

**CITY OF HAMILTON**

**CORPORATE SERVICES**  
**Financial Planning & Policy Division**

<b>TO:</b> Mayor and Members General Issues Committee	<b>WARD(S) AFFECTED:</b> CITY WIDE
<b>COMMITTEE DATE:</b> February 15, 2012	
<b>SUBJECT/REPORT NO:</b> Hamilton Police Service Forensic Building (FCS12023) (City Wide) (Outstanding Business List Item)	
<b>SUBMITTED BY:</b> Roberto Rossini, General Manager Finance & Corporate Services	<b>PREPARED BY:</b> Mike Zegarac (905) 546-2424 ext. 2739 Michael P. Shea (905) 546-4702
<b>SIGNATURE:</b>	

**RECOMMENDATION:**

- (a) That for the 2012 Capital Budget, design work in the amount of \$1.5 million for the proposed Police Investigative Services Division Headquarters, be approved;
- (b) That subject to the approval of Recommendation (a) of FCS12023, that the \$1.5 million be funded as follows, \$750,000 from the City's 2012 Capital Budget unallocated provision and \$750,000 from the Police Capital Reserve (#110065).

**EXECUTIVE SUMMARY**

The Hamilton Police Service Facilities Space Needs Plan 2011 – 2012 was approved by the Hamilton Police Services Board on September 27, 2010.

The Hamilton Police Service has an immediate need for approximately 50,000 square feet of additional space. The highest priority for the organization in regard to facility needs has been identified as the construction of a new Forensic Identification

Laboratory. This priority exists due to the current disconnect between functions and branches within the Investigative Services Division, the high costs associated to the other options, and the opportunity to procure sufficient property in close proximity to Central Station.

For the purpose of 2012 capital cost planning, staff are recommending \$1.5 million for design costs of a new Police Investigative Services Division Headquarters facility. The advantage of this budgeting approach is that during 2012 staff would;

1. Complete the design work for the facility. The completed plans would then be ready for implementation should a funding program from senior levels of government become available.
2. During the design work in 2012, staff will come back to Council with regards to any changes to the total project budget of \$15 million. The \$15 million budget includes all associated costs, including any additional land purchases, design and construction.

Due to the immediate need to improve the conditions within the Forensic Identification Unit, the alternative section of this report includes options for consideration. At a minimum the capital cost to renovate Central Station is identified at approximately \$6.1 million. In addition, there would be significant soft costs involved as a result of disruption of service and temporary relocation of services. If this option were selected it would still not address the current space deficit problem facing the organization and it would do nothing in regard to long term strategic planning.

*Alternatives for Consideration – See Pages 9 - 14*

<b>FINANCIAL / STAFFING / LEGAL IMPLICATIONS (for Recommendation(s) only)</b>
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**Financial:**

The City has a declining capital affordability issue due to:

- a) Decreased Capital Funding capacity due to debt commitments associated with significant capital projects.
- b) Aging Infrastructure.
- c) Inflationary pressures of capital expenditures.
- d) Lack of program funding from higher levels of government.

Exclusive of the recommended 2012 design work and land purchase (refer Table 2), the remaining unfunded project balance is approximately \$12.5 million, which may be considered through future capital budget processes. Adding this project to the City's

Capital Plan starting in 2013 would significantly impact available funding for other programs. Mitigating options could include the following;

- Complete the design work in 2012, enabling relatively rapid commencement should additional funding from senior levels of government become available.
- Schedule the construction and financing for this project to coincide with the expiration of existing debt schedules for the Police Services Program.

The Hamilton Police Service currently incurs debt charges on two facilities, the East End Police Station and the South Mountain Police Station. The debt on the East End Police Station will be retired in 2012, which will free up approximately \$218,700 (net of DC funding) of capital financing commencing in 2013. However the debt savings are already reflected in the City's 2012 – 2021 Capital Financing Plan and included in the allocation of available funding to fund 2013 – 2021 Capital projects. Therefore, this approach of recommitting debt capacity to fund HPS projects would result in an increase in debt required relative to the 2013-2021 Capital Financing Plan approved in principle by Council.

The debt charges on the outstanding debt for the South Mountain Police Station will continue until the debt is retired in 2019. The debt charges, net of DC funding, range from approximately \$710,500 to \$716,000 annually between 2012 and 2019. The debt charges are incorporated into the City's 2012 – 2021 Capital Financing Plan.

As mentioned above, assuming approval of Recommendation (a) of Report FCS12023, the net cost for this project is approximately \$12.5 million (\$15 million less design and land purchase). Assuming debt financing of the net cost of \$12.5 million, annual financing costs would amount to approximately \$1.2 million in financing costs per year for 15 years. This amount would be offset somewhat by certain debt retirements that will occur over the next several years. (refer Table 1).

Table 1 provides a summary of the existing debt charges on the East End Police Station and the South Mountain Police Station.

