

O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Wednesday, January 20, 2016 9:24 AM
To: McLean, Kimberley M JAG:EX; Dan Malo
Cc: Nessel, Renny
Subject: City of Richmond News Release
Attachments: News_release_Richmond_launches_public_consultation_on_police_services_January_20_2016.pdf

Good morning

Message number two to you today on the City of Richmond activity.

The attached news release will be distributed later this morning.

Phyllis

Sent from Samsung Mobile

----- Original message -----

From: "Townsend, Ted"
Date: 01-19-2016 17:50 (GMT-08:00)
To: "Carlyle, Phyllis"
Cc: "Corrado, Mark"
Subject: Police Services news releases

[RMD Heron Logo_RGB]



January 20, 2016

For Immediate Release

Richmond to host public open houses on police services

Richmond, BC – The City of Richmond will host five open houses as part of its public consultation on police services. Formal consultation is now underway and will continue until Monday, February 29. Public input is being collected online, through public open houses, polling and direct response.

Richmond has been conducting an ongoing, comprehensive review of police services. As a result of that review, Council has identified two options that are now under consideration for the delivery of police services in Richmond, which include continuation with the current service provided by the RCMP, or establishing an independent Richmond police force. Before any final decision is made, Council is seeking community input on the two options.

A discussion guide, feedback form and other background materials are now available online at www.LetsTalkRichmond.ca. Members of the public can also drop by Richmond City Hall to see an information display and obtain printed copies of the survey form and supporting documents.

Five public open houses have been scheduled for February to allow the public to learn more about the topic and provide their input. The open houses are:

- **Wednesday, February 17**, 5-8 p.m., South Arm Community Centre, 8880 Williams Road;
- **Thursday, February 18**, 5-8 p.m., East Richmond Community Hall, 12360 Cambie Road;
- **Saturday, February 20**, 10 a.m.-1p.m., Thompson Community Centre, 5151 Granville Avenue;
- **Tuesday, February 23**, 5-8 p.m., Steveston Community Centre, 4111 Moncton Street; and
- **Wednesday, February 24**, 5-8 p.m., Richmond City Hall, 6911 No. 3 Road.

Additional comments and questions, as well as requests for a copy of the feedback form and supporting documents, can be made to policingconsult@richmond.ca or by calling 604-276-4000.

The City will also be conducting public polling to gather additional input.

All feedback received as part of the public consultation will be reported to Council to assist in its decision. All submissions must be received by Monday, February 29 to be included in that report.

A comprehensive report examining the two options for police service was released in November. The report is available for review on the City's website. To find the link to the report, go to the City's home page and scroll down to the Featured Topics section.

- 30 -

Media Contact:

Ted Townsend

Senior Manager, Corporate Communications

Tel: 604-276-4399 Cell: 604-516-9585

Email: TTownsend@richmond.ca

Your email address has been recorded in our media contact database. In the future, you will receive news releases and media advisories. **To unsubscribe** at any point, please email us at communications@richmond.ca with "Unsubscribe to media list" in the subject line.

Page 004 to/à Page 006

Withheld pursuant to/removed as

s.14

O'Neill, Jennifer L PSSG:EX

From: Koehle, Leah JAG:EX
Sent: Friday, January 22, 2016 3:54 PM
To: McLean, Kimberley M JAG:EX
Subject: FW: Re: Policing for the City of Richmond - 513804
Attachments: 513804.pdf

Hi Kimberley,

The attached has been signed by Clayton. Hard copies are being mailed out this afternoon to Mr. Duncan (original), Mayor Brodie (pc), and Phyllis Carlyle (pc). Deputy Commissioner Callens' pc was sent via email.

Leah

From: Koehle, Leah JAG:EX **On Behalf Of** JAG Policing and Security Branch JAG:EX
Sent: Friday, January 22, 2016 3:53 PM
To: 'craig.callens@rcmp-grc.gc.ca'
Subject: Re: Policing for the City of Richmond - 513804

Good afternoon,

Please find attached your pc of a letter from Mr. Clayton Pecknold, Assistant Deputy Minister and Director of Police Services, Ministry of Public Safety & Solicitor General, to Mr. George Duncan, CAO for the City of Richmond.

Thank you,

*Policing and Security Branch
Ministry of Public Safety & Solicitor General
PO Box 9285, Stn Prov Govt
Victoria BC V8W 9J7
CLIFF# 513804*



January 22, 2016
Ref: 513804

Mr. George Duncan
Chief Administrative Officer
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mr. Duncan:

I write further to your present review of policing for the City of Richmond. I understand our staff have been collaborating as you embark on the engagement of your community about its policing model. I wanted to take the opportunity to ensure clarity of our mutual understanding concerning the timing of any desired transition to an independent policing model, should that be the outcome of your process of consultations and deliberations.

We have discussed the timing of any possible transition with your staff and the consultants retained by Richmond to provide advice and analysis in this process. As I know you understand, the approval of the Minister of Public Safety & Solicitor General must be obtained for the establishment of an independent municipal police department. In order to seek such an approval my office will need to review:

1. A complete and detailed description of the proposed future policing model for the department to be established; and,
2. A detailed written proposal, including a transition plan.

The review of those items by the Ministry, and dealing with any need for clarification or further information that may be identified in that review, would be required before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. I would also reiterate that this review and approval process could take several months depending upon the plan initially provided and any further analysis required.

Practically, it is my suggestion that Richmond view obtaining the Minister's approval to establish an independent police department as a pre-condition to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

.../2

Ministry of Public Safety and
Solicitor General

Policing and Security Branch

Mailing Address:
PO Box 9285 Stn Prov Govt
Victoria BC V8W 9J7

Telephone: 250 387-1100
Facsimile: 250 356-7747
Website: www.gov.bc.ca/pssg

Mr. George Duncan

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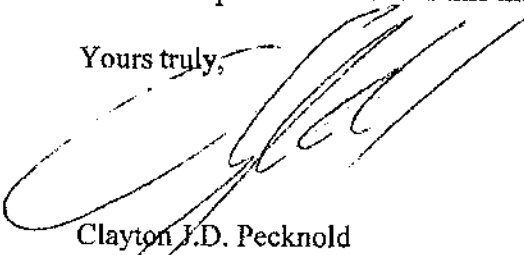
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements with the Province to use the Provincial Police Force. Currently that arrangement is set out in your Municipal Police Unit Agreement. If that Municipal Police Unit Agreement terminates prior to the establishment of an approved alternative police and law enforcement regime, your municipality could be in non-compliance with the *Police Act*. Should that occur, the Province would be required to provide policing and law enforcement in the municipality and Richmond would become responsible for all of the costs and expenses incurred by the Province to provide policing and law enforcement, which would include, but is not necessarily limited to, the following:

1. The amount the Province would pay to the federal government or a municipal government to provide police services to Richmond;
2. All of the direct and indirect costs incurred by the Province to manage the police and law enforcement services until the municipality comes into compliance with the *Police Act* (for example, the cost of an administrator for the police and law enforcement services who would determine the level of policing and set the priorities, goals and objectives of the service); and,
3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

As stated, I encourage the City of Richmond to ensure that the Ministry of Public Safety & Solicitor General has provided formal approval of the transition plan and policing model prior to making a decision on whether or not to provide the Province with a Notice of Termination under Richmond's Municipal Police Unit Agreement.

I would be pleased to discuss this matter further with you at any time.

Yours truly,



Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

pc: Deputy Commissioner Craig Callens, Commanding Officer, RCMP "E" Division
His Worship Malcolm Brodie, Mayor of the City of Richmond
Ms. Phyllis Carlyle, General Manager, Law & Community Safety

O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Wednesday, January 20, 2016 9:01 AM
To: McLean, Kimberley M JAG:EX; Dan Malo
Cc: Nessel, Renny
Subject: City of Richmond Public Consultation
Attachments: Police Services Review 2016 Summary Overview_CouncilApproved_Jan18_2016.pdf; Police Services Review 2016 Survey Form_CouncilApproved_Jan18_2016.pdf; Police Services Review 2016 - Discussion Guide - January 18, 2016.pdf

Good morning

Please find attached the City of Richmond's public consultation materials.

The contact for our media representative is set out below.

Phyllis

Sent from Samsung Mobile

----- Original message -----

From: "Townsend, Ted"
Date: 01-19-2016 12:40 (GMT-08:00)
To: "Carlyle, Phyllis"
Cc: "Corrado, Mark"
Subject: Police services dox

Ted Townsend
Senior Manager, Corporate Communications City of Richmond
O: 604-276-4399
C: 604-516-9585

www.richmond.ca
Facebook: /CityofRichmondBC<<http://www.facebook.com/cityofrichmondbc>>
Twitter: @Richmond_BC<http://www.twitter.com/richmond_bc>
YouTube: /CityofRichmondBC<<http://www.youtube.com/cityofrichmondbc>>

[RMD Heron Logo_RGB]

Richmond Police Services Review 2016: Summary Overview

Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.LetsTalkRichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

	RCMP	Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. Under the RCMP contract and by RCMP policy, the City annually provides the objectives, priorities and goals for the detachment subject to national and provincial priorities.	A Police Board will be established to oversee the creation and management of a new municipal police force. The board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Selection of leadership personnel.	Under the RCMP contract, the RCMP must consult with the City prior to appointing a new Detachment Commander. The City can request community consultations that would be undertaken in accordance with the RCMP's policies on community participation.	A Chief of Police is hired by the Police Board. The Police Board determines the process for recruiting and hiring.
Decisions about the day-to-day management of the police service.	Decisions regarding budget, staffing and deployment of resources are made by the Detachment Commander. Under the RCMP contract, the Detachment Commander must report to the City on the resources and organization of the detachment.	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
COSTS & FINANCIAL MANAGEMENT		
Annual operating costs of police services, including police officers and integrated teams.	\$41.5 million in 2015	The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over three years. A variety of sources could be used, which may include reserve accounts, such as accumulated budget surpluses or gaming funds.
Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre).	No change. Integrated Teams are included in the City's annual operating budget for police services.	Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.
COMMUNITY NEEDS & VALUES		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of retaining staff at detachments for a minimum of three to five years before transferring them.	Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.
Control over scheduling to meet service demands.	The RCMP is responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.	The Police Board would oversee the police force's planning and performance and could direct that a review of scheduling options be undertaken. Scheduling might also form part of the collective agreement.



As Richmond grows and plans for the future, Richmond City Council wishes to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services are cost effective.

- In addition to cost, it is important that Richmond's police service reflects local needs and concerns. This includes the ability to: exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs such as values, vision and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Name: _____ Address: _____
(optional)

1. I am interested in the police service in Richmond as I am:

Select all that apply:

- ☐ A Richmond resident ☐ A Richmond business owner or business tenant
☐ Employed in Richmond ☐ Post-secondary student in Richmond
☐ Other, please describe: _____

2. When deciding about my police service, the **attributes I feel most important to be addressed are:**

Please rate the following from 1 to 5, where 1 is *least important* and 5 is *most important*:

	Least important				Most important	
	1	2	3	4	5	
i) Cost control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ii) Local accountability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
iii) Reflect community values	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
iv) Local/regional hiring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
v) Providing education/outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Other important attributes? Please describe: _____

3. My major priorities for policing are:

Please rate the following from 1 to 5, where 1 is *not at all important* and 5 is *very important*:

	Not at all important				Very important	No opinion
	1	2	3	4	5	
i) Crime prevention (includes programs like Block Watch, community education and outreach)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Organized crime and gangs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Property crime (includes break-and-enters, thefts from autos, auto thefts, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Traffic safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Public disorder and vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other major priorities? Please describe: _____

4. An independent Richmond police force would provide more local decision making on costs with the police budget developed by a Police Board and approved by City Council. The Chief of Police would be hired by and accountable to the Police Board, which would be chaired by the Mayor. An independent Richmond police force would recruit and hire locally, and its officers would have strong knowledge of the community. An independent police force would be governed by provincial standards and regulations and be accountable to a local police board.

The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Detachment Commander), who reports to the RCMP's Lower Mainland District, as well as the City. Hiring and recruiting is done nationally and the City has input into hiring the Detachment Commander. Officers typically do not remain in the community for their entire career. Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering local decision making authority and community needs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering local decision making authority and community needs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

5. If the decision is made to transition to an independent Richmond police force, additional funding will be required due to the transition costs. The one-time transition cost to establish a municipal police force is estimated to be \$19.6 million, which would be spread over three years. The transition costs could be paid through a variety of existing sources.

It is estimated that the annual costs of operating an independent Richmond police force would be \$2.2 to \$3.9 million higher than the RCMP.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering operating costs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering operating costs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

6. Based on what I have learned about the options for a Richmond police force, I believe the following model would be best for the City of Richmond:

Select only one choice:

☐ Current model (RCMP) ☐ Independent Richmond police force ☐ Not sure/Undecided

7. a) I have the following comments about the City of Richmond establishing local independent police services (if any):
-
- b) I have the following comments about continuing to have police services provided by the RCMP (if any):
-

8. Please provide any additional comments or feedback:
-
-
-

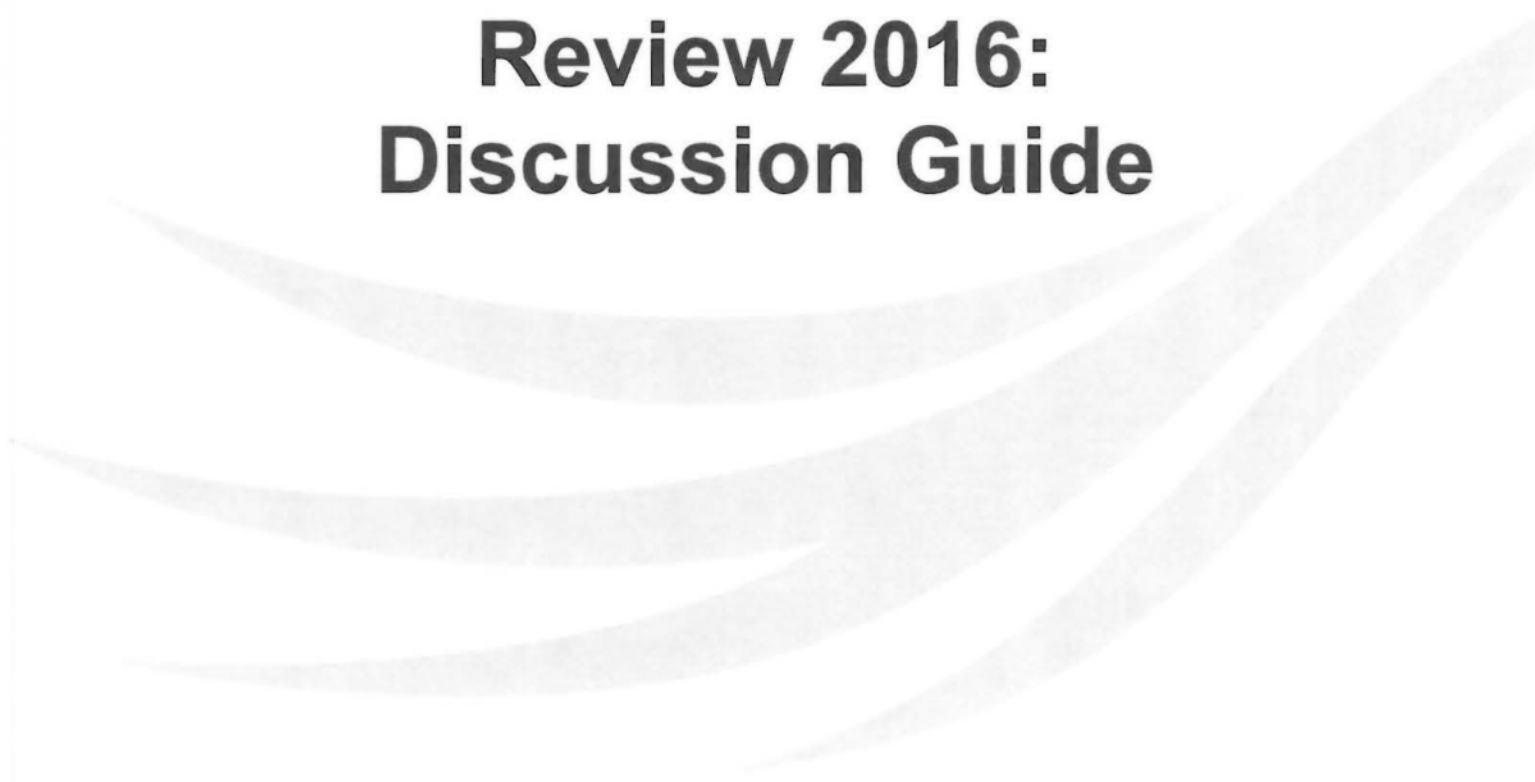
Completed forms can mailed or delivered to Law and Community Safety Division, Richmond City Hall, 6911 No. 3 Road, Richmond BC V6Y 2C1.

All forms must be received by **February 29, 2016**.

Thank you for your feedback. The results of the public consultation will be collated and reported as part of an upcoming Report to Council which will determine the City's next steps.

City of Richmond

Richmond Police Services Review 2016: Discussion Guide



Introduction

As our community grows and plans for the future, Richmond City Council is looking to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

The City of Richmond wants to ensure that our residents feel safe in their community and that we continue to have safe neighbourhoods and a safe environment for economic development.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services provide the best value for this investment.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Considerations in this area would include the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs, such as vision, values and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Richmond's policing is currently provided by the Royal Canadian Mounted Police (RCMP). The Province of BC has a Municipal Police Service Agreement with the federal government that governs the provision of police services to those municipalities served by the RCMP.

Over the past several years, Richmond City Council has repeatedly raised concerns about the limited ability municipalities have to control costs and make important decisions about police services management in the community under the current RCMP contract model.

For those reasons, Richmond reluctantly agreed to the latest Province of BC contract with the RCMP. Upon signing this contract in 2012, Richmond City Council committed to exploring its options for the future provision of policing services.

Since then the City has extensively reviewed options for the delivery of police services in our community. Based on that review, public input is being sought on two options:

1. continuing the RCMP contract for police services; or
2. creating a new, independent Richmond police service, which would contract with other police forces for specialized services, such as homicide investigation, forensic service and emergency response teams.

A Report to Council examining the two options under consideration can be found on the City website at www.richmond.ca (under Featured Topics on the home page) and at www.LetsTalkRichmond.ca.

Getting Ready for the Future

The public now has an opportunity to comment on which police service model they feel is best for Richmond, particularly in areas such as:

- *Decision-making authority* – the ability to set the budget, the priorities, goals and objectives of the police service.
- *Local needs and values* – the ability to ensure that the police service is in harmony with community priorities and local culture.
- *Finances and cost controls* – the ability to predict costs accurately and to set and control police service budgets.
- *Service delivery and staff* – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

Some key issues to consider are listed below.

Decision-Making Authority

RCMP: The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Detachment Commander), who reports to the RCMP's Lower Mainland District Office in Surrey, which reports to the BC 'E' Division Commander. The RCMP's Commissioner in Ottawa has ultimate control and management of the national police force.

Under the terms of the Provincial contract with the federal government, decisions and standards that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

The RCMP is subject to investigations and oversight regarding complaints by the Civilian Review and Complaints Commission, and is also under the purview of the Independent Investigations Office of BC as these pertain to police-related incidents resulting in serious injury or death.

The City is consulted about its priorities in the development of an Annual Performance Plan. The City may participate in the process for the selection of the Detachment Commander.

Richmond is one of the largest RCMP detachments in Canada. Burnaby, Surrey and Coquitlam also have RCMP detachments.

Independent Richmond Police Force: A new independent Richmond police force would be supplemented by specialized contracted services, which would be provided by other police forces, such as homicide investigation, forensic services and emergency response teams.

An independent police force would be governed by provincial standards and regulations and be accountable to a local police board.

An independent Richmond police force would be accountable to a local police board. The board would be chaired by the Mayor of Richmond and would include up to eight other members from the local community – one appointee by City Council who is not a member of Council and up to seven appointed by the provincial government.

The police board would present an annual operating budget for the Richmond police force to City Council for approval.

The local police board would approve the new Richmond police force's strategies, objectives and long-term plans. It would oversee the force's performance, and appoint a Chief Constable who would lead the force and all police operations, and who would be accountable to the board.

The local force would be subject to oversight and investigations both by the Office of the Police Complaints Commissioner of BC and the Independent Investigations Office of BC.

Many communities in the Lower Mainland have an independent municipal police force, including Vancouver, Delta, West Vancouver and Abbotsford.

Local Community Needs and Values

A key consideration in the delivery of any policing model is to ensure the local needs and culture of the community are understood, respected and considered in both policing provisions and staffing.

RCMP: The current local administration of the RCMP and its officers have strived to meet local community needs and values as identified by the City. However, many decisions about local priorities and costs are made outside of Richmond.

The RCMP currently recruits officers from every region of Canada, and basic training for cadets is centralized in Regina, Saskatchewan. After completion of training, successful officers are posted to jobs in communities where the RCMP provides service. Officers posted to Richmond who come from other parts of Canada may have limited local knowledge of the community or may not reflect its values.

Over periods of time, officers are able to move from one position to another. The RCMP has a practice of attempting to retain staff at detachments for three to five years before transferring them, depending on the circumstances. The Richmond detachment experiences a high turnover rate of officers, due to promotions and relocations.

Independent Richmond Police Force: If a new independent Richmond police force is established, recruitment strategies may be tailored to encourage local candidates to apply. This may include both new recruits and experienced police officers from other police forces.

These recruits would be trained closer to home at the Justice Institute of BC. In terms of retaining police officers and other personnel in the community, independent municipal forces tend to see less turnover than the RCMP. Ability to recruit locally will ensure more police officers have a good knowledge of the community and reflect its values. Many municipal police officers spend their entire careers with the same police force.

Transition

The City of Richmond can give notice of the termination of the existing RCMP policing contract no later than the end of February each year, with a transition period of 25 months from the notice date. The City must also satisfy the Province of BC that the transition plan for an independent police service will maintain appropriate levels of public safety. Any change in the policing model for Richmond will ultimately need to be approved by the provincial Minister of Public Safety.

RCMP: Continuing with the RCMP would see Richmond maintain its existing model for delivering police services. Richmond would keep its local Richmond RCMP detachment, led by the RCMP's national, regional and local chain of command. The police officers in Richmond would be RCMP police officers. Richmond would continue to draw on specialized RCMP services and police units, such as the RCMP's Emergency Response Team and Integrated Homicide Investigation Team (IHIT). Police officers would continue to be recruited nationally by the RCMP, and posted and moved based on RCMP policies and requirements.

Independent Richmond Police Force: A new independent Richmond police force would change how Richmond delivers police services. Richmond would have a new local police service, led by a Chief Constable who would be accountable to an independent local police board.

The new force would need to recruit new officers, and hire and train them with the community's specific needs and priorities in mind. Both new recruits and experienced officers from other police forces would be hired.

The City would need to make arrangements with the RCMP or other police services to secure continued access to specialized services, such as homicide investigations, forensic services and emergency response teams.

New administrative staff would need to be hired, a new organizational and command structure would be required and new police equipment would need to be sourced. Civilian staff employed by the City and currently working at the Richmond RCMP detachment could fill many of the administrative and support positions in an independent Richmond police force.

Richmond's community safety building is a City-owned facility and a new Richmond police force would be able to use it as its headquarters.

Finances and Cost Controls

The City of Richmond has carefully reviewed the two options' costs and potential budget implications. This is important because the City spends more on policing than anything else, 20 cents of every tax dollar, and we want to be sure police services are delivered efficiently and cost-effectively. The largest proportion of police costs are wages and benefits tied to benchmarks set either by the RCMP or other municipal police forces. It is important to note that policing costs will continue to rise as Richmond's population increases, regardless of whether services are provided by the RCMP or an independent force.

RCMP: Current police services cost the City of Richmond an estimated \$41.5 million annually, which includes all police services funded by the City.

Detachment budgets are developed by the RCMP with limited input from the City and are based on the Municipal Police Unit Agreement provisions where the overall budget limit is set by Council.

The City determines how many police officers will be funded within the Richmond RCMP detachment. The Federal Treasury Board determines RCMP wages and benefits of police officers.

At times, some new policing costs have been imposed on municipalities with little or no consultation or notice. For example, the City of Richmond and other municipalities have disputed costs passed on by the federal government related to the establishment of the RCMP's new BC provincial headquarters in Surrey.

Historically, RCMP officers, unlike their municipal and provincial police officer counterparts, have not been unionized. However, a recent Supreme Court of Canada decision has given RCMP officers the right to collectively bargain. It can be anticipated that there will be increased costs associated with any collective agreement that is reached between the federal government and RCMP officers and that many of these costs would impact municipalities that are policed under contract by the RCMP.

Independent Richmond Police Force: For an independent Richmond police force, the annual operating cost is projected to be higher than the cost of RCMP service. This reflects the need to hire new administrative staff, higher salaries and the loss of federal and provincial contributions for RCMP specialized services in communities with local RCMP detachments.

An independent Richmond police force would be unionized. Existing municipal policing contracts would be used as a template for the union contract of a new Richmond police department. Municipal police

departments in British Columbia have traditionally followed the lead of the Vancouver Police Department in terms of negotiating wages and benefits.

The police board would work with the Chief of Police to develop a provisional annual operating budget, which would be approved by Council. In addition, the City of Richmond would incur one-time transition costs. The transition cost is estimated to be \$19.6 million spread over three years. The City could fund the transition to a municipal police force through a variety of sources, which may include reserve accounts, such as accumulated budget surpluses or gaming funds. However, Council has made no decision on which funds might be used.

The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.

We Require Your Input

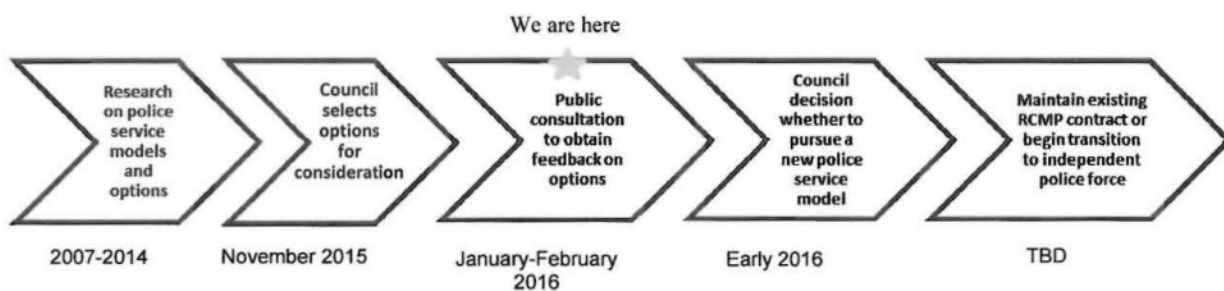
The City of Richmond wants to hear from you on this important issue.

All feedback received will be compiled, summarized and presented to City Council prior to Council making a decision on a future model for police services.

There are many ways you can share your comments:

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- Visit www.LetsTalkRichmond.ca to fill out the feedback form online.
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- Submissions must be received by Monday, February 29, 2016, to be included in a report to City Council on public feedback.
- The City will also be undertaking public polling of Richmond residents on this issue to ensure a broad sample of community feedback is received.

The following graphic provides an overview of the consultation and decision-making process.



Who Should Participate

- Richmond residents and taxpayers.
- Business owners and business tenants.
- People who are employed in Richmond or enrolled in post-secondary studies in Richmond.
- Representatives of community groups, agencies or organizations with a direct interest in policing in Richmond.

O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Monday, January 18, 2016 6:44 PM
To: McLean, Kimberley M JAG:EX
Subject: City of Richmond

Good evening

My apologies for the late email but we just finished our Council meeting.

Council has instructed that I can formally advise that the City of Richmond will not be terminating the contract for the provision of policing services prior to March 1, 2016.

The public consultation will take place until the end of February 2016 and Council will then consider the results of that consultation.

If you require any clarification please let me know.

Phyllis

Phyllis Carlyle
General Manager Law & Community Safety
The City of Richmond 6911 No. 3 Road, Richmond, B.C. V6Y 2C1
Direct 604-276-4104

This email and its attachments are intended solely for the personal use of the individual or entity named above. Any use of this communication by an unintended recipient is prohibited. If you receive this email in error please delete this message and its attachments. Thank you for your co-operation.

O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Wednesday, January 13, 2016 1:27 PM
To: McLean, Kimberley M JAG:EX
Subject: FW: Police Services- tracked changes documents
Attachments: CITYHALL-4841496.docx; CITYHALL-4841318.doc; CITYHALL-4841720.doc

Follow Up Flag: Follow up
Flag Status: Flagged

Good afternoon Kimberley

Thank you for agreeing to meet with me tomorrow afternoon. With your permission, I would like to conference call in Ted Townsend, our consultation expert and Mark Corrado, who has been working on this project. City staff are under a tight timeframe and Ted is our pro in drafting the materials, with Mark as our source of knowledge on policing.

We appreciate the comments you have provided to date and we have incorporated many in the version attached. The RCMP have provided their input which we can also discuss tomorrow.

Thanks again,

Phyllis

Phyllis Carlyle
General Manager Law & Community Safety
The City of Richmond 6911 No. 3 Road, Richmond, B.C. V6Y 2C1
Direct 604-276-4104

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As Richmond grows and plans for the future, Richmond City Council wishes to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services are cost effective.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. This includes the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs such as values, vision and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

1. I am interested in the police service in Richmond as I am:

Select all that apply:

- ☐ A Richmond resident ☐ A Richmond business owner or business tenant
☐ Employed in Richmond ☐ Post-secondary student in Richmond
☐ Other, please describe: _____

2. When deciding about your police service, what **attributes do you feel are most important to be addressed?**

Please rate the following from 1 to 5, where 1 is *least important* and 5 is *most important*:

	Least important					Most important	
	1	2	3	4	5		
i) Cost control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
ii) Accountability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
iii) Reflect community values	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
iv) Local/regional hiring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
v) Providing education/outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

Other important attributes? Please describe: _____

3. What are your **major priorities for policing?**

Please rate the following from 1 to 5, where 1 is *not at all important* and 5 is *very important*:

	Not at all important					Very important	No opinion
	1	2	3	4	5		
i) Crime prevention (includes programs like Block Watch, community education and outreach)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
ii) Organized crime and gangs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
iii) Property crime (includes break-and-enters, thefts from autos, auto thefts, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
iv) Traffic safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
v) Public disorder and vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>

Other major priorities? Please describe: _____

4. An independent Richmond police force would provide more local decision making on costs with the police budget developed by a Police Board and approved by City Council. The Chief of Police would be accountable to the Police Board, which would be chaired by the Mayor. An independent Richmond police force would recruit and hire locally, and its officers would have strong knowledge of the community.

The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Officer-in-Charge), who reports to the RCMP's Lower Mainland District as well as the City. Hiring and recruiting is done nationally and the City have input into hiring the Detachment Commander. Officers typically do not remain in the community for their entire career. Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering local decision making authority and community needs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering local decision making authority and community needs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

5. If the decision is made to transition to an independent Richmond police force, additional funding will be required due to the transition costs. The one-time transition cost to establish a municipal police force is estimated to be \$19.6 million, which would be spread over three years. The transition costs could be paid through a variety of sources.

It is estimated that the annual costs of operating an independent Richmond police force would be \$2.2 to \$3.9 million higher than the RCMP.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering operating costs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering operating costs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

6. Based on what I have learned about the options for a Richmond police force, I believe the following model would be best for the City of Richmond:

Select only one choice:

- ☐ Current model (RCMP)
☐ Independent Richmond police force
☐ Not sure/Undecided

7. a) I have the following comments about the City of Richmond establishing local independent police services (if any):

b) I have the following comments about continuing to have police services provided by the RCMP (if any):

8. Please provide any additional comments or feedback:

Completed forms can mailed or delivered to Law and Community Safety Division, Richmond City Hall, 6911 No. 3 Road, Richmond BC V6Y 2C1.

All forms must be received by **February 29, 2016**.

Thank you for your feedback. The results of the public consultation will be collated and reported as part of an upcoming Report to Council which will determine the City's next steps.

Proposed revisions Jan. 11

Richmond Police Services Review 2016: Summary Overview

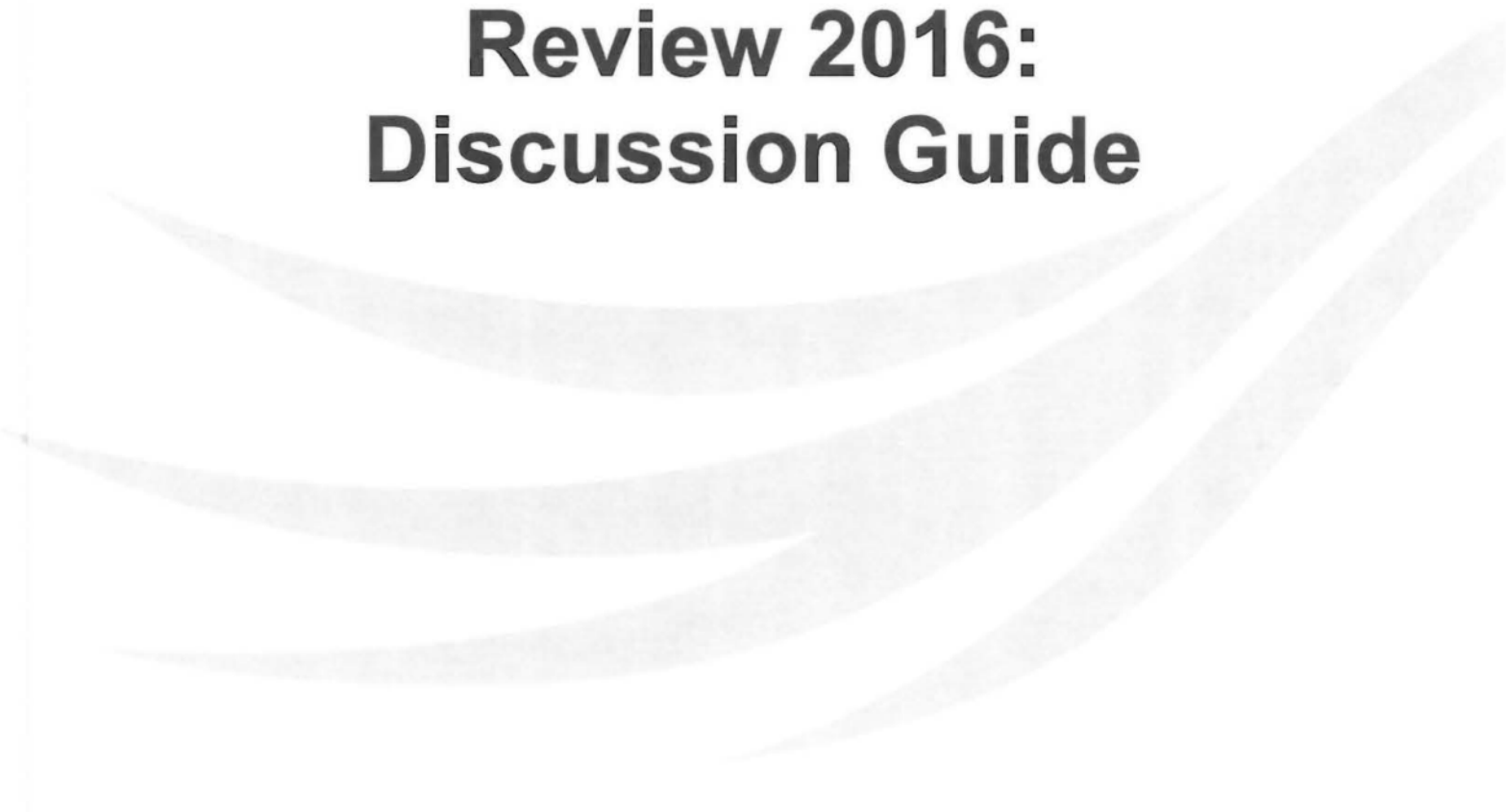
Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.LetsTalkRichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

	RCMP	Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. <u>Under the RCMP contract and by RCMP policy, the City Council annually provides the objectives, priorities and goals for the detachment, can provide input but has no formal role in police decision-making.</u>	A Police Board will be established to oversee the creation and management of a new municipal police force. The board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Control over leadership personnel.	<u>Under the RCMP contract, the RCMP must consult with the City prior to appointing a new Detachment Commander. The City can request community consultations that would be undertaken in accordance with the RCMP's policies on community participation. The local Superintendent is determined by RCMP provincial and national executive.</u>	A Chief of Police is hired by the Police Board. <u>The Police Board determines the process for recruiting and hiring.</u>
Decisions about the day-to-day management of the police service.	Decisions regarding budget, staffing and deployment of resources are made by the RCMP Detachment Commander. <u>Under the RCMP contract, the Detachment Commander must report to the City on the resources and organization of the detachment.</u>	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
COSTS & FINANCIAL MANAGEMENT		
Annual operating costs of police services, including police officers and integrated teams.	\$41.5 million in 2015	The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over three years. A variety of sources could be used, which may include reserve accounts, such as accumulated budget surpluses or gaming funds.

Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre).	No change. Integrated Teams are included in the City's annual operating budget for police services.	Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.
COMMUNITY NEEDS & VALUES		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of attempting to retaining staff at detachments for <u>a minimum of three to five to five years</u> before transferring them.	Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.
Control over scheduling to meet service demands.	City Council can provide input but has no formal role in police decision-making. <u>The RCMP is responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.</u>	The Police Board would oversee the police force's planning and performance and could direct that <u>a review of scheduling options be undertaken. Scheduling might also form part of the collective agreement.</u>

City of Richmond

Richmond Police Services Review 2016: Discussion Guide



Introduction

As our community grows and plans for the future, Richmond City Council is looking to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

The City of Richmond wants to ensure that our residents feel safe in their community and that we continue to have safe neighbourhoods and a safe environment for economic development.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services provide the best value for this investment.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Improvement Considerations in this area would include the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs, such as vision, values and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Richmond's policing is currently provided by the Royal Canadian Mounted Police (RCMP). The Province of BC has a Municipal Police Unit-Service Agreement with the RCMP-federal government that governs the provision of police services to those municipalities served by the RCMP.

Over the past several years, Richmond City Council has repeatedly raised concerns about the limited ability municipalities have to control costs and make important decisions about police services management in the community under the current RCMP contract model.

For those reasons, Richmond reluctantly agreed to the latest Province of BC contract with the RCMP. Upon signing this contract in 2012, Richmond City Council committed to exploring its options for the future provision of policing services.

