

**DATE:** February 11, 2020

**TO:** Hon. Mayor Bevilacqua and Members of Council

**FROM:** Tim Simmonds, Interim City Manager

**RE:** **Committee of the Whole (1) Report, February 4, 2020  
VMC YMCA Centre of Community and Library – Budget Amendment –  
Emergency Preparedness – UPDATED RECOMMENDATION**

---

**PURPOSE**

This memo is in response to the comments and questions directed to Staff by Council at the February 4, 2020 Committee of the Whole (1) meeting. Staff would like to thank Council for the opportunity to provide additional context and information and to provide an updated recommendation related to the purchase and installation of a generator at the VMC-YMCA Centre of Community, Library and Recreational facility.

**KEY FACTS**

The Vaughan Metropolitan Centre (VMC) YMCA Centre is a real estate partnership between Penguin-Calloway Vaughan Partnership (PCVP), YMCA and the City of Vaughan, to build a recreational community centre and library facility in the VMC. The partnership was first approved and adopted by Council in February 2016 (Item 3, Report No. 10, of the Committee of the Whole, Working Session), which was adopted, as amended, by Council, February 16, 2016).

The YMCA is one of Canada’s longest standing and largest charities, with a presence in Canada since 1851.

**BACKGROUND**

The current decision before Council should be considered in the context of advancing the City’s emergency preparedness & resiliency efforts.

All municipalities in Ontario are required to establish and maintain an emergency management program in accordance with the requirements under the Emergency Management and Civil Protection Act (EMCPA), R.S.O. 1990, c. E.9. The Office of the Fire Marshal and Emergency Management (OFMEM)

has reviewed the documentation submitted by our Community Emergency Management Coordinator and it has been determined that the City of Vaughan is in compliance with the EMCPA for 2019. The City of Vaughan has met compliance since the legislation was enacted in 2004 up to and including the end of the reporting year (2019) to the province.

Resiliency is an ongoing process that needs to be fluid and evolve to address the challenges of the changing environment of our City. The resiliency allows the City to adapt to existing and emerging issues of climate change, intensification, built form, demographics, transportation networks, industrial base, telecommunication and data systems, and economic development.

Per the *Public Health Agency of Canada Emergency Lodging Service Manual*, emergency shelters are typically located as close to the affected community as possible, as long as the facility is deemed safe by civil authorities. The goal is to keep families together, lodge evacuees promptly, as close to their homes or place of work as possible and in as normal a setting as possible while respecting their privacy.

Besides lodging, emergency shelters typically provide users with access to food, clothing, registration and inquiry (family re-unification), personal services (information, temporary care for unattended children and dependent elderly), assist with the temporary care of residents from special care facilities, provide financial and material assistance, immediate and long-term emotional support and care of pets).

Shelters must meet PHAC (*Public Health Agency of Canada*), AODA (*Accessibility of Ontarians with Disabilities Act*), Building Code and Fire Code requirements. Shelter plans are developed to maximize the usable space in accordance with legislative requirements while maintaining the dignity of the inhabitants.

Shelter (Emergency Lodging) Requirements:

- Ventilation of 30 cubic metres per person per hour

- An average temperature of 20 degrees Celsius
- Sanitation facilities
- Potable water supply
- Ability to provide for feeding
- Useable floor space includes, gyms, multipurpose rooms, meeting rooms, kitchens, washrooms, change rooms and first aid rooms. Pools, arenas and fitness centres are not counted as usable space.

Given the City's current size and growth trajectory, it is anticipated that more than one emergency shelter will be necessary. The City of Vaughan currently has 10 community centres:

- Maple community centre (Central), Father Ermanno Bulfon community centre (West) and Dufferin Clark community centre (East) are all equipped with cots and blankets and are located on public transit routes. Each was assessed based on usable space and shelter plans have been created and exercised. These locations would be deemed the highest priority if retrofitting an existing facility for a generator is considered.

The VMC-YMCA centre has many characteristics that make it a suitable facility for an emergency shelter. It is located near transit, will be a community hub for the citizens, has potable water supply, showers, usable floor space as well as kitchen facilities that would support emergency sheltering operations.

## **FINANCIAL CONSIDERATIONS**

To inform the current decision before Council, an analysis was undertaken to estimate the time and cost to equip a similar-sized City-owned facility (see Table 1), along with the pros and cons of each scenario (see Table 2).

For purposes of the analysis, the proposed Carville Community Centre (as a new City facility currently in detailed design) and Maple Community Centre (an existing City facility) were used as comparators. Both facilities could serve as suitable emergency shelters, based on the above-mentioned criteria.

## Briefing Note

Important to note is that the generator being considered at VMC-YMCA is a co-generation unit, which in addition to providing 250kW of power, also contributes to reduced carbon emissions and will contribute to the points needed for the building to attain Gold LEED certification. The generator units costed out below for the city-owned facilities provide backup power only. All figures are high-level estimates, which would be refined through preliminary engineering and detailed design.

