



ADMINISTRATIVE REPORT

Report Date: September 20, 2011
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Meeting Date: October 6, 2011

TO: Standing Committee on City Services and Budgets

FROM: General Manager of Business Planning and Services and the Chief Constable

SUBJECT: 312 Main Street Complex: Report Back on Proposed VPD Use of the Annex Building

RECOMMENDATION

- A. THAT Council approve the relocation of the Beat Enforcement Team and other Vancouver Police Department (VPD) functional units as identified in this report to the Cordova Annex of the 312 Main complex (the "Annex") at a cost of approximately \$4.55 million; source of funding to be from the proceeds of the sale of the former police facility at 5 East 8th Avenue.
- B. THAT the Director of Real Estate Services be authorized to offer the former police facility at 5 East 8th Avenue for sale, with any such transaction subject to a report back to Council, AND THAT the proceeds related to that transaction be allocated first to the improvements contemplated in Recommendation A (\$4.55 million) and the balance being placed in the Capital Facilities Reserve.

COMMENTS OF THE CHIEF CONSTABLE

In the fall of 2010, the City and Vancouver Police Department seized upon an opportunity to relocate many of the Department's investigative and administrative Sections to 3585 Graveley Street, and to re-organize operational Sections into 2120 Cambie Street. This relocation addressed a long-standing need to find improved police facilities, while a long-term plan to move the Department into purpose-built facilities could be developed and executed. As a

result of this change, one facility - 5 East 8th Ave - was declared surplus to the Department's needs.

In the Council report approving the reorganization of VPD accommodation, it was noted that there were departmental units with strong operational connections to the Downtown Eastside, the provincial courthouse and Vancouver jail that would need to remain in the DTES. After a review of options, it was the conclusion of the Joint Facilities Steering Committee (JFSC) that utilizing a portion of the 312 Main Annex building provided the best overall result.

The department acknowledges that the recommendation of this report will result in excess space being available to the department. However, this recommended approach will take advantage of existing facilities in the Annex, will minimize the upgrading and improvement costs and will provide the department with flexibility to mobilize as required to meet the demands for service across the City. The VPD is therefore seeking support for this final portion of the placement of these units in the DTES. Once completed, the VPD will be well positioned with good facilities for the medium term.

CITY MANAGER'S COMMENTS

The recommendations of this report arise from the decision to consolidate the investigative/administrative functions of the VPD to Graveley Street and operational activities to 2120 Cambie. As noted in the report that recommended that work, it was noted that there were department activities that are appropriately located in the DTES / Courthouse-jail area. This report deals with accommodation of these activities in the 312 Main Street Annex at 236 Cordova Street.

In planning this phase of the accommodation, staff have worked to minimize the costs associated with accommodating VPD in the Annex building by taking advantage of infrastructure and facilities that already existed in the building. This has resulted in some surplus space being allocated to VPD which will provide flexibility in the future both in respect to accommodation of alternative or shared uses of the building and for occasional special purpose requirements of the department.

Explicit in this decision, is a commitment to retain the main 312 Main building and the fourth floor of the Annex for alternative uses. Some of the costs identified in this report will be to upgrade and repair base building systems that service both the Annex and main building and will support these potential alternatives. Discussions are ongoing at the staff level about potential uses for this space and Council can expect a report in the near future on the outcome of these discussions.

With approval of the work recommended in this report, Council will have committed almost \$76 million to upgrade police facilities since 2005; including, this project (\$4.5 million), the relocation to Graveley Street (\$15.3 million); the two-phased Glen Drive Facility (\$53.0 million) and relocation of the Dog Squad Kennels and Office (\$4.0 million). Of this amount, approximately \$24.0 million has been recovered through federal and provincial contributions.

The City Manager RECOMMENDS approval of the foregoing.

COUNCIL POLICY

Council approval is required for new capital projects or for reallocation of approved funding within the existing Capital Budget.

Council approval is required for the sale of City property.

PURPOSE

This report seeks Council approval for:

- relocation of the Beat Enforcement Team and other VPD functions requiring a location in the DTES and near the Provincial Courthouse and Jail to three floors in the 312 Main Annex; and
- the offering of the surplus VPD space at 5 East 8th Avenue for sale.

