



To: GVS&DD Board of Directors

From: Utilities Committee

Date: April 30, 2015 Meeting Date: May 15, 2015

Subject: **Lions Gate Secondary Wastewater Treatment Plant Project – PPP Canada Funding Application**

UTILITIES COMMITTEE RECOMMENDATION

That the GVS&DD Board:

- a) Direct staff to apply to the PPP Canada program during the next intake for funding of the Lions Gate Secondary Wastewater Treatment Plant, based on a Design-Build-finance model, with a request for an expeditious project review based on the *Lions Gate Secondary Wastewater Treatment Plant Business Case, February 6, 2015*; and
- b) Request the BC Minister of Transportation and Infrastructure to confirm whether the Lions Gate Secondary Wastewater Treatment Plant project will receive provincial priority status under the Building Canada Plan – Provincial Territorial Infrastructure Component, and if so, the level of funding the Province will commit to the project.

At its April 30, 2015 meeting, the Utilities Committee considered the attached report titled “Lions Gate Secondary Wastewater Treatment Plant Project – PPP Canada Funding Application”, dated, April 10, 2015. The Committee subsequently amended the recommendation as presented above in underline style.

Attachment:

“Lions Gate Secondary Wastewater Treatment Plant Project – PPP Canada Funding Application”, dated, April 10, 2015

11287825

To: Utilities Committee

From: Fred Nenninger, Director, Policy Planning and Analysis, Liquid Waste Services

Date: April 10, 2015 Meeting Date: April 30, 2015

Subject: **Lions Gate Secondary Wastewater Treatment Plant Project – PPP Canada Funding Application**

RECOMMENDATION

That the GVS&DD Board:

- a) Direct staff to apply to the PPP Canada program during the next intake for funding of the Lions Gate Secondary Wastewater Treatment Plant, with a request for an expeditious project review based on the *Lions Gate Secondary Wastewater Treatment Plant Business Case, February 6, 2015*; and
 - b) Request the BC Minister of Transportation and Infrastructure to confirm whether the Lions Gate Secondary Wastewater Treatment Plant project will receive provincial priority status under the Building Canada Plan – Provincial Territorial Infrastructure Component, and if so, the level of funding the Province will commit to the project.
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PURPOSE

To recommend further actions for the GVS&DD Board regarding securing provincial and federal funding for the Lions Gate Secondary Wastewater Treatment Plant project.

BACKGROUND

In accordance with Metro Vancouver’s provincially approved *Integrated Liquid Waste and Resource Management Plan (ILWRMP)* and the federal *Wastewater Systems Effluent Regulations*, the Lions Gate Secondary Wastewater Treatment Plant must be commissioned no later than December 31, 2020. Metro Vancouver completed the Project Definition Phase for the new Lions Gate plant in November 2013, which included the completion of an Indicative Design as well as a business case and value-for-money assessment to determine how best to procure the design-construction phase of the project. At their February 2014 meeting, the Board has designated the project as Metro Vancouver’s only priority infrastructure project for the New Building Canada Fund.

The federal government formally launched the New Building Canada Fund program on March 28, 2014. The intake process required Canadian municipalities to direct their applications to their provincial ministry responsible for infrastructure – in British Columbia this is the Ministry of Transportation and Infrastructure.

Although the federal program was “open for business” as of March, 2014 the Province was not ready to accept applications. Discussions were held with the Province regarding the project funding and the intake process and in June, 2014 Metro Vancouver submitted its Initial Review Application to the Province. As a first step, a Public-Private Partnership (P3) screen is required by the Provincial and Federal Governments to determine how best to procure the design and construction phase – as a P3 or a traditional design-bid-build project. In August 2014 the BC Ministry of Community Sport

and Cultural Development hired Partnerships BC to review Metro Vancouver's project Procurement Options Analysis and Value-for-Money report, which was prepared by KPMG as part of the Project Definition work, in full accordance with Partnerships BC and PPP Canada guidelines.

Partnerships BC's review of the Value-for-Money assessment confirmed the project is best procured as a Design-Build-Finance (DBF) project, with a specific recommendation that the finance component include a requirement for the contractor to provide 35 percent of the project funding during the 5-year construction period. This recommendation was made to better ensure contractor performance during construction. This DBF approach is similar to the Capital Regional District Wastewater Treatment Plant and the ongoing Translink Evergreen Line projects.

