



To: Community Safety Committee
From: Phyllis L. Carlyle
General Manager, Law & Community Safety
Re: **Police Services Models**

Date: November 7, 2012

File:

Staff Recommendations

1. That Council select one or more of the four following options for the provision of policing services in the City of Richmond for further study and report back on the findings:
 - Option 1:** *status quo*, municipal RCMP detachment
 - Option 2:** an independent police department that:
 - a) provides all policing services; or
 - b) contracts for specialized services with another police agency such as the RCMP or an independent police service
 - Option 3:** a contract for all police services provided by another city
 - Option 4:** the formation of a sub-regional police service, with a police board composed of representatives from all participating police services
2. That for any option other than Option 1:
 - a) a detailed implementation plan, including a detailed financial plan, be developed for presentation to Council; and
 - b) consultants be retained to advise on the process.

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Law & Community Safety
(604-276-4104)

attachments: 11

REPORT CONCURRENCE	
REVIEWED BY SMT SUBCOMMITTEE	INITIALS:
REVIEWED BY CAO	INITIALS:

Staff Report

Origin

Council has stated in its 2011-2014 goals that the following is a priority:

A strategic review of the City's community policing needs to ensure that public safety services, measures, service delivery models and resources are effectively targeted to the City's specific needs and priorities.

Further, Council directed staff to conduct an analysis of information received from the Vancouver Police board, as well to consider other policing models in other selected municipalities.

The RCMP provides policing services to the City of Richmond through a 20 year contract for police services between the Province and the City. The Richmond detachment is the third largest municipal detachment in Canada, following Surrey and Burnaby.

The study of policing and police services is extremely complex such that a conclusive paradigm for future policing models cannot be easily asserted.

Background

In order to complete an analysis of the City's policing needs, during the past six months meetings have been held with representatives of the following police agencies: Vancouver Police, Delta Police, the New Westminister Police, the West Vancouver Police and the RCMP; and discussions took place with the Township of Esquimalt and the cities of Saanich and Regina. Details of the policing models of Richmond, Vancouver, Delta, Saanich, New Westminister and Regina are set out in Attachment 1.

Staff have also worked closely with senior staff of the cities of Burnaby, Port Coquitlam and North Vancouver and the District of North Vancouver to collectively compile their knowledge and experience in exploring different policing models. This collaborative approach resulted in a detailed exchange of information and in the future, if proposals for alternative policing models are submitted to the Province, standardization of implementation plans may be possible. The Province has counselled that the City should continue to work with the other municipalities.

A key stakeholder in any alteration to the policing model is the Province. The Provincial *Police Act* provides that the Minister must ensure that an adequate and effective level of policing and law enforcement is maintained through B.C.¹

The Act further provides that a municipality with a population of more than 5000 persons must provide policing and law enforcement in accordance with this Act and the regulations by means of one of the following:

- (1) Establishing a municipal police department;*
- (2) Entering into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force [e.g. RCMP]; or*
- (3) With the approval of the minister, entering into an agreement with another municipality that has a municipal police department under which policing and law enforcement in the municipality will be provided by the municipal police department of that municipality.²*

¹ *Police Act, Part 2, s. 2*

² *Police Act, Part 2, s. 3(2)*

It is important, therefore, to obtain the Province's approval of any different model for the delivery of police services in Richmond. The Province has indicated that it is receptive to considering a proposal from Richmond for an alternative form of the delivery of policing services. Provincial staff have advised that an iterative process between the Province and the municipality is required in order to incrementally build a policing model acceptable to both the Province and to the municipality.

Based on Esquimalt's experience (Attachment 2), staff caution that obtaining the required Provincial approvals for any alternative policing services delivery model may well be a lengthy process and may not result in a decision that the City chooses.

For the City to alter its form of policing at the earliest possible date, the City is able to provide notice of termination of the Municipal Police Unit Agreement to the Province before February 28, 2013 to be effective March 31, 2015.

BC Policing Plan

The Province is in the process of creating a new strategic plan for policing in BC and has had nine regional roundtables with community safety, crime prevention and policing stakeholders around the province. The Province has released a report of the key priorities and suggestions made by participants. The round tables are to be supplemented by additional consultation in the fall of 2012.

Some of the key topics included:

- (1) Performance measurement for policing,*
- (2) Cost-effective and efficient policing,*
- (3) Increased collaboration between service providers and community partners,*
- (4) A strategic focus on crime prevention, and*
- (5) More citizen engagement in community safety.*

The Province's Justice Reform Initiative has resulted in numerous studies and reports which formally review the justice system. The conclusions of the Missing Women Commission of Inquiry may include a recommendation on regionalization and coordination of police forces. The final B.C. Policing Plan will form part of the government's plan for achieving system-wide changes to the justice system. The Plan will set out goals, targets, and performance measures for policing in B.C. over the next three, five, and ten years.

Federal Government Consultation

Consultation with the federal government on changes to the City's policing model has not taken place, but may be required in the future in relation to a comprehensive transition plan.

Regional Police Service

A regional police service (for the entire Lower Mainland) was not studied as the magnitude of this initiative would require provincial leadership and substantial municipal concurrence. Other municipalities, such as the City of North Vancouver and the District of North Vancouver, are quite advanced in a study of a sub-regional police service.

Vancouver Police Board Report

Council requested that the Vancouver Police Board ("VPB") provide a high level costing analysis of several possible options for the delivery of policing services in Richmond. The letter from Mayor Gregor Robertson to Mayor Malcolm Brodie dated June 21, 2012, and the first 29 pages of the Vancouver Police

Board report dated June 2012 are attached as Attachment 3 (the “VPB Report”). Based on information from the VPB Report and on the City’s own information, a cost comparison has been prepared between the current delivery of police service in Richmond by the RCMP with the other models proposed by the VPB (Attachment 4). The figures provided in the VPB Report are considered accurate to a range of plus or minus 5%. This large variance makes definitive conclusions based solely on financial considerations challenging.

According to the VPB Report, the only way that Richmond will be able to reduce its costs from what it is paying now (for the RCMP) is to either:

1. create an independent Richmond Police Board and senior management, and contract with the VPB to provide officers to perform all police functions; or
2. amalgamate Richmond and Vancouver police departments into one joint police department under one joint Police Board.

Mayor Robertson notes in his letter that the options, to varying degrees, would permit the City to take advantage of the “*synergies and economies of scale*” of creating an independent police agency and to obtain specialized services from an external provider.

The VPB Report assumes that if Richmond were to have an independent police department that the cost Richmond is currently paying for its share of the E Division administration costs and for the Integrated Teams would remain the same if converted to equivalent resources for the new Richmond police department. It is possible that the City’s administrative costs and the level of the Integrated Team service may be reduced and other efficiencies may be made if done in-house or with other external service providers.

RCMP information

The RCMP were requested to provide their analysis as to why they are an efficient and effective police service for Richmond. At the time of writing this Report to Committee, staff had not received any information from the RCMP. Our latest information is that the City is to receive the analysis from the RCMP on Friday, November 9, 2012. This will not allow staff sufficient time to analyse the RCMP analysis to insert into this Report to Committee.

Governance

The governance by Council of the policing function is controlled by the provisions of the Municipal Police Unit Agreement that stipulate limited direct control over the police and the accompanying costs.

Unless Council contracts with another Police Services Board for all of the police services, then a new Police Board would need to be formed. An analysis of the relevant legislation and the role of the Police Board is contained in Attachment 5. Council’s representation on the Board would be through the Mayor, who would Chair the Board. Council is entitled to make one appointment to the Board; the Province would control the appointment of the majority of the members of the Board.³

The Board sets the budget for the police service but in the event there is a dispute between the Board and the City regarding the budget, that dispute is resolved by the Provincial Director of Police Services.⁴

If Council elects a form of police service that establishes a Police Board, consideration should be given to requesting that the Province change the legislation to ensure that the majority of the appointments are made by the Council. The Province, however, as described in Attachment 5, believes because municipal

³ *Police Act, Part 5, s. 23(1)*

⁴ *Police Act, Part 5, s. 27(3)*

police boards are created independently from municipal councils and from the Provincial government, this removes police boards from partisan council politics and recognizes that both the municipality and the Province have legitimate interests in municipal policing. Accordingly, it seems unlikely that the Province would be receptive to a request to a change in legislation as described above.

Key Criteria as the Foundation of an Effective Police Service

Based on an extensive literature review⁵, staff have identified 4 key criteria as the foundation of an effective police service:

- (1) ***Governance.** Having the ability to influence the priorities, goals and objectives of the police service.*
- (2) ***Tailoring to local needs.** Having the ability to ensure that the police service is in harmony with local needs and the local culture. This can include an increased ability to create local programs tailored to the local population and to local needs and an ability to have preference for hiring local residents who know the community better than transplants and who have a longer term commitment to the city.*
- (3) ***Cost controls, Transparency and Accountability.** The cost of policing is the largest cost centre in the City's operating budget. Transparency in government decision making imposes the need for a high level of scrutiny of policing budgets through appropriate financial controls. The ability to determine the actual cost of policing services along with the ability to negotiate the appropriate costing model in any new contracted service.*
- (4) ***Service Delivery and Staffing.** Improving overall performance through the effective use of staff resources requires the ability of the City to have some influence over recruitment, selection and retention. The desire is to have an ability to create and implement human resources policies that will result in a more stable and experienced police service. Ability to be able to control scheduling thereby reducing costs and to control administrative expenses. As the City densifies, becomes more urban, and the boundaries between neighbouring municipalities blur, it becomes more important to nurture innovation so that limited policing resources are deployed to the areas of highest need and alternative approaches are utilized where possible. Increased ability to respond quickly to direction from the city and to changes that occur within the city. Significantly shorter time from recruiting to "boots on the street".*

Options for the delivery of policing services in Richmond (Attachments 6 – 10)

Based on staff analysis, the four options for the delivery of policing services in Richmond are:

Option 1: *status quo*, municipal RCMP detachment (Attachment 6)

Option 2: an independent police department that:

- (a) provides all policing services (Attachment 7); or
- (b) contracts for specialized services with another police agency such as the RCMP or an independent police service provider (Attachment 8)

⁵ The literature review includes review of the "Review of Alternative Models for the Delivery of Police Services" prepared by Perivale and Taylor October 2007 and the "Review of Alternative Models for the Delivery of Police Services Summary & Recommendations City of Richmond" prepared by Perivale and Taylor 2008.

Option 3: a contract for all police services provided by another city (Attachment 9)

Option 4: the formation of a sub-regional police service with a police board composed of representatives from all participating police services (Attachment 10)

Summary of Analysis of Options

The table below sets out high level factors in relation to each of the Key Criteria for each of the options. Further details are set forth in Attachments 6 – 10 inclusive.

TABLE 1

Key Criteria	Option 1 <i>Status Quo</i>	Option 2a Independent Police Department	Option 2b Independent Police Department with External Specialized Services	Option 3 All police services provided by another city	Option 4 Sub- regional police force (Richmond and one or more other cities)
Governance	governed by 2012 Municipal Police Unit Agreement between City and Province no Police Board Community Safety Committee Mayor attends Mayor's Consultative Forum no control over integrated teams very limited control over policy development	need to establish Police Board (Mayor chairs the Board and one City appointee) ability for the board to have influence over policy development greater accountability by Board than by RCMP	requirement to enter into service agreement with provider of specialized services need to establish Police Board (Mayor chairs the Board and one City appointee) ability for the board to have influence over policy development greater accountability by Board than by RCMP	requirement to enter into service agreement with another city no Police Board in service agreement, will obtain some ability to have influence over policy development likely greater accountability by service provider than by RCMP	requirement to enter into a joint operating agreement with all affected cities need to establish Joint Police Board (need to establish who will chair (and possibly, co-chair) the Board; one City of Richmond appointee) in joint operating agreement, will obtain some ability to have influence over policy development likely greater accountability by Joint Board than by RCMP

Key Criteria	Option 1 <i>Status Quo</i>	Option 2a Independent Police Department	Option 2b Independent Police Department with External Specialized Services	Option 3 All police services provided by another city	Option 4 Sub- regional police force (Richmond and one or more other cities)
Tailoring to Local Needs	annual local priorities set by Council no control over national and regional priorities no local training little control over standards for police facilities reduced connectivity to community due to staff turnover	Board sets annual priorities after input from Council local training Board can establish its own standards for police facilities connectivity to community	Board sets annual priorities after input from Council local training (other than for RCMP specialized services) Board can establish its own standards for police facilities (other than for specialized services' facilities) connectivity to community	service agreement provides mechanism for setting annual priorities local training no control over police facilities reduced connectivity to community	Joint Board sets annual priorities after input from both (all) Councils local training some control over police facilities reduced connectivity to community
Cost controls, transparency and accountability⁶	10% federal subsidy subsidies to Integrated Teams	no federal subsidy or subsidies to integrated teams enhanced accountability from the police service to the City	no federal subsidy or subsidies to integrated teams enhanced accountability from the police service to the City	no federal subsidy or subsidies to integrated teams contractually stipulated accountability from the service provider to the City	no federal subsidy or subsidies to integrated teams accountability from the police service to the City

