



CITY OF VANCOUVER

ADMINISTRATIVE REPORT

Report Date: February 15, 2010
Contact: Bob Rolls/Ken Bayne
Contact No.: 604-717-3191/
604-873-7223
RTS No.: 08300
VanRIMS No.: 08-2000-20
Meeting Date: March 2, 2010

TO: Vancouver City Council

FROM: Chief Constable and the City Manager in consultation with the General Manager of Business Planning and Services

SUBJECT: Vancouver Police Department: Report back on Functional Program and Transition Plan for Partial Relocation to Graveley Site Facilities

RECOMMENDATION

- A. THAT Council approve, in principle, the medium term accommodation plan for the Vancouver Police Department as outlined in this report, including the consolidation and relocation of police operations among:
- i. 3585 Graveley Street and 1570 Kootenay Street (the "Graveley Site") (headquarters, investigative and administrative units);
 - ii. 2120 Cambie Street (operational units); and
 - iii. 2010 Glen Drive (training, property and forensics)
 - iv. at a one-time cost of \$15.22 million; source of funding to be \$5.0 million from the federal Infrastructure Stimulus Fund and \$10.3 million from the elector approved borrowing authority for Public Safety Facilities in the 2009 - 2011 Capital Plan.
- B. THAT Council instruct the City Manager to report back to Council as soon as possible on the following issues:
- i. the impact of the proposed accommodation plan on the Police Department operating budget and on the Property Endowment Fund;
 - ii. in consultation with the Director of Real Estate Services the options for future uses of the 312 Main Street and 5 East 8th Avenue sites; and
 - iii. a framework for long term redevelopment of Vancouver Police Department facilities.

COMMENTS OF THE CHIEF CONSTABLE

Vancouver Police Department facilities at 312/324 Main Street are at a crisis point and pose serious operational, business continuity and public safety risks to the VPD and the City. The high costs of keeping this facility operational are estimated to be from \$1.6 - \$2.0 million annually. A solution is urgently needed in order to reduce these operational risks and major upkeep costs.

A significant amount of effort and collaboration has gone into the discussions, recommendations and supporting documentation presented in this report. This has been a critical and necessary endeavour in response to the serious situation the VPD now faces, with many staff working in cramped, inadequate and inefficient environments.

In 2008, a Joint City of Vancouver Senior Staff ("City Staff")/VPD Facilities Steering Committee (JFSC) was established with the mandate of developing a revised long-range VPD facilities plan that would be supported by all stakeholders. An early conclusion reached by the JFSC was that the state of VPD facilities is a significant risk facing the COV.

The JFSC has reached consensus on the major decision points and has adopted a shared future vision. This vision includes the use of the City-owned Graveley Site buildings to address immediate and urgent deficiencies at 312 Main Street along with recognizing the long-term necessity for a secure, purpose-built, post-disaster police headquarters facility and a secondary precinct facility which is functionally sound and centrally located for deployment.

The VPD is pleased that substantial progress has been made on moving forward with a strategic facilities plan that is supported by City Staff. The VPD is committed to ensuring that the long range planning process continues and is asking for support for both the medium-term (6-10 years) transitional plan (to alleviate the current pressures) and for the long range vision outlined in this report.

COMMENTS OF THE POLICE BOARD

One of the most critical functions of the Vancouver Police Board is to work with the Chief Constable to support the VPD's principal priority of ensuring the safety of all residents and visitors to Vancouver. The Board is concerned about the current condition of the facilities. The VPD and the COV are not only vulnerable to a major catastrophic event, but also face significant compromises to the daily operations of the VPD and unnecessary risks to public safety.

With the escalating hard and soft costs associated with inadequate facilities, it is the view of the Police Board that the *status quo is not an option*. All stakeholders have agreed that the condition of the current facilities is one of the largest risks to the City. The Board is requesting Council's support in approving a medium-term plan that will mitigate the risks and alleviate substandard conditions for many VPD staff, as well as a commitment to a more permanent, long-term solution.

COMMENTS OF THE CITY MANAGER

The City Manager notes that planning for the eventual replacement or upgrade of Vancouver Police Department facilities has been a collaboration between the Police Department and City staff for many years. To date, a new Dog Squad facility and a major training facility have

been completed to address the most pressing needs. Recently the federal and provincial governments agreed to participate in funding a new Property and Forensics Storage facility to be completed in 2011. These initiatives represent a capital investment of approximately \$60 million and will result in increased operating costs. There are further plans - although no funding - to complete the redevelopment of the Department's forensic laboratories adjacent to this new training facility.

The Joint Facilities Steering Committee was tasked with developing a plan for the renewal of police facilities in Vancouver. Their work, with the help of consultants, confirmed that the current police facility at 312 Main Street presents a major risk to the operations of the Department, to business continuity in the face of a natural disaster, and to the liabilities faced by both the Department and the City. Moreover, the review found that with its growth in staffing over the last 10 years, the Department has outgrown its current facilities and the resulting inefficiencies will need to be addressed. It was the recommendation of the consultant that in the long term the Department needs two new facilities - a headquarters building and a separate patrol facility - at a potential cost of \$370 million (2009).

There is much more work to be done in the development of options to achieve this long term plan before proposals can be brought forward to Council. However, in the meantime, it is clear that the issues at 312 Main Street need to be addressed, either by a major investment in the building (not fully assessed at this time) or by moving the Department to an alternative facility. The JFSC has looked at these options and has agreed that investing in the 60 year old 312 Main complex would not be a good use of City funds, especially if an alternative is available. As a result, the committee is recommending that Council make the Graveley Street site - owned by the Property Endowment Fund and currently occupied by VANOC - available to the Department for the medium term. Given the issues with 312 Main, the City Manager agrees with this conclusion.

This move will result in incremental costs to the City. It is estimated that \$15.2 million will be required to retrofit the Graveley Site and 2120 Cambie buildings. Staff are working to contain this cost by minimizing the retrofit and ensuring an appropriate level of amenity and by retaining the open office concept already in place in the Graveley buildings. The federal government has agreed to contribute up to \$5 million towards the cost of this move. In addition, there will be incremental operating costs associated with this relocation currently estimated at \$5.8 million annually once the moves are completed in mid 2011 that will have to be accommodated in the operating budget. This will be difficult; however, the risks associated with not doing this are significant.

Vacating 312 Main Street is also a significant step for the City as there has been a major police presence in the Hastings and Main neighbourhood for over 50 years. While the Department might return to the area in the longer run when new facilities are built, there could be an immediate impact. In order to mitigate these changes, the Department will retain the Beat Enforcement Team and the Station NCOs in the area, likely in rented space which will be found in the neighbourhood.

Staff have not had the opportunity to consider the long term uses for the 312 Main Street site and as a result, there is no recommendation for its future. Over the next few months, a discussion on potential uses - including police uses - will be undertaken with a report back to Council. However, in the short run, the existing buildings may have to be demolished once

the Department vacates them. Recommendation B instructs staff to report back on the future of both 312 Main and 5 East 8th Avenue.

Finally, long term plans for police accommodation issue will continue to be advanced through the Joint Facilities Steering Committee. While the conclusion and a recommendation on how to proceed may be some time away, it will remain an active file.

The City Manager RECOMMENDS approval of A and B.

COUNCIL POLICY

Council approval is required for new capital projects and for the related funding.

Council approval is required to accept funding from senior governments and other outside sources.

Council approval is required for the allocation of office and other space to departments, including the incremental costs to be added to the Operating Budget.

PURPOSE & SUMMARY

This report seeks Council approval for a significant relocation and reorganization of the Vancouver Police Department (the "VPD") at 2120 Cambie, the new Glen Drive site and at the Property Endowment Fund owned complex at 3585 Graveley Street and 1570 Kootenay Street (the "Graveley Site") as an interim step in planning and delivering on new purpose built police facilities. As a result of this initiative, existing facilities at 312 Main Street and 5 East 8th Avenue will be closed.

This is the recommendation of the joint City/VPD Facilities Steering Committee (the "JFSC") that has been working for the past 18 months in an effort to address the critical facilities needs of the VPD. The groundwork completed over this period includes a space needs assessment, best practices research and tours of purpose-built police facilities. The consensus reached by the JFSC is that the three main police facilities do not meet the needs of the VPD and, in the case of 312 Main Street, pose significant operational, business continuity and liability risks for the Department and City. The JFSC agrees on the need for an immediate medium-term solution to address these issues and on the need to continue assessment of the recommendation for two police facilities in the longer term, at least one of which meets post-disaster standards, in locations that support effective and efficient police response and deployment.

BACKGROUND

City and VPD staff have been working to a multi-phased long range facilities plan for the Department since the mid 1990s, following a facilities planning exercise initiated by the Department in 1990. To date, that collaboration has resulted in a new facility for the Dog Squad on Evans Avenue and a new tactical training facility on Glen Drive, both of which became operational in 2009. Funding for the second phase of the Glen Drive facility - the Property and Forensic Storage Facility - was approved in November 2009 with contributions of \$10 million each from the federal, provincial and city governments. This facility will be completed in spring 2011. A third phase of Glen Drive facility to provide updated information management and forensic laboratories for the Department was also included in the plan,

however, no commencement date or funding has been identified. This last phase will require further review in light of the medium term plan proposed in this report.

In addition to these sites, the Department also occupies three other buildings in the City: 312 Main Street and 2120 Cambie Street, which are the primary administrative, investigative and patrol deployment facilities; and 5 East 8th Avenue, which houses several specialty units of the Department. The Cambie site is in a leased facility while the other two sites are owned by the City.

