



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: March 30, 2007
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TO: Vancouver City Council

FROM: The Director, Facility Design and Management in consultation with the Director of Financial Planning and Treasury, and Chief Constable, Vancouver Police Department

SUBJECT: Vancouver Police Department Facilities: Force Options Training Centre and Forensic Storage Facility

RECOMMENDATION

THAT Council authorize the Director of Facilities Design and Management to complete the design and construction of the Force Options Training Facility as contemplated in VPD's Operational Strategic Plan and the 2003 - 2005 Capital Plan, at a cost estimated at \$26.0 million; source of funding to be:

- i) \$9.0 million from the 2005 Capital Budget (Force Options Training Centre), and*
- ii) \$17.0 million of debenture authority approved by the electorate as part of the 2006 - 2008 Capital Plan borrowing authorities for public safety facilities.*

CHIEF CONSTABLE COMMENTS

This report culminates many years of planning and preparation for the development of an essential training facility that will provide adequate firearm and force options (such as empty hand tactics) training for the sworn police officers of the Vancouver Police Department. The only range that the VPD controlled was located in the basement of 312 Main Street and was closed in 1995 because of environmental problems (lead poisoning of the staff and users).

Since then, members of the VPD have had to travel to a variety of ranges far outside the city limits; the current rented range is located on Burke Mountain in Port Coquitlam requiring considerable on-duty travel time outside of Vancouver for practice or for annual provincially required qualification. With increasing traffic congestion leading to longer travel times and the pending closure of the last accessible range in the Lower Mainland, construction of a proper facility within Vancouver is necessary to ensure police officers can be trained and qualified in an efficient and effective manner.

The VPD supports the reallocation of \$17 million in funding previously approved for the Forensic Storage Facility in order to build the Force Options Training Centre. A new consolidated Forensic Storage Facility (which includes forensic evidence, property, forensic vehicle examination and storage, as well as forensic laboratory and office space) remains extremely important for the VPD; however, the police officer and public safety implications have made the new range facility the top priority.

The VPD will work with the Facilities Design and Management to build and operate a range facility that will meet the training needs of the VPD. As well, there will be opportunities to cost-recover some of the capital/operating costs of the facility through rentals and VPD-provided training services that will be marketed to other law enforcement agencies and private entities such as armoured car staff, customs officers, and translink police.

The Chief Constable recommends approval of the foregoing.

CITY MANAGER'S COMMENTS

The City Manager notes that this proposal has been in development for several years and responds to critical training facility needs of the Vancouver Police Department. It is only through the intervention by the Ministry of the Attorney General that the department has been able to continue utilizing the existing outdoor facility in Port Coquitlam. This intervention is time limited and there is an expectation that the City will provide alternative facilities as quickly as possible. Over a period of three years, City and VPD staff worked with the RCMP, which face a similar dilemma, to develop a joint-use facility in Vancouver. Despite offering the federal force access to the City facility at the same cost per officer as the VPD, the RCMP eventually decided to move their training to Chilliwack.

Despite the departure of the RCMP, a facility in Vancouver has significant potential from a commercial perspective because there are other police agencies, federal and provincial agencies and private firms that will require access to the kind of facilities proposed in this report. This commercial potential could assist the City in offsetting the operating cost of the new centre and/or the capital costs of further expansion of the Glen Drive Public Safety Complex. Staff will report back to Council on the governance and business plan for the new facility.

Moving forward with the first phase of the Glen Drive complex at this time is also appropriate because it is an important second step in modernizing the City's public safety facilities. The department's strategic facilities plan provides an appropriate blueprint and the City Manager agrees that the plan should move forward. With the FOTC in place by 2010, the next phase of development - the Forensic Storage Facility - can move up in the queue of important capital projects that the City needs to undertake. While it may take several capital plans to

complete the police facilities plan, the process needs to begin. Otherwise, existing inadequate facilities will continue to deteriorate and capital will have to be directed to keep these operating. The City Manager therefore RECOMMENDS approval of the foregoing.

COUNCIL POLICY

Council approval is required for projects funded from the Capital Budget. Funding must be in place prior to proceeding with the development of any project.

PURPOSE

The purpose of this report is to seek Council's approval to proceed with the design development and construction of the Force Options Training Facility.