BACKGROUND

On March 2, 2010, Council approved the medium term accommodation plan for the VPD, including relocation of the Department's investigative and administrative functions to City-owned buildings at Graveley and Kootenay Streets (Graveley), realignment of functions at 2120 Cambie and the closure of 5 East 8th Ave. To date, the realignment of VPD activities at Graveley and 2120 Cambie is completed with the exception of the possible relocation of the Professional Services Standard unit from rental space to Graveley.

The March 2010 report included the following comments related to continued police presence in the Downtown Eastside:

The move from 312 Main is a significant move for the City and VPD because after 100 years, the Police Department will not have a major presence in the downtown area. However, there are two units that the Department believes should remain, the Beat Enforcement Team (BET) and the Station Sergeants (Station NCOs).

- *The primary mandate of BET is foot patrol in the Downtown Eastside (DTES). This would be significantly compromised by a move out of the area (2120 Cambie Street would be the alternative). As proximity is the primary concern for BET, finding an alternative deployment location within the DTES will be required should 312 Main Street be completely closed.*
- *Station NCOs are optimally located near the Courts, as they work closely with jail staff and police officers who have people in custody. This small office can easily be relocated with the BET or co-located in the Vancouver Jail.*

Although this council report identified two units that should remain in the DTES, there are several others that have a direct connection to the DTES, the courthouse and jail and a clear operational benefit to being located in the neighbourhood. This conclusion has been reinforced by recent community demand in the DTES and from recent experience with operational ineffectiveness as a result of having moved these functions away from the DTES as part of the Graveley relocation. In addition to the BET and Station Non-Commissioned Officers (NCOs) these units include: the Crown Liaison Unit (CLU); the High Risk Offender Unit (HROU); the Sex Trade Worker Liaison; a Victim Services Office and Sisterwatch Project room; a report writing room in which patrol officers can process reports on arrested subjects; and interview rooms for prisoners processed through the jail. In addition, the VPD requires secure storage for leaded ammunition supplies and firearms currently stored in the basement of 312 Main Street. VPD is seeking their inclusion in the programming for the facility in the DTES.

With this program as a guide, Real Estate Services undertook a search for other potential sites in the DTES area; however none provided sufficient space or proximity to the courthouse and jail to be operationally viable.

The alternative accommodation options were discussed at the JFSC (which includes senior representatives from Financial Services, Business Planning and Services and the VPD) in February 2011. The group supported the need for the identified police functions at a DTES location close to the jail and courthouse and the conclusion that the Annex option was the most operationally feasible location based on the following considerations:

- the primary mandate of the BET is foot patrol by 74 officers in the DTES. This is an essential service in this neighbourhood that would be significantly compromised by a move out of the area.
- the Annex is located across the street from the courts at 222 Main St. which is necessary for the Crown Liaison Unit to operate effectively and convenient for all officers located in the DTES. This would avoid situations where officers, often off-duty and not in uniform, would walk through the DTES to get to court while carrying exhibits such as firearms, other weapons and evidence, etc.
- the proximity of the Annex to the jail is crucial for processing thousands of arrests that are processed annually. The Station NCOs provide quality control and oversight of persons who are in custody and the location has existing equipped and secured interview rooms and report writing space for officers.
- the Annex is an excellent location for the High Risk Offenders Unit, Sex Trade Worker Liaison, Victim Services and Sisterwatch Project. Relocation of these programs proved operationally difficult and they require a physical presence in the DTES.
- the Annex is equipped with infrastructure to support a police operation and has equipped space to house task teams that are periodically established to support VPD initiatives, many of them related to the downtown area.
- the Annex has a recently refurbished on-site parking lot for fleet and member parking as well as for VPD members attending court.

DISCUSSION

It is the recommendation of this report that the VPD programming needs for the Downtown Eastside / Courthouse-Jail area be accommodated in the 312 Main Annex. This will allow VPD to move its final operations from 312 Main Street and make it available for potential alternative uses. Joint use of the complex by public safety and private organizations will present some operational and security challenges, however, with the appropriate service level agreements in place, the arrangements should work for both parties.