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**Table 1**

<b>Hamilton Police Service - Existing Debt (\$000's)</b>									
	2011	2012	2013	2014	2015	2016	2017	2018	2019
<b>East End Police Station</b>									
Outstanding Debt (Principal)	312.9	-							
Debt Charges (P & I)	330.2	330.9							
Funding from DC's	(112.0)	(112.2)							
Net Debt Charges	218.2	218.7	-	-	-	-	-	-	-
<b>South Mountain Police Station</b>									
Outstanding Debt (Principal)	6,793.7	6,082.1	5,335.2	4,550.8	3,727.3	2,862.6	1,954.7	1,001.1	-
Debt Charges (P & I)	1,014.1	1,018.6	1,021.7	1,024.2	1,025.6	1,026.8	1,027.2	1,027.2	1,026.1
Funding from DC's	(306.7)	(308.1)	(309.0)	(309.8)	(310.2)	(310.6)	(310.7)	(310.7)	(310.4)
Net Debt Charges	707.4	710.5	712.7	714.4	715.4	716.2	716.5	716.5	715.7
<b>Total Net Debt Charges</b>	925.6	929.2	712.7	714.4	715.4	716.2	716.5	716.5	715.7

Table 2 provides a forecast of the Police Capital Reserve 110065. The 2011 reserve balance is projected at \$2.762 million after taking into account transfers to pay for the land purchase for the Police-ISD Facility and equipment and furnishings for the Police share of the Police/Fire Training Facility. In 2012, the Police Capital Reserve has commitments for the Emergency Response Unit vehicle and a transfer to the Current Budget.

**Table 2**

<b>Hamilton Police Service Capital Reserve #110065 Available Funds Analysis</b>						
	2011	2012	2013	2014	2015	2016
<b>Beginning Balance</b>	(4,787,589)	(2,762,121)	(1,594,984)	(1,292,834)	(1,131,619)	(990,567)
<b>Revenues:</b>						
Interest	(143,628)	(82,864)	(47,850)	(38,785)	(33,949)	(29,717)
<b>Expenses:</b>						
Transfer to Current Budget	275,000	250,000	225,000	200,000	175,000	150,000
Training Facility-Furniture/Equipment	939,945	0	0	0	0	0
ISD Facility-Funding for Land Purchase	954,151	0	0	0	0	0
Emergency Response Vehicle	0	250,000	0	0	0	0
<b>ISD Facility-Funding for Architectural Fees</b>	0	<b>750,000</b>	0	0	0	0
Training Software	0	0	125,000	0	0	0
<b>Total Expenditures</b>	2,169,096	1,250,000	350,000	200,000	175,000	150,000
<b>Ending Balance</b>	(2,762,121)	(1,594,984)	(1,292,834)	(1,131,619)	(990,567)	(870,284)

**Staffing: n/a**

**Legal: n/a**

**HISTORICAL BACKGROUND** (Chronology of events)

The HPS has had discussions with City staff in 2010 and 2011 with regards to financing the cost of the new building. The new building while submitted during the 2011 and 2012 Capital Budget processes was not recommended in either year. During the 2012 Capital Budget deliberations the following motion was approved by Council:

*“that staff be directed to continue to meet with staff of the Hamilton Police Service to develop the design portion of the forensic unit and report back to Committee.”*

Report FCS12023 addresses the above motion.

The Hamilton Police Service (HPS) serves a population of just over 575,000<sup>1</sup>. In 1977 the new Central Police Station was opened, replacing the antiquated building formerly on the northwest corner of King William St. and Mary St., Hamilton. Other police facilities in operation at that time included the “old” Mountain Station at 488 Upper Wellington, the Stoney Creek Station on Jones Road, Stoney Creek, the Dundas Station on Hatt St., Dundas and the Kenilworth Station. The Sherman Avenue Station, which operated as a training facility had just closed and our Police Fleet Branch moved from the former Ferguson Avenue site to the new Central Station.

In 1986, the responsibility for Marine Policing was transitioned from the Hamilton Harbour Police to the Hamilton-Wentworth Regional Police (HWRP). The Harbour Police facility was leased to the HWRP for \$1.00/year and this allowed us to operate out of the existing facility. The ownership of the Marine Facility was formally transferred to the City of Hamilton in the late 90’s. The HPS continues to operate out of this location today.

In 1992, the new east end facility, Station 20, was opened and both the Stoney Creek and Kenilworth facilities were closed.

In 1995, portable trailers were added to the old Mountain Station to help alleviate space shortages, increasing the square footage from 15,000 to 25,000.

In 2004, the new Station 30 facility was opened. The old Mountain Station was declared surplus and the Dundas Station (31) was closed and reopened as a Community Policing Center (CPC). Due to serious budget constraints, the building basement was eliminated and the facility size was reduced from 70,000 ft<sup>2</sup> to 40,000 ft<sup>2</sup>. This had a significant impact in regard to HPS space needs.

All patrol and operational functions and staff from the old Mountain Station @ 25,000 ft<sup>2</sup> moved into the new facility. Dundas Station operations were also relocated to the new Station 30, reducing the size of the Dundas sub-station from 16,100 ft<sup>2</sup> to 5,000 ft<sup>2</sup>. As well, the newly formed Technical/Computer Crimes Unit., Major Fraud Branch, BEAR

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<sup>1</sup> Forensic Identification Facility, Kennedy, M.E., Consultant in Biosafety, Ashton, Ontario (08 March 2004)

(Break and Enter, Robbery), Auto Squad, and Pawn and Scrap Unit moved from Investigative Services at Central Station into the new facility to free up space at Central Headquarters.