BACKGROUND

Prior to development of the 2003 - 2005 Capital Plan, the Vancouver Police Department completed a major review of its long term operational strategy and facility requirements. This review identified several facility priorities of VPD focussed on a major new Police Headquarters Precinct to replace facilities at 312 Main Street and 2120 Cambie. The department subsequently sought capital plan funding to begin development of that precinct which would have brought most of the department operations together in a major headquarters complex. The anticipated cost of this facility exceeded \$100 million (\$2002).

In reviewing this proposal, the Capital Plan Staff Review Group advised the department that achieving the proposed complex was unlikely in the near future because of the significant funding requirement and other capital expenditure priorities and requested that the department identify how its facility priorities could be achieved over a number of capital plans. Three projects were identified as the highest priorities: relocation of the Dog Squad Kennels and Office, development of a new indoor training centre (Force Options Training Centre) in the city, and development of a new facility for Forensic Storage and Vehicle Forensics and to consolidate the Property Office.

In 2004, the Property Endowment Fund purchased a 4.79 acre industrial site at 2010 Glen Drive at a cost of \$5.4 million in anticipation of accommodating the requirements for the training and forensic facilities. (Appendix A, Figure 1)

On March 15, 2007, Council approved funding to relocate the Dog Squad to a new facility on Evans Street on the False Creek Flats.

The balance of this report deals with the proposed Force Options Training Centre and Forensic Storage Facility.

Force Options Training Facility:

Like most other police agencies in the lower mainland, VPD currently conducts mandatory firearms training at a private outdoor shooting range. VPD has a month to month

arrangement with a range in Port Coquitlam. Associated classroom and force options training is carried out at 312 Main Street.

This existing range does not comply with the Provincial Firearms Act. In 2001, the province announced plans to withdraw the permits for the outdoor ranges which would have left all lower mainland police agencies with no place to conduct mandatory firearms training. At the request of these agencies, the Ministry of the Attorney General arranged an extension of the operating permits until alternative facilities could be provided. While the Port Coquitlam range is all that is available, it does not meet the department's training requirements. Moreover, as training is conducted during "on duty" time it results in excessive lost deployment time due to travel. In addition, it is anticipated that the Province will soon increase the firearm certification from once to twice a year thereby exacerbating travel time and further reducing deployable strength.

The proposal to develop an indoor training facility in Vancouver reflects: the expectation that the outdoor range would soon close, the need to improve the firearms and tactical training facilities available to the department and the expectation that having a training facility in Vancouver could result in additional officer hours available for deployment because of reduced travel time. Moreover, it was recognized that there were other police agencies in similar circumstances to the VPD which might be interested in participating in the development of a centrally located, full program training centre.

The 2003 - 2005 Capital Plan provided funding of \$9.0 million toward the Vancouver Department share of the cost of a training facility. The balance of the estimated \$20 million cost was to be provided through development of a business case that would generate funding through revenue generated from other departments that would participate in the facility. The City and Police Department undertook to identify other police agencies that might participate on a partnership or service provider - client basis in the joint use facility.

In 2003, the City entered into a Letter of Understanding with the RCMP, the Vancouver Police Department and the Solicitor-General (Police Services) to assess location options for the centre, to develop a business model and governance options, and to develop a common standard for firearms certification for consideration by the respective governing bodies for a regional joint-use facility. Over an 18 month period, staff from the RCMP, the VPD and the City examined the requirements for a joint-use facility. A common "course of fire" standard was developed that would allow integrated use of the new facility. As the City would host the centre and provide financing to allow other agencies to participate in the centre, a decision was made that the City would assume an ownership and management role with the VPD and RCMP being preferred users. Costs would be shared between these two primary users based a common cost per officer. Other agencies would be offered time on a commercial basis. It was intended that the City would use the \$9.0 million from the Capital Plan and additional internal financing to build the facility and would recover that financing from user fees.

In October 2005, the City presented a business proposal to the RCMP based on the agreed facility and cost sharing model. However, in January 2006, the City and VPD were advised by the RCMP that they were unable to proceed with the joint-use proposal because of cost concerns. Compared to the current arrangements, the cost per officer represents a significant increase in order to recover the operating and capital costs of the facility. The RCMP subsequently chose to conduct their firearms training at a range in Chilliwack. In a

letter to the RCMP, the Deputy City Manager advised that the City would pursue the facility on its own and would continue to solicit participation by other lower mainland police agencies.

Despite the withdrawal of the RCMP from the proposal, the requirement to provide a comprehensive training facility for the VPD continues to be a high priority for the department and is supported by the Capital Plan Staff Review Group. Indeed, with the pending closure of outdoor ranges, the City has few alternatives to providing this facility for the department. Since early 2006, Facilities Design and Police staff have reviewed the proposed program and design for the Force Options Training Facility to ensure it is appropriately sized to the needs of the Vancouver Police Department. At the same time, the business model is being updated to reflect the expectation that the facility will have capacity to accommodate revenue producing uses.