1. Relocation of VPD to the Annex

The Annex is four floors, with a total of 40,800 sq ft gross space that was opened in 1978 to augment VPD's space at 312 Main Street as the department grew. Like the main building, the Annex has been used on a 24/7/365 basis over its entire life, however, it is in better overall condition. Space in the building is allocated as follows:

	Gross Area	Common/Service Area	Net Area
Main Floor	11,000	3,300	7,700
2 nd Floor Office Component	8,600	2,500	6,100
2nd Floor Gymnasium (note 1)	3,900	3,900	0
3rd Floor	9,600	2,300	7,300
4th Floor	7,700	1,800	5,900
Total (note 2)	40,800	13,800	27,000

1. 3,900 sq ft of the 2nd Floor is the gymnasium which is not included in the identified needs of the department and has been considered “common” space. This two level facility also reduces the floorspace of the two floors above.

The approach taken to accommodating the VPD was to minimize the tenant and other improvements necessary and therefore the cost of the move. As a result of this approach, the department will occupy an area that exceeds the current standards for office and support space used at other police facilities; approximately 21,000 sq. ft. compared to the approximately 15,000 sq.ft. identified by Facilities Design and Management and the VPD. However, this approach will reduce the cost of housing the VPD in the Annex by taking advantage of existing improvements, including training and locker rooms/showers and secure, fully wired and monitored interview rooms and meeting rooms which are currently spread over three floors of the building and would be costly to duplicate. It will also allow for some flexible space for special police activities that arise from time to time. Taking advantage of existing tenant improvements also maintains flexibility to consider other compatible uses of space and facilities in the Annex in the future. While no detailed costing has been done to identify the costs of further restricting the VPD space in the Annex, it is anticipated these costs would exceed \$1.0 million beyond the current estimate.

The Annex and 312 Main Street are currently serviced by major building systems located in the 312 Main building and to continue operating either building will require some capital maintenance to be undertaken now and further investment over the next few years. For the VPD tenancy in the Annex, the only alternative to this work would be a more costly “separation” of the buildings involving the installation of new stand-alone building systems in the Annex to allow it to be operated independently. The cost of this approach for building systems alone would exceed \$8 million.

The costs associated with the recommended accommodation plan are estimated at \$4.55 million (including hard and soft costs and contingency). This includes \$3.49 million related to the Police tenancy in the Annex and \$1.06 million for capital maintenance recommended for base building systems required to service the Annex as follows:

Tenant Improvements for VPD tenancy in the Annex, including voice and data services and wiring and tenant improvements	\$2.15 million
Capital maintenance in the Annex, including replacement of domestic water pipes; hot water exchanger and roof	\$1.34 million
Capital maintenance in 312 Main to support services to the Annex, including replacement of the fire alarm panel, emergency generator and maintenance of HVAC systems and electrical vault cooling	<u>\$1.06 million</u>
Total	\$4.55 million

These costs include provision for technology, voice and data communications and wiring, minor building modifications related to specialized uses, moving and security costs as well as capital maintenance to ensure that building systems can perform satisfactorily.

As noted, the approach to relocating the VPD in the Annex was to minimize the cost and leave options for longer term changes based on potential future police or other uses of the building. However, even with this approach, it was identified that there would be surplus space in the Annex that could be “locked off” from VPD use and made available to other tenants. With the proposed plan, an estimated 7,700 square feet on the 4th floor will not be used by the

department. Finally, the Annex contains a full gymnasium that continues to serve VPD training needs but which could be made available to other uses once security and support space and required programming support issues are resolved. The renovation work proposed is intended not to jeopardize these uses in the future.

If Recommendation A of this report is approved, it is anticipated that the remaining VPD units could be fully relocated from 312 Main Street to the Annex within approximately 6 months of this approval.

2. 312 Main Street

As identified in the March 2010 Council report, 312 Main St. has functioned as a 24/7 police building since 1954. With the move of the VPD to Graveley, it was the recommendation of the Director of Facilities Design and Management that the building requires either significant recapitalization or decommissioning. A report commissioned to provide a preliminary estimate of costs of recapitalizing the building indicated that the air handling systems, the fire alarm panel/system, the electrical system and domestic and sanitary water systems will all require timely upgrading if the building is to be put to other long term uses. In addition, there is no sprinkler system and both seismic and asbestos issues may have to be addressed if uses other than the current primarily office use were contemplated. These deficiencies were one of the primary reasons for relocating VPD to Graveley Street and they have helped inform the discussions on alternative uses.