A Report to Council in November 2008 (RTS 07755) documented the condition of these facilities. Council was informed of serious structural and seismic issues surrounding both 312 Main Street and 2120 Cambie Street and of a number of operational and business continuity issues that were impacting on the operations of the Department. The risks presented by the deficiencies in the existing facilities create substantial liability issues for the VPD and ultimately for the COV, and reduce the VPD's operational effectiveness and efficiency.

As stated in the November 2008 Council Report, both City Staff and the VPD recognize the need to address the many issues concerning current police facilities. The Report to Council's recommendation that \$200,000 be reallocated within the VPD operating budget to engage a professional facilities consultant, was approved and the subsequent request for proposal process proved very competitive. Both Departmental and City staff recommended and Council approved funding to hire a consulting team to conduct a thorough needs assessment of the VPD facilities as the first step in determining the next steps in realizing the long range facilities plan. A Joint Facilities Steering Committee comprised of City and VPD staff chose HOK Architects, a consulting firm with over 40 years' experience in programming and designing police and justice facilities to complete this work.

HOK's work brought together all previous reports/research conducted by City staff and the VPD, and involved conducting focus groups with every work-group in the Department, disseminating surveys to every VPD employee, conducting site tours of existing facilities, and performing best practices research on police facilities. HOK's final report included a detailed needs assessment which outlined the VPD's current needs as well as projected space needs for the years 2024 and 2039. This work included a "massing and blocking" exercise aimed at providing information about potential building footprint and height requirements so that appropriate site selection could follow. The report was received in October 2009 and has been discussed at length by the JFSC.

As a result of the work done over the past 18 months, the original police facilities plan has been updated and is outlined in the attached document "*Planning the Future: Police Facilities to Meet the Call*" (see Appendix "A"). The document outlines the current status of VPD facilities, the Long Range Facilities Plan (1990-2009) and the Revised Long Range Facilities Plan (2010-2020). There is additional work to be done to examine the options and planning assumptions contained in these reports.

A detailed history of VPD facilities is outlined on pages 9-17 of Appendix "B" *VPD Facilities: Strategic Planning and Transition Costing (limited distribution)*.

DISCUSSION

The work of the consultant further highlighted the many deficiencies of the existing police facilities, but most significantly the building at 312 Main Street. Recognizing that a solution to the long term space issues would likely take several years to realize, the JFSC began looking at options that could address the significant risks and operational efficiencies associated with remaining at 312 Main Street for this period. In short the group considered two options:

1. remain at 312 Main Street until an appropriate site is selected, funding is secured and a new purpose-built facility is erected, or
2. move the Department out of 312 Main Street, utilizing the Graveley Site buildings as a medium-term solution.

1. Remain at 312 Main Street

312 Main Street site is actually three separate but interconnected buildings. 312 Main was built in 1954 and adjoins 324 Main built a year earlier. The 312 Main Annex was added in 1976. The current physical condition of and the risks associated with remaining at this site are summarized above and detailed in the noted VPD Facilities report.

From 2002 to 2008, the City spent over \$11 million in addition to normal operating costs to try to keep 312 Main Street functional for the Police Department and it is anticipated these costs will continue and likely grow should the Department remain, even in the medium term. For example, if the VPD is to remain at 312 Main Street, there will be an immediate need to spend approximately \$3 million (pre-design estimate) to address basic infrastructure issues in the building, including water and drainage issues, building system renewal, asbestos removal and the installation of a fire suppression system. This would be in addition to anticipated maintenance costs that range from \$1.6 million - \$2.0 million annually. None of these expenditures would address the more fundamental seismic issues or the overcrowding that has resulted from growth in the Department, and despite the upgrades, the building would continue to deteriorate, further increasing operating costs and risks to the VPD and the City.

The only scenario where staying at 312 Main Street might make sense is if an alternative site was already identified and available and funding had been secured for a new facility. Even in this scenario, the planning and construction period necessary for a facility would be in the range of six to eight years, leaving the Department in a facility that poses serious operational and business continuity risks.

For these reasons the JFSC believes that, unless there is no other alternative, investing further in this complex is not appropriate.

2. Move to the Graveley Site

A unique and immediate option is to relocate the Department to the Property Endowment Fund complex at 3585 Graveley Street and 1570 Kootenay Street. This facility was constructed in 1999/2000 and purchased by the Property Endowment Fund in 2002 and has been leased almost in its entirety to VANOC and its partners. These uses will end in 2010 and approximately 230,000 square feet of space will become available for market rental.

The availability of the Graveley Site provides a unique opportunity to address the deficiencies and risks of the current police facilities. These buildings have suitable space to accommodate a significant portion of the police operations, have adequate parking for the related fleet, have full backup power installed and have been developed with "open plan" space that is consistent with the City standard, reduces tenant improvement costs and provides maximum flexibility in planning for the future.

The Graveley Site buildings are not large enough to house all VPD staff and at the eastern border of the City at Boundary Road and 1st Avenue are not optimally located for many VPD operations. As a result, a transition plan has been developed which takes full advantage of the new facility, but which also contemplates retaining the facility at 2120 Cambie. In summary:

- 312 Main would be vacated with the Beat Enforcement Team remaining in the Downtown Eastside, likely in rented premises;
- 5 East 8th Avenue will be vacated with most of the specialty units being relocated to the Graveley site, save for the Emergency Response Team, which will relocate to 2120 Cambie;
- Investigative and administrative support functions would be relocated from 2120 Cambie and 312 Main Street to Graveley;
- Depending on the outcome of a decision on completion of Phase 3 of the Glen Drive site, the forensic laboratories would be relocated to the Graveley site;
- Force Options Training has relocated to the recently completed Tactical Training Centre on Glen Drive;
- the Property Office, Forensic Storage and vehicle forensics will move to the new Glen Drive site in spring 2011;
- the uniform component of the Operations Division would remain at 2120 Cambie Street.

The Transition Plan, attached as Appendix "B", outlines the overall strategic vision of the VPD Executive, section and unit-specific relocation and the logistics and costs involved with this interim relocation. Relocating the investigative and support services at Graveley will result in modest efficiency gains as a result of providing optimal adjacencies for complementary workgroups (as specified in the HOK report) and workspaces that better support the size and needs of each unit. However these efficiencies will be offset by additional travel costs for staff attending important central locations such as the Jail, 2120 Cambie St., the courts at 222 Main St. and Robson Square, and the overall need to meet with witnesses and victims all over Vancouver. Optimal patrol deployment will be maintained by designating 2120 Cambie Street as the "operational" facility.

The move to the Graveley Site would address many of the deficiencies identified in the facilities assessment. While the building is not post-disaster, it is built to a higher seismic standard than Main Street and is essentially in a "move-in" condition. The building has full back-up power installed and adequate parking to meet the requirements of the Department. The costs of relocation - estimated at \$15.2 million - will likely be lower than those to bring Main Street to an acceptable standard and will not be invested in a building that is essentially at the end of its useful life. It is also anticipated that the per square foot operating costs of the combined Graveley and Cambie facilities will be lower than those experienced in the existing facilities

with the expected increase in overall operating costs being the result of approximately 30,000 square feet being added to the existing space allocation. In addition, the tenancy at the Graveley Site will add rental costs identified in the Financial Implications Section.

TRANSITION ISSUES

The timing of the relocation from 312 Main Street and the reorganization of VPD operational units is approximately 16 months. The Graveley site will begin to become available in May 2010 and the necessary outfitting will be completed by March 2011. The Department will vacate 312 Main in phases, likely beginning in January 2011 with the final moves - to Graveley and Glen Drive - completed by June 2011.

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.

The more important issue is the future of the 312 Main Street site if the VPD is relocated. Should Council agree to the move, the City Manager and the JFSC will engage Real Estate, Facilities Design and Management and Community Services staff in a review of potential options for report back to Council.

In addition to the VANOC and its government partners, the Graveley site also has two commercial tenants with leases that extend beyond the occupancy date for the VPD. The renovation and accommodation plan has taken these tenancies into consideration; however, it may be possible to accommodate only one of the two tenants. If Council agrees to the recommendations in this report Real Estate staff will be discussing options with the second tenant and will report back for approval of any costs that may result from ending this lease.

FINANCIAL IMPLICATIONS

Capital Costs

Facilities Design and Management and VPD staff have worked through the requirements should the Department relocate to the Graveley site. While there are several issues to be finalized, staff commit to a capital budget not to exceed \$15.2 million, including improvements to both the Graveley site and the necessary changes at 2120 Cambie to accommodate the operational units. This estimate is a pre-tender estimate and includes provision for project management fees, contingency, and the net HST that will be effective in July 2010. The current plans are based on the open office standard developed for City office space with concessions appropriate for specific or specialized police uses.

| Component | Estimated Cost |
|----------------------------------|---------------------|
| Graveley Site | |
| Building Improvements | \$4,813,300 |
| Forensic Labs / Staff Facilities | 3,758,400 |
| Furniture, Fittings & Equipment | 2,967,600 |
| 2120 Cambie Improvements | 1,232,800 |
| Design, Consultant & Soft Costs | 655,600 |
| Relocation Costs | 196,200 |
| Project Management Fees | 220,000 |
| Contingencies | 1,376,100 |
| Total | \$15,220,000 |

In a recent announcement, the Federal Government has agreed to fund one-third of the costs (\$5 million) associated with the relocation, up to a maximum of \$5 million for all eligible costs incurred by March 31, 2011. The City will be required to provide the balance of the funding estimated at \$10.22 million under this arrangement. There are a number of potential sources for this funding, starting with the value in the existing VPD sites at 312 Main and 5 East 8th Avenue that are to be vacated which likely total approximately \$16 million. However, while this may be an ultimate source of funding, staff recommend that this decision be deferred pending review of the future of these two sites. In the interim, it is recommended that the City share be provided from elector approved borrowing authority for public safety facilities in the 2009 - 2011 Capital Plan. Recommendation B provides for this funding.

