



2024-2027

# Multi-Year Budget

City of London



## Business Case #P-57 - London Police Service Facilities Masterplan and Protective Services Training Campus

Primary Strategic Area of Focus: Climate Action and Sustainable Growth

Primary Outcome: London’s infrastructure and systems are built, maintained, and operated to meet the long-term needs of the community.

Primary Strategy: Adapt infrastructure and assets to fit evolving community needs, including accessibility.

Business Case Type: Additional Investment

Description: London Police Service Facilities Masterplan Needs and Protective Services Training Campus

Service(s): London Police Service and London Fire Department

Lead: Deputy Chief Trish McIntyre and Cheryl Smith, Deputy City Manager, Neighbourhood and Community Wide Services

Business Case Tax Levy Impact Table (\$ Thousands)

Tax Levy Impact Detail	2024	2025	2026	2027	2024 to 2027 Total
Annual Tax Levy Impact	\$333	\$564	\$6,920	\$9,635	\$17,452
Annual Incremental Tax Levy Impact	\$333	\$231	\$6,356	\$2,714	\$9,635
Estimated Annual Tax Levy Impact %	0.05%	0.03%	0.78%	0.28%	0.28% Average
Estimated Annual Taxpayer Impact \$ <sup>1</sup> ,	\$1.49	\$2.52	\$30.98	\$43.13	\$19.53 Average

Subject to rounding.

1) Calculated based on the average assessed value of \$252 thousand for a residential property (excludes education tax portion and impacts of tax policy).

## What is Included in the Base Budget?

Base Budget Table (\$ Thousands)

London Police Service Facilities Masterplan & Protective Services Training Campus	2023	2024 to 2027 Total	2028 to 2033 Total
Total Tax Levy Funded – Operating	\$0	\$0	N/A
Full-Time Equivalents	0.0	0.0	N/A
Total Capital <sup>1</sup>	\$40,804	\$46,696	\$0
PP4462 - London Police Headquarters Expansion	\$40,000	\$40,000	\$0
FS1092 - London Fire Department	\$804	\$6,696	\$0

Subject to rounding.

Notes:

1. The 2023 Column represents the 2023 Life-to-date budget of the projects.

## Base Budget Summary

London Police Service’s capital budget from 2021 to 2025 has \$80 million of approved funding that can be allocated towards the most urgent need for a new Training Facility, less \$335,000 of actual spending, representing Phase 1 of the 2019 London Police Service Long Term Facility Accommodation Plan and 2023 London Police Service Facility Masterplan. London Fire Department’s capital budget from 2023 to 2025 has \$7.5 million of committed funds allocated towards urgent training infrastructure needs.

Investment in Protective Services assets to address Life Cycle Replacement, Service Enhancements, and Growth of Services in buildings, infrastructure, equipment, and systems are supported by this base budget. However, there is a considerable gap in the required investment to contribute and implement these strategies and actions within the City of London Strategic Plan for meeting current and future service demands of our community;

- Adapt Infrastructure and assets to fit evolving community needs, including accessibility
  - Action – Continue to Implement London Police Service Facility Master Plan
- Invest in publicly-owned assets to maintain existing levels of service and to implement planned levels of service.
  - Action - Continue to Implement London Police Service Facility Master Plan

## Business Case Summary

In 2019, London Police Service Long Term Facility Accommodation Plan was completed by an independent consulting firm, with decades of police services facility expertise, to validate current and future facility and space needs over the next 25 years. The last Facility Expansion was completed in 2009, yet the continued annual growth of staff and services to support the community has not

received an adequate level of investment to accommodate current and future space and facilities needs. London Police Service has outgrown its current facilities sooner than expected. As well, London Police Service has leased storage and training space from the City for the past several years, which is being reallocated to another City service in earlier 2024 that adds to our space problems.

Facility Expansion funding was planned for within the City's 10-year capital plan at \$80 million from 2021 to 2025; however, this funding will not address the current and future facility and space needs and the increased breadth and complexity of police services required to support our community. The current base budget funding does not account for the exponential inflationary increases in construction and service costs that have occurred over the last 3 years.