⁶ See Attachment 4 for further costing details

Key Criteria	Option 1 <i>Status Quo</i>	Option 2a Independent Police Department	Option 2b Independent Police Department with External Specialized Services	Option 3 All police services provided by another city	Option 4 Sub- regional police force (Richmond and one or more other cities)
Cost controls, transparency and accountability⁶ <i>(continued)</i>	no control over Div. Admin. costs (currently \$24,000 per officer) ⁷ flat rate for Integrated Teams regardless of usage risk of increased costs for Div. Admin. and Integrated Teams if other municipalities leave RCMP not liable for legal claims or legal services not liable for insurance costs no implementation/ transition costs	ability to have greater controls over costs paying for specialized services (in-house) on an as-needed basis can create fluctuation in the costs liable for all legal claims and legal services liable for insurance costs significant implementation / transition costs	ability to have greater controls over costs paying for specialized services on an as-needed basis can create fluctuation in the costs liable for all legal claims and legal services (most likely excluding matters relating to specialized services) liable for insurance costs (most likely excluding matters relating to specialized services) significant implementation / transition costs	some ability to have greater controls over costs paying for specialized services on an as-needed basis can create fluctuation in the costs need to negotiate in service provider agreement liability on City for legal claims, legal services and insurance costs implementation / transition costs	some ability to have greater controls over costs paying for specialized services on an as-needed basis can create fluctuation in the costs need to negotiate in joint operating agreement liability on City for legal claims, legal services and insurance costs significant implementation / transition costs

⁷ (see end of table)

Key Criteria	Option 1 <i>Status Quo</i>	Option 2a Independent Police Department	Option 2b Independent Police Department with External Specialized Services	Option 3 All police services provided by another city	Option 4 Sub- regional police force (Richmond and one or more other cities)
Service Delivery and Staffing	<p>limited City input into service delivery, staffing or scheduling</p> <p>limited preference for hiring locally</p> <p>ability to quickly access other RCMP services from across the country in time of need</p>	<p>City through Board solely responsible for staffing of all positions and functions</p> <p>City through Board ability to implement requirements regarding service delivery, staffing and scheduling</p> <p>opportunity to civilianize some of the police force (and thereby reduce costs)</p> <p>harder to access services from across the country in time of need</p>	<p>other than for specialized services, City through Board solely responsible for staffing of all positions and functions</p> <p>City through Board ability to implement requirements regarding service delivery, staffing and scheduling</p> <p>opportunity to civilianize some of the police force (and thereby reduce costs)</p> <p>harder to access services from across the country in time of need</p>	<p>City not responsible for staffing of any position or function</p> <p>need to negotiate in service provider agreement requirements regarding service delivery, staffing and scheduling</p> <p>service provider controls civilianization (thereby reducing costs)</p> <p>harder to access services from across the country in time of need</p>	<p>Joint Board responsible for staffing of all positions and functions</p> <p>City through Joint Board ability to implement requirements regarding service delivery, staffing and scheduling</p> <p>opportunity to civilianize some of the police force (and thereby reduce costs)</p> <p>harder to access services from across the country in time of need</p>

⁷ E Division costs are shared on a pro-rata basis with all provincial municipalities contracting for RCMP policing services. Headquarters and departmental costs associated with the Commissioner, grievance unit, security, recruiting, internal affairs, and communications are excluded from contract policing costs. Accordingly, the City of Richmond pays its pro rata share of E Division costs for:

- E-Division Commanding Officer
- human resources
- corporate management branch
- informatics (LAN support and communications)
- staff relations.

E Division costs for capital construction, the Corps of Commissionaires, legal fees and compensations claims and interdivision transfers are borne by RCMP HQ.

On a strictly cost based analysis using data from Table 2 below, Options 3 and 4 from the recommendations on page 1 of this Report to Committee (excluding one-time and transition costs) are more favourable than remaining with the *status quo* (the RCMP). Attachment 4 considers detailed cost implications of the various options.

Aside from costs, as mentioned, there are other key criteria that are not directly cost related that are critical for Council to consider when selecting the most desirable model for the delivery of policing services in the City of Richmond.

TABLE 2

Cost Comparisons	Option 1 <i>Status Quo</i>	Option 2a Independent Police Department	Option 2b Independent Police Department with External Specialized Services	Option 3 All police services provided by another city	Option 4 Sub-regional police force (Richmond and one or more other cities)
Total Annual Expenses*	\$39.9M	\$43.8M	\$41.5M– \$43.1M	\$38.7M	\$37.9M
Salaries and Benefits	\$29.2	\$34.2M	\$30.8	\$28.4	\$27.7
Specialized services/Integrated Teams	\$3.6M	included in Salaries and Benefits	\$3.6M (RCMP) or \$2.0(VPB)	\$2.0M	\$2.0M
One-time Costs	\$0	\$3.4M	\$2.7M	\$2.5M	\$2.5M
Transition costs**	\$0	\$20M–\$40M	\$20M–\$36M	\$20M–\$25M	\$20M–\$36M

* These figures are based on 2011 data. The estimates set out in the VPB Report have a variance of $\pm 5\%$

** These high level figures are an approximation only and will require further research

This Report to Committee does not recommend an option because the decision of which policing services model to adopt is extremely complex and ultimately resides with Council. This Report aims at providing Council with as much information as reasonably possible to make an informed decision regarding which model the City should explore further.

Next steps

Once Council has decided which option it wishes to pursue, and provided that Option 1 (*status quo*) is not selected, an implementation plan will need to be created. Attachment 11 sets out some of the matters that will need to be addressed in an implementation plan, including a detailed financial plan and a proposed timeline.

Ideally, any transition would be a gradual handover of service. Experience in U.S. jurisdictions has shown that a handover on one particular day can be a momentous undertaking and can result in lapses in service. Transition time estimates are a minimum of two years and more likely three years from acceptance of the model.

Throughout any policing service discussion, a forum for community and other stakeholder input should be contemplated.

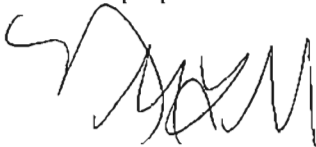
Financial Impact

Should Council direct staff to pursue any option other than Option 1 (*status quo*) there will be, at a minimum, consultant's costs. Consultant's costs may be approximately \$50,000-\$150,000 depending on what is being requested of the Consultant. In addition, there will be the financial impacts identified in Attachments 4 and 7 -10 inclusive.

The high level estimates of one-time costs set out in the VPB Report (as further detailed in Attachment 4) include fleet, equipment and administrative expenses. These one-time costs are in the \$2.5M to \$3.4M range. These costs do not include staffing costs during the transition period. These costs, due to any required overlapping in staffing, could be significant.

Conclusion

Based on the foregoing and due to the complexity of this issue, staff seek the guidance of Council as to which policing model it wishes to adopt in the City of Richmond. If Council selects any option other than Option 1 (*status quo*), a detailed implementation and transition plan (including a detailed financial plan and proposed timeline) will be required accompanied by extensive discussions with the Province.



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Barbara Sage
Staff Solicitor



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LIST OF ATTACHMENTS

Attachment 1: Material Facts and Costings regarding Richmond, Vancouver, Delta, Saanich, New Westminster, and Regina

Attachment 2: Victoria/Esquimalt Experience

Attachment 3: Letter dated June 21 2012 from Vancouver Mayor Gregor Robertson addressed to Mayor Malcolm Brodie together with first 29 pages of the report dated June 2012 attached thereto (the "VPB Report")

Attachment 4: High Level 2011 Estimated Cost Projections for Police Expenses Based on the VPB Report with a Variance of $\pm 5\%$

Attachment 5: Legislation and role of the Police Board

Attachment 6: Option 1: *status quo*, municipal RCMP detachment

Attachment 7: Option 2(a): an independent police department that provides all policing services

Attachment 8: Option 2(b): an independent police department that contracts for specialized services with another police agency such as the RCMP or an independent police service provider

Attachment 9: Option 3: a contract for all police services provided by another city

Attachment 10: Option 4: the formation of a sub-regional police service with a police board composed of representatives from all participating police services

Attachment 11: Matters to be addressed in an implementation plan

Attachment 1: Material Facts and Costings (based on 2010 figures issued January 2012 by the Police Services Division, Ministry of Public Safety and Solicitor General; and 2012 figures from Regina provided by Regina Police Service)

City	Richmond	Vancouver	Delta	Saanich	New Westminster	Regina
Total Costs*	\$36,352,500	\$229,432,978	\$29,515,391	\$24,471,274	\$20,362,500	\$59,434,300
Population to Officer ratio	1/933	1/486	1/611	1/751	1/619	1/511
Average cost per officer	\$172,287	\$172,896	\$178,881	\$160,995	\$188,542	\$168,116
Average cost per capita	\$185	\$356	\$293	\$214	\$304	\$340
Population	196,858	644,599	100,867	114,140	66,892	197,426
Crime Rate (CCC offences per 1000 pop)	62	77	60	51	90	76
Case Load	58	37	36	38	56	58
Canadian Criminal Code Offences	12,248	49,597	6,004	5,800	6,018	20,357
Authorized strength	211	1,327	165	152	108	386
Integrated Teams/ Specialized Services	uses the Lower Mainland Integrated Teams (IHIT, PDS, ERT, IFIS and ICARS)	performs all the functions that the Integrated Teams would normally perform	performs almost all the functions that the Integrated Teams would normally perform; contracts services from other cities when needed	contracts for the services of the Greater Victoria Integrated Teams (regional crime unit, domestic violence, dive team and ERT)	integrated with Delta with respect to police dogs; uses IHIT; contracts services from other cities when needed	performs all the functions that the Integrated Teams would normally perform in collaboration with other jurisdictions.
Federal subsidy	10% total policing costs plus varying subsidies to the Integrated Teams	none	none	none	none	some grant funding available from the federal government and/or the Provincial government for designated programs

*Total Costs refer to actual costs as reported by each municipality. For RCMP municipal forces, total costs include the municipality's share of RCMP contract costs (90%) as well as any costs that are borne 100% by the municipality. Total costs for independent municipal police departments refer to 100% of policing costs.

There are 27 YVR protective security members that are administered through the Richmond RCMP Detachment. The strength and cost data for these 27 members is excluded from Richmond because YVR reimburses 100% of the cost to the City of Richmond. Total YVR 2010 costs were \$3,563,528.

Attachment 2
Victoria/Esquimalt Experience

On December 18, 2002, the Provincial Victoria and Esquimalt Municipal Policing Reorganization Order was made pursuant to Order In Council 1137 (MO 365/2002). This Order resulted in Esquimalt and Victoria sharing a joint police force under a joint Police Board.

Relevant material facts about this joint police force include:

1. regional population of 350,000 with an increased amount of violent crime in the inner core of Victoria
2. 243 authorized strength
3. the Mayor of Victoria is the Chair of the Police Board and the Mayor of Esquimalt is the Vice-Chair
4. one board member is appointed by each city
5. 5 board members are appointed by Province
6. largest (in terms of members) police board in BC.

In 2011, Esquimalt issued a RFP to provide police services in Esquimalt only. Extensive public consultation was combined with a provincially appointed oversight committee that managed the process. Experts in process management were also retained to assist the municipality. Both the Victoria Police and the RCMP responded and their proposals have recently been released to the public.

In October 2011, Esquimalt voted in favour of contracting with the RCMP for the provision of police services.

The Province received Esquimalt's request for the RCMP to provide policing services to the community but retained an independent consultant to review the issue and has subsequently required Esquimalt and Victoria to remain in the original joint model.

Letter dated June 21 2012 from Vancouver Mayor Gregor Robertson addressed to Mayor Malcolm Brodie together with first 29 pages of the Vancouver Report dated June 2012 attached thereto



VANCOUVER POLICE BOARD

June 21, 2012

Mayor Malcolm Brodie
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

Dear Mayor Brodie:

On June 7, 2012, Richmond Council communicated with the Vancouver Police Board and requested that it assist Richmond by providing an analysis of the cost of establishing an independent police service for Richmond. The Vancouver Police Board agreed to assist, and directed Chief Constable Chu to have his staff prepare the best analysis that could be done with the information and short time available.

I should emphasize that the Vancouver Police Department (VPD) has prepared this report upon the Board's direction; the VPD enjoys an excellent working relationship with its RCMP and independent municipal police counterparts and as a matter of principle, the VPD does not propose or seek to perform any policing services in any other jurisdiction. However, upon request only, the VPD has agreed to provide analysis and/or enter into MOUs with other police agencies. I mention this because the VPD wants it to be clear that it is only responding to the Board's direction to provide assistance to Richmond Council and the information it has provided should not be viewed as a VPD proposal.

The enclosed report provides an analysis of key issues for consideration, including start-up costs and ongoing costs for operating an independent municipal police department. As well, there are a number of appendices provided, briefly referenced in the report, that provide more detailed information on various issues discussed. As you will see, because of the loss of the federal subsidy and the similarity in per police officer costs between municipal agencies and the RCMP, the annual costs to operate a stand-alone municipal police department with the same number of officers would be higher than maintaining the status quo.

Further, while the important benefits of increased local control and governance would certainly be realized, the size of the new agency would not create the critical mass to operate as cost-effectively as other more effective and economical models. Simply replicating the current RCMP deployment model with a stand-alone municipal police service, and not taking advantage of partnerships and economies of scale would be costly and is not recommended.

The Vancouver Police Board further directed the VPD to provide several options that would not only achieve the benefits of the police board governance model to improve accountability, but would also reduce annual policing costs to an amount lower than what a stand-alone model would cost, and even lower than what the City of Richmond currently pays for RCMP service. These options will provide the benefits of having a locally-governed police service, and also provide equal or better service than what is currently provided.