Since then the City has extensively reviewed options for the delivery of police services in our community. Based on that review, public input is being sought on two options:

1. continuing the RCMP contract for police services; or
2. creating a new, independent Richmond police service, which would contract with other police forces for specialized services, such as homicide investigation, forensic service and emergency response teams.

A Report to Council examining the two options under consideration can be found on the City website at www.richmond.ca (under Featured Topics on the home page) and at www.LetsTalkRichmond.ca.

Getting Ready for the Future

The public now has an opportunity to comment on which police service model they feel is best for Richmond, particularly in areas such as:

- *Decision-making authority* – the ability to set the budget, the priorities, goals and objectives of the police service.
- *Local needs and values* – the ability to ensure that the police service is in harmony with community priorities and local culture.
- *Cost controls* – the ability to predict costs accurately and to set and control police service budgets.
- *Service delivery and staff* – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

Some key issues to consider are listed below.

Decision-Making Authority

RCMP: The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (~~Detachment Commander~~ Officer-in-Charge), who reports to the RCMP's Lower Mainland District Office in Surrey, which reports to the BC 'E' Division Commander. The RCMP's Commissioner in Ottawa has ultimate control and management of the national police force.

Under the terms of the Provincial contract with the RCMP federal government, decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

The RCMP is subject to investigations and oversight regarding complaints by the Civilian Review and Complaints Commission, and is also under the purview of ~~by the~~ Independent Investigations Office of BC as these pertain to police-related incidents of resulting in serious injury or death.

The City is consulted about its priorities in the development of an Annual Performance Plan. The City may participate in the process for the selection of the Detachment Commander.

Richmond is one of the largest RCMP detachments in Canada. Burnaby, Surrey and Coquitlam also have RCMP detachments.

Independent Richmond Police Force: A new independent Richmond police force would be supplemented by specialized contracted services, which would be provided by other police forces, such as homicide investigation, forensic services and emergency response teams.

An independent Richmond police force would be accountable to a local police board. The board would be chaired by the Mayor of Richmond and would include up to ~~six~~ eight other members from the local community – one appointee by City Council who is not a member of Council and up to ~~five~~ seven appointed by the provincial government.

The police board would present an annual operating budget for the Richmond police force to City Council for approval.

The local police board would approve the new Richmond police force's strategies, objectives and long-term plans. It would oversee the force's performance, and appoint a Chief Constable who would lead the force and all police operations, and who would be accountable to the board.

The local force would be subject to oversight and investigations both by the Office of the Police Complaints Commissioner of BC and the Independent Investigations Office of BC.

Many communities in the Lower Mainland have an independent municipal police force, including Vancouver, Delta, West Vancouver and Abbotsford.

Community Needs and Values

A key consideration in the delivery of any policing model is to ensure the local needs and culture of the community are understood, respected and considered in both policing provisions and staffing.

RCMP: The current local administration of the RCMP and its officers have strived to meet local community needs and values as identified by the City. However, many decisions about local priorities and costs are made outside of Richmond.

The RCMP currently recruits officers from every region of Canada, and basic training for cadets is centralized in Regina, Saskatchewan. After completion of training, successful officers are posted to jobs in communities where the RCMP provides service. Officers posted to Richmond who come from other parts of Canada may have limited local knowledge of the community or may not reflect its values.

Over periods of time, officers are able to move from one position to another. The RCMP has a practice of attempting to retain staff at detachments for three to five years before transferring them, depending on the circumstances. The Richmond detachment experiences a high turnover rate of officers, due to promotions and relocations.

Independent Richmond Police Force: If a new independent Richmond police force is established, recruitment strategies may be tailored to encourage local candidates to apply. This may include both new recruits and experienced police officers from other police forces.

These recruits would be trained closer to home at the Justice Institute of BC. In terms of retaining police officers and other personnel in the community, independent municipal forces tend to see less turnover than the RCMP. Ability to recruit locally will ensure more police officers have a good knowledge of the community and reflect its values. Many municipal police officers spend their entire careers with the same police force.

Transition

The City of Richmond can give notice of the termination of the existing RCMP policing contract no later than the end of February each year, with a transition period of 25 months from the notice date. The City must also satisfy the Province of BC that the transition plan for an independent police service will maintain appropriate levels of public safety. Any change in the policing model for Richmond will ultimately need to be approved by the provincial Minister of Public Safety.

RCMP: Continuing with the RCMP would see Richmond maintain its existing model for delivering police services. Richmond would keep its local Richmond RCMP detachment, led by the RCMP's national, regional and local chain of command. The police officers in Richmond would be RCMP police officers. Richmond would continue to draw on specialized RCMP services and police units, such as the RCMP's Emergency Response Team and Integrated Homicide Investigation Team (IHIT). Police officers would continue to be recruited nationally by the RCMP, and posted and moved based on ~~where the RCMP policies and requirements~~. ~~requires additional officers nationally.~~

Independent Richmond Police Force: A new independent Richmond police force would change how Richmond delivers police services. Richmond would have a new local police service, led by a Chief Constable who would be accountable to an independent local police board.

The new force would need to recruit new officers, and hire and train them with the community's specific needs and priorities in mind. Both new recruits and experienced officers from other police forces would be hired.

The City would need to make arrangements with the RCMP or other police services to secure continued access to specialized services, such as homicide investigations, forensic services and emergency response teams.

New administrative staff would need to be hired, a new organizational and command structure would be required and new police equipment would need to be sourced. Civilian staff employed by the City and currently working at the Richmond RCMP detachment could fill many of the administrative and support positions in an independent Richmond police force.

Richmond's community safety building is a City-owned facility and a new Richmond police force would be able to use it as its headquarters.

Finances

The City of Richmond has carefully reviewed the two options' costs and potential budget implications. This is important because the City spends more on policing than anything else, 20 cents of every tax dollar, and we want to be sure police services are delivered efficiently and cost-effectively. The largest proportion of police costs are wages and benefits tied to benchmarks set either by the RCMP or other municipal police forces. It is important to note that policing costs will continue to rise as Richmond's population increases, regardless of whether services are provided by the RCMP or an independent force.

RCMP: Current police services cost the City of Richmond an estimated \$41.5 million annually, which includes all police services funded by the City.

Police Detachment budgets are developed by the RCMP with limited input from the City and are based on the Municipal Police Unit Agreement provisions.

The City determines how many police officers will be funded within the Richmond RCMP detachment. The RCMP-Federal Treasury Board determines RCMP wages and benefits of police officers.

At times, some new policing costs have been imposed on municipalities ~~by the RCMP~~ with little or no consultation or notice. For example, the City of Richmond and other municipalities have disputed costs passed on by the RCMP-federal government related to the establishment of the RCMP's new BC provincial headquarters in Surrey.

Historically, RCMP officers, unlike their municipal and provincial police officer counterparts, have not been unionized. However, a recent Supreme Court of Canada decision has given RCMP officers the right to collectively bargain. It can be anticipated that there will be increased costs associated with any collective agreement that is reached between the federal government and RCMP officers and that many of these costs ~~will be passed along to~~ would impact municipalities that are policed under contract by the RCMP.

Independent Richmond Police Force: For an independent Richmond police force, the annual operating cost is projected to be higher than the cost of RCMP service. This reflects the need to hire new administrative staff, higher salaries and the loss of federal and provincial subsidies-contributions for RCMP specialized services in communities with local RCMP detachments.

An independent Richmond police force would be unionized. Existing municipal policing contracts would be used as a template for the union contract of a new Richmond police department. Municipal police departments in British Columbia have traditionally followed the lead of the Vancouver Police Department in terms of negotiating wages and benefits.

The police board ~~would~~ would work with the Chief of Police to develop a provisional annual operating budget, which would be approved by Council. In addition, the City of Richmond would incur one-time transition costs. The transition cost is estimated to be \$19.6 million spread over three years. The City could fund the transition to a municipal police force through a variety of sources, which may include reserve accounts, such as accumulated budget surpluses or gaming funds. However, Council has made no decision on which funds might be used.

The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.

We Require Your Input

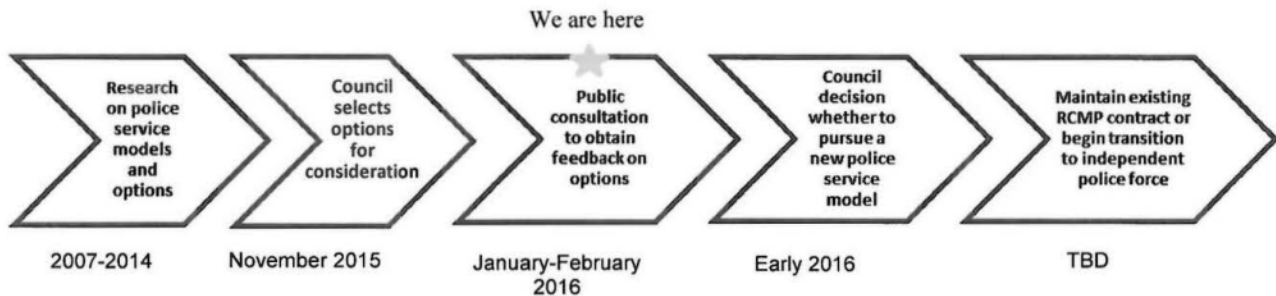
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- Submissions must be received by Monday, February 29, 2016, to be included in a report to City Council on public feedback.
- The City will also be undertaking public polling of Richmond residents on this issue to ensure a broad sample of community feedback is received.

The following graphic provides an overview of the consultation and decision-making process.



Who Should Participate

- Richmond residents and taxpayers.
- Business owners and business tenants.
- People who are employed in Richmond or enrolled in post-secondary studies in Richmond.
- Representatives of community groups, agencies or organizations with a direct interest in policing in Richmond.

O'Neill, Jennifer L PSSG:EX

From: Koehle, Leah JAG:EX
Sent: Wednesday, January 13, 2016 12:03 PM
To: McLean, Kimberley M JAG:EX
Cc: Richir, Karen JAG:EX
Subject: Brodie 513804 - ADM Draft Reply
Attachments: 513804 Brodie.docx

Hi Kimberley,

The attached document has been formatted and CLIFF logged (513804). Moving forward to Clayton for review and approval.

Leah

From: McLean, Kimberley M JAG:EX
Sent: Tuesday, January 12, 2016 3:46 PM
To: Richir, Karen JAG:EX; Koehle, Leah JAG:EX
Subject: FW: 16Jan12_RLB comments-January 12 2016 letter to mayor brodie from clayton - final

Note we need to remove the footer

From: McLean, Kimberley M JAG:EX
Sent: Tuesday, January 12, 2016 3:44 PM
To: Richir, Karen JAG:EX; Koehle, Leah JAG:EX
Cc: Bell, Ronald JAG:EX
Subject: 16Jan12_RLB comments-January 12 2016 letter to mayor brodie from clayton - final

Karen/Leah - Please prepare this letter for Clayton's signature.

Ron – this reflects the edits we just discussed.

Tx K



January 14, 2016
Ref: 513804

His Worship Malcolm Brodie
Mayor of the City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mayor Brodie:

I received the document entitled "Richmond Police Services Review 2016: Discussion Guide" and subsequently provided comments about that document to Ms. Phyllis Carlyle, General Manager, Law & Community Safety, on January 11, 2016. I appreciate the opportunity to review the document and provide feedback prior to its public release. You should be aware that the Province was not able to endorse the document as written, and would be pleased to assist in refining the language if Richmond so desires.

As you are preparing to engage the community of Richmond in discussions about its policing model, I wanted to take the opportunity to relay to you some issues concerning the timing of any transition to an independent policing model, should that be the outcome of your process of consultations and deliberations.

It appears that Richmond may be planning to give the Province a Notice of Termination under the Municipal Police Unit Agreement (MPUA) on February 29, 2016, and this concerns me. I have discussed the timing of any possible transition with Ms. Carlyle and the consultants retained by Richmond to provide advice and analysis in this process. In order to avoid any misconceptions, I wish to reiterate that the Minister of Public Safety & Solicitor General must approve the establishment of an independent municipal police department. In order to seek such an approval my office will need to review:

1. A complete and detailed description of the future policing model for the department to be established; and
2. A detailed written proposal, including a transition plan.

.../2

The review of those items, and dealing with any concerns that may be identified in that review, would be required before the request for approval would be forwarded to the Minister for consideration, which may or may not result in the request being approved. I would also reiterate that it is difficult to determine how quickly this review and approval process could take.

Practically, obtaining the Minister's approval to establish an independent police department is a pre-condition to Richmond giving a Notice of Termination of its MPUA.

I also wish to remind you of the statutory requirement for municipalities to provide policing under the *Police Act*. Richmond is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements with the Province to use the Provincial Police Force. Currently that arrangement is set out in Richmond's Unit Agreement. If Richmond's MPUA terminates prior to the establishment of an approved alternative police and law enforcement regime, Richmond could be in non-compliance with the *Police Act*. Should that occur, the Province would be required to provide policing and law enforcement in the municipality and Richmond would become responsible for all of the costs and expenses incurred by the Province to provide policing and law enforcement, which would include the following:

1. The amount the Province would pay to the federal government or a municipal government to provide police services to Richmond;
2. All of the direct and indirect costs incurred by the Province to manage the police and law enforcement services until the municipality comes into compliance with the *Police Act* (for example, the cost of an administrator for the police and law enforcement services who would determine the level of policing and set the priorities, goals and objectives of the service); and
3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

I strongly encourage the City of Richmond to ensure that the Minister of Public Safety & Solicitor General has provided formal approval of the transition plan and policing model prior to making a decision on whether or not to provide the Province with a Notice of Termination under Richmond's Unit Agreement.

I would be pleased to discuss this matter further with you at any time.

Yours truly,

Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Tuesday, January 12, 2016 10:25 AM
To: Carlyle,Phyllis
Cc: McLean, Kimberley M JAG:EX
Subject: Re: Richmond Police Review Meetings Public Open Houses KM

Good to hear phyllis. We will work with you on a priority basis. Thank you.

Kimberley as noted. I will assist as needed as well.

Original Message

From: Carlyle,Phyllis
Sent: Tuesday, January 12, 2016 10:23 AM
To: Pecknold, Clayton JAG:EX
Cc: McLean, Kimberley M JAG:EX
Subject: RE: Richmond Police Review Meetings Public Open Houses KM

Good morning Clayton

Thank you for providing the edits from Kimberley.

Richmond City Council has delayed the release of the materials to ensure there is time for further discussion.

Would it be possible to work directly with Kimberley to review the materials over the next few days?

If Kimberley contacts me with a time that works for her, we will get our team together at this end and work through the changes with Kimberley and her staff.

Phyllis

Phyllis Carlyle
General Manager Law & Community Safety
The City of Richmond 6911 No. 3 Road, Richmond, B.C. V6Y 2C1 Direct 604-276-4104

This email and its attachments are intended solely for the personal use of the individual or entity named above. Any use of this communication by an unintended recipient is prohibited. If you receive this email in error please delete this message and its attachments. Thank you for your co-operation.

-----Original Message-----

From: Pecknold, Clayton JAG:EX [mailto:Clayton.Pecknold@gov.bc.ca]
Sent: Monday, 11 January 2016 11:40
To: Carlyle,Phyllis
Cc: McLean, Kimberley M JAG:EX
Subject: Fw: Richmond Police Review Meetings Public Open Houses KM

Phyllis. Kimberley did her best to do a fact check on your discussion guide so here are some amendments. I have to tell you that we still cannot endorse it. Should you decide to delay the issuance of the guide for a few days we would be happy to meet with you and assist in making it factual and more neutral.

s.13,s.16

I leave it to you and Malcolm to decide your next steps.

From: McLean, Kimberley M JAG:EX <Kimberley.McLean@gov.bc.ca>

Sent: Monday, January 11, 2016 11:34 AM

To: Pecknold, Clayton JAG:EX

Subject: Richmond Police Review Meetings Public Open Houses KM

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Monday, January 11, 2016 2:58 PM
To: McLean, Kimberley M JAG:EX
Subject: Info
Attachments: Richmond 2016-01-11.pdf



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

January 11th, 2016

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

Mayor Brodie,

I am writing to you in reference to the anticipated release of the Richmond Police Services Review 2016: Discussion Guide and Survey related to the future of policing in the City of Richmond. I understand that these documents will be released later today as part of the consultative process.

I want to first thank you for the opportunity given to the RCMP to meet with your General Manager of Law & Community Safety on January 7, 2016, where she provided me with materials that were going to be posted to your web-site and made available to the public, as well as a timeline of outreach opportunities for your staff.

During this meeting, I had the opportunity to discuss the contents of the materials. In that meeting, I shared my concern for some significant inaccuracies that may lead to the citizens of Richmond, and any other person who accesses your web-site, to believe that the current model is somehow flawed. Without the knowledge that you and I have, one can even read this and infer that the RCMP is not an inclusive, professional and accountable partner in your community. I am sure you would agree that such perception would be inaccurate. It is unfortunate that the RCMP had not been given the opportunity to provide input prior to late last week, as we could have helped portray an accurate depiction of the current policing model in the City of Richmond as well as dispel many myths that exist in terms of what partnership we have with you.

With the most respect, I would like to take this opportunity to express my view in some areas of the discussion guide and survey, in hopes that my comments can help you ensure that the materials that go out to the public are accurate.

As discussed with your staff, the RCMP has serious concerns with the provided "Summary Overview" as well as others areas within the materials as it pertains to the RCMP which will be provided to the citizens of Richmond. I would like to highlight some of the areas of concern below, as they flow in the document;



In the Introduction Section of the Document, it states, "In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Improvement in this area would include the ability to:

- Exercise influence over the police service budget.
- Influence key decisions such as setting service levels and priorities, and hiring of a Chief Constable.
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This area, in the way it is written, could infer that you do not enjoy this relationship now.

As you know, the City of Richmond currently sets the budget and determines the resource levels available to the RCMP Detachment. The Officer in Charge presents an overview of policing pressures and submits a formal request for an increase in establishment if warranted. The City of Richmond alone can accept or deny any additional requests and modify the budget as it sees fit. In addition, all support provided to the Richmond RCMP is done so with Richmond Municipal Employees hired by the City. I am told that the vast majority of the municipal support positions spend their entire careers serving the citizens of Richmond through their RCMP Detachment. I am told that over the past 10 years, the Detachment has never spent all the monies made available to them. Ensuring fiscal responsibility over the citizen's money is a priority of the Force. Our Corporate experts remain available to you at any time to brief on anything financial that you or your council needs.

In terms of setting local priorities, I described to you in my letter dated January 4, 2016 the process by where the City of Richmond decides on it's local priorities in consultation with the Richmond Detachment. I also highlight for you the 2016 priorities. Please let me know if any of those priorities are not agreeable to you, and I will ensure that this area is investigated further.

In terms of tenure, our staff is currently adding to the materials I included in my letter to you dated January 4, 2016. I believe you will be impressed with the longevity and experience of those RCMP members serving your community. Just last week I was told that four current members of Richmond Detachment came from Richmond High School class 1973. In addition, members of the Richmond Detachment speak over 80 languages. Should other languages surface, not available from within the Detachment, we would routinely seek the assistance RCMP wide.

Decision Making Authority

Setting the priorities, goals and budget of the police services. It notes for RCMP that "Police Services are managed by the local RCMP Superintendent in consultation with RCMP provincial



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

and national headquarters. City council can provide input but has no formal role in police decision-making.”

I hope that my letter to you dated January 4th, 2016 clarifies how priorities are set in the City of Richmond in consultation with the RCMP. It would be inaccurate to say that the City Council has no formal role in the decision making process. The local Community Safety Committee, chaired by one of your elected Councillors, acts as the structure for consultation and partnership between the RCMP and the City. The Richmond RCMP reports regularly to the Safety Committee. It operates much like a police board, with the additional benefit of dialogue not contained in a formal police board structure.

As I note above, the City Council also approves all new resources which directly affect the budget.

Control over leadership personnel.

During last week’s meeting with your staff this area was discussed at length. I was pleased to hear from your staff, that prior to my tenure here at the District Commander, that you and your Director chose the current Officer in Charge of your Detachment without interference from the RCMP. In addition, the new process, outlined under the MPPA, highlights that you would pick your next Commander. To state that “The local Superintendent is determined by the RCMP Provincial and National Executive” is simply not accurate. Examples of local elected officials selecting their Commanders occurred recently in Langley City and Township, and again in Coquitlam and Port Coquitlam and Belcarra. In each of these areas, with myself present, the local elected officials and their staff chose the Officer that now leads their Detachments. I would encourage you to speak with the officials in those areas to seek their feedback on the current process in place.

Decisions about the day-to-day management of the police service.

Decisions regarding budget are in fact made by the City Council which includes the overall staffing level. The only area that stays with the police is in the area of “Operations”. This would not be any different with a Municipal Police Force as there are clear standards set out that area.

Community Needs and Values

Control over recruitment and retention of officers.

Although the RCMP general staffing policy is to have new recruits stay for a minimum of 5 years and lateral transfers for 3 years, my letter dated January 4th, 2016 hopefully clarifies that many members have remained in Richmond much longer than the minimum period and may have only ever worked in Richmond. A new survey was sent to all members of Richmond Detachment seeking to highlight tenure and experience in a much better way. This information will be made available to you and your staff shortly.



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District Officer Chef de district

Control over scheduling to meet service demands.

Currently the OIC handles the "Operations" of the detachment and the City Council does not have input into the operations and deployment of members to such areas of calls for service. This would not change with a Municipal Police Force, and in fact the second point that "The Police Board would oversee the police force's planning and performance" does not address scheduling and services demands, as it implies.

I believe your staff is well equipped, with the addition of Mr. Mark Corrado, to correct the misleading, inaccurate information in this area. In fact, Mr Corrado played a significant role in the preparation of the RCMP Richmond Advantage document.

I continue to be a resource available for and in support of you as the citizens of Richmond decide on the best model for policing in your community. As I have mentioned and written to you prior, I am committed to ensuring that only accurate information about the RCMP be advanced. I note that misinformation has already been advanced through the media this morning by a citizen of Richmond. A comprehensive communication strategy will be actioned to ensure that the citizens receive fact in forming their opinion in such an important matter as policing.

I am sure you agree with me that public confidence, and the morale of those RCMP members and staff currently serving Richmond remain un-impacted during this exercise. On that note, by next week, I and Chief Superintendent Boudreau will have met with every member of the Richmond Detachment to answer their questions during this uncertain time.

It would be foolish for me to tell you that their morale has not been negatively impacted by this process. As always, you have my commitment that the men and woman that serve your community will remain professional and committed, as they have always been.

I will continue to work for you in this area and look forward to the opportunity to share with your council as well.

Respectfully,

Dan Malo, Assistant Commissioner
District Officer
Lower Mainland District, E Division
Royal Canadian Mounted Police

cc: Superintendent Rendall Nasset, Officer in Charge, Richmond R.C.M.P.
cc: Ms. Phyllis Carlyle, GM Law and Community Safety, City of Richmond

Canada

O'Neill, Jennifer L PSSG:EX

From: Godenzie, Lisa JAG:EX
Sent: Monday, January 11, 2016 8:22 AM
To: McLean, Kimberley M JAG:EX
Cc: Enger, Tonia JAG:EX; Foisy, Rachel E JAG:EX
Subject: FW: Public discussion.
Attachments: Fw: Richmond

Kimberley - below are my comments for your discussion with Phyllis. Good luck. I am sure you are aware of all my comments and it will be a matter of perspective on their part as to whether they will amend.

Under Introduction:

I will address the issue with each bullet in the section as it arises as no point arguing it in the intro. The first paragraph after the bullets there are 2 errors. The Province has a Municipal Police "Service" Agreement (not Unit) with the "Federal Government" (not RCMP)

Decision-making Authority:

2nd Para: Under the terms of the Provincial contract with the "federal government" (not RCMP)

Comments: the statement about "limited input from the City" is their perception. The City has a representative at the LGCMC table and a representative from the LGCMC at the FPT CMC.

This also seems unbalanced with respect to budget. The section on Independent talks about the police board presenting an annual budget to Council for approval. Under the RCMP section, Mayor and council sets the budget and establishes the number of police officers through the AIP letters. It makes it sound like they have no input or approval over the budget.

Community Needs and Values:

Comment: I think they need to provide an example of where local priorities are made outside of Richmond.

Detachment Commanders MUST do a Detachment Performance Plan (DPP or APP) each year with sign off from the Mayor. Some communities hold town halls to get community input. I'm not sure what Richmond does, but this is their opportunity to set the local policing priorities. The detachment commander also is required to report out at least quarterly on the community priorities.

It is only Detachment Commanders who are expected to stay for 3-5 years in their positions. Other members can and do stay longer and many do through promotional opportunities in the detachment or at least the LMD. They imply that it is regular occurrence to transfer the bulk of the detachment staff on a 3-5 year basis and that is not true. This is likely their perception based on dealings only with the senior officers.

Do they have stats to show the high turnover rates? The statement about recruiting from other PDs contradicts the last statement that says many municipal officers spend their entire career with the same police force. So if this is true how do they plan to poach members and we/other PD would likely try to restrict this as it is not good for policing on the whole.

Transition:

Comment: Last sentence under RCMP is an over statement about members being posted and moved where RCMP required additional officers "nationally". Out of province transfers are rare.

Finances:

It is Federal TB that determines wages and benefits of officers (not RCMP). I believe RCMP finance would take issue with the comment that Police budgets are developed with limited input from the City. RCMP finance (Brad Lanthier) in

particular works hard to tailor the budget to the municipalities desires. And presents whenever requested. I won't even comment on the GT statement.

Table at the End:

Setting priorities, goals, budget - statement is not true - as above, the City sets the local priorities, budget, number of members....

Control over leadership - not exactly true - a detachment the size of Richmond is very involved in the hiring of their detachment commander. They may be given a short list of members that have applied for that rank, but like the City of Campbell River they get the final say in who to choose based on merit.

Control over recruitment/retention - again see above - the 3-5 year transfer is misleading.

Control over scheduling - blanket statement that the City has no formal role in police decision making would be true for both RCMP and Independent - police independence! Overseeing planning and performance is different and occurs within RCMP as well.

Survey Form:

I would suggest that question #4 is extremely biased as worded and suggest rewriting.

I hope this helps. Call if you need clarification.

Lisa

-----Original Message-----

From: Pecknold, Clayton JAG:EX
Sent: Friday, January 8, 2016 3:03 PM
To: Godenzie, Lisa JAG:EX
Subject: Fw: Public discussion.

See below. Call me.^{s.17}

Original Message

From: clayton.pecknold@gov.bc.ca
Sent: Friday, January 8, 2016 3:02 PM
To: Brodie,Malcolm
Cc: Carlyle,Phyllis
Subject: Re: Public discussion.

I will certainly do that and we will try to meet your deadline. My preference of course is to avoid publicly contradicting your information so we will try to meet it.

Thanks.

Original Message

From: Brodie,Malcolm
Sent: Friday, January 8, 2016 2:57 PM
To: Pecknold, Clayton JAG:EX
Cc: Carlyle,Phyllis
Subject: RE: Public discussion.

Hi Clayton - please have your staff contact Phyllis asap to give us details^{s.13,s.16}

The timeline for such input is very short - the ultimate deadline for any such input would be Monday at noon.

Malcolm Brodie | Mayor
City of Richmond
Phone | 604-276-4123
Email | mbrodie@richmond.ca

-----Original Message-----

From: Pecknold, Clayton JAG:EX [mailto:Clayton.Pecknold@gov.bc.ca]
Sent: January-08-16 1:44 PM
To: Brodie, Malcolm
Subject: Public discussion.

Hello Malcolm.

I have just been made aware of your pending release next week to start your public consultation on policing models. I was certainly aware this was underway as you know but I wanted to alert you to a concern you may wish to rectify.

When I read through your discussion guide it was apparent to me that s.13,s.16
s.13,s.16 may cause some difficulties in the public dialogue. As you know the media often come to us to
comment on these matters and to date we have stayed at high level messaging. s.13,s.16
s.13,s.16

I am happy to have staff work with Phyllis s.13,s.16 if you can find a way to delay the posting a
little. Unfortunately I am in the US this weekend but if you wish to discuss I can give you a call.

Regards,

Clayton.

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Friday, January 8, 2016 3:47 PM
To: Godenzie, Lisa JAG:EX; McLean, Kimberley M JAG:EX
Subject: Fw: Richmond
Attachments: Richmond Police Review Meetings & Public Open Houses.pdf; CITYHALL-#4820879-v1-News_Release__Richmond_releases__rep_1.DOC; Police Services_report_-_November_26__2015.pdf

As discussed.

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Monday, January 11, 2016 4:51 PM
To: McLean, Kimberley M JAG:EX
Subject: Fw: Three letters written to the Mayor
Attachments: Richmond 2016-01-11.pdf; Letter_RCH_2016-01-04_1.pdf; City of Richmond 2015-11-13.pdf

Original Message

From: Dan MALO <Dan.Malo@rcmp-grc.gc.ca>
Sent: Monday, January 11, 2016 4:41 PM
To: Pecknold, Clayton JAG:EX
Subject: Fw: Three letters written to the Mayor

Here are the three I wrote Clayton. Tx.

>>> Dan MALO 11/01/2016 4:40:56 PM >>>
Fyi

Dan MALO, M.O.M.
Assistant Commissioner
District Commander
Lower Mainland District Office
14200 Green Timbers Way,
Mailstop #506
Surrey, B.C. V3T 6P3

Tel: 778-290-3000
Cel: s.15,s.16,s.17

Dan MALO, Comm Adj.
Chef de District
Bureau du district du Lower Mainland
14200 Green Timbers Way,
Arrêt postal no 506
Surrey (C.-B.) V3T 6P3
Tél: 778-290-3000
Cel: s.15,s.16,s.17
dan.malo@rcmp-grc.gc.ca



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

January 4th, 2016

Malcolm D. Brodie, Mayor
City of Richmond
6911 No. 3 Road
Richmond, B.C. V6Y 2C1

Mayor Brodie,

I have read the Report to Council, 4819089, released to the public on November 26th, 2015 by Ms. Phyllis Carlyle, General Manager of Law and Community Safety. I want to take this opportunity to offer information to you that may answer some concerns that were documented in the report.

Governance – the ability to influence the priorities, goals and objectives of the police service.

Richmond RCMP completes a Annual Performance Plan (APP) every fiscal year. The APP is an electronic planning and performance management tool which allows your local RCMP to tailor its services to contract partners' priorities, often in support of specific areas such as crime reduction, community policing and integrated policing.

Community consultation is a key component and in Richmond. This consultation takes place with your Police Committee. Once the APP is completed, an "Acknowledgement of Consultation" form is generated and signed by the General Manager of Law and Community Safety. This document provides a record for the community representatives of the "Priority Issues" that have been agreed upon. Reporting on measures and progress to the communities is ongoing throughout the year and your Officer in Charge meets with the General Manager weekly.

This year's Priority Community or Detachment Objectives set by your community are

1. Reduce break and enters and theft from automobiles (property)
2. Reduce fatality and serious collisions, distracted driving and pedestrian safety (safety)
3. Increased officer visibility and community events (police/community relations)
4. Build and maintain positive relations with our partners (policing and mental health)
5. Reduce repeat domestic offender, partner homicide/assault (violence in relationships)
6. Reduce gang activities, homicide, kidnap, extortion, disrupt organized crime (organized crime)
7. Effectively respond to threats to the security of Canada (safety)
8. Contribute to community safety (safety)
9. Contribute to safer youth (police/community relations)

As you do, I support the **oversight of the Integrated Teams** with an established governance model. As you also know, Mr. Pecknold is in discussions with your CAO/PPC's on how that may be achieved to the satisfaction of all contributors.

Canada



Local needs – the ability to ensure that the police service is in harmony with local needs. Our members are part of many different community groups in Richmond and are active with youth and in schools. The ability to be in harmony with local needs goes back to the APP consultation and setting community priorities. I am sure you would agree that a Police Service disconnected from its community would not enjoy such a low crime rate. You have advised me on more than one occasion that you are extremely pleased with the service that the RCMP provides in your community.

Cost Controls, transparency and accountability. The ability to predict costs accurately and to obtain surety has proven challenging in relation to the payments required for the Green Timbers building, the location of the Division's headquarters, as well as the decision to change, without consultation, the payment of severance to RCMP members.

From a transparency standpoint, your staff receives full disclosure on your financials. Our Corporate Management Branch has a positive relationship with your municipal staff and supports them with monthly forecasts, five year plans produced annually, as well as a full reconciliation on invoices. They have regular discussions with municipal staff and meet with them face to face several times throughout the year.

In terms of being accountable, "E" Division finance has delivered over 30 presentations to municipal partners including elected officials in regular council settings. These have been very well received and help explain how RCMP finance functions, the services provided as well as an explanation on cost drivers. As previously discussed in elected officials meetings, a customized presentation of your municipality can be arranged, should you wish to request it. Once again, I offer this customized presentation to you and your council.

Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

I am pleased to see that you approved the increase to our local establishment for the upcoming year. I can assure you that those numbers will be met. In fact, at the local Mayor's forum, you commented on how outstanding our recruiting numbers were for this year in relation to the entire District. I commit to continuing to match those numbers in the years to come. Although recruiting is a national RCMP program, local members actively recruit in the City of Richmond. Many new recruits arrive from across the country to deliver policing in Richmond.

Members are provided developmental opportunities to transfer to different units such as the Integrated Homicide Investigative Team and to other detachment locations not only in the Province but across the country. This also affords members a transfer into Richmond with previous experience. There are at least two members currently posted to Richmond Detachment who started as recruits and went on to gain experience in other programs and detachments then transferred back to Richmond bringing that increased expertise back. Richmond is able to access the best of the best from within the RCMP for promotional opportunities.



Royal Canadian
Mounted Police

Gendarmerie royale
du Canada

District Officer

Chef de district

Richmond Detachment tenure Chart (does not count members posted at Richmond more than once)

**The numbers may be a couple off as the chart doesn't update which would mean longer tenure*

Less than five years at Richmond Detachment	89
Between five and ten years at Richmond Detachment	106
Between ten and fifteen years at Richmond Detachment	25
Between fifteen and twenty years at Richmond Detachment	9
Total	229

The RCMP has recently studied the shifting and resources at Richmond Detachment as part of the General Duty Staffing Analysis Project and has provided that report to the General Manager of Law and Community Safety. The report is designed to ensure that the detachment has the required number of resources and that they are scheduled to maximize efficiencies.

I have committed to you that I will continue to offer business intelligence information to you and your city staff to assist in making an important informed decision for your community.

Once again, I offer to present and update you and your council at any opportunity made available to me.

As you are aware, the City of Richmond enjoys one of the lowest rates of crime in the region. I am confident that with the dedicated members of this RCMP Detachment, and when we bring the RCMP in its totality into your community, we will further drive crime down this upcoming year.

I wish you and the City of Richmond citizens a safe and prosperous 2016. I look forward to much discussion with you this year.

Respectfully,

Dan Malo, Assistant Commissioner
District Officer
Lower Mainland District, E Division
Royal Canadian Mounted Police

cc: Superintendent Rendall Nasset, Officer in Charge, Richmond R.C.M.P.
cc: Ms. Phyllis Carlyle, GM Law and Community Safety, City of Richmond

Canada



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

November 13th, 2015

Malcolm D. Brodie, Mayor
City of Richmond
6911 No. 3 Road
Richmond, B.C. V6Y 2C1

Mayor Brodie,

The R.C.M.P. have proudly served the citizens of the City of Richmond for 65 years and continue to do so.

Members of the Richmond R.C.M.P. are committed and support your community both on and off duty through community engagement initiatives, volunteering and a wide variety of other activities.

I understand that you will be presented with a report on Monday November 16th 2015 authored by Mr. Peter German which may contain recommendations on the future of policing in your city. There has not been any formal consultation with the R.C.M.P. in preparation of this report. Unfortunately this means we have not had an opportunity to ensure that the content with respect to the R.C.M.P. is accurate.

The R.C.M.P. in British Columbia gather and maintain a significant amount of business intelligence, including a wide range of information in the financial and corporate management areas. I continue to offer that information to you and your city staff if you feel it may assist you. If you wish to consider input from the R.C.M.P., I would be happy to make those resources available to you and your staff.

I am aware of a dated R.C.M.P. report entitled "The R.C.M.P. Advantage" which may or may not form part of Mr. German's submission. I want to confirm with you that if that is the case, this report in my view would not constitute a fair representation of our position today.

The R.C.M.P. is a service based organization. As such, I respect any decision and direction that you deem appropriate for the citizens of your community. However, I want to ensure that you are armed with accurate, defensible and reliable information in order to make such an important decision.

I invite any further discussion you and your staff wish to have on this very important issue.

Sincerely,

Dan Malo, Assistant Commissioner
Lower Mainland District Commander
Royal Canadian Mounted Police

cc: Superintendent Rendall Nessel, Officer in Charge Richmond R.C.M.P.
cc: Ms. Phyllis Carlyle, GM Law & Community Safety, City of Richmond

Canada



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

January 11th, 2016

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

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Decision Making Authority

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District Officer Chef de district

and national headquarters. City council can provide input but has no formal role in police decision-making.”

I hope that my letter to you dated January 4th, 2016 clarifies how priorities are set in the City of Richmond in consultation with the RCMP. It would be inaccurate to say that the City Council has no formal role in the decision making process. The local Community Safety Committee, chaired by one of your elected Councillors, acts as the structure for consultation and partnership between the RCMP and the City. The Richmond RCMP reports regularly to the Safety Committee. It operates much like a police board, with the additional benefit of dialogue not contained in a formal police board structure.

As I note above, the City Council also approves all new resources which directly affect the budget.

Control over leadership personnel.

During last week’s meeting with your staff this area was discussed at length. I was pleased to hear from your staff, that prior to my tenure here at the District Commander, that you and your Director chose the current Officer in Charge of your Detachment without interference from the RCMP. In addition, the new process, outlined under the MPPA, highlights that you would pick your next Commander. To state that “The local Superintendent is determined by the RCMP Provincial and National Executive” is simply not accurate. Examples of local elected officials selecting their Commanders occurred recently in Langley City and Township, and again in Coquitlam and Port Coquitlam and Belcarra. In each of these areas, with myself present, the local elected officials and their staff chose the Officer that now leads their Detachments. I would encourage you to speak with the officials in those areas to seek their feedback on the current process in place.

Decisions about the day-to-day management of the police service.

Decisions regarding budget are in fact made by the City Council which includes the overall staffing level. The only area that stays with the police is in the area of “Operations”. This would not be any different with a Municipal Police Force as there are clear standards set out that area.

Community Needs and Values

Control over recruitment and retention of officers.