Despite numerous meetings with provincial and federal ministers and ministry staff, as well as submission of the Business Case prepared in accordance with the Building Canada Fund guidance document, to date the Province has not identified the Lions Gate project as a priority BC project. The project must be identified as a priority by the Province in order for the project to be formally submitted to Infrastructure Canada as a candidate for the New Building Canada Fund. A chronology, commencing in early 2014, of communications with the federal and provincial governments regarding the Lions Gate project is outlined in Attachment 1.

In recent meetings with Metro Vancouver, provincial Ministry staff suggested that Metro Vancouver obtain a letter of confirmation from the federal funding agency for P3 projects, PPP Canada, advising that the Lions Gate project would not be considered a priority for funding through their program because it is not a full Design-Build-Finance-Operate-Maintain project. In past discussions with PPP Canada, they have advised that the Lions Gate project would be considered a very low priority and not likely to receive funding as long as it was a DBF project. However, they have advised they are not in a position to provide anything in writing until such time as Metro Vancouver formally applies to their program and they complete a project review.

FUNDING FOR WASTEWATER TREATMENT PLANTS

The only available source of funding being pursued by Metro Vancouver is the New Building Canada Fund's Provincial-Territorial Infrastructure Component for which approximately \$1 billion has been allocated for British Columbia over the next 10-year.

Federal Funding

The Building Canada Fund is administered by Infrastructure Canada. Projects are to be identified by the provinces and there is an expectation that the provinces will participate in the cost sharing of approved projects on an equal basis. All projects over \$100 million in value require a P3 screen to determine the best procurement approach for design and construction. Projects that are identified as P3 projects, which the new Lions Gate plant is in the form of a DBF procurement approach, are eligible for up to 25 percent cost sharing of the total eligible costs.

Provincial Funding

The Ministry of Transportation and Infrastructure is the lead agency in British Columbia for the Building Canada Fund. They identify the priority projects for British Columbia that are to be submitted to Infrastructure Canada for consideration under the Building Canada Fund. Although there is an expectation for both federal and provincial matching of funds for any particular project there has been the rare exception where a project was only funded by the federal program, without provincial participation. The Lions Gate project is being considered by the Province but to date has

not been submitted to Infrastructure Canada as a priority BC project. In a recent meeting, the Province asked Metro Vancouver to further investigate the project's eligibility through PPP Canada.

PPP Canada's Role

Separate from the Building Canada Fund the federal government's crown corporation, PPP Canada, administers a federal program that promotes and funds public-private partnership projects across Canada. The program has been in place since 2009 and an extension with an additional \$1.25 Billion was announced by the federal government in 2013. Up to 25 percent of project eligible capital cost can be funded under this program. However, federal stacking rules do not allow the federal contribution for any particular project to exceed 25 percent of total eligible costs from all federal sources. As per Attachment 2, the annual intake window for applications to the program is now open and closes on June 12, 2015. Metro Vancouver has not applied for PPP Canada funding given that the Building Canada Fund is available for that purpose and the fact that PPP Canada has previously indicated that the Lions Gate project would not rate as high in their priority ranking with other projects if it was being delivered as a DBF project rather than a full DBFOM (design-build-finance-operate-maintain) with a long-term operating contract component.

Completely separate from their role as a funding agency, PPP Canada is also responsible for reviewing and undertaking the P3 screen assessment work for projects being considered under the Building Canada Plan by Infrastructure Canada. This P3 screening work for Infrastructure Canada is only a cursory assessment to confirm that the project should be delivered as a P3 project. The Lions Gate business case work has already confirmed that the project should be delivered as a P3 contract in the form of DBF.

Current Status

The Province has yet to formally communicate to Metro Vancouver staff whether the Lions Gate project will receive provincial priority status under the Building Canada Plan. Given this current state, Metro Vancouver sent a formal funding application letter for Building Canada Fund support to BC Minister of Transportation and Infrastructure Todd Stone in February of this year (Attachment 3).