**Table 1 – Comparative Analysis**

Location	FACILITY		GENERATOR		COST & TIMING	
	Size sq.ft	Capability	Size power	Timing est	Cost est - \$000's	Funding Source
<b>VMC-YMCA Centre (NEW)</b>	109,000	o Backup power o Co-generation (reduced carbon emissions)	250 kW	< 12 months	\$800-900k <sup>(1)</sup>	90% Development Charges 10% Taxation
<b>Carville Community Centre (NEW)</b>	150,000	Backup power only	200 kW	> 36 months	\$400-500k <sup>(2)</sup>	90% Development Charges 10% Taxation
<b>Maple Community Centre (EXISTING)</b>	147,000	Backup power only	200 kW	12-18 months	\$500-600k <sup>(2)</sup>	100% Taxation

**NOTES:**

- (1) Installed cost, inclusive of applicable taxes, administrative recovery and contingency. Also reflects provincial grants and bundled purchase pricing available through the YMCA  
 (2) Installed cost, inclusive of applicable taxes, administrative recovery and contingency.

**Table 2 – Pros / Cons**

Location	PROS / CONS	
	Pros	Cons
<b>VMC-YMCA Centre (NEW)</b>	<ul style="list-style-type: none"> <li>o speed to implement (&lt;12 months)</li> <li>o location - proximity to transit, population density</li> <li>o only 10% tax funded</li> <li>o leverage IESO grants, bundled pricing (via YMCA)</li> <li>o contributes to reduced carbon emissions</li> <li>o contributes to Gold LEED certification</li> </ul>	<ul style="list-style-type: none"> <li>o non-traditional ownership structure (partnership)</li> <li>o cost (relative to basic backup generator)</li> </ul>
<b>Carville Community Centre (NEW)</b>	<ul style="list-style-type: none"> <li>o 100% City-owned facility</li> <li>o only 10% tax funded</li> <li>o lower cost (backup power only)</li> <li>o easily incorporated into facility design</li> </ul>	<ul style="list-style-type: none"> <li>o time to implement (min 3yrs away)</li> </ul>
<b>Maple Community Centre (EXISTING)</b>	<ul style="list-style-type: none"> <li>o 100% City-owned facility</li> <li>o speed to implement (12-18 months) - subject to funding</li> </ul>	<ul style="list-style-type: none"> <li>o 100% tax funded</li> <li>o higher cost (relative to new build)</li> <li>o service disruption during construction</li> </ul>

All of the above factors should be given consideration in determining whether the VMC-YMCA centre should form part of the multi-facility resiliency centre efforts of the City.

**Other Considerations**

- There are currently no government grants that fund emergency management projects
- The Independent Electricity System Operator (IESO) grants previously secured by the YMCA are no longer available through the Provincial government.
- The Joint Emergency Preparedness Program Grants were cancelled in 2014 and not replaced by the Federal Government
- The National Disaster Mitigation Funding program funds infrastructure and other projects related particularly to flood mitigation. Generators do not fall within the eligible criteria
- VMC land-owners and developers are unlikely to contribute funding to this generator, given they are already paying Development Charges

**NEXT STEPS & UPDATED RECOMMENDATIONS**

Staff continue to support the need for generators at multiple locations across the City but believe that more time is warranted to further advance the City’s emergency preparedness approach, prior to concluding on preferred locations for generators.

As a result, staff would like to withdraw the recommendations from the Committee of the Whole (1) Report, February 4, 2020, VMC YMCA Centre of Community and Library – Budget Amendment – Emergency Preparedness and replace with the following *updated recommendations*:

1. THAT the Emergency Management Program Committee (EPMC) report back to Council no later than June 2020 with the proposed approach and key elements of an Emergency Preparedness and Resiliency strategy.
2. THAT a decision regarding location and placement of generators within the City of Vaughan, be deferred until after the Emergency Management Program Committee report back to Council.

By deferring the generator decision at the VMC-YMCA Centre, the City will not be able to leverage bundled pricing and provincial grants available through the YMCA. Should it be decided at a future date that the VMC-YMCA centre should have a generator, the budget in capital project RE-9537-17 can be amended at that time (funded 90% from Community Services and Library development charges and 10% from capital from taxation).

**For more information**, please contact: Tim Simmonds, Interim City Manager, ext. 8427

**PREPARED BY:**

Michael Marchetti, Director, Financial Planning and Development Finance

Sharon Walker, Manager of Emergency Planning

Jack Graziosi, Director, Infrastructure Delivery

Kay-Ann Brown, Project Manager, Infrastructure Financing

Finuzza Mongiovi, Legal Counsel, Development / Real Estate

**REVIEWED BY:**

Michael Coroneos, Deputy City Manager, Corporate Services and Chief Financial Officer

Nick Spensieri, Deputy City Manager, Infrastructure Development

Deryn Rizzi, Fire Chief, Fire and Rescue Service

Margie Singleton, Chief Executive Officer, Libraries

Dave Merriman, Director, Facility Management

Christina Bruce, Director, Vaughan Metropolitan Centre Program