The London Police Service Long Term Facility Accommodation Plan is composed of three (3) Phases;

- Phase 1 – London Police Service Additional Property Space: Operating Budget Table includes maintenance, utilities, cleaning, and facilities position costs in 2024 to 2027 (\$1.8 million) to support a purchased property with Police Operations and Administrative spaces, meeting and training rooms, and some support areas for facilities and fleet. The Capital Budget includes construction, renovation, and expansion cost for the owned property in 2024 (\$22.3 million). To accommodate Fleet capacity and storage of patrol, investigative, and speciality vehicles, the purchase of property located near Headquarters is required in 2025 (\$2.6 million).
- Phase 2 – Protective Services Training Campus (London Police Service and London Fire Department): Operating Budget Table includes building maintenance, supplies, utilities, cleaning, and new position costs starting in 2027 (\$2.1 million); The Capital Base Budget previously forecasted of \$80 million (less \$0.3 million already spent) from London Police Service and \$7.5 million from London Fire Department is from 2021 to 2025. The additional Proposed Funding required for Stage 1 of the Protective Services Training Campus in 2025 is \$49.9 million (\$10.9 million for London Police Service and \$39.0 million for London Fire Department). Table 1 provides a breakdown of the timing and amount of investment required for each Stage (sub-phase) of the Protective Services Training Campus project.
- Phase 3 – London Police Service Headquarters Expansion Capital Budget Table includes land and consulting costs in 2026 (\$4.5 million), then the majority of design, construction, furniture, information technology, and equipment costs are outlined in 2028 (\$53.9 million). (refer to Additional Details Table 1) There is no impact to the Operating Budget expected until 2031, after the construction is completed.

## **Phase 1**

The pandemic and higher priority community issues required London Police Service to defer Phase 1 to 2024 and we are at a critical state with no surplus space at London Police Service Headquarters to accommodate annual growth of core services, staff, existing and future operational fleet vehicles, and administrative areas.

The highest priority space constraint will occur in early 2024, as London Police Service will lose critical fleet warehousing and training space due to a City of London and London Police Service lease ending March 31, 2024. The City of London has decided to reclaim the

St. Julien street warehouse facility to Parks and Forestry service. Current Headquarters building has not been expanded in 15 years and operations have reached capacity. This business case identifies the immediate need for operating and capital funding to secure warehousing, training, investigative, and administrative spaces and facility in early 2024. City of London Realty Services and Facilities have verified that no other City owned buildings or leased spaces are available.

The London Police Service fleet has outgrown the size of Headquarters underground garage area and aisle ways have been used for several years to manage vehicle operations, but there is no additional space to safely secure and manage a fleet that continues to grow each year. Facilities is working with Fleet Services to add vehicle lifts, but building structure restrictions will minimize the impact of this strategy on the continuing annual expansion of fleet operations. Therefore, the need to acquire property adjacent to Headquarters to accommodate current and future fleet operations and storage is critical. The estimated investment to acquire property in 2025 is \$2.6 million.

Two (2) Facilities Services Maintenance Technician positions required to support the new leased spaces and assist with internal new and existing space construction and renovation projects. One position will start in 2024 and the second position will be added in 2026. The Operating Budget Table below includes all salaries, benefits, supplies, tools, and training required for these two positions from 2024 to 2027.

## **Phase 2**

In 2020, London Police Service and London Fire Department, and Facilities Senior Leadership collaborated to validate all critical training spaces, facility needs, and develop a plan for resolving current facilities lifecycle and infrastructure gaps that are inadequate to support day-to-day training operations, service enhancements, and growth of organizational capacity and protective services offered to the community. Space continues to be limited and dispersed training facilities are not up to safety and training standards.

In 2021, the Province of Ontario announced the closing of the Ontario Fire College, with that, local fire departments are looking for training opportunities for their personnel. As indicated in the London Fire Department Fire Master Plan, one of the Action items is to identify ongoing joint opportunities to enhance the use and possible revenue generation of the training facility. It is the intention of the London Fire Department to become a Regional Training Centre for surrounding fire departments. Presently, the existing space for the London Fire Department Training Division would be limited in this opportunity.