As a next step in securing funding, it has been identified that there would be value in applying directly to the next intake of the PPP Canada program by making a formal application but requesting an expedited review of the completed Lions Gate business case. A normal application to the PPP Canada program can take up to a year to process given that it requires an initial assessment followed by completion of a formal business case. For the Lions Gate project a complete business case has already been prepared. In addition, it would be beneficial for the Metro Vancouver Board to press the BC Minister of Transportation and Infrastructure for a decision as to whether or not the Province will support the Lions Gate upgrade as a provincial priority project for consideration under the New Building Canada Fund. This approach is set out below.

ALTERNATIVES

1. That the GVS&DD Board:
 - a) Direct staff to apply to the PPP Canada program during the next intake for funding of the Lions Gate Secondary Wastewater Treatment Plant, with a request for an expeditious project review based on the *Lions Gate Secondary Wastewater Treatment Plant Business Case, February 6, 2015*;

- b) Request the BC Minister of Transportation and Infrastructure to confirm whether the Lions Gate Secondary Wastewater Treatment Plant project will receive provincial priority status under the Building Canada Plan – Provincial Territorial Infrastructure Component, and if so, the level of funding the Province will commit to the project.
2. That the GVS&DD Board receive the report for information and provide alternate direction to staff.

FINANCIAL IMPLICATIONS

If the Board approves Alternative 1, an application would be submitted to the PPP Canada program on the basis that the project will be considered as a P3 project utilizing a Design-Build-Finance (DBF) contract for its delivery as identified in the value-for-money assessment documented in the project business case.

PPP Canada would undertake their critical review of the Lions Gate business case and may either confirm that the project is best delivered using a P3 DBF contract approach or make their own suggestions regarding delivery of the project, possibly utilizing a broader DBF with O&M contract components for the Metro Vancouver Board’s consideration. Indications to date from discussions with PPP Canada suggest that unless the project has long-term O&M components it would rank low for funding by the PPP Canada program given the number of other full P3 DBFOM projects that are coming forward in their intake process.

If Metro Vancouver is successful in receiving grant funding, it appears that funding would only be available to a maximum of 25 percent of total eligible costs for the treatment plant regardless of whether the project is funded under the New Building Canada Fund or through the PPP Canada program. This is due to the determination that the Lions Gate project is best delivered as DBF procurement model.

In addition to the PPP Canada application, a request would be made to the Province to immediately advise Metro Vancouver on the extent of its support for the Lions Gate Secondary Wastewater Treatment Plant.

OTHER IMPLICATIONS

The schedule to complete the new Lions Gate Secondary Treatment Plant by the December 31, 2020 regulatory deadline requires that funding decisions be made in a timely manner. Critical dates in the project timeline are as follows:

Action	Critical Dates
Award of external consultant contracts to assist Metro Vancouver (Phase 1)	April 2015
Issue Request for Qualifications for Design-Build-Finance Contractors	July 2015
Issue Request for Proposal for Design-Build-Finance Competition	February 2016

The Lions Gate project business case P3 screening review undertaken for the Province by Partnerships BC confirmed that the best value-for-money would be to procure the design-construction phase with a Design-Build-Finance (DBF) contract and the work would proceed on this basis. The grant application process also requires that Infrastructure Canada complete their P3 screen of the business case for the project. Infrastructure Canada directs this work to PPP Canada for their review and recommendation.

It is possible that further recommendations may come forward from the federal government of PPP Canada following their review of the project, including the request to add long-term operations and maintenance components. A change to the procurement process at that point would result in scope change in the external consultant contracts (owners engineer, financial and commercial advisor, and legal services) and would result in further delays for the project. In addition, it would likely result in an increase in the overall budget as the current Value for Money analysis demonstrated that DBF is the most cost effective model of procurement for this project.

SUMMARY / CONCLUSION

Since the New Building Canada Fund was announced in March 2014, staff have spent significant efforts in working with the provincial and federal governments to secure grant funding for the new Lions Gate Secondary Wastewater Treatment Plant. Work with the Province has progressed to the point that a provincial P3 screen has been completed by Partnerships BC. The Province has yet, however, to formally advise the federal government that the Lions Gate project is identified as a provincial priority for consideration under the New Building Canada Plan.