In addition to these building condition issues, the City maintains an IT "hub" in 312 Main Street through which several of the City's networks are routed. If 312 Main were decommissioned or sold, this hub would have to be relocated at additional cost. This cost was not explicitly considered in the Graveley Street relocation report. However, if 312 Main is retained, this hub can remain in the secured space.

Discussions are currently underway for a re-purposing of the 312 Main Street building. This would retain the existing building with primarily office uses and with the necessary building deficiencies being addressed in a phased approach over time. Potential uses will be reported to Council in the near future.

3. The Future of 5 East 8th Avenue

With the reorganization of VPD functions at Graveley, 2120 Cambie and in the DTES, the City-owned building at 5 East 8th Ave. has become surplus to the departmental needs and is currently vacant. This building was purpose built for police functions in the 1970s and served as the headquarters of the Co-ordinated Law Enforcement Unit until purchased by the City for the VPD in 2000. The site is currently zoned I-1, which provides for light industrial uses. The land and improvements are assessed at \$8.9 million. No civic uses for this site have been identified. As a result, the Director of Real Estate Services and Director of Facilities Design and Management recommend that this building be offered into the market for sale. Any proposed transaction would be reported back to Council.

FINANCIAL IMPLICATIONS

The recommended option of relocating the identified VPD functions in the Annex building is estimated to cost \$3.49 million for direct tenancy costs and \$1.06 million for basic building system maintenance to support Annex operations. Most of the existing improvements in the

building will be retained. Design work to confirm these costs is currently underway. This cost is in addition to the \$15.3 million that Council approved for the original VPD accommodation program involving the relocation to Graveley Street and reorganization at 2120 Cambie.

The accommodation plan for the VPD is funded in part by the Federal Infrastructure Program which is contributing up to \$5.0 million to offset eligible costs. As this relocation is part of the program approved by the ISF, staff will work to expedite the necessary work to maximize that contribution.

It is recommended that the City's share of the funding be provided by allocating up to \$4.55 million of the proceeds from the lease/sale of the former Police building at 5 East 8th Avenue. The balance of the proceeds would be transferred to the Capital Facilities Reserve and be available for other capital expenditure priorities.

The building operating costs for the Annex are estimated at \$451,000 annually, as follows:

Expenditure Category	2012 Estimate
Maintenance and Janitorial Labour	\$214,000
Maintenance and Janitorial Materials	\$30,000
Contracted Services	\$40,000
Utilities	\$160,000
Insurance	\$7,000
Total	\$451,000

The operating estimates are based on a 24/7/365 operation by the VPD in the Annex and on the assumption that 312 Main St will be re-purposed and the complex operating costs will be shared with future tenancies. If re-purposing does not proceed in the short term, these costs may need to be reconsidered. Funding for these operating costs for 2012 and beyond will be reviewed as part of the 2012 and future operating budget processes.

CONCLUSION

Staff have concluded that a good location for the VPD BET and other functions is the 312 Main St. Annex. Locating VPD in the Annex will allow the department to maintain a presence in the DTES as well as benefit from the adjacency to the courthouse and jail for integral police functions. It is recommended that Council approve this use of the building and the funding necessary to accommodate the VPD. With the departure of the VPD from the 312 Main Street building, this space will become available for alternative uses. Discussions are underway on a proposed re-purposing of the building which will be the subject of a future report.

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Vancouver Police Department Functional Deployment in the Annex

There is unanimous concurrence by the JFSC that the Beat Enforcement Team should remain in the DTES in order to be most effective in their service delivery to this community. The Annex of 312 Main St has been identified in this report as the most viable location for BET to provide the most effective service. The location of the Annex not only allows for the effective deployment of BET but is an ideal location for the Station NCO office as it is located across the street from the Vancouver Jail. When a member arrests an individual, he must write a report about the arrest and have the report read and approved by the Station NCO. There is direct communication between the Station NCO and the Jail NCO numerous times per shift about the arrested parties. Having the Station NCO office across the street from the Jail facilitates this communication but also allows the Station NCO to attend the Jail to speak to the NCO in person and vice versa. The Annex of 312 Main St therefore remains the optimal location for this office.