Although the RCMP general staffing policy is to have new recruits stay for a minimum of 5 years and lateral transfers for 3 years, my letter dated January 4th, 2016 hopefully clarifies that many members have remained in Richmond much longer than the minimum period and may have only ever worked in Richmond. A new survey was sent to all members of Richmond Detachment seeking to highlight tenure and experience in a much better way. This information will be made available to you and your staff shortly.



Royal Canadian Mounted Police Gendarmerie royale du Canada
District Officer Chef de district

Control over scheduling to meet service demands.

Currently the OIC handles the "Operations" of the detachment and the City Council does not have input into the operations and deployment of members to such areas of calls for service. This would not change with a Municipal Police Force, and in fact the second point that "The Police Board would oversee the police force's planning and performance" does not address scheduling and services demands, as it implies.

I believe your staff is well equipped, with the addition of Mr. Mark Corrado, to correct the misleading, inaccurate information in this area. In fact, Mr Corrado played a significant role in the preparation of the RCMP Richmond Advantage document.

I continue to be a resource available for and in support of you as the citizens of Richmond decide on the best model for policing in your community. As I have mentioned and written to you prior, I am committed to ensuring that only accurate information about the RCMP be advanced. I note that misinformation has already been advanced through the media this morning by a citizen of Richmond. A comprehensive communication strategy will be actioned to ensure that the citizens receive fact in forming their opinion in such an important matter as policing.

I am sure you agree with me that public confidence, and the morale of those RCMP members and staff currently serving Richmond remain un-impacted during this exercise. On that note, by next week, I and Chief Superintendent Boudreau will have met with every member of the Richmond Detachment to answer their questions during this uncertain time.

It would be foolish for me to tell you that their morale has not been negatively impacted by this process. As always, you have my commitment that the men and woman that serve your community will remain professional and committed, as they have always been.

I will continue to work for you in this area and look forward to the opportunity to share with your council as well.

Respectfully,

Dan Malo, Assistant Commissioner
District Officer
Lower Mainland District, E Division
Royal Canadian Mounted Police

cc: Superintendent Rendall Nasset, Officer in Charge, Richmond R.C.M.P.
cc: Ms. Phyllis Carlyle, GM Law and Community Safety, City of Richmond

Canada

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Monday, January 11, 2016 11:40 AM
To: Carlyle,Phyllis
Cc: McLean, Kimberley M JAG:EX
Subject: Fw: Richmond Police Review Meetings Public Open Houses KM
Attachments: Richmond Police Review Meetings Public Open Houses KM.docx

Phyllis. Kimberley did her best to do a fact check on your discussion guide so here are some amendments. I have to tell you that we still cannot endorse it. Should you decide to delay the issuance of the guide for a few days we would be happy to meet with you and assist s.13,s.16

As stated if we are approached by media we will be providing factual information s.13,s.16
s.13,s.16

I leave it to you an Malcolm to decide your next steps.

From: McLean, Kimberley M JAG:EX
Sent: Monday, January 11, 2016 11:34 AM
To: Pecknold, Clayton JAG:EX
Subject: Richmond Police Review Meetings Public Open Houses KM

Police Service Review Stakeholders Meetings/Public Open Houses

Group	Date	Location	Notes
Council/School Board Liaison Committee	Wednesday, January 20, 9-11 a.m.	City Hall	Presentation with Q and A; will seek input on additional consultation with school board/district staff
InterCultural Advisory Committee	Wednesday, January 20, 6 p.m.	City Hall	Presentation with Q and A
Seniors Advisory Committee	Wednesday, February 10, 9:30 a.m.	City Hall	Presentation
Richmond Chamber of Commerce	Friday, February 12 11:30 a.m.-1:30 p.m.	Sheraton Vancouver Airport	Staffed display boards at Mayor's Annual Address
Minoru Seniors Society	Tuesday, February 2 10am-noon	Minoru Place Seniors Centre	Staffed display boards at member drop-in
Richmond Chamber of Commerce	TBD	TBD	Possible presentation to board and/or members drop-in
Vancouver Coastal Health	?	?	
Vancouver International Airport	?	?	
Public Open House	Thursday, February 18, 5-8 p.m.	East Richmond Community Hall	
Public Open House	Saturday, February 20 10 a.m. -1 p.m.	Thompson Community Centre	
Public Open House	Wednesday, February 24, 5-8 p.m.	City Hall	

City of Richmond

Richmond Police Services Review 2016: Discussion Guide

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Introduction

As our community grows and plans for the future, Richmond City Council is looking to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

The City of Richmond wants to ensure that our residents feel safe in their community and that we continue to have safe neighbourhoods and a safe environment for economic development.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services provide the best value for this investment.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Improvement in this area would include the ability to:

- exercise greater influence over the police services budget;
- influence/ensure key decisions such as setting service levels and priorities, and hiring a Chief Constable are made entirely locally;
- respond to local community needs, such as vision, values and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

s.13,s.16

Richmond's policing is currently provided by the Royal Canadian Mounted Police (RCMP). The Province of BC has a Municipal Police Unit Service Agreement with the Federal government RCMP that governs the provision of police services to those municipalities served by the RCMP.

Over the past several years, Richmond City Council has repeatedly raised concerns about some the limited on the ability of RCMP policed municipalities have to control costs (e.g. officer salaries are set by Federal treasury board) and make important decisions about police services management in the community under the current RCMP contract model.

For those reasons, Richmond reluctantly agreed to the latest Province of BC contract with the RCMP. Upon signing this contract in 2012, Richmond City Council committed to exploring its options for the future provision of policing services.

Since then the City has extensively reviewed options for the delivery of police services in our community. Based on that review, public input is being sought on two options:

1. continuing the RCMP contract for police services; or
2. creating a new, independent Richmond police service, which would contract with other police forces for specialized services, such as homicide investigation, forensic service and emergency response teams.

A Report to Council examining the two options under consideration can be found on the City website at www.richmond.ca (under Featured Topics on the home page) and at www.letstalkrichmond.ca.

Getting Ready for the Future

The public now has an opportunity to comment on which police service model they feel is best for Richmond, particularly in areas such as:

- *Decision making authority* - the ability to set the budget, the priorities, goals and objectives of the police service.
- *Local needs and values* - the ability to ensure that the police service is in harmony with community priorities and local culture.
- *Cost controls* - ~~the ability to predict costs accurately and to set and control police service budgets~~
- *Service delivery and staff* - control over recruitment, retention of officers in the community, and scheduling to meet service demands.

Some key issues to consider are listed below.

Decision-making Authority

RCMP: The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Officer-in-Charge), who reports to the RCMP's Lower Mainland District Office in Surrey, which reports to the BC 'E' Division Commander. The RCMP's Commissioner in Ottawa has ultimate control and management of the national police force.

Under the terms of the Provincial contract with the ~~Federal government~~ RCMP, decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City. The City does have representation on the Union of BC Municipalities' (UBCM) Local Government Contract Management Committee, and a representative of the LGCMC also sits on the National RCMP Contract Management Committee. These Committees act as forums for discussion regarding issues that may impact the governance, cost, quality or capacity of the service provided by the RCMP.

The RCMP is subject to investigations and oversight regarding complaints by the the Civilian Review and Complaints Commission for the RCMP, and is also under the purview of the Independent Investigations Office of BC when there are as these pertain to police-related incidents of resulting - serious in serious injury or death.

The Officer in Charge presents an annual operating budget for the Richmond Detachment to City Council for approval. The City is also consulted about its priorities in the development of an Annual Priorities and Performance Plan for the detachment.

Richmond is one of the largest RCMP detachments in Canada. Burnaby, Surrey and Coquitlam also have RCMP detachments. The City may participate in the process for selection of the Detachment Commander.

Independent Richmond Police Force: A new independent Richmond police force would be supplemented by specialized contracted services, which would be provided by other police forces, such as homicide investigation, forensic services and emergency response teams.

An independent Richmond police force would be accountable to a local police board. The board would be chaired by the Mayor of Richmond and would include up to ~~six~~ eight other members from the local community - one appointee by City Council who is not a member of Council and up to seven ~~five~~ appointed by the provincial government.

The police board would present an annual operating budget for the Richmond police force to City Council for approval.

The local police board would approve the new Richmond police force's strategies, objectives and long-

Comment [KM2]: I am trying to balance the points made for each option

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term plans. It would oversee the force's performance, and appoint a Chief Constable who would lead the force and all police operations, and who would be accountable to the board.

The local force would be subject to oversight and investigations both by the Office of the Police Complaints Commissioner of BC and the Independent Investigations Office of BC.

Many communities in the Lower Mainland have an independent municipal police force, including Vancouver, Delta, West Vancouver and Abbotsford.

Community Needs and Values

A key consideration in the delivery of any policing model is to ensure the local needs and culture of the community are understood, respected and considered in both policing provisions and staffing.

RCMP: The current local administration of the RCMP and its officers have strived to meet local community needs and values as identified by the City. However, many decisions about local priorities and costs are made outside of Richmond. For example, the Federal Treasury Board establishes the wages and benefits of RCMP officers.

Comment [KM3]: What is an example of this

The RCMP currently recruits officers from every region of Canada, and basic training for cadets is centralized in Regina, Saskatchewan. After completion of training, successful officers are posted to jobs in communities where the RCMP provides service. Officers posted to Richmond who come from other parts of Canada may have limited local knowledge of the community or may not understand, at first, reflect its values.

Over periods of time, officers are able to move from one position or community to another. The RCMP has a practice of attempting to retain staff at detachments for three to five years before transferring them, depending on the circumstances. The Richmond detachment experiences a high turnover rate of officer turnovers, due to promotions and relocations.

s.13,s.16

Independent Richmond Police Force: If a new independent Richmond police force is established, recruitment strategies may be tailored to encourage local candidates to apply. This *may* include both new recruits and experienced police officers from other police forces.

These recruits would be trained closer to home at the Justice Institute of BC. In terms of retaining police officers and other personnel in the community, independent municipal forces tend to see less turnover than the RCMP because officers are not being transferred to other detachments. Ability to recruit locally will ensure more police officers have a good knowledge of the community and reflect its values. Many municipal police officers spend their entire careers with the same police force.

Transition

The City of Richmond can give notice of the termination of the existing RCMP policing contract no later than the end of February each year, with a transition period of 25 months from the notice date. The City must also satisfy the Province of BC that the transition plan for an independent police service will maintain appropriate levels of public safety. Any change to the policing model for Richmond will ultimately need to be approved by the provincial Minister of Public Safety.

RCMP: Continuing with the RCMP would see Richmond maintain its existing model for delivering police services. Richmond would keep its local Richmond RCMP detachment, led by accountable to the RCMP's national, regional and local chain of command, as well as the City.

The police officers in Richmond would be RCMP police officers - federal employees that have been recruited from across Canada and trained by the RCMP.

Richmond would continue to draw on specialized RCMP services and police units, such as the RCMP's Emergency Response Team and Integrated Homicide Investigation Team (IHIT). Police officers would continue to be recruited nationally by the RCMP, and posted and moved based on where the RCMP policies and requirements requires additional officers, nationally.

Independent Richmond Police Force: A new independent Richmond police force would change how Richmond delivers police services. Richmond would have a new local police service, led by a Chief Constable who would be accountable to an independent local police board.

The new force would need to recruit new officers, and hire and train them with the community's specific needs and priorities in mind. Both new recruits and experienced officers from other police forces would be hired.

The City would need to make arrangements with the RCMP or other police services to secure continued access to specialized services, such as homicide investigations, forensic services and emergency response teams

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New administrative staff would need to be hired, a new organizational and command structure would be required and new police equipment would need to be sourced. Civilian staff employed by the City and currently working at the Richmond RCMP detachment could fill many of the administrative and support positions in an independent Richmond police force.

Richmond's community safety building is a City-owned facility and a new Richmond police force would be able to use it as its headquarters.

Finances

The City of Richmond has carefully reviewed the two options' costs and potential budget implications. This is important because the City spends more on policing than anything else, 20 cents of every tax dollar, and we want to be sure police services are delivered efficiently and cost-effectively. The largest proportion of police costs are wages and benefits tied to benchmarks set either by the RCMP or other municipal police forces. It is important to note that policing costs will continue to rise as Richmond's population increases, regardless of whether services are provided by the RCMP or an independent force.

RCMP: Current police services cost the City of Richmond an estimated \$41.5 million annually, which includes all police services funded by the City. This does not include the 10% contribution made by the federal government to operational costs.

Detachment Police budgets are developed by the RCMP with limited input from the City based on the Municipal Police Unit Agreement provisions.

The City determines how many police officers will be funded within the Richmond RCMP detachment. The Federal Treasury Board RCMP determines RCMP wages and benefits of police officers.

At times, some new costs have been imposed on municipalities by the federal government RCMP with little or no consultation or notice. For example, the City of Richmond and other municipalities have disputed costs passed on by the federal government RCMP-related to the establishment of the RCMP's new BC provincial headquarters in Surrey.

Historically, RCMP officers, unlike their municipal and provincial police officer counterparts, have not been unionized. However, a recent Supreme Court of Canada decision has given RCMP officers the right to collectively bargain. It can be anticipated that there will be increased costs associated with any collective agreement that is reached between the federal government and RCMP officers and that many of these costs will be passed along to municipalities that are policed under contract by the RCMP.

Independent Richmond Police Force: For an independent Richmond police force, the annual operating cost is projected to be higher than the cost of RCMP service. This reflects the need to hire new administrative staff, higher salaries and the loss of federal and provincial contributions/subsidies for RCMP specialized services in communities with local RCMP detachments.

An independent Richmond police force would be unionized. Existing municipal policing contracts would be used as a template for the union contract of a new Richmond police department. Municipal police departments in British Columbia have traditionally followed the lead of the Vancouver Police Department in terms of negotiating wages and benefits.

The police board would work with the Chief of Police to develop a provisional annual operating budget, which would be approved by Council. In addition, the City of Richmond would incur one-time transition costs. The transition cost is estimated to be \$19.6 million spread over three years. The City could fund the transition to a municipal police force through a variety of sources, which may include reserve accounts, such as accumulated budget surpluses or gaming funds. However, Council has made no decision on which funds might be used.

The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.

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We Require Your Input

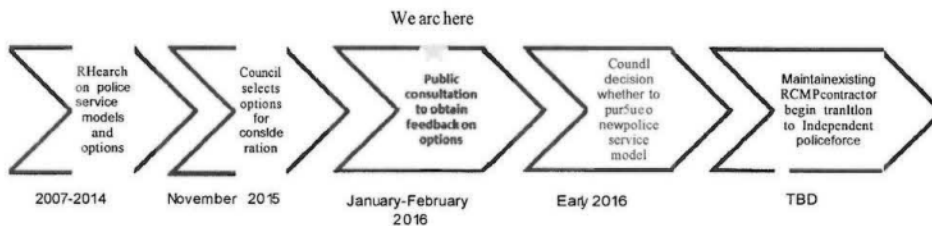
The City of Richmond wants to hear from you on this important issue.

All feedback received will be compiled, summarized and presented to City Council prior to Council making a decision on a future model for police services.

There are many ways you can share your comments:

- Complete the feedback form.
- Visit www.letstalkrichmond.ca to fill out the feedback form online.
- Written submissions may be sent to the City of Richmond via email to policingconsult@richmond.ca, or by mail to % Law and Community Safety Division, 6911 No. 3 Road, Richmond BC V6Y 2C1.
- Submissions must be received by February 29, 2016, to be included in a report to City Council on public feedback.
- The City will also be undertaking public polling of Richmond residents on this issue to ensure a broad sample of community feedback is received.

The following graphic provides an overview of the consultation and decision-making process



Who Should Participate

- Richmond residents and taxpayers
- Business owners and business tenants
- People who are employed in Richmond or lived in post-secondary studies in Richmond
- Representatives of community groups, agencies or organizations with a direct interest in policing in Richmond

Richmond Police Services Review 2016: Summary Overview

Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.letstalkrichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

RCMP		Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. <u>Under the RCMP contract, and by RCMP policy, the City-Council can-annually provides input-but-has, the objectives, priorities and goals for the Unit -no formal role in-police-decision-making</u>	A Police Board will be established to oversee the creation and management of a new municipal police force. The Board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Control over leadership personnel.	<u>Under the RCMP contract, the Commanding Officer must consult with the City prior to appointing a new Detachment Commander. The City can request community consultations that would be undertaken in accordance with the RCMP's policies on community participation. The local Superintendent is determined by RCMP provincial and national executive.</u>	A Chief of Police is hired by the Police Board. <u>The Police Board determines the process for recruiting and hiring.</u>
Decisions about the day-to-day management of the police service	Decisions regarding budget, staffing and deployment of resources are made by the <u>Detachment CommanderRCMP. Under the RCMP contract, the Detachment Commander must report to the City on the resources and organization of the detachment.</u>	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
COSTS & FINANCIAL MANAGEMENT		
Annual operating costs of police services, including police officers and integrated teams	<u>\$41.5 million in 2015 (not including the 10% federal contribution)</u>	The annual operating costs for an independent Richmond police force are estimated to be \$22 million to \$39 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over 3 years. A variety of sources could be used, which may include reserve accounts, such as accumulated budget surpluses or gaming funds.

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Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre)

No change. Integrated Teams are included in the City's annual operating budget for police services.

Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.

COMMUNITY NEEDS & VALUES

Control over recruitment and retention of officers.

Officers are recruited from across Canada. The RCMP has a practice of attempting to retain staff at detachments for 3-5 years before transferring them.

Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.

Control over scheduling to meet service demands.

~~City Council can provide input but has no formal role in police decision-making. The RCMP are responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.~~

The Police Board would oversee the police force's planning and performance, and could direct that a review of scheduling options be undertaken. Scheduling might also form part of the collective agreement.

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City of Richmond

Richmond Police Services Review 2016: Survey Form

6911 No. 3 Road, Richmond, BC V6Y 2C1

As Richmond grows and plans for the future, Richmond City Council wishes to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services are cost effective.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. This includes the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs such as values, vision and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

1. I am interested in the police service in Richmond as I am:

Select all that apply:

☐ A Richmond resident ☐ A Richmond business owner or business tenant

☐ Employed in Richmond ☐ Post-secondary student in Richmond

☐ Other, please describe: _____

2. When deciding about your police service, what attributes do you feel are most important to be addressed?

Please rank the following from 1 to 5, where 1 is *least important* and 5 is *more important*:

	Least Important				More Important	
	1	2	3	4	5	
i) Cost control	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	a
ii) Accountability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	a
iii) Reflect community values	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	0
iv) Local/regional hiring	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	0
v) Providing education/outreach	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	0
vi) Response times	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	0

Other important attributes? Please describe: _____

3. What are your major priorities for policing?

Please rank the following from 1 to 5, where 1 is *not at all important* and 5 is *very important*:

	Not at all Important				Very Important	No Opinion
	1	2	3	4	5	
i) Crime prevention (includes programs like BackWich, community education and outreach)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
ii) Organized crime and gangs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>
iii) Property crime (includes break and enter thefts from autos, auto thefts etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
iv) Traffic safety	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
v) Public order and vandalism	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
vi) Response times	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other major priorities? Please describe: _____

4. ~~The budget for a~~An independent Richmond police force would provide more ~~be~~local decision-making on costs with the police budget ~~be~~ developed by ~~a~~the Chief of Police and Police Board and approved by City Council. ~~The Chief of Police would be accountable to the Police Board, which is chaired by the Mayor.~~ An independent Richmond police force would recruit and hire locally, and its officers would ~~develop~~ have strong knowledge of the community. ~~Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.~~

The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Officer-in-Charge), who reports to the RCMP's Lower Mainland district ~~as well as the City~~. Hiring and recruiting is done nationally, ~~and the City may be involved in hiring the Detachment Commander.~~ ~~Officers typically do not remain in the community for the entire career.~~ Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

Comment [KM5]: Can this comparison be more balanced

Please rank the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

	Not very good 1	2	3	4	Very good 5	No Opinion
a) When considering local decision making authority and community needs, I believe an independent Richmond police force would be:	D	O	O	D	O	O
b) When considering local decision making authority and community needs, I believe the current RCMP policing model is:	O	O	O	O	O	O

5. If the decision is made to transition to an independent Richmond police force, additional funding will be required due to the transition costs. The one-time transition cost to establish a municipal police force is estimated to be \$19.6 million, which would be spread over three years. The transition costs could be paid through a variety of sources.

It is estimated that the annual costs of operating an independent Richmond police force would be \$2.2 to \$3.9 million ~~higher than the RCMP.~~

Please rank the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

	Not very good 1	2	3	4	Very good 5	No Opinion
a) When considering operating costs, I believe the current RCMP policing model is:	a	a	O	a	D	O
b) When considering operating costs, I believe an independent Richmond police force would be:	O	O	O	a	O	a

6. Based on what I have learned about the options for a Richmond police force, I believe the following model would be best for the City of Richmond:

Select only 1 choice:

- D Current model (RCMP)
O Independent Richmond police force
O Not sure/Undecided

7. a) I have the following comments about the City of Richmond establishing local independent police services (if any):

b) I have the following comments about continuing to have police services provided by the RCMP (if any):

8. Please provide any additional comments or feedback:

Thank you for your feedback. The results of the public consultation will be collated and reported as part of an upcoming Report to Council which will determine the City's next steps.

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Friday, January 8, 2016 3:47 PM
To: Godenzie, Lisa JAG:EX; McLean, Kimberley M JAG:EX
Subject: Fw: Richmond
Attachments: Richmond Police Review Meetings & Public Open Houses.pdf; CITYHALL-#4820879-v1-News_Release__Richmond_releases__rep_1.DOC; Police Services_report_-_November_26_2015.pdf

As discussed.



November 26, 2015

For Immediate Release

City of Richmond releases report on police service

Richmond, BC – The City of Richmond has released a comprehensive report on police services. The report summarizes the City's findings from an extensive review of its options for the future provision of police services for Richmond.

"Our Council is committed to ensuring Richmond is a safe place to live, work and visit now and in the future," said Richmond Mayor Malcolm Brodie. "As our community grows and evolves, we want to ensure our police service reflects the community's changing needs and priorities."

The City expressed significant concerns about the RCMP Municipal Police Unit agreement when it was renewed by the Province of BC in 2012. Given its ongoing concerns, the City committed to a review of its options for the provision of police services. Since then, the City has extensively reviewed options for the delivery of police service in Richmond and narrowed its options to continuing with the RCMP or forming a new independent municipal police service.

The report examines a number of considerations in determining the best police service model for Richmond including costs, governance, accountability, responsiveness to community needs and values, service delivery and staffing considerations.

Police service is the largest single cost centre for the City, consuming roughly 20 per cent of the annual operating budget for a total cost of \$41.5 million in 2015.

City Council has made no decisions on police services at this time. The next step in the process will be public consultation on the two options. A consultation plan is now being developed and it is anticipated that formal public consultation will begin in early 2016. In the interim, the City of Richmond will continue to be served by the RCMP.

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Police Service Review Stakeholders Meetings/Public Open Houses

Group	Date	Location	Notes
Council/School Board Liaison Committee	Wednesday, January 20, 9-11 a.m.	City Hall	Presentation with Q and A; will seek input on additional consultation with school board/district staff
Inter Cultural Advisory Committee	Wednesday, January 20, 6 p.m.	City Hall	Presentation with Q and A
Seniors Advisory Committee	Wednesday, February 10, 9:30 a.m.	City Hall	Presentation
Richmond Chamber of Commerce	Friday, February 12 11:30 a.m.-1:30 p.m.	Sheraton Vancouver Airport	Staffed display boards at Mayor's Annual Address
Minoru Seniors Society	Tuesday, February 2 10am -noon	Minoru Place Seniors Centre	Staffed display boards at member drop-in
Richmond Chamber of Commerce	TBD	TBD	Possible presentation to board and/or members drop-in
Vancouver Coastal Health	?	?	
Vancouver International Airport	?	?	
Public Open House	Thursday, February 18, 5-8 p.m	East Richmond Community Hall	
Public Open House	Saturday, February 20 10 a.m. -1 p.m.	Thompson Community Centre	
Public Open House	Wednesday, February 24, 5-8 p.m	City Hall	

City of Richmond

Richmond Police Services Review 2016: Discussion Guide



Introduction

As our community grows and plans for the future, Richmond City Council is looking to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

The City of Richmond wants to ensure that our residents feel safe in their community and that we continue to have safe neighbourhoods and a safe environment for economic development.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services provide the best value for this investment.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Improvement in this area would include the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs, such as vision, values and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Richmond's policing is currently provided by the Royal Canadian Mounted Police (RCMP). The Province of BC has a Municipal Police Unit Agreement with the RCMP that governs the provision of police services to those municipalities served by the RCMP.

Over the past several years, Richmond City Council has repeatedly raised concerns about the limited ability municipalities have to control costs and make important decisions about police services management in the community under the current RCMP contract model.

For those reasons, Richmond reluctantly agreed to the latest Province of BC contract with the RCMP. Upon signing this contract in 2012, Richmond City Council committed to exploring its options for the future provision of policing services.

Since then the City has extensively reviewed options for the delivery of police services in our community. Based on that review, public input is being sought on two options:

1. continuing the RCMP contract for police services; or
2. creating a new, independent Richmond police service, which would contract with other police forces for specialized services, such as homicide investigation, forensic service and emergency response teams.

A Report to Council examining the two options under consideration can be found on the City website at www.richmond.ca (under Featured Topics on the home page) and at www.letstalkrichmond.ca.

Getting Ready for the Future

The public now has an opportunity to comment on which police service model they feel is best for Richmond, particularly in areas such as:

- *Decision making authority* – the ability to set the budget, the priorities, goals and objectives of the police service.
- *Local needs and values* – the ability to ensure that the police service is in harmony with community priorities and local culture.
- *Cost controls* – the ability to predict costs accurately and to set and control police service budgets.
- *Service delivery and staff* – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

Some key issues to consider are listed below.

Decision-making Authority

RCMP: The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Officer-in-Charge), who reports to the RCMP's Lower Mainland District Office in Surrey, which reports to the BC 'E' Division Commander. The RCMP's Commissioner in Ottawa has ultimate control and management of the national police force.

Under the terms of the Provincial contract with the RCMP, decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

The RCMP is subject to investigations and oversight by the Independent Investigations Office of BC as these pertain to police-related incidents of serious injury or death.

Richmond is one of the largest RCMP detachments in Canada. Burnaby, Surrey and Coquitlam also have RCMP detachments.

Independent Richmond Police Force: A new independent Richmond police force would be supplemented by specialized contracted services, which would be provided by other police forces, such as homicide investigation, forensic services and emergency response teams.

An independent Richmond police force would be accountable to a local police board. The board would be chaired by the Mayor of Richmond and would include up to six other members from the local community – one appointee by City Council who is not a member of Council and up to five appointed by the provincial government.

The police board would present an annual operating budget for the Richmond police force to City Council for approval.

The local police board would approve the new Richmond police force's strategies, objectives and long-term plans. It would oversee the force's performance, and appoint a Chief Constable who would lead the force and all police operations, and who would be accountable to the board.

The local force would be subject to oversight and investigations both by the Office of the Police Complaints Commissioner of BC and the Independent Investigations Office of BC.

Many communities in the Lower Mainland have an independent municipal police force, including Vancouver, Delta, West Vancouver and Abbotsford.

Community Needs and Values

A key consideration in the delivery of any policing model is to ensure the local needs and culture of the community are understood, respected and considered in both policing provisions and staffing.

RCMP: The current local administration of the RCMP and its officers have strived to meet local community needs and values as identified by the City. However, many decisions about local priorities and costs are made outside of Richmond.

The RCMP currently recruits officers from every region of Canada, and basic training for cadets is centralized in Regina, Saskatchewan. After completion of training, successful officers are posted to jobs in communities where the RCMP provides service. Officers posted to Richmond who come from other parts of Canada may have limited local knowledge of the community or may not reflect its values.

Over periods of time, officers are able to move from one position to another. The RCMP has a practice of attempting to retain staff at detachments for three to five years before transferring them, depending on the circumstances. The Richmond detachment experiences a high turnover rate of officers, due to promotions and relocations.

Independent Richmond Police Force: If a new independent Richmond police force is established, recruitment strategies may be tailored to encourage local candidates to apply. This may include both new recruits and experienced police officers from other police forces.

These recruits would be trained closer to home at the Justice Institute of BC. In terms of retaining police officers and other personnel in the community, independent municipal forces tend to see less turnover than the RCMP. Ability to recruit locally will ensure more police officers have a good knowledge of the community and reflect its values. Many municipal police officers spend their entire careers with the same police force.

Transition

The City of Richmond can give notice of the termination of the existing RCMP policing contract no later than the end of February each year, with a transition period of 25 months from the notice date. The City must also satisfy the Province of BC that the transition plan for an independent police service will maintain appropriate levels of public safety.

RCMP: Continuing with the RCMP would see Richmond maintain its existing model for delivering police services. Richmond would keep its local Richmond RCMP detachment, led by the RCMP's national, regional and local chain of command. The police officers in Richmond would be RCMP police officers. Richmond would continue to draw on specialized RCMP services and police units, such as the RCMP's Emergency Response Team and Integrated Homicide Investigation Team (IHIT). Police officers would continue to be recruited nationally by the RCMP, and posted and moved based on where the RCMP requires additional officers nationally.

Independent Richmond Police Force: A new independent Richmond police force would change how Richmond delivers police services. Richmond would have a new local police service, led by a Chief Constable who would be accountable to an independent local police board.

The new force would need to recruit new officers, and hire and train them with the community's specific needs and priorities in mind. Both new recruits and experienced officers from other police forces would be hired.

The City would need to make arrangements with the RCMP or other police services to secure continued access to specialized services, such as homicide investigations, forensic services and emergency response teams.

New administrative staff would need to be hired, a new organizational and command structure would be required and new police equipment would need to be sourced. Civilian staff employed by the City and currently working at the Richmond RCMP detachment could fill many of the administrative and support positions in an independent Richmond police force.

Richmond's community safety building is a City-owned facility and a new Richmond police force would be able to use it as its headquarters.

Finances

The City of Richmond has carefully reviewed the two options' costs and potential budget implications. This is important because the City spends more on policing than anything else, 20 cents of every tax dollar, and we want to be sure police services are delivered efficiently and cost-effectively. The largest proportion of police costs are wages and benefits tied to benchmarks set either by the RCMP or other municipal police forces. It is important to note that policing costs will continue to rise as Richmond's population increases, regardless of whether services are provided by the RCMP or an independent force.

RCMP: Current police services cost the City of Richmond an estimated \$41.5 million annually, which includes all police services funded by the City.

Police budgets are developed by the RCMP with limited input from the City.

The City determines how many police officers will be funded within the Richmond RCMP detachment. The RCMP determines wages and benefits of police officers.

At times, some new costs have been imposed on municipalities by the RCMP with little or no consultation or notice. For example, the City of Richmond and other municipalities have disputed costs passed on by the RCMP related to the establishment of the RCMP's new BC provincial headquarters in Surrey.

Historically, RCMP officers, unlike their municipal and provincial police officer counterparts, have not been unionized. However, a recent Supreme Court of Canada decision has given RCMP officers the right to collectively bargain. It can be anticipated that there will be increased costs associated with any collective agreement that is reached between the federal government and RCMP officers and that many of these costs will be passed along to municipalities that are policed under contract by the RCMP.

Independent Richmond Police Force: For an independent Richmond police force, the annual operating cost is projected to be higher than the cost of RCMP service. This reflects the need to hire new administrative staff, higher salaries and the loss of federal and provincial subsidies for RCMP specialized services in communities with local RCMP detachments.

An independent Richmond police force would be unionized. Existing municipal policing contracts would be used as a template for the union contract of a new Richmond police department. Municipal police departments in British Columbia have traditionally followed the lead of the Vancouver Police Department in terms of negotiating wages and benefits.

The police board would develop a provisional annual operating budget, which would be approved by Council. In addition, the City of Richmond would incur one-time transition costs. The transition cost is estimated to be \$19.6 million spread over three years. The City could fund the transition to a municipal police force through a variety of sources, which may include reserve accounts, such as accumulated budget surpluses or gaming funds. However, Council has made no decision on which funds might be used.

The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.

We Require Your Input

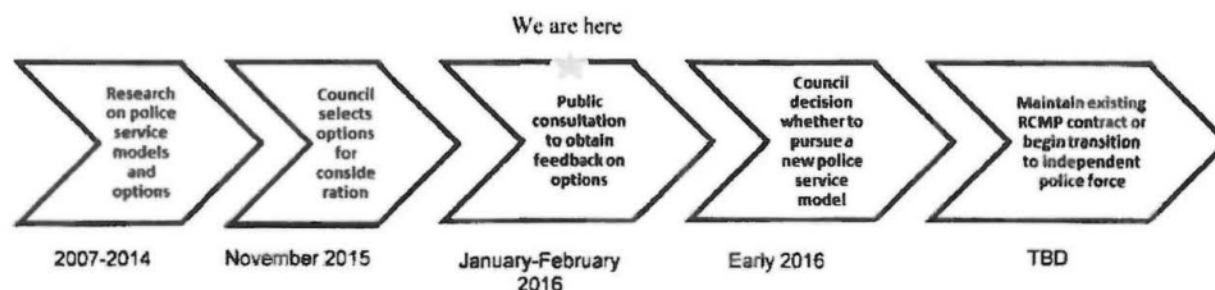
The City of Richmond wants to hear from you on this important issue.

All feedback received will be compiled, summarized and presented to City Council prior to Council making a decision on a future model for police services.

There are many ways you can share your comments:

- Complete the feedback form.
- Visit www.letstalkrichmond.ca to fill out the feedback form online.
- Written submissions may be sent to the City of Richmond via email to policingconsult@richmond.ca, or by mail to % Law and Community Safety Division, 6911 No. 3 Road, Richmond BC V6Y 2C1.
- Submissions must be received by February 29, 2016, to be included in a report to City Council on public feedback.
- The City will also be undertaking public polling of Richmond residents on this issue to ensure a broad sample of community feedback is received.

The following graphic provides an overview of the consultation and decision-making process.



Who Should Participate

- Richmond residents and taxpayers.
- Business owners and business tenants.
- People who are employed in Richmond or enrolled in post-secondary studies in Richmond.
- Representatives of community groups, agencies or organizations with a direct interest in policing in Richmond.

Richmond Police Services Review 2016:

Summary Overview

Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.letstalkrichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

	RCMP	Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. City Council can provide input but has no formal role in police decision-making.	A Police Board will be established to oversee the creation and management of a new municipal police force. The Board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Control over leadership personnel.	The local Superintendent is determined by RCMP provincial and national executive.	A Chief of Police is hired by the Police Board.
Decisions about the day-to-day management of the police service.	Decisions regarding budget, staffing and deployment of resources are made by the RCMP.	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
COSTS & FINANCIAL MANAGEMENT		
Annual operating costs of police services, including police officers and integrated teams.	\$41.5 million in 2015	The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over 3 years. A variety of sources could be used, which may include reserve accounts, such as accumulated budget surpluses or gaming funds.
Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre).	No change. Integrated Teams are included in the City's annual operating budget for police services.	Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.
COMMUNITY NEEDS & VALUES		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of attempting to retain staff at detachments for 3-5 years before transferring them.	Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.
Control over scheduling to meet service demands.	City Council can provide input but has no formal role in police decision-making.	The Police Board would oversee the police force's planning and performance.



As Richmond grows and plans for the future, Richmond City Council wishes to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services are cost effective.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. This includes the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs such as values, vision and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

1. I am interested in the police service in Richmond as I am:

Select all that apply:

- ☐ A Richmond resident
 ☐ A Richmond business owner or business tenant
☐ Employed in Richmond
 ☐ Post-secondary student in Richmond
☐ Other, please describe: _____

2. When deciding about your police service, what attributes do you feel are most important to be addressed?

Please rank the following from 1 to 5, where 1 is *least important* and 5 is *more important*:

	Least Important				More Important	
	1	2	3	4	5	
i) Cost control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
ii) Accountability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
iii) Reflect community values	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
iv) Local/regional hiring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
v) Providing education/outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	

Other important attributes? Please describe: _____

3. What are your major priorities for policing?

Please rank the following from 1 to 5, where 1 is *not at all important* and 5 is *very important*:

	Not at all Important				Very Important	No Opinion
	1	2	3	4	5	
i) Crime prevention (includes programs like Block Watch, community education and outreach)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Organized crime and gangs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Property crime (includes break-and-enters thefts from autos, auto thefts etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Traffic safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Public disorder and vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other major priorities? Please describe: _____

4. An independent Richmond police force would provide more local decision making on costs with the police budget developed by a Police Board and approved by City Council. An independent Richmond police force would recruit and hire locally, and its officers would have strong knowledge of the community.

The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Officer-in-Charge), who reports to the RCMP's Lower Mainland district. Hiring and recruiting is done nationally. Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

Please rank the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
Opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering local decision making authority and community needs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering local decision making authority and community needs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

5. If the decision is made to transition to an independent Richmond police force, additional funding will be required due to the transition costs. The one-time transition cost to establish a municipal police force is estimated to be \$19.6 million, which would be spread over three years. The transition costs could be paid through a variety of sources.

It is estimated that the annual costs of operating an independent Richmond police force would be \$2.2 to \$3.9 million higher.

Please rank the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very
good
1 | 2 | 3 | 4 | Very
good
5 | No
Opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering operating costs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering operating costs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

6. Based on what I have learned about the options for a Richmond police force, I believe the following model would be best for the City of Richmond:

Select only 1 choice:

- ☐ Current model (RCMP)
☐ Independent Richmond police force
☐ Not sure/Undecided

7. a) I have the following comments about the City of Richmond establishing local independent police services (if any):

b) I have the following comments about continuing to have police services provided by the RCMP (if any):

8. Please provide any additional comments or feedback:

Thank you for your feedback. The results of the public consultation will be collated and reported as part of an upcoming Report to Council which will determine the City's next steps.



Origin

This report supports Council's 2014-2018 Term Goal #1 A Safe Community:

Maintain emphasis on community safety to ensure Richmond continues to be a safe community.