These options, to varying degrees, take advantage of the synergies and economies of scale of creating an independent police agency and also obtaining specialized services currently accessed through integrated RCMP teams or from the VPD. Several other independent municipal police agencies currently use this approach. The VPD has already demonstrated it can provide highly skilled and equipped services such as Emergency Response Teams and homicide investigation teams for substantially less than municipalities pay to belong to various RCMP integrated teams.

Further, for discussion purposes, we have provided you more cost-effective options that preserve the independence of a Richmond municipal police department and governing board, but involve a more significant

VANCOUVER POLICE BOARD

partnership with the VPD. Whether or not Richmond were to create a new independent police department or partner with Vancouver to some degree, there are definite opportunities to explore more efficient police deployment models that differ from the model currently employed in Richmond. It is these options that the Board believes should be considered carefully.

If Richmond were to create a new policing structure it has the opportunity to look at differential policing models which include Community Safety Officers (CSOs). CSOs are commonly used in cities throughout the United States, the UK and to a lesser extent in Canada. Police services that have deployed these unarmed peace officers have found them to be effective in responding to a multitude of lower risk policing calls that were formerly handled by fully trained police constables, but at a substantially lower rate of pay. By establishing the correct mix of police constables, CSOs and civilian staff there is an even greater potential for additional cost savings. The projected annual operating costs in the attached report would be significantly reduced once this optimal structure of sworn officers, CSOs and civilians was determined.

Finally, for discussion only, the report outlines the mutual benefits to creating a new, independent police agency governed by a joint Richmond-Vancouver Police Board to provide police service to both of our municipalities. Any such model would include service level agreements to ensure that both Richmond and Vancouver are efficiently and effectively policed. The Vancouver Police Board believes there are important synergies and economies of scale possible that would improve service, improve public safety, and reduce costs. Obviously this would be a significant step for both Richmond and Vancouver.

Vancouver City Council would have to support any move towards dissolving the VPD and participating with Richmond in the creation of an entirely new police agency, so this is only a hypothetical option, as is the general information about amalgamated policing provided in the report. However, I suggest that current circumstances have created a window of opportunity for an important discussion about how we can deliver excellent policing services to ensure public safety in a sustainable and cost-effective manner.

This enables us to respect our citizens' tax burdens and provide a high degree of local control, accountability and civilian oversight. However difficult, we should not shy away from any discussions with the potential to improve public safety and reduce costs. There are clearly opportunities for synergies, economies of scale, improved coordination and communication, and implementing best practices, not only between our two cities, but with others who might share the same interests.

I trust this information will be helpful to Richmond Council. I look forward to discussing this with you further, and I will make VPD staff available to your Council and staff to answer any questions they might have about this report.

Yours truly,



Mayor Gregor Robertson
Chair, Vancouver Police Board

Encl.



ESTIMATING POLICING COSTS FOR THE CITY OF RICHMOND

June 2012

A Report from the
Vancouver Police Board



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EXECUTIVE SUMMARY

On June 7, 2012, Richmond Council communicated with the Vancouver Police Board and requested that it assist Richmond by providing an analysis of the cost of establishing an independent police service for Richmond. The Vancouver Police Board agreed to assist and directed Chief Constable Chu to have his staff prepare this information.

The Vancouver Police Department (VPD) has prepared this report upon the Board's direction. It must be stated that the VPD enjoys an excellent working relationship with its RCMP and independent municipal police counterparts, and as a matter of principle, the VPD does not propose or seek to perform any policing services in any other jurisdiction.

This report provides high-level estimates of the associated costs as well as other policing model options that provide equal or better service, save on annual operating costs, and provide greater local control and accountability. Some of these other policing options include the provision of specialized police services (homicide, emergency response teams, dog squad) by either the RCMP or the VPD.

This report analyzes the following policing model options and estimates their costs:

Option 1: Remain with the RCMP - the strength of the Richmond RCMP would remain at 190 and the annual budget would remain at \$37.7M. Note the Federal subsidy is approximately \$3.4M, thus the total cost to police Richmond is \$41.1M.

Option 2a: A fully independent police department and police board that provides the current level of service and does not rely on any other police agency to provide specialized services - a completely stand-alone Richmond police department that would provide its own specialized services would require approximately \$3.4M in start-up costs and \$41.5M in annual operating costs. This model would likely not be viable from a cost perspective, nor would it be the most effective and efficient service possible.

Option 2b: A fully independent police department and police board that provides the current level of service but obtains specialized police services from continued participation in RCMP integrated units - an independent Richmond police department that would contract the RCMP for specialized services would require approximately \$2.7M in start-up costs and \$40.8M in annual operating costs.

Option 2c: A fully independent police department and police board that provides at least the current level of service but obtains specialized police services from another independent police department - an independent Richmond police department that



would contract the VPD for specialized services would require approximately \$2.7M in start-up costs and \$39.2M in annual operating costs.

Option 2d: A fully independent police department and police board that provides at least the current level of service but obtains all police services from another independent police department via a secondment model, but under the management of a Richmond police department executive team hired by the Richmond police board - an independent Richmond police board and executive that would contract the VPD for seconded sworn officers and specialized services would require approximately \$2.5M in start-up costs and \$36.4M in annual operating costs. This would be a reduction of approximately \$1.2M (or 3.2%) annually compared to what the City of Richmond currently pays.

Option 3: Amalgamation with another existing police force - an amalgamated Richmond-Vancouver police service and board would require approximately \$2.5M in start-up costs and \$35.6M (a reduction of \$2M annually or 5.6%) in annual operating costs.

(Option 4 is a brief discussion on the proposed benefits of a larger regional police service with more than one municipality – no cost estimate is provided).

Benefits of Police Board Governance

With regard to Option 2 (and all of its sub-options) and Option 3, the following benefits would be derived by Richmond having its own police board, or participating in a joint board:

- Through a police board, Richmond would have civilian oversight and direct influence on all matters of governance including budget, policy and strategy.
- By statute, the mayor of the municipality is the chair of the police board and this fact provides a direct link between the police board and the municipal council.
- The police board would be responsible for selecting the Chief Constable and the executive team. Every sworn and civilian employee of the police department would be an employee of the Richmond police board (excluding any seconded employees) and the board would determine their remuneration.
- The board would approve the police department's operating budget. The police department would work cohesively with the senior City staff to proactively address financial issues in the context of the overall City budget.
- The board, in consultation with the Chief Constable, would determine the staffing level of the police department. The board would be updated on staffing vacancies and the plans and timelines to fill any vacancies.
- In consultation with the Chief Constable, the police board would develop and approve the department's strategic plan, annual strategic goals and objectives, and organizational values. The Chief Constable would report back regularly to the police board and City Council on the implementation of the strategic goals and objectives.



- There would be significant levels of reporting and accountability on organizational key performance indicators and other metrics as well as regular updates on issues related to professional standards and public complaints.

Optimal Structure of Staffing

While there are “one time” start-up costs, there are also “one time” opportunities to structure a new police service with the best balance of sworn officers, civilian staff, and community safety officers (CSO) who are uniformed but unarmed peace officers. CSOs (who are paid from 50% to 70% of the cost of a fully trained, armed police officer) have been successfully deployed in the U.K. and in U.S. cities.

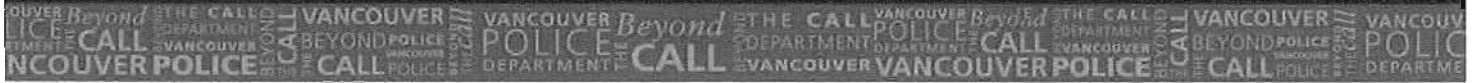
Conclusion

Richmond’s specific request to the Vancouver Police Board was to estimate the cost of Option 2 and this is described as Option 2a (see page 15). The VPD estimates that a stand-alone Richmond police department would require approximately \$3.4M in start-up costs and \$41.5M in annual operating costs. Simply replicating the current RCMP deployment model with a stand-alone municipal police service, and not taking advantage of partnerships, economies of scale and staff re-engineering, is not recommended.

Strictly from a lowest-cost perspective, the best option is Option 3, which is amalgamation with another existing independent police department. Using the VPD as the service on which to estimate the costs of Option 3, the VPD estimates that the annual savings in cost compared to Richmond’s current police budget is approximately 5.6%, or \$2M annually.

However, from the perspective of creating an independent municipal police department with a police board, and all of the governance advantages that comes with it, then Option 2d strikes the best balance between estimated reduced annual cost (approximately 3.2%, or \$1.2M annually) and independent board governance.

More information and time is required to further refine the costs of the various options. For example, the savings from deploying lower paid CSOs are not factored into any of the cost projections.



INTRODUCTION

On June 7, 2012, Richmond Council communicated with the Vancouver Police Board and requested that it assist Richmond by providing an analysis of the cost of establishing an independent police service for Richmond. The Vancouver Police Board agreed to assist, and directed Chief Constable Chu to have his staff prepare the best analysis that could be done with the information and short time available.

The Vancouver Police Department has prepared this report upon the Board's direction. It must be stated that the VPD enjoys an excellent working relationship with its RCMP and independent municipal police counterparts, and as a matter of principle, the VPD does not propose or seek to perform any policing services in any other jurisdiction. Where the VPD has entered into agreements with various agencies (e.g., for emergency response teams and homicide investigation services), it has always been at the unsolicited request of the interested agency. This report is provided as a courtesy upon the request of Richmond City Council and should be considered in that context.

This report provides high-level estimates of the associated costs as well as other policing model options for Richmond Council's information or consideration. Some of these other policing options include the provision of specialized police services by another independent municipal police department. The possible benefits of these options are estimated by using the VPD as the source of these specialized services. This is purely an assumption for analytical purposes.

More information and time is required to further refine the costs of the various options. For example, the savings from deploying lower paid CSOs are not factored into any of the cost projections.

BACKGROUND AND HISTORY

The City of Richmond is a unique island city located in close proximity to downtown Vancouver and the U.S. border. It is comprised of a series of islands nestled in the mouth of the Fraser River. The islands include Sea Island, most of Lulu Island, and fifteen smaller islands. Richmond is also home to the second busiest international airport in Canada - Vancouver International Airport (YVR). Richmond is under contract to provide general response policing to the airport and surrounding community of Sea Island. The total area of Richmond is 130 square km.

Richmond's population was estimated at 199,141 in 2011. Richmond is the fourth most populous municipality in the Metro Vancouver area after Vancouver, Surrey and Burnaby, representing 8.2 percent of the regional total. Between 2006 and 2011, population growth city-wide has averaged 3,298 persons per year or 1.7 percent per year.



Richmond had an independent police force up until 1942 when municipal policing was taken over by the BC Provincial Police and then assumed by the Royal Canadian Mounted Police (RCMP) after the BC Provincial Police was disbanded in 1950. Richmond is currently policed by the RCMP in accordance with a policing agreement with the BC Ministry of Justice. To contract RCMP municipal services, a municipality must sign a *Municipal Police Unit Agreement* with the Province.

LEGAL FRAMEWORK

In accordance with section 3(2) of the *BC Police Act*, municipalities with a population of more than 5,000 people are responsible to provide municipal police services within their jurisdictions. These municipalities have three options:

- 1) Form their own independent police force;
- 2) Enter into an agreement with an existing municipal police force; or
- 3) Contract the RCMP.

While municipalities with an independent municipal police department are responsible for 100% of their policing costs, the policing costs in municipalities policed by the RCMP are subsidized by the Government of Canada. In accordance with the *BC Municipal Policing Agreement*, municipalities with a population between 5,000 and 15,000 pay 70% of all RCMP policing costs. Municipalities of 15,000 or more policed by the RCMP are billed for 90% of total costs. This provision permits the redeployment of municipal RCMP officers in the event of an emergency in an area of provincial or federal responsibility. Because it is currently using RCMP contracted police services, the City of Richmond receives a 10% subsidy.

Independent municipal police services are overseen by police boards and municipal police officers are governed by the *BC Police Act*. For disciplinary matters, municipal officers are ultimately accountable to the BC Office of the Police Complaint Commissioner (OPCC). The Police Complaint Commissioner has considerable oversight authority for alleged police misconduct issues, including the authority to direct further investigation, that the investigation be transferred to a different police agency, and to order a public hearing. RCMP officers are governed by the federal *RCMP Act* and disciplinary matters are subject to oversight by the federal Commission for Public Complaints Against the RCMP, although it can only make recommendations and the final authority for discipline is the Commissioner of the RCMP.

Municipal police officers are trained at the Justice Institute of BC Police Academy in New Westminster. The Police Academy is responsible for training all municipal police recruits in BC from the independent municipal police departments serving the following cities (as well as the South Coast BC Transportation Authority Police Service):



- Abbotsford
- Central Saanich
- Delta
- Nelson
- New Westminster
- Oak Bay
- Port Moody
- Saanich
- Stl'atl'imx First Nations
- Vancouver
- Victoria
- West Vancouver

RCMP recruits are trained at the RCMP Training Academy ("Depot" Division) in Regina and receive advanced training in BC at the Pacific Regional Training Centre in Chilliwack.

In accordance with sections 18 and 23 of the *BC Police Act*, two or more municipalities can enter into an agreement to establish an amalgamated police force and a joint municipal police board. This policing agreement must outline who will sit on the joint police board and how policing expenditures will be allocated between municipalities.