Forensic Storage Facility:

VPD's storage facilities include storage of forensic identification, forensic video, computer crime, crime laboratories, police stores and document storage. VPD's Property Office currently occupies approximately 26,000 square feet in five locations. The office receives upwards of 67,000 (18% growth annually) items for storage annually. A 2002 internal study concluded that the Property Office was overcrowded, not protected by fire suppression systems and was not occupying a post-disaster building. As well, there are significant "chain of custody" issues arising from the multiple storage locations.

These deficiencies were the basis of a recommended \$17.0 million allocation in the 2006 - 2008 Capital Plan for a new 83,000 square foot consolidated, forensic storage facility to be co-located on the Glen Drive site with the Force Options Training Centre. This component of the new facility would provide property, evidence and information storage, as well as space for investigation of impounded vehicles currently conducted in sub-standard conditions in the basement of the Police Garage.

FOTC and Forensic Storage Design

In March 2006, Council approved the appointment of DGBK Architects as architects for the VPD Forensic Storage Facility and Force Options Training Centre (FOTC) and authorized DGBK to retain structural, mechanical, electrical, and landscape consultants. The architects were engaged to provide services from schematic design through construction of the Forensic Storage Facility, to undertake schematic design of the FOTC, and upon Council approval of funding for the FOTC, to continue with design development and construction of the FOTC. To date, DGBK have completed the schematic design of both facilities, including an option that will allow for phased development of the complex.

Upon completion of the schematic design for the Force Options Training and Forensic Storage Facility by DGBK Architects, James Bush & Associates, Quantity Surveyors have provided updated construction costs.

DISCUSSION

Glen Drive Complex Development Strategy

Strategic planning for 2010 Glen Drive site foresees the eventual development of a VPD campus to accommodate force options training, forensic storage, vehicle forensics, information management, and forensic laboratories and testing. The current cost estimates for the proposed new facilities are summarized in the table below.

Phase	Component	Cost
	Land Acquisition	\$ 5.4 million
Phase 1	Force Options Training Centre ⁽¹⁾	26.0 million
Phase 2	Forensic Storage, Vehicle Forensics and Property Office	20.1 million
Phase 3	Information Management and Forensic Labs	<u>35.5 million</u>
	Total	<u>\$ 87.0 million</u>

1. Included in the above estimate for Phase 1 is a premium to achieve LEED Gold at an estimated value of \$690,000.

Currently available funding for these projects is \$9.0 million (2003 - 2005 Capital Plan) for Phase 1 and \$17.0 million (2006 - 2008 Capital Plan) for Phase 2. Funding for Phase 3 was to be considered in future capital plans.

Given the current funding status and the need to move forward with these facilities, the City Manager, Director of Finance and Chief Constable are recommending that Council approve proceeding with the department's highest priority - the Force Options Training Centre - using the currently available funding. This will require Council to allocate the current capital plan funding and delay development of the Forensic Storage Facility.

The Proposed Force Options Training Facility

The current schematic design for the Force Options Training Centre (see Appendix A) provides for a 50,900 sq ft facility that achieves LEED Gold and supports the following program elements:

- 25 m range (12 positions) for practice and weapons qualification;
- 50 m range (16 positions) for firearm training and situation-response training;
- Training Support - storage of materials, weapon storage and maintenance, ammunition storage;
- 2 simulator training areas;
- 2 classrooms;
- control tactics training area;
- Training administration areas including offices, washrooms, change rooms, reception;
- Building mechanical and electrical space.

A training facility scaled to meet the needs of the Vancouver Police Department will have excess capacity which can be provided on a commercial basis to other police agencies, corrections, the military and others that require firearms training as part of their jobs. Staff continue to update the business plan, however, based on the assessment of training hours available in the new facility, staff estimate the net revenue potential to be between \$0.5 to \$1.0 million annually. It is proposed this revenue stream can be used to compensate the PEF for the site and/or to finance further development of facilities at the Glen Drive site.

Discussions about governance and operations of the FOTC have been based on the concept that the City would build, own and operate the facility. Operation by the City will ensure that the potential conflicts among police agencies and other potential users can be minimized and the business potential maximized. Training administration space and training time would be provided to the VPD on a cost recovery basis and to other users on a commercial basis. The governance model and business plan will be presented to Council in a future report.