The location of the Annex is also optimal for accessing a prisoner while writing a report. It is current practice for arresting members to attend 312 Main St to write the report. While at 312 Main St, one or both will attend the jail to retrieve prisoner effects, speak to jail staff about special needs of prisoners, or to interview suspects. The Annex is already equipped with interview rooms and the arresting members simply walk their prisoner to the Annex, interview him and walk him back to the jail. When the VPD moved to the Graveley facility, the intent was for members to use the interview rooms at the Graveley facility. However, we now know that the practical application of this use is not feasible. Members would have to attend the jail, remove the prisoner, transport the prisoner to the Graveley facility, conduct the interview then transport him back to jail. This creates numerous issues with security of the prisoner and VPD members, use of time for transport of the prisoner, etc. The 3rd floor of the Annex has 3 interview rooms built to suit this function and requires no renovation. These rooms would be used by all members of the VPD.

When the investigation and report are complete, the report is submitted for review and approval by the Station NCO. The Station NCO not only approves the reports but acts as a resource for all patrol members, to assist with report-writing, providing investigative and interview advice and to monitor overall arrest procedures. As a result of these particular needs related specifically to the Jail and the Station NCO, a report-writing room is required in close proximity to both. This will not only improve the efficiency and productivity of a valuable resource such as a patrol officer; but also contribute to mitigating an area of significant risk to the VPD and City - that of prisoner handling and processing.

An additional requirement of sleeping rooms for BET members was identified when a more recent thorough analysis of space needs for a facility in the DTES was conducted. These do not currently exist in the locker room space occupied by BET staff however have become an essential addition. Members assigned to BET are frequent attendees to court and often have to do so after a nightshift. The sleeping rooms would allow the members to get some sleep before having to attend court following a nightshift.

The move of the VPD to the Graveley facility has revealed that several inefficiencies now exist between the VPD and the DTES community and the VPD and the courthouse, which could not have been predicted at the time of the writing of the March 2010 Report to Council. These inefficiencies are affecting delivery of services to residents in the DTES as well as to

the VPD's participation in the court process. As a result, the VPD has conducted an assessment of these inefficiencies and has moved staff back to 312 Main St to adjust and improve service delivery. In particular, these units include:

1. **Crown Liaison Unit (CLU)** - This unit is comprised of 5 staff members and moved to the Graveley facility as part of the relocation of administrative units from 312 Main St. However, shortly after the move, it was brought to the relocation team's attention that all 5 staff members had to travel to the courthouse at 222 Main St multiple times per day to deliver and retrieve attachments, police/crown correspondence and memos. The obvious inefficiency of having this unit assigned to the Graveley facility became apparent immediately and it was relocated to 312 Main St with the view of having space planned in the DTES BET facility to accommodate it on a permanent basis. It would be inefficient and render the unit ineffective for it to be assigned to the Graveley facility on a permanent basis. By staying at 312 Main St, staff are able to walk back and forth to the courthouse multiple times per day, negating the use of vehicles, allowing them to spend more time on their work and less time travelling between facilities.
2. **High Risk Offender Unit (HROU)** - This unit moved to the Graveley facility as part of the relocation of investigative units from 312 Main St. The bulk of the unit still works at the Graveley facility; however one member is currently working at 312 Main St. This unit has the responsibility to meet with high-risk offenders who are residing in half-way houses, the majority of which are in the DTES or within close proximity. Initially, after the move to the Graveley facility, the HRO member assigned to meet with the high-risk offenders travelled back and forth between Graveley and 312 Main St to meetings, multiple times per day. However, this soon became inefficient and due to traffic conditions, some meetings were missed. The HRO member was relocated to 312 Main St and is now able to deliver a more effective and efficient service. This member would require an interview room on the ground floor of the DTES BET facility to meet with the offenders. Also, it is not a reasonable alternative to require high-risk offenders to travel to Graveley and then be within a few short blocks from residential neighbourhoods and parks. The residents of this neighbourhood expressed their concerns regarding this possibility in May of 2010 and they were assured this would not happen.
3. **Sex Trade Liaison Officer** - The VPD has one member assigned to meet regularly with women working in the Vancouver sex trade. These women are vulnerable and traditionally untrusting of the police. Constable Linda Malcolm has worked very hard to establish a foundation of trust with the women of this particular community and has been very successful. As a result, many of these women who live and work in the DTES will meet with Cst. Malcolm on both a drop in basis and by appointment. They have no means of transportation to take them to either 2120 Cambie St or the Graveley facility. It is not a safe practice for Cst. Malcolm to pick up these women on her own as well and transport them to either facility. Thus, Cst. Malcolm has been relocated to 312 Main St where she continues to work and meet with women involved in the sex trade. It would be most effective if she remained at the DTES BET facility where she could continue to meet with her clients and deliver a very important service to this beleaguered community. She would require a small office that would double as an interview room on the first floor of the DTES BET facility to allow for ease of access in and out of the facility for her clients.

