

CITY OF BURNABY

COMMUNITY POLICING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: THE ESTABLISHMENT OF ADDITIONAL COMMUNITY POLICE STATIONS
IN BURNABY

RECOMMENDATION:

1. **THAT** Council endorse the approach described in Section 6.0 of the attached report for the development of three additional community police stations.

REPORT

The Community Policing Committee at its meeting held on 1998 March 12, received the attached report from OIC, R.C.M.P., Burnaby Detachment and Director Planning and Building providing information and recommendations regarding various options for establishing community police stations in the Hastings-Brentwood, Southeast and Southwest Community Policing Districts.

The Committee in discussing the attached report, approved the following locations for the three additional community police stations:

		<u>Tentative Occupancy Dates</u>
<i>District 1</i>	McGill Library (Hastings/Brentwood) - 3,500 sq. ft.	2000
<i>District 3</i>	Middlegate Shopping Centre (Southeast District) - 3,500 sq. ft.	2001
<i>District 4</i>	The Crystal (Southwest District) - 4,000 sq. ft.	2000

Respectfully submitted,

: COPY - CITY MANAGER
- DIRECTOR ENGINEERING
- DIRECTOR FINANCE
- DIR. PLNG. & BLDG.
- DIR. PARKS, REC. & CULT. SERV.
- CHIEF BUILDING INSPECTOR
- OFFICER-IN-CHARGE, R.C.M.P.
- CHIEF LIBRARIAN

Councillor D. Evans
Chair

Councillor J. Young
Vice Chair

TO: COMMUNITY POLICING COMMITTEE 1998 MARCH 12

FROM: OIC, RCMP, BURNABY DETACHMENT
DIRECTOR PLANNING AND BUILDING OUR FILE: 17.317

SUBJECT: THE ESTABLISHMENT OF ADDITIONAL COMMUNITY POLICE
STATIONS IN BURNABY

PURPOSE: To provide the Committee with information and recommendations regarding various options for establishing community police stations in the Hastings-Brentwood, Southeast and Southwest Community Policing Districts.

RECOMMENDATION:

1. THAT the Committee endorse the approach described in Section 6.0 of this report for the development of three additional community police stations, and so recommend to Council.

R E P O R T

1.0 BACKGROUND

Community Policing was officially launched in Burnaby in 1995 January after months of planning and internal reorganization within the Burnaby detachment of the RCMP. Prior to this reorganization, police service in Burnaby was primarily response oriented. Its capacity to deliver both long-term problem-solving strategies and opportunities for public input was limited.

The new police service is community-based and focuses on problem-solving strategies. It is founded on a partnership between police and all elements of the community, and views collective ownership of problems as critical. The new policing model is a multi-faceted approach to community needs, providing rapid response to emergency situations, long-term problem solving, specialist investigation and enforcement teams, and citizen participation.

In recognition of Burnaby's diverse neighbourhoods and the necessity for flexibility in problem-solving, Burnaby was divided into four community policing districts. Each district has a commander responsible for service in the area, and a team of RCMP officers dedicated to the area. Each district also has a citizen-based community consultative group, established

by the commander, which works with him in developing priorities for overall police service in the local neighbourhoods. The RCMP team has a mandate to identify recurring problems and to work with the affected people and the community consultative groups to resolve those problems.

In 1996 November, Burnaby opened its first community police station as a pilot project in the Lougheed Mall. The solidification of the police-community partnership through the eventual establishment of full service community police stations in each district was a core expectation on the part of the community from the outset. In the vision, the District Commander, neighbourhood liaison officers, school liaison officers, City staff, and citizen volunteers provide service from this base. The community police station promotes the well-being and livability of the District, and is designed to adapt to community needs as they unfold.

At its 1998 February 12 meeting, the Community Policing Committee requested staff to provide a report to the Committee's 1998 March 12 meeting outlining a plan to realize the remaining three community police stations in Burnaby. This report responds to that request.

2.0 THE VISION OF A COMMUNITY POLICE STATION

From the RCMP perspective, community police stations are envisioned as full-service stations, offering most of the services of the main detachment. A number of centralized services such as lock-up, identification, general investigations, traffic, records and emergency call response would continue to be co-ordinated from the main detachment. In the community police station model, the District Commanders, the neighbourhood liaison officers and the school liaison officers would all report to work at the community stations. Other elements of the police service will also make use of the community stations, for purposes such as meeting with the public, interviewing, and writing up reports etc. In this way, the police service will be brought closer to the community, and in the process, the crowded conditions at the main detachment will be somewhat relieved.