1.1. Policy and service models that reflect Richmond-specific needs.

This report supports Council's 2014-2018 Term Goal #9 A Well-Informed Citizenry:

Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

9.2. Effective engagement strategies and tools.

Background

In 2012, the Province renewed its 20 year contract with the federal government to permit the RCMP to function as a municipal policing provider. The City of Richmond subsequently signed the standard form Municipal Police Unit Agreement with the Province providing for the RCMP to police the City. The local detachment provides excellent service to the community and the community remains a safe place to live, work and invest. Council has publicly expressed its concern with both the terms of the contract for the provision of police services and the structure of the service provision, in particular:

1. Governance – the ability to influence the priorities, goals and objectives of the police service. Decisions are made by the national headquarters of the RCMP that impact the City, such as the requirements for the deployment of auxiliaries. The Integrated Teams, including the Real Time Intelligence Centre, do not have civilian oversight, which is a basic requirement for policing.
2. Local needs – the ability to ensure that the police service is in harmony with local needs and local culture
3. Cost controls, transparency and accountability. The ability to predict costs accurately and to obtain surety has proven challenging in relation to the payments required for the Green Timbers building, the location of the Division's headquarters, as well as the decision to change, without consultation, the payment of severance to RCMP members.
4. Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands

Council has engaged in extensive studies and reviews of the existing policing model and the requirements for transition to an independent police service.¹

A key stakeholder in any alteration to the existing model is the Province. The Police Act provides that the Minister must ensure that an adequate and effective level of policing and law enforcement is maintained through B.C. and thus, approval by the Minister is required for the City to change its policing model.²

The Act further provides that a municipality with a population of more than 5,000 persons must provide policing and law enforcement in accordance with the 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.³*

Provincial representatives have indicated that a proposal from Richmond for an alternative form of the delivery of policing services would be considered. 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. One important part of this process is to hear directly from the public as to their opinion on any future change.

The earliest a new police force could be operational would be April 1, 2018, with Council providing notice of the termination of the existing contract to the Province prior to February 28, 2016. The cost estimates in this report are based on an operational date of 2018.

The primary focus of the consultation is to provide information on the model, determine the level of community support for any transition and provide enhanced opportunity for public feedback on the transition to a new policing model. The consultation will ensure that the community, media and other stakeholders are informed on the issue and that the public, including other corporate and public agency stakeholders, have significant opportunities to provide quantified feedback to Council before the contract for the services of the RCMP is formally terminated.

Analysis

Current Police Service Delivery Model in the City

As of 2014, the City has a population of 207,500⁴ and Richmond is the fourth largest municipality in Metro Vancouver. The Richmond RCMP detachment is the fourth largest RCMP detachment in British Columbia, behind Surrey, Burnaby and Coquitlam/Port Coquitlam.

¹ "Police Services Models" Report to Community Safety Committee on November 14, 2012

² Police Act, Part 2, s. 2

³ Police Act, Part 2, s. 3(2)

As of 2015, the Richmond RCMP has an authorized strength of 200 police officers with funding in the City's budget for 190 at the detachment. The officers are supported by 85 full time equivalent employees and 2 crime analysts, for a total of 277 personnel in the Richmond Detachment. The City's additional contracted services include the services of the equivalent of 18.35 officers on the specialized RCMP Integrated Teams. The total number of budgeted officers is 208.35 (190 at the detachment and 18.35 on the Integrated Teams). The City has access to all of the RCMP Integrated Teams: Emergency Response Team, Integrated Collision Analysis and Reconstruction Service, Integrated Forensic Identification Services, Integrated Homicide Investigation Team, the Real Time Intelligence Centre and Integrated Police Dog Service.

In addition, the Vancouver Airport Authority contracts with the City for an additional 27 officers and pays the City the full cost of those officers.

The management of the detachment is comprised of one Superintendent Officer In-Charge, three Inspectors for operations and support, and one municipal manager for administration. The Richmond RCMP detachment provides the City with all aspects of policing services (other than specialized services) including general duty, investigation of serious crimes, traffic enforcement, youth services and crime prevention. The annual budget for the Richmond RCMP police contract is approximately \$34.9 million in 2015, which includes \$4.2 million for the Integrated Teams, and with the additional municipal costs of \$6.6 million, the total cost of policing in 2015 is \$41.5 million.

In the past there has been difficulty retaining the budgeted number of officers at the detachment but in 2014 for the first time in the last five years the number of officers delivered or actual strength of the detachment, approximately 193, exceeded the budgeted number.

The following table summarizes the budgeted strength and the actual strength delivered to the Richmond Detachment.

	Budgeted Strength	Actual Strength		Integrated Team Established Strength (including RTIC)	Integrated Team Actual Strength	
2014/15	190	193	3 over	18.35	16.62	1.73 under
2013/14	189	188	1 under	18.74	16.12	2.62 under
2012/13	189	182	7 under	18.24	15.54	2.70 under
2011/12	189	185	4 under	17.70	16.06	1.64 under
2010/11	189	188	1 under	17.70	14.82	2.88 under

⁴ "Populations and Demographics", City of Richmond October 23, 2014, <http://www.richmond.ca/discover/about/demographics.htm>

Three year staffing projections, including officer strength, have been prepared annually by the RCMP detachment to request additional officers and have formed part of Council's budget discussion each year. In the last five years Council has increased the authorized strength of the detachment by one officer.

In Metro Vancouver, the Richmond detachment has the second highest ratio of population to police officer with 923 people per officer.⁵ Richmond's number contrasts with comparator cities, such as Delta and Abbotsford that respectively have 603 and 640 ratios of population to officer. In the lower mainland all of the independent police services have more officers than Richmond to serve the equivalent population⁶. It is acknowledged however that population per officer is only one measure of police performance, others include the level of satisfaction of the citizens, the perception of safety, the level of crime, in particular severe crime, response times, case load per officer, etc.

Other Detachments

Should the City wish to have the same population to police ratio as the cities listed below, Richmond's resultant increase in the number of officers is set out in the last column.

Number of additional officers required by Richmond to have the equivalent population to police ratio	
Abbotsford	96
Burnaby	39
Coquitlam	10
Delta	115
Surrey	51

Note: Population per Officer ratio is based on the Ministry of Justice
Police Resources in British Columbia 2013 Report.

Some municipalities have Crime Reduction Strategies that call for a fixed number of officers per resident (such as Surrey where one police officer for every 700 residents is planned)⁷. In 2014, Surrey added 30 new members and in 2015, Surrey is slated to add 100 more. In future years from 2016 to 2019, Surrey's projections include 16 additional officers per year. As well, in 2015 Coquitlam is slated to add 6 new officers

⁵ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Based on the authorized strength (with Integrated Teams) of 218 divided by the population as reported in the British Columbia Policing Resources 2013

⁶ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014

⁷ City of Surrey Crime Reduction Strategy p.11

In 2013 in Richmond, the RCMP carry a higher criminal case load (49) per officer which is 40% more than officers in an average independent service (35). Richmond has a 12% lower crime rate: 53 per 1000 compared to 67 for independent services.⁸ Richmond has higher clearance rates than other RCMP detachments but lower clearance rates than other independent services.⁹

To further examine the resources at the detachment, a shift pattern study for general duty officers is currently underway with the results expected in late fall of 2015. Staff turnover at the detachment contrasts with that of the independent services and the RCMP have a practice of attempting to retain staff at detachments for 3 to 5 years depending on the circumstances.

The staffing and the governance of the integrated teams, including the Real Time Intelligence Centre, has not been addressed either contractually or otherwise but in 2014 the Province did introduce a Bill to potentially address some of the challenges facing the teams. Simple adjustments to satisfy local needs appear to be more difficult with a larger hierarchical organization. There has been discussion as to whether the RCMP, as an organization, is designed to provide urban policing but the reality is that the RCMP police large municipalities in the Lower Mainland and have done so for over 50 years so urban policing falls within their current mandate.

Future Police Service Delivery Models for the City

In the backdrop of Council's considerations of a future model is the BC Policing Plan and the results that will come from that initiative. To date, enhanced provincial standards have been developed and put in place for the benefit of all police services.

Although regional policing has historically been discussed by many and in many forums, there is little direct movement to this model. However, recently there has been a greater level of participation by independent police services on the RCMP's Integrated Teams, which is in itself a form of regionalization. The City expends 10% of its policing budget on the Integrated Teams.

Independent Police Service for the City of Richmond

An independent police service accompanied by contracts for specialized services with another police agency, such as the RCMP or other independent police departments, is a model that some municipalities enjoy.

The role of the Council with an independent police board (the "Board") differs in that the Board will be chaired by the Mayor with one person, other than a council member, appointed by Council. The remaining up to seven members are appointed by the Lieutenant Governor in Council. The Board will submit their budget to Council for approval. In the event of

⁸ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. The crime rate is the number of Criminal Code Offences or crimes (excluding drugs and traffic) reported for every 1000 permanent residents.

⁹ Statistics Canada CANSIM Table 252-0089

disagreement the matter is decided by the Director of Police Services of the Ministry of Justice for British Columbia. Greater details regarding the role of the Board are set out in Attachment 1.

The Board will have the ability to oversee the police service, to have local needs met and local culture observed. There will exist the potential for an increased ability to create specialized programs tailored to the population and to local issues, provided provincial policing standards are met, as well as an ability to create a preference for hiring local residents who know the community. Officers serving throughout their career in Richmond may present its own inherent challenges such as providing professional opportunities for their development and retention as well as requiring greater human resource management, but will permit more knowledgeable consistent engagement between the community and the police. A Richmond police service would allow the police officers an opportunity to engage the community on a long term basis without the risk of transfer. In addition, the gradation of police response could be refined to include additional civilianization of some functions and the provision of police services using community safety officers. An independent police service will likely see, with the approval of the Board and Council, additional officers, above the existing number of 190, in the community with the accompanying cost.

There are various efficiencies and synergies for an independent service. Mainly, a Richmond police service would ideally be tailored to allow Board input into the hiring of officers and their terms of employment; the development of a reporting relationship between the Board and Council; accountability for the policing function resting with the Chief of Police and the Board; and permit local level strategic planning, as long as provincially mandated standards are adhered to.

Financial Analysis

Policing is the largest cost centre in the City's operating budget. Transparency in government decision imposes the need for a high level of scrutiny of budgets through appropriate financial controls.

Richmond currently spends less per capita for policing than almost all other municipalities in the Lower Mainland with either a RCMP detachment or an independent police service. This should not necessarily be viewed as an efficiency or effectiveness measure. In Richmond, the average cost of an RCMP officer is approximately 5% lower¹⁰ than an independent service.

Municipality	Cost per Police Officer	Cost per Capita
Richmond	\$178,940	\$194
Abbotsford	\$188,321	\$294
Delta	\$189,898	\$314

¹⁰ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Comparison of Richmond's cost per officer, using adjusted strength, for all Independent Police Departments.

Traditionally, independent police services have lower police to population ratios and higher costs per capita. For Richmond to obtain the same police to population ratio as a municipally serviced by an independent police service, such as Abbotsford or Delta, an additional 96 to 115 officers¹¹ and an additional 30 to 40 municipal employees at a total additional annual cost of \$19.9 to \$24.3 million dollars would be required.

Policing consultants Peter German and Robert Rolls estimate, the transitional cost from the RCMP contract to an independent police force is projected to be \$19.6 million, based on the assumptions set out in Attachment 2.

Projected Operating Budget of a Richmond Independent Police Service

Based on the current budget estimates from the RCMP 5-Year plan, in 2018 the City's total police contract budget is estimated to be \$37.88 million, with the additional costs for municipal employees of \$6.86 million, for a total of \$44.74 million. This figure is based on maintaining the existing number of officers.

For Richmond to establish its own independent police force, at the existing levels of service, additional personnel would be required to offset divisional administration functions performed by RCMP "E" Division headquarters under contract policing. As well, the following cost drivers, such as: police officer salary rate, fringe benefit rate, claims and litigation, annual recruitment, and legal services, are estimated to be higher. In addition, there will be a loss of the 10% federal subsidy (\$4.2M) and provincial subsidy for IHIT (\$386,000) under the independent police model. In the future, if the City wished to return to the RCMP the federal subsidy would likely be unavailable.

One Time Transition Costs

One-time transition costs which could include capital costs, consulting, recruitment, legal, costs for the pre- and post-implementation overlap, and payments for existing police service would also require funding. The one-time transition costs could be funded through a combination of sources including reserves, borrowing (capital), provisions and/or surplus. The one time transition costs will not impact property taxes.

Operating Costs

Based on the findings of the Consultant's report, should the decision be made to transition to an Independent Police Service, additional funding will be required due to increases in the ongoing operating costs. Property taxes would be required to increase accordingly unless off-setting reductions are made to the operating budget. In 2018, if the Richmond Independent Police Service is implemented with the existing level of service, the annual operating cost is projected to be between \$46.97 to \$48.67 million compared to the projected cost of the RCMP of \$44.74 million. The estimated property tax increase for an Independent Police Service is set-out in the table below.

¹¹Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Using the published "Pop per Officer" ratio and the "Population" statistics.

Additional Ongoing Operating Costs to Implement an Independent Police Service in Terms of Equivalent Property Tax Increase*								
		2016		2017		2018		Total (2016-2018)
		Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	
Additional On-going Operating (Based on existing service levels)	Low	-	-	-	-	2,237,098	1.08%	2,237,098
	High	-	-	-	-	3,930,458	1.90%	3,930,458

* Costs above those projected in the 2016/17 - 20/21 RCMP 5-Year Financial Plan and at existing service levels.

Total One-time Costs to Implement an Independent Police Service				
	2016	2017	2018	Total
Transition Costs \$	692,029	9,503,983	9,410,623	19,606,635

The table below outlines the budget comparison between that status quo of a continued RCMP contract and the transition cost of an Independent Police Service for year 2016 to 2018.

Budget Comparison of RCMP Contract and the Transition/Operating Costs of an Independent Police Service			
	2016	2017	2018
RCMP Contract Total Projected Cost	\$42,696,613	\$43,617,319	\$44,741,957
Independent Police Service Option Costs*			
Transition Costs (one-time)	\$692,029	\$9,503,983	\$9,410,623
Operating (Low)			\$46,979,055
Operating (High)			\$48,672,415

*The total costs for the Richmond Independent Police Service for 2016-2018 includes one-time transition costs. In 2018 annual operating costs will be incurred for IPS.

In summary, to transition to an independent Police Service will require one-time transition costs totalling \$19.6m spread over 3 years and an increase in annual operating costs of between \$2.2m - \$3.9m (tax impact of 1.08% - 1.90%).

RCMP Strength Increase

In the event that the decision is made to retain the services of the RCMP then the following chart indicates the predicted costs to add additional officers to the detachment and the associated tax increase that those additional officers would require.

Estimated Cost and Tax Impact to Increase the Richmond RCMP Detachment Strength								
Increase in the Number of RCMP Officers	2016		2017		2018		2019	
	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %
+ 1 Officer	172,000	0.09 %	176,000	0.09 %	181,000	0.09 %	185,000	0.09 %
+ 5 Officers	860,000	0.45 %	882,000	0.45 %	903,000	0.44 %	925,000	0.43 %
+ 10 Officers	1,720,000	0.91 %	1,764,000	0.89 %	1,807,000	0.87 %	1,850,000	0.86 %
+ 20 Officers	3,441,000	1.81 %	3,529,000	1.78 %	3,613,000	1.75 %	3,700,000	1.72 %
+ 30 Officers	5,161,000	2.72 %	5,293,000	2.67 %	5,420,000	2.62 %	5,549,000	2.58 %
+ 40 Officers	6,881,000	3.63 %	7,057,000	3.56 %	7,226,000	3.50 %	7,399,000	3.44 %

Financial Impact

None at this time.

Conclusion

Notwithstanding the lower per capita costs and high population to police officer ratio associated with the current RCMP model, the City has a lower crime rate than the lower mainland average. Transitioning to an Independent Police Service will result in a one-time cost of \$ 19.6 M as well as higher ongoing operating costs. Policing services are integral to every member of the community. Public input into any future decision regarding the policing model is a key component in maintaining the close relationship that exists between the police and the community.

Phyllis L. Carlyle
General Manager, Law and Community Safety
(604-276-4104)

Attachment 1

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.¹²

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 7 persons appointed, after consultation with the director, by the Lieutenant Governor in Council.¹³

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.

¹² British Columbia Ministry of Public Safety and Solicitor General, Policing and Community Safety Branch, Police Services Division, *BC Police Board Resource Document on Roles and Responsibilities Under the Police Act*, March 2005 section 3.2.

¹³ Police Act, Part 5, s. 23(1)

Attachment 2

Transition Related Assumption

1. There will be 190 police officers in the new Service. This is status quo with the present detachment strength of sworn officers, with the exception of two crime analysts.
2. The transition timeframe will be two (2) years.
3. Notice - Under the Province of British Columbia Municipal Police Unit Agreement, dated April 1, 2012, termination is governed by sub-article 22.1(c)(i), which reads:

“This Agreement may be terminated on March 31 in any year by either party giving the other party notice of such termination;

(i) 25 months prior to the date of the intended termination in the case of the Municipality giving such notice;...”

Therefore, termination on March 31, 2018 would require that notice be given no later than February 28, 2016.

4. Headquarters will be in the existing Number 5 Road Community Safety Building. In the first year there would only be 8 staff members working on the transition. Four of these would be seconded members from another police agency, and could work out of their facilities. It would be expected that existing COR office space would be used for the Project Manager and assistant and the Police Board Executive Assistant. A transitional office space would be identified in the second year to meet the increasing staffing requirements leading up to the start date.
5. The Service will be unionized. Municipal police departments in British Columbia have traditionally followed the lead of the VPD in negotiating union contracts with their sworn members. In general, the contracts are based on wage and benefit parity with the VPD. Some of the more important variations are in relation to shifting models, whether patrol units are one member or two members, and the use of auxiliary staff to provide some policing services. Existing municipal policing contracts would be used as the template for most areas of the union contract for a new police department. Additional contract assistance would be focused on more agency specific areas.
6. Certain specialized services will be contracted out, by way of an RFP.
7. There will be a loss of federal subsidies for integrated teams.
8. There will not be a second tier of police officers, such as Community Safety Officers.
9. All municipal police departments are governed by a Police Board. It is the responsibility of the City to develop an Implementation Plan and to give notice to the Province under the

Municipal Police Unit Agreement. It may then proceed with developing necessary plans, including the appointment of a Project Manager and a Steering Committee, however a Police Board will be required prior to actual implementation taking place, as the Board is the employer and is responsible for the budget, entering into contracts, and developing a strategic plan for the police force.

10. A municipal insurance provider will cover liability insurance.
11. All recruit training will take place at the Justice Institute of British Columbia. This is provincially mandated.
12. The Service will continue to contract with E-Comm for dispatch.
13. The Service will continue to utilize PRIME. This is provincially mandated.
14. Community policing initiatives will continue.
15. All existing assets which belong to the City will be retained. Richmond would retain its existing fleet of police vehicles and follow the current replacement plan. Replacing the entire fleet would be prohibitively costly and unnecessary. The 44 police cars and two motorcycles could be rebranded over the six week period prior to the transition.
16. Administrative duties formerly performed by the RCMP's "E" Division will transition to the new service. In the early stages, very limited administrative support would be required for the small number of staff engaged in the transition planning and implementation. In the first year, for example, there would only be eight staff members working on the transition. Four of these would be seconded from another police agency. Existing City staff would provide the administrative support required in this period. Additional support staff would be hired further into the transition.
17. Staff will be required in order to perform the duties in the preceding assumption.
18. RCMP pensions are not transferrable to the Municipal Pension Plan.
19. The policing arrangement for YVR remains status quo.
20. Personnel security requirements for employees will equal those of the RCMP.
21. The service will require a regulations and procedure manual. Police departments make substantial investments in time and resources, developing and maintaining comprehensive and current electronic regulations and procedures manuals. These manuals reflect the current British Columbia policing experience and requirements. They involve oversight from the police executive and police board, the consideration of legal requirements and responsibilities, emerging trends and problems, and best practices in policing. Existing police regulations and procedures manuals would provide templates for a regulations and procedures manual for the new service. The Policy Development / Risk Management

Manager would be responsible for the development of the Regulations and Procedures Manual, as well as risk management related policy.

22. Civilian compensation is based on current Richmond rates and recommendations from City staff.
23. Facilities costs for the year preceding the transition and the costs associated with keeping the existing fleet were both provided by City staff.
24. The salary costs for sergeants, staff sergeants and inspectors were all calculated based on the assumption that these seconded positions are hired at the top salary increment.

O'Neill, Jennifer L PSSG:EX

From: Mas, Sophie B JAG:EX
Sent: Wednesday, December 2, 2015 4:24 PM
To: McLean, Kimberley M JAG:EX
Cc: Engleder, Christal JAG:EX; Aube, Mike JAG:EX; Godenzie, Lisa JAG:EX
Subject: FW: Richmond GDSAC
Attachments: RichmondRCMPGDStaffingAssessmentFinal10_22.pdf

Hi Kimberley:

Attached is the GDSAC for Richmond. The city also has a copy of the report.

Sophie

Richmond Detachment Royal Canadian Mounted Police

General Duty Staffing Assessment

September 2015

**By Peter Bellmio
pbellmio@gmail.com**

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Richmond Detachment

General Duty Staffing Assessment

By Peter Bellmio
pbellmio@gmail.com

August 2015

Introduction

The primary goal for this assessment was to provide information that can be used by policy makers to fund General Duty staffing for the City of Richmond. This was a collaborative project that relied on participation by staff from the Richmond detachment in collecting some of the personnel related data needed for the study. Feedback from staff was sought to help evaluate the accuracy of data on calls for service and the application of that information in measuring patrol staffing needs. Approximately 8 hours was spent during shifts by the consultant to get a firsthand view of the community and locations that generate police workload.

In the past, different measures for determining staffing needs have been used to justify staffing for front line policing services. Total police officers per thousand population is sometimes used as a basis for comparing police staffing among communities. As a measure, officers per thousand population does not accurately define workload or service needs. Different communities have different rates of calls for service and crime problems even if they have the same population. Population characteristics and economic conditions have more impact on police service needs than just total population. In the end, officers per thousand population is an approximate measure of what a community is spending on law enforcement not what it needs.

Changes in levels of reported crime have been used as a basis for setting police staffing levels. Yet a great deal of police workload is not crime related. Some neighborhoods can have few crimes reported but need traffic enforcement and order maintenance related to juvenile problems.

Just counting numbers of calls for service is not an adequate measure either. Some types of calls require more constables and take more time than others. The seriousness of calls also varies by hour of day and day of week.

Some shifts might have the same or even fewer calls but more units may be needed to answer them.

In the end, setting levels of staffing for frontline police staffing is a public policy decision based on the number of General Duty (GD) personnel needed on duty to provide an adequate level of service to the community. This report will present a range of staffing levels and service levels that can be used by policy makers to decide the return on investment for different levels of frontline police staffing in Richmond.

Once the number of GD personnel to be fielded has been determined, the number of supervisors needed and middle managers (based on a reasonable span of control) can be decided. Measuring workload of specialized units, investigators, support staff, and all other positions in a municipal police service not assigned to General Duty was not within the scope of this study.

Call for Service Workload in Richmond

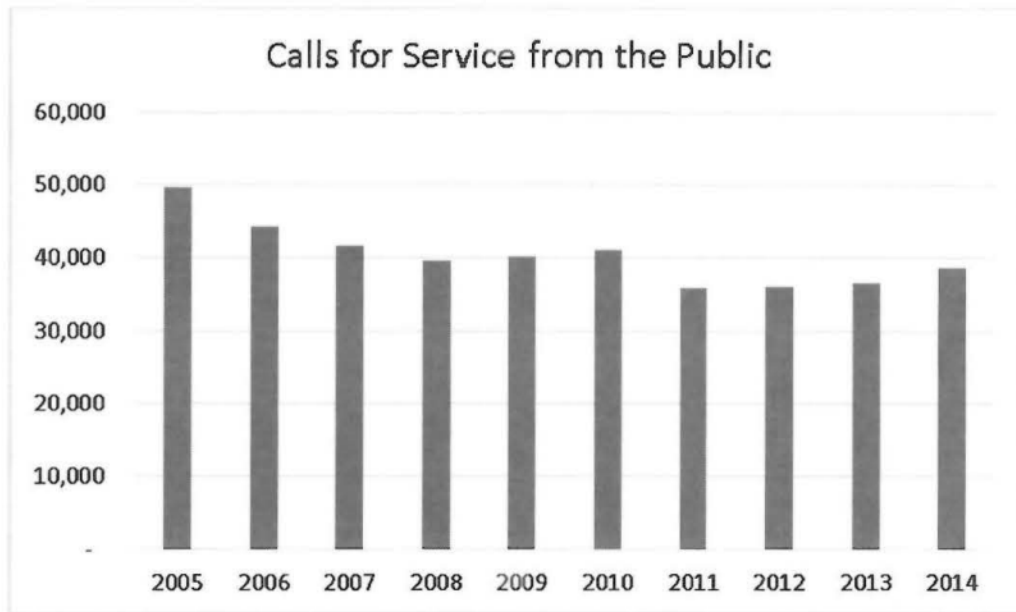
The primary measure of General Duty workload is time spent responding to calls for service from the public. The source of that data is information entered into the Computer Aided Dispatch (CAD) system within the provincial Police Records Information Management Environment (PRIME).

When analyzing calls for service, presence of the Vancouver International Airport (YVR) within the RCMP detachment needs to be taken into account. Police service for YVR is funded primarily through a contract with the airport that provides response to alarms and other police problems on airport property. GD officers from the detachment also handle some calls within the airport. The number of calls those GD personnel handle is not significant enough to impact this analysis. For the remainder of this study, calls for service received from the geographic area of Richmond zone 1.

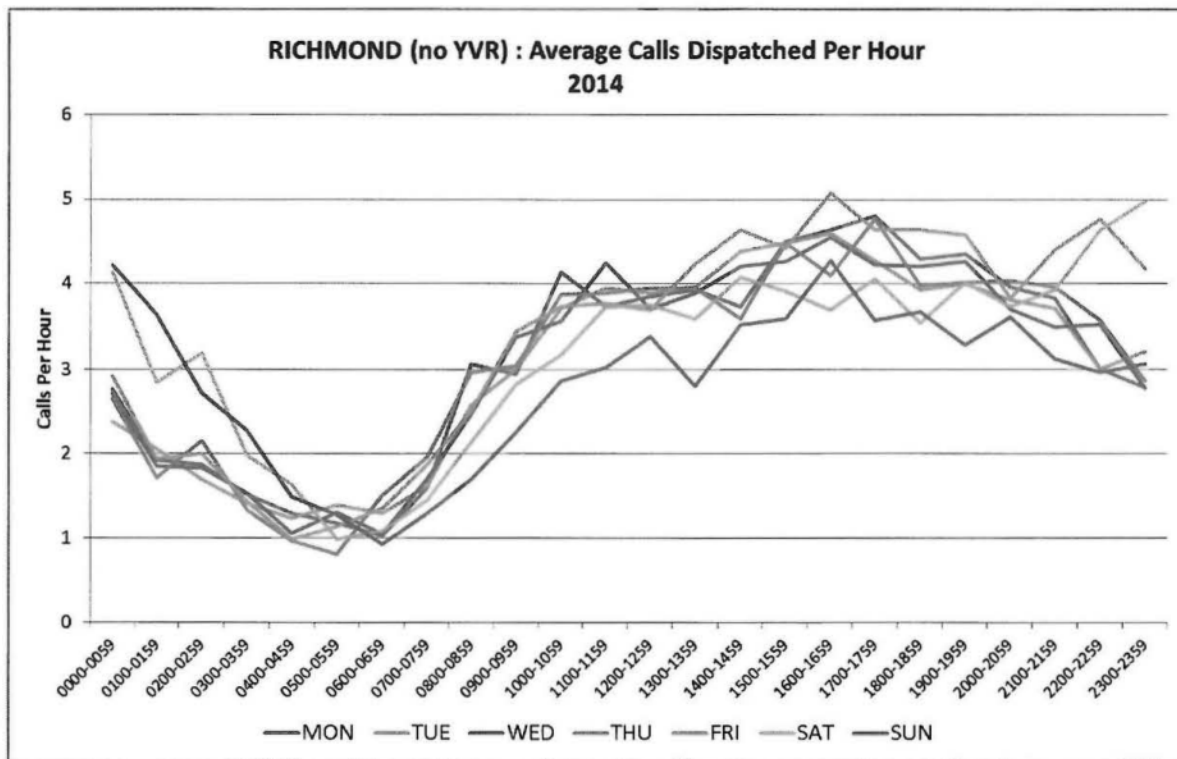
The calendar year 2014 will be the basis for the analysis. During 2014, a total of 23,532 calls for service were dispatched to law enforcement personnel. That total translates into an average of 65 calls per day.

The graph that follows shows that there has been a decline of 22% in calls for service (10,922) comparing 2014 and 2005. At the same time the chart shows that calls are starting to increase by 7% from 2011 to 2014. This more recent information may be the sign of an upward trend but more analysis work needs to be done to compare calls for service to other data like changes in income

levels, aging of the community, immigration and economic development trends in the City. The long range reduction in calls may also be the result of changes in dispatching practices and crime prevention initiatives that reduced growth in calls for service.



The number of calls received by hour of day and day of week is an important factor in measuring staffing needs and for scheduling GD personnel for duty. The graph that follows shows that weekends generate substantially more calls for service from 8 pm to 4 am. Daytime call rates do not vary as significantly. This pattern of calls received will be a theme that carries through this assessment. Later in this analysis the number of units and time needed to handle these calls will be factored into the staffing analysis.



This graph shows that calls dispatched were about 25% higher on weekends. Calls dispatched were the highest on Friday during the late afternoon and the lowest on Sunday during early afternoon. Just the number of calls dispatched does not account for the severity of those calls and the amount of staff time it takes to answer them. Those factors will be taken into account later in the staffing assessment process.

Types of Calls for Service

The next step in analyzing calls for service from the public is to evaluate the types of calls to which detachment officers are dispatched. The table that follows contains data on the 20 most frequent types of calls dispatched. That information suggests that there may be some opportunities to reduce the number of calls dispatched and still provide good service to the public.

Richmond Detachment (No YVR) 2014					
Top 25 CFS Dispatched to Police Personnel					
Call Type	Priority	Emergency	Urgent	Routine	Total
ALARM	3	5	132	1,848	1,985
DISTURBANCE	3	10	308	1,373	1,691
ABANDONED 911	2	12	1,210	230	1,452
SUSPICIOUS CIRCUMSTANCES	3	54	430	935	1,419
SUSPICIOUS PERSON	3	12	397	845	1,254
TRAFFIC INCIDENT	3		60	1,159	1,219
ASSIST GENERAL PUBLIC	3	7	118	884	1,009
ASSIST POLICE/FIRE/AMBULANCE	2	765		227	992
DOMESTIC IN PROGRESS	1	949	39		988
MVI INJURY	1	772	14	13	799
MVI	3	1	88	547	636
IMPAIRED	2		521	8	529
CHECK WELLBEING	3	1	80	411	492
UNWANTED PERSON	3	29		459	488
HAZARDOUS SITUATION	3	2	67	408	477
SUSPICIOUS VEHICLE	3	3	42	426	471
THREATS	3	5	62	344	411
SUICIDAL PERSON	1	396	9		405
SHOPLIFTER	3	5	29	361	395
MISSING PERSON	3	113	34	240	387
MVI HIT AND RUN	2	3	207	174	384
BREAK AND ENTER	4		28	350	378
THEFT IN PROGRESS	2	3	345	6	354
ALARM SILENT	1		308		308
THEFT	4		20	277	297

This information shows that there may be policy changes that could be made to reduce GDI workload. Reducing unnecessary and unproductive calls for service is the fastest way to increase proactive time for GD staff.

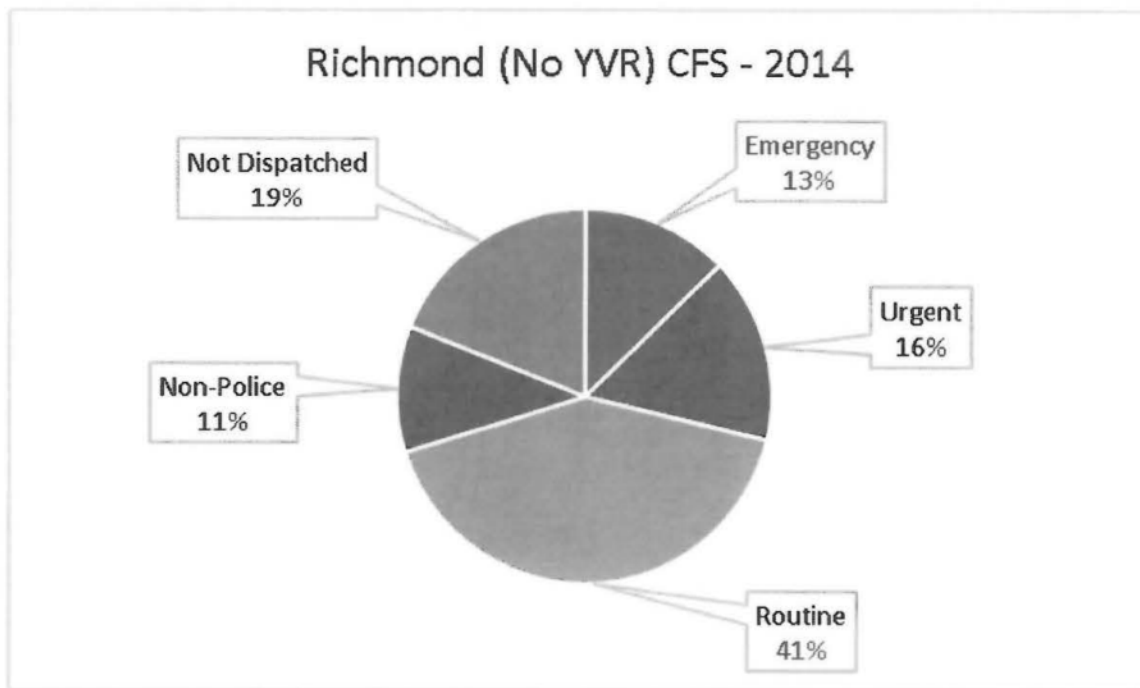
- Alarms calls was the highest category of calls dispatched during 2014 representing 8.5% of all calls dispatched. The vast majority of these calls are false alarms. Many communities have adopted bylaws that reduce false alarms and make alarms more effective.
- Abandoned 911 calls was the third highest category of calls representing 6% of the 2014 total. Like alarms, the vast majority of

these calls are false. Risk management practices have been adopted by many communities to reduce time spent on these calls.

Call Prioritization

Call prioritization is critical for identifying emergency calls that represent a risk to the welfare of people and non-emergency calls for which response time is vital to protecting lives or property. There are no standard criteria for priority categories for law enforcement in North America. Most agencies use four priority categories that identify:

- **Emergency (E)** – These are calls in which offenders and victims are in the same place under circumstances that represent a threat to the well-being of people. These are usually crimes against persons in progress. Typically, response time goals for emergency calls hover around 7 minutes,
- **Urgent (U)** – These tend to be property crimes in progress during which there is no contact between offenders and people or risk to personal safety. There is a chance to arrest an offender but the risk to officers responding to these calls with the speed needed for emergencies is not justified to protect property and not people. Response time goals for urgent calls are in the 12 to 15 minute range so that, if possible, an arrest can be made or fresh evidence can be collected.
- **Routine (R)** – These are calls reported well after they occurred so patrol response has very little impact on making an arrest or protecting the public. Response time goals for these calls can range from an hour to the end of the shift based on public expectations and the degree to which some of these calls can be diverted to alternatives like telephone reporting or filing online.
- **Diverted (D)** – These are calls that are handled by means other than dispatching a GD unit.



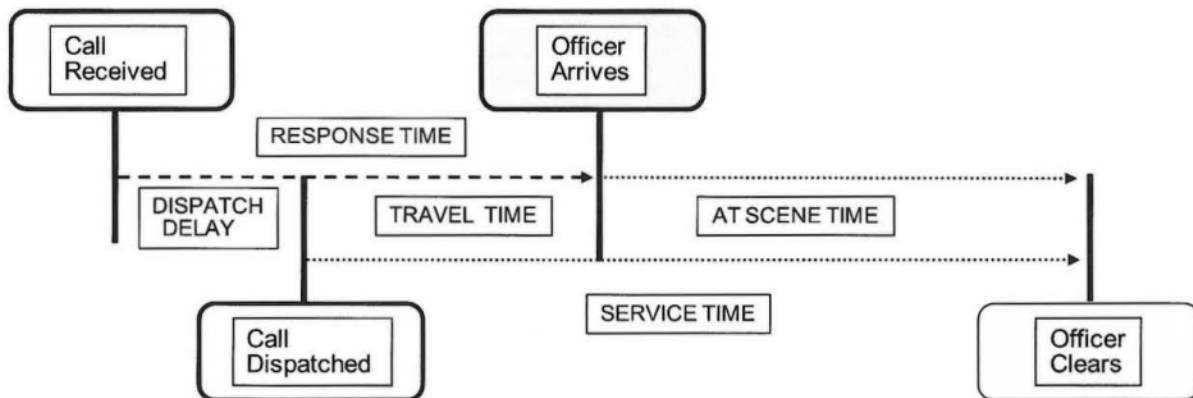
Response Time

Since the Kansas City Response Time Study conducted by the Police Foundation in 1978, police agencies have recognized that calls for service need to be prioritized to provide the best response time to true emergencies. Response time is important in a small percentage of calls for service in which there is a chance to apprehend offenders and to prevent bodily harm.

The study also concluded that public satisfaction is strongly influenced by expectations set by call takers for police response. Call takers who tell the public that a patrol unit will respond "as soon as possible" set vague expectations that are rarely met. Effective screening and prioritization can help identify calls where police response time could provide positive results.

Public expectations are better met by tying patrol staffing levels to a consistent level of service so that dispatchers can provide callers with a reasonable estimate of how long it will take an officer to arrive to answer calls. To reach that goal, the number of patrol constables on duty by hour of the day and day of the week must fit changes in workload during those times. By doing so, a police agency can provide consistent service no matter how many calls are received during a certain time period.

Before addressing response times in Richmond, it would be useful to clarify some key terms that help describe response time. The figure that follows explains the definitions used for the time mileposts and time intervals that make up police response to a call for service.



- ❑ Dispatch delay: The time a call is held in the dispatch queue either because a unit cannot be found or because a call must be held until a unit assigned to a zone becomes available.
- ❑ Travel time: The time constables spend driving to a call when they are considered out of service.
- ❑ Response time: Dispatch delay plus travel time totaled together represent the delay citizens experience once the police commit to responding to their call for service.
- ❑ Service time: Travel time plus time at the scene of a call when a patrol unit is out of service and not available for another call.
- ❑ At scene time: Time constables spend after they arrive at the location of a call and before they leave or complete a preliminary investigation. Ideally, report writing time and prisoner processing should be included in at-scene time.