Out of necessity, various joint forces projects moved into the surplus “old” Mountain Station and have occupied it since. The new facility was almost at capacity when it opened in 2004 and the expansion space was soon converted to a Niche training classroom because of lack of classroom space at headquarters.

In 2006 the Professional Standards Branch moved off site to a leased location which allowed for the necessary expansion of Division 1 Patrol.

Offsite storage of records and evidence has been necessary since the mid 80's at various city-owned and leased locations, most recently located on Burlington St. E., Hamilton.

A space needs study was completed in 1995 by Carruthers, Shaw and Partners which identified a space deficit of 25,000 ft<sup>2</sup> along with operational and health and safety concerns.<sup>2</sup> The space needs study was revisited in 2001 and was estimated at between 40,000 ft<sup>2</sup> and 60,000 ft<sup>2</sup> at that time.<sup>3</sup>

In 2011 Human Resources, Training, and Recruiting moved from Headquarters to the new joint training facility (with HFD and EMS) on Stone Church Rd., Hamilton, freeing up approximately 20,000 ft<sup>2</sup>.

Use of Force and the Police Range relocated from Station 20 to the training facility. As part of Chief De Caire's restructuring plan, the Professional Standards Branch moved from its leased location to the new training facility. The structural grouping of related police functions is one of the most important aspects of the facilities task. Subsystem components that depend on each other or are similar in nature should be located in close physical proximity. For this reason it is recommended that the new facility be a building specific to the Investigative Services Division. One building to house the entire division – to bring it back under one roof.

The Hamilton Police Service (HPS) is proposing to build a new building for the Forensic Unit at a total cost of \$15 million. This report is to provide recommendations with regard to funding the design costs of the new facility based on discussions between the HPS and City staff.

## **POLICY IMPLICATIONS**

NA

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<sup>2</sup> Headquarters Space Allocation Plan 2001-CS&P Architects

<sup>3</sup> Headquarters Space Allocation Plan 2001-CS&P Architects

**RELEVANT CONSULTATION**

HPS Staff have worked with many City of Hamilton Staff Departments in considering strategies and developing options and plans necessary to move this project forward. This includes the City Managers Office, Downtown Development Corporation, Treasury, Public Works and Real Estate.

Staff worked with a space needs consultant in 1995 to commission the initial space needs report that has been updated in 2001 and again in 2009. The consultant used was Carruthers, Shaw and Partners Ltd.

Other police services were consulted for their strategies and space needs plans. A summary of the findings is included in the next section.

**ANALYSIS / RATIONALE FOR RECOMMENDATION**

(include Performance Measurement/Benchmarking Data, if applicable)

**TABLE 1 Space Density vs. Years**

	2011	2010	2009	2008	2007	2006	2005	2004	2003	2002	2001	1995	1977
Net Usable ft <sup>2</sup>	229k	209k	209k	209k	209k	209k	209k	209k	202k	202k	202k	192k	154k
Authorized Staff	1073	1073	1060	1059	1028	1028	986	983	989	981	980	923	802
Density ft <sup>2</sup> /person	213	195	197	197	203	203	212	213	204	206	206	208	198
Space Required	278,980	278,980	275,600	275,340	267,280	267,280	256,360	255,580	257,140	255,060	254,800	239,980	208,520
Space Deficit	49,980	69,980	66,600	66,340	58,280	58,280	47,360	46,580	55,140	53,060	52,800	47,980	54,520

**OTHER POLICE COMPARITORS**

**York Regional Police Service**

In 2010, York Regional Police Service reported that they were in desperate need for space with a density of 161 ft<sup>2</sup>/person. In 2011 they completed building a 240,000 ft<sup>2</sup> building for ISD and occupying 3 of the 4 floors @ 180,000 ft<sup>2</sup> giving an acceptable density of **262 ft<sup>2</sup>/person**.

### **London Police Service**

London Police Service reported that they were expanding from 151,000 ft<sup>2</sup> with a density of 192 ft<sup>2</sup>/person. In 2011 they completed the addition of 107,467 ft<sup>2</sup> for a total of 258,500 ft<sup>2</sup> giving an acceptable density of **328 ft<sup>2</sup>/person**.

### **Halton Region Police Service**

Halton Regional Police Service responded that their total space is 190,375 ft<sup>2</sup> with 884 staff, giving a density of **221 ft<sup>2</sup>/person**. Halton recently completed a number of new and expanded facilities which will greatly increase this number, but actual square footage increases are not known at this time.

### **Durham Regional Police Service**

Durham Regional Police Service reports that they have a ratio of **280 ft<sup>2</sup>/person** based on 328,000 ft<sup>2</sup> and 1,177 employees. They have aggressive growth planned each year bringing their total space in 2017 to 520,000 ft<sup>2</sup>. No employee projections were provided.

### **Windsor Police Service**

Windsor reports that they have 205,000 ft<sup>2</sup> and 343 employees for a space density of **343 ft<sup>2</sup>/person**.