Sections 3(3) and 23(2) of the *BC Police Act* require a municipality that wishes to enter into a policing agreement with another municipality to obtain the approval of the BC Solicitor General - Police Services Division and the Lieutenant Governor in Council. In the last decade and a half, there have been two examples of amalgamation in BC. In 2003, the Esquimalt Police Department amalgamated with the Victoria Police Department and in 1996, the City of Abbotsford and the City of Matsqui amalgamated. At the time, Abbotsford was policed by the RCMP under a municipal policing contract while Matsqui was policed by an independent municipal police department - the Matsqui Police Department. The amalgamated jurisdiction established an independent municipal police force which is the current Abbotsford Police Department.

POLICING OPTIONS

Option 1: Remain with the RCMP

The first option available to Richmond would be to renew the *Municipal Police Unit Agreement* with the Provincial Government and remain with the RCMP. The strength of the Richmond RCMP would remain at 190 and the annual budget would remain at \$37.7M (excluding YVR, but including the cost of its participation in RCMP integrated



units), which includes the 10% federal subsidy. By removing this subsidy, the total cost of policing in Richmond is \$41.1M. (Note: YVR is a separate policing agreement between the City of Richmond, YVR, and the RCMP for approximately \$4M annually. There are 27 RCMP officers assigned to police YVR.)

Richmond would continue to participate in and contribute to several integrated units such as the Integrated Homicide Investigation Team (IHIT), Lower Mainland District Police Dog Service (PDS), RCMP Integrated Collision Analyst Reconstruction Section (ICARS), RCMP Integrated Forensic Identification Services (IFIS) and RCMP Lower Mainland District Emergency Response Team (ERT).

In addition, Richmond would continue to utilize RCMP Auxiliary Constables. RCMP Auxiliary Constables are uniformed volunteers with peace officer status who work under the supervision of a regular RCMP officer, are authorized to operate police vehicles in a non-operational role only, and do not carry firearms. In Richmond, Auxiliary Constables work at community and special events, provide traffic control and participate in crime prevention programs.

Option 2: Implement an independent police department with a police board

Governance

An independent Richmond police department would be governed by a Richmond police board. A police board is empowered to govern a municipal police department and to provide civilian oversight of policing. The primary governance functions of a police board are to act as the employer of sworn and civilian police staff, provide budget oversight, approve policy, and act as the authority for "service and policy" complaints. A board's independent status is achieved by ensuring accountability for the management of the police department and its employees.

By statute, the mayor of the municipality is the chair of the police board and this fact provides a direct link between the police board and the municipal council. The additional board members are selected from a variety of backgrounds and have shown they can act in the best public interest. Police Services Division requires that board members either live or work in the municipality and pass a security check. Judges and municipal councillors are not eligible to sit on the board.

In accordance with section 24 of the *BC Police Act*, persons appointed to a police board can hold terms of up to four years and can sit on the same police board for a total of up to six consecutive years (at the discretion of the Lieutenant Governor in Council). Board members serve as volunteers; however, in some municipalities, board members receive a per diem, which is expected to cover out-of-pocket and incidental expenses incurred by the member in the course of carrying out their board duties.



A hypothetical Richmond police board would consist of the mayor, one person appointed by Richmond City Council and up to five people appointed by the Lieutenant Governor in Council. In practice, the Provincial Cabinet appoints the Police Board members and, generally, the appointees have been vetted by the respective Mayors and board incumbents. The board is responsible for selecting the Chief Constable and the executive management team (as well as firing them if necessary). In accordance with section 25 of the *BC Police Act*, the Mayor of Richmond would be the chair of the Richmond police board and would be the discipline authority for the Chief Constable and Deputy Chief Constables.

Every sworn and civilian employee of the police department would be an employee of the Richmond police board (excluding seconded employees) and the board would determine their remuneration. In the case of a unionized workforce the board appoints a bargaining committee. Board members cannot be members of the bargaining committee; however, the police board provides instructions to and endorses the bargaining committee's mandate prior to bargaining commencing. The police board is briefed at the conclusion of bargaining or when an arbitration award is issued. The police board ratifies the negotiated collective agreement and then forwards it to the municipal council.

The board also approves the police department's operating budget. In the case of the VPD, the Vancouver Police Board has a Finance Committee which meets bi-monthly with the Support Services Deputy Chief Constable and senior VPD Financial Services Section staff. The committee is updated on year-to-date budget information and variances as well as being advised of any foreseen pressures that could have an adverse affect on the budget. The Committee also approves budgetary items on a line-by-line basis.

The board, in consultation with the Chief Constable would determine the staffing level of the police department. The board would be updated on staffing vacancies and what the plans and timelines are to fill any vacancies. These plans would not be done in isolation from the municipal government as it is advantageous for the police department to work cohesively with the municipal governmental senior staff to proactively address financial issues in the context of the overall City budget. In Vancouver, the Chief Constable is a member of the Corporate Management Team chaired by the city manager and attends weekly and ad hoc meetings.

In consultation with the Chief Constable and the senior management team, the police board would develop and approve the department's strategic plan, annual strategic goals and objectives, and organizational values (see example in Appendix A). The development of the strategic plan ideally would have significant City Council, community, partner and stakeholder input on local policing priorities. The Chief Constable would report back to the police board regularly on the implementation of the



strategic goals and objectives or any other key performance indicators the board sees fit. Periodic reporting to City Council is also important.

For example, the current Vancouver Police Board requires significant levels of reporting and accountability from the VPD. Examples of this significant level of accountability include:

- Detailed monthly written updates from the Chief Constable and bi-monthly written updates from the Deputy Chief Constables;
- Monthly updates on crime statistics (see Appendix B) and quarterly budget status reports;
- Monthly and bi-monthly updates sensitive human resource issues of note and professional standards investigations, respectively;
- Quarterly updates on key performance indicators such as emergency response time, violent and property crime rates, and traffic collisions involving fatalities or injuries (see Appendix C);
- Annual business plans that include mid-year updates and year-end results, and (see Appendices D-F);
- Annual community satisfaction survey and internal employee job satisfaction survey results (see Appendix G).

Under section 28 of the *BC Police Act*, the police board would be responsible to establish standards, guidelines and policies to ensure the police department operates adequately and efficiently. The police board would also be responsible for taking action in response to "service and policy" complaints regarding the police department. The board can also avail itself of the services of an 'ethics advisor', which the Vancouver Police Board does, to ensure that the board's processes are transparent and meet ethical standards.

Police board members typically attend monthly board meetings, committee meetings, the BC Association of Police Boards annual conference, the Canadian Association of Police Boards annual conference, and ongoing board member orientation and training (see Appendices H-J).

There are several important variations to Option 2 and the following is a high-level description of each. These sub-options differ in the important detail of how specialized policing services are delivered. The preceding section on police board governance applies to all four sub-options within Option 2:

- *Option 2a* - A fully independent police department and police board that provides the current level of service and does not rely on any other police agency to provide specialized services.

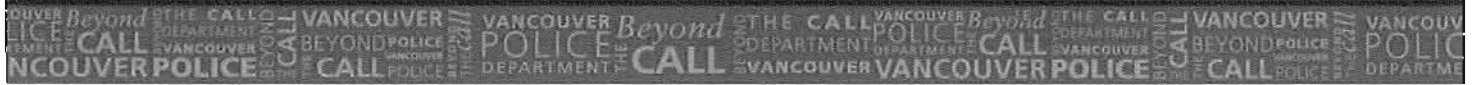


- *Option 2b* - A fully independent police department and police board that provides the current level of service but obtains specialized police services from continued participation in existing RCMP integrated units.
- *Option 2c* - A fully independent police department and police board that provides at least the current level of service but obtains specialized police services from another independent police department.
- *Option 2d*: A fully independent police department and police board that provides at least the current level of service but obtains all police services from another independent police department via a secondment model, but under the management of a Richmond police department executive team hired by the Richmond police board.

Cost - Option 2a: a fully independent police department and police board that provides the current level of service and does not rely on any other police agency to provide specialized services.

This option is probably not the most viable as Richmond does not have the demand or economy of scale to provide all specialized services effectively, efficiently or economically. Other than the VPD, no independent municipal police agency in Metro Vancouver is completely "self-contained," but rather participates in one or more shared services such as participating in IHIT or a memorandum of understanding (MOU) with the VPD for homicide investigations and ERT services (see page 18), or a shared service such as the Municipal Integrated Emergency Response Team.

However, for information only, the table on the following page is a high-level estimate of costs for the operation of a stand-alone municipal police department. Given the limited information available upon which to base this analysis, the actual costs could vary considerably, depending on deployment options, staffing levels, and vehicle and equipment requirements. With additional time and further details about the exact structure and composition of a proposed police force, a more accurate cost estimate could be prepared; however, given the combination of the loss of the 10% federal subsidy and the addition of services currently provided by integrated units, this stand alone model would likely not be viable from a cost perspective, nor would it be the most effective and efficient service possible.



Stand Alone Richmond PD Model

	<u>One Time</u>	<u>Annual Cost</u>
Revenue		
Total Revenue	\$ -	\$ (2,318,300)
Expenses		
Salaries & Benefits	0	34,200,000
Administrative Expenses	1,200,000	2,800,000
Uniform & Equipment	1,700,000	1,300,000
Facilities	0	0
Information Technology	0	200,000
Fleet	500,000	2,400,000
E-Comm & PRIME	0	2,900,000
Total Expenses	3,400,000	43,800,000
Net Total Estimated Cost	\$ 3,400,000	\$ 41,481,700

Note: The figures above do not include provisions for the following: facilities; building maintenance; implementation/transition costs; policing YVR.

The estimate assumes that existing revenues will continue and includes projected costs for staffing, equipment, fleet, administration, as well as an estimate of costs for E-Comm and PRIME.

The one-time costs include those associated with establishing a new police department, including fleet, equipment and administrative expenses. It does not include a provision for training of the new officers. Municipal departments, such as the VPD, pay the recruits a salary while they are being trained, but the recruits pay for the costs of attending the Justice Institute of BC. Further, there is the potential for the department to hire a significant number of fully qualified candidates, such as current Richmond and Lower Mainland District (LMD) RCMP members, as well as officers from independent municipal police departments, who might choose to leave and join the new Richmond police department. These "exempt hires" would not require recruit training.

To summarize, a completely stand-alone Richmond police department that would provide its own specialized services (Option 2a) would require approximately \$3.4M in start-up costs and \$41.5M in annual operating costs. This cost compares very closely with the current existing total cost of policing Richmond of \$41.1M (see Option 1). Please note that this is a very high-level, preliminary estimate that requires much more detailed information and analysis if a proposal were to be advanced.¹ However, this model would likely not be viable from a cost perspective given the loss of the 10% federal subsidy. There are more effective and efficient models than Option 2a.

¹ See Appendix K for an example of an Operational Review completed by VPD on contract for the South Coast BC Transportation Authority Police Service in 2012.



Cost - Option 2b: A fully independent police department and police board that provides the current level of service but obtains specialized police services from continued participation in RCMP integrated units.

Independent Richmond PD with RCMP Integrated Units

	One Time	Annual Cost
Revenue		
Total Revenue	\$ -	\$ (2,318,300)
Expenses		
Salaries & Benefits	0	30,800,000
Administrative Expenses	800,000	2,600,000
Uniform & Equipment	1,400,000	1,100,000
Facilities	0	0
Information Technology	0	200,000
Fleet	500,000	2,200,000
E-Comm & PRIME	0	2,600,000
Integrated Units	0	3,596,420
Total Expenses	2,700,000	43,096,420
Net Total Estimated Cost	\$ 2,700,000	\$ 40,778,120

Note: The figures above do not include provisions for the following: facilities; building maintenance; implementation/transition costs; policing YVR.

The only difference between Option 2b and Option 2a is that in Option 2a, the amount of expenditures that Richmond currently has regarding their share of administrative costs at RCMP E-Division and through their participation in integrated units, was converted into equivalent resources that would be part of the Richmond police department. Further, the cost for the integrated units was assumed to be the same under this governance structure, which may or may not be accurate. To summarize, an independent Richmond police department that would contract the RCMP for specialized services would require approximately \$2.7M in start-up costs and \$40.8M in annual operating costs. As noted above, this very high-level, preliminary estimate requires much more detailed information and analysis if a proposal were to be advanced.



Cost - Option 2c: A fully independent police department and police board that provides at least the current level of service but obtains specialized police services from another independent police department.

Independent Richmond PD with VPD Integrated Units

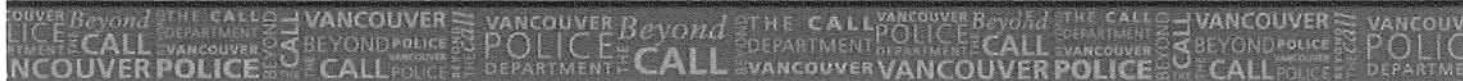
	One Time	Annual Cost
Revenue		
Total Revenue	\$ -	\$ (2,318,300)
Expenses		
Salaries & Benefits	0	30,800,000
Administrative Expenses	800,000	2,600,000
Uniform & Equipment	1,400,000	1,100,000
Facilities	0	0
Information Technology	0	200,000
Fleet	500,000	2,200,000
E-Comm & PRIME	0	2,600,000
VPD Integrated Units	0	2,040,000
Total Expenses	2,700,000	41,540,000
Net Total Estimated Cost	\$ 2,700,000	\$ 39,221,700

Note: The figures above do not include provisions for the following: facilities; building maintenance; implementation/transition costs; policing YVR.

In Option 2c, the one-time costs would be the same as described in the breakdown of Option 2b as would the annual operating costs, with the notable variation being in how to access those specialized police services that Richmond currently utilizes through participation in RCMP integrated units.