Without exception, the community consultative groups for the four districts desire full-service stations as outlined above. In their view, the stations should offer a number of services to the public including:

- ▶ the ability to file a complaint or report
- ▶ criminal checks
- ▶ information on crime prevention initiatives
- ▶ information on how to get involved in crime prevention initiatives and Community Policing in general
- ▶ information on and referrals to a variety of social and community services

There is also some sense that the stations should serve as a base for the operation of crime prevention programs and volunteer co-ordination and training, and as a venue for community groups requiring meeting space.

However, neither the RCMP nor the community consultative groups view the community police stations as merely crime prevention offices, where the public is able to obtain information about crime prevention from a civilian but is not able to access police services.

There is a range of opinion among the community consultative groups on hours of operation - from a minimum of ten to a maximum of twenty-four hours daily. All groups believe services should be provided both during the business day and in early evening hours. Should the City develop additional community police stations, the hours of operation would attempt to reflect both public need in the local area and resource limitations.

Given that the work of the District Commander and the neighbourhood liaison constables takes them out into the community for large portions of the work day, all four community consultative groups believe that each station must have a designated Station Constable in order to ensure a police presence. All the groups also believe that it is imperative that volunteers be authorized to help staff the stations and to work with the public.

3.0 EXPERIENCE WITH THE LOUGHEED COMMUNITY POLICE STATION

During the pilot period, the District Commander and neighbourhood liaison constables have operated out of the 2,600 square foot Lougheed Community Police Station. Front counter operations have been handled by a City employee. Citizen volunteers have not participated in front counter work or in the actual operation of the station. The station has been accessible to the public only during shopping centre hours.

The Lougheed District community consultative group has completed an evaluation of the first year of operation of the Lougheed Community Police Station. Full details of that evaluation are being provided to the Committee in a separate report. To summarize, the citizen volunteers in the Lougheed District believe that the station is the cornerstone of their activity and visibility in the community, and as such, should continue to operate. They believe that the station must provide a service that is seen as a benefit by the community, and that, for a variety of reasons, it has been under-utilized by the public in its first year of operation.

48 They have proposed expanded hours of operation outside of shopping mall hours, an expanded role for the City employee attached to the station, and the use of citizen volunteers in staffing the station. The expanded role of the City employee would include co-ordination

of volunteers, which could help to facilitate their participation in the operation of the station.

4.0 CURRENT STATUS OF LOCATIONAL OPTIONS FOR ADDITIONAL COMMUNITY POLICE STATIONS

As mentioned above, the community consultative groups in the remaining three community policing districts have, from the outset of Community Policing in Burnaby, expected consideration of community police stations in their districts. All have provided information relating to locational preferences. Possible locational options for establishing stations in the three districts within the next few years are presented below.

4.1 Hastings-Brentwood District (District 1)

The community consultative group in the Hastings-Brentwood District has expressed a strong locational preference for Hastings Street, with priorities as follows:

- ▶ Hastings Street at Willingdon Avenue
- ▶ Hastings Street west of Willingdon Avenue
- ▶ Brentwood Shopping Centre
- ▶ Hastings Street east of Willingdon Avenue

Hastings Street is a priority because, at present, the majority of calls for service originate in that part of the District. However, as the Brentwood Town Centre develops, police service needs may change, as may the need for a community police station in that neighbourhood.

The group's site specific criteria include accessibility for persons with disabilities, accessibility to public transit, ample parking for the public, volunteers, RCMP and staff, and a store front entrance with high visibility from the street.

There have been discussions at the City level about the possibility of incorporating a community police station into the design for the new #5 Fire Hall slated for the corner of Hastings Street and Carleton Avenue. However, given the size constraints of the site, this option is now receiving less consideration than the idea of incorporating a 3,500 square foot community police station into the design for the new McGill Library.

Over the next several months, the architect/consultant for the McGill Library redevelopment will be conducting a public process and feasibility study regarding a location for the new library. Locational options include the current library site in Confederation Park or an as yet unidentified site on Hastings Street. A Hastings Street site would be more costly due to site acquisition costs and the necessity to use a multilevel building with underground parking. While a Hastings Street site would

more closely reflect the wishes of the community consultative group, it is understood that, should Council approve the incorporation of a community police station into the library design, it is the needs of the library that will drive the choice of site. The main part of the police station space would likely be located on the second floor, with only a store-front counter area on the grade level. It is expected that a site for the library will be chosen and/or acquired and that the project design will be completed in 1998. Assuming that construction funding is approved for 1999, the project could be ready for occupancy during the summer of 2000.

It should be noted that the future development of the Brentwood Town Centre will likely generate opportunities over the next several years to negotiate with private developers for space for a potential community police station. However, there are no opportunities in that area at present.