In 2023, a Feasibility Study was completed by an expert facilities consultant and supported by a Steering Committee composed of London Police Service and London Fire Department Senior Executive, City of London Neighbourhood and City-Wide Services, Financial Planning, Facilities, Realty Services that outlines the specific training facilities and spaces required to support a new training campus to meet current operational needs, expanding training accreditation requirements, address training safety concerns, prepare for current and future threats, and address increasing community demands for public safety and protective services in one of the fastest growing cities in Canada.

To gain valuable knowledge of training site design, uses, and capacity, London Police Service and London Fire Department leadership visited several police and training sites across Southwestern Ontario. The option of renting training space in Hamilton, Mississauga, York, and Windsor were considered, but all facilities have reached capacity and cannot accommodate London Police Service and

London Fire Department training requirements. Another option would be to request availability of training space at the Ontario Police College, but these training facilities are at full capacity as well.

Using another City's training facilities is not viable, decreases productivity, and reduces the availability of London Police Service and London Fire Department members to provide services to our community for the following reasons;

- A larger amount of travel to other jurisdictions will increase London Police Service and London Fire Department operating costs for travel, hotels, meals, transportation, and fuel and increased training days.
- Training takes place all year, including mandatory re-qualifications. London Police Service current annual In-Service (or block training) runs from January to June, four 10-hour days per week. The availability other training sites would be insufficient.
- Weekly transportation to and from a training site in another City for trainers, trainees, and equipment would be a challenge and increase probability of misplacing or forgetting critical training equipment.
- Trainers may be required to set up and tear down training spaces each session, since the host City's service will likely need the facility for their own use in between.
- Inefficient use of our trainers, since they would now all be off-site and too far away to manage many of their other administrative duties.
- Accommodated members who only attend portions of the training will either not attend or will be stuck attending the entire day(s) due to transportation issues.
- Keeping working, deployable officers within the city limits for any emergency is not feasible.
- ERU/K9 having to travel to other jurisdictions for training means they are not available to respond to calls. They often get called out of training for high-risk calls.
- Some training is partial days. CEW recertification is 5 hours, which the recruits return to patrol or their work afterwards. This would be a full day if it included travel.
- Recruit training would require the trainers and recruits to travel back and forth over the 5 weeks or their training period or remain there after having just returned to their families from Ontario Police College. London Police Service has 4 intakes per year meaning that there would be 20 weeks of training per year for recruits that would need to be managed.
- If any injuries occur or someone gets sick, this is more difficult to manage while in another city.

After reviewing the consultant's Feasibility Study recommendations and options for building a Training Campus, a Steering Committee comprised of senior leaders from London Police Service, London Fire Department Facilities, Realty Services, and Planning have supported a phased-approach to building this Training Campus over the next several years, due to the magnitude of the investment required. The training campus requires state of the art classrooms, but also prioritizes experiential learning focusing on scenario-based training. This includes a mock tactical village, physical training areas, firing ranges, live fire burn training, vehicle maneuvering, etc., to give both the London Police Service and the London Fire Department the best foundational and state-of-the-art training tools to prepare for real world experiences.

The Feasibility study included financial modelling and analysis to project operating revenue, costs, and expenses over a 25-year period. Revenue included projected rentals of key training spaces, since a large majority of training spaces are expected to have utilization

rates of 70% to 100%. Potential revenue to help offset costs for the overall operation, if the City of London uses the recommended rental fees associated with each training space may see a net income gain of \$243,000 by year 12 after the date of opening, if London Police Service and London Fire Department uses the key training spaces at 75%.