Operating Costs

Relocation to the Graveley site will also impact on operating costs. The impact of these costs will be reported back in reports arising from Recommendation B and will be further reviewed in advance of the 2011 Operating Budget based on the department operating model. The following table summarizes the 2010 operating budget associated with the Department's current tenancies, operating costs for the transition year of 2011 and the anticipated annual costs for the 2012, the first full year following the move. The final column indicates the change in costs in 2012 versus 2010, reflecting the ongoing state. All are expressed in 2010 dollars.

| Operating Budget Impact | 2010 Budget | Anticipated 2011 Budget | Anticipated 2012 Budget | Final Change |
|------------------------------|--------------------|-------------------------|-------------------------|--------------------|
| 2120 Cambie | \$3,168,000 | \$3,168,000 | \$3,168,000 | \$0 |
| 312 Main | \$1,495,000 | \$1,200,000 | \$220,000 | \$(1,275,000) |
| 5 East 8th | \$322,000 | \$70,000 | \$0 | \$(322,000) |
| Graveley Site: | 0 | | | |
| Operating Expenses | 0 | \$2,100,000 | \$2,200,000 | \$2,200,000 |
| Rent (to PEF) | \$0 | 3,900,000 | \$5,000,000 | \$5,000,000 |
| Parking Costs (to PEF) | \$0 | 20,000 | \$20,000 | \$20,000 |
| Total Graveley Site | \$0 | \$6,020,000 | \$7,220,000 | \$7,220,000 |
| Total Operating Costs | \$4,985,000 | \$10,458,000 | \$10,608,000 | \$5,623,000 |

Note: Operating Costs at the Graveley site during fit out in 2010 and estimated at \$850,000 have not been confirmed and are not included in the estimate. These will be considered as part of the report back contemplated in Recommendation B.

The changes include:

- o No changes in operating costs are anticipated at 2120 Cambie Street.
- o The VPD will remain in 312 Main Street and 5 East 8th Avenue for all of 2010 and will require the full year operating budgets.
- o In 2011, funding will be required for both 312 Main and the Graveley site. 312 Main Street costs reflect 6 months of occupancy and 6 months of holding costs, including the costs of housing the Beat Enforcement Team. Graveley site costs are based on experience with VANOC tenancy and will be reviewed based on VPD operating model.
- o Graveley Site rent is calculated at \$20 per square foot beginning in 2011.
- o The future of 312 Main Street and 5 East 8th Ave are uncertain after the Police move and no holding costs have been estimated beyond 2011. 312 Main costs include accommodation for the BET.

The rent due to the PEF of \$5.0 million is the most significant component of the incremental operating costs which total \$5.4 million in 2011 and increase to \$5.6 million in 2012. Ongoing operating costs will be reviewed in advance of the 2011 Operating Budget. As the department will occupy existing facilities until early 2011, the transition is anticipated to have a minimal impact on the 2010 budget.

This report assumes that the Property Endowment Fund will be compensated at market value for the use of the Graveley site as is normal practice where the City occupies its space. This approach preserves the fundamental arm's length relationship between civic operations and the investment in the endowment. However there are a number of options that could be explored involving future ownership of the Graveley site and/or 312 Main Street and 5 East 8th Ave which could affect the rental component of these operating costs. These issues will be addressed in the report back on the future of 312 Main Street and the options available to the Property Endowment Fund.

Additional Costs Not Included in Capital and Operating Estimates

Potential costs associated with ending the conflicting commercial tenancy at the Graveley site are uncertain at this time as Real Estate has just initiated discussions with the affected tenant. Based on these discussions, a future decision will have to be made about whether the tenant should be compensated for ending the lease or accommodated in the building. The Director of Real Estate Services will seek Council instruction in a future report.

Capital costs for 312 Main Street after the VPD tenancy will depend on the final use of the site but may include demolition costs. These costs could be in the range of \$2.5 to \$3.0 million and will be detailed in the report back contemplated in Recommendation B.

IMPLEMENTATION PLAN

The transition plan for police operations are documented in the body of the report. The potential futures of 312 Main Street and 5 East 8th Avenue will be reported back to Council.

CONCLUSION

City staff, the Police Board, and the VPD Executive are in agreement that the VPD's current facilities situation is critical and needs to be addressed with both a medium-term solution and a long range plan that would include purpose-built facilities that are centrally located for both police response and citizen access. The Joint Facilities Steering Committee recommends that as an interim measure the Department vacate 312 Main Street and reorganize its operations at 2120 Cambie and the Graveley site.

* * * * *

PLANNING, RESEARCH & AUDIT

PLANNING THE **FUTURE**
POLICE FACILITIES TO MEET THE CALL

JANUARY 2010



VANCOUVER POLICE DEPARTMENT
Beyond the Call

PLANNING, RESEARCH & AUDIT

PLANNING THE **FUTURE**
POLICE FACILITIES TO MEET THE CALL

JANUARY 2010



VANCOUVER POLICE DEPARTMENT
Beyond the Call

TABLE OF CONTENTS

| | |
|---|-----------|
| EXECUTIVE SUMMARY | 2 |
| INTRODUCTION | 4 |
| CURRENT STATUS OF VPD FACILITIES | 6 |
| 312 Main Street | 6 |
| 2120 Cambie Street | 7 |
| 5 East 8th Avenue | 8 |
| | |
| LONG RANGE FACILITIES PLAN (1990-2009) | 9 |
| 1990-1994 | 9 |
| 2000 | 9 |
| 2001-2002 | 9 |
| 2003 | 10 |
| 2005 | 11 |
| 2008 | 11 |
| 2009 | 11 |
| Chronology of VPD Facilities | 13 |
| | |
| ASSESSING SPACE NEEDS | 14 |
| | |
| REVISED LONG RANGE FACILITIES PLAN (2010-2020) | 15 |
| Summary of Conclusions | 15 |
| | |
| GOING FORWARD | 17 |
| Medium Term | 17 |
| Long Term | 17 |

EXECUTIVE SUMMARY

The VPD's Long Range Facilities Plan is centred on public safety and the efficient deployment of officers. In order to accomplish these goals, the VPD has recognized the necessity for adequate facilities and efficient access to support staff and technology. To that end, the Long Range Facilities Plan continues to be part of the VPD's overall strategic vision for being a leader in policing, and an integral part of the VPD's Strategic Plan.

Although progress has been made with much-needed peripheral facilities, 17 years after 2120 Cambie Street was designated as a temporary solution for VPD's facilities requirements, the VPD has not yet secured a permanent, purpose-built police facility. Although numerous studies have been conducted on the state of the VPD's facilities, it was recognized that an up-to-date, objective and best-practices based assessment of the future space requirements for the VPD was missing from the knowledge base and was impeding progress moving forward. To address this requirement, the Joint COV/VPD Facilities Steering Committee was established in 2009. The Committee subsequently retained the firm HOK Architects to conduct an independent, professional "Functional Programming Study," which included a space needs assessment and a hypothetical blocking and stacking exercise to visualize and quantify the VPD facility needs for the next 30 years.

The Consultants ultimately recommended that the VPD maintain two facilities: a Headquarters to house the majority of operations, and a sub-station facility that would function as both a secondary deployment location for Patrol Districts, as well as an Emergency Operations Centre. After some negotiations on size, HOK's final program recommended approximately 500,000 square feet in total for the two facilities, in order to accommodate the VPD into 2039.

In order to accomplish this long term strategy, HOK also identified the need for a temporary or medium-term solution for staff that would involve a transitional facility. The City and the VPD recognized that the VANOC site represented a unique opportunity to function as this transitional facility. The two buildings on this City-owned site were deemed suitable to accommodate most of the staff and functions presently located at 312 Main, 5 East 8th, and some of the staff and functions located at 2120 Cambie. A facility of this size would be able to alleviate space and safety concerns for staff at 312 Main Street, as well as allow for the sale of 5 East 8th to offset costs of the transitional move. Although not optimal in terms of proximity to Vancouver, the VANOC buildings likely represent the only suitable transitional building that would provide adequate space,

technological capacity, security, and flexibility. At over 200,000 square feet, the VANOC buildings are not only rare in terms of size, but will also become vacant at the ideal time to allow for the transition to move forward in the near future. This transitional move is necessary and essential to provide time to discuss, study and finalize the VPD's long-term facilities requirements, and to subsequently seek Council approval, and if forthcoming, obtain financing and begin construction.

This report summarizes past efforts, describes current needs, and explains to decision-makers the urgency of the situation. The VPD and the COV have collaborated over the better part of the last two decades in identifying and responding to the VPD's facilities needs. During this time successes have been achieved in developing peripheral facilities for individual units or functions, such as the Dog Squad and the Tactical Training Centre. However, a long-term solution for a VPD headquarters facility has not been achieved, and is necessary if the VPD is to deliver public safety services efficiently.

INTRODUCTION

It is the vision of the Vancouver Police Department (VPD) to be “Canada’s leader in policing – providing safety for all.” Our goal is for Vancouver to be the safest major city in Canada. The VPD believes that being the best is achieved by reducing crime through targeting chronic offenders, engaging in proactive crime prevention strategies, and relentless measurement and follow-up. Additionally, this includes enhancing the perception of safety on our streets, partnering with our diverse communities to address public safety issues, reaching out to the most vulnerable, and collaborating with other stakeholders. Furthermore, the VPD advocates for improvements to the criminal justice system and targets “upstream” drivers of crime and disorder. In the past seven years, the VPD has delivered tangible results pursuant to these goals, which have provided notable public safety benefits.