4.2 Southeast District (District 3)

The community consultative group for the Southeast District has identified two locational preferences for a community police station, their first priority being the intersection of Edmonds Avenue and Kingsway and their second, the Middlegate Shopping Centre. Site specific criteria include high visibility from the main street, store front entrance (i.e. exterior vs. interior of mall), and ample parking.

To date, only one option has presented itself as a potential location for a community police station - the negotiated amenity space in the Middlegate Shopping Centre redevelopment. Although a number of possible user groups for the space have been identified, staff are pursuing as one serious option the establishment of a police station with the developer, the RCMP and citizens from the Southeast District to determine the feasibility of establishing a police station in the space.

The amenity space in the Middlegate development is currently 3,000 square feet located on an upper floor. A 500 square foot office space for the RCMP is indicated on a lower level. The space is considered workable by the police and the community consultative group if the 500 square foot store front can be internally linked with the larger office space. Further discussions will need to be pursued with the developer and his architect to determine a suitable configuration of the spaces to accommodate a 3,500 square foot police station. The amenity space will likely merit seven or eight dedicated parking spaces. It is expected that community amenity space will be ready for occupancy in autumn 2001.

Three alternative primary development sites exist in the Edmonds Town Centre Core at Kingsway and Edmonds which could provide suitable space for a future community police station in the Southeast District. However, staff are not aware of any current major redevelopment proposals for those sites, and future development will be market-driven.

4.3 Southwest District (District 4)

The community consultative group for Southwest District has not provided a locational preference *per se*, but has outlined some site-specific criteria it believes should be considered for a community police station. Those criteria include street level accessibility, central location in a high problem area, and exterior orientation (i.e. not in a shopping mall).

To date, two possible locations for a police station in the Southwest District have presented themselves - both negotiated amenity spaces in private sector developments.

4.3.1 4755 Kingsway

The original concept was for the community police station to occupy the 2,500 square foot ground level community amenity space negotiated in a new mixed use commercial residential development at Kingsway and McKercher Avenue. The project is expected to be completed in autumn 1999. Five dedicated parking spaces are included with the amenity space. With authorization from Council, staff have been working with the developer, the RCMP and a representative from the community consultative group to develop an architectural scheme and cost estimates for a station at that site.

However, the RCMP now advise that the utility of the Kingsway McKercher site as a police station for the Southwest District is in doubt due to size constraints. With a recent reallocation of RCMP resources, the complement of officers working in the Southwest District has grown from seven in April 1997 (when discussions about the Kingsway McKercher site began) to fifteen in February 1998. This change was a response to the much heavier volume of calls experienced in the Southwest District over the past several years as compared to the other districts.

4.3.2 The Crystal - Kingsway and Willingdon Avenue

An alternative location for a community police station in the Southwest District that has been more recently discussed is in the mixed-use The Crystal development at Kingsway and Willingdon Avenue. The development features office, high-rise and low-rise residential, hotel and convention centre, public open space, and commercial, retail, restaurant, and cultural centre uses. The Crystal is currently under construction and scheduled for completion in 2000. The City has negotiated a 4,000 square foot amenity space in the development, to be located at the prominent southwest corner (at Willingdon Avenue and Kingsborough Street). The space has eight dedicated parking spaces.

The advantages of locating the police station in The Crystal are that the site meets all of the consultative groups' criteria and that the space itself better meets the size requirements for the RCMP in the Southwest District.

The amenity space that was negotiated as part of the rezoning process has been designed as an activity centre for an organization which provides services or activities for senior citizens. The space is at a location directly opposite the Bob Prittie Metrotown Library, and is architecturally well suited to a small public assembly type community use such as a seniors centre. It has an attractive south-facing outlook and accesses a fenced amenity terrace that is partially under cover, which make it particularly suitable for such higher order community space use. However, it is acknowledged that it could be converted if desired for a use with less demanding requirements which does not take advantage of the special features the space offers.

The intention was to first offer it to the Bonsor Seniors Society given their longstanding request for additional space at Bonsor Recreation Complex. The Society has, however, declined the offer of the space.

Staff have approached the developer of the Crystal about his willingness to accept a change of use in the amenity space. While cautious, he is willing to consider the change further and has indicated that he would expect that the dollar cost of finishing the space would not exceed that which would have been spent on the seniors' activity space. Any additional costs will have to be borne by the City, including the possibility of additional design costs. As the construction contract has already been let and the slab poured, a firm

decision about a change of use in the amenity space must be made very quickly if the City wishes to exercise this option and avoid unnecessary costs.