The current plan is to build the London Police Service and London Fire Department Training Campus in three (3) Stages;

- Stage 1 – Main Training Building, Classrooms, Drill Hall, Scenario Simulation, Indoor Range, Outdoor Range, and Burn Tower (2025-2027) = \$137.0 million (*less \$87.1 million of previously forecasted base budget capital from 2021 to 2025*). Additional capital investment = \$49.9 million (London Police Service = \$10.9 million and London Fire Department = \$39.0 million) in 2025.
- Stage 2 - Back-Up Communications, Dirty Fire Classroom & Decon, and K9 Building & Outdoor area (2029-2031) = \$8.0 million. (London Police Service = \$6.3 million and London Fire Department = \$1.7 million)
- Stage 3 – Outdoor Training Village, Driving Track, Alternate Fire Station, Fleet & Property Storage, Fire Mechanical Bay (**2032-2035**) = \$41.7 million. (London Police Service = \$20.8 million and London Fire Department = \$20.9 million).

Ongoing annual operating costs of approximately \$2.1 million will occur starting in 2027, once Stage 1 construction is completed. (refer to Operating and Capital Budget Tables) Operating costs include two dedicated FTEs, one Facilities Maintenance Technician position and one Scheduling Coordinator position to support the daily operations, maintenance, and scheduling of all Training Campus spaces and buildings.

### Phase 3

In 2013, as part of the City's 10-year capital plan, London Police Service initiated development of the Headquarters Expansion project, as all facilities and spaces were near full capacity due to continued annual growth of services and organizational size, since the last building expansion in 2009. This project was validated within the 2019 Development Charge Study. The current capital plan includes existing and anticipated funds of \$80 million by 2025. However, the facilities and space constraints outlined in Phases 1 and 2 above have required London Police Service to reprioritize funding and defer the Headquarters Expansion project to start planning in 2027 and expecting construction to begin in 2029. The 2023 London Police Service Facility Masterplan was completed by an expert police services consultant to estimate the design, construction, furniture and equipment costs for the Headquarters Expansion and City of London Realty Services was consulted to confirm the expected land costs. The total cost of the project is estimated at \$58.4 million. The timing to the capital funds required are outlined in the Capital Budget Table and Table 1 below. The Additional Details section outlines the London Police Service Headquarters Expansion concept design. Once Phase 3 Headquarters Expansion is completed, the Operational and Administrative leased space identified in Phase 1 would no longer be required and annual operating costs of approximately \$600,000 per year can be reduced starting in 2032 as London Police Service units return from their off-site leased location. The new annex will include new Forensic and Lab facilities, new detention facility, expanded Indoor parking for operational vehicles, fleet and facilities maintenance space, more lockers and meeting spaces, and space for growth.

An addition of one Facilities Services Maintenance Technician position is expected after the Headquarters Expansion is completed in 2031.

Within each Phase of the London Police Service Facility Masterplan there are requirements to complete Internal Space Renovations to update infrastructure, HVAC, flooring, lighting, furniture, security, and space layouts after existing space at Headquarters is vacated by units moving to the leased facilities or Training Campus. The age of some of these Headquarters spaces ranges from 15 to 50 years. The Capital Budget Table and Additional Details section outline the amounts and timing of these Internal Masterplan renovations projects from 2027 to 2034.

## Financial and Staffing Impacts

Operating Budget Table (\$ Thousands)	2024	2025	2026	2027	2024 to 2027 Total
Expenditure – Operational (Police)	\$333	\$564	\$1,059	\$3,422	\$5,377
Expenditure – Debt Servicing (Police)	\$0	\$0	\$2,865	\$3,216	\$6,081
Expenditure – Debt Servicing (Fire)	\$0	\$0	\$2,997	\$2,997	\$5,994
Revenue: Grants	-\$0	-\$0	-\$0	-\$0	-\$0
Revenue: User Fees	-\$0	-\$0	-\$0	-\$0	-\$0
Revenue: Savings from Existing Budget	-\$0	-\$0	-\$0	-\$0	-\$0
Revenue: Other (Specify funding source)	-\$0	-\$0	-\$0	-\$0	-\$0
<b>Net Tax Levy</b>	<b>\$333</b>	<b>\$564</b>	<b>\$6,920</b>	<b>\$9,635</b>	<b>\$17,452</b>

Subject to rounding.