The VPD is governed by the Vancouver Police Board, and the pursuit of our vision is laid out in the VPD’s 2008-2012 Strategic Plan. The Strategic Plan identifies 12 Strategic Goals and establishes clear mechanisms for measurement and accountability. Annually, Strategic Planning “Champions” are required to report back on their progress, which has fostered a culture of building upon proven success and encourages appropriate risk-taking and innovation. Every calendar quarter, the VPD publicly presents to the Board results on Key Performance Indicators such as the property crime rate, violent crime rate, response times to priority calls for service, and community satisfaction. Every month through “CompStat”, senior Police Commanders present to the VPD Executive an update on monthly variations in crime trends and the actions they are taking to address crime and safety issues.

The VPD’s advocacy efforts have seen progress through a number of initiatives. This includes research projects such as Assessing Sentencing Across Criminal Careers (which revealed inadequate sentencing for chronic offenders), Lost in Transition (which focused on the lack of capacity in the mental health system and the impact on police resources), and Project Lockstep (which focused on the need to better coordinate resources to reduce the systemic barriers faced by the most vulnerable in the Downtown Eastside). These reports received significant public attention and have been the catalyst for positive change. Another VPD initiative is “Con Air”, which was the result of research to address the problem of “non returnable” warrants; the VPD made creative use of existing legislation to lawfully return offenders wanted in other provinces, reducing societal costs and reducing crime committed by those fleeing prosecution in other jurisdictions. The VPD’s efforts have helped spur

government action: the Provincial government has funded the Con Air program, and federal legislation is now forthcoming that will make it a criminal offense to flee prosecution.

The recent successes in VPD performance are evident: a 32% decline in the property crime rate since 2004; an 8% decrease in the violent crime rate since 2006; a 31% decrease in priority one response times since 2005, and; a 43% decline in motor vehicle collisions involving injuries since 2005. The VPD has also come in under budget for four consecutive years.

These achievements can only be continued through strong leadership and adequate resourcing. With respect to resourcing, the VPD has undergone a self-examination and study that is unmatched in the policing profession. Working jointly with City of Vancouver (COV) staff, beginning in 2005, the VPD undertook a thorough and comprehensive Operational Review that is now referenced by police departments across North America as groundbreaking police organizational research. The Operational Review scientifically and objectively quantified the VPD's staffing needs (for both sworn and civilian members) and also identified improvements in shift scheduling to optimize deployment efficiency. The recommendations stemming from the Operational Review were approved by Vancouver City Council, thus establishing the necessary staffing requirements for the VPD.

While the VPD has strong leadership and adequate human resources, it does not have suitable facilities that support effective and efficient policing. Adequate, purpose-built police facilities are crucial to ensuring the continued success of the VPD in delivering public safety.

This report seeks to convey the urgency surrounding the need to identify a long-term plan for VPD facilities, while also proposing a medium-term remedy (6-10 years) that can be implemented in early 2011. To accomplish this, this report describes the current state of VPD facilities, provides a brief history of plans and efforts regarding these facilities, and presents a unique opportunity that will provide a medium-term solution. This solution will immediately reduce risks to the VPD and the COV, while also being fiscally viable in these uncertain economic times.

CURRENT STATUS OF VPD FACILITIES

The Vancouver Police Department's (VPD) primary facilities, located at 312 Main Street, 2120 Cambie Street and 5 East 8th Avenue, have critical infrastructure problems that jeopardize business continuity and impact employees. These problems pose significant risks to the VPD (and thus to the City of Vancouver), and they include, but are not limited to, post disaster survivability (e.g. earthquake), inadequate or non-existent fire suppression, inadequate emergency back-up services and other environmental and structural issues.



312 MAIN STREET

312 Main Street (“312”) has served the VPD since 1954, and was formerly used as a headquarters building. Next door is 324 Main Street, which was primarily a jail and is now used for offices and storage. An annex building (underground parking, lockers, office space and gymnasium) was opened in 1978. These three buildings were built to standards no longer accepted for police facilities and can no longer accommodate additional renovations and staff. They have deteriorated to a state that makes continued occupancy challenging for the daily operations of the VPD. The primary concerns at 312 are overcrowded conditions; vulnerability to earthquake, fire, and power failure; as well as problems with security and parking. The cost to maintain and clean these facilities annually has averaged approximately \$1.6 million since 2002, which is in addition to costs for renovations and/or major repairs. Given the inability of the 312 Main St structure to accommodate further significant renovations, as well as the risks associated with its continued use, a replacement facility is an urgent necessity.



2120 CAMBIE STREET

2120 Cambie Street (2120) was originally designed for non-police use, but was occupied by the VPD as a temporary measure in 1994. It is currently leased from ICBC, and a large portion of the building is used for a public claim centre, thus creating security concerns. Originally designed as an office building, 2120 currently lacks space, backup power, security, parking, and is not suited to meet the current and future needs of the VPD.

In the event of a disaster or loss of power, members who work out of 2120 would be unable to fulfill their duties, as there is not enough backup power to remain operational or to enable access and the building is not built to post-disaster standards. However, the building is located in a central part of the city and this enables effective deployment of Patrol units.

Parking for both the patrol fleet and VPD members' personal vehicles is a major and ongoing concern at 2120. Currently police vehicles and police officers' personal vehicles are located two blocks from the building, which necessitates patrol officers walking to their patrol vehicles with all of their duty equipment (averaging 20-30 pounds). While this situation has been improved through the provision of additional parking in front of 2120 Cambie, this lack of ready access to the fleet adversely impacts operational capabilities by causing delays in patrol officer deployment at the start of each shift. In addition, the current semi-waterfront open parking lot will be under developmental pressures after the 2010 Olympics, potentially causing even greater accessibility issues with fleet parking. Also, the majority of sworn officers at 2120 work shifts, with start and end times that do not lend themselves to using public transit; therefore parking for personal vehicles is also an important requirement.



5 EAST 8TH AVENUE

In 2000, the COV acquired the 5 East 8th Ave building for the VPD to house some sections of the Investigation and Operations Support Divisions. It was believed that 5 East 8th would provide sufficient space for approximately ten years; however, increased demands for service, growing numbers of staff, and increased space and power for required technological equipment have filled the building beyond capacity. Parking issues are serious and are affecting members' ability to attend work in a timely manner. Along with general overcrowding, the need for adequate backup power and suitable quarters for the Emergency Response Team are also major issues of concern.

All of these issues have driven the medium- and long-term facilities strategy for the VPD to ensure adequate service delivery now and into the future.

LONG RANGE FACILITIES MASTER PLAN (1990-2009)

The VPD's Long Range Facilities Plan has always centred on public safety and the efficient deployment of officers for both responding to calls for service and investigating crimes. Effective policing relies heavily on having adequate facilities and efficient access to support staff and technology. The Plan continues to be part of the VPD's overall strategic vision for being a leader in policing.

1990-1994

The need to replace the 312 Main Street facility was the top priority for facilities planning in the early 1990's. In 1992, City Council approved the closure of the Oakridge Substation and the leasing of 2120 Cambie Street starting in 1994. This was intended to be a temporary measure while a new police facility was planned and developed. The lease arrangements for 2120 Cambie Street included an initial ten-year term with the option of two separate five-year additional terms.

2000

In 2000, City Council authorized the purchase of the former Coordinated Law Enforcement Unit building at 5 East 8th Avenue. The intention was for this building to form part of the VPD's Long Range Facilities Plan. Although it is currently overcrowded, this facility is structurally sound. However, the updated long range plan includes selling this property in order to consolidate the main police facilities from three buildings to two , and to provide a financial offset.

2001-2002

A comprehensive review of the VPD's Long Range Facilities Plan was conducted in 2001 with a final report from external consultants Perivale and Taylor completed in February 2002. At that time, the authors anticipated that the planning for, and building of, a new Headquarters building would take 8-10 years to complete over two Capital Plans. The plan's main theme was that a comprehensive transitional plan should be developed to properly accommodate VPD's needs until new facilities could be built.

2003

In 2003, City Council was briefed at a joint Vancouver Police Board/City Council workshop on numerous issues, including an update on the progress of the Long Range Facilities Plan. A request was submitted for the 2003-2005 Capital Plan for funding to purchase land for a new police headquarters (HQ). Due to the major cost associated with building a new HQ building, the request was not approved for inclusion in the Capital Plan and resulted in other City (including VPD) projects being prioritized in the subsequent Capital Plans.

The related projects stemming from the Long Range Facilities Plan are as follows:

- ▶ 2003-2005 Capital Plan approval for the Force Options Training Centre (now the Tactical Training Centre), slated to open November 2009.
- ▶ 2006-2008 Capital Plan approval for a new Dog Squad facility (opened in October 2009).
- ▶ 2008-2011 Capital Plan approval for Phase 2 of Glen Drive for property storage and vehicle forensic examination bays.
- ▶ In October 2009, the Federal and Provincial governments each contributed \$10M of funding under the Federal Infrastructure Stimulus plan for the construction of Forensics Laboratories at Glen Drive. This facility is currently in the design phase with an estimated opening in 2011.

2005

In June 2005, City Council approved the acquisition of the Glenayre Campus located at 3585 Graveley Street by the Property Endowment Fund for a long-term investment and in the medium-term (5 years) as a home for VANOC. At the time of purchase, the City of Vancouver staff (“City Staff”) invited the VPD on a tour of the facilities, pointing out that the buildings would meet the needs of the VPD. Although no formal discussions occurred, both City Staff and the VPD recognized the potential the site had as a future transitional facility for the VPD, a need identified in the Perivale and Taylor report.