## **POPULATION GROWTH**

The space deficits described in this report reflect the current conditions. The population growth of Hamilton and area is demonstrated in the following Table.

***TABLE 2 Population vs. Year***

<b>1961</b>	<b>1971</b>	<b>1981</b>	<b>1991</b>	<b>2001</b>	<b>2006</b>	<b>2011</b>	<b>2021</b>	<b>2031</b>
<b>273,991</b>	<b>309,173</b>	<b>306,343</b>	<b>318,499</b>	<b>490,268</b>	<b>504,559</b>	<b>549,000</b>	<b>592,000</b>	<b>622,000</b>

The predicted populations of future years are estimated based on the current rate of growth.



**ALTERNATIVES FOR CONSIDERATION:**

(include Financial, Staffing, Legal and Policy Implications and pros and cons for each alternative)

A number of options were considered during the preparation of this Facilities Space Needs Plan. The following is a list of options with corresponding “pros” and “cons” that were evaluated and considered during this process.

***Option A***

**Internal Renovations of Forensic Branch – Cost: \$6,179,550 plus swing space costs.**

Carruthers, Shaw and Partners presented two options as part of their scope of work to develop solutions to expansion and updating of the forensic labs at central station. Option A involves the demolition of the existing forensic operation on the ground floor at headquarters. New construction under part of the existing canopy and on the south side of the main entrance would allow room to expand forensics and relocate Central Station Reception and the Traffic Branch reception areas.

The Collision Reporting Center (CPR) would be required to move off site to allow for these expansions and create more space for the Records Business Centre waiting area.

The Call Management Branch (CMB) would relocate to a newly constructed area under the east canopy adjacent communications.

Victim Services would move to the second floor - into the area vacated by division one patrol administration, which would move closer to the patrol area; into the area vacated by the Intelligence Branch. The Intelligence Branch would move to the third floor into the area formerly occupied by Human Resources, which relocated to the new joint training facility in the spring of 2011 (This area is currently being occupied by “ACTION”).

**Pros**

- Lower cost relative to a longer term solution
- Takes care of immediate short term forensic needs
- Makes key moves of other branches that are required to ensure efficient and safe operations through the re-establishment of adjacencies within divisions i.e. moving Division One command staff back into close proximity to the areas for which they are responsible.
- Moving of the Intelligence Branch is easily accomplished with this model.
- Work can move forward fairly quickly with a project of this magnitude

### **Cons**

- Does not address the existing space deficiencies that currently exist throughout the service.
- A substantial amount of money is required to provide a short term solution – this addresses the current forensic needs, but does nothing to address the significant space deficit the organization currently faces.
- Requires that forensics be moved off site to allow the reconstruction and expansion of the existing area. Where and how is a formidable task and an added expense.
- There would be no room for future forensic growth.
- ISD remains fragmented; operating out of three different locations
- Does not address the required growth of the Technical Crimes/Computer Crimes unit that has outgrown its space at the Division 3 headquarters.
- Parking concerns at headquarters are not addressed.
- Does not address future growth requirements.
- Is extremely expensive for an option that really solves only one space needs issue – the Forensic Identification Unit.

### **Option B**

#### **Internal Renovations of Forensic Branch – Cost: \$6,062,550 plus swing space costs.**

The second option presented by Carruthers, Shaw and Partners utilizes the available space on the third floor created by the Human Resources Branch and Training Branch relocation. The adjacent roof area would be expanded upon to create the required forensic area in lieu of the main entrance canopy relocation. All other recommended moves would be facilitated as part of this plan to create the required work affinities and improvements to the lobby. An offsite location would be required for Intelligence.

### **Pros**

- Lower cost relative to a longer term solution
- Allows the forensic operation to continue while the new labs and office space are constructed on the third floor, thus eliminating the need to move forensics off site during construction.
- Takes care of immediate forensic needs
- Makes key moves of other branches that are required to ensure efficient and safe operations through the reestablishment of adjacencies within divisions i.e. moving Division #1 command staff back into close proximity to the areas they are responsible for.
- Work can move forward fairly quickly with a project of this magnitude

### **Cons**

- Evidence and exhibits must be moved through the facility and up through the elevator to the third floor for processing and then returned to property on the main floor for storage. This increases the potential for cross contamination and/or building contamination every time movement takes place.
- Does not address the existing and future growth space deficiencies that currently exist throughout the service.
- A substantial amount of money is being spent on a short term solution.
- There would be no room for future forensic growth.
- ISD remains fragmented; operating out of three different locations
- Does not address the required growth of the Technical Crimes/Computer Crimes unit that has outgrown its space at the Division 3 headquarters.
- Moving of the Intelligence Branch within the walls of headquarters is not possible with this model.
- Parking concerns at headquarters are not addressed.
- Is extremely expensive for an option that really solves only one space needs issue – the Forensic Identification Unit.

### **Option C**

#### **Participate with Hamilton Realty Capital Corporation 140 King William – Cost: Unknown\***

We explored the possibility of partnering with the Downtown Renewal Group/Hamilton Realty Capital Corporation in a joint facility that would incorporate residential, commercial and a portion designated for use as a Police facility, specifically to house a new Forensics unit.