It is recommended that an application be made to the PPP Canada program during the next intake for funding of the Lions Gate Secondary Wastewater Treatment Plant with a request for an expeditious project review based on the *Lions Gate Secondary Wastewater Treatment Plant Business Case, February 6, 2015*.

In addition, as a next step in attempting to secure funding, staff recommend that the Board support Alternative 1 and send correspondence to the BC Minister of Transportation and Infrastructure requesting confirmation on whether the Lions Gate Secondary Wastewater Treatment Plant project will receive provincial priority status under the Building Canada Plan – Provincial Territorial Infrastructure Component, and if so, the level of funding the Province will commit to the project.

Attachments:

Attachment 1 – Chronology of Communications

Attachment 2 – PPP Canada Launches Seventh Round of Applications (11201552)

Attachment 3 – Application Letter to Minister Stone

11078445

Chronology of Communications

A. Letters to Federal Ministers :

January 2014:

- Letter from Chair Moore/Vice-Chair Louie to Minister of Industry James Moore, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report attached)
- Letter from Chair Moore/Vice-Chair Louie to Minister of Infrastructure, Communities and Intergovernmental Affairs Denis Lebel, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report attached)
- Letter from Chair Moore/Vice-Chair Louie to Minister of Finance Jim Flaherty, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report attached)
- Letter from Chair Moore/Vice-Chair Louie to Prime Minister Stephen Harper, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report attached)
- Letter from Chair Moore and Vice-Chair Louie to Parliamentary Secretary for Infrastructure and Communities Peter Braid, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report attached)

February 2014:

- Letter from Chair Moore and Vice-Chair Louie to Minister of Environment Aglukkaq, describing LGSWWTP project and outlining our request for federal funding support (LGSWWTP Indicative Design Report, project brochure attached)

November 2014:

- Letter from Chair Moore, Vice-Chair Louie to Minister of Infrastructure, Communities and Intergovernmental Affairs Denis Lebel, supporting the FCM's call for a national dedicated wastewater fund to upgrade facilities across the country

February 2015:

- Letter from Chair Moore and Utilities Committee Chair Darrell Mussatto to Minister of Infrastructure, Communities and Intergovernmental Affairs Denis Lebel, "officially" applying for NBCF funding (NBCF Initial Review, LGSWWTP Business Case attached)

B. Letters to Provincial Ministers:

June 2014:

- Letter from Chair Moore and Utilities Committee Chair Darrell Mussatto to Minister of Transportation Infrastructure Todd Stone, updating him and requesting that the Province deem LGSWWTP to be a provincial priority under NBCF (BCF Initial Review, LGSWWTP Indicative Design Report/project brochure, letters of support from North Shore municipalities and Squamish Nation attached)

- Letter from Chair Moore and Utilities Committee Chair Darrell Mussatto to Minister of Community, Sport and Cultural Development Coralee Oakes, updating her and requesting that the Province deem LGSWWTP to be a provincial priority under NBCF (BCF Initial Review, LGSWWTP Indicative Design Report/project brochure, letters of support from North Shore municipalities and Squamish Nation attached)

October 2014:

- Letter from Chair Moore and Utilities Committee Chair Darrell Mussatto to Minister of Finance and Treasury Board Chair Mike de Jong, updating him and requesting that the province deem LGSWWTP to be a provincial priority under NBCF (BCF Initial Review, LGSWWTP Indicative design report/project brochure, letters of support from North Shore municipalities and Squamish Nation attached)

February 2015:

- Letter from Chair Moore and Utilities Committee Chair Darrell Mussatto to Minister of Transportation and Infrastructure Todd Stone, “officially” applying for NBCF funding (NBCF Initial Review, LGSWWTP Business Case attached)

PPP CANADA LAUNCHES SEVENTH ROUND OF APPLICATIONS

P3 Canada Fund will focus on infrastructure projects that deliver value for Canadians by leveraging private sector expertise in sectors that promote jobs and support economic growth.

Ottawa, Ontario, April 13, 2015 – PPP Canada announced today that it is accepting applications under Round Seven of the renewed P3 Canada Fund. The Fund's primary focus is on growing the Canadian P3 market by enabling jurisdictions that are inexperienced with P3s and promoting innovative applications of the P3 model. To date, \$1.3 billion in investments has been announced to projects across the country.