As previously mentioned, Richmond participates in IHIT, PDS, ICARS, IFIS, and LMD ERT. Richmond's participation in those teams and units costs approximately \$3.6M annually. An independent Richmond police department could choose to continue on with these integrated units (see Option 2b) or they could contract those services from another independent police department, as described in Option 2c.

An example of how Option 2c could work is the VPD's provision of homicide investigation services to other independent police departments. The VPD currently has MOUs with two other independent police departments (which withdrew from IHIT and requested the VPD take over this responsibility), and is negotiating with a third, to provide homicide investigation services. While the exact details are negotiated for each MOU separately, each participating police department typically provides a combination of sworn member(s) to be seconded to a VPD Homicide Team and an agreed upon yearly fee. (The secondment is not required and an equivalent fee can be substituted, but the secondment provides the opportunity for a high-level of development that can be returned to the participating agency when the assignment ends.) The participating department pays for the salary, benefits, training and a limited amount of overtime the seconded officer earns. While seconded, the officer works on VPD homicides, thus



obtaining advanced skill sets and experience that they'll eventually take back to their home police department.

When a homicide occurs within the jurisdiction of the participating police department, the VPD is now responsible for that investigation and its costs, and funds the entire investigation, including such techniques as surveillance and undercover operations, subject to some caveats in extraordinary cases. The VPD is confident, based on the agreements with several other independent municipal departments, that such a model would be significantly more cost effective than the current \$1.4M that Richmond contributes to IHIT, and would cost approximately \$800K (saving Richmond approximately \$600K in homicide investigations alone).

The VPD believes that, pending further detailed information and analysis, such cost effective arrangements can be made to provide ALL of the services that Richmond currently participates in with the integrated units described earlier. The VPD is also confident that, based on its experience with its existing municipal police agencies contracts for various services, it could provide at least the same level of service for approximately \$2M, which is \$1.6M less than the \$3.6M Richmond currently pays.

To summarize, an independent Richmond police department that would contract the VPD for specialized services would require approximately \$2.7M in start-up costs and \$39.2M in annual operating costs. As noted with the other options, this very high-level, preliminary estimate requires much more detailed information and analysis if a proposal were to be advanced.

Cost - Option 2d: A fully independent police department and police board that provides at least the current level of service but obtains all police services from another independent police department via a secondment model, but under the management of a Richmond police department executive team hired by the Richmond police board.

The secondment model envisions a Richmond police department that has its own police board which also hires its own Chief Constable and senior management team. All of the front-line and specialized policing services would be provided by another police department. To maintain a visible connection to the community, the front-line officers could wear Richmond Police Department uniforms and drive Richmond Police Department marked vehicles.

Such a model is presently seen in the structure of the Combined Forces Special Enforcement Unit (CFSEU). CFSEU is an integrated joint force operation with the mandate to investigate, prosecute, disrupt and suppress high-level organized crime in BC. The officer-in-charge of CFSEU, along with all managers/supervisors and front-line staff, are seconded police officers and civilians from municipal police departments across BC and the RCMP.



The following table estimates the cost for Option 2d, which also assumes certain economies of scale:

Independent Richmond Board & Executive with VPD Seconded Sworn Officers & VPD Integrated Units

	One Time	Annual Cost
Revenue		
Total Revenue	\$ -	\$ (2,318,300)
Expenses		
Salaries & Benefits	0	28,400,000
Administrative Expenses	800,000	2,500,000
Uniform & Equipment	1,300,000	1,000,000
Facilities	0	0
Information Technology	0	200,000
Fleet	400,000	2,100,000
E-Comm & PRIME	0	2,500,000
Integrated Units	0	2,040,000
Total Expenses	2,500,000	38,740,000
Net Total Estimated Cost	\$2,500,000	\$ 36,421,700

Note: The figures above do not include provisions for the following: facilities; building maintenance; implementation/transition costs; policing YVR.

To summarize, an independent Richmond police board and executive that would contract the VPD for seconded sworn officers and specialized services would require approximately \$2.5M in start-up costs and \$36.4M in annual operating costs. This would be a reduction of approximately \$1.2M annually compared to what the City of Richmond currently pays. As noted with other options, this very high-level, preliminary estimate requires much more detailed information and analysis if a proposal were to be advanced.

Option 3: Amalgamation with another existing police force to create a new police service

Amalgamating policing with another municipality is permitted within the *BC Police Act* and there are many reasons why this option should be considered. From an operational perspective, Richmond could seek to amalgamate with another municipality such as Delta or Vancouver, both of which would be realistic partners given their geographic proximity, the size of their organizations, and the populations of the municipalities.

In the case of amalgamating with Vancouver, the following benefits would be realized:

- From a governance perspective, Richmond representation would exist on the police board of a hypothetically amalgamated police department, which, for the purposes of



this discussion, is referred to as the Richmond-Vancouver Police Service. The police board would have representation from both Richmond and Vancouver, representing one police department, and making joint police governance decisions based on what is best for residents of both municipalities.

- As previously mentioned, police boards have oversight authority in three key areas: budget, policy and strategy. Richmond would have a direct influence on all matters of governance.
- The current Vancouver Police Board receives significant levels of reporting and accountability from the VPD. As previously mentioned on page 6, examples of such accountability are:
 - Detailed monthly written updates from the Chief Constable and bi-monthly written updates from the Deputy Chief Constables;
 - Monthly updates on crime statistics and quarterly budget status reports;
 - Monthly and bi-monthly updates on sensitive issues of note and professional standards investigations, respectively;
 - Quarterly updates on key performance indicators such as emergency response time, violent and property crime rates, and traffic collisions involving fatalities or injuries;
 - Annual business plans that include mid-year updates and year-end results, and;
 - Annual community satisfaction surveys and internal employee job satisfaction.

All of the systems are in place to track and report these metrics and they can all be easily expanded to include Richmond data.

- Given the VPD's size, Richmond would benefit from economies of scale, reducing redundancies, and leveraging the specialized functions and support services the VPD already has established. For example, under this option Richmond would not have to establish its own unit to investigate public complaints and conduct internal investigations. The VPD has a Professional Standards Section (PSS) that performs this function and has all of the necessary policies, standards and case management standards and systems in place. The size of PSS would need to be increased to accommodate the estimated increase in workload, but the infrastructure to do this already exists and an incremental increase would be simple.
- Another example would be emergency response to high risk incidents. The VPD has a fully trained and equipped Emergency Response Section (ERS) comprised of four full-time, round-the-clock-coverage Emergency Response Teams, an 18-officer Dog Squad, and negotiators. The VPD currently provides ERT services to another municipal police force and is finalizing agreements with two others on a cost recovery basis. As part of the Richmond-Vancouver Police Service, Richmond would immediately benefit by having access to these services without having to

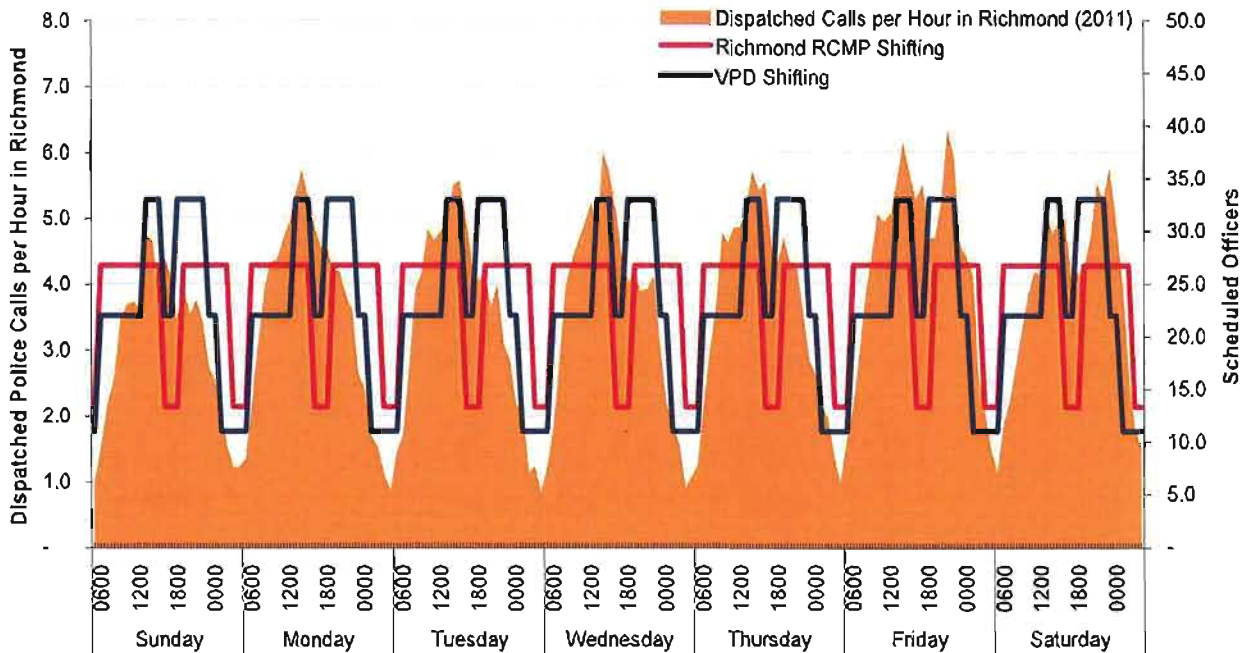


establish its own. As in the case with PSS, the size of the Emergency Response Section might need to be increased to accommodate an increase in workload, but this would require further analysis. It might be that the increased workload could be managed within existing resources.

- In fact, Richmond would benefit from access to all specialized functions that it currently funds as part of integrated teams and units (e.g., IHIT, ERT, etc.). To illustrate, the VPD Collision Investigation Unit already investigates serious vehicle collisions in outside jurisdictions. These jurisdictions count on the VPD to assist them because they do not have the critical mass required to invest in the specialized equipment and skills required by collision investigators.
- Further efficiencies would be realized with support functions such as information technology, human resources, information management, communications, training and recruiting, finance, strategic and business planning, research and analysis, crime analysis, policy development, internal auditing - to name a few. This may result in significant cost savings as it is likely that, because of economies of scale and the elimination of duplicate functions, not all support staff would be required to carry out these functions.
- The joint Richmond-Vancouver Police Board would also negotiate terms where Richmond would be guaranteed levels of service, if that is desirable for Richmond, in order to dispel any possible concerns that an inequitable amount of resources were being drawn into Vancouver-specific policing issues. Also, the uniforms and vehicles could display the agreed upon name of the new department.

An amalgamation with Vancouver would result in harmonized shift schedules which would create significant improvements in patrol response times through a more optimal alignment of patrol resources to hourly variations in crime and calls for service patterns.

As illustrated by the following graph, the VPD shifting pattern (in blue) would align patrol deployment more closely with the call load in Richmond than the current RCMP shift schedule (in red). This matching of resources with call load is calculated using the coefficient of correlation between the call load per hour and the number of officers scheduled. The RCMP shift schedule results in a coefficient of correlation of 0.289; however, this correlation would be 0.717 if the VPD shift schedule was used (statistically perfect correlation is 1.0). In the VPD's case, this means that approximately 71.7% of the hourly fluctuations in call load would be accompanied by a corresponding change in patrol staffing, compared to 28.9% for the current RCMP shift schedule.



This matching of resources to call load would be applied to Option 3 but it also could be readily used in Option 2d. This means that Richmond would benefit by either enhancing service levels with no increase in staff or maintaining service levels while reducing staffing costs.

This table estimates the cost of Option 3, which assumes certain economies of scale:

Amalgamated Board & Department to create the Richmond-Vancouver Police Service

	One Time	Annual Cost
Revenue		
Total Revenue	\$ -	\$ (2,318,300)
Expenses		
Salaries & Benefits	0	27,700,000
Administrative Expenses	800,000	2,500,000
Uniform & Equipment	1,300,000	1,000,000
Facilities	0	0
Information Technology	0	200,000
Fleet	400,000	2,000,000
E-Comm & PRIME	0	2,500,000
Specialized Units (previously integrated)	0	2,040,000
Total Expenses	2,500,000	37,940,000
Net Total Estimated Cost	\$2,500,000	\$ 35,621,700

Note: The figures above do not include provisions for the following: facilities; building maintenance; implementation/transition costs; policing YVR.



Option 3 capitalizes on the established systems, resources and structures already in place, thus minimizing start-up costs and accounting for representation at the governance level, while also reducing artificial borders that crime does not heed or respect. It is reasonable to argue that the quality of police service would be better and implemented that much faster.

To summarize, an amalgamated Richmond-Vancouver police service and board would require approximately \$2.5M in start-up costs and \$35.6M in annual operating costs; however, economies of scale and existing duplication between the VPD and Richmond RCMP provide the potential for significant savings. As noted with other options, this very high-level, preliminary estimate requires much more detailed information and analysis if a proposal were to be advanced.

Option 4: Form a new larger regional police force with Vancouver and one or more other municipalities

Amalgamating with Vancouver as described in Option 3, would create a new municipal regional police force. It should be noted that Richmond is already part of the RCMP's "Lower Mainland District Regional Police Service." Given the fact that several RCMP-policed municipalities in Metro Vancouver (e.g., Burnaby, North Vancouver, Coquitlam) are grappling with concerns similar to Richmond's, it is worth briefly re-visiting the concept of full regional policing, which has been the subject of debate and discussion for many decades (see Appendix L). The Vancouver census metropolitan area currently consists of 20 municipalities policed by either the RCMP or an independent municipal police service. This patchwork of policing jurisdictions is unique in Canada; in fact, Vancouver is the last remaining large metropolitan area without some form of regional police service.