5.0 ESTIMATED COSTS FOR DEVELOPING COMMUNITY POLICE STATIONS

It is extremely difficult to estimate capital costs in the absence of certainty as to where a community police station will be located, what the land will cost and what soil conditions will prevail, when the station will be constructed and what materials will be used, what the design will entail, and what special requirements might need to be considered. Similarly, operating costs are subject to fluctuation in the first few years of operation, and so it is difficult to estimate an average annual cost with only one year of operation at the Loughheed Station as a reference. Therefore, any estimates must be based on a number of assumptions, which may or may not be realized. With that proviso, the following table presents the most accurate estimates staff can produce with the current information for a generic 3,500 square foot* community police station. The estimates for Operating Costs include such items as utilities, maintenance, staffing, computer lines, minor equipment and supplies. The estimates for Capital Costs include such items as furniture and equipment, RCMP computer systems, a security system and, in the case of the Hastings-Brentwood District only, design and construction costs.

District #	Option	Total Operating Costs	Total Capital Costs	CAPITAL COSTS			
				1998	1999	2000	2001
1	With library on Hastings St.	\$225,000	\$1,250,000	\$60,000	\$750,000	\$440,000	
1	With library in park	225,000	1,130,000	50,000	620,000	460,000	
3	Middlegate Mall	225,000	200,000				200,000
4	McKercher/Kingsway	225,000	200,000	8,000	192,000		
4	Crystal*	260,000	230,000	8,000**	222,000		

* To estimate additional costs for the extra 500 square feet in The Crystal, the basic operating and capital costs for the 3,500 square foot negotiated spaces have been increased by 14%.

** The 1998 costs do not include unknown potential costs related to changing the design of the space.

Following Council's decision concerning the three stations, it will be necessary to refine these preliminary estimates and introduce the appropriate amounts into the respective Operating and Capital budgets.

6.0 SUMMARY AND CONCLUSIONS

Burnaby's first community police station has just completed its first year of operation. Although it has been somewhat underused by the public, the community consultative group believes that with a few changes, the station can and will provide an effective service which benefits the local community. The RCMP vision and the public's expectation when Community Policing was embraced in Burnaby was that all four Community Policing Districts would ultimately enjoy police services at the local level.

This report outlines current locational options for community police stations for the remaining three districts, as well as potential time lines for their operation and implications for the City's budget.

- For the Hastings-Brentwood District, the most viable option appears to be the incorporation of a 3,500 square foot community police station into the design of the redevelopment plan for McGill Library.
- For the Southeast District, the only current development option is the use of the 3,000 square foot amenity space and the 500 square foot police office space in the Middlegate Shopping Centre redevelopment.
- With reference to the Southwest District, the police favour the 4,000 square foot amenity space at The Crystal, as opposed to the 2,500 square foot amenity space in the Kingsway/McKercher project.

As noted above in Section 4.3.2, the Planning Department believes that use of the space at The Crystal for a community use such as a seniors' centre would more fully capitalize on the special attributes of the space that has been negotiated and is being constructed to that requirement. However, the Officer in Charge points out that location and space are two significant considerations affecting a community police station. Poor public access, visibility and orientation impact negatively on meeting community needs/expectations. Similarly, inadequate space will cause a fractured service delivery. This translates into lost effectiveness and identification with the community. It is particularly negative in terms of developing and capitalizing on community potential through volunteers. From a police perspective, a decision which

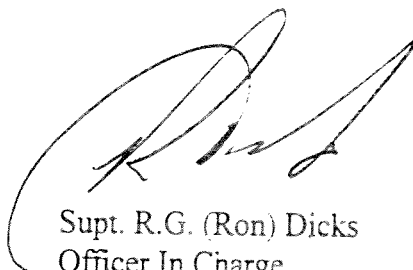
compromises these aspects of location and space warrants very careful examination and perhaps a conclusion to not proceed until established goals and objectives can be realistically achieved.

Given that there is presently no available option that would provide over 2,500 square feet other than The Crystal, if Council wishes to provide a 4,000 square foot facility in Metrotown at this time, it should opt for the space at The Crystal. In this connection, there are serious time constraints if the City wishes to develop a community police station at this location, as the amenity space has been designed as a seniors' activity centre and is presently under construction.


If the Council so decides, staff will work with the developer of the Kingsway/McKercher site and community groups to determine a suitable alternative occupant for that project's amenity space. If, on the other hand, the decision is to pursue the Kingsway/McKercher site for police purposes, notwithstanding the RCMP's comments noted above, staff would seek to identify another seniors' organization to utilize The Crystal's amenity space.

It is recommended that the Committee endorse the development of three additional community police stations as outlined above and so recommend to Council.

If Council approval is given to proceed, staff will provide updated cost estimates once some of the variables have been determined.



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D.G. Stenson
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