There is no formal standard for emergency response time. Many police agencies in North America (such as Calgary, Edmonton, Los Angeles and Charlotte) have found that an average emergency response time of 7 minutes is a service level that can be achieved at a reasonable cost and provides adequate service to the public

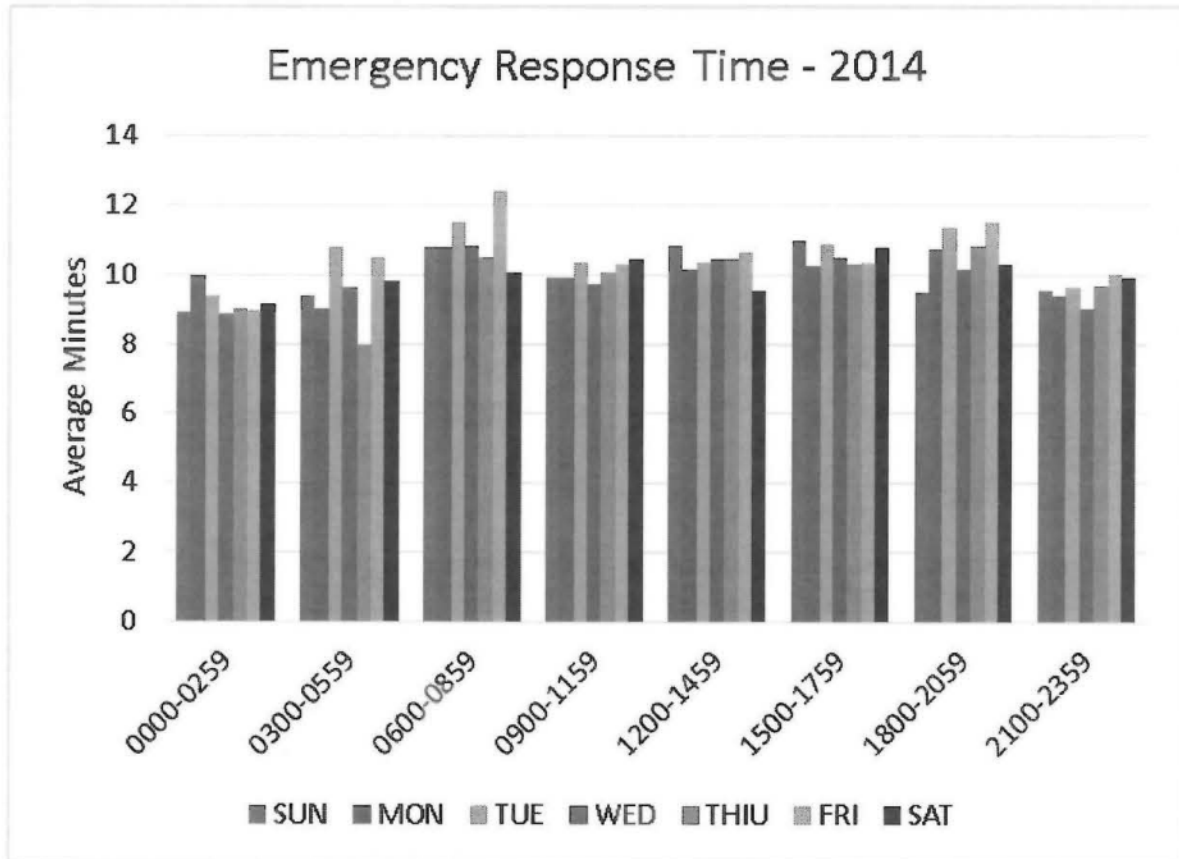
The table that follows shows that emergency response times for 2014 averaged 9.4 minutes. Conclusions that can be drawn from this information are:

- ☒ Average dispatch delay for Emergency calls was over 2 minutes for Emergency calls which may be caused by the lack of available units or coding of calls as emergency that were not true emergencies.
- ☒ Average dispatch delay for Urgent calls was very close to that for Emergency calls suggesting that calls are only divided into two priority categories; immediate response and delayed response.
- ☒ Average travel time for Emergency and Urgent calls were over 7 minutes which may be an indication of traffic problems and the road network in Richmond.
- ☒ At scene times for Routine calls are longer than for Urgent calls at a little over 50 minutes. This may reflect the RCMP policy of writing a report for every call no matter how minor.
- ☒ An average response time of under 45 minutes for Routine calls is fast but may not be necessary given the nature of those calls.

PRIORITY	Dispatched File Count	Dispatch Delay	Travel Time	Response Time	At Scene Time	Service Time
EMERGENCY	4,253	00:02:27	00:07:33	00:09:44	00:53:31	01:04:48
URGENT	5,330	00:02:55	00:08:03	00:10:40	00:39:32	00:49:10
ROUTINE	13,381	00:27:06	00:18:38	00:42:02	00:42:23	00:50:32
	22,964	00:15:14	00:13:36	00:28:16	00:44:29	00:54:23

The graph that follows shows average emergency response times by hour of day (three hour time blocks) and day of week. That pattern shows that:

- Emergency response times are as long as 12 minutes from 0600 to 0859 on Friday and the shortest on Thursday from 0300 to 0559.
- By contrast, from 2400 to 0600 during the week when call rates are the lowest, travel times are not significantly lower.



H

Staffing Analysis

One of the baselines used for staffing analysis is the calculation of the Shift Relief Factor (SRF) which determines the number of personnel that need to be assigned to General Duty to ensure a certain number can be fielded. Calculations for the SRF in Richmond will be explained below.

Once the SRF has been calculated, the next step in the process is to load input data into the Managing Patrol Performance (MPP) computer model and use it to evaluate current patrol performance. MPP is a Windows based version of a MSDOS based program called PATROL/PLAN, which has been available to police agencies since 1975.

MPP is a mathematical model that can be used to decide on patrol staffing levels and plan the deployment of patrol personnel. The formulas used in MPP were developed by Dr. Richard Larson at the Massachusetts Institute of Technology. MPP calculates the amount of time calls of various priorities will wait in line or in a "queue" until patrol units on duty are free to answer them. In turn, MPP will determine the number of units needed to provide different levels of service in handling calls and completing proactive patrol work.

MPP will be used to evaluate current GD performance and utilization of time on different kinds of tasks. Then MPP results will be used to recommend ranges of numbers of fielded GD units needed in the field to reach certain levels of service.

Shift Relief Factor

The SRF is used to calculate the impact of leave, training and other assignments on the availability of officers for front line duty. The SRF requires information on training, leave or other duties that take officers away from being assigned to front line duty responding to calls for service.

Time keeping data was collected for 41 GD personnel who worked for a full 12 months in that assignment. The number of scheduled days off provided by the current work schedule. The table that follows contains the data and calculations used to generate the Richmond SRF. The result of a SRF of 2.59 means that if the detachment needs to field 30 GD personnel per 24 hour period, a total of 77.7 or 78 GD officers (2.59 times 30) need to be assigned to duty to ensure 30 are on shift.

RICHMOND DETACHMENT SHIFT RELIEF FACTOR (SRF) - 2014

1. Potential Staff Days Available				
	41 personnel working 12 months	365 days =	14,965	
2. Days Officers Unavailable				
Scheduled days off			7,462	
AOL			680	
Adjust days			257	
Off Duty Sick			267	
Training Days			357	
Firearms			40	
Court			128	
		Total Leave Days	9,191	
3. Actual Staff Days Available				
Potential Days - Leave Days Taken = Actual Days Available				
14,965	Minus	9,191	=	5,774
4. Shift Relief Factor				
Potential Staff Days Available				
Divided By			=	SRF
Actual Staff Days Available				
14,965				
Divided By			=	2.59
5,774				

One way to analyze GD lost time is to judge it in terms of shifts per officer. Using those criteria leave data shows what would be considered reasonable levels of lost time given that policing is a 24 hour a day service.

- 9 shifts for training per officer per year.
- 7 shifts for sick time per officer per year.

- 3 shifts for court time per officer per year.
- 1 shift for firearms training per officer per year

Current GD Performance

With the SRF calculated, the next step in the staffing analysis process is to load Richmond data into the MPP computer model. That information was extracted from CAD records by staff from E Division's Business Intelligence Unit using business rules that exclude records with errors and exceptions that would skew analysis results. Those data elements are:

- Average service time for units dispatched to calls for service.
- Number of units dispatched to respond to calls for service.
- Percentage of calls that are emergencies (E) requiring immediate response, urgent (U) requiring a prompt but not emergency response, and (R) routine calls in which fast response is not needed.
- Average travel time for all units dispatched to Priority E, U and R calls.
- Square kilometers within each district from which calls for service are received.
- Number of GD units fielded whose primary role is to respond to calls for service which usually does not include Corporals.
- Rate per hour of calls for service from the public that were dispatched.

This input data was then used to calibrate MPP. No measurement tool can be accurate unless it has a reference point. Results reported by blood alcohol testing devices, radar guns, and other testing devices have to be calibrated using baseline information so that the results those devices generate are accurate. The same is true for a computer model like MPP. If it is not calibrated, the results it generates do not relate to real world conditions.

MPP is calibrated by matching within 30 seconds the emergency response times calculated by MPP with those taken from Richmond CAD data. The procedures used for calibration each time block and day of week in each district were:

- If MPP calculated emergency response times were slower than those in response time reports, fielded units were added because additional units must have supplemented primary response units to achieve those faster times.
- If MPP calculated emergency response times were faster, than those in Richmond response time reports, out of service time was added on the premise that some units must have not been available because of non-call for service (NON-CFS) related work.

The table that follows shows that during day shift hours, additional response units had to be added to MPP input to match current response times with those calculated by the model. During these time periods, corporals, sergeants or other units must be handling calls to achieve current emergency response times.

Response Units Added to Calibrate MPP							
Time Block	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
P1-0000-0259	0.0	0.0	0.0	0.0	0.0	0.0	0.0
P2-0300-0559	0.0	0.0	0.0	0.0	0.0	0.0	0.0
P3-0600-0859	0.0	0.0	0.0	0.0	0.0	0.0	0.0
P4-0900-1159	1.5	1.0	2.5	2.0	2.0	2.5	2.0
P5-1200-1459	2.0	2.0	2.5	3.0	2.0	2.5	2.0
P6-1500-1759	1.0	2.5	2.5	3.0	2.0	2.0	2.5
P7-1800-2059	0.0	0.0	0.0	0.0	0.0	0.0	0.0
P8-2100-2359	0.0	0.0	0.0	0.0	0.0	2.0	1.0

The next table shows the amount of Non-CFS time that was added to time blocks in MPP to calibrate the model. This data is expressed as minutes per unit per hour of time out of service. This time is added to take into account units that must have been out of service because if those units were available emergency response times would be faster.

On average, GD primary response units spent 11 minutes per hour (18%) of their time on NON-CFS work. However, NON-CFS time varies from 3 minutes per hour (5%) to 30 minutes per hour (50%) based on time of day and day of week. Busy code data from the CAD system should be used by Richmond manager to determine the types of tasks that members may be completing at these times that make them unavailable for handling calls for service.

NON-CFS Time Per Unit Per Hour								
Time Name	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	AVG
P1-0000-0259	9	21	21	16	18	18	9	15
P2-0300-0559	19	20	26	30	28	30	21	24
P3-0600-0859	21	18	15	6	12	18	21	16
P4-0900-1159	6	6	6	6	6	3	12	6
P5-1200-1459	6	6	3	3	3	3	6	6
P6-1500-1759	6	3	6	3	3	3	3	6
P7-1800-2059	15	9	6	12	6	9	10	9
P8-2100-2359	9	6	6	3	6	6	6	6
(blank)								
Grand Total	11	11	11	10	10	11	11	11

Time Spent on Tasks

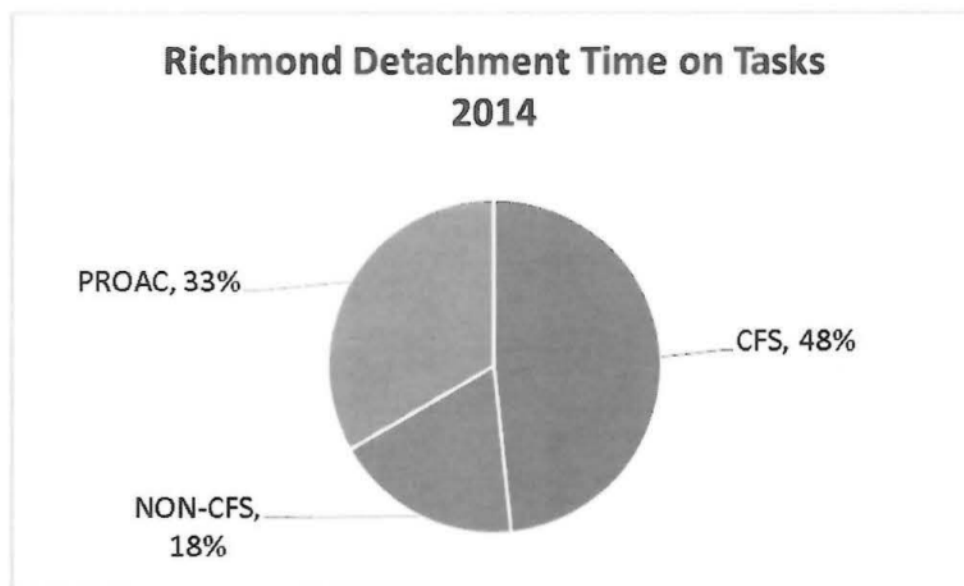
Once MPP input information is calibrated, it can be used to measure how GD officer time is now being utilized. While calls for service and response times are important, the ultimate measure of GD workload is how time is spent on tasks. MPP can be used to calculate the percentage of time being spent on three main categories of time.

- ☒ **Calls for Service (CFS):** This is time spent by all GD personnel dispatched to calls for service generated by the public from the time they are dispatched to the time they finish their preliminary investigation and are ready to take another call.
- ☒ **Non-Call for Service Work (NON-CFS) -** This time is made up of tasks other than calls for service that keep units from responding to calls. For example, some follow-up investigation tasks keep officers out of the field such as meeting with the Crown and court time. Classroom training that is less than the length of a shift would be included. The same is true for officer initiated activity like a traffic stop that results in an arrest or a serious event an officer comes

upon during routine patrol. If these units were available for calls, response times would be faster and MPP can tell the difference when it is calibrated.

- ⊗ **Available Proactive Time.** This is the time remaining when CFS and NON-CFS time are deducted from the work day. Proactive time is considered manageable because it includes a mix of lower priority administrative tasks, officer initiated activity, and uncommitted time.

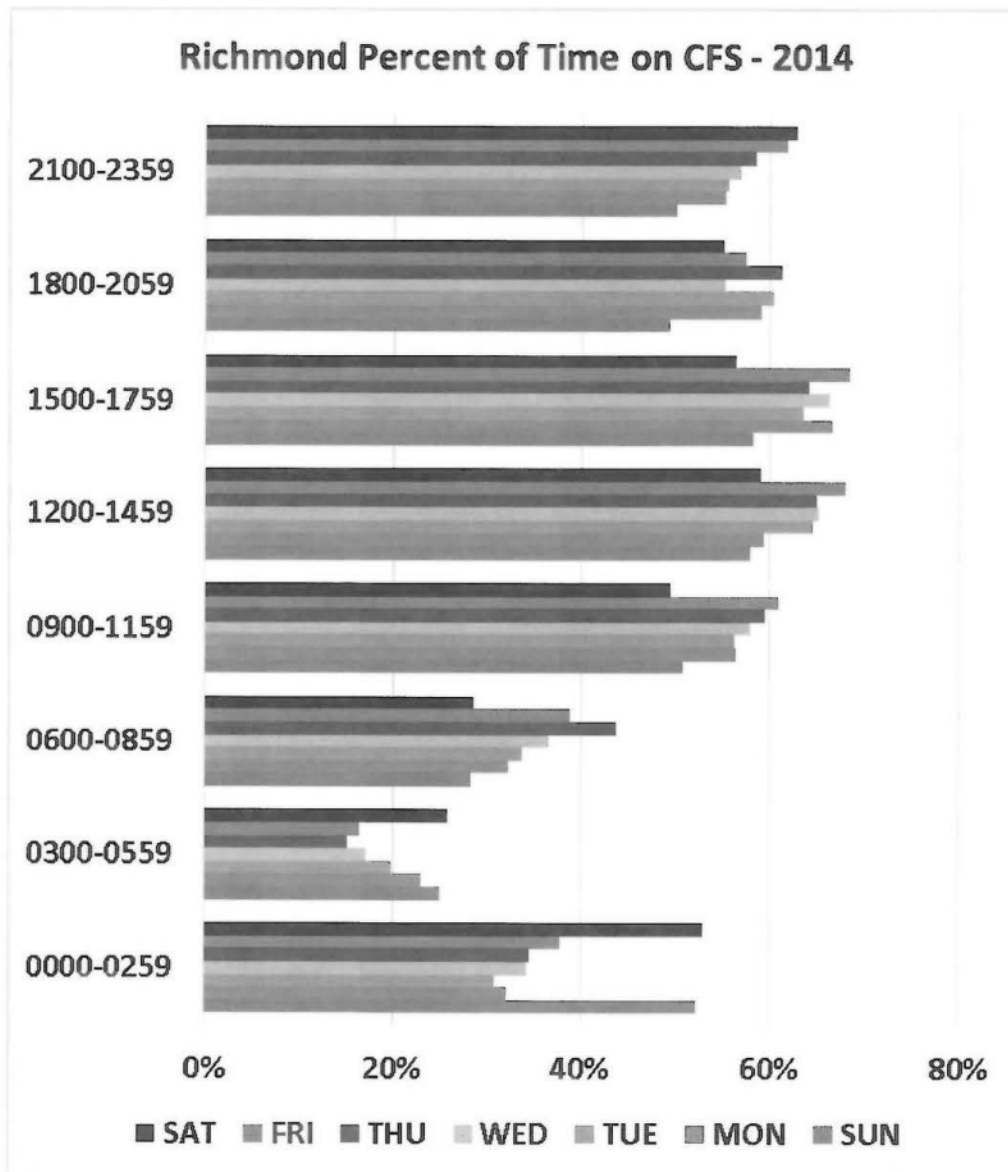
The pie chart that follows shows that during 2014 Richmond GD personnels spent nearly half their time responding to calls for service and conducting preliminary investigations. That is a high percentage for a municipal patrol force. At 18%, NON-CFS time is typical and translates into about 2 hours per shift (average of 11.5 hour shifts) which is reasonable considering the role of GD members in conducting follow up investigations on offense files. Finally, 33% of shift time available for proactive time represents 3.8 hours which may or may not be enough time to for proactive enforcement and community policing work. That is a public policy issue based on the goals set for police service in Richmond.

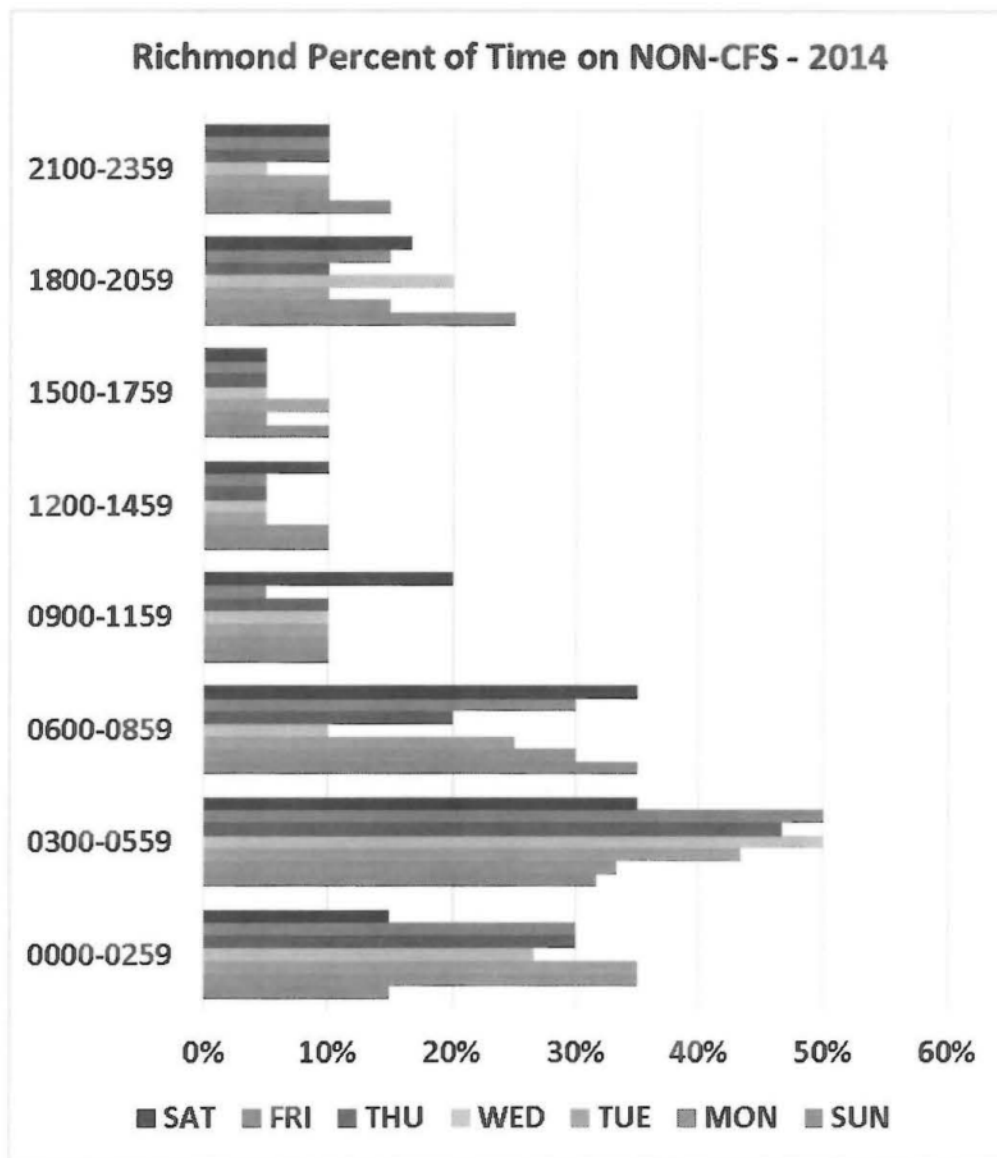


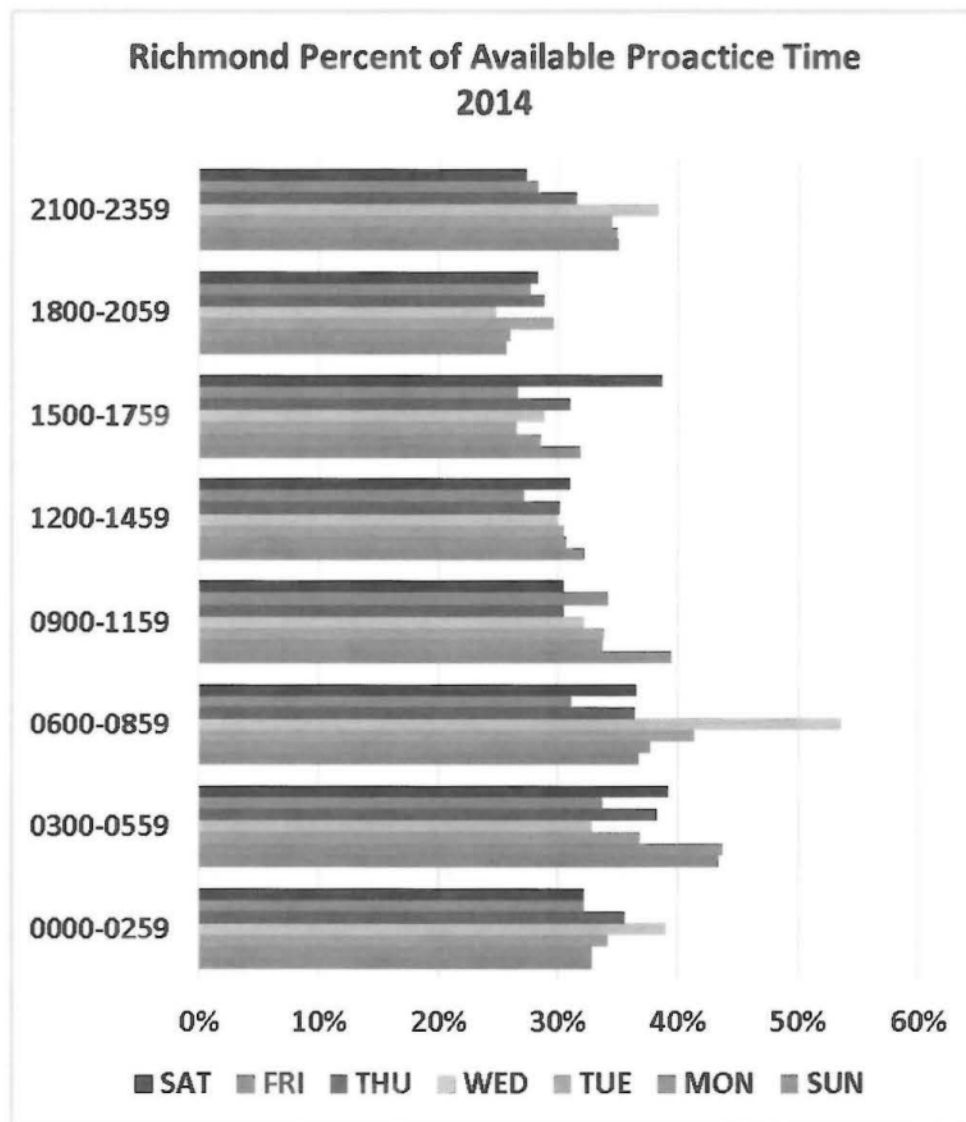
The next three bar charts show the distribution by hour of day and day of week of each of these three categories of time on tasks. Several issues are apparent in the information in those three graphs. A patrol force in which

staffing levels fit workload patterns would have more even distribution of time spent on each category of task. Based on this data, the current work schedule does not evenly distribute work among officers.

- ☑ The range of variation in CFS time shows some time blocks with time on calls over 60% and under 20%. This extreme variation can impact the consistency of service and generate stress for members at peak activity periods. Ideally, workload per member should be equitable throughout the day if staffing matches workload levels.
- ☑ GD members are using available time during early morning hours to complete administrative work. This time is of limited value for investigation because of the availability of witnesses and victims at those hours.
- ☑ Available proactive time is higher during the predawn morning which has limited value because of the inaccessibility of the justice system and the general public at those hours. More proactive time should be available at times of the day when work needs to be done to fulfill the strategic goals for police in Richmond.







Service Times

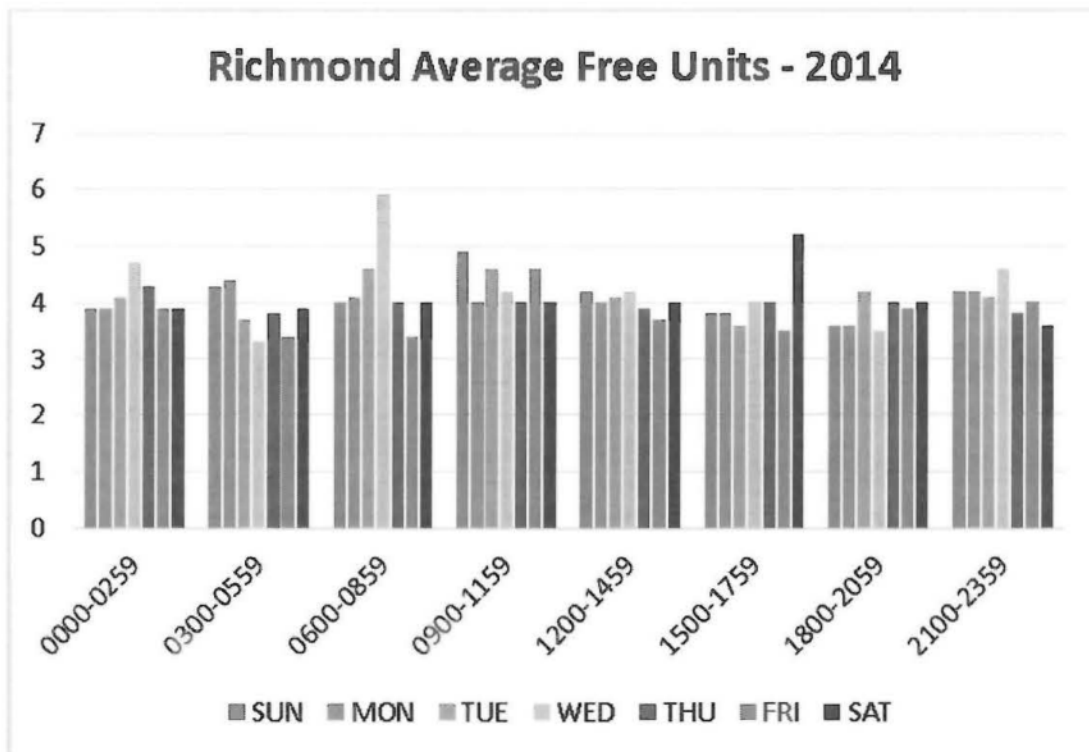
Another measure of performance is service time (travel and investigation time) spent on calls for service. The table that follows shows that an average of almost 2 (1.8) GD units respond to calls for service and they each spend an average of an hour per call.

The number of units per call can be impacted by dispatching practices. It may also be a supervision problem or a case of GD responders volunteering for calls and are added to them by dispatchers. This is an issue the detachment should analyze further.

While there are no standards for service time, this level of time seems reasonable because GD personnel are responsible for both preliminary and follow-up investigation for the calls to which they respond. It is beyond the scope of this study to evaluate this level of time spent in terms of quality of preliminary investigations and clearances.

Average of Average No Units Per Call								
Time Block	SUN	MON	TUE	WED	THU	FRI	SAT	AVG
0000-0259	2.1	2	2	2.1	2.1	2	2	2
0300-0559	1.8	2	1.8	1.7	1.9	1.8	1.9	1.9
0600-0859	1.8	1.5	1.7	1.8	1.8	1.7	1.8	1.7
0900-1159	1.8	1.6	1.7	1.6	1.7	1.7	1.7	1.7
1200-1459	1.8	1.6	1.8	1.7	1.7	1.9	1.6	1.7
1500-1759	1.7	1.8	1.8	1.8	1.7	1.8	1.8	1.8
1800-2059	1.9	1.7	1.8	1.8	1.9	1.8	1.9	1.8
2100-2359	1.9	2	1.9	2	2	2.1	2	2
AVG	2	2	2	2	2	2	2	2
Average of Service Time Per Call								
Time Block	SUN	MON	TUE	WED	THU	FRI	SAT	AVG
0000-0259	103	104	105	109	111	113	108	107
0300-0559	85	99	87	78	86	79	96	88
0600-0859	137	109	119	131	128	126	116	124
0900-1159	137	111	127	118	126	131	117	124
1200-1459	134	119	123	135	126	128	118	126
1500-1759	107	114	113	123	107	110	114	113
1800-2059	115	114	124	112	122	108	121	117
2100-2359	114	119	116	121	115	115	104	114
AVG	117	111	114	116	115	114	112	114
Average of Service Time Per Unit Per Call								
Time Block	SUN	MON	TUE	WED	THU	FRI	SAT	AVG
0000-0259	49	52	52	52	53	57	54	54
0300-0559	47	49	48	46	45	44	50	46
0600-0859	76	73	70	73	71	74	65	73
0900-1159	76	70	75	74	74	77	69	73
1200-1459	75	74	68	79	74	67	73	74
1500-1759	63	63	63	68	63	61	63	63
1800-2059	61	67	69	62	64	60	64	65
2100-2359	60	59	61	60	57	55	52	57
AVG	63	62	63	64	62	61	61	62

Another performance measure MPP can calculate is the average number of free units per time block. The graph the follows shows that typically there are 4 units free in Richmond that could respond to an officer needs assistance call or an emergency. This information provides a baseline that can be used to evaluate any future changes in GD deployment practices in the future.



Staffing Needs

After it is calibrated, MPP can be used to determine the number of primary response units needed in the field to meet performance goals set by a police agency. There are no standard performance goals for frontline police staffing. Those levels depend upon the role frontline officers are to play in providing service to the community.

Based on current workload and staffing, the role of GD officers is to just respond to calls for service and investigate crimes. This is a split force model in which specialized units do all proactive work to address crime problems and work with the community. This kind of system has been implemented, abandoned and implemented again by police agencies over the last 35 years.

It has strengths and weaknesses that should be evaluated as is the case with any policing strategy.

By contrast, communities that want neighborhood based policing need a larger pool of frontline officers who own territory and have time for proactive work within their assigned geographic areas. Frontline officers are vital to building community confidence in the police because those officers have the most face to face contact with the public.

A generalist based patrol force conducts directed patrol work to address neighborhood problems as part of their job. Special units only handle problems that are not feasible for frontline officers assigned to geographic areas to address. That division of labor helps set staffing levels for frontline personnel and special units. To help Richmond decide on the role of frontline officers, a range of staffing options was calculated using MPP. Performance criteria used were:

- ☒ Percentage of time spent on handling calls for service.
- ☒ Response time for Emergency calls.
- ☒ Average free units available.

The results of that analysis are shown in the table that follows. Given current GDO staffing, percent of time on CFS has the biggest influence on staffing levels recommended. To determine the number of personnel needed using that information, staffing levels should be selected that will meet all the performance goals selected.

For example, to reach an average service level in each time block of an 8 minute emergency response time, 45% time on CFS, and 4 units free, 14 additional constables would be needed. This table can also be used to develop a multi-year staffing plan tied to changes in management practices, increased staffing and improving service levels. A combination of reassignment of personnel to General Duty, increasing General Duty positions and workload reduction strategies could provide the basis for such a plan.

RCMP Richmond MPP Analysis Staffing Options													
Time Blocks	2014	Emergency Response Time				Percent of Time On CFS				AVG Free Units			
	Units Fielded	5 min.	6 min.	7 min.	8 min.	30%	35%	40%	45%	7	6	5	4
0000-0259	12	19	16	14	13	16	14	12	11	16	14	13	12
0300-0559	10	12	13	12	11	6	5	5	5	15	13	12	10
0600-0859	11	25	19	15	13	14	11	10	9	15	13	12	11
0900-1159	11	23	19	16	15	25	20	19	16	16	14	13	12
1200-1459	11	22	19	17	15	28	24	21	19	17	16	15	14
1500-1759	11	22	18	16	15	28	24	21	19	14	15	16	17
1800-2059	14	24	19	17	16	28	23	20	18	14	15	16	18
2100-2359	12	19	16	15	13	24	20	18	16	12	13	15	17
AVG Per Day	23	42	35	31	28	42	35	32	28	30	28	28	28
AVG X 2.59 SRF	60	107	90	79	72	109	91	82	73	77	73	73	72
Additional Constables		48	30	19	12	50	32	22	14	17	14	13	12

Conclusions and Recommendations

This analysis shows that GD personnel spend a significant amount of their time on calls for service and investigations. Less time is available for proactive work in neighborhoods to anticipate and prevent crime and order maintenance problems. The Richmond Detachment and the City of Richmond should use the MPP results to decide on the type of police service that meets the needs of the community and can be funded by the City.

Along with limited proactive time, current GD staffing results in emergency response times that are significantly longer than in other communities in Canada. That service level should be reduced to improve response to calls in Richmond that reflect threats to the welfare of people.

Fortunately, calls for service are growing slowly on an annual basis so there is time to add staffing in a well-planned multiyear process. Data in this report also suggests that a long term staffing plan should include efforts to make the best use of GD staff time. Efficient deployment practices and diversion of calls for service from dispatching would be two strategies that should be considered. Recommendations made here will promote a comprehensive approach to improving frontline policing and are in general order of priority.

1. Evaluate the role of General Duty Constables in delivering police services.

This work will be useful in setting goals for the percentage of time GD staff should spend on calls and have available for proactive work. The most efficient role for GD personnel is that of a well-rounded generalist who can apply prevention, intervention, and enforcement strategies to immediately respond to conditions identified in neighborhoods. That approach helps build community partnerships and encourages GD officers to deal with problems as they see them rather than just waiting to answer the next call being dispatched.

Well supervised, trained, and motivated generalist frontline officers will complement the work of specialized units. When ownership of territory can be established, ongoing pressure can be exerted citywide on crime and disorder problems. Frontline work should be an assignment that provides officers with good job satisfaction and not just a staging area for transfer to specialized units.

2. Modify the current GD work schedule.

Along with increasing in GD staffing levels, changes should be made to the current patrol work schedule to better fit staffing to workload (CFS and Non-CFS work) by hour of day and day of week. A work group should be created to include a cross section of GD staff to identify the kinds of changes that would meet the needs of officers, police managers and the public.

3. Expand use of alternatives to dispatching non-emergency calls.

Police agencies all over North America have implemented methods for taking non-emergency reports by telephone and online. These methods can save frontline officer staff time and at the same time provide the public with prompt service that meets their needs. One well trained staff member can take up to 25 reports a day by phone or provide the same advice for some kinds of calls that an officer would in the field. Richmond Detachment should build upon its on-line and telephone reporting systems and continue to explore other opportunities to reduce GD workload.

4. Make use of RCMP Business Intelligence Reports

Use management data contained in these reports to set measurable goals for making good use of frontline staff time. The General Duty command staff should identify a set of key indicators for effective deployment and performance that are made known to all supervisors and managers. Business intelligence reports should be used to track those key indicators on a month to month basis. Training on how to use these information tools is available from E Division staff assigned to the business intelligence project.

5. Develop a Forecasting Process for Calls For Service

Richmond Detachment should be provided with information on planned development and redevelopment in the city once those projects are approved. Then CAD data should be used to assess the potential impact of those projects on police service demands. Past data on calls by land use type and business could be used along with MPP to forecast demand from calls for service and related services once those developments are completed. This work and utilization of MPP would support development of a multiyear staffing plan for the detachment that is tied to workload and performance data.