At the time (2007-2009), the property directly south of Headquarters was being proposed for development – it consisted of Municipal Parking Lot #5, the former Century Theatre property, the former Sandbar Tavern and two other property holdings on the north side of King St. E., Hamilton.

The Director of the Downtown and Community Renewal Group at the time, Ron Marini, and the Manager of the Hamilton Realty Capital Corporation, Glen Norton, had ongoing meetings with police administration relative to police participation in the development of this property. The vision for the property was high density housing, 80,000 ft<sup>2</sup> for public health offices, a major grocery store, multilevel parking, theatre and ground level commercial/storefront. The potential for up to 80,000 ft<sup>2</sup> existed for police needs in this shared facility.

\*Note: The cost of new construction on this site would be expected to be similar to a stand alone facility as described in Option E, approximately \$15MM. Construction and final costs would likely be higher because of the complexity of interfacing the specialty

mechanical systems associated with the forensic lab within a multi agency complex. Tenant or financing fees (lease to own) would add to the overall cost of the project over the life of the lease or finance period.

### **Pros**

- The location is excellent - close proximity to Headquarters with an opportunity to join to the current Central Station and have a storefront presence on King St. (old Sandbar Tavern property).
- Consistent with the vision of the Downtown Development Corporation i.e. growth stimulus in the downtown area.
- Sufficient space existed to allow all of ISD to be housed under roof, including the construction of a new Forensic Laboratory.
- A new construction could be LEED (Leadership in Energy and Environmental Design) certified.

### **Cons**

- Ground floor space was not available to accommodate a large vehicle examination bay for the Forensic Identification Unit. There are limited options for vehicle examination bays and no opportunity for truck examination bays.
- The lack of ground floor space requires that evidence and exhibits must be moved through the facility for processing and then returned to property on the main floor of headquarters across the street for storage. This increases the potential for cross contamination and/or building contamination every time movement takes place.
- This would be a significant capital investment, especially in regard to the specialized construction associated with a new forensic lab, which would mean we would be committed to be permanent tenants. Even if a lease-hold tenant agreement was reached, fees associated to the maintenance of the property (similar to condo fees) would not be controlled by the HPS.
- CPIC – We have extremely constrictive/restrictive requirements in our contract with the RCMP which allows our access to CPIC. The security measures are significant and require that we must be completely separate from all unauthorized users/access.
- The need for separate elevators and specific ventilation requirements created unique design problems.
- “Lease to own” or “build to design” is an expensive and complicated option.
- No anchor tenants have been identified for this project and the project needs to be fully leased before work begins. This project may take some time before it is fully realized.
- The participation with this project does nothing to alleviate the parking problems at Central Station

### ***Option D***

#### **Other available properties to be investigated – Cost: Unknown**

Over the past 5 years, police facilities staff have viewed and investigated at least 7 significant sized facilities that were considered as possible options to alleviate the space deficit of the department. Staff receive all surplus property listings distributed by the city and also monitor properties being offered for sale for tax arrears. We could continue to explore options to purchase other available properties.

#### **Pros**

- Occasionally, there are economic advantages in purchasing existing facilities or property, depending on the reasons the property is available.
- Many, but not all, of the properties were located near headquarters.
- Conversion of vacant space and/or buildings helps to develop the downtown core.

#### **Cons**

- Renovations can at times be more expensive than new construction depending on the age and condition of the existing facility.
- Design is limited by existing structures and mechanical systems especially in the forensic labs. Newly created space allows for proper design and adjacencies of the work space.
- None of the 7 structures that were considered were acceptable for various reasons.
- It is recommended that any new facility be in close proximity to Central Station – which limits the type and size of property that can meet the needs of the HPS.

### ***Option E - Recommended***

#### **New Construction of a 50,000 ft<sup>2</sup> ISD/Forensic Lab Facility – Cost: \$15,000,000**

The construction of a new facility to house all of ISD, including Forensics and Technical/Computer Crimes under one roof would meet the critical forensic needs as well as address the space deficit currently facing the HPS. This facility needs to be close to headquarters because of the ongoing networking/interactions between ISD staff and other members of the service.

HPS Board approval and City of Hamilton Council approval has already been received in regard to the acquisition of the government owned properties bounded by Rebecca St., Catherine St. N., Wilson St., and Mary St., Hamilton. Board approval was also received to purchase one of only two privately owned parcels of land within this city block (PSB #10-066 – Purchase of Property – 61 Mary St., Hamilton). This parcel of

land is adjacent to Central Station, which makes it strategically located and an ideal site for construction of a new police facility.