PPP Canada works with other levels of government to promote the effective use of P3s through P3 knowledge sharing, capacity building and the strategic use of the P3 Canada Fund. By offering advice and expertise to its clients, PPP Canada ensures proper due diligence is followed across all stages of the project development life cycle. The result is a well-structured procurement that is well planned and follows best practices ensuring transparency, fairness and competitiveness.

"PPP Canada has demonstrated success in working with other levels of government to bring innovative P3s to market that provide value for money to Canadian taxpayers," said John McBride, CEO of PPP Canada. "Under Round Seven, PPP Canada will continue to focus on growing the Canadian P3 market. We will give priority to essential public infrastructure projects that leverage the expertise of the private sector and that promote jobs and stimulate economic growth."

The Government of Canada is committed to ensuring that public infrastructure delivers maximum value for Canadians by stimulating the economy, creating jobs and supporting long-term prosperity. As in previous Rounds, PPP Canada will give priority to public infrastructure projects in the following priority sectors: **water/wastewater treatment, transportation and solid waste disposal**. In addition, PPP Canada will give priority to projects that create optimal Value for Money, taking into account the qualitative and quantitative factors, and that include long-term financing (i.e. DBFOM).

About PPP Canada and the P3 Canada Fund

PPP Canada has a mandate to improve and increase the delivery of public infrastructure by achieving better value, timeliness and accountability to taxpayers, through P3s.

Having reviewed more than 300 projects through the P3 Canada Fund, Federal P3 Screen and the New Building Canada Fund P3 Suitability Assessment Screen; advised on more than 50 business cases; and performed due diligence on more than 20 projects in various stages of procurement, PPP Canada has the practical and technical experience our clients need and look for. PPP Canada works with clients to assess projects for P3 suitability and advise on procurement best practices to assist in delivering quality P3 public infrastructure assets, on-time and on-budget, that meet the needs of Canadians and deliver better value for tax dollars.

The P3 Canada Fund is a merit based program, designed to incent the use of P3 procurement in delivering public infrastructure projects. Eligible projects can receive up to 25% of the direct cost of construction supported through non-repayable contributions, repayable contributions, loans or loan guarantees. The Government of Canada recently announced in Budget 2013 its commitment to renew the P3 Canada Fund by an additional \$1.2 billion over a 5 year period beginning in 2014-15. Round Seven is the second Round under the new tranche of funding.

Round Seven: Information for Applicants

To assist Round Seven applicants in preparing their submissions to the P3 Canada Fund, PPP Canada has developed an Application Guide which provides detailed information of the Fund's eligibility criteria and evaluation process and detailed instructions on how to prepare a submission. In addition, PPP Canada has created a P3 Business Case Development Guide which outlines the process associated with developing a comprehensive and robust P3 business case. Project sponsors whose applications are retained for further analysis will be required to follow this Guide in preparing their Business Case for submission. Both Guides are available for download via our [website \(www.p3canada.ca\)](http://www.p3canada.ca).

The deadline to be considered under Round Seven is **June 12, 2015**. All interested applicants are encouraged to contact PPP Canada or their designated contact, identified in the Application Guide, to discuss the viability of their project before submitting an application.

PPP Canada
Attn: P3 Canada Fund, Round Seven
100 Queen Street, Suite 630
Ottawa, Ontario K1P 1J9
1-877-947-9480
pppadministration@p3canada.ca

For further information on PPP Canada and the Government of Canada P3 Canada Fund investments visit: www.p3canada.ca

For media inquiries, contact:
media@p3canada.ca or 613-947-9480/1-877-947-9480

11201552



FEB 27 2015

Executive Offices
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File: CR-07-04

The Honourable Todd Stone
Minister of Transportation and Infrastructure
Room 306 - Parliament Buildings
Victoria BC V8V 1X4

Dear ~~Minister~~ ^{TODD} Stone:

Re: BCF – PTIC Application: Lions Gate Secondary Waste Water Treatment Plant Project

On behalf of the Board of Directors of the Greater Vancouver Regional District ("Metro Vancouver"), we are pleased to attach two documents that constitute Metro Vancouver's formal application for funding under the Building Canada Fund Provincial-Territorial Infrastructure Component (BCF-PTIC) for the Lions Gate Secondary Wastewater Treatment Plant (LGSWWTP) project: the BCF-PTIC Initial Review, and the LGSWWTP Business Case.