Appendix A
Dispatch Delay and Travel Time for 2014

Emergency Dispatch Delay							
Time Block	SUN	MON	TUE	WED	THU	FRI	SAT
0000-0259	2.4	2.2	2.3	1.9	2.3	2.3	2.5
0300-0559	2.4	2.3	2.0	2.5	1.9	2.5	2.3
0600-0859	2.8	1.8	2.1	2.1	2.1	2.5	2.5
0900-1159	1.8	2.0	2.5	1.9	2.0	2.1	2.2
1200-1459	2.5	2.2	2.3	2.5	2.4	2.5	1.9
1500-1759	2.5	2.5	2.5	2.7	2.5	2.6	2.2
1800-2059	2.5	2.7	3.1	2.5	2.7	3.0	2.5
2100-2359	2.1	2.3	2.5	1.9	2.2	2.6	2.5

Emergency Travel Time							
Time Block	SUN	MON	TUE	WED	THIU	FRI	SAT
0000-0259	6.5	7.8	7.1	7.0	6.7	6.6	6.7
0300-0559	7.0	6.7	8.8	7.1	6.0	8.0	7.5
0600-0859	8.0	9.0	9.4	8.7	8.4	9.9	7.6
0900-1159	8.1	7.9	7.9	7.9	8.1	8.2	8.2
1200-1459	8.4	8.0	8.1	7.9	8.1	8.1	7.6
1500-1759	8.5	7.8	8.4	7.8	7.8	7.8	8.6
1800-2059	7.0	8.1	8.3	7.7	8.2	8.5	7.8
2100-2359	7.4	7.2	7.1	7.1	7.5	7.5	7.4

Appendix B: 2014 Calls for Service Dispatched

Richmond Detachment (No YVR) 2014					
Call Type	Priority	Emergency	Urgent	Routine	Total
ALARM	3	5	132	1,848	1,985
DISTURBANCE	3	10	308	1,373	1,691
ABANDONED 911	2	12	1,210	230	1,452
SUSPICIOUS CIRCUMSTANCES	3	54	430	935	1,419
SUSPICIOUS PERSON	3	12	397	845	1,254
TRAFFIC INCIDENT	3		60	1,159	1,219
ASSIST GENERAL PUBLIC	3	7	118	884	1,009
ASSIST POLICE/FIRE/AMBULANCE	2	765		227	992
DOMESTIC IN PROGRESS	1	949	39		988
MVI INJURY	1	772	14	13	799
MVI	3	1	88	547	636
IMPAIRED	2		521	8	529
CHECK WELLBEING	3	1	80	411	492
UNWANTED PERSON	3	29		459	488
HAZARDOUS SITUATION	3	2	67	408	477
SUSPICIOUS VEHICLE	3	3	42	426	471
THREATS	3	5	62	344	411
SUICIDAL PERSON	1	396	9		405
SHOPLIFTER	3	5	29	361	395
MISSING PERSON	3	113	34	240	387
MVI HIT AND RUN	2	3	207	174	384
BREAK AND ENTER	4		28	350	378
THEFT IN PROGRESS	2	3	345	6	354
ALARM SILENT	1		308		308
THEFT	4		20	277	297
BREAK AND ENTER IN PROGRESS	2	270			270
ASSAULT IN PROGRESS	1	262		2	264
ASSIST OTHER AGENCY	3	1	26	222	249
HARASSMENT	3		5	241	246
ANIMAL	3		21	200	221
FRAUD	4		84	117	201
INSECURE PREMISE OR VEHICLE	3		7	180	187
ASSAULT	3		35	150	185
WEAPON	1	163	14	4	181
MISCHIEF IN PROGRESS	2		168	4	172
KEEP THE PEACE	3		8	153	161
ASSIST MENTAL HEALTH	3	3	19	111	133
FIGHT	2	1	130	1	132
DRUGS	4		50	80	130
DOMESTIC REPORT	3	1	26	92	119
MISCHIEF	4		7	111	118
SIPP/DIPP	4		7	84	91
SHOTS FIRED / HEARD	1	83	4	2	89
RECOVERED VEHICLE	3			87	87
FOUND PERSON	3	3	28	52	83
SUDDEN DEATH	3		5	71	76

Call Type	Priority	Emergency	Urgent	Routine	Total
ASSAULT SEXUAL	2	3	56	16	75
SCREAM	1	69	1		70
PROPERTY	4			60	60
ALARM HOLD UP	1	56			56
ROBBERY IN PROGRESS	1	54			54
INDUSTRIAL ACCIDENT	3		3	41	44
BREACH	4	1	15	27	43
THEFT OF VEHICLE	4	1	11	28	40
INDECENT ACT	3	16		18	34
MAN DOWN	2	34			34
ANNOYING CIRCUMSTANCES	3	2		31	33
MISSING CHILD	1	29	1		30
ARSON	3	1	10	17	28
PROWLER	2		28		28
OTHER CRIMINAL CODE	3			27	27
PANHANDLER	3		1	24	25
EXTORTION	1			24	24
WARRANT	4		11	13	24
ROBBERY	3	7		14	21
MVI POLICE VEHICLE	2		17	2	19
JUMPER	1	17	1		18
NEXT OF KIN NOTIFICATION	3			18	18
HOME INVASION	1	17			17
AIR EMERGENCY	1	14	1		15
DEMONSTRATION / PROTEST	3		2	12	14
MARINE INCIDENT	1	4	3	3	10
COUNTERFEIT CURRENCY	4		4	4	8
FIREARMS (FOR PICKUP / TRANSPORT)	4		1	7	8
ABANDONED VEHICLE	4		1	5	6
STALKING	3		1	5	6
YOUTH	3		1	5	6
BOMB THREAT	1	4			4
OVERDOSE	2		4		4
BAIT CAR ACTIVATED	2		3		3
EXPLOSIVES	1	3			3
BYLAW	4			2	2
PARKING	4			2	2
POLICE - ANY CALL	1	1			1
INTELLIGENCE INFORMATION	4			1	1
PROSTITUTION	4			1	1
TRAFFIC SUSPENSION	4			1	1
Totals		4,267	5,368	13,897	23,532

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Thursday, November 26, 2015 2:25 PM
To: McLean, Kimberley M JAG:EX
Subject: Fw: Police Services Council Report and News Release
Attachments: Police Services_report_-_November_26_2015.pdf; CITYHALL-#4820879-v1-News_Release_Richmond_releases_report_on_police_service_November_26_2015.pdf

From: Long, Douglas
Sent: Thursday, November 26, 2015 2:18 PM
To: Pecknold, Clayton JAG:EX
Subject: Police Services Council Report and News Release

Good afternoon,
On behalf of Phyllis Carlyle please find attached a Report to Council and news release regarding police service in the City of Richmond. This Report is being released publicly this afternoon.
The Report provides a review of the City's options for future police services. Council has received the report for information, but no decisions have been made.
Public consultation on the issue is planned for the New Year.
Sincerely,
Doug Long
City Solicitor



November 26, 2015

For Immediate Release

City of Richmond releases report on police service

Richmond, BC – The City of Richmond has released a comprehensive report on police services. The report summarizes the City's findings from an extensive review of its options for the future provision of police services for Richmond.

"Our Council is committed to ensuring Richmond is a safe place to live, work and visit now and in the future," said Richmond Mayor Malcolm Brodie. "As our community grows and evolves, we want to ensure our police service reflects the community's changing needs and priorities."

The City expressed significant concerns about the RCMP Municipal Police Unit agreement when it was renewed by the Province of BC in 2012. Given its ongoing concerns, the City committed to a review of its options for the provision of police services. Since then, the City has extensively reviewed options for the delivery of police service in Richmond and narrowed its options to continuing with the RCMP or forming a new independent municipal police service.

The report examines a number of considerations in determining the best police service model for Richmond including costs, governance, accountability, responsiveness to community needs and values, service delivery and staffing considerations.

Police service is the largest single cost centre for the City, consuming roughly 20 per cent of the annual operating budget for a total cost of \$41.5 million in 2015.

City Council has made no decisions on police services at this time. The next step in the process will be public consultation on the two options. A consultation plan is now being developed and it is anticipated that formal public consultation will begin in early 2016. In the interim, the City of Richmond will continue to be served by the RCMP.

- 30 -

Media Contact:

Ted Townsend
Senior Manager, Corporate Communications
Tel: 604-276-4399 Cell: 604-516-9585
Email: TTownsend@richmond.ca

Your email address has been recorded in our media contact database. In the future, you will receive news releases and media advisories. To unsubscribe at any point, please email us at communications@richmond.ca with "Unsubscribe to media list" in the subject line.



Origin

This report supports Council's 2014-2018 Term Goal #1 A Safe Community:

Maintain emphasis on community safety to ensure Richmond continues to be a safe community.

1.1. Policy and service models that reflect Richmond-specific needs.

This report supports Council's 2014-2018 Term Goal #9 A Well-Informed Citizenry:

Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

9.2. Effective engagement strategies and tools.

Background

In 2012, the Province renewed its 20 year contract with the federal government to permit the RCMP to function as a municipal policing provider. The City of Richmond subsequently signed the standard form Municipal Police Unit Agreement with the Province providing for the RCMP to police the City. The local detachment provides excellent service to the community and the community remains a safe place to live, work and invest. Council has publicly expressed its concern with both the terms of the contract for the provision of police services and the structure of the service provision, in particular:

1. Governance – the ability to influence the priorities, goals and objectives of the police service. Decisions are made by the national headquarters of the RCMP that impact the City, such as the requirements for the deployment of auxiliaries. The Integrated Teams, including the Real Time Intelligence Centre, do not have civilian oversight, which is a basic requirement for policing.
2. Local needs – the ability to ensure that the police service is in harmony with local needs and local culture
3. Cost controls, transparency and accountability. The ability to predict costs accurately and to obtain surety has proven challenging in relation to the payments required for the Green Timbers building, the location of the Division's headquarters, as well as the decision to change, without consultation, the payment of severance to RCMP members.
4. Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands

Council has engaged in extensive studies and reviews of the existing policing model and the requirements for transition to an independent police service.¹

A key stakeholder in any alteration to the existing model is the Province. The Police Act provides that the Minister must ensure that an adequate and effective level of policing and law enforcement is maintained through B.C. and thus, approval by the Minister is required for the City to change its policing model.²

The Act further provides that a municipality with a population of more than 5,000 persons must provide policing and law enforcement in accordance with the 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.³*

Provincial representatives have indicated that a proposal from Richmond for an alternative form of the delivery of policing services would be considered. 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. One important part of this process is to hear directly from the public as to their opinion on any future change.

The earliest a new police force could be operational would be April 1, 2018, with Council providing notice of the termination of the existing contract to the Province prior to February 28, 2016. The cost estimates in this report are based on an operational date of 2018.

The primary focus of the consultation is to provide information on the model, determine the level of community support for any transition and provide enhanced opportunity for public feedback on the transition to a new policing model. The consultation will ensure that the community, media and other stakeholders are informed on the issue and that the public, including other corporate and public agency stakeholders, have significant opportunities to provide quantified feedback to Council before the contract for the services of the RCMP is formally terminated.

Analysis

Current Police Service Delivery Model in the City

As of 2014, the City has a population of 207,500⁴ and Richmond is the fourth largest municipality in Metro Vancouver. The Richmond RCMP detachment is the fourth largest RCMP detachment in British Columbia, behind Surrey, Burnaby and Coquitlam/Port Coquitlam.

¹ "Police Services Models" Report to Community Safety Committee on November 14, 2012

² Police Act, Part 2, s. 2

³ Police Act, Part 2, s. 3(2)

As of 2015, the Richmond RCMP has an authorized strength of 200 police officers with funding in the City's budget for 190 at the detachment. The officers are supported by 85 full time equivalent employees and 2 crime analysts, for a total of 277 personnel in the Richmond Detachment. The City's additional contracted services include the services of the equivalent of 18.35 officers on the specialized RCMP Integrated Teams. The total number of budgeted officers is 208.35 (190 at the detachment and 18.35 on the Integrated Teams). The City has access to all of the RCMP Integrated Teams: Emergency Response Team, Integrated Collision Analysis and Reconstruction Service, Integrated Forensic Identification Services, Integrated Homicide Investigation Team, the Real Time Intelligence Centre and Integrated Police Dog Service.

In addition, the Vancouver Airport Authority contracts with the City for an additional 27 officers and pays the City the full cost of those officers.

The management of the detachment is comprised of one Superintendent Officer In-Charge, three Inspectors for operations and support, and one municipal manager for administration. The Richmond RCMP detachment provides the City with all aspects of policing services (other than specialized services) including general duty, investigation of serious crimes, traffic enforcement, youth services and crime prevention. The annual budget for the Richmond RCMP police contract is approximately \$34.9 million in 2015, which includes \$4.2 million for the Integrated Teams, and with the additional municipal costs of \$6.6 million, the total cost of policing in 2015 is \$41.5 million.

In the past there has been difficulty retaining the budgeted number of officers at the detachment but in 2014 for the first time in the last five years the number of officers delivered or actual strength of the detachment, approximately 193, exceeded the budgeted number.

The following table summarizes the budgeted strength and the actual strength delivered to the Richmond Detachment.

	Budgeted Strength	Actual Strength		Integrated Team Established Strength (including RTIC)	Integrated Team Actual Strength	
2014/15	190	193	3 over	18.35	16.62	1.73 under
2013/14	189	188	1 under	18.74	16.12	2.62 under
2012/13	189	182	7 under	18.24	15.54	2.70 under
2011/12	189	185	4 under	17.70	16.06	1.64 under
2010/11	189	188	1 under	17.70	14.82	2.88 under

⁴ "Populations and Demographics", City of Richmond October 23, 2014, <http://www.richmond.ca/discover/about/demographics.htm>

Three year staffing projections, including officer strength, have been prepared annually by the RCMP detachment to request additional officers and have formed part of Council's budget discussion each year. In the last five years Council has increased the authorized strength of the detachment by one officer.

In Metro Vancouver, the Richmond detachment has the second highest ratio of population to police officer with 923 people per officer.⁵ Richmond's number contrasts with comparator cities, such as Delta and Abbotsford that respectively have 603 and 640 ratios of population to officer. In the lower mainland all of the independent police services have more officers than Richmond to serve the equivalent population⁶. It is acknowledged however that population per officer is only one measure of police performance, others include the level of satisfaction of the citizens, the perception of safety, the level of crime, in particular severe crime, response times, case load per officer, etc.

Other Detachments

Should the City wish to have the same population to police ratio as the cities listed below, Richmond's resultant increase in the number of officers is set out in the last column.

Number of additional officers required by Richmond to have the equivalent population to police ratio	
Abbotsford	96
Burnaby	39
Coquitlam	10
Delta	115
Surrey	51

Note: Population per Officer ratio is based on the Ministry of Justice
Police Resources in British Columbia 2013 Report.

Some municipalities have Crime Reduction Strategies that call for a fixed number of officers per resident (such as Surrey where one police officer for every 700 residents is planned)⁷. In 2014, Surrey added 30 new members and in 2015, Surrey is slated to add 100 more. In future years from 2016 to 2019, Surrey's projections include 16 additional officers per year. As well, in 2015 Coquitlam is slated to add 6 new officers

⁵ Ministry of Justice, Police Services Division, *Police Resources in British Columbia, 2013* December 2014. Based on the authorized strength (with Integrated Teams) of 218 divided by the population as reported in the British Columbia Policing Resources 2013

⁶ Ministry of Justice, Police Services Division, *Police Resources in British Columbia, 2013* December 2014

⁷ City of Surrey Crime Reduction Strategy p.11

In 2013 in Richmond, the RCMP carry a higher criminal case load (49) per officer which is 40% more than officers in an average independent service (35). Richmond has a 12% lower crime rate: 53 per 1000 compared to 67 for independent services.⁸ Richmond has higher clearance rates than other RCMP detachments but lower clearance rates than other independent services.⁹

To further examine the resources at the detachment, a shift pattern study for general duty officers is currently underway with the results expected in late fall of 2015. Staff turnover at the detachment contrasts with that of the independent services and the RCMP have a practice of attempting to retain staff at detachments for 3 to 5 years depending on the circumstances.

The staffing and the governance of the integrated teams, including the Real Time Intelligence Centre, has not been addressed either contractually or otherwise but in 2014 the Province did introduce a Bill to potentially address some of the challenges facing the teams. Simple adjustments to satisfy local needs appear to be more difficult with a larger hierarchical organization. There has been discussion as to whether the RCMP, as an organization, is designed to provide urban policing but the reality is that the RCMP police large municipalities in the Lower Mainland and have done so for over 50 years so urban policing falls within their current mandate.

Future Police Service Delivery Models for the City

In the backdrop of Council's considerations of a future model is the BC Policing Plan and the results that will come from that initiative. To date, enhanced provincial standards have been developed and put in place for the benefit of all police services.

Although regional policing has historically been discussed by many and in many forums, there is little direct movement to this model. However, recently there has been a greater level of participation by independent police services on the RCMP's Integrated Teams, which is in itself a form of regionalization. The City expends 10% of its policing budget on the Integrated Teams.

Independent Police Service for the City of Richmond

An independent police service accompanied by contracts for specialized services with another police agency, such as the RCMP or other independent police departments, is a model that some municipalities enjoy.

The role of the Council with an independent police board (the "Board") differs in that the Board will be chaired by the Mayor with one person, other than a council member, appointed by Council. The remaining up to seven members are appointed by the Lieutenant Governor in Council. The Board will submit their budget to Council for approval. In the event of

⁸ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. The crime rate is the number of Criminal Code Offences or crimes (excluding drugs and traffic) reported for every 1000 permanent residents.

⁹ Statistics Canada CANSIM Table 252-0089

disagreement the matter is decided by the Director of Police Services of the Ministry of Justice for British Columbia. Greater details regarding the role of the Board are set out in Attachment 1.

The Board will have the ability to oversee the police service, to have local needs met and local culture observed. There will exist the potential for an increased ability to create specialized programs tailored to the population and to local issues, provided provincial policing standards are met, as well as an ability to create a preference for hiring local residents who know the community. Officers serving throughout their career in Richmond may present its own inherent challenges such as providing professional opportunities for their development and retention as well as requiring greater human resource management, but will permit more knowledgeable consistent engagement between the community and the police. A Richmond police service would allow the police officers an opportunity to engage the community on a long term basis without the risk of transfer. In addition, the gradation of police response could be refined to include additional civilianization of some functions and the provision of police services using community safety officers. An independent police service will likely see, with the approval of the Board and Council, additional officers, above the existing number of 190, in the community with the accompanying cost.

There are various efficiencies and synergies for an independent service. Mainly, a Richmond police service would ideally be tailored to allow Board input into the hiring of officers and their terms of employment; the development of a reporting relationship between the Board and Council; accountability for the policing function resting with the Chief of Police and the Board; and permit local level strategic planning, as long as provincially mandated standards are adhered to.

Financial Analysis

Policing is the largest cost centre in the City's operating budget. Transparency in government decision imposes the need for a high level of scrutiny of budgets through appropriate financial controls.

Richmond currently spends less per capita for policing than almost all other municipalities in the Lower Mainland with either a RCMP detachment or an independent police service. This should not necessarily be viewed as an efficiency or effectiveness measure. In Richmond, the average cost of an RCMP officer is approximately 5% lower¹⁰ than an independent service.

Municipality	Cost per Police Officer	Cost per Capita
Richmond	\$178,940	\$194
Abbotsford	\$188,321	\$294
Delta	\$189,898	\$314

¹⁰ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Comparison of Richmond's cost per officer, using adjusted strength, for all Independent Police Departments.

Traditionally, independent police services have lower police to population ratios and higher costs per capita. For Richmond to obtain the same police to population ratio as a municipally serviced by an independent police service, such as Abbotsford or Delta, an additional 96 to 115 officers¹¹ and an additional 30 to 40 municipal employees at a total additional annual cost of \$19.9 to \$24.3 million dollars would be required.

Policing consultants Peter German and Robert Rolls estimate, the transitional cost from the RCMP contract to an independent police force is projected to be \$19.6 million, based on the assumptions set out in Attachment 2.

Projected Operating Budget of a Richmond Independent Police Service

Based on the current budget estimates from the RCMP 5-Year plan, in 2018 the City's total police contract budget is estimated to be \$37.88 million, with the additional costs for municipal employees of \$6.86 million, for a total of \$44.74 million. This figure is based on maintaining the existing number of officers.

For Richmond to establish its own independent police force, at the existing levels of service, additional personnel would be required to offset divisional administration functions performed by RCMP "E" Division headquarters under contract policing. As well, the following cost drivers, such as: police officer salary rate, fringe benefit rate, claims and litigation, annual recruitment, and legal services, are estimated to be higher. In addition, there will be a loss of the 10% federal subsidy (\$4.2M) and provincial subsidy for IHIT (\$386,000) under the independent police model. In the future, if the City wished to return to the RCMP the federal subsidy would likely be unavailable.

One Time Transition Costs

One-time transition costs which could include capital costs, consulting, recruitment, legal, costs for the pre- and post-implementation overlap, and payments for existing police service would also require funding. The one-time transition costs could be funded through a combination of sources including reserves, borrowing (capital), provisions and/or surplus. The one time transition costs will not impact property taxes.

Operating Costs

Based on the findings of the Consultant's report, should the decision be made to transition to an Independent Police Service, additional funding will be required due to increases in the ongoing operating costs. Property taxes would be required to increase accordingly unless off-setting reductions are made to the operating budget. In 2018, if the Richmond Independent Police Service is implemented with the existing level of service, the annual operating cost is projected to be between \$46.97 to \$48.67 million compared to the projected cost of the RCMP of \$44.74 million. The estimated property tax increase for an Independent Police Service is set-out in the table below.

¹¹Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Using the published "Pop per Officer" ratio and the "Population" statistics.

Additional Ongoing Operating Costs to Implement an Independent Police Service in Terms of Equivalent Property Tax Increase*								
		2016		2017		2018		Total (2016-2018)
		Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	
Additional On-going Operating (Based on existing service levels)	Low	-	-	-	-	2,237,098	1.08%	2,237,098
	High	-	-	-	-	3,930,458	1.90%	3,930,458
* Costs above those projected in the 2016/17 - 20/21 RCMP 5-Year Financial Plan and at existing service levels.								

Total One-time Costs to Implement an Independent Police Service				
	2016	2017	2018	Total
Transition Costs \$	692,029	9,503,983	9,410,623	19,606,635

The table below outlines the budget comparison between that status quo of a continued RCMP contract and the transition cost of an Independent Police Service for year 2016 to 2018.

Budget Comparison of RCMP Contract and the Transition/Operating Costs of an Independent Police Service			
	2016	2017	2018
RCMP Contract Total Projected Cost	\$42,696,613	\$43,617,319	\$44,741,957
Independent Police Service Option Costs*			
Transition Costs (one-time)	\$692,029	\$9,503,983	\$9,410,623
Operating (Low)			\$46,979,055
Operating (High)			\$48,672,415

*The total costs for the Richmond Independent Police Service for 2016-2018 includes one-time transition costs. In 2018 annual operating costs will be incurred for IPS.

In summary, to transition to an independent Police Service will require one-time transition costs totalling \$19.6m spread over 3 years and an increase in annual operating costs of between \$2.2m - \$3.9m (tax impact of 1.08% - 1.90%).

RCMP Strength Increase

In the event that the decision is made to retain the services of the RCMP then the following chart indicates the predicted costs to add additional officers to the detachment and the associated tax increase that those additional officers would require.

Estimated Cost and Tax Impact to Increase the Richmond RCMP Detachment Strength								
Increase in the Number of RCMP Officers	2016		2017		2018		2019	
	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %
+ 1 Officer	172,000	0.09 %	176,000	0.09 %	181,000	0.09 %	185,000	0.09 %
+ 5 Officers	860,000	0.45 %	882,000	0.45 %	903,000	0.44 %	925,000	0.43 %
+ 10 Officers	1,720,000	0.91 %	1,764,000	0.89 %	1,807,000	0.87 %	1,850,000	0.86 %
+ 20 Officers	3,441,000	1.81 %	3,529,000	1.78 %	3,613,000	1.75 %	3,700,000	1.72 %
+ 30 Officers	5,161,000	2.72 %	5,293,000	2.67 %	5,420,000	2.62 %	5,549,000	2.58 %
+ 40 Officers	6,881,000	3.63 %	7,057,000	3.56 %	7,226,000	3.50 %	7,399,000	3.44 %

Financial Impact

None at this time.

Conclusion

Notwithstanding the lower per capita costs and high population to police officer ratio associated with the current RCMP model, the City has a lower crime rate than the lower mainland average. Transitioning to an Independent Police Service will result in a one-time cost of \$ 19.6 M as well as higher ongoing operating costs. Policing services are integral to every member of the community. Public input into any future decision regarding the policing model is a key component in maintaining the close relationship that exists between the police and the community.

Phyllis L. Carlyle
General Manager, Law and Community Safety
(604-276-4104)

Attachment 1

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.¹²

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 7 persons appointed, after consultation with the director, by the Lieutenant Governor in Council.¹³

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.

¹² British Columbia Ministry of Public Safety and Solicitor General, Policing and Community Safety Branch, Police Services Division, *BC Police Board Resource Document on Roles and Responsibilities Under the Police Act*, March 2005 section 3.2.

¹³ Police Act, Part 5, s. 23(1)

Attachment 2

Transition Related Assumption

1. There will be 190 police officers in the new Service. This is status quo with the present detachment strength of sworn officers, with the exception of two crime analysts.
2. The transition timeframe will be two (2) years.
3. Notice - Under the Province of British Columbia Municipal Police Unit Agreement, dated April 1, 2012, termination is governed by sub-article 22.1(c)(i), which reads:

“This Agreement may be terminated on March 31 in any year by either party giving the other party notice of such termination;

(i) 25 months prior to the date of the intended termination in the case of the Municipality giving such notice;...”

Therefore, termination on March 31, 2018 would require that notice be given no later than February 28, 2016.

4. Headquarters will be in the existing Number 5 Road Community Safety Building. In the first year there would only be 8 staff members working on the transition. Four of these would be seconded members from another police agency, and could work out of their facilities. It would be expected that existing COR office space would be used for the Project Manager and assistant and the Police Board Executive Assistant. A transitional office space would be identified in the second year to meet the increasing staffing requirements leading up to the start date.
5. The Service will be unionized. Municipal police departments in British Columbia have traditionally followed the lead of the VPD in negotiating union contracts with their sworn members. In general, the contracts are based on wage and benefit parity with the VPD. Some of the more important variations are in relation to shifting models, whether patrol units are one member or two members, and the use of auxiliary staff to provide some policing services. Existing municipal policing contracts would be used as the template for most areas of the union contract for a new police department. Additional contract assistance would be focused on more agency specific areas.
6. Certain specialized services will be contracted out, by way of an RFP.
7. There will be a loss of federal subsidies for integrated teams.
8. There will not be a second tier of police officers, such as Community Safety Officers.
9. All municipal police departments are governed by a Police Board. It is the responsibility of the City to develop an Implementation Plan and to give notice to the Province under the

Municipal Police Unit Agreement. It may then proceed with developing necessary plans, including the appointment of a Project Manager and a Steering Committee, however a Police Board will be required prior to actual implementation taking place, as the Board is the employer and is responsible for the budget, entering into contracts, and developing a strategic plan for the police force.

10. A municipal insurance provider will cover liability insurance.
11. All recruit training will take place at the Justice Institute of British Columbia. This is provincially mandated.
12. The Service will continue to contract with E-Comm for dispatch.
13. The Service will continue to utilize PRIME. This is provincially mandated.
14. Community policing initiatives will continue.
15. All existing assets which belong to the City will be retained. Richmond would retain its existing fleet of police vehicles and follow the current replacement plan. Replacing the entire fleet would be prohibitively costly and unnecessary. The 44 police cars and two motorcycles could be rebranded over the six week period prior to the transition.
16. Administrative duties formerly performed by the RCMP's "E" Division will transition to the new service. In the early stages, very limited administrative support would be required for the small number of staff engaged in the transition planning and implementation. In the first year, for example, there would only be eight staff members working on the transition. Four of these would be seconded from another police agency. Existing City staff would provide the administrative support required in this period. Additional support staff would be hired further into the transition.
17. Staff will be required in order to perform the duties in the preceding assumption.
18. RCMP pensions are not transferrable to the Municipal Pension Plan.
19. The policing arrangement for YVR remains status quo.
20. Personnel security requirements for employees will equal those of the RCMP.
21. The service will require a regulations and procedure manual. Police departments make substantial investments in time and resources, developing and maintaining comprehensive and current electronic regulations and procedures manuals. These manuals reflect the current British Columbia policing experience and requirements. They involve oversight from the police executive and police board, the consideration of legal requirements and responsibilities, emerging trends and problems, and best practices in policing. Existing police regulations and procedures manuals would provide templates for a regulations and procedures manual for the new service. The Policy Development / Risk Management

Manager would be responsible for the development of the Regulations and Procedures Manual, as well as risk management related policy.

22. Civilian compensation is based on current Richmond rates and recommendations from City staff.
23. Facilities costs for the year preceding the transition and the costs associated with keeping the existing fleet were both provided by City staff.
24. The salary costs for sergeants, staff sergeants and inspectors were all calculated based on the assumption that these seconded positions are hired at the top salary increment.

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Tuesday, January 12, 2016 3:19 PM
To: McLean, Kimberley M PSSG:EX
Cc: Godenzie, Lisa PSSG:EX
Subject: 513193 - Richmond BN
Attachments: 513193 Draft - Information BN Richmond Nov News Release Dec17 15 LG edits (vs3 Jan12.16).docx

Hi Kimberley,

Please find attached the revised draft BN, which incorporates Lisa's comments and edits.

Cheers,

Rachel Foisy

Senior Research | Policy Analyst

Governmental Relations

Policing and Security Branch | Ministry of Public Safety and Solicitor General

10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7

Phone: 250 953-3441

MINISTRY OF JUSTICE PUBLIC SAFETY AND SOLICITOR GENERAL
POLICE SERVICES DIVISION
BRIEFING NOTE

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: Release of the City of Richmond's news statement regarding its release of their report to council on police services, specifically regarding the City of Richmond's and the launch of a public engagement process in early 2016 to consider transitioning from an RCMP policing model to an independent police agency force.

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SUMMARY:

- The City of Richmond has requested that the solicited guidance from the Ministry of Justice Public Safety and Solicitor General (the Ministry) review and approve on the steps required in order for the Ministry to consider its request to transition to an independent police force agency.

s.13, s.16

SUGGESTED RESPONSE:

- Under the Police Act, It is the Minister i's responsible for ility under the Police Act to ensure adequate and effective policing is in place across the province for the safety of all British Columbians.
- In 2012, Tthe City of Richmond signed the RCMP renewed their Municipal Police Unit Agreement in 2012 for the provision of RCMP police services to -which ensures they have effective policing in place, as required by the Police Act, while they consider their future plans.
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- The provincial government is looking forward to participating on the Working Group and to working collaboratively with Working Group members to identify an effective governance structure for integrated teams.
- The City of Richmond is dissatisfied with its ability to influence the priorities, goals and objectives of the police service and is concerned that local needs are not being met.
- Approval by the Minister is required for the City of Richmond to change its policing model. Prior to providing approval, the Province will need to review and approve Richmond's policing implementation plan, which is currently under development.

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 - Entering into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force; or
 - 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."¹
- In 2007, the City of Richmond contracted Perivale and Taylor consulting to review the characteristics of a well-functioning police service.

¹ Police Act, Part 2, Section 3 (2)

- In 2012, the Richmond City Council requested assistance from the Vancouver Police Board to provide assistance into analyzing the transition to an independent police service. They provided the Council with a detailed analysis entitled "Estimating Police Costs for the City of Richmond".

s.13,s.16

s.13,s.16

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- o Cost controls, transparency and accountability.
- o Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

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- The Richmond RCMP detachment currently has 21800 uniformed members, with 27 additional members posted to the Vancouver International Airport and additional members posted to Green Timbers.²

Comment [GLJ4]: See comment below

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<http://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/2013->

- The MPUA termination provision, stipulates that the Agreement may be terminated on March 31 in any given year and that the Municipality must provide 25 months of notice prior to the date of the intended termination.

- In an attempt to meet the March 31 deadline, Richmond is actively seeking Ministry approval of their report released to Council in November, in order to begin

- The earliest date the City of Richmond could terminate their MPUA is March 31, 2018.

On November 26th, 2015, the City of Richmond issued a news release, announcing their report to council regarding the Richmond police service. The news release identified that a formal public consultation will begin in early 2016.

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OTHER MINISTRIES IMPACTED/CONSULTED:

- None at present.

Prepared by:
Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs
250 953-3441

Recommended by:
Kimberley McLean
Director
Policing and Security Programs
250 387-2787

Approved by:
Sandra Sajko
Executive Director
Policing and Security Programs
250 387 1387

Approved by:
Perry Clark
Executive Director
Policing and Security Programs
250 356 8146

Approved by:
Clayton Pecknold
Assistant Deputy Minister
And Director, Police Services

police-resources.pdf We should be citing the official Annex A of their MPUA or our Police Resources publication for these numbers. (the 2012 MPUA listed 200 members, whereas the Police Resources in BC listed 211 authorised strength and 218 adjusted strength).

Cliff: 513193

Date Prepared: ~~December 9~~ January 18, 2016~~5~~

Policing and Security Branch
250 387-1100

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Tuesday, January 12, 2016 2:56 PM
To: Godenzie, Lisa PSSG:EX
Cc: Richir, Karen JAG:EX
Subject: 513193 - Richmond BN
Attachments: 513193 Draft - Information BN Richmond Nov News Release Dec17 15 LG edits (vs3 Jan12.16).docx

Hi Lisa,

I took another stab at the BN, over to you for review.

Cheers,

Rachel Foisy

Senior Research | Policy Analyst

Governmental Relations

Policing and Security Branch | Ministry of Public Safety and Solicitor General

10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7

Phone: 250 953-3441

MINISTRY OF JUSTICE PUBLIC SAFETY AND SOLICITOR GENERAL
POLICE SERVICES DIVISION
BRIEFING NOTE

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: ~~Release of t~~The City of Richmond's news statement regarding its release of their report to council on police services, specifically regarding the City of Richmond's and the launch of a public engagement process in early 2016 to consider transitioning from an RCMP policing model to an independent police agency force.

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SUMMARY:

- The City of Richmond has requested that the solicited guidance from the Ministry of Justice Public Safety and Solicitor General (the Ministry) review and approve on the steps required in order for the Ministry to consider its request to transition to an independent police force agency.

s.13,s.16

SUGGESTED RESPONSE:

- Under the Police Act, It is the Minister i's responsible for ility under the Police Act to ensure adequate and effective policing is in place across the province for the safety of all British Columbians.
- In 2012, Tthe City of Richmond signed the RCMP renewed their Municipal Police Unit Agreement in 2012 for the provision of RCMP police services to which ensures they have effective policing in place, as required by the Police Act, while they consider their future plans.
- Under Part 2, Section 3, subsection 2, a municipality with a population of more than 5000 persons must provide policing and law enforcement in accordance with the Police Act and the regulations by means of three options, including establishing a municipal police department. It has always been an option for municipalities to consider another policing option. The Police Act allows policing alternatives which includes policing provided by the provincial force, the municipality having its own police force, or contracting with an adjacent independent police force.

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OTHER MINISTRIES IMPACTED/CONSULTED:

- None at present.

Prepared by:

Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs
250 953-3441

Recommended by:

Kimberley McLean
Director
Policing and Security Programs
250 387-2787

Approved by:

Sandra Sajko
Executive Director
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Approved by:

Perry Clark
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250 356-8146

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Cliff: 513193
Date Prepared: ~~December 9~~ January 18, 2016

Policing and Security Branch
250 387-1100

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Tuesday, January 12, 2016 3:17 PM
To: Godenzie, Lisa PSSG:EX
Subject: RE: 513193 - Richmond BN

Ok – wasn't sure who was looking after Richmond now.

Rachel Foisy

Senior Research | Policy Analyst

Governmental Relations

Policing and Security Branch | Ministry of Public Safety and Solicitor General

10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7

Phone: 250 953-3441

From: Godenzie, Lisa JAG:EX
Sent: Tuesday, January 12, 2016 3:17 PM
To: Foisy, Rachel E JAG:EX
Subject: Re: 513193 - Richmond BN

I would send to Kimberley with a cc to me since she is the lead.

Sent from my iPhone

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I took another stab at the BN, over to you for review.

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Phone: 250 953-3441

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Saturday, January 9, 2016 6:49 PM
To: Godenzie, Lisa PSSG:EX
Subject: Re: Richmond - Report to Council

Hi Lisa,
Glad Clayton sent you what you need. If I am suppose to still be working on the Richmond folder, could you please share with me or save it on the Lan?
Many thanks,
Rachel

Sent from my BlackBerry 10 smartphone on the Rogers network.

From: Godenzie, Lisa JAG:EX
Sent: Friday, January 8, 2016 4:39 PM
To: Foisy, Rachel E JAG:EX
Subject: Re: Richmond - Report to Council

Thanks Rachel. I spoke to CP and he sent me more docs.

Sent from my iPhone

On Jan 8, 2016, at 4:06 PM, Foisy, Rachel E JAG:EX <Rachel.Foisy@gov.bc.ca> wrote:

I believe this is the report that Clayton is referencing and I have attached the November news release for your reference.

Kimberley had at one point a binder on Richmond, unfortunately after a quick glance around her office, I was not able to locate it.