Many of the benefits listed under Option 3, specifically economies of scale and eliminating redundant services, also apply to regionalization. A regional police service in Metro Vancouver has the potential to improve:

- Communication and information sharing;
- Crime prevention and emergency response;
- Investigative continuity;
- Training and recruiting;
- Cost effectiveness;
- Deployment of officers; and
- Local hiring of police officers who would not be subject to transfer to provincial or federal duties, or to other areas of BC or Canada.

Furthermore, a regional police service could share centralized functions such as major crime investigations, Emergency Response Teams, dog services, public order units,



forensic identification, technological crime, criminal intelligence, undercover operations, and covert intercept and surveillance. These functions require considerable investments, are associated with significant fixed costs, and require a high degree of coordination. A regional police service would also provide significant efficiencies for the current policing structure in Metro Vancouver by creating a common governance model for all local police services allowing more effective and efficient policing.

Amalgamation or regionalization can bring measurable efficiency gains, including economies of scale, reduced duplication and improved coordination. For example, in 2002 in Quebec, the Charlesbourg Police, Loretteville Police, Sainte-Foy Police, Sillery Police and Val-Bélair Police amalgamated with the Quebec City Police. The combined number of officers decreased from 751 before amalgamation to 718 in the amalgamated agency. Similarly, the combined number of civilian employees decreased from 251 before amalgamation to 160 in the amalgamated agency. Overall, this represented savings of 33 officers (4.4%) and 91 civilian employees (36.2%). Among the nine largest core cities in Canada, Quebec City has the lowest ratio of officers with 1.31 officers per 1,000 population. Again, this tends to suggest that amalgamation or regionalization can contribute to reduce overhead costs and duplication in a lasting manner.

The need for integrated teams across the region would be removed as a regional police force would provide all the necessary policing services for Metro Vancouver. In addition to providing regional deployment, amalgamating and regionalizing police forces in Metro Vancouver would address issues including service disparities, accountability, and service gaps.

The current situation presents the interested municipal governments and police agencies in Metro Vancouver with a unique opportunity. Lessons have been learned from other agencies across Canada that have already experienced the process of regionalization, the efficiencies gained, and the improvements in operational policing. Providing the best possible policing in the interest of public safety, while also being responsive to the current fiscal climate's need for cost efficiency and effectiveness, must be the overarching driver for future discussions.

COMPARATIVE POLICING COSTS

The estimates presented above were prepared by examining the resources required for each option and using a "bottom up" approach to the cost estimate. By comparison, the following table below shows a "top down" comparison of costs for municipal police departments with an authorized sworn strength at or above fifty officers, excluding core cities (e.g., Vancouver and Victoria). The information is extracted from the Police Resources in British Columbia report for 2010, which states "there is some variation between jurisdictions with respect to the cost items that are included in their policing



budgets and reflected in total costs, so caution should be used if comparisons are being made." For this reason the following table is included for information purposes only.

Municipality	Authorized Strength	Total Costs	Cost per Member	Extrapolated Richmond PD Costs (213 Officers)	Difference to current budget	% Difference
Abbotsford	210	36,754,638	175,022	37,279,704	(378,596)	-1.0%
Delta	165	29,515,391	178,881	38,101,687	443,387	1.2%
New Westminster*	108	20,362,500	188,542	40,159,375	2,501,075	6.6%
Port Moody	50	7,376,651	147,533	31,424,533	(6,233,767)	-16.6%
Saanich	152	24,471,274	160,995	34,291,983	(3,366,317)	-8.9%
West Vancouver	81	12,831,142	158,409	33,741,151	(3,917,149)	-10.4%
AVERAGE			168,230	33,814,308	(3,843,992)	-10.2%

* Note that New Westminster is a smaller core city and has a different cost structure than other suburban communities.

The difference shown in the table compares to the existing budget for policing Richmond of \$37,658,300, which excludes YVR. The number of sworn officers (213) is used as that is the current number of officers that are allocated to policing in Richmond including the integrated teams and E-Division support (190 sworn, 4.7 from E-Division, and 18.24 for the integrated teams).

SIGNIFICANT SAVINGS THROUGH OPTIMIZING POLICE STAFFING

The preceding cost analysis assumes that the delivery of policing in Richmond will follow the models that have evolved gradually from the 1930s. On an aggregate basis, the costs of policing are determined by how many people are employed and what they are paid. Non-labour costs for the vast majority of police agencies are about 15% of an overall budget. Most policing metrics of efficiency are based on a "sworn officer count."

In BC, a first class (after 4 years) police officer earns approximately \$84K. With benefits, total compensation for a first class Constable increases to approximately \$104K. A police Inspector (manager) earns \$134K. As a comparison, a civilian manager with equal responsibilities earns \$120K (10.4% less).

In the past 10 years, police agencies in North America and the United Kingdom (UK) have increased efficiency and decreased costs by stratifying the workforce. They have civilianized (see Appendix M) and also introduced a lower-paid tier of sworn peace officers (see Appendix N). For example, in the UK, thousands of Community Safety Officers (CSOs) have been hired at approximately 50% of the cost of a regular constable. They wear identical uniforms and their duties involve lower threat level and less complex work. They also serve as a talented pool for regular force recruitment.



In Vancouver, the Traffic Authority is comprised of unarmed peace officers who perform traffic control and direction at special events such as parades, community festivals, or sporting events. In many jurisdictions across BC and Canada, this type of traffic control is conducted by police officers at a significantly higher cost. In other parts of North America, police agencies are moving slowly towards stratifying their workforce. Agencies in the U.S. that have faced dire financial circumstances have been more successful in driving this change. In Canada, making these changes has been slower as there needs to be sensitive negotiations with sworn police officer unions who are properly protective of "their work."

If Richmond were to form an independent police service, it would be able to take advantage of a "one time" redesign of a police agency that deploys the optimal level of civilians, CSOs, and sworn constables. For example, Richmond could deploy unarmed but uniformed CSOs in major pedestrian corridors which would enhance public perceptions of safety. CSOs could also respond to minimal threat level or administrative type calls for service. Both types of deployments would free up the time of fully trained, armed police officers. The CSOs can be selected with attributes in mind such as language skills and local knowledge.

Taking advantage of this "one time" opportunity to establish the right mix of sworn, CSO, and civilian staffing in Richmond would lower costs. The actual amount of anticipated savings would be subject to a full analysis and is dependent on factors such as shift schedules and workload data, but it is estimated that such additional savings could be \$600K to \$1M annually.

SUMMARY OF OPTIONS AND THEIR COSTS

This report provides high-level analysis to the City of Richmond with regard to its policing options. In terms of options that Richmond has it can:

- Choose the status quo (Option 1);
- Establish an independent Richmond Police Department with a Richmond Police Board (Option 2);
- Within Option 2 there are also several options with regard to the provision of specialized policing services that are currently provided through Richmond's participation in integrated teams and units (Option 2a, 2b or 2c) or seconding police services (Option 2d); or
- Choose to amalgamate and create a new police service with an existing municipal police department (Option 3).

Option 4 briefly discusses the proposed benefits of a larger regional police service with more than two municipalities.



The following table provides a costing summary for the options presented above:

Scenario	One Time	Annual Cost	Federal Subsidy	Total Cost of Policing	Difference to Total	%	Difference to Richmond Cost	%
Option 1 - policing cost in current City budget (less YVR)	\$ -	\$37,658,300	\$3,463,324	\$41,121,624	\$ -		\$ -	
Option 2a - independent police department with board	3,400,000	41,481,700	0	41,481,700	360,076	1.0%	3,823,400	9.3%
Option 2b - independent police department with board and RCMP integrated units	2,700,000	40,778,120	0	40,778,120	(343,504)	-0.8%	3,119,820	7.5%
Option 2c - independent police department with board and contracted VPD specialized units	2,700,000	39,221,700	0	39,221,700	(1,899,924)	-4.7%	1,563,400	3.8%
Option 2d - independent board & senior management with seconded sworn officers for all police functions	2,500,000	36,421,700	0	36,421,700	(4,699,924)	-12.0%	(1,236,600)	-3.2%
Option 3- Amalgamated Richmond-Vancouver police department & board	2,500,000	35,621,700	0	35,621,700	(5,499,924)	-15.1%	(2,036,600)	-5.6%



Richmond's specific request to the Vancouver Police Board was to estimate the cost of Option 2 and, within the construct of this report, this is described as Option 2a (see page 15). The VPD estimates that a stand-alone Richmond police department would require approximately \$3.4M in start-up costs and \$41.5M in annual operating costs. This model would likely not be viable from a cost perspective, nor would it be the most effective and efficient service possible for Richmond as sufficient economies of scale do not exist.

This report has also presented more viable options that are available to Richmond and each option presents different methods of service delivery that can significantly affect the estimated costs.

Strictly from a lowest-cost perspective, the best option is Option 3, which is amalgamation with another existing independent police department. Using the VPD as the service on which to estimate the costs of Option 3, the VPD estimates that the annual savings in cost compared to what Richmond currently pays is approximately 5.6%, or \$2M annually.

However, from the perspective of creating an independent municipal police department with a police board, and all of the governance advantages that come with it, then Option 2d strikes the best balance between estimated reduced annual cost (approximately 3.2% or \$1.2M annually) and independent board governance. Option 2d is the model in which Richmond would have an independent police board and hire its own Chief Constable and executive management team, but all other police staff and services would be seconded from another existing municipal police department. Richmond has identified governance as an issue and this option would provide an economically viable model with civilian oversight, increased accountability, improved service, and reduced challenges created by Richmond's current policing model. These challenges include, but are not limited to, a lack of control over staffing decisions and the rapid turnover of staff, rather than the stability created with a municipal force that selects most of its recruits from the local community, most of whom remain with the agency for their policing careers.

As previously stated, far more information and time is required to properly estimate the costs of the various options and one must consider this caution before drawing any firm conclusions. Nonetheless, given the available information and time constraints, the VPD believes that this analysis is sound.

**Attachment 4: High Level 2011 Estimated Cost Projections for Police Expenses
Based on VPB Report with a Variance of ± 5%**

Theoretical Models	Option 1 Status quo using RCMP (Richmond figures)	Option 2a independent police department with board	Options 2b independent police department with board and RCMP Integrated Units	Option 2c independent police department with board and contracted VPD Specialized Units	Option 2d independent board and senior management with seconded sworn officers for all police functions	Option 3 Amalgamated Richmond- Vancouver police department and board
1. Number of sworn	212.94	212.94	194.7	194.7	183.2	183.2
2. Number of civilian staff	72.67 FTEs & 11.7 E Division	84.49	82.98	82.98	66.4	62.2
3. Salaries/ Benefits	\$29.2M (includes Div Admin. from E Division)	\$34.2M	\$30.8M	\$30.8M	\$28.4M	\$27.7M
4. Operational Administrative Expenses	\$2.2M	\$2.8M	\$2.6M	\$2.6M	\$2.5M	\$2.5M
5. Information Technology	\$300K	\$200K	\$200K	\$200K	\$200K	\$200K
6. Fleet Expenses	\$1.4M – replaced less frequently	\$2.4M	\$2.2M	\$2.2M	\$2.1M	\$2.0M
7. E-Comm	E-Comm is \$2.6M	\$2.9M	\$2.6M	\$2.6M	\$2.5M	\$2.5M
8. Integrated Team/Specialized Services	\$3.6M Includes vehicles	0	\$3.6M	\$2.0M	\$2.0M	\$2.0M
9. Annual Expenses Uniforms/ Equipment	\$1.1M portions included in annual gross	\$1.3M	\$1.1M	\$1.1M	\$1.0M	\$1.0M
10. Total Annual Gross Expenses	\$39.9M *10%	\$43.8M	\$43.1M	\$41.5M	\$38.7M	\$37.9M
11. Total one-time costs	0	\$3.4M	\$2.7M	\$2.7M	\$2.5M	\$2.5M

Attachment 5 Legislation and Role of the Police Board

The BC Police Board Handbook provides that the role of a municipal police board is to establish a municipal police department and to provide general direction to this department in accordance with relevant legislation and in response to community needs. Municipal police boards are created independently from municipal councils and from the Provincial government. According to the Province, this removes police boards from partisan council politics and recognizes that both the municipality and the Province have legitimate interests in municipal policing.⁹

The *Police Act* provides a municipal police board must consist of:

- (a) the mayor (the Chair);
- (b) one person appointed by City Council; and
- (c) not more than 5 persons appointed, after consultation with the director, by the Lieutenant Governor in Council.¹⁰

Council members will not be able to sit on the Police Board. Board members are appointed to a term not exceeding four years, although they may be re-appointed, they cannot hold office for more than six consecutive years. Board members are chosen to reflect the demographics of the community and are persons who have demonstrated that they can act in the best interest of the community. Typically, Board members are not paid but specific expenses incurred by Board members are paid while performing board duties.

The Board Chair speaks for the Board and then typically only after the Board has reached consensus. The practice is that the Chair may only vote in the event of a tie.

In consultation with the Chief Constable, the Board must determine the priorities, goals and objectives of the municipal police department each year. Each year the Chief Constable must report to the Board on the implementation of programs and strategies to achieve the priorities, goals and objectives set by the Board.