There are a number of reasons to proceed with the Force Options Training Centre:

- Notice has been served by the Ministry of the Environment that the outdoor ranges are to be closed and police agencies will be forced to find alternative locations for mandated firearms training.
- The force options training facilities at 312 Main Street are inadequate for a modern police force and, in the longer term, will have to be relocated as part of the department's facilities strategic plan.
- Development of an indoor range in Vancouver for VPD will significantly reduce travel time for on-duty officers who are participating in mandatory training. The hours saved in travelling time will be used to increase the frequency of firearms training to meet increased qualification requirements as well as to enhance officer training requirements in other areas of police training.
- There is a potential commercial market for the space and specialized facilities and equipment that will be available in a new training facility that has the potential to generate net income that can be directed to help offset the cost of future phases of police facility developments.

FINANCIAL IMPLICATIONS

This report recommends that Council approve the construction of the first phase of the Glen Drive public safety complex - the Force Options Training Centre at a cost estimated at \$26 million. This estimate includes anticipated inflation during the construction period based on a fall 2007 construction start. Funding for this project would be:

- \$9.0 million from the 2005 Capital Budget (Force Options Training Centre), and
- \$17.0 million from the 2006 -2008 Capital Plan. This funding was originally included in the plan for a Forensic Storage Facility which will be deferred to a future capital plan.

Market cost escalation continues to adversely affect design and construction costs. Further delay in proceeding with this project will result in further pressure on capital financing.

The development of this new facility will have operating cost implications for the VPD. Based on the initial business model developed for a joint use facility, this cost could be in the range of \$1,500 per officer per year (\$1.8 million (2005) total). These costs will be reduced if building operating costs are shared through commercial rentals. These costs will be confirmed as part of the updated governance and business plan to be reported to Council later this year. As a new indoor facility will be the only option available to the department, it will be impossible to avoid these additional costs in the future whether this facility is developed by the City or the department contracts for space from another facility developer.

OPERATIONAL IMPLICATIONS

Current arrangements to complete mandatory firearms training exist on an interim basis and may be revoked at any time. VPD requires this facility in order to maintain its operational effectiveness and comply with legislated training and certification requirements

CONCLUSION

The VPD conducts mandatory firearms training at an outdoor range in Port Coquitlam, operating on a temporary permit pending completion of a new Force Options Training Facility in Vancouver. This facility is the highest priority in the department's Facilities Strategic Plan which contemplates consolidation and upgrading of several public safety facilities over the next few capital plans. The proposed facility will provide for a full program of firearms and force options tactical training for the department with capacity to accommodate growth over the next decade. The facility will also have sufficient capacity to allow for use by other lower mainland police agencies and by others requiring the specialized training facility on a commercial basis. The cost for this first phase of development of the Glen Drive Public Safety Complex is \$26 million, excluding the cost of land with funding available in the capital budget.

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Figure 1: 2010 Glen Drive Site