2008

In early 2008, a Joint City Staff/VPD Facilities Steering Committee (JFSC) was established with a mandate of moving forward with a revised Long Range Facilities Plan supported by all stakeholders. The first tasks of the JFSC were to oversee a professional needs assessment, work towards securing a transitional facility and critically assess viable options for moving forward. In November 2008, City Council approved the allocation of funding to secure a consultant to conduct the professional needs assessment.

2009

In 2009, the JFSC retained HOK Architects to conduct an independent, professional Functional Programming Study which included a space needs assessment and a hypothetical blocking and stacking exercise. By October 2009, City Staff and VPD signed off on both components of the project and agreed on numerous conclusions going forward (see Assessing Space Needs on page 8).

In May 2009 a Facilities Transition Team was assembled to develop a detailed transition and costing plan for a possible move to VANOC in 2010-2011. The team worked with the VPD Executive to determine how the VPD would operate from the new location and liaised with City Staff to prepare cost estimates.

A move to a transitional facility is necessary for the VPD to accomplish the goals of the Long Range Facilities Plan. The transition plan calls for all functions from 5 East 8th Avenue to be moved to either 2120 Cambie St. or VANOC, thereby allowing for the sale of the City-owned, 5 East 8th Ave. building. Selling 5 East 8th Ave. would assist in funding the cost associated with the transitional move to VANOC. Furthermore and very significantly, in October 2009, the Provincial and Federal Governments each awarded matching \$10M infrastructure grants to the COV for the immediate construction of forensic laboratories at Glen Drive.

Although progress has been made with the much needed peripheral facilities, 17 years after 2120 Cambie Street was designated as a temporary solution for VPD's facilities requirements, and 8 years after the Perivale & Taylor review was conducted, the VPD has not yet secured a permanent, purpose-built police facility. On a positive note, progress has been made in the quest to secure and fund a transitional facility. Moving to the VANOC buildings would provide time to discuss and finalize the VPD's facilities' requirements, and to subsequently receive approval, obtain financing and begin construction.

CHRONOLOGY OF VPD FACILITIES

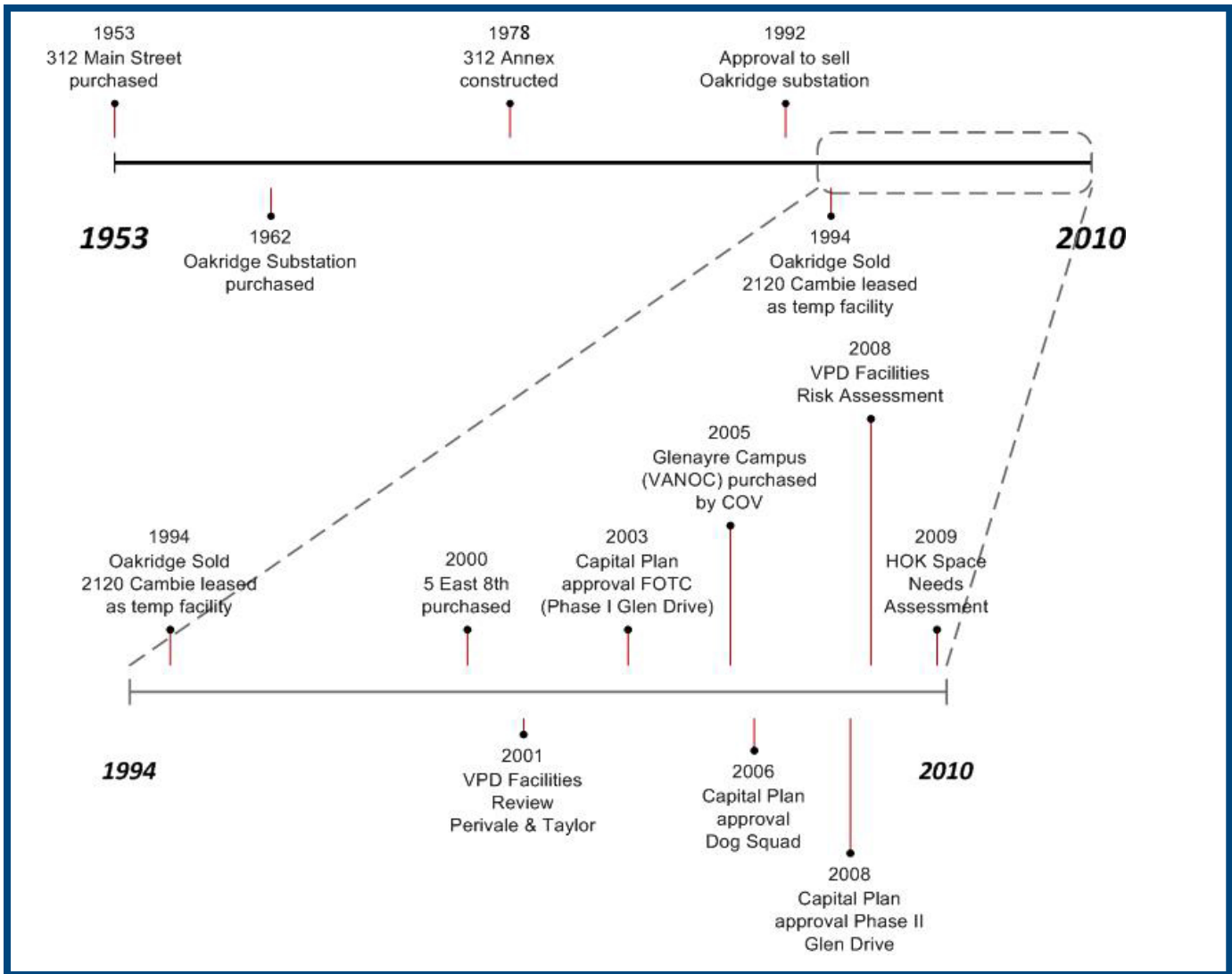


Figure 1. Chronology of VPD Facilities

ASSESSING SPACE NEEDS

Although numerous internal reviews had been conducted on the conditions of the current VPD facilities, a comprehensive review of what would be required to adequately address both the current and long-term needs of the VPD was lacking. Without such an independent and objective review, the VPD was not in a position to confidently determine its facilities needs, land and space requirements, and necessary design elements to allow for growth and efficiency. Acknowledging this important step, in November 2008, City Council approved funding for a consultant to advise on these matters and provide this crucial piece of information before embarking on future planning.

HOK was chosen as the successful firm and their methodology involved an assessment of the current and future needs of the VPD via a three-stage process. This process included data collection through focus groups and questionnaires, site visits to comparable US police departments, and best practices research. This information, along with the Consultants' knowledge of industry standards in police building planning, was used to determine the space needs assessment for each section and unit within the VPD. Following numerous reviews and modifications, the final space program accounted for every position and function within the VPD, and laid out the final needs of each section and unit.

The Consultants recommended that the VPD maintain two facilities – one HQ facility to house the majority of operations, and one sub-station facility that would function as both a secondary deployment location for Districts not located near the HQ, as well as an Emergency Operations Centre (EOC). This EOC would be the emergency and operations centre for major events, as well as a backup command centre in the event that the HQ was rendered inoperable due to a man-made or natural disaster. After some negotiations on size, HOK's final program recommended approximately 500,000 square feet (SF) in total for the two facilities, in order to accommodate the VPD into 2039. HOK also provided some initial cost estimates for constructing these facilities; however, these costs varied depending on when construction was anticipated to commence. For instance, if construction were to take place in 2010, it was estimated that the two buildings would cost approximately \$250M. However, if delayed three or four years, this estimate rose to approximately \$300M.

HOK also determined that the 'footprint' of the existing 312 Main Street site is too small to construct a HQ facility. If this site were to be used in the long term, it would only be suitable for a sub-station.

SUMMARY OF CONCLUSIONS

As the initial Long Range Facilities Plan has undergone modification over the years due to changing priorities and opportunities, the VPD has had to continually defer the prioritization of a new purpose-built police facility. The need for other smaller, peripheral police facility priorities has now been addressed (as described on page 5) and the Plan is now firmly focused on obtaining an adequate purpose-built facility. Several conclusions can now be made from the experience over the past 17 years:

1. As noted in the original Perivale and Taylor Review of 2002, the condition of 312 Main Street continues to deteriorate. Staff must be moved to a transitional building pending the decision on a permanent facility. The condition of the building must be addressed regardless of what future option is considered.
2. HOK advises that the state of VPD facilities is the worst they had seen in over 100 comparable studies. The only department with poorer facilities they have seen was the Boston Police Department, which now has a new facility.
3. Using the last 7 years as a base, the anticipated costs of maintaining 312 Main over the next 7 years will range between \$11-14M, with an additional \$3M needed for immediately required repairs.
4. The Glenayre (VANOC) site represents a unique opportunity for use as a transitional facility that can accommodate most of the staff and functions presently located at 312 Main, 5 East 8th, and some of the staff and functions located at 2120 Cambie.
5. According to the HOK Space Needs Assessment, to accommodate current staffing numbers, the VPD facilities should total approximately 450,000 SF (excluding peripheral facilities such as Dog Squad, Mounted Squad and Marine Unit).