### **Pros**

- Prior approval of both the HPS Board as well as City Council to actively pursue the purchase of the property has already been received.
- The close proximity of the proposed lot, which is adjacent to Central Station, makes it an ideal location.
- A properly designed Forensic Identification Unit could be realized.
- There would be no interruption in day-to-day operations – the status quo would remain until completion of the project.
- The close proximity to Central Station makes the project management of construction less cumbersome.
- All of the existing HPS space needs would be met.
- ISD is currently fragmented, operating out of 3 locations. New construction would allow all the branches and units to once again operate under one roof and under one command. This not only satisfies that space needs, but greatly improves the efficiency, effectiveness and economy in regard to managing such a diverse division.
- Much needed space would be freed up in Central Station (Headquarters) and at Division 3, thus allowing the proper alignment of functions and branches within the divisions and allowing some space for future growth.
- The current crisis in regard to available locker and locker room space would be alleviated.
- The old Division 3 headquarters on Upper Wellington could be vacated and alternate uses identified or the facility could be once again declared surplus.
- The technical crimes/computer crimes unit would expand to meet its current and future growth needs.
- A new construction could be LEED (Leadership in Energy and Environmental Design) certified.
- Parking pressures at headquarters, especially indoors, are alleviated.
- The cost of funding a permanent long term solution is only \$9.0 MM more than providing a temporary shorter term solution at approximately \$6.0 MM

### **Cons**

- Increased capital contributions of approximately \$1.0 MM/year over 15 years.

**CORPORATE STRATEGIC PLAN (Linkage to Desired End Results)**

Focus Areas: 1. Skilled, Innovative and Respectful Organization, 2. Financial Sustainability, 3. Intergovernmental Relationships, 4. Growing Our Economy, 5. Social Development, 6. Environmental Stewardship, 7. Healthy Community

***Skilled, Innovative & Respectful Organization***

- ◆ A culture of excellence
- ◆ More innovation, greater teamwork, better client focus
- ◆ An enabling work environment - respectful culture, well-being and safety, effective communication

***Financial Sustainability***

- ◆ Delivery of municipal services and management capital assets/liabilities in a sustainable, innovative and cost effective manner

***Intergovernmental Relationships***

- ◆ Maintain effective relationships with other public agencies

***Growing Our Economy***

- ◆ Newly created or revitalized employment sites

***Social Development***

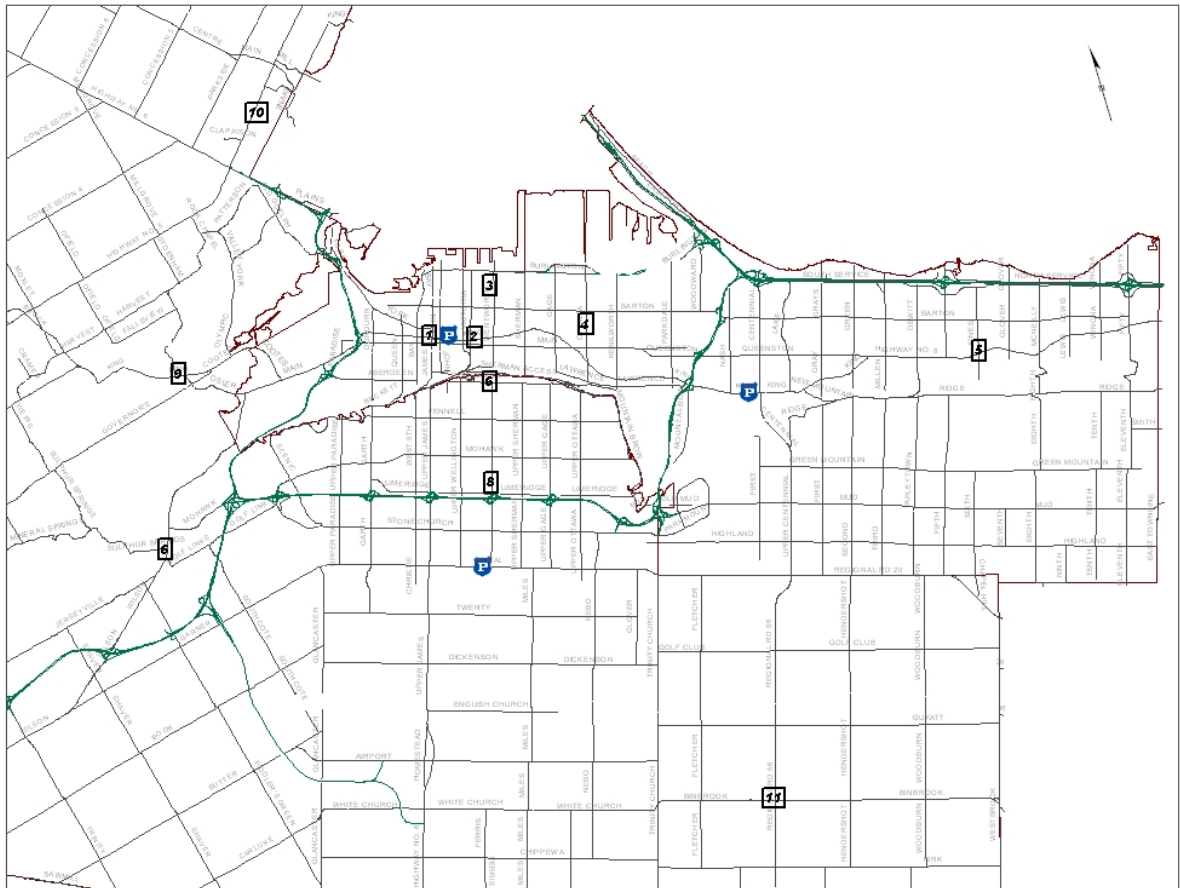
***Environmental Stewardship***

***Healthy Community***

- ◆ Plan and manage the built environment

**APPENDICES / SCHEDULES**

Appendix A – Hamilton Police Service, Facilities Space Needs Plan 2011-2012 pgs 8 – 12. (The complete HPS Facilities Space Needs Plan 2011 – 2012 report can be received by contacting Corporate Services Division, Hamilton Police Service.