Capital Budget Table (\$ Thousands)	2024	2025	2026	2027	2024 to 2027 Total	2028 to 2033 Total <sup>2</sup>
Expenditure (Police) <sup>1</sup>	\$22,488	\$14,774	\$4,535	\$38	\$41,835	\$101,261
Expenditure (Fire) <sup>1</sup>	\$0	\$38,980	-\$0	-\$0	\$38,980	\$22,621
Capital Levy	-\$0	-\$0	-\$0	-\$0	-\$0	-\$0
Debenture	-\$22,488	-\$53,754	-\$4,535	-\$38	-\$80,815	-\$123,882
Reserve Fund	-\$0	-\$0	-\$0	-\$0	-\$0	-\$0
Other	-\$0	-\$0	-\$0	-\$0	-\$0	-\$0
Non-Tax Supported	-\$0	-\$0	-\$0	-\$0	-\$0	-\$0

Subject to rounding.

Note:

1. The total capital expenditure budget required for this business case is \$291.9 million; the table above presents only the incremental financing required (\$204.7 million). The remainder of the funding (\$87.1 million) is already budgeted in the City's Capital Plan in capital projects PP4462 and FS1092, if approved this business case would trigger budget adjustments to change the timing of the existing funding. The figures in this table are not meant to align with the information presented in the additional details section below.

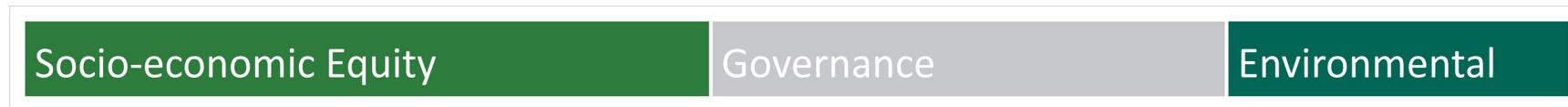
2. The total debt servicing for the 2028 to 2033 forecast period is \$77.3 million which includes principal and interest; this is an average annual debt servicing requirement of \$12.9 million that lives beyond the 2024 to 2027 Multi-Year Budget.

Staffing Summary - Changes	2024	2025	2026	2027
# of Full-Time Employees Impacted	1	0	2	3
# of Full-Time Equivalents Impacted	0.5	0.5	2.0	3.0
Cost of Full-Time Equivalents (\$ Thousands)	\$73	\$75	\$322	\$482

Subject to rounding.

## Environmental, Socio-economic Equity and Governance (ESG) Considerations

Environmental, Socio-economic Equity and Governance Relevance Profile for this Business Case:



Environmental:

This business case increases or may lead to increased greenhouse gas emissions (either from direct use of fossil fuels or new electricity requirements) by either adding a new source of emissions or increasing emissions from existing sources for new leased spaces required for warehousing and interim operations and administrative spaces. This business case avoids increased emissions from a new training campus or expanding London Police Service Headquarters building by using zero emissions technology. This business case is not expected to have any impact on greenhouse gas emissions in the community. This business case is not expected to have any impact on community adaptation and resilience relating to new leased spaces; however, this business case is expected to improve or increase community adaptation and resilience in the community relating to the new zero emissions technology planned for in the Protective Services Training Campus and future London Police Service Headquarters Expansion. Additional costs to establish zero emissions have been included in the budget estimates for the Protective Services Training Campus validated by a consultant with training facility expertise.



## Socio-economic Equity:

The investment in police and fire facilities are required to support all equity-deserving and other vulnerable groups by providing protective services to the entire City of London community. The leasing of buildings and making lease improvements to accommodate immediate space and facilities constraints are not expected to negatively impact any neighbourhoods or equity-deserving and other vulnerable groups. Construction of Police and Fire Training facilities are part of the standard infrastructure required to support most large communities across Ontario and Canada including Kitchener-Waterloo, Hamilton, Mississauga, Toronto, Windsor, York. The location of the Protective Services Training Campus is expected to be on City owned land outside of any existing residential neighbourhoods, which are similar to other police and fire training centres across Southwestern Ontario. The last expansion of London Police Service Headquarters occurred in 2009 and had minimal impact on the core area residents and community. The next planned Headquarters expansion is expected to have the same results.