6. According to the HOK Space Needs Assessment, to accommodate projected staffing numbers for 2039, the VPD facilities should total approximately 500,000 SF (excluding peripheral facilities such as Dog Squad, Mounted Squad and Marine Unit).
7. The VPD must operate from at least two buildings, in the event that one building is rendered inoperable due to natural or man-made disaster.
8. One of the VPD's buildings must be post-disaster certified to remain operational in the event of a natural or man-made disaster.
9. The VPD would ideally maintain a presence in the Downtown Eastside (DTES) with the Beat Enforcement Team (BET), requiring either a small facility in the area or sufficient, peripheral office space for BET's 70 members.
10. A new facility on 312 Main Street would optimally be no more than 200,000 SF due to the limited footprint of the site. Planning a building any larger than this would necessitate the facility to be extremely tall and narrow and would require 10 levels of underground parking. Therefore, if a facility was built at the 312 Main site, it would have to be the smaller, secondary facility.

As noted with the first conclusion, the recommendation first made by Perivale and Taylor in their 2002 assessment regarding the need for a transitional facility remains and is more urgent with the delays experienced with the long-term plan of building a new facility.

GOING FORWARD

MEDIUM TERM

There is a unique opportunity to house VPD functions at the VANOC site. The relocation of VPD functions and staff from 312 Main will alleviate the significant risks and expenses (already described) associated with the continued use of that facility. The VANOC site will create modest efficiencies through the consolidation of administrative and investigative staff into one campus of buildings, but these efficiencies will be substantially offset by travel inefficiencies, as the location is farther away from 2120 Cambie, the Jail and the Courts, and is on the edge of the city. Furthermore, if a decision is made to rebuild at 312 Main, then the relocation of functions and staff from 312 Main would be a necessary pre-condition.

LONG TERM

The VPD must continue work towards the realization of a purpose-built, police facility. The work by HOK has answered many questions and provides a solid basis for more planning. Future risks include the lease status of 2120 Cambie and the loss of police parking. Future opportunities include the rebuilding of a smaller secondary police facility at 312 Main, building on provincially owned lands at Terminal and Main (both of which could help revitalize the DTES), and/or building at 33rd Avenue and Heather Street on property left vacant by the Royal Canadian Mounted Police (when they move their Provincial HQ facilities in 2013).

The possible combinations and permutations of options associated with VPD facilities and their locations are many. A substantial benefit of transitioning to VANOC is that it will allow the VPD and City Staff the time to explore, analyze and assess the best option, which takes into account the VPD's long-term operational needs while also being fiscally viable and responsible.

In conclusion, the VPD and the COV have collaborated over the better part of the last two decades in identifying and responding to the VPD's facilities needs. During this time successes have been achieved in developing peripheral facilities for individual units or functions. However, a long-term solution for a VPD headquarters facility has not been achieved. Realistically it will take the better part of the next decade to identify, finance and construct the eventual long-term solution. In light of this reality, this report summarizes past efforts, describes current needs, and explains to decision-makers the urgency of the situation.

TABLE OF CONTENTS

| | |
|---|-----------|
| EXECUTIVE SUMMARY | 2 |
| INTRODUCTION | 4 |
| CURRENT STATUS OF VPD FACILITIES | 6 |
| 312 Main Street | 6 |
| 2120 Cambie Street | 7 |
| 5 East 8th Avenue | 8 |
| | |
| LONG RANGE FACILITIES PLAN (1990-2009) | 9 |
| 1990-1994 | 9 |
| 2000 | 9 |
| 2001-2002 | 9 |
| 2003 | 10 |
| 2005 | 11 |
| 2008 | 11 |
| 2009 | 11 |
| Chronology of VPD Facilities | 13 |
| | |
| ASSESSING SPACE NEEDS | 14 |
| | |
| REVISED LONG RANGE FACILITIES PLAN (2010-2020) | 15 |
| Summary of Conclusions | 15 |
| | |
| GOING FORWARD | 17 |
| Medium Term | 17 |
| Long Term | 17 |

EXECUTIVE SUMMARY

The VPD's Long Range Facilities Plan is centred on public safety and the efficient deployment of officers. In order to accomplish these goals, the VPD has recognized the necessity for adequate facilities and efficient access to support staff and technology. To that end, the Long Range Facilities Plan continues to be part of the VPD's overall strategic vision for being a leader in policing, and an integral part of the VPD's Strategic Plan.

Although progress has been made with much-needed peripheral facilities, 17 years after 2120 Cambie Street was designated as a temporary solution for VPD's facilities requirements, the VPD has not yet secured a permanent, purpose-built police facility. Although numerous studies have been conducted on the state of the VPD's facilities, it was recognized that an up-to-date, objective and best-practices based assessment of the future space requirements for the VPD was missing from the knowledge base and was impeding progress moving forward. To address this requirement, the Joint COV/VPD Facilities Steering Committee was established in 2009. The Committee subsequently retained the firm HOK Architects to conduct an independent, professional "Functional Programming Study," which included a space needs assessment and a hypothetical blocking and stacking exercise to visualize and quantify the VPD facility needs for the next 30 years.

The Consultants ultimately recommended that the VPD maintain two facilities: a Headquarters to house the majority of operations, and a sub-station facility that would function as both a secondary deployment location for Patrol Districts, as well as an Emergency Operations Centre. After some negotiations on size, HOK's final program recommended approximately 500,000 square feet in total for the two facilities, in order to accommodate the VPD into 2039.

In order to accomplish this long term strategy, HOK also identified the need for a temporary or medium-term solution for staff that would involve a transitional facility. The City and the VPD recognized that the VANOC site represented a unique opportunity to function as this transitional facility. The two buildings on this City-owned site were deemed suitable to accommodate most of the staff and functions presently located at 312 Main, 5 East 8th, and some of the staff and functions located at 2120 Cambie. A facility of this size would be able to alleviate space and safety concerns for staff at 312 Main Street, as well as allow for the sale of 5 East 8th to offset costs of the transitional move. Although not optimal in terms of proximity to Vancouver, the VANOC buildings likely represent the only suitable transitional building that would provide adequate space,

technological capacity, security, and flexibility. At over 200,000 square feet, the VANOC buildings are not only rare in terms of size, but will also become vacant at the ideal time to allow for the transition to move forward in the near future. This transitional move is necessary and essential to provide time to discuss, study and finalize the VPD's long-term facilities requirements, and to subsequently seek Council approval, and if forthcoming, obtain financing and begin construction.

This report summarizes past efforts, describes current needs, and explains to decision-makers the urgency of the situation. The VPD and the COV have collaborated over the better part of the last two decades in identifying and responding to the VPD's facilities needs. During this time successes have been achieved in developing peripheral facilities for individual units or functions, such as the Dog Squad and the Tactical Training Centre. However, a long-term solution for a VPD headquarters facility has not been achieved, and is necessary if the VPD is to deliver public safety services efficiently.

INTRODUCTION

It is the vision of the Vancouver Police Department (VPD) to be “Canada’s leader in policing – providing safety for all.” Our goal is for Vancouver to be the safest major city in Canada. The VPD believes that being the best is achieved by reducing crime through targeting chronic offenders, engaging in proactive crime prevention strategies, and relentless measurement and follow-up. Additionally, this includes enhancing the perception of safety on our streets, partnering with our diverse communities to address public safety issues, reaching out to the most vulnerable, and collaborating with other stakeholders. Furthermore, the VPD advocates for improvements to the criminal justice system and targets “upstream” drivers of crime and disorder. In the past seven years, the VPD has delivered tangible results pursuant to these goals, which have provided notable public safety benefits.

The VPD is governed by the Vancouver Police Board, and the pursuit of our vision is laid out in the VPD’s 2008-2012 Strategic Plan. The Strategic Plan identifies 12 Strategic Goals and establishes clear mechanisms for measurement and accountability. Annually, Strategic Planning “Champions” are required to report back on their progress, which has fostered a culture of building upon proven success and encourages appropriate risk-taking and innovation. Every calendar quarter, the VPD publicly presents to the Board results on Key Performance Indicators such as the property crime rate, violent crime rate, response times to priority calls for service, and community satisfaction. Every month through “CompStat”, senior Police Commanders present to the VPD Executive an update on monthly variations in crime trends and the actions they are taking to address crime and safety issues.

The VPD’s advocacy efforts have seen progress through a number of initiatives. This includes research projects such as Assessing Sentencing Across Criminal Careers (which revealed inadequate sentencing for chronic offenders), Lost in Transition (which focused on the lack of capacity in the mental health system and the impact on police resources), and Project Lockstep (which focused on the need to better coordinate resources to reduce the systemic barriers faced by the most vulnerable in the Downtown Eastside). These reports received significant public attention and have been the catalyst for positive change. Another VPD initiative is “Con Air”, which was the result of research to address the problem of “non returnable” warrants; the VPD made creative use of existing legislation to lawfully return offenders wanted in other provinces, reducing societal costs and reducing crime committed by those fleeing prosecution in other jurisdictions. The VPD’s efforts have helped spur

government action: the Provincial government has funded the Con Air program, and federal legislation is now forthcoming that will make it a criminal offense to flee prosecution.

The recent successes in VPD performance are evident: a 32% decline in the property crime rate since 2004; an 8% decrease in the violent crime rate since 2006; a 31% decrease in priority one response times since 2005, and; a 43% decline in motor vehicle collisions involving injuries since 2005. The VPD has also come in under budget for four consecutive years.

These achievements can only be continued through strong leadership and adequate resourcing. With respect to resourcing, the VPD has undergone a self-examination and study that is unmatched in the policing profession. Working jointly with City of Vancouver (COV) staff, beginning in 2005, the VPD undertook a thorough and comprehensive Operational Review that is now referenced by police departments across North America as groundbreaking police organizational research. The Operational Review scientifically and objectively quantified the VPD's staffing needs (for both sworn and civilian members) and also identified improvements in shift scheduling to optimize deployment efficiency. The recommendations stemming from the Operational Review were approved by Vancouver City Council, thus establishing the necessary staffing requirements for the VPD.