***HEADQUARTERS***

155 King William Street  
 144,000 ft<sup>2</sup> (less parking 15,300 ft<sup>2</sup>)=128,700ft<sup>2</sup>

**Occupants**

- Chief of Police
- Deputy Chief Field Support
- Deputy Chief Community Policing
- Legal Services
- Executive Officer
- Quality Assurance
- Finance
- Corporate Services
- Division 1 Patrol
- Action Team
- Custody
- Support Services



- Investigative Services
- Community Relations
- Corporate Communication
- Media
- Corporate Planning
- Policy Development
- Facilities
- Fleet
- Graphics
- Computer Services
- Records Business Centre
- Supply Services
- Human Resources
- Emergency Response
- Communications
- Collision Reporting Centre

### **CURRENT CONDITION:**

The facility was commissioned in 1977 and has been well maintained over the years. It is structurally sound and has received replacement of most major mechanical systems over the past few years. Some minor mechanical systems still require updating. The roofing systems were last updated approximately 10 years ago. The facility was designed to accommodate expansion over the lower roof systems and it has been confirmed in 2010 that the infrastructure is capable of meeting the building code requirements that were recently amended to deal with increased snow loading and seismic activity. The whole facility is protected by a diesel generator (new in 2004). Fuel dispensing is available at this location. The facility is well situated and will provide a safe, energy efficient structure for many more years.

### **ISSUES:**

- 1. Forensic Lab:** Forensic Identification has grown in importance in direct proportion to the number of procedural constraints imposed on police by the courts. Court imposed restrictions on operational activities<sup>4</sup> require that the police conduct investigations in a much more sophisticated manner. Sophistication in investigative activities requires the use of technology and science – with significant reliance on scientific evidence.

Because physical evidence, especially DNA, has come to play such an important role in the successful prosecution of cases, it is imperative that proper examination areas, free from the possibility of cross-contamination, be the standard for our officers.

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<sup>4</sup> Specifically, the Kaufman Report (Guy Paul Morin case) and the Campbell Report (Paul Bernardo case) - Commissioner Fred Kaufman identified the need for laboratories to contain separate examination areas to ensure no cross-contamination of evidence, and Justice Campbell's findings centered on the need for timely services in forensic science, and sufficient training, equipment and laboratory capabilities.

The forensic lab is vulnerable to cross contamination of evidence between scene, victim and accused. Modern labs are being built with three separated labs to ensure that cross contamination can never happen. Hamilton's lab consists of one examination room with individual drying cabinets. The lab was designed prior to the ability to use DNA as a forensic tool. The risk of cross contamination is great and is managed currently by strict evidence handling protocols. All police agencies in the province as well as the OPP are updating their labs to conform to strict guidelines and standards of practices to meet the requirements of a Containment Level 2 lab with some level 3 enhancements.<sup>5</sup>

Working space is extremely limited for the number of staff who regularly work together in the same office. Renovations to the air-handling system were made in 1995 in response to an Ontario Ministry of Labour report to provide high efficiency air filtration (HEPA) for three large built-in drying cabinets.

Persistent problems with inadequate storage and work space, combined with serious concerns for the potential of cross contamination of evidence and employee working conditions prompted an on-site review in February 2004. This review of the Forensic Identification Unit (FIU) identified numerous deficiencies related to the health and safety of FIU staff and the potential for cross contamination of evidence. As noted in the Kaufman Report<sup>6</sup>, it is essential to minimize or eliminate the potential for cross contamination and to ensure that evidence items are properly recorded and stored.

There is an identified need to minimize exposure of staff to biohazardous materials contaminated with blood and body fluids by means of primary containment devices (biological safety cabinets) and to protect both evidence materials and the environment by means of dedicated drying cabinets, dedicated air-handling systems and high efficiency filtration.

The present laboratories in Headquarters are in need of significant modifications. Of immediate need is capital expenditure to provide for the expansion, modification and/or relocation of the FIU.

In April 2005 Dr. Deanna Bubola conducted an in depth study of the HPS FIU as part of her thesis in the Honours B.Sc. program in Forensic Science at the University of Toronto. The purpose of her investigation was to determine the features which constitute an adequate forensic identification facility in Ontario and to then propose recommendations to the HPS in regard to their Forensic Identification Unit. Her research was thorough and her final report was extensive.