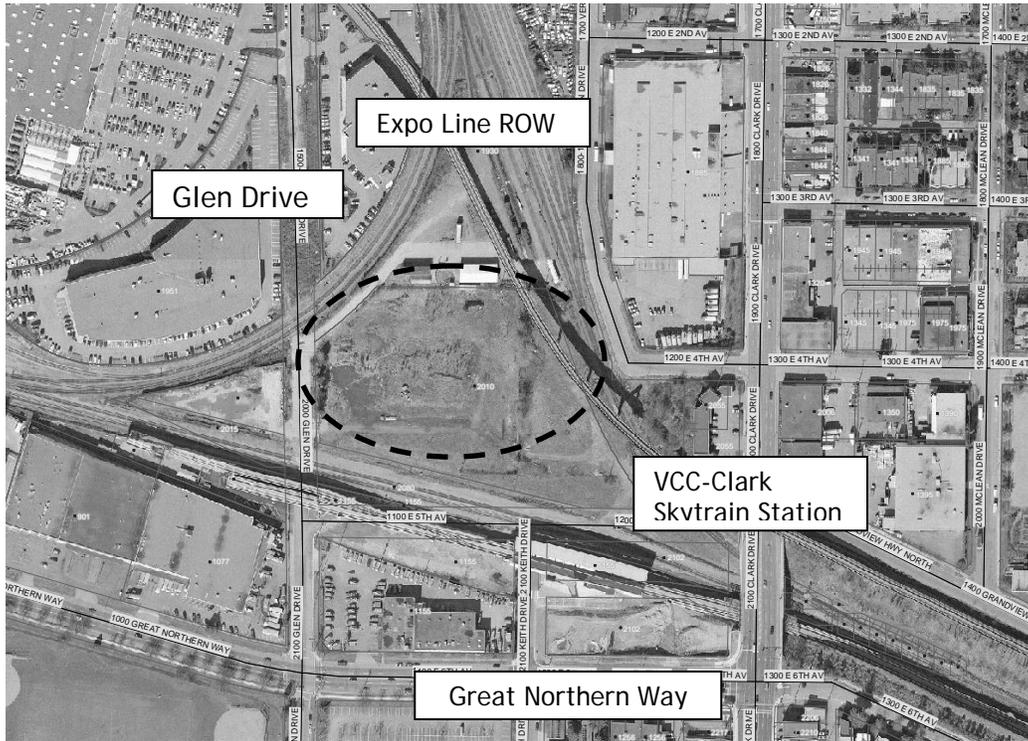


Figure 2: Plan View

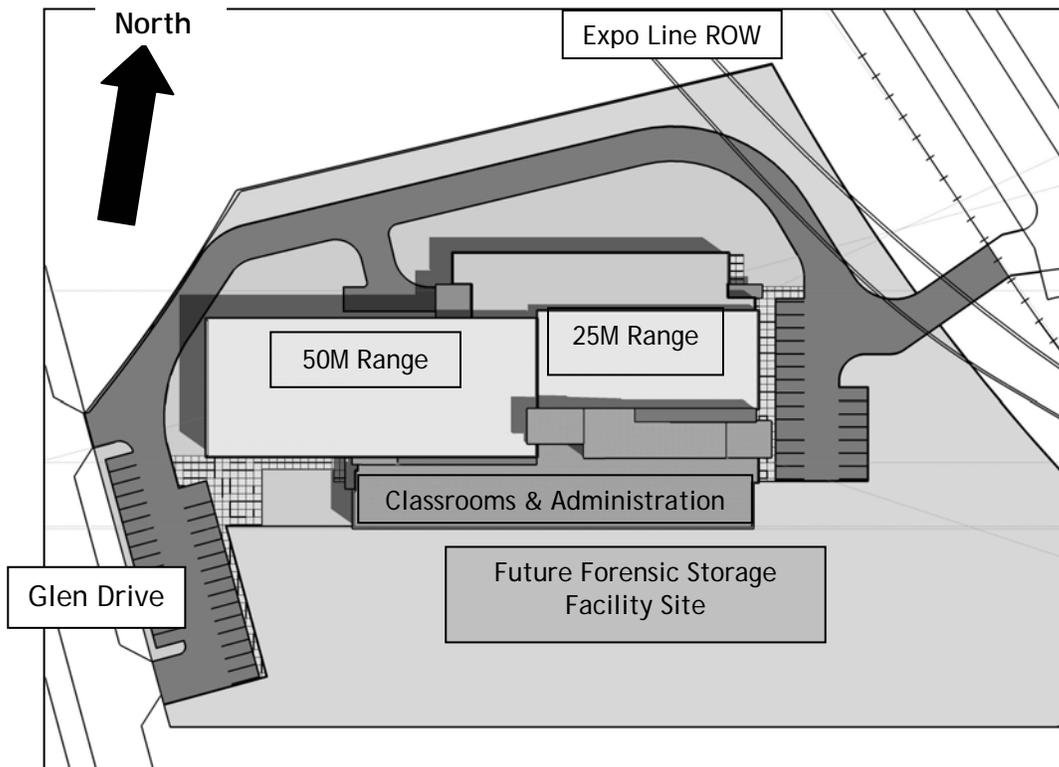


Figure 2: East Elevation