While the VPD has strong leadership and adequate human resources, it does not have suitable facilities that support effective and efficient policing. Adequate, purpose-built police facilities are crucial to ensuring the continued success of the VPD in delivering public safety.

This report seeks to convey the urgency surrounding the need to identify a long-term plan for VPD facilities, while also proposing a medium-term remedy (6-10 years) that can be implemented in early 2011. To accomplish this, this report describes the current state of VPD facilities, provides a brief history of plans and efforts regarding these facilities, and presents a unique opportunity that will provide a medium-term solution. This solution will immediately reduce risks to the VPD and the COV, while also being fiscally viable in these uncertain economic times.

CURRENT STATUS OF VPD FACILITIES

The Vancouver Police Department's (VPD) primary facilities, located at 312 Main Street, 2120 Cambie Street and 5 East 8th Avenue, have critical infrastructure problems that jeopardize business continuity and impact employees. These problems pose significant risks to the VPD (and thus to the City of Vancouver), and they include, but are not limited to, post disaster survivability (e.g. earthquake), inadequate or non-existent fire suppression, inadequate emergency back-up services and other environmental and structural issues.



312 MAIN STREET

312 Main Street (“312”) has served the VPD since 1954, and was formerly used as a headquarters building. Next door is 324 Main Street, which was primarily a jail and is now used for offices and storage. An annex building (underground parking, lockers, office space and gymnasium) was opened in 1978. These three buildings were built to standards no longer accepted for police facilities and can no longer accommodate additional renovations and staff. They have deteriorated to a state that makes continued occupancy challenging for the daily operations of the VPD. The primary concerns at 312 are overcrowded conditions; vulnerability to earthquake, fire, and power failure; as well as problems with security and parking. The cost to maintain and clean these facilities annually has averaged approximately \$1.6 million since 2002, which is in addition to costs for renovations and/or major repairs. Given the inability of the 312 Main St structure to accommodate further significant renovations, as well as the risks associated with its continued use, a replacement facility is an urgent necessity.



2120 CAMBIE STREET

2120 Cambie Street (2120) was originally designed for non-police use, but was occupied by the VPD as a temporary measure in 1994. It is currently leased from ICBC, and a large portion of the building is used for a public claim centre, thus creating security concerns. Originally designed as an office building, 2120 currently lacks space, backup power, security, parking, and is not suited to meet the current and future needs of the VPD.

In the event of a disaster or loss of power, members who work out of 2120 would be unable to fulfill their duties, as there is not enough backup power to remain operational or to enable access and the building is not built to post-disaster standards. However, the building is located in a central part of the city and this enables effective deployment of Patrol units.

Parking for both the patrol fleet and VPD members' personal vehicles is a major and ongoing concern at 2120. Currently police vehicles and police officers' personal vehicles are located two blocks from the building, which necessitates patrol officers walking to their patrol vehicles with all of their duty equipment (averaging 20-30 pounds). While this situation has been improved through the provision of additional parking in front of 2120 Cambie, this lack of ready access to the fleet adversely impacts operational capabilities by causing delays in patrol officer deployment at the start of each shift. In addition, the current semi-waterfront open parking lot will be under developmental pressures after the 2010 Olympics, potentially causing even greater accessibility issues with fleet parking. Also, the majority of sworn officers at 2120 work shifts, with start and end times that do not lend themselves to using public transit; therefore parking for personal vehicles is also an important requirement.



5 EAST 8TH AVENUE

In 2000, the COV acquired the 5 East 8th Ave building for the VPD to house some sections of the Investigation and Operations Support Divisions. It was believed that 5 East 8th would provide sufficient space for approximately ten years; however, increased demands for service, growing numbers of staff, and increased space and power for required technological equipment have filled the building beyond capacity. Parking issues are serious and are affecting members' ability to attend work in a timely manner. Along with general overcrowding, the need for adequate backup power and suitable quarters for the Emergency Response Team are also major issues of concern.

All of these issues have driven the medium- and long-term facilities strategy for the VPD to ensure adequate service delivery now and into the future.

LONG RANGE FACILITIES MASTER PLAN (1990-2009)

The VPD's Long Range Facilities Plan has always centred on public safety and the efficient deployment of officers for both responding to calls for service and investigating crimes. Effective policing relies heavily on having adequate facilities and efficient access to support staff and technology. The Plan continues to be part of the VPD's overall strategic vision for being a leader in policing.

1990-1994

The need to replace the 312 Main Street facility was the top priority for facilities planning in the early 1990's. In 1992, City Council approved the closure of the Oakridge Substation and the leasing of 2120 Cambie Street starting in 1994. This was intended to be a temporary measure while a new police facility was planned and developed. The lease arrangements for 2120 Cambie Street included an initial ten-year term with the option of two separate five-year additional terms.

2000

In 2000, City Council authorized the purchase of the former Coordinated Law Enforcement Unit building at 5 East 8th Avenue. The intention was for this building to form part of the VPD's Long Range Facilities Plan. Although it is currently overcrowded, this facility is structurally sound. However, the updated long range plan includes selling this property in order to consolidate the main police facilities from three buildings to two , and to provide a financial offset.

2001-2002

A comprehensive review of the VPD's Long Range Facilities Plan was conducted in 2001 with a final report from external consultants Perivale and Taylor completed in February 2002. At that time, the authors anticipated that the planning for, and building of, a new Headquarters building would take 8-10 years to complete over two Capital Plans. The plan's main theme was that a comprehensive transitional plan should be developed to properly accommodate VPD's needs until new facilities could be built.

2003

In 2003, City Council was briefed at a joint Vancouver Police Board/City Council workshop on numerous issues, including an update on the progress of the Long Range Facilities Plan. A request was submitted for the 2003-2005 Capital Plan for funding to purchase land for a new police headquarters (HQ). Due to the major cost associated with building a new HQ building, the request was not approved for inclusion in the Capital Plan and resulted in other City (including VPD) projects being prioritized in the subsequent Capital Plans.

The related projects stemming from the Long Range Facilities Plan are as follows:

- ▶ 2003-2005 Capital Plan approval for the Force Options Training Centre (now the Tactical Training Centre), slated to open November 2009.
- ▶ 2006-2008 Capital Plan approval for a new Dog Squad facility (opened in October 2009).
- ▶ 2008-2011 Capital Plan approval for Phase 2 of Glen Drive for property storage and vehicle forensic examination bays.
- ▶ In October 2009, the Federal and Provincial governments each contributed \$10M of funding under the Federal Infrastructure Stimulus plan for the construction of Forensics Laboratories at Glen Drive. This facility is currently in the design phase with an estimated opening in 2011.

2005

In June 2005, City Council approved the acquisition of the Glenayre Campus located at 3585 Graveley Street by the Property Endowment Fund for a long-term investment and in the medium-term (5 years) as a home for VANOC. At the time of purchase, the City of Vancouver staff (“City Staff”) invited the VPD on a tour of the facilities, pointing out that the buildings would meet the needs of the VPD. Although no formal discussions occurred, both City Staff and the VPD recognized the potential the site had as a future transitional facility for the VPD, a need identified in the Perivale and Taylor report.

2008

In early 2008, a Joint City Staff/VPD Facilities Steering Committee (JFSC) was established with a mandate of moving forward with a revised Long Range Facilities Plan supported by all stakeholders. The first tasks of the JFSC were to oversee a professional needs assessment, work towards securing a transitional facility and critically assess viable options for moving forward. In November 2008, City Council approved the allocation of funding to secure a consultant to conduct the professional needs assessment.

2009

In 2009, the JFSC retained HOK Architects to conduct an independent, professional Functional Programming Study which included a space needs assessment and a hypothetical blocking and stacking exercise. By October 2009, City Staff and VPD signed off on both components of the project and agreed on numerous conclusions going forward (see Assessing Space Needs on page 8).

In May 2009 a Facilities Transition Team was assembled to develop a detailed transition and costing plan for a possible move to VANOC in 2010-2011. The team worked with the VPD Executive to determine how the VPD would operate from the new location and liaised with City Staff to prepare cost estimates.

A move to a transitional facility is necessary for the VPD to accomplish the goals of the Long Range Facilities Plan. The transition plan calls for all functions from 5 East 8th Avenue to be moved to either 2120 Cambie St. or VANOC, thereby allowing for the sale of the City-owned, 5 East 8th Ave. building. Selling 5 East 8th Ave. would assist in funding the cost associated with the transitional move to VANOC. Furthermore and very significantly, in October 2009, the Provincial and Federal Governments each awarded matching \$10M infrastructure grants to the COV for the immediate construction of forensic laboratories at Glen Drive.

Although progress has been made with the much needed peripheral facilities, 17 years after 2120 Cambie Street was designated as a temporary solution for VPD's facilities requirements, and 8 years after the Perivale & Taylor review was conducted, the VPD has not yet secured a permanent, purpose-built police facility. On a positive note, progress has been made in the quest to secure and fund a transitional facility. Moving to the VANOC buildings would provide time to discuss and finalize the VPD's facilities' requirements, and to subsequently receive approval, obtain financing and begin construction.