The Lions Gate Secondary Wastewater Treatment Plant project, which has been designated by the Metro Vancouver Board of Directors as its top priority for infrastructure funding under BCF-PTIC, is a key component of Metro Vancouver's *Integrated Liquid Waste and Resource Management Plan*, which was approved by the BC Ministry of Environment in May 2011. Under the Plan – and as required by the 2009 *Canada-wide Strategy for the Management of Municipal Wastewater Effluent* and the *Wastewater Systems Effluent Regulations* – the existing Lions Gate Wastewater Treatment Plant, which is located just west of the Lions Gate Bridge, must be upgraded to secondary treatment by December 31, 2020.

Over the past 3 years, Metro Vancouver has been working very closely with staff at the Ministry of Transportation and Infrastructure, the Ministry of Community, Sport and Cultural Development and Partnerships BC to ensure that the LGSWWTP project is well positioned as an eligible project under BCF-PTIC, and we have also completed a detailed procurement options analysis intended to help procure the project in a manner that maximizes taxpayer value. That analysis, which has been reviewed and is fully supported by Partnerships BC, has determined that a P3 procurement for the LGSWWTP – and more specifically, a Design-Build-Finance model – is the optimal procurement option for the project. As a result, the Lions Gate project is well positioned to immediately move to design and construction once a decision on project funding has been made.

Metro Vancouver has also consulted broadly with local residents and businesses on the development of the Project Definition and Indicative Design phases of the Lions Gate project, and in November 2013, the Lions Gate Advisory Committee – a public group that represents the North Shore communities that will be serviced by the new plant – submitted a comprehensive report to Metro Vancouver that supports the plant's Indicative Design as a reflection of their community's values: prudent use of taxpayers' money, design that integrates well with the community, and the use of modern technology to reduce local impacts while meeting regulatory requirements. In addition, Metro Vancouver's plans for the construction of the Lions Gate SWWTP have earned the full

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endorsement of the three North Shore communities that will be serviced by the plant and that of the Squamish First Nation, which will see a significant parcel of land returned to the Nation as a result of this initiative.

The Lions Gate Secondary Wastewater Treatment Plant will eventually service a population of over 300,000 North Shore residents and operate as one of five wastewater treatment plants that service a regional population of 2.4 million. In light of its role in maintaining the environmental integrity of one of Canada's most ecologically and economically important marine environments – which includes Burrard Inlet, English Bay, and the Salish Sea – we are confident that the Lions Gate Secondary Wastewater Treatment Plant Project will deliver significant environmental and economic benefits on not only a local scale, but from both regional and national perspectives as well.

Given the significance of this project, we request that the Lions Gate Secondary Wastewater Treatment Plant project be designated a provincial priority under the protocols of the Building Canada Fund, so that the project can be eligible for funding support under BCF-PTIC.

Thank you for your support, and we look forward to working with you in securing committed funding for a project that will reap significant positive environmental and economic benefits for British Columbians for decades to come.

Yours truly,



Greg Moore, Chair
Metro Vancouver Board of Directors



Darrell Mussatto, Chair
Metro Vancouver Utilities Committee

GM/DM/HS/sc

cc: The Honourable Christy Clark, Premier
The Honourable Coralee Oakes, Minister of Community, Sport and Cultural Development
The Honourable Naomi Yamamoto, MLA, North Vancouver-Lonsdale
Ralph Sultan, MLA, West Vancouver-Capilano
Jordan Sturdy, MLA, West Vancouver-Sea to Sky
Jane Thornthwaite, MLA, North Vancouver-Seymour
John Weston, MP, West Vancouver-Sunshine Coast-Sea to Sky
Andrew Saxton, MP, North Vancouver
Kevin Richter, Assistant Deputy Minister, Ministry of Infrastructure and Transportation
Jeff Moore, Assistant Deputy Minister, Infrastructure Canada
Amanda Farrell, CEO, Partnerships BC

Encl: BCF-PTIC Initial Review
LGSWWTP Business Case

10936010