It is the opinion of Dr. Bubola that renovations to the current FIU at Central Headquarters would represent a temporary solution which does not consider the long-term status of the facility. "In sum (sic), the results from the surveys at the other FIUs, and the examination of future trends evidence that re-building at an off-site location is the best option for the FIU at Hamilton."<sup>7</sup>

Intuitively, one would expect that the major advantage to renovation would be its economic feasibility due to the potential savings from the re-use of existing structures and equipment. On the other hand, The National Research Council (NRC) in their communication, *Laboratory Design, Construction and Renovation* (45), notes that for facilities laboratories which require major renovations the potential savings will be minimal as most of the building components will require modification or rehabilitation. Additionally, existing

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<sup>5</sup> Laboratory Biosafety Guidelines (1996) published by Health Canada

<sup>6</sup> Kaufman Report, January 2002

<sup>7</sup> The Future of Forensic Identification at Hamilton Police Service, Deanna Bubola, Copyright 2005, pg.64.

conditions within laboratory buildings are highly variable and sometimes hidden, and may require unanticipated further expenditures (45). The NRC (45) goes on to remark that the relative costs for renovation are usually 1.5 – 2.0 times the construction cost of a new facility. Since the results of this investigation show that the FIU at Hamilton will indeed require major renovations, it follows that it is therefore more cost-effective to construct a new facility. It is suggested that a formal architectural and engineering study should be undertaken to provide a cost comparison between renovation and new construction. The results strongly indicate, however, that re-building is the more logical, cost-efficient option for the FIU at Hamilton.<sup>8</sup>

Further to the recommendations of Dr. Bubola, renovations at Central Station would not address the other current and long-term space needs for the HPS; the current space deficit is approximately 40,000 - 50,000 square feet.

Dr. Bubola's report listed 64 recommendations (*some of which had multiple parts*). The first three recommendations were as follows:

1. Forensic identification services at HPS must move to an off-site location re-build (*sic*) its facilities in order to realize the subsequent recommendations.
  2. The off-site location should be within a feasible, convenient distance to the headquarters building.
  3. The search for potential locations for the new FIU must be undertaken in the immediate future, and plans for renovation of the existing FIU should be re-directed to the moving and construction of a new facility.
- 2. Fleet:** Fleet Services has reached maximum capacity at their current location. There is no space for additional services such as refrigeration repairs, alignment rack, a car wash or indoor storage for specialized vehicles. The unit is located below grade and has only one entrance/exit which is constantly bottlenecked. Storage of vehicles requiring service, commissioning, decommissioning, or disposal is a major factor in the shortage of available parking at Headquarters.
- 3. Parking:** Parking at Headquarters has become problematic. The volume of visitors generated by the HPS Record's Business Centre in regard to Police Clearances is significant (exceeds 60,000 annually) and severely impacts upon the availability of parking for staff and fleet vehicles. Alternate methods of providing this service are being explored to relieve the impact to Headquarters, i.e. on-line booking and payment, but personal identification and confirmation of identity is critical. We are currently examining the potential expansion and reconfiguration of the parking lot. Relocation of Fleet could improve some of the parking problems at Central Station.
- 4. Division One Patrol:**
- a. **Administration:** The Superintendent, Inspector and Administrative Assistants are located physically too far away from the actual Patrol function. This isolation must be rectified.
  - b. **Report Writing:** This is an important issue - As a result of staffing increases over the years and the appropriation of the former computer lab for use as the Action Team office, there is limited space for officers to complete their reports.

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<sup>8</sup> Ibid, pg. 64

- c. **Action Team:** This newly approved unit, which shares office space with the HPS Mounted Unit, is currently housed in what was the computer training lab. This space was regularly used by Division #1 Patrol staff as an overflow to the Report Writing Room – that opportunity no longer exists.
5. **ISD:** The Investigative Services Division (ISD) was at one time all incorporated into the second floor at Central Station with Forensics located on the first floor. Due to the overcrowding at Central Station, major components of this division have been moved out of headquarters to make room for expansion. These include Major Fraud, Technical/Computer Crimes, BEAR, Auto, Break and Enter, Robbery, Pawn and Scrap working out of the new Mountain Station while Surveillance, the Biker Enforcement Unit and Joint Forces Units work out of the “old” Mountain Station.

By the very nature of their work, the personnel within ISD depend on the timely exchange of information. Being fragmented into three locations is counterproductive and inefficient.
6. **Collision Reporting Center:** The CRC is located in the main lobby of the station in close proximity to the Traffic Branch. This has added significantly to the reduction of space available in an already overcrowded lobby. This is due to the increase in public reporting and requests for services from the Records Business Centre. In addition, towed vehicles are brought to the front of the station for processing by CRC staff. Many of these vehicles leak fluids (resulting from damage due to the collision), leaving a mess and potential hazard at the entrance to headquarters.
7. **Locker Room Expansion:** The male and female locker rooms are once again at capacity. The recent move of the Action Team members into Central Station required that the few civilian members who had lockers were asked to give them up to accommodate the needs of the sworn members. The existing lockers are too small for the amount of equipment that our officers are now expected to store and this results in bulkier items such as boots and jackets being stored on the outside and on top of the lockers.
8. **Lobby Safety:** The front lobby of headquarters was designed in the early 70’s and does not incorporate some of the safety features, both passive and aggressive, that are common in new construction. This area needs updating to new safety standards.