CHRONOLOGY OF VPD FACILITIES

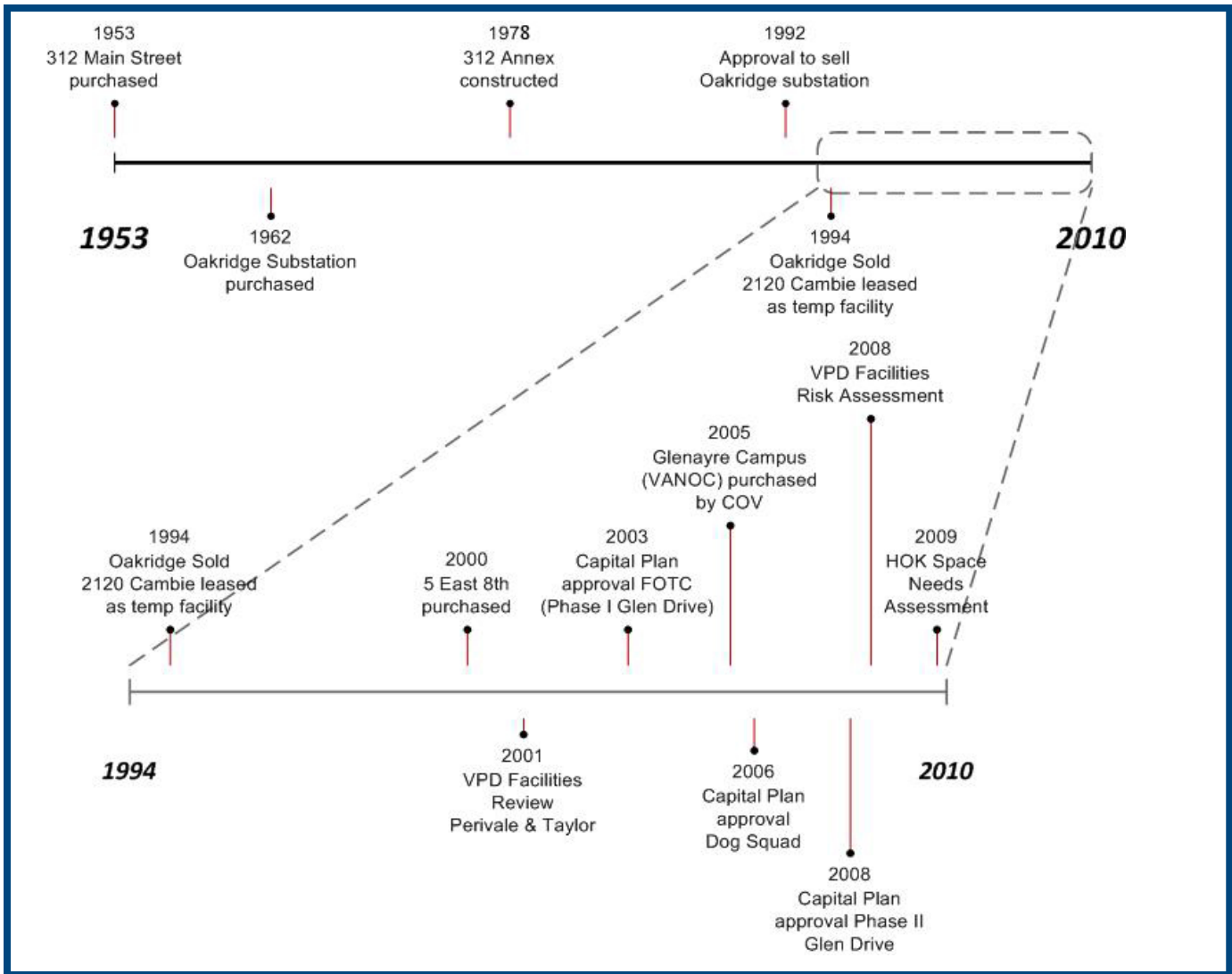


Figure 1. Chronology of VPD Facilities

ASSESSING SPACE NEEDS

Although numerous internal reviews had been conducted on the conditions of the current VPD facilities, a comprehensive review of what would be required to adequately address both the current and long-term needs of the VPD was lacking. Without such an independent and objective review, the VPD was not in a position to confidently determine its facilities needs, land and space requirements, and necessary design elements to allow for growth and efficiency. Acknowledging this important step, in November 2008, City Council approved funding for a consultant to advise on these matters and provide this crucial piece of information before embarking on future planning.

HOK was chosen as the successful firm and their methodology involved an assessment of the current and future needs of the VPD via a three-stage process. This process included data collection through focus groups and questionnaires, site visits to comparable US police departments, and best practices research. This information, along with the Consultants' knowledge of industry standards in police building planning, was used to determine the space needs assessment for each section and unit within the VPD. Following numerous reviews and modifications, the final space program accounted for every position and function within the VPD, and laid out the final needs of each section and unit.

The Consultants recommended that the VPD maintain two facilities – one HQ facility to house the majority of operations, and one sub-station facility that would function as both a secondary deployment location for Districts not located near the HQ, as well as an Emergency Operations Centre (EOC). This EOC would be the emergency and operations centre for major events, as well as a backup command centre in the event that the HQ was rendered inoperable due to a man-made or natural disaster. After some negotiations on size, HOK's final program recommended approximately 500,000 square feet (SF) in total for the two facilities, in order to accommodate the VPD into 2039. HOK also provided some initial cost estimates for constructing these facilities; however, these costs varied depending on when construction was anticipated to commence. For instance, if construction were to take place in 2010, it was estimated that the two buildings would cost approximately \$250M. However, if delayed three or four years, this estimate rose to approximately \$300M.

HOK also determined that the 'footprint' of the existing 312 Main Street site is too small to construct a HQ facility. If this site were to be used in the long term, it would only be suitable for a sub-station.

SUMMARY OF CONCLUSIONS

As the initial Long Range Facilities Plan has undergone modification over the years due to changing priorities and opportunities, the VPD has had to continually defer the prioritization of a new purpose-built police facility. The need for other smaller, peripheral police facility priorities has now been addressed (as described on page 5) and the Plan is now firmly focused on obtaining an adequate purpose-built facility. Several conclusions can now be made from the experience over the past 17 years:

1. As noted in the original Perivale and Taylor Review of 2002, the condition of 312 Main Street continues to deteriorate. Staff must be moved to a transitional building pending the decision on a permanent facility. The condition of the building must be addressed regardless of what future option is considered.
2. HOK advises that the state of VPD facilities is the worst they had seen in over 100 comparable studies. The only department with poorer facilities they have seen was the Boston Police Department, which now has a new facility.
3. Using the last 7 years as a base, the anticipated costs of maintaining 312 Main over the next 7 years will range between \$11-14M, with an additional \$3M needed for immediately required repairs.
4. The Glenayre (VANOC) site represents a unique opportunity for use as a transitional facility that can accommodate most of the staff and functions presently located at 312 Main, 5 East 8th, and some of the staff and functions located at 2120 Cambie.
5. According to the HOK Space Needs Assessment, to accommodate current staffing numbers, the VPD facilities should total approximately 450,000 SF (excluding peripheral facilities such as Dog Squad, Mounted Squad and Marine Unit).

6. According to the HOK Space Needs Assessment, to accommodate projected staffing numbers for 2039, the VPD facilities should total approximately 500,000 SF (excluding peripheral facilities such as Dog Squad, Mounted Squad and Marine Unit).
7. The VPD must operate from at least two buildings, in the event that one building is rendered inoperable due to natural or man-made disaster.
8. One of the VPD's buildings must be post-disaster certified to remain operational in the event of a natural or man-made disaster.
9. The VPD would ideally maintain a presence in the Downtown Eastside (DTES) with the Beat Enforcement Team (BET), requiring either a small facility in the area or sufficient, peripheral office space for BET's 70 members.
10. A new facility on 312 Main Street would optimally be no more than 200,000 SF due to the limited footprint of the site. Planning a building any larger than this would necessitate the facility to be extremely tall and narrow and would require 10 levels of underground parking. Therefore, if a facility was built at the 312 Main site, it would have to be the smaller, secondary facility.

As noted with the first conclusion, the recommendation first made by Perivale and Taylor in their 2002 assessment regarding the need for a transitional facility remains and is more urgent with the delays experienced with the long-term plan of building a new facility.

GOING FORWARD

MEDIUM TERM

There is a unique opportunity to house VPD functions at the VANOC site. The relocation of VPD functions and staff from 312 Main will alleviate the significant risks and expenses (already described) associated with the continued use of that facility. The VANOC site will create modest efficiencies through the consolidation of administrative and investigative staff into one campus of buildings, but these efficiencies will be substantially offset by travel inefficiencies, as the location is farther away from 2120 Cambie, the Jail and the Courts, and is on the edge of the city. Furthermore, if a decision is made to rebuild at 312 Main, then the relocation of functions and staff from 312 Main would be a necessary pre-condition.

LONG TERM

The VPD must continue work towards the realization of a purpose-built, police facility. The work by HOK has answered many questions and provides a solid basis for more planning. Future risks include the lease status of 2120 Cambie and the loss of police parking. Future opportunities include the rebuilding of a smaller secondary police facility at 312 Main, building on provincially owned lands at Terminal and Main (both of which could help revitalize the DTES), and/or building at 33rd Avenue and Heather Street on property left vacant by the Royal Canadian Mounted Police (when they move their Provincial HQ facilities in 2013).

The possible combinations and permutations of options associated with VPD facilities and their locations are many. A substantial benefit of transitioning to VANOC is that it will allow the VPD and City Staff the time to explore, analyze and assess the best option, which takes into account the VPD's long-term operational needs while also being fiscally viable and responsible.

In conclusion, the VPD and the COV have collaborated over the better part of the last two decades in identifying and responding to the VPD's facilities needs. During this time successes have been achieved in developing peripheral facilities for individual units or functions. However, a long-term solution for a VPD headquarters facility has not been achieved. Realistically it will take the better part of the next decade to identify, finance and construct the eventual long-term solution. In light of this reality, this report summarizes past efforts, describes current needs, and explains to decision-makers the urgency of the situation.