If Clayton gave you an idea s.13,s.16

I would have a better chance of checking the statistical information. Richmond did use the Police Resources in British Columbia 2013 for much of their data. <http://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/police/publications/statistics/2013-police-resources.pdf>

These materials can be found under: governmental relations\active\current issues\Richmond Police Force Review. Of note, a list of questions that Phyllis Carlyle put forward in the summer that both Clayton and Ron Bell had a look at. (I have attached for your review as well).

~~~~~  
The gist of the 13 page report is that Richmond identified concerns with the current RCMP contract, listing:

- Governance
- Local needs
- Cost controls
- Service delivery and staff

As areas of concern, and where they felt the current contract was not supporting their needs. The report provides an analysis of the current police service delivery model in the city, with comparisons to other jurisdictions on the LM; a brief overview of what the future service delivery model would look like and a financial analysis.

**Rachel Foisy**  
**Senior Research | Policy Analyst**  
**Governmental Relations**



Policing and Security Branch | Ministry of Public Safety and Solicitor General  
10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7  
**Phone: 250 953-3441**



## O'Neill, Jennifer L PSSG:EX

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**From:** Foisy, Rachel E PSSG:EX  
**Sent:** Friday, January 8, 2016 4:06 PM  
**To:** Godenzie, Lisa PSSG:EX  
**Subject:** Richmond - Report to Council  
**Attachments:** Police Services\_report\_-\_November\_26\_\_2015.pdf; CITYHALL-#4820879-v1-News\_Release\_Richmond\_releases\_report\_on\_police\_service\_\_November\_26\_\_2015.pdf; Richmond Questions - with Clayton's comments 2 with Ron's feedback.docx

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Rachel Foisy

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November 26, 2015

For Immediate Release

City of Richmond releases report on police service

Richmond, BC – The City of Richmond has released a comprehensive report on police services. The report summarizes the City's findings from an extensive review of its options for the future provision of police services for Richmond.

"Our Council is committed to ensuring Richmond is a safe place to live, work and visit now and in the future," said Richmond Mayor Malcolm Brodie. "As our community grows and evolves, we want to ensure our police service reflects the community's changing needs and priorities."

The City expressed significant concerns about the RCMP Municipal Police Unit agreement when it was renewed by the Province of BC in 2012. Given its ongoing concerns, the City committed to a review of its options for the provision of police services. Since then, the City has extensively reviewed options for the delivery of police service in Richmond and narrowed its options to continuing with the RCMP or forming a new independent municipal police service.

The report examines a number of considerations in determining the best police service model for Richmond including costs, governance, accountability, responsiveness to community needs and values, service delivery and staffing considerations.

Police service is the largest single cost centre for the City, consuming roughly 20 per cent of the annual operating budget for a total cost of \$41.5 million in 2015.

City Council has made no decisions on police services at this time. The next step in the process will be public consultation on the two options. A consultation plan is now being developed and it is anticipated that formal public consultation will begin in early 2016. In the interim, the City of Richmond will continue to be served by the RCMP.

- 30 -

Media Contact:

Ted Townsend
Senior Manager, Corporate Communications
Tel: 604-276-4399 Cell: 604-516-9585
Email: TTownsend@richmond.ca

Your email address has been recorded in our media contact database. In the future, you will receive news releases and media advisories. To **unsubscribe** at any point, please email us at communications@richmond.ca with "**Unsubscribe to media list**" in the subject line.



Origin

This report supports Council's 2014-2018 Term Goal #1 A Safe Community:

Maintain emphasis on community safety to ensure Richmond continues to be a safe community.

1.1. Policy and service models that reflect Richmond-specific needs.

This report supports Council's 2014-2018 Term Goal #9 A Well-Informed Citizenry:

Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

9.2. Effective engagement strategies and tools.

Background

In 2012, the Province renewed its 20 year contract with the federal government to permit the RCMP to function as a municipal policing provider. The City of Richmond subsequently signed the standard form Municipal Police Unit Agreement with the Province providing for the RCMP to police the City. The local detachment provides excellent service to the community and the community remains a safe place to live, work and invest. Council has publicly expressed its concern with both the terms of the contract for the provision of police services and the structure of the service provision, in particular:

1. Governance – the ability to influence the priorities, goals and objectives of the police service. Decisions are made by the national headquarters of the RCMP that impact the City, such as the requirements for the deployment of auxiliaries. The Integrated Teams, including the Real Time Intelligence Centre, do not have civilian oversight, which is a basic requirement for policing.
2. Local needs – the ability to ensure that the police service is in harmony with local needs and local culture
3. Cost controls, transparency and accountability. The ability to predict costs accurately and to obtain surety has proven challenging in relation to the payments required for the Green Timbers building, the location of the Division's headquarters, as well as the decision to change, without consultation, the payment of severance to RCMP members.
4. Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands

Council has engaged in extensive studies and reviews of the existing policing model and the requirements for transition to an independent police service.¹

A key stakeholder in any alteration to the existing model is the Province. The Police Act provides that the Minister must ensure that an adequate and effective level of policing and law enforcement is maintained through B.C. and thus, approval by the Minister is required for the City to change its policing model.²

The Act further provides that a municipality with a population of more than 5,000 persons must provide policing and law enforcement in accordance with the 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.³*

Provincial representatives have indicated that a proposal from Richmond for an alternative form of the delivery of policing services would be considered. 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. One important part of this process is to hear directly from the public as to their opinion on any future change.

The earliest a new police force could be operational would be April 1, 2018, with Council providing notice of the termination of the existing contract to the Province prior to February 28, 2016. The cost estimates in this report are based on an operational date of 2018.

The primary focus of the consultation is to provide information on the model, determine the level of community support for any transition and provide enhanced opportunity for public feedback on the transition to a new policing model. The consultation will ensure that the community, media and other stakeholders are informed on the issue and that the public, including other corporate and public agency stakeholders, have significant opportunities to provide quantified feedback to Council before the contract for the services of the RCMP is formally terminated.

Analysis

Current Police Service Delivery Model in the City

As of 2014, the City has a population of 207,500⁴ and Richmond is the fourth largest municipality in Metro Vancouver. The Richmond RCMP detachment is the fourth largest RCMP detachment in British Columbia, behind Surrey, Burnaby and Coquitlam/Port Coquitlam.

¹ "Police Services Models" Report to Community Safety Committee on November 14, 2012

² Police Act, Part 2, s. 2

³ Police Act, Part 2, s. 3(2)

As of 2015, the Richmond RCMP has an authorized strength of 200 police officers with funding in the City's budget for 190 at the detachment. The officers are supported by 85 full time equivalent employees and 2 crime analysts, for a total of 277 personnel in the Richmond Detachment. The City's additional contracted services include the services of the equivalent of 18.35 officers on the specialized RCMP Integrated Teams. The total number of budgeted officers is 208.35 (190 at the detachment and 18.35 on the Integrated Teams). The City has access to all of the RCMP Integrated Teams: Emergency Response Team, Integrated Collision Analysis and Reconstruction Service, Integrated Forensic Identification Services, Integrated Homicide Investigation Team, the Real Time Intelligence Centre and Integrated Police Dog Service.

In addition, the Vancouver Airport Authority contracts with the City for an additional 27 officers and pays the City the full cost of those officers.

The management of the detachment is comprised of one Superintendent Officer In-Charge, three Inspectors for operations and support, and one municipal manager for administration. The Richmond RCMP detachment provides the City with all aspects of policing services (other than specialized services) including general duty, investigation of serious crimes, traffic enforcement, youth services and crime prevention. The annual budget for the Richmond RCMP police contract is approximately \$34.9 million in 2015, which includes \$4.2 million for the Integrated Teams, and with the additional municipal costs of \$6.6 million, the total cost of policing in 2015 is \$41.5 million.

In the past there has been difficulty retaining the budgeted number of officers at the detachment but in 2014 for the first time in the last five years the number of officers delivered or actual strength of the detachment, approximately 193, exceeded the budgeted number.

The following table summarizes the budgeted strength and the actual strength delivered to the Richmond Detachment.

	Budgeted Strength	Actual Strength		Integrated Team Established Strength (including RTIC)	Integrated Team Actual Strength	
2014/15	190	193	3 over	18.35	16.62	1.73 under
2013/14	189	188	1 under	18.74	16.12	2.62 under
2012/13	189	182	7 under	18.24	15.54	2.70 under
2011/12	189	185	4 under	17.70	16.06	1.64 under
2010/11	189	188	1 under	17.70	14.82	2.88 under

⁴ "Populations and Demographics", City of Richmond October 23, 2014, <http://www.richmond.ca/discover/about/demographics.htm>

Three year staffing projections, including officer strength, have been prepared annually by the RCMP detachment to request additional officers and have formed part of Council's budget discussion each year. In the last five years Council has increased the authorized strength of the detachment by one officer.

In Metro Vancouver, the Richmond detachment has the second highest ratio of population to police officer with 923 people per officer.⁵ Richmond's number contrasts with comparator cities, such as Delta and Abbotsford that respectively have 603 and 640 ratios of population to officer. In the lower mainland all of the independent police services have more officers than Richmond to serve the equivalent population⁶. It is acknowledged however that population per officer is only one measure of police performance, others include the level of satisfaction of the citizens, the perception of safety, the level of crime, in particular severe crime, response times, case load per officer, etc.

Other Detachments

Should the City wish to have the same population to police ratio as the cities listed below, Richmond's resultant increase in the number of officers is set out in the last column.

Number of additional officers required by Richmond to have the equivalent population to police ratio	
Abbotsford	96
Burnaby	39
Coquitlam	10
Delta	115
Surrey	51

Note: Population per Officer ratio is based on the Ministry of Justice
Police Resources in British Columbia 2013 Report.

Some municipalities have Crime Reduction Strategies that call for a fixed number of officers per resident (such as Surrey where one police officer for every 700 residents is planned)⁷. In 2014, Surrey added 30 new members and in 2015, Surrey is slated to add 100 more. In future years from 2016 to 2019, Surrey's projections include 16 additional officers per year. As well, in 2015 Coquitlam is slated to add 6 new officers

⁵ Ministry of Justice, Police Services Division, *Police Resources in British Columbia, 2013* December 2014. Based on the authorized strength (with Integrated Teams) of 218 divided by the population as reported in the British Columbia Policing Resources 2013

⁶ Ministry of Justice, Police Services Division, *Police Resources in British Columbia, 2013* December 2014

⁷ City of Surrey Crime Reduction Strategy p.11

In 2013 in Richmond, the RCMP carry a higher criminal case load (49) per officer which is 40% more than officers in an average independent service (35). Richmond has a 12% lower crime rate: 53 per 1000 compared to 67 for independent services.⁸ Richmond has higher clearance rates than other RCMP detachments but lower clearance rates than other independent services.⁹

To further examine the resources at the detachment, a shift pattern study for general duty officers is currently underway with the results expected in late fall of 2015. Staff turnover at the detachment contrasts with that of the independent services and the RCMP have a practice of attempting to retain staff at detachments for 3 to 5 years depending on the circumstances.

The staffing and the governance of the integrated teams, including the Real Time Intelligence Centre, has not been addressed either contractually or otherwise but in 2014 the Province did introduce a Bill to potentially address some of the challenges facing the teams. Simple adjustments to satisfy local needs appear to be more difficult with a larger hierarchical organization. There has been discussion as to whether the RCMP, as an organization, is designed to provide urban policing but the reality is that the RCMP police large municipalities in the Lower Mainland and have done so for over 50 years so urban policing falls within their current mandate.

Future Police Service Delivery Models for the City

In the backdrop of Council's considerations of a future model is the BC Policing Plan and the results that will come from that initiative. To date, enhanced provincial standards have been developed and put in place for the benefit of all police services.

Although regional policing has historically been discussed by many and in many forums, there is little direct movement to this model. However, recently there has been a greater level of participation by independent police services on the RCMP's Integrated Teams, which is in itself a form of regionalization. The City expends 10% of its policing budget on the Integrated Teams.

Independent Police Service for the City of Richmond

An independent police service accompanied by contracts for specialized services with another police agency, such as the RCMP or other independent police departments, is a model that some municipalities enjoy.

The role of the Council with an independent police board (the "Board") differs in that the Board will be chaired by the Mayor with one person, other than a council member, appointed by Council. The remaining up to seven members are appointed by the Lieutenant Governor in Council. The Board will submit their budget to Council for approval. In the event of

⁸ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. The crime rate is the number of Criminal Code Offences or crimes (excluding drugs and traffic) reported for every 1000 permanent residents.

⁹ Statistics Canada CANSIM Table 252-0089

disagreement the matter is decided by the Director of Police Services of the Ministry of Justice for British Columbia. Greater details regarding the role of the Board are set out in Attachment 1.

The Board will have the ability to oversee the police service, to have local needs met and local culture observed. There will exist the potential for an increased ability to create specialized programs tailored to the population and to local issues, provided provincial policing standards are met, as well as an ability to create a preference for hiring local residents who know the community. Officers serving throughout their career in Richmond may present its own inherent challenges such as providing professional opportunities for their development and retention as well as requiring greater human resource management, but will permit more knowledgeable consistent engagement between the community and the police. A Richmond police service would allow the police officers an opportunity to engage the community on a long term basis without the risk of transfer. In addition, the gradation of police response could be refined to include additional civilianization of some functions and the provision of police services using community safety officers. An independent police service will likely see, with the approval of the Board and Council, additional officers, above the existing number of 190, in the community with the accompanying cost.

There are various efficiencies and synergies for an independent service. Mainly, a Richmond police service would ideally be tailored to allow Board input into the hiring of officers and their terms of employment; the development of a reporting relationship between the Board and Council; accountability for the policing function resting with the Chief of Police and the Board; and permit local level strategic planning, as long as provincially mandated standards are adhered to.

Financial Analysis

Policing is the largest cost centre in the City's operating budget. Transparency in government decision imposes the need for a high level of scrutiny of budgets through appropriate financial controls.

Richmond currently spends less per capita for policing than almost all other municipalities in the Lower Mainland with either a RCMP detachment or an independent police service. This should not necessarily be viewed as an efficiency or effectiveness measure. In Richmond, the average cost of an RCMP officer is approximately 5% lower¹⁰ than an independent service.

Municipality	Cost per Police Officer	Cost per Capita
Richmond	\$178,940	\$194
Abbotsford	\$188,321	\$294
Delta	\$189,898	\$314

¹⁰ Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Comparison of Richmond's cost per officer, using adjusted strength, for all Independent Police Departments.

Traditionally, independent police services have lower police to population ratios and higher costs per capita. For Richmond to obtain the same police to population ratio as a municipally serviced by an independent police service, such as Abbotsford or Delta, an additional 96 to 115 officers¹¹ and an additional 30 to 40 municipal employees at a total additional annual cost of \$19.9 to \$24.3 million dollars would be required.

Policing consultants Peter German and Robert Rolls estimate, the transitional cost from the RCMP contract to an independent police force is projected to be \$19.6 million, based on the assumptions set out in Attachment 2.

Projected Operating Budget of a Richmond Independent Police Service

Based on the current budget estimates from the RCMP 5-Year plan, in 2018 the City's total police contract budget is estimated to be \$37.88 million, with the additional costs for municipal employees of \$6.86 million, for a total of \$44.74 million. This figure is based on maintaining the existing number of officers.

For Richmond to establish its own independent police force, at the existing levels of service, additional personnel would be required to offset divisional administration functions performed by RCMP "E" Division headquarters under contract policing. As well, the following cost drivers, such as: police officer salary rate, fringe benefit rate, claims and litigation, annual recruitment, and legal services, are estimated to be higher. In addition, there will be a loss of the 10% federal subsidy (\$4.2M) and provincial subsidy for IHIT (\$386,000) under the independent police model. In the future, if the City wished to return to the RCMP the federal subsidy would likely be unavailable.

One Time Transition Costs

One-time transition costs which could include capital costs, consulting, recruitment, legal, costs for the pre- and post-implementation overlap, and payments for existing police service would also require funding. The one-time transition costs could be funded through a combination of sources including reserves, borrowing (capital), provisions and/or surplus. The one time transition costs will not impact property taxes.

Operating Costs

Based on the findings of the Consultant's report, should the decision be made to transition to an Independent Police Service, additional funding will be required due to increases in the ongoing operating costs. Property taxes would be required to increase accordingly unless off-setting reductions are made to the operating budget. In 2018, if the Richmond Independent Police Service is implemented with the existing level of service, the annual operating cost is projected to be between \$46.97 to \$48.67 million compared to the projected cost of the RCMP of \$44.74 million. The estimated property tax increase for an Independent Police Service is set-out in the table below.

¹¹Ministry of Justice, Police Services Division, *Police Resources in British Columbia*, 2013 December 2014. Using the published "Pop per Officer" ratio and the "Population" statistics.

Additional Ongoing Operating Costs to Implement an Independent Police Service in Terms of Equivalent Property Tax Increase*								
		2016		2017		2018		Total (2016-2018)
		Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	
Additional On-going Operating (Based on existing service levels)	Low	-	-	-	-	2,237,098	1.08%	2,237,098
	High	-	-	-	-	3,930,458	1.90%	3,930,458
* Costs above those projected in the 2016/17 - 20/21 RCMP 5-Year Financial Plan and at existing service levels.								

Total One-time Costs to Implement an Independent Police Service				
	2016	2017	2018	Total
Transition Costs \$	692,029	9,503,983	9,410,623	19,606,635

The table below outlines the budget comparison between that status quo of a continued RCMP contract and the transition cost of an Independent Police Service for year 2016 to 2018.

Budget Comparison of RCMP Contract and the Transition/Operating Costs of an Independent Police Service			
	2016	2017	2018
RCMP Contract Total Projected Cost	\$42,696,613	\$43,617,319	\$44,741,957
Independent Police Service Option Costs*			
Transition Costs (one-time)	\$692,029	\$9,503,983	\$9,410,623
Operating (Low)			\$46,979,055
Operating (High)			\$48,672,415

*The total costs for the Richmond Independent Police Service for 2016-2018 includes one-time transition costs. In 2018 annual operating costs will be incurred for IPS.

In summary, to transition to an independent Police Service will require one-time transition costs totalling \$19.6m spread over 3 years and an increase in annual operating costs of between \$2.2m - \$3.9m (tax impact of 1.08% - 1.90%).

RCMP Strength Increase

In the event that the decision is made to retain the services of the RCMP then the following chart indicates the predicted costs to add additional officers to the detachment and the associated tax increase that those additional officers would require.

Estimated Cost and Tax Impact to Increase the Richmond RCMP Detachment Strength								
Increase in the Number of RCMP Officers	2016		2017		2018		2019	
	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %
+ 1 Officer	172,000	0.09 %	176,000	0.09 %	181,000	0.09 %	185,000	0.09 %
+ 5 Officers	860,000	0.45 %	882,000	0.45 %	903,000	0.44 %	925,000	0.43 %
+ 10 Officers	1,720,000	0.91 %	1,764,000	0.89 %	1,807,000	0.87 %	1,850,000	0.86 %
+ 20 Officers	3,441,000	1.81 %	3,529,000	1.78 %	3,613,000	1.75 %	3,700,000	1.72 %
+ 30 Officers	5,161,000	2.72 %	5,293,000	2.67 %	5,420,000	2.62 %	5,549,000	2.58 %
+ 40 Officers	6,881,000	3.63 %	7,057,000	3.56 %	7,226,000	3.50 %	7,399,000	3.44 %

Financial Impact

None at this time.

Conclusion

Notwithstanding the lower per capita costs and high population to police officer ratio associated with the current RCMP model, the City has a lower crime rate than the lower mainland average. Transitioning to an Independent Police Service will result in a one-time cost of \$ 19.6 M as well as higher ongoing operating costs. Policing services are integral to every member of the community. Public input into any future decision regarding the policing model is a key component in maintaining the close relationship that exists between the police and the community.

Phyllis L. Carlyle
General Manager, Law and Community Safety
(604-276-4104)

Attachment 1

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.¹²

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 7 persons appointed, after consultation with the director, by the Lieutenant Governor in Council.¹³

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.

¹² British Columbia Ministry of Public Safety and Solicitor General, Policing and Community Safety Branch, Police Services Division, *BC Police Board Resource Document on Roles and Responsibilities Under the Police Act*, March 2005 section 3.2.

¹³ Police Act, Part 5, s. 23(1)

Attachment 2

Transition Related Assumption

1. There will be 190 police officers in the new Service. This is status quo with the present detachment strength of sworn officers, with the exception of two crime analysts.
2. The transition timeframe will be two (2) years.
3. Notice - Under the Province of British Columbia Municipal Police Unit Agreement, dated April 1, 2012, termination is governed by sub-article 22.1(c)(i), which reads:

“This Agreement may be terminated on March 31 in any year by either party giving the other party notice of such termination;

(i) 25 months prior to the date of the intended termination in the case of the Municipality giving such notice;...”

Therefore, termination on March 31, 2018 would require that notice be given no later than February 28, 2016.

4. Headquarters will be in the existing Number 5 Road Community Safety Building. In the first year there would only be 8 staff members working on the transition. Four of these would be seconded members from another police agency, and could work out of their facilities. It would be expected that existing COR office space would be used for the Project Manager and assistant and the Police Board Executive Assistant. A transitional office space would be identified in the second year to meet the increasing staffing requirements leading up to the start date.
5. The Service will be unionized. Municipal police departments in British Columbia have traditionally followed the lead of the VPD in negotiating union contracts with their sworn members. In general, the contracts are based on wage and benefit parity with the VPD. Some of the more important variations are in relation to shifting models, whether patrol units are one member or two members, and the use of auxiliary staff to provide some policing services. Existing municipal policing contracts would be used as the template for most areas of the union contract for a new police department. Additional contract assistance would be focused on more agency specific areas.
6. Certain specialized services will be contracted out, by way of an RFP.
7. There will be a loss of federal subsidies for integrated teams.
8. There will not be a second tier of police officers, such as Community Safety Officers.
9. All municipal police departments are governed by a Police Board. It is the responsibility of the City to develop an Implementation Plan and to give notice to the Province under the

Municipal Police Unit Agreement. It may then proceed with developing necessary plans, including the appointment of a Project Manager and a Steering Committee, however a Police Board will be required prior to actual implementation taking place, as the Board is the employer and is responsible for the budget, entering into contracts, and developing a strategic plan for the police force.

10. A municipal insurance provider will cover liability insurance.
11. All recruit training will take place at the Justice Institute of British Columbia. This is provincially mandated.
12. The Service will continue to contract with E-Comm for dispatch.
13. The Service will continue to utilize PRIME. This is provincially mandated.
14. Community policing initiatives will continue.
15. All existing assets which belong to the City will be retained. Richmond would retain its existing fleet of police vehicles and follow the current replacement plan. Replacing the entire fleet would be prohibitively costly and unnecessary. The 44 police cars and two motorcycles could be rebranded over the six week period prior to the transition.
16. Administrative duties formerly performed by the RCMP's "E" Division will transition to the new service. In the early stages, very limited administrative support would be required for the small number of staff engaged in the transition planning and implementation. In the first year, for example, there would only be eight staff members working on the transition. Four of these would be seconded from another police agency. Existing City staff would provide the administrative support required in this period. Additional support staff would be hired further into the transition.
17. Staff will be required in order to perform the duties in the preceding assumption.
18. RCMP pensions are not transferrable to the Municipal Pension Plan.
19. The policing arrangement for YVR remains status quo.
20. Personnel security requirements for employees will equal those of the RCMP.
21. The service will require a regulations and procedure manual. Police departments make substantial investments in time and resources, developing and maintaining comprehensive and current electronic regulations and procedures manuals. These manuals reflect the current British Columbia policing experience and requirements. They involve oversight from the police executive and police board, the consideration of legal requirements and responsibilities, emerging trends and problems, and best practices in policing. Existing police regulations and procedures manuals would provide templates for a regulations and procedures manual for the new service. The Policy Development / Risk Management

Manager would be responsible for the development of the Regulations and Procedures Manual, as well as risk management related policy.

22. Civilian compensation is based on current Richmond rates and recommendations from City staff.
23. Facilities costs for the year preceding the transition and the costs associated with keeping the existing fleet were both provided by City staff.
24. The salary costs for sergeants, staff sergeants and inspectors were all calculated based on the assumption that these seconded positions are hired at the top salary increment.

Questions from Richmond Regarding Transition to an Independent Municipal Police Department

Recommendation: Experts in Policing Services must be contracted to develop the business plan.

Questions	Who to Respond	Answers
POLICY		
Who has ownership over the Richmond RCMP a) administrative and b) operational (PRIME) records?	Richmond/RCMP legal (PD)	<u>Presumably RCMP would transfer copies to new PD during transition period to new records management system</u>
Does the RCMP have the right to refuse Richmond membership in Integrated Teams?	Ministry – Legal Services Branch	s.14
What is the specific diary date for the creation of the police board after the notice of termination of the contract?	Ministry - Legal Services Branch	<u>Need detailed plan</u>
What is the latest diary date the Ministry is willing to accept the COR's proposal for a termination date of April 1, 2018 (conforming to MPSA and MPUA)?	Ministry	Not sure I understand the question – though phased decisions possible before notice. <u>25 months.</u> <u>Plan should be approved prior to term, but not approved until Minister approves.</u>
When does Richmond need to hire a new chief?	Richmond	<u>Need a detailed plan in order to figure this piece out.</u>
What level of detail of the "Implementation Plan" will the Ministry require before making a decision? Is there a deadline for the	Ministry	Extreme level of detail including plans for labour relations/collective bargaining; human resources/training; service delivery; equipment; facilities; policies and procedures; etc.

“Implementation Plan” (to meet the termination date of the MPSA/MPUA)?		
<p>If the RCMP are unable to staff Richmond Detachment, what is the minimum authorized level of strength?</p> <ul style="list-style-type: none"> • How would this number be calculated? • Would the Ministry (through the Provincial Police Service) help to ensure adequate levels are maintained? 	RCMP/Legal Services Branch	<p><u>Needs to be part of the plan.</u></p> <p><u>Canada needs to provide the number in the Annex.</u></p>
What level of security screening is required for a) civilians and b) officers?	Richmond – it is a Board decision	
<p>Can security clearances be obtained through another independent force?</p> <p>Would the Ministry tell the RCMP to permit those cleared personnel to access the building, information and systems during the transition period?</p>	<p>Board/Richmond</p> <p>Ministry</p>	
Will the RCMP be compelled to ensure continuity of criminal investigations and prosecutions?	Ministry (Legal Services Branch)/RCMP	<u>Not sure how to compel</u>
What would be the minimum days of transitional overlap?	Richmond needs to propose a plan	Need to see the plan.

Would it be acceptable to MoJ for there to be no overlap?		<u>No.</u>
Could Richmond choose an a la carte approach to integrated teams? For example they can participate in IHIT but not dogs?	Ministry	<u>See previous.</u>
Does the Ministry have a standard for hiring police officers from other forces? eg mental health, physical tests	Ministry – Legal Services Branch	Yes. <u>JIBC – challenge courses</u>
Would the Minister support/compel RCMP to co-operate? (3.3b) – <u>need to insert language here.</u>	Ministry – Legal Services Branch	<u>Yes.</u>
RECRUITMENT AND TRAINING		
Does the Justice Institute have the capacity to accommodate a surge of new trainees?	Justice Institute of BC (JIBC)	Their response to this question, plan and cost impacts to the Ministry (as a JIBC funder), would need to be documented in the Proposal.
Would the Ministry support the idea of field training of recruits being provided by other independent police forces?	Ministry/ JIBC	These arrangements would need to be documented in the Proposal. <u>yes</u>
Can officers be seconded into the new police service?	Ministry	These arrangements would need to be documented in the Proposal. <u>yes</u>

BUDGET		
If Richmond were to become an independent police force, would the impact on shared costs such as Divisional Administration be a factor in the Ministry's decision?	Ministry – Legal Services Branch	
If Richmond converted would it be liable for severance, IHIT and Green Timbers charges?	Ministry – Legal Services Branch	
Does the Ministry endorse the Richmond Independent Police Service utilizing the existing detachment space allowance during the transition?	Ministry	
TRANSITION		
How would the equipment transfer provisions be operationalized?	Ministry/Legal/ Public Safety Canada	<p>Ministry thinks there will be a conflict here.</p> <p>Federal Departments must offer first right of refusal of office equipment such as computers etc to Industry Canada Computers for school programs.</p> <p>Whenever practical, departments must make surplus materials available to other federal organizations prior to offering them to organizations outside of the federal domain.</p>
Will the Ministry ensure that there is a graduated transition/ withdrawal of resources?	CO/Ministry	
Would the Ministry recommend how the RCMP would phase out its police service delivery on the transition date (contract termination date) or during	CO/Ministry	

Comment [FREJ1]: Transition process will need to be established in a Transition Agreement (Richmond and RCMP/Canada Protocol)

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Tuesday, December 29, 2015 4:31 PM
To: Godenzie, Lisa PSSG:EX
Cc: Foisy, Rachel E PSSG:EX
Subject: RE: Richmond info note

Thanks Lisa, will make the changes upon my return.

Was hoping to get through some of the MNP DR on cadet recruitment and training today but spent some time catching up with Green paper emails. Will take the review home to read and make comments^{s.22}

s.22

Rachel Foisy
Senior Research | Policy Analyst
Governmental Relations
Policing and Security Branch | Ministry of Public Safety and Solicitor General
10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7
Phone: 250 953-3441

From: Godenzie, Lisa JAG:EX
Sent: Thursday, December 24, 2015 10:59 AM
To: Foisy, Rachel E JAG:EX
Cc: McLean, Kimberley M JAG:EX
Subject: RE: Richmond info note

Rachel, attached please find my edits and comments. The BN needs to be much tighter and more focused.
Lisa

From: Foisy, Rachel E JAG:EX
Sent: Thursday, December 17, 2015 2:00 PM
To: Godenzie, Lisa JAG:EX; McLean, Kimberley M JAG:EX
Subject: Richmond info note

Hi both,

Not sure who should be reviewing this at this point. Please find attached the draft Richmond Info note for review.

Cheers,

Rachel Foisy
Senior Research | Policy Analyst
Governmental Relations
Policing and Security Branch | Ministry of Public Safety and Solicitor General
10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7

Phone: 250 953-3441

O'Neill, Jennifer L PSSG:EX

From: Foisy, Rachel E PSSG:EX
Sent: Thursday, December 17, 2015 2:00 PM
To: Godenzie, Lisa PSSG:EX; McLean, Kimberley M PSSG:EX
Subject: Richmond info note
Attachments: 513193 Draft - Information BN Richmond Nov News Release.Dec17.15.docx

Hi both,

Not sure who should be reviewing this at this point. Please find attached the draft Richmond Info note for review.

Cheers,

Rachel Foisy

Senior Research | Policy Analyst

Governmental Relations

Policing and Security Branch | Ministry of Public Safety and Solicitor General

10th Floor, 1001 Douglas St | PO Box 9285 Stn Prov Govt | Victoria BC | V8W 9J7

Phone: 250 953-3441

MINISTRY OF JUSTICEPUBLIC SAFETY AND SOLICITOR GENERAL
POLICE SERVICES DIVISION
BRIEFING NOTE

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: The City of Richmond's news statement regarding its release of their report to council on police services, specifically regarding the City of Richmond's launch of a public engagement process in early 2016 to consider transition from RCMP policing model to an independent police force.

SUMMARY:

- The City of Richmond has ~~requested that the~~ solicited guidance from the Ministry of JusticePublic Safety and Solicitor General (the Ministry) review and approve on the steps required in order for the Ministry to consider its request to transition to an independent police force.

s.13,s.16

SUGGESTED RESPONSE:

- It is the Minister's responsibility under the Police Act to ensure adequate and effective policing is in place across the province for the safety of British Columbians.
- The City of Richmond signed the RCMP Municipal Unit Agreement in 2012, which ensures they have effective policing in place, as required by the Police Act, while they consider their future plans.
- It has always been an option for municipalities to consider another policing option. The Police Act allows policing alternatives which includes policing provided by the provincial force, the municipality having its own police force, or contracting with an adjacent independent police force.
- The Provincial government continues to respond to the increasingly cross-jurisdictional nature of crime by taking a leadership role in the integration of police services and working with police agencies on the consolidation and integration of services throughout the province.

- As a member of the Lower Mainland Integrated Teams Advisory Committee, the provincial government is committed to working collaboratively with Committee members to address issues related to governance and cost sharing of integrated teams. The Lower Mainland Integrated Teams Advisory Committee is in the process of forming a Working Group with the mandate to develop a governance structure for Lower Mainland Integrated Teams. The lack of a governance structure has been one of Richmond's key concerns
- ~~The Lower Mainland Integrated Teams Advisory Committee is in the process of forming a Working Group with the mandate to develop a governance structure for Lower Mainland Integrated Teams.~~
- The provincial government is looking forward to participating on the Working Group and to working collaboratively with Working Group members to identify an effective governance structure for integrated teams.
- Approval by the Minister is required for the City of Richmond to change its policing model. Prior to providing approval, the Province will need to review and approve Richmond's policing implementation plan, which is currently under development.

BACKGROUND:

- Under the Police Act, Part 2, Section 3 (2) a municipality with a population of 5,000 or more persons must provide policing and law enforcement in accordance with the Act by choosing one of the three options:
 - "Establishing a municipal police department;
 - Entering into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force; or
 - 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."¹
- In 2007, the City of Richmond contracted Perivale and Taylor consulting to review the characteristics of a well-functioning police service.
- In 2012, the Richmond City Council requested the Vancouver Police Board to provide assistance into analyzing the transition to an independent police service, providing the Council with a detailed analysis entitled "Estimating Police Costs for the City of Richmond".

¹ Police Act, Part 2, Section 3 (2)

s.13,s.16

- Richmond met with Minister Suzanne Anton (the Minister), in March 2015, the City of Richmond has made known their intention to simultaneously announce at the end of July, 2015, a community consultation process, as well as release a new report, not yet shared with the Ministry of Justice.
- The Richmond RCMP detachment currently has 200 uniformed members, with 27 additional members posted to the Vancouver International Airport and additional members posted to Green Timbers.²
- The MPUA termination provision, stipulates that the Agreement may be terminated on March 31 in any given year and that the Municipality must provide 25 months of notice prior to the date of the intended termination.
- The earliest date the City of Richmond could terminate their MPUA is March 31, 2018.
- On November 26th, 2015, the City of Richmond issued a news release, announcing their report to council regarding the Richmond police service. The news release identified that a formal public consultation will begin in early 2016.
- The key concerns identified by Richmond are:
 - Governance: the ability to influence the priorities, goals and objectives of the police service.
 - Local needs: the ability to ensure that the police service is in harmony with local needs and local culture.
 - Cost controls, transparency and accountability.
 - Service delivery and staff – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

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OTHER MINISTRIES IMPACTED/CONSULTED:

- None at present.

Prepared by:
Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs

Recommended by:
Kimberley McLean
Director
Policing and Security Programs

² Proposal for the Future Model for Police Services. March 2015. pg. 2

Cliff: 513193

Date Prepared: December 9¹⁷, 2015

250 953-3441

250 387-2787

Approved by:
Sandra Sajko
Executive Director
Policing and Security Programs
250 387-1387

Approved by:
Perry Clark
Executive Director
Policing and Security Programs
250 356-8146

Approved by:
Clayton Pecknold
Assistant Deputy Minister
And Director, Police Services
Policing and Security Branch
250 387-1100

O'Neill, Jennifer L PSSG:EX

From: Carlyle, Phyllis <PCarlyle@richmond.ca>
Sent: Tuesday, April 12, 2016 9:13 AM
To: McLean, Kimberley M PSSG:EX; Enger, Tonia PSSG:EX; Godenzie, Lisa PSSG:EX
Cc: Lambert S H Chu (lambert.chu@burnaby.ca); 'Paul Gill'; Nessel, Renny
Subject: City of Richmond Motion
Attachments: 2016_04_12_09_09_26.pdf

Good morning

Please find attached the motion that was passed by the City of Richmond Council last night.

You may find #5 of particular interest.

If you have any questions, please just let me know.

Phyllis

Phyllis Carlyle
General Manager Law & Community Safety
The City of Richmond 6911 No. 3 Road, Richmond, B.C. V6Y 2C1
Direct 604-276-4104

This email and its attachments are intended solely for the personal use of the individual or entity named above. Any use of this communication by an unintended recipient is prohibited. If you receive this email in error please delete this message and its attachments. Thank you for your co-operation.

From Special General Purposes Committee

April 11, 2016

14B. **POLICE SERVICES REVIEW PUBLIC CONSULTATION RESULTS**
(File Ref. No. 09-5350-01; 09-5350-08-01) (REDMS No. 4965009 v. 6; 4971992)

GENERAL PURPOSES COMMITTEE RECOMMENDATION

Opposed: None.

- (1) *That the report titled "Police Services Review Public Consultation Results," dated April 1, 2016 from the Senior Manager, Corporate Communications and the Senior Manager, Community Safety Policy and Programs be received for information;*
- (2) *That the current consultation process with regards to the ongoing Police Services Review, be considered complete;*
- (3) *That staff be directed to:*
 - (a) *consider with Council periodic surveys and consultations regarding ongoing police services;*
 - (b) *work with the local detachment, as well as various government partners at the local, provincial, and federal levels to further enhance the existing police services both in the City and the lower mainland, including the possibility of a local police board for Richmond;*
- (4) *That a copy of the staff report and the consultation report be sent to the other Metro Vancouver RCMP cities, the Solicitor General, the local MLAs and local MPs; and*
- (5) *That the other Metro Vancouver RCMP cities be invited to participate in initiating a discussion on the possibility of regional policing.*



O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Saturday, April 9, 2016 1:04 PM
To: McLean, Kimberley M PSSG:EX; Godenzie, Lisa PSSG:EX; Enger, Tonia PSSG:EX
Subject: City of Richmond

FYI.

Not to take away your sunny afternoon but wanted to keep you in the loop.

City of Richmond results of public consultation on City's website.

The format is a report to General Purposes Committee.

Majority favour the RCMP

Need anything else let me know.

Phyllis

Sent from my iPhone

O'Neill, Jennifer L PSSG:EX

From: Koehle, Leah JAG:EX
Sent: Tuesday, March 15, 2016 9:21 AM
To: McLean, Kimberley M JAG:EX
Subject: Duncan 514598 - Approved and mailed
Attachments: 514598.pdf

Hi Kimberley,

The attached letter to George Duncan has been signed by Clayton and is in this morning's mail.

Leah



March 11, 2016
Ref: 514598

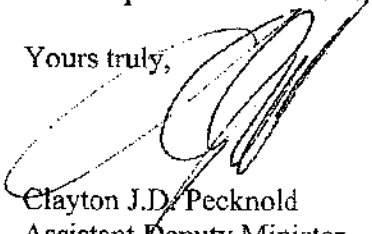
Mr. George Duncan
Chief Administrative Officer
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mr. Duncan:

Thank you for your response letter of February 23, 2016. I would like to clarify a statement in your letter. While the Province has been engaged in some periodic discussions with staff from the City of Richmond, I would not characterize those exchanges as a consultation process that has been ongoing for several years.

To be clear, only when the Province receives a formal submission from the City of Richmond will the process of review begin.

Yours truly,



Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Tuesday, March 1, 2016 4:21 PM
To: McLean, Kimberley M JAG:EX
Subject: Info
Attachments: PRESS RELEASE Municipal Policing 022916.pdf

Richmond Chamber urges City to Maintain RCMP Contract

RICHMOND, B.C. –Following a survey of Chamber members and their employees, the Chamber is urging the City of Richmond to maintain the existing municipal policing contract with the RCMP.

Richmond City Council is currently considering whether Richmond should cancel its current contract with the RCMP, and establish an independent Municipal Police Force. The City of Richmond launched a public consultation process on police services in January of 2016, running until February 29, 2016.

"This issue is a pressing decision facing our City today," said Rob Akimow, Chair of the Richmond Chamber of Commerce. "As the voice of business, it was important for us to go out to our membership before formulating a policy."

In the survey, which was distributed to all active members of the Chamber, respondents were asked to rate their level of satisfaction with the Richmond RCMP - 79% of respondents indicated that they were satisfied or very satisfied with the service. Only 5.6% rated a poor degree of satisfaction.