4. **Unisex public washroom** on ground level - Both the HRO member and the sex trade liaison officer will be meeting with clients in the DTES BET facility. While it is recommended that both offices be located on the ground level for ease of access by the clients, for security of not having these clients enter the secure portions of the facility as well as for officer-safety reasons, currently there is no public washroom on the main floor of the Annex. The addition of a single unisex washroom would allow for a more comfortable encounter with police for all clients.
5. **Commissionaire office:** A small office on the first level is requested to house a Commissionaire to allow the VPD to properly secure the facility after hours. Currently, the Commissionaire is stationed at the former Public Service Counter in 312 Main St.

In November 2010 the VPD launched an initiative called "Sisterwatch" in response to a community-identified need to address a perceived inconsistency in the VPD's response to violence against women in the DTES and, to a lesser degree, long-term perceptions lingering from the Pickton serial murders where most of the victims were from the DTES. As a result, the VPD hosted a series of town-hall meetings and has struck a working group to address particular needs and issues affecting the Aboriginal community as well as vulnerable women living in the DTES. This initiative has been extremely successful and is generating some very useful information about crimes targeting women in the DTES.

As a result of this initiative, two recommendations have been brought forward by the working group, which are supported by the Executive and senior management of the VPD:

1. **Access to Victim Services** - One recommendation was to create greater access to VPD's Victim Services staff. Members of the Sisterwatch community did not feel comfortable seeking help from Victim Services staff if they had to be transported to 2120 Cambie St where the Victim Services main office is located. Members of this community also do not have their own means of transportation to get to an alternate police facility outside of the DTES to access services. Thus it is the recommendation that a small office space be located on the ground floor of the DTES BET facility in order to facilitate access to Victim Services staff by this community.
2. **Project room for Sisterwatch** - Project Sisterwatch is so successful at the gathering of information related to crimes against vulnerable women in the DTES that it is expanding to investigate crimes against vulnerable women across the City. The bulk of the work however still resides in the DTES.

As a result of its tremendous success, there is a need to establish a project room dedicated exclusively to investigating crimes related to the Sisterwatch community. Although state of the art project rooms were constructed in the Graveley facility, the location alone is a barrier to investigators meeting with tipsters, informants, victims most of whom reside in the DTES and have no means of travel to either 2120 Cambie St or the Graveley facility. Having investigators travel to the DTES on an almost daily basis creates a tremendous inefficiency as well. A project room dedicated specifically to the investigators assigned to Sisterwatch would provide an efficient means to process evidence and information and meet with people related to these investigations. It would not have to be built to the extent as those at the Graveley facility. It merely needs a meeting room table and data drops for approximately 8 staff. The project room could also be used for other VPD investigations.

Finally, the VPD has a stock of duty ammunition for operational and training needs which is currently stored in the basement of 312 Main St and which will have to be moved to a new location once the building closes. This ammunition is leaded and cannot be stored at the Tactical Training Centre because it is a "green" facility and does not accept leaded ammunition. The proposal is to secure it in the Annex, in an area formerly used as a ballistics lab. The space is adequate to accommodate the supply of ammunition that the VPD is required to maintain and requires minimal renovation. Co-incident with this move, the department will centralize some of firearms storage in the same space.

Parking Requirements

The Annex has a recently renovated underground parkade that has approximately 145 stalls. The VPD requires a total of 100 parking stalls to accommodate the fleet cars associated to the Annex as well as all staff working at the Annex, the VPD Jail and some stalls for members who attend court.