According to the Canadian Association of Police Boards, most police services boards in Canada are responsible for:

- determining adequate personnel levels
- budgeting for the needs of the police service
- monitoring the budget
- reviewing the performance of the service
- hiring the Chief Constable
- labour relations
- discipline
- police development.

⁹ BC Police Board Resource Document on Roles and Responsibilities Under the Police Act March 2005 section 3.2.

¹⁰ Police Act, Part 5, s. 23(1)

Attachment 6

Option 1: *Status Quo*, Municipal RCMP Detachment

The 2012 Municipal Police Unit Agreement between the City and the Province expires in 2032 and can be terminated by either party during the term of the Agreement.

Governance

1. The Municipal Police Unit Agreement provides an opportunity for audit of functions, reviews and a dispute resolution process. The final determination on matters of substance is made by the federal and provincial ministers.
2. No Police Board.
3. The City has a Community Safety Committee that can directly request information and analysis from the Officer in Charge; set priorities for the City; and establish new programs (e.g. City Centre Community Police Office).
4. The Mayor attends the Mayors' Consultative Forum that does not make binding decisions.
5. The Integrated Teams are not governed by the City.
6. Very limited control over policy development.

Tailoring to local needs

1. Council sets annual priorities after discussion with the Officer in Charge. The national and regional priorities are stipulated by others.
2. Training requirements are not controlled locally. The City pays a portion of the costs of the Depot in Regina and the facility in Chilliwack. Standards to be met for training are set nationally but must comply with provincially mandated standards.
3. Little control over standards for police facilities.
4. Equipment requirements appear to be determined by Ottawa (e.g. patrol carbines, body armour) rather than on local need.

Cost controls, transparency and accountability – See Attachment 4 for further details

Major Expenses:

Total Annual Expenses - \$39.9 M

- Salaries and Benefits – \$29.2
 - Specialized Service/Integrated Team – \$3.6
 - One-time Costs - \$0
1. 10% federal subsidy and federal and provincial subsidies of varying amounts to Integrated Teams.
 2. No control over Div Admin costs* which are currently \$24,000 per officer.
 3. Council's predominate method of cost control is through setting the number of officers required in the City.

4. By using the Integrated Teams (which are charged at a set rate, regardless of usage), the City has a greater ability to balance its annual budget. To pay for these services on a pay as you go basis, creates uncertainty by creating annual fluctuating costs.
5. If other municipalities (e.g. North Vancouver) elect not to have RCMP services, then the costs related to the Integrated Team services and leased spaces (e.g. Green Timbers) will increase.
6. No opportunities likely for increased cost recoveries or revenue generation.
7. Not liable for legal claims, legal service costs or insurance costs.
8. No implementation/transition costs.
9. The RCMP's budget year does not parallel the City's fiscal year which can prove challenging for budget oversight.

Service Delivery and staffing

1. No additional staff or consultants' time is required if this model is selected, nor would there be any disruptions in service or staffing.
2. Inability for City to determine service delivery, shift scheduling and staffing which can reduce costs and increase efficiencies.
3. City's ability to influence the selection of senior management staff is restricted to providing input on the appointment of the Officer In Charge.
4. limited ability for hiring locally.
5. Access to fluctuating police resources as required.
6. Personnel are rotated through positions and municipalities such that career advancement issues are addressed. If personnel are on extended leave then they are not paid for directly but rather the risk is pooled across the Province.
7. Municipal service is often used as a training ground for newly recruited officers and the staff turnover is much higher than a municipal service.
8. Mature human resources, IT, training and support services are in place.
9. Generally high level of service is enjoyed in the community.
10. There exists an excellent relationship between the RCMP and the Vancouver Airport Authority.

** E Division costs are shared on a pro-rata basis with all provincial municipalities contracting for RCMP policing services. HQ and departmental costs associated with the Commissioner, grievance unit, security, recruiting, internal affairs, and communications are excluded from contract policing costs. According, the City of Richmond pays its pro rata share of E Division costs for:*

- *E-Division Commanding Officer*
- *human resources*
- *corporate management branch*
- *informatics (LAN support and communications)*
- *staff relations.*

E Division costs for capital construction, the Corps of Commissionaires, legal fees and compensations claims and interdivision transfers are borne by RCMP HQ.

Attachment 7

Option 2(a) An Independent Police Department that Provides All Policing Services

Governance

1. Need to establish Board, set up offices and hire support staff.
2. Establish the reporting relationship between the Board and Council.
3. Greater accountability from the Board to the City on financial matters.
4. Direct policy development, application and accountability through a Board.
5. Accountability rests fully with the Chief and the Board.
6. Strategic planning is performed at the municipal level, without provincial or federal objectives being staffed for as long as provincially mandated standards are adhered to.

Tailoring to local needs

1. Board sets annual priorities after input from Council.
2. Training requirements handled locally (Justice Institute).
3. The City will have direct policy development, application and accountability through the Board.
4. The Board and Chief will be able to establish its own standards for facilities, fleet and equipment.
5. There will be greater flexibility in the delivery of services, e.g. on line reporting of crime.
6. It is expected that there will be greater connectivity to the community as members will serve the community for an extended period of time.

Cost controls, transparency and accountability – See attachment 4 for further details

Major Expenses:

Total Annual Expenses – \$43.8M

- Salaries and Benefits – \$34.2M
- Specialized Services -\$0
- One- time Costs – \$3.4M

1. No Federal subsidy or subsidies to Integrated Teams.
2. Police Board costs of approximately \$100,000 annually.
3. Significant implementation/transition costs.
4. Greater accountability from the police service to the City on all matters including financial matters.
5. Ability to have greater control over costs, including those costs related to functions formerly performed by E Division.
6. Paying for specialized services (in-house) on an as-needed basis can create fluctuation in costs.
7. Ability to dovetail with city planning, purchasing, fleet management, human resources and budgeting process.
8. Additional staff and consultants' time required.

9. Some cross use of municipal administrative services, equipment, supplies, lands and service.
10. Potential for minimal increased cost recoveries and revenue generation.
11. Through the wage discussion process there may be an opportunity for wage savings, as the RCMP have traditionally asserted a requirement to be third in wages across the country.
12. Now responsible for legal costs relating to representation at inquests and inquiries.
13. Salaries for Inspectors, Superintendents, Deputies and Chiefs in the independent police services are traditionally significantly higher than the RCMP.
14. Salaries and benefits to be negotiated periodically with employee representatives.
15. Liable for all claims against the service whether founded in tort or contract.
16. Liable for the cost of liability insurance (under the provincial contracted model, costs of such coverage is currently borne by the RCMP) (could be well over \$500,000).
17. Responsible for providing legal counsel to police officers charged with wrong doing.
18. Responsible for providing legal counsel at inquests and inquiries (can equate to more than \$700,000 for a typical two week inquest).
19. In the future if attempt to return to the RCMP for service then likely will be at 100% of the contract costs.
20. Possible efficiencies by eliminating E Division and performing such administrative work by the City or through Board employees.
21. Physical rebranding of assets costs

Service Delivery and staffing

1. The board is solely responsible for the staffing of all positions and functions.
2. Additional support staff will be required to be recruited to fulfill the functions currently centralized at E Division such as tendering, human resources, litigation, information technology, fleet and telecommunications.
3. Mutual aid agreements with neighbouring police agencies will have to be negotiated.
4. Ability to implement human resources polices regarding such matters as scheduling (resulting in costs savings), selection and termination of personnel and that will result in a more stable and experienced police service.
5. Recruitment of good officers may prove difficult as there is no transferability of the RCMP pension plan.
6. Other places that have transitioned from the RCMP to another service have not experienced high retention rates of personnel.
7. The level and variety of internal training will be reduced simply due to size considerations.
8. Capacity of the Justice Institute to service the requirements for training for recruits and to offer the more specialized courses for the more senior members will need to be explored.
9. Career advancement for individual members may be lessened.
10. Equipment testing will not be performed as thoroughly.
11. Program development may be delayed as the ability to develop programs such as DARE will not be as easily obtained by one police service.
12. Salaries and benefits to be negotiated periodically with employee representatives.

13. No easy transfer of personnel who are inconsistent with the municipal environment.
14. Some cross use of municipal administrative services, equipment, supplies, lands and services.
15. Opportunity to civilianize some of the police force; deployment of less expensive options to address community needs, such as Community Safety Officers.
16. Contracting out provisions may be more readily available.
17. Greater consistency of personnel.
18. Opportunities for greater internal synergies with existing City departments, for example, fleet management.
19. May be harder to access RCMP services from across the country in time of need.
20. The required expertise for specialty services such as for homicide investigations may be lacking.

Attachment 8

Option 2(b) Independent Police Department Contracting with an External Service Provider for Specialized Services

Until a new police department is fully functional, there may exist a need for the external provision of certain specialized services, such as homicide investigations. The RCMP, the VPB and other preferably adjoining municipalities are potential service providers.

Governance

1. Need to establish Board, set up offices and hire support staff.
2. Requirement to enter into service agreement with provider of specialized services.
3. Establish the reporting relationship between the Board and Council.
4. Greater accountability from the Board to the City on financial matters.
5. Direct policy development, application and accountability through a Board.
6. Accountability rests fully with the Chief and the Board.
7. Strategic planning is performed at the municipal level, without provincial or federal objectives being staffed for as long as provincially mandated standards are adhered to.

Tailoring to local needs

1. Board sets annual priorities after input from Council.
2. Training requirements handled locally (Justice Institute) (other than specialized services if provided by RCMP).
3. The City will have direct policy development, application and accountability through the Board which will permit tailoring to local needs.
4. The Board will be able to establish its own standards for facilities, fleet and equipment (other than for specialized services).
5. There will be greater flexibility in the delivery of services (e.g. on-line reporting of crime).
6. It is expected that there will be greater connectivity to the community as members (other than specialized service providers) will serve the community for an extended period of time.

Cost controls, transparency and accountability – See Attachment 4 for further details

Major Expenses – 2(b):

Total Annual Expenses-\$43.1M (RCMP) vs. \$41.5M (VPB)

- Salaries and Benefits \$30.8M
- Specialized Services-\$3.6 M – (RCMP) vs. \$2.0M (VPB)
- One-time Costs-\$2.7 M

1. No Federal subsidy or subsidies to Integrated Teams.
2. Police Board costs of approximately \$100,000 annually.

3. Significant implementation/transition costs (although less than for Option 2(a)).
4. Enhanced accountability from the police service to the City on all matters including financial matters.
5. Ability to have greater control over costs, including those costs related to functions formerly performed by E Division (although less than for Option 2(a)).
6. Paying for specialized services on an as-needed basis can create fluctuation in costs.
7. Ability to dovetail with city planning, purchasing, fleet management, human resources and budgeting process
8. Additional staff and consultants' time required.
9. Some cross use of municipal administrative services, equipment, supplies, lands and service,
10. Likely increased cost recoveries and revenue generation.
11. Through the wage discussion process there may be an opportunity for wage savings, as the RCMP have traditionally asserted a requirement to be third in wages across the country.
12. Responsible for legal costs relating to representation at inquests and inquiries (most likely excluding matters relating to specialized services).
13. Salaries for Inspectors, Superintendents, Deputies and Chiefs in the independent police services are traditionally significantly higher than the RCMP.
14. Salaries and benefits to be negotiated periodically with employee representatives.
15. Liable for all claims against the service whether founded in tort or contract (most likely excluding matters relating to specialized services).
16. Liable for the cost of liability insurance (as under the provincial contracted model, costs of such coverage is currently borne by the RCMP) (could be well over \$500,000) (most likely excluding matters relating to specialized services).
17. Responsible for providing legal counsel to police officers charged with wrong doing (most likely excluding matters relating to specialized services).
18. Responsible for providing legal counsel at inquests and inquiries (can equate to more than \$700,000 for a typical two week inquest) (most likely excluding matters relating to specialized services).
19. In the future if attempt to return to the RCMP for service then likely will be at 100% of the contract costs.
20. Possible efficiencies by eliminating E Division and performing such administrative work by the City or through Board employees.
21. Physical rebranding of assets costs

Service Delivery and Staffing

1. The board will not be solely responsible for the staffing of all positions and functions as some matters will be handled by outside specialized service providers.
2. Additional support staff will be required to be recruited to fulfill the functions currently centralized at E Division such as tendering, human resources, litigation, information technology, fleet and telecommunications.
3. Mutual aid agreements with neighbouring police agencies will have to be negotiated.

4. Ability to implement human resources policies regarding such matters as scheduling (resulting in costs savings), selection and termination of personnel and that will result in a more stable and experienced police service.
5. Recruitment of good officers may prove difficult as there is no transferability of the RCMP pension plan.
6. Other places that have transitioned from the RCMP to another service have not experienced high retention rates of personnel.
7. The level and variety of internal training will be reduced simply due to size considerations.
8. Capacity of the Justice Institute to service the requirements for training for recruits and to offer the more specialized courses for the more senior members will need to be explored.
9. Career advancement for individual members may be lessened.
10. Equipment testing will not be performed as thoroughly.
11. Program development may be delayed as the ability to develop programs such as DARE will not be as easily obtained by one police service.
12. Salaries and benefits to be negotiated periodically with employee representatives.
13. No easy transfer of personnel who are inconsistent with the municipal environment.
14. Some cross use of municipal administrative services, equipment, supplies, lands and services.
15. Opportunity to civilianize some of the police force; deployment of less expensive options to address community needs, such as Community Safety Officers.
16. Contracting out provisions may be more readily available.
17. Greater consistency of personnel.
18. Opportunities for greater internal synergies with existing City departments, for example, fleet management.
19. May be harder to access RCMP services from across the country in time of need.
20. By using outside specialized service providers, may obtain a higher degree of efficiency and success rather than using in-house resources

Attachment 9

Option 3: Contract for All Police Services Provided by Another City

Governance

1. No need to establish Board, set up offices or hire support staff.
2. Need to enter into agreement with service provider. Numerous issues to be negotiated including: term; costs; services to be provided; staffing issues; resource increases based on formula or other process; and default provisions including right of early termination.
3. Greater accountability from the service provider to the City on financial matters.
4. Direct policy development, application and accountability through the City/service provider relationship.
5. Accountability rests with the City and the service provider.
6. Strategic planning is performed at the municipal level, without provincial or federal objectives being staffed for as long as provincially mandated standards are adhered to.
7. Partial loss of autonomy in contracting with another municipality.