Respondents were asked for additional comments and input. Given the high level of satisfaction members had with the RCMP, a common refrain was confusion regarding the impetus to change to an independent municipal service. Because most members did not perceive any major problems with the RCMP, they expressed strong reluctance to make any major changes.

The City has indicated that a municipal force would require an initial approximate \$20 million for implementation, and an additional \$2-4 million per year above what is currently budgeted for the RCMP; approximately 80% of respondents were opposed to these increases.

Ultimately when members were asked what they felt the best path forward for Richmond was, a clear majority favoured staying with the RCMP or investing the additional operating costs associated with a municipal force into improvements provided by the RCMP. A minority of 15% of respondents indicated a desire to implement an independent police force.

"After consulting our members, our Policy Advisory Committee and Board of Directors feel confident that the best way forward for Richmond's policing is to maintain the existing contract with the RCMP, who have been serving our community for decades," concluded Akimow. "We very much look forward to hearing the results of the City's own survey and Council's informed perspective on whether to continue to pursue a new independent municipal police force."

-30-

The Richmond Chamber of Commerce is a broad-based non-profit membership association, celebrating over 90 years of commitment to make Richmond the most prosperous and favorable place to do business.

Media Contact:

Shaena Furlong
Manager of Communications and Systems
Richmond Chamber of Commerce
604-278-2822
shaenaf@richmondchamber.ca



O'Neill, Jennifer L PSSG:EX

From: Butterfield, Nicole JAG:EX
Sent: Tuesday, March 1, 2016 2:40 PM
To: McLean, Kimberley M JAG:EX; Koehle, Leah JAG:EX
Subject: 514598 - Ltr from George Duncan to Clayton re; City of Richmond Review of Policing
Attachments: 514598.pdf; Scan_20160301.pdf

Hi Kimberley:

The attached letter was received in our office on Feb. 26th. Clayton reviewed and provided the attached comments.

Leah – I will bring you the original for tracking purposes.

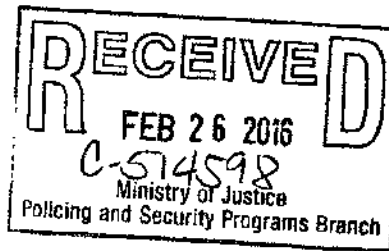
Thank you,

Nicole

*Nicole Butterfield
Executive Administrative Assistant to the
Assistant Deputy Minister and
Director of Police Services
Policing and Security Branch
Ministry of Public Safety and Solicitor General
Telephone: 250 387-1100
Fax: 250 356-7747
Email: Nicole.Butterfield@gov.bc.ca*



City of
Richmond



6911 No. 3 Road,
Richmond, BC V6Y 2C1
www.richmond.ca

February 23, 2016
File: 09-5350-01

Office of the Chief Administrative Officer
Telephone: 604-276-4336
Fax: 604-276-4222

Mr. Clayton J.D. Pecknold
Assistant Deputy Minister and
Director of Police Services
Policing and Security Branch
PO Box 9285 Stn Prov Gov't
Victoria, British Columbia
V8W 9J7

Dear Mr. Pecknold:

Re: City of Richmond Review of Policing

Thank you for your letter of January 22, 2016. The Minister of Public Safety and Solicitor General has kindly agreed to meet with Mayor Brodie and the Councillors on March 2, 2016. The purpose of the meeting is to answer any questions the Minister may have and to provide an update on the City's policing review.

We appreciate your request for adequate time to review any proposed future policing model and transition plan. It is for this reason that a consultation process with the Ministry has been ongoing for several years in advance of a potential Notice of Termination date.

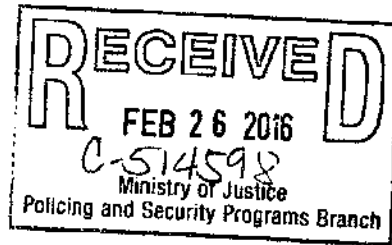
I look forward to continued communication with you and your staff.

Yours truly,

George Duncan
Chief Administrative Officer



**City of
Richmond**



6911 No. 3 Road,
Richmond, BC V6Y 2C1
www.richmond.ca

February 23, 2016
File: 09-5350-01

Office of the Chief Administrative Officer
Telephone: 604-276-4336
Fax: 604-276-4222

Mr. Clayton J.D. Pecknold
Assistant Deputy Minister and
Director of Police Services
Policing and Security Branch
PO Box 9285 Stn Prov Gov't
Victoria, British Columbia
V8W 9J7

Dear Mr. Pecknold:

Re: City of Richmond Review of Policing

Thank you for your letter of January 22, 2016. The Minister of Public Safety and Solicitor General has kindly agreed to meet with Mayor Brodie and the Councillors on March 2, 2016. The purpose of the meeting is to answer any questions the Minister may have and to provide an update on the City's policing review.

We appreciate your request for adequate time to review any proposed future policing model and transition plan. It is for this reason that a consultation process with the Ministry has been ongoing for several years in advance of a potential Notice of Termination date.

I look forward to continued communication with you and your staff.

Yours truly,

George Duncan
Chief Administrative Officer

** Kimberly: We will need to clarify the record here by return letter - explain that there has been no ongoing consultation and that review of their proposal will only occur when a request has been submitted.*

GA 16/03/01

Richmond

4929351

O'Neill, Jennifer L PSSG:EX

From: Pecknold, Clayton JAG:EX
Sent: Saturday, February 27, 2016 9:52 AM
To: McLean, Kimberley M JAG:EX
Subject: Fw: Meeting Pkg received from Mayor Brodie on Friday
Attachments: Letter from Mayor Brodie.pdf; Richmond Report.pdf; C513193 Attachment.pdf; Information_BN_Richmond_FOR_MMM - C513193.pdf

Importance: High

Have a look.

From: Kennard, Kimberley PSSG:EX
Sent: Saturday, February 27, 2016 9:49 AM
To: Pecknold, Clayton JAG:EX
Cc: Gill, Manjit PSSG:EX; Chan-Kent, Marissa PSSG:EX
Subject: Meeting Pkg received from Mayor Brodie on Friday

Hello Clayton,

I popped into the office just now and saw a meeting pkg came on Friday from Mayor Brodie for Tuesday's meeting (letter from Mayor Brodie and Richmond Report).

Please review in case there is anything we need to update in the BM Meeting note for MMM. I have attached the two documents I received this week from the Ministry for this meeting.

Thanks,

Kim



Kimberley Kennard
Administrative Coordinator for
Honourable Mike Morris
Public Safety and Solicitor General
(T)250-356-2125
(Mobile) 250-893-9019
Email: kimberley.kennard@gov.bc.ca



City of
Richmond

Malcolm D. Brodie
Mayor

6911 No. 3 Road,
Richmond, BC V6Y 2C1
Telephone: 604-276-4123
Fax No: 604-276-4332
www.richmond.ca

February 25, 2016

The Honourable Mike Morris
Minister of Public Safety & Solicitor General
Province of British Columbia
Room 028, Parliament Buildings
Victoria, BC
V8V 1X4

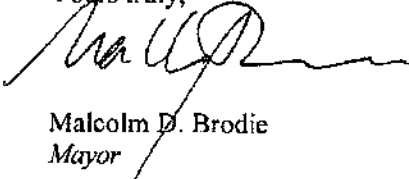
Dear Minister Morris:

Re: **Meeting to discuss Proposal for the Future Model for
Police Services for the City of Richmond**

In preparation for our meeting on Wednesday, March 2, 2016 at 10:00am – I provide for your reference the attached Briefing Paper regarding our Proposal for the Future Model for Police Services for the City of Richmond.

I look forward to discussing this matter with you in more detail. I will be accompanied by Councillors Carol Day and Alexa Loo, as well as Phyllis Carlyle, our General Manager of Law & Community Safety. In the meantime, if you have any questions or wish further information, you may contact my Executive Assistant, Deb MacKinnon, at 604-276-4242, to arrange.

Yours truly,



Malcolm D. Brodie
Mayor

Att.

pc: Phyllis Carlyle, General Manager, Law & Community Safety

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL
POLICING AND SECURITY BRANCH
BRIEFING NOTE**

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: Mayor Malcolm Brodie of the City of Richmond is meeting with Minister Morris on Wednesday March 2, 2016 at 10am to discuss Richmond's exploration of establishing an Independent Police Service and may seek the Minister's notional support of that objective.

SUMMARY:

- In March 2015, Mayor Brodie and Council Members met with then Minister of Justice Suzanne Anton to make known their intent to release a new report on policing for the City of Richmond and begin a community consultation process about the option of establishing an Independent Police Agency. Minister Anton did not dissuade Richmond's representatives.
- Over the past year, the City of Richmond has solicited guidance from the Ministry Public Safety and Solicitor General (the Ministry) on the steps required for the Ministry to consider its request to transition to an Independent Police Agency. Richmond has embarked on a community consultation process. s.13

s.13

SUGGESTED RESPONSE:

- I would like to ensure that we are clear about the process. My approval must be obtained for the establishment of an Independent Municipal Police Department. In order for me to consider such a request, my office will need to review:
 1. A complete and detailed description of the proposed future policing model for the department to be established; and
 2. A detailed written proposal, including a transition plan.
- Ministry staff would review those materials before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. This review and approval process could take several months depending upon the plan initially provided and any further analysis required.
- Richmond should obtain the Minister's approval to establish an independent police department prior to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

BACKGROUND:

- Under the *Police Act, Part 2, Section 3 (2)* a municipality with 5,000 or more persons must provide policing and law enforcement in accordance with the *Act* by choosing one of three options:
 - Establish a municipal police department;
 - Enter into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force; or
 - With the approval of the Minister, enter 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.
- The City of Richmond's interest in a change to its Policing model is not new: various studies and reviews have been conducted over the past decade. The City of Richmond is exploring the option of having an independent police agency as it seeks to improve its police service in the following ways:
 - Local needs: ensuring that the police service is in harmony with local priorities, needs and culture;
 - Finances: improving cost controls, transparency and accountability; and
 - Service delivery and Human Resources: improving recruitment and officer retention, and scheduling options that better meet service demands.

- s.13,s.16

s.13

However, in March 2015, Mayor Brodie and council members met with then Minister of Justice Suzanne Anton. They made known their intent to announce a community consultation process, as well as the release of a new report on policing for the City. Minister Anton informed Richmond's representatives she would consider a proposal, but could not guarantee approval.

- On November 26, 2015, the City of Richmond issued a news release, announcing their report to council regarding the Richmond police service. The news release identified that a formal public consultation would begin in early 2016. A community survey and several town hall meetings have since occurred.
- The Richmond RCMP detachment currently has 218 uniformed members, with 27 additional members posted to a joint airport/municipal detachment at the Vancouver International Airport and additional members posted to integrated teams at Green Timbers.

- The MPPA termination provision, stipulates that the Agreement may be terminated on March 31 in any given year and that the municipality must provide 25 months' notice prior to the date of the intended termination.
- On January 22, 2016, Assistant Deputy Minister Pecknold wrote to the Chief Administrative Officer of Richmond outlining expectations about the process (see attachment) and timing of any potential Minister's approval should Richmond determine that it wanted to pursue establishing its own police agency following its community consultation.

OTHER MINISTRIES IMPACTED/CONSULTED:

- N/A

Prepared by:
Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs
250 953-3441

Recommended by:
Kimberley McLean
Director
Policing and Security Programs
250 387-2787

Approved February 23, 2016 by:
Clayton Pecknold
Assistant Deputy Minister
And Director, Police Services
Policing and Security Branch
250 387-1100

Attachment: January 22, 2016 Letter to Mr. George Duncan

City of Richmond

Briefing Paper Prepared for:

**Honourable Mike Morris
Minister of Public Safety and Solicitor General**

**Proposal for the
Future Model for Police Services
for the City of Richmond**

City of Richmond

March 2, 2016



Proposal for the Future Model for Police Services for the City of Richmond

Prepared For: Honourable Mike Morris
Minister of Public Safety and Solicitor General

Introduction

On March 18, 2015, the Mayor and the Councillors of the City of Richmond ("Council") met with Minister of Justice Suzanne Anton at the World Trade Centre office complex in Vancouver. Minister Anton was provided with information on the City of Richmond's ("City") review of the establishment of an independent police service. Currently, Council has not made a decision on whether to establish an independent police service.

Background

For over a decade, Council has publicly expressed concerns about the model for the provision of police services in the City. Currently, the Municipal Police Unit Agreement with the Province provides for the Royal Canadian Mounted Police to police the City. The Agreement was entered into reluctantly, and without the benefit of the majority of Council's concerns being addressed.

Council's concerns include human resource related matters such as the need to hire police officers with ties to the community and who are reflective of the community they serve. As an RCMP Detachment typically has greater personnel turnover than an independent police service, members do not serve in the City for their entire career, nor do they acquire the same level of knowledge of and attachment to the community. Historically, the number of funded officers requested to be provided by the RCMP have not been provided.

As policing is the major cost centre in the City's budget, the City has struggled with both expected and unexpected financial increases and their accommodation in the budget has been at the expense of other City services.

The governance of the service is via the federal government and the RCMP's policy decisions and the manner in which they are communicated demonstrates a lack of consultation with the municipal sector.

Council has looked to the Province to determine whether the impetus for a regional police force would be led by the Province. Recently, with the introduction of legislation

that could see the integrated teams strengthened, the slow creep of regionalization continues. Richmond spends over 10% of its contracted policing costs on integrated teams but other municipalities across the lower mainland have not advocated for a full regional service.

Prior to the contract execution in 2012, and continuing to the present day, Council has suggested changes relating to the governance of the policing function and the need for greater civilian oversight. To achieve this and other goals, Council engaged in significant study and review of the existing model and the opportunity for transition to a more responsive policing service. The City has participated in all forums afforded to it and continues to work with the Province to achieve the highest level of policing for its citizens.

Current State

As of 2016, the City of Richmond's population is estimated to be 213,891 and is the fourth largest municipality in Metro Vancouver. The City has reached a critical size where the examination of the model for police service delivery is required. Surrounded by independent police services – in Vancouver, Delta and New Westminster – the City enjoys a unique geographical and policing challenge.

In 2015, Richmond's Detachment contract strength included 202 police officers (which included) 2 RCMP crime analysts); 85 municipal employees; and 18 police officers on the RCMP Integrated Teams at an annual contract cost of \$34.9 million and a total policing budget of \$41.5 million. In 2016, Council approved an additional 12 police officers for the Detachment. This increase will bring the total police complement to 214. There are additional members who work at Green Timbers subsumed in the City's contract costs.

The City has also agreed to provide an additional 27 members to the Vancouver International Airport under a separate contract. In 2015, this Airport police service contract was valued at \$4.4 million. While this contract was agreed to by the City, the Airport and the Province, the Federal Government has yet to agree.

The members of the RCMP at the Richmond Detachment provide excellent service and there is no concern with regard to their individual performance. However, analysis of the projected service levels provided by an independent service suggests that an independent service would provide advantages to the City. Comparator independent police services in the lower mainland have a lower crime rate, lower crime severity index ratings, a lower case load per officer, and higher clearance rates; but with the accompanying increased costs due to their higher officers per population ratio.

The additional ongoing costs of an independent service, based on the existing number of officers at the Detachment, are acknowledged to be \$2.2 to \$3.9 million more annually initially than projected for the RCMP. External consultants estimate that the

one-time transition costs will be \$19.6 million. This estimate assumes cooperation of the RCMP and a phasing-in of an independent police service. If there is to be an overlap with the RCMP after the transition date, the transition the costs would be significantly higher.

Traditionally, independent police services have lower police to population ratios and higher costs per capita. For Richmond to obtain the same police to population ratio as a municipally serviced by an independent police service, such as Abbotsford or Delta, an additional 96 to 115 officers and an additional 30 to 40 municipal employees at a total additional annual cost of \$19.9 to \$24.3 million would be required.

Next Steps

In response to a suggestion from Minister Anton, Council approved a comprehensive public consultation and communication process as part of its review. This consultation process began in January 2016, with the public release of a comprehensive report on the policing review and an online survey. In February, five public information open houses were staged in various community centres around the City at which staff were present to respond to questions. Various stakeholders meetings were also held with groups who routinely partner with police.

In the event that Council elects to proceed with the establishment of an independent police service, the anticipated timing of the contract cancellation notification would be prior to February 28, 2017 for the termination of the Municipal Police Unit Agreement effective March 31, 2019.

Enclosures

Richmond Police Services Review 2016: Discussion Guide
Richmond Police Services Review 2016: Summary Overview
Richmond Police Services Review 2016: Survey Form

City of Richmond

Richmond

Police Services

Review 2016:

Discussion Guide

Introduction

As our community grows and plans for the future, Richmond City Council is looking to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

The City of Richmond wants to ensure that our residents feel safe in their community and that we continue to have safe neighbourhoods and a safe environment for economic development.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services provide the best value for this investment.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. Considerations in this area would include the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs, such as vision, values and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Richmond's policing is currently provided by the Royal Canadian Mounted Police (RCMP). The Province of BC has a Municipal Police Service Agreement with the federal government that governs the provision of police services to those municipalities served by the RCMP.

Over the past several years, Richmond City Council has repeatedly raised concerns about the limited ability municipalities have to control costs and make important decisions about police services management in the community under the current RCMP contract model.

For those reasons, Richmond reluctantly agreed to the latest Province of BC contract with the RCMP. Upon signing this contract in 2012, Richmond City Council committed to exploring its options for the future provision of policing services.

Since then the City has extensively reviewed options for the delivery of police services in our community. Based on that review, public input is being sought on two options:

1. continuing the RCMP contract for police services; or
2. creating a new, independent Richmond police service, which would contract with other police forces for specialized services, such as homicide investigation, forensic service and emergency response teams.

A Report to Council examining the two options under consideration can be found on the City website at www.richmond.ca under Featured Topics on the home page; and at www.LetsTalkRichmond.ca.

Getting Ready for the Future

The public now has an opportunity to comment on which police service model they feel is best for Richmond, particularly in areas such as:

- *Decision-making authority* – the ability to set the budget, the priorities, goals and objectives of the police service.
- *Local needs and values* – the ability to ensure that the police service is in harmony with community priorities and local culture.
- *Finances and cost controls* – the ability to predict costs accurately and to set and control police service budgets.
- *Service delivery and staff* – control over recruitment, retention of officers in the community, and scheduling to meet service demands.

Some key issues to consider are listed below.

Decision-Making Authority

RCMP: The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Detachment Commander), who reports to the RCMP's Lower Mainland District Office in Surrey, which reports to the BC/E Division Commander. The RCMP's Commissioner in Ottawa has ultimate control and management of the national police force.

Under the terms of the Provincial contract with the federal government, decisions and standards that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

The RCMP is subject to investigations and oversight regarding complaints by the Civilian Review and Complaints Commission, and is also under the purview of the Independent Investigations Office of BC in cases certain to police-related incidents resulting in serious injury or death.

The City is consulted about its priorities in the development of an Annual Performance Plan. The City may participate in the process for the selection of the Detachment Commander.

Richmond is one of the largest RCMP detachments in Canada. Burnaby, Surrey and Coquitlam also have RCMP detachments.

Independent Richmond Police Force: A new independent Richmond police force would be supplemented by specialized contracted services, which would be provided by other police forces, such as homicide investigation, forensic services and emergency response teams.

An independent police force would be governed by provincial standards and regulations and be accountable to a local police board.

An independent Richmond police force would be accountable to a local police board. The board would be chaired by the Mayor of Richmond and would include up to eight other members from the local community – one appointee by City Council who is not a member of Council, and up to seven appointed by the provincial government.

The police board would present an annual operating budget for the Richmond police force to City Council for approval.

Richmond Police Services Review 2016: Summary Overview

Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.LetsTalkRichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

	RCMP	Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. Under the RCMP contract and by RCMP policy, the City annually provides the objectives, priorities and goals for the detachment subject to national and provincial priorities.	A Police Board will be established to oversee the creation and management of a new municipal police force. The board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Selection of leadership personnel.	Under the RCMP contract, the RCMP must consult with the City prior to appointing a new Detachment Commander. The City can request community consultations that would be undertaken in accordance with the RCMP's policies on community participation.	A Chief of Police is hired by the Police Board. The Police Board determines the process for recruiting and hiring.
Decisions about the day-to-day management of the police service.	Decisions regarding budget, staffing and deployment of resources are made by the Detachment Commander. Under the RCMP contract, the Detachment Commander must report to the City on the resources and organization of the detachment.	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
FINANCES & COST CONTROLS		
Annual operating costs of police services, including police officers and integrated teams.	\$41.5 million in 2015	The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over three years. A variety of sources could be used, which may include reserve accounts, such as accumulated budget surpluses or gaming funds.
Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre).	No change. Integrated Teams are included in the City's annual operating budget for police services.	Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.
LOCAL COMMUNITY NEEDS & VALUES		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of retaining staff at detachments for a minimum of three to five years before transferring them.	Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.
Control over scheduling to meet service demands.	The RCMP is responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.	The Police Board would oversee the police force's planning and performance and could direct that a review of scheduling options be undertaken. Scheduling might also form part of the collective agreement.

The local police board would approve the new Richmond police force's strategies, objectives and long-term plans. It would oversee the force's performance, and appoint a Chief Constable who would lead the force and all police operations, and who would be accountable to the board.

The local force would be subject to oversight and investigations both by the Office of the Police Complaints Commissioner of BC and the Independent Investigations Office of BC.

Many communities in the Lower Mainland have an independent municipal police force, including Vancouver, Delta, West Vancouver and Abbotsford.

Local Community Needs and Values

A key consideration in the delivery of any policing model is to ensure the local needs and culture of the community are understood, respected and considered in both policing provisions and staffing.

RCMP: The current local administration of the RCMP and its officers have strived to meet local community needs and values as identified by the City. However, many decisions about local priorities and costs are made outside of Richmond.

The RCMP currently recruits officers from every region of Canada, and basic training for cadets is centralized in Regina, Saskatchewan. After completion of training, successful officers are posted to jobs in communities where the RCMP provides service. Officers posted to Richmond who come from other parts of Canada may have limited local knowledge of the community or may not reflect its values.

Over periods of time, officers are able to move from one position to another. The RCMP has a practice of attempting to retain staff at detachments for three to five years before transferring them, depending on the circumstances. The Richmond detachment experiences a high turnover rate of officers, due to promotions and relocations.

Independent Richmond Police Force: If a new independent Richmond police force is established, recruitment strategies may be tailored to encourage local candidates to apply. This may include both new recruits and experienced police officers from other police forces.

These recruits would be trained closer to home at the Justice Institute of BC. In terms of retaining police officers and other personnel in the community, independent municipal forces tend to see less turnover than the RCMP. Ability to recruit locally will ensure more police officers have a good knowledge of the community and reflect its values. Many municipal police officers spend their entire careers with the same police force.

Transition

The City of Richmond can give notice of the termination of the existing RCMP policing contract no later than the end of February each year, with a transition period of 25 months from the notice date. The City must also satisfy the Province of BC that the transition plan for an independent police service will maintain appropriate levels of public safety. Any change in the policing model for Richmond will ultimately need to be approved by the provincial Minister of Public Safety.

RCMP: Continuing with the RCMP would see Richmond maintain its existing model for delivering police services. Richmond would keep its local Richmond RCMP detachment, led by the RCMP's national, regional and local chain of command. The police officers in Richmond would be RCMP police officers. Richmond would continue to draw on specialized RCMP services and police units, such as the RCMP's Emergency Response Team and Integrated Homicide Investigation Team (IHIT). Police officers would continue to be recruited nationally by the RCMP, and posted and moved based on RCMP policies and requirements.

Independent Richmond Police Force: A new independent Richmond police force would change how Richmond delivers police services. Richmond would have a new local police service, led by a Chief Constable who would be accountable to an independent local police board.

The new force would need to recruit new officers, and hire and train them with the community's specific needs and priorities in mind. Both new recruits and experienced officers from other police forces would be hired.

The City would need to make arrangements with the RCMP or other police services to secure continued access to specialized services, such as homicide investigations, forensic services and emergency response teams.

New administrative staff would need to be hired, a new organizational and command structure would be required and new police equipment would need to be sourced. Civilian staff employed by the City and currently working at the Richmond RCMP detachment could fill many of the administrative and support positions in an independent Richmond police force.

Richmond's community safety building is a City-owned facility and a new Richmond police force would be able to use it as its headquarters.

Finances and Cost Controls

The City of Richmond has carefully reviewed the two options' costs and potential budget implications. This is important because the City spends more on policing than anything else, 20 cents of every tax dollar, and we want to be sure police services are delivered efficiently and cost-effectively. The largest proportion of police costs are wages and benefits tied to benchmarks set either by the RCMP or other municipal police forces. It is important to note that policing costs will continue to rise as Richmond's population increases, regardless of whether services are provided by the RCMP or an independent force.

RCMP: Current police services cost the City of Richmond an estimated \$41.5 million annually, which includes all police services funded by the City.

Detachment budgets are developed by the RCMP with limited input from the City and are based on the Municipal Police Unit Agreement provisions where the overall budget limit is set by Council.

The City determines how many police officers will be funded within the Richmond RCMP detachment. The Federal Treasury Board determines RCMP wages and benefits of police officers.

At times, some new policing costs have been imposed on municipalities with little or no consultation or notice. For example, the City of Richmond and other municipalities have disputed costs passed on by the federal government related to the establishment of the RCMP's new BC provincial headquarters in Surrey.

Historically, RCMP officers, unlike their municipal and provincial police officer counterparts, have not been unionized. However, a recent Supreme Court of Canada decision has given RCMP officers the right to collectively bargain. It can be anticipated that there will be increased costs associated with any collective agreement that is reached between the federal government and RCMP officers and that many of these costs would impact municipalities that are policed under contract by the RCMP.

Independent Richmond Police Force: For an independent Richmond police force, the annual operating cost is projected to be higher than the cost of RCMP service. This reflects the need to hire new administrative staff, higher salaries and the loss of federal and provincial contributions for RCMP specialized services in communities with local RCMP detachments.

An independent Richmond police force would be unionized. Existing municipal policing contracts would be used as a template for the union contract of a new Richmond police detachment. Municipal police

departments in British Columbia have traditionally followed the lead of the Vancouver Police Department in terms of negotiating wages and benefits.

The police board would work with the Chief of Police to develop a provisional annual operating budget, which would be approved by Council. In addition, the City of Richmond would incur one-time transition costs. The transition cost is estimated to be \$19.6 million spread over three years. The City could fund the transition to a municipal police force through a variety of sources, which may include reserve accounts, such as accumulated budget surpluses or gaming funds. However, Council has made no decision on which funds might be used.

The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.

We Require Your Input

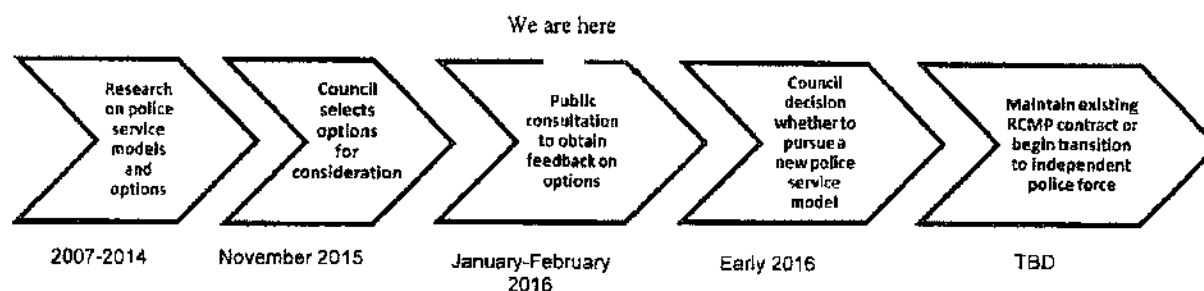
The City of Richmond wants to hear from you on this important issue.

All feedback received will be compiled, summarized and presented to City Council prior to Council making a decision on a future model for police services.

There are many ways you can share your comments:

- Complete the feedback form.
- Visit www.LetsTalkRichmond.ca to fill out the feedback form online.
- Written submissions may be sent to the City of Richmond via email to publicinputconsult@cityofrichmond.ca, or by mail to Law and Community Safety Division, 4841 131st Road, Richmond BC V6Y 2C1.
- Submissions must be received by Monday, February 29, 2016, to be included in a report to City Council on public feedback.
- The City will also be undertaking public polling of Richmond residents on this issue to ensure a broad sample of community feedback is received.

The following graphic provides an overview of the consultation and decision-making process.



Who Should Participate

- Richmond residents and taxpayers.
- Business owners and business tenants.
- People who are employed in Richmond or enrolled in post-secondary studies in Richmond.
- Representatives of community groups, agencies or organizations with a direct interest in policing in Richmond.

Richmond Police Services Review 2016: Summary Overview

Richmond City Council is seeking input from residents, businesses and other local stakeholders on whether to continue receiving police services from the Royal Canadian Mounted Police (RCMP), or to create a new independent municipal police force. A full discussion guide with details of both options is available at www.LetsTalkRichmond.ca along with a public feedback survey that closes on February 29, 2016. The following table summarizes key differences between the two options under consideration.

	RCMP	Municipal Police Force
DECISION-MAKING AUTHORITY		
Setting the priorities, goals and budget of the police service.	Police services are managed by the local RCMP Superintendent in consultation with RCMP provincial and national headquarters. Under the RCMP contract and by RCMP policy, the City annually provides the objectives, priorities and goals for the detachment subject to national and provincial priorities.	A Police Board will be established to oversee the creation and management of a new municipal police force. The board will be chaired by the Mayor with one person, other than a Council member, appointed by Council. Remaining board members are appointed by the Province.
Selection of leadership personnel.	Under the RCMP contract, the RCMP must consult with the City prior to appointing a new Detachment Commander. The City can request community consultations that would be undertaken in accordance with the RCMP's policies on community participation.	A Chief of Police is hired by the Police Board. The Police Board determines the process for recruiting and hiring.
Decisions about the day-to-day management of the police service.	Decisions regarding budget, staffing and deployment of resources are made by the Detachment Commander. Under the RCMP contract, the Detachment Commander must report to the City on the resources and organization of the detachment.	Decisions regarding budget, staffing and deployment of resources are made by the Chief of Police, who reports to the Police Board.
FINANCES & COST CONTROLS		
Annual operating costs of police services, including police officers and integrated teams.	\$41.5 million in 2015	The annual operating costs for an independent Richmond police force are estimated to be \$2.2 million to \$3.9 million higher than the RCMP.
Transition costs to establish an independent police force.	None	\$19.6 million to be funded over three years. A variety of sources could be used which may include reserve accounts, such as accumulated budget surpluses or gaming funds.
Access to specialized RCMP Integrated Teams (e.g. Emergency Response Team, Integrated Homicide Investigation Team, Real Time Intelligence Centre).	No change. Integrated Teams are included in the City's annual operating budget for police services.	Access to specialized RCMP Integrated Teams, or other resources, would be contracted. These services would be included in the annual operating budget for police services.
LOCAL COMMUNITY NEEDS & VALUES		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of retaining staff at detachments for a minimum of three to five years before transferring them.	Recruitment strategies may be tailored to encourage local candidates to apply. Independent municipal forces tend to see less local turnover than the RCMP.
Control over scheduling to meet service demands.	The RCMP is responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.	The Police Board would oversee the police force's planning and performance and could direct that a review of scheduling options be undertaken. Scheduling might also form part of the collective agreement.



As Richmond grows and plans for the future, Richmond City Council wishes to determine the best approach to ensuring police services meet local needs and priorities, and that Richmond continues to be a safe place to live, work and visit.

Policing services are the largest single cost incurred by the City of Richmond. Currently, 20 cents of every municipal tax dollar in Richmond goes to fund police services. City Council wants to ensure it has the best model available to ensure police services are cost effective.

In addition to cost, it is important that Richmond's police service reflects local needs and concerns. This includes the ability to:

- exercise influence over the police services budget;
- influence key decisions such as setting service levels and priorities, and hiring a Chief Constable;
- respond to local community needs such as values, vision and mission; and
- have a stable, experienced core of officers and staff with strong local knowledge of the community and its concerns.

Name: _____ Address: _____
(optional) (optional)

1. I am interested in the police service in Richmond as I am:

Select all that apply:

- ☐ A Richmond resident ☐ A Richmond business owner or business tenant
☐ Employed in Richmond ☐ Post-secondary student in Richmond
☐ Other, please describe: _____

2. When thinking about my police service, the **attributes I feel most important to be addressed** are
Please rate the following from 1 to 5, where 1 is *least important* and 5 is *most important*:

	Least important			Most important	
	1	2	3	4	5
i) Cost control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Local accountability	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Reflect community values	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Local/regional hiring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Providing education/outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other important attributes? Please describe: _____

3. My major priorities for policing are

Please rate the following from 1 to 5, where 1 is *not at all important* and 5 is *very important*:

	Not at all important			Very important		No opinion
	1	2	3	4	5	
i) Crime prevention (includes programs like Block Watch, community education and outreach)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Organized crime and gangs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Property crime (includes break-and-enters, thefts from autos, auto thefts, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Traffic safety	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Public disorder and vandalism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Other major priorities? Please describe: _____

4. An independent Richmond police force would provide more local decision making on costs with the police budget determined by a Police Board and approved by City Council. The Chief of Police would be hired by and be accountable to the Police Board, which would be chaired by the Mayor. An independent Richmond police force would recruit and hire locally, and its officers would have strong knowledge of the community. An independent police force would be governed by provincial standards and regulations and be accountable to a local police board.

The RCMP is a Canadian national police force. The local RCMP detachment is led by a Superintendent (Detachment Commander), who reports to the RCMP's Lower Mainland District, as well as the City. Hiring and recruiting is done nationally and the City has input into hiring the Detachment Commander. Officers typically do not remain in the community for their entire career. Decisions that impact upon local costs and service needs and priorities may be made at national, provincial or regional levels, with limited input from the City.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very good
1 | 2 | 3 | 4 | Very good
5 | No opinion |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. When considering local decision making authority and community needs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. When considering local decision making authority and community needs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

5. If the decision is made to transition to an independent Richmond police force, additional funding will be required due to the transition costs. The one-time transition cost to establish a municipal police force is estimated to be \$19.6 million, which would be spread over three years. The transition costs could be paid through a variety of existing sources.

It is estimated that the annual costs of operating an independent Richmond police force would be \$2.2 to \$3.4 million higher than the RCMP.

Please rate the following from 1 to 5, where 1 is *not very good* and 5 is *very good*:

- | | Not very good
1 | 2 | 3 | 4 | Very good
5 | No opinion |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a. When considering operating costs , I believe the current RCMP policing model is: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b. When considering operating costs , I believe an independent Richmond police force would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

6. Based on what I have learned about the options for a Richmond police force, I believe the following model would be best for the City of Richmond:

Select only one choice:

☐ Current model (RCMP) ☐ Independent Richmond police force ☐ Not sure/Undecided

7. a. I have the following comments about the City of Richmond establishing local independent police services (if any):

- b. I have the following comments about continuing to have police services provided by the RCMP (if any):

8. Please provide any additional comments or feedback:

Completed forms can be mailed or delivered to Law and Community Safety Division, Richmond City Hall, 6911 No. 3 Road, Richmond BC V6Y 2C1.

All forms must be received by **February 29, 2016**.

Thank you for your feedback. The results of the public consultation will be collated and reported as part of an upcoming Report to Council which will determine the City's next steps.



January 22, 2016
Ref: 513804

Mr. George Duncan
Chief Administrative Officer
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mr. Duncan:

I write further to your present review of policing for the City of Richmond. I understand our staff have been collaborating as you embark on the engagement of your community about its policing model. I wanted to take the opportunity to ensure clarity of our mutual understanding concerning the timing of any desired transition to an independent policing model, should that be the outcome of your process of consultations and deliberations.

We have discussed the timing of any possible transition with your staff and the consultants retained by Richmond to provide advice and analysis in this process. As I know you understand, the approval of the Minister of Public Safety & Solicitor General must be obtained for the establishment of an independent municipal police department. In order to seek such an approval my office will need to review:

1. A complete and detailed description of the proposed future policing model for the department to be established; and,
2. A detailed written proposal, including a transition plan.

The review of those items by the Ministry, and dealing with any need for clarification or further information that may be identified in that review, would be required before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. I would also reiterate that this review and approval process could take several months depending upon the plan initially provided and any further analysis required.

Practically, it is my suggestion that Richmond view obtaining the Minister's approval to establish an independent police department as a pre-condition to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

.../2

Mr. George Duncan
Page 2

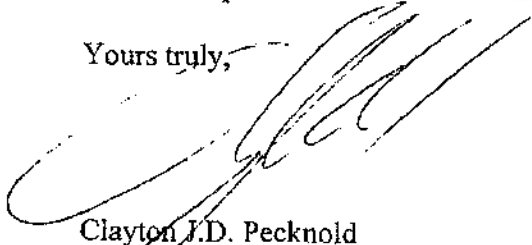
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements with the Province to use the Provincial Police Force. Currently that arrangement is set out in your Municipal Police Unit Agreement. If that Municipal Police Unit Agreement terminates prior to the establishment of an approved alternative police and law enforcement regime, your municipality could be in non-compliance with the *Police Act*. Should that occur, the Province would be required to provide policing and law enforcement in the municipality and Richmond would become responsible for all of the costs and expenses incurred by the Province to provide policing and law enforcement, which would include, but is not necessarily limited to, the following:

1. The amount the Province would pay to the federal government or a municipal government to provide police services to Richmond;
2. All of the direct and indirect costs incurred by the Province to manage the police and law enforcement services until the municipality comes into compliance with the *Police Act* (for example, the cost of an administrator for the police and law enforcement services who would determine the level of policing and set the priorities, goals and objectives of the service); and,
3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

As stated, I encourage the City of Richmond to ensure that the Ministry of Public Safety & Solicitor General has provided formal approval of the transition plan and policing model prior to making a decision on whether or not to provide the Province with a Notice of Termination under Richmond's Municipal Police Unit Agreement.

I would be pleased to discuss this matter further with you at any time.

Yours truly,



Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

pc: Deputy Commissioner Craig Callens, Commanding Officer, RCMP "E" Division
His Worship Malcolm Brodie, Mayor of the City of Richmond
Ms. Phyllis Carlyle, General Manager, Law & Community Safety

O'Neill, Jennifer L PSSG:EX

From: Butterfield, Nicole JAG:EX
Sent: Wednesday, February 24, 2016 10:40 AM
To: Pecknold, Clayton JAG:EX; McLean, Kimberley M JAG:EX; Foisy, Rachel E JAG:EX; Sitter, Donna GCPE:EX; Cornett, Kathy M JAG:EX; Dean, Danielle JAG:EX; German, Liza JAG:EX
Subject: FW: MMM's mtg with Mayor Brodie, Richmond - March 2nd