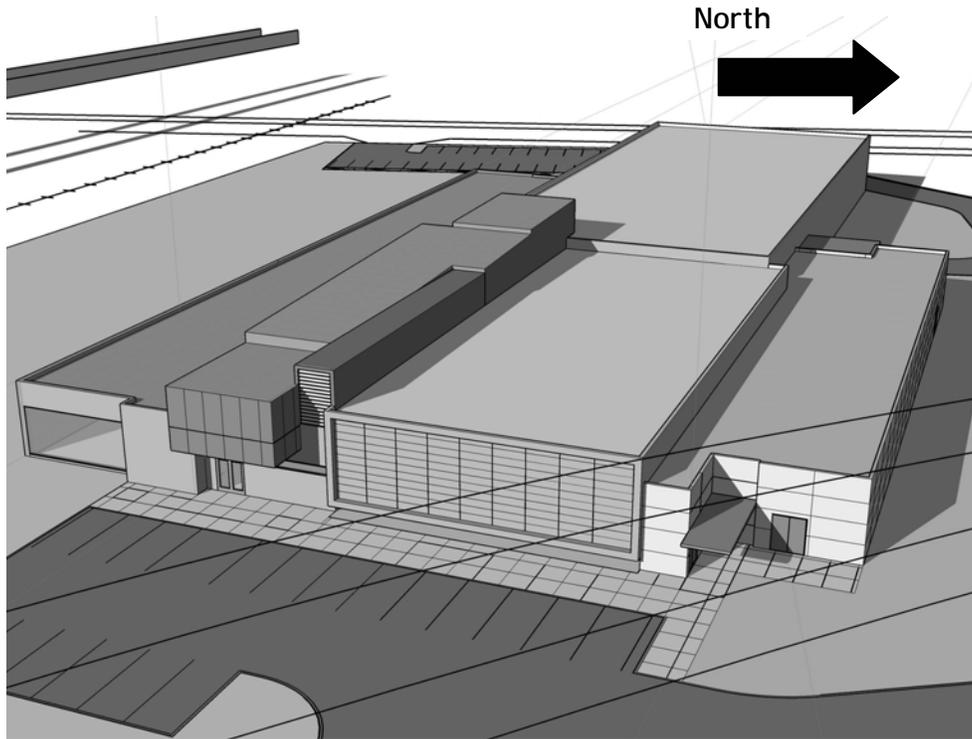
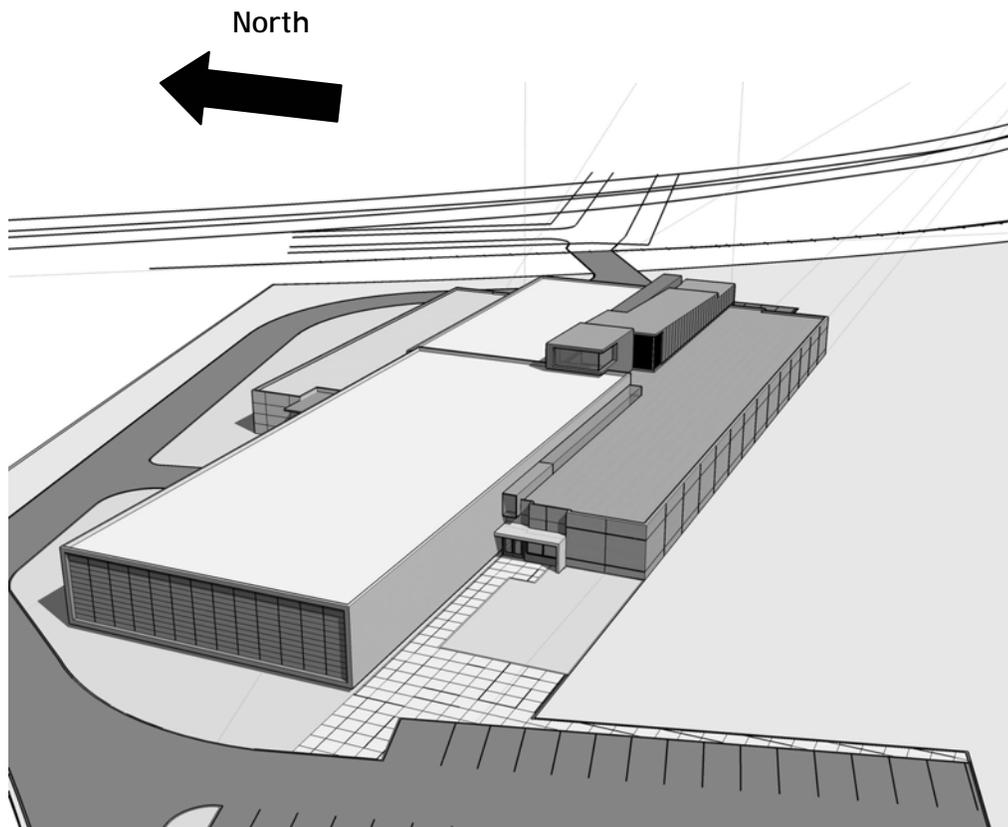


Figure 3: West Elevation



GROUND FLOOR PLAN