Tailoring to local needs

1. Ability to specify what City wants in a RFP or discussions by invitation.
2. Require in service provider contract that service provider tailor to local needs.
3. If possible, City will set annual priorities for service provider.
4. Training requirements handled locally (Justice Institute).
5. May have some ability to dovetail to City planning, human resources and budgeting process.
6. The City will have direct policy development, application and accountability through the service provider agreement.
7. The City may not be able to establish its own standards for facilities, fleet or equipment.
8. There will be greater flexibility in the delivery of services, e.g. on line reporting of crime.
9. It is expected that there will be greater connectivity to the community as some members may serve the community for an extended period of time; however, this connectivity will be less than for Options 2(a) and 2(b) as service provider will be providing the officers.

Cost controls, transparency and accountability – See attachment 4 for further details

Major Expenses

Total Annual Expenses-\$38.7M

- Salaries and Benefits \$28.4M
- Specialized Services-\$2.0 M
- One-time Costs-\$2.5 M

1. No Federal subsidy or subsidies to Integrated Teams.

2. Through the service provider contract City will share in the costs of the Police Board for the service provider.
3. Implementation/transition costs.
4. Likely greater accountability from the service provider to the City on financial matters.
5. Some ability to have control over costs.
6. Paying for specialized services on an as-needed basis can create fluctuation in costs.
7. Some ability to dovetail with City planning, purchasing, fleet management, human resources and budgeting process.
8. Additional staff time required to negotiate contract but also freeing up staff time (e.g. greatly reduced HR, payroll, accounts payable, accounts receivable time).
9. No or very little cross use of municipal administrative services, equipment, supplies, lands and service.
10. Potential for minimal increased cost recoveries and revenue generation.
11. Through the wage discussion process there may be an opportunity for wage savings, as the RCMP have traditionally asserted a requirement to be third in wages across the country.
12. Salaries for Inspectors, Superintendents, Deputies and Chiefs in the independent police services are traditionally significantly higher than the RCMP.
13. Salaries and benefits not to be negotiated periodically with employee representatives.
14. Need to negotiate in the service provider agreement, liability on City for legal claims, legal services and insurance costs.
15. In the future if attempt to return to the RCMP for service then likely will be a 100% of the contract costs.
16. Possible efficiencies by eliminating E Division and service provider performing such administrative work.

Service delivery and staffing

1. City not responsible for the staffing of any positions or functions.
2. Need to negotiate in service provider agreement requirements regarding service delivery, staffing and scheduling.
3. By using outside specialized service providers, may obtain a higher degree of efficiency and success rather than using in-house resources.
4. Mutual aid agreements with neighbouring police agencies may need to be negotiated.
5. Ability for service provider to implement human resources policies regarding such matters as scheduling (resulting in costs savings), selection and termination of personnel and that will result in a more stable and experienced police service.
6. Retention of good officers may prove difficult as there is no transferability of the RCMP pension plan.
7. Other places that have transitioned from the RCMP to another service have not experienced high retention rates of personnel.
8. The level and variety of internal training may be somewhat reduced simply due to size considerations.

9. Capacity of the Justice Institute to service the requirements for training for recruits and to offer the more specialized courses for the more senior members will need to be explored.
10. Career advancement for individual members may be lessened.
11. Equipment testing will not be performed as thoroughly.
12. Program development may be delayed as the ability to develop programs such as DARE will not be as easily obtained by one police service.
13. Service provider shall be responsible for negotiating salaries and benefits periodically with employee representatives.
14. No easy transfer of personnel who are inconsistent with the municipal environment.
15. Possibly some cross use of municipal lands and facilities.
16. Opportunity to civilianize some of the police force; deployment of less expensive options to address community needs, such as Community Safety Officers.
17. Greater consistency of personnel.
18. May be harder to access RCMP services from across the country in time of need.

Attachment 10

Option 4: sub-regional police force

Any proposal by two or more municipalities to enter into an agreement to amalgamate their municipal boards and municipal police departments requires approval of the Minister.

In the case of Richmond, the logical partners would be Delta, New Westminster, Vancouver or Burnaby, as these municipalities border Richmond and it seems to make little sense to partner with a municipality that does not share a border with Richmond.

Governance

1. Need to establish Joint Police Board in conjunction with another municipality, set up offices and hire support staff. Corporate branding required.
2. Need to enter into a joint operating agreement with the other municipality(ies). Numerous issues to be negotiated including: term; costs; services to be provided; staffing issues; resource increases based on formula or other process; and default provisions including right of early termination.
3. Greater accountability on financial matters.
4. Direct policy development, application and accountability through the Council/Joint Police Board relationship.
5. Strategic planning is performed at the Joint Police Board level, without provincial or federal objectives being staffed for.
6. Partial loss of autonomy in partnering with another municipality.

Tailoring to local needs

1. Ability to work with other municipality(ies) to specify what you want in a RFP or discussions by invitation.
2. Ability to require tailoring to local needs.
3. The Joint Board, after input from Councils, sets the annual priorities.
4. Training requirements handled locally (Justice Institute).
5. To a certain limited extent, the Joint Board will be dovetailed to municipal planning, human resources and budgeting process to the two or more municipalities.
6. The City will have, to a certain limited extent, direct policy development, application and accountability through the Joint Board.
7. There will be greater flexibility in the delivery of services, e.g. on line reporting of crime.
8. There will be greater connectivity to the community as some members may serve the community for an extended period of time.
9. The Joint Board will be able to establish its own standards for facilities, fleet and equipment.

Cost controls, transparency and accountability – See attachment 4 for further details**Major Expenses:**

Total Annual Expenses-\$37.9M

- Salaries and Benefits \$27.7
- Specialized Services-\$2.0 M
- One-time Costs-\$2.5 M

1. No Federal subsidy or subsidies to Integrated Teams.
2. Cost sharing formula needs to be developed between municipalities such that each felt they were receiving an appropriate level of service for the amount paid which may prove challenging.
3. Board costs of approximately \$100,000/yr but will probably be less as the cost will be split between the cities.
4. Significant implementation/transition costs.
5. Greater accountability from the police service to the City on financial matters.
6. Some ability to have control over costs.
7. Paying for specialized services on an as-needed basis can create fluctuation in costs.
8. Some ability to dovetail with city planning, purchasing, fleet management, human resources and budgeting process.
9. Some cross use of municipal administrative services, equipment, supplies, lands and service.
10. Likely increased cost recoveries and revenue generation.
11. Through the wage discussion process there may be an opportunity for wage savings, as the RCMP have traditionally asserted a requirement to be third in wages across the country.
12. Joint Board will be responsible for representation at inquests and inquiries.
13. Salaries for Inspectors, Superintendents, Deputies and Chiefs in the independent police services are traditionally significantly higher than the RCMP.
14. Salaries and benefits shall be negotiated periodically with employee representatives.
15. Need to negotiate in joint operating agreement liability on City for legal claims, legal services and insurance costs.
16. In the future if attempt to return to the RCMP for service then likely will be a 100% of the contract costs.
17. Physical rebranding of assets costs
18. Additional internal city staff and consultants' time will be required.
19. Possible efficiencies by eliminating E Division and by Joint Board staff performing such administrative work.

Service Delivery and staffing

1. Joint Board responsible for staffing of all positions and functions.

2. Additional support staff will be required to be recruited to fulfill the functions currently centralized at E Division such as tendering, human resources, litigation, information technology, fleet and telecommunications.
3. Mutual aid agreements with neighbouring police agencies may need to be negotiated.
4. If using outside specialized service providers, may obtain a higher degree of efficiency and success rather than using in-house resources.
5. Ability to implement human resources polices regarding such matters as scheduling (resulting in costs savings), selection and termination of personnel and that will result in a more stable and experienced police service.
6. Retention of good officers may prove difficult due to the non-transferability of pension plans.
7. Other places that have transitioned from the RCMP to another service have not experienced high retention rates of personnel.
8. The level and variety of internal training may be somewhat reduced simply due to size considerations.
9. Capacity of the Justice Institute to service the requirements for training for recruits and to offer the more specialized courses for the more senior members will need to be explored.
10. Career advancement for individual members may be lessened.
11. Equipment testing will not be performed as thoroughly.
12. Program development may be delayed as the ability to develop programs such as DARE will not be as easily obtained by one police service.
13. Joint Board responsible for negotiating salaries and benefits periodically with employee representatives.
14. No easy transfer of personnel who are inconsistent with the municipal environment.
15. Cross use of municipal administrative services, equipment, supplies, lands and services.
16. Opportunity to civilianize some of the police force; deployment of less expensive options to address community needs, such as Community Safety Officers.
17. Contracting out provisions may be more readily available.
18. Greater consistency of personnel.
19. Opportunities for greater internal synergies with existing City departments, for example, fleet management.
20. May be harder to access RCMP services from across the country in time of need.

Attachment 11
Matters to be Addressed in an Implementation Plan

1. Council endorses a police service delivery model in principle
2. Preparation of a detailed analysis.
3. A detailed analysis of the transition costs is completed
4. Discussions with the Province to meet their requirements to support the plan are held. The minimum requirements of the submission of a detailed plan to the Province will include:
 - a. the services to be provided
 - b. who will do the work formerly done by the Integrated Teams
 - c. an organizational chart illustrating the numbers of members and support staff
 - d. the facilities to be used
 - e. what assets are owned and what will need to be purchased or disposed of
 - f. the true costs of the new service
 - g. the transition costs and timelines
 - h. a detailed implementation plan
 - i. details as to how the dispatch and other EComm functions will be addressed
 - j. what impact the new model will have on the Province
 - k. how the new model will align with Provincial objectives regarding access to justice and other Provincial matters
5. Discussions with the Federal Government regarding the provision of the federal policing functions including asset transfer, pension transfer, personnel transfer
6. Issuance of a RFP in order to find a service provider, if applicable
7. Discussions with proposed service providers or with proposed municipal “partners”, as applicable
8. Council approval of an implementation plan is sought
9. Notice is provided to the Province of the termination of the agreement
10. An interim committee of Council, key stakeholders, City staff and representatives from policing agencies is established to oversee the implementation and this committee liaises with a project management firm to oversee the transition.
11. Key deliverables for the interim committee:
 - a. A communications strategy for the public and key stakeholders would be developed including the opportunity for input
 - b. The recruitment of the Board members, if a Board is required
 - c. Development of the legal agreements for the provision of the service if partnering with other agencies or other municipalities
12. A Human Resources development plan including:
 - a. An organizational chart that considers civilianization and the use of other level of police response (Community Police Officers)
 - b. A remuneration plan that provides competitive placement for staff
 - c. The recruitment plan for the Chief or interim Chief
 - d. The recruitment plan for the members of the police service
 - e. Pension transferability considerations for recruitment from the existing RCMP members
 - f. Negotiation of contracts of employment

- g. Negotiation of collective agreements including the development of a benefit plan
 - h. Training plan and the establishment of a relationship with the Justice Institute of British Columbia
 - i. A transition plan for the existing municipal employees to become employed by the Board or a contract for services is developed between the Board and the City for their services
13. Assets transfer plan
- a. prepare an inventory of assets used for the provision of police services in Richmond
 - b. determine who owns the assets
 - c. if assets are not owned by the City, determine if additional funds need to be spent in order to transfer title to them from the Province or the RCMP as applicable. (Richmond may need to pay at least 10% of the value of assets purchased by the Federal Government to reimburse it for its 10% subsidy.)
 - d. purchase additional assets required (including new uniforms)
 - e. dispose of any assets not required
 - f. change fleet identification
14. Knowledge transfer plan including the transfer of information held by EComm, the RCMP and other federal agencies
15. Development of Policies, Procedures, and Guidelines
16. Analysis of the ability of the existing City resources to support a new service or contract of services
17. Development of a 5 year budget
18. Development of a informatics plan including:
- a. hardware/software requirements (related to Asset Plan above)
 - b. identify support services required
 - c. telecom
 - d. radio communications
 - e. 911 Dispatch
19. Communications plan including:
- a. media liaison
 - b. community relations communications
 - c. promotions
20. PRIME
21. Risk Management plan including:
- a. including appropriate legal services and insurance
 - b. Retention of general legal services for advice to the Chief
 - c. Establishment of the appropriate reserves for future claims
 - d. Internal investigative services
22. The new Board (if required), once formed, would:
- a. create mission statement, goals and core values
 - b. establish performance success indicators
 - c. develop Board policies
 - d. recruit and hire Board staff
 - e. secure Board offices
 - f. develop a media relations plan and support