of year 2026	\$1,310,393
Projected Project Budget (with 30% contingency) per fire hall <sup>1</sup>	<b>\$7,390,927</b>

## RECOMMENDED PROCUREMENT PROCESS

Work occurred in 2019 with respect to the possible replacement of the two fire halls. However, no detailed design work was performed at either site and topography issues at the Belcarra Fire Hall may complicate the overall project. Once appropriate financing is secured, along with additional items set out in this report's Estimated Timeline section, Metro Vancouver staff recommend proceeding with a construction manager at risk procurement approach. This approach has the following advantages:

1. The construction manager is committed to delivering the project within a guaranteed maximum price (GMP). This holds the construction manager accountable for schedule and guaranteed price maximum.
2. Retaining the architecture/design a prior to the construction manager to allow designs to reach between 30 to 50% conception range, and then bring in the construction manager at the preconstruction phase to focus on constructability and acts as consultant to SVFD during the development and design phase.
3. Preconstruction stage ends when 100% design achieved.
4. Construction manager then goes to market for construction of the fire halls.

<sup>1</sup> Assumes 5% inflation for all years 2023 through 2026.

5. Construction manager provides final quote on construction price. SVFD has the right to accept or reject. If accept, construction manager signs fixed-price contract and converts to general contractor. General contractor will cover additional costs except with respect to SVFD directed changes. The architecture/design firm stays involved until completion and provides required post-construction services including inspections and sign-off.

A contractor at risk procurement approach would have three stages of procurement:

**Phase One**

- RFP for an architecture/design firm to review operational requirements and develop construction drawings and/or determine if design based on pre-engineered steel will fulfill current and future needs with benchmarking against similar communities.

**Phase Two**

- RFP for construction manager

**Phase Three**

- RFP tendered by construction manager based on public procurement principles with the ability of SVFD involvement in assessments.

Estimated costs for architecture/design services and construction manager/are largely based on the cost of the total build of the two fire halls. If one takes the \$7,390,927 estimate above, that helps determine architect/design consultant costs as well as construction manager costs.

Generally speaking, architecture/design services for a contractor at risk approach can be anywhere from 8% to 12% of the total cost – sometimes higher and sometimes lower than this range. The ultimate cost is determined by the RFP process. For planning purposes, setting it at 12% of the build cost for two fire halls (\$14,781,854), the budget for architecture/design services would be \$1,773,822 plus taxes.

Similarly, generally, the total cost for construction manager/general contractor can be anywhere from 7% to 10% of the total cost - sometimes higher and sometimes lower than this range. The ultimate cost is determined by the RFP process. For planning purposes, setting it at 10% of the build cost, the budget would be \$1,478,185 plus taxes.

**ESTIMATED TIMELINE**

At this stage, it is very difficult for staff to provide an estimated timeline. At minimum, two pre-conditions must occur: First, on the assumption that the Trustees support staff recommendations, staff will then be required to obtain appropriate financing for the construction of two fire halls. Second, SVFD, working with both villages, will need to plan a budget for and an operational plan to allow for temporary building structures during the construction phase of this project. Once these conditions are satisfied, we anticipate the following sequence would occur:

1. Issuance of tender for an architecture/design firm with a 10 week posting.
2. RFPs close and evaluations commences - allow six weeks for evaluation and possible discussions with preferred proponent.
3. Award of architecture/design RFP.
4. Once architecture/design firm at 30% - 50% completion, issuance of tender for a construction manager firm with a 10 week posting.

5. Issuance of tender for a construction manager firm with a 10 week posting.
6. RFPs closes and evaluations commences - allow six weeks for evaluation and possible discussions with preferred proponent.
7. Award of construction manager RFP.
8. Architecture/design firm work with construction manager to finalize design. Following receipt of the design report, Metro Vancouver staff would provide the report to the SVFD Trustees and would likely seek their approval of the design report. In addition, Metro Vancouver staff would seek approval of the Trustees for a budget and approval to tender a request for proposals for the construction of two fire halls.
9. Construction manager goes to market for construction of the fire halls.
10. Construction manager provides final quote on construction price. SVFD has the right to accept or reject. If accept, construction manager signs fixed-price contract and converts to general contractor.
11. Demobilization of the two sites occurs and construction then begins.

#### **ALTERNATIVES**

1. That the SVFD Board of Trustees:
  - a. approve a construction manager at risk procurement approach as presented in the report dated October 25, 2023, titled "Sasamat Volunteer Fire Department facilities replacement";
  - b. release \$500,000 from the SVFD's Capital Facility Reserve Fund to help fund replacement of the two fire halls; and
  - c. direct staff to make efforts to obtain appropriate financing for the construction of two fire halls to allow for the procurement process to commence.
2. That the SVFD Board of Trustees receive for information the report dated October 25, 2023, titled "Sasamat Volunteer Fire Department facilities replacement".

#### **FINANCIAL IMPLICATIONS**

Subject to the approval of Alternative 1, and the necessary preconditions set out in this report, Metro Vancouver staff will proceed with a contractor at risk procurement process. Financial implications will be identified through this process.

#### **CONCLUSION**

There is a need to build two new fire halls for the SVFD service to continue to provide services for the residents of the villages of Anmore and Belcarra. The existing buildings require replacement. The proposed contractor at risk procurement process reflects the fact that there has not yet been detailed design work performed at either site. This approach should provide more certainty in fulfilling the communities' design requirements, cost control, and ultimately quality.