Equal access and consideration of all community groups and Accessibility for Ontarians with Disability Act (AODA) guidelines will be used in the planning, design, and construction of all facilities.

## Governance:

Extensive engagement of industry police and fire facilities consultants and experts, third-party planning consultants, and analysis has occurred over the past 5 years to support this business plan based on the 2019 London Police Service Long Term Facility Accommodation Plan and 2023 London Police Service Facility Masterplan. Stakeholder engagement, support, and analysis has occurred with many services areas across the City of London including London Police Service, London Fire Department, Neighbourhood & Community Wide Services, Financial Services, Realty Services, Facilities, Planning and Economic Development, and outside police and fire agencies. A Steering Committee comprised of Senior Leaders from each of the stakeholder groups meet on a regular basis.

The risk of approving this business case is committing a larger portion of capital and operating budget to police and fire required facility and training needs. This risk is mitigated by deferring a lower priority London Police Service Headquarters and Protective Services Training Campus priorities to future Multi-Year Budgets. The risk of not approving this business case is the future investment amount required in police and fire facilities will continue to grow. London Police Service will not have the required operational, administrative, and training spaces to perform the current and future levels of protective services required by the community. The London Police Service and London Fire Department members will continue to have lower class training, which places unnecessary stress and safety concerns on frontline police officers and firefighters and promotes a lack of collaborative and real-life training opportunities. There continues to be annual and new training regulations that require specialized training that is not available in current London Police Service and London Fire Department facilities and spaces.

## Additional Details

### Facilities Masterplan and Protective Services Training Campus – Financial Impacts

Itemized Detail (Capital)	2024	2025	2026	2027	2028
LPS Facility Expansion/Protective Services Training Campus (Phase 2)	\$26,696,000	\$69,851,720	-	-	-
LPS Purchased and Leased Space (Phase 1)	\$22,336,600		-	-	-
Fleet Capacity and Storage Space (Phase 1)		\$2,587,500			\$53,924,000
LPS HQ Expansion (Phase 3)	-	-	\$4,500,000	-	-
LPS Internal Masterplan	\$150,000	\$1,314,968	-	-	\$7,610,900
<b>Total Cost</b>	<b>\$49,182,600</b>	<b>\$73,754,188</b>	<b>\$4,500,000</b>	<b>-</b>	<b>\$61,534,900</b>

Itemized Detail (Capital) continued	2029	2030	2031	2032	2033
LPS Facility Expansion/Protective Services Training Campus (Phase 2)	\$7,945,681	-	-	\$41,745,747	-
LPS Purchased and Leased Space (Phase 1)	-	-	-	-	-
LPS HQ Expansion (Phase 3)	-	-	-	-	-
LPS Fleet Capacity & Storage Expansion	-	-	-	-	-
LPS Internal Masterplan	-	-	\$7,833,540	-	\$4,822,923
<b>Total Cost</b>	<b>\$7,945,681</b>	<b>-</b>	<b>\$7,833,540</b>	<b>\$41,745,747</b>	<b>\$4,822,923</b>

Itemized Detail (Operating)	2024	2025	2026	2027
LPS Facility Expansion/Protective Services Training Campus (Phase 2)	-	-	-	\$1,856,371
LPS Purchased and Leased Space (Phase 1)	\$253,620	\$411,692	\$572,220	\$583,664
LPS HQ Expansion (Phase 3)	-	-	-	-
LPS Fleet Capacity & Storage Expansion	-	-	-	-
LPS Internal Masterplan	-	-	-	-
<b>Total Cost</b>	<b>\$253,620</b>	<b>\$411,692</b>	<b>\$572,220</b>	<b>\$2,440,035</b>

Itemized Detail (New Positions)	2024	2025	2026	2027
Personnel Costs	\$72,916	\$147,937	\$470,274	\$952,608
Other Operating Costs	\$6,154	\$3,905	\$16,956	\$29,069
Capital Costs	\$1,649	-	\$34,644	\$37,598
<b>Total Cost (cumulative)</b>	<b>\$80,719</b>	<b>\$151,842</b>	<b>\$521,874</b>	<b>\$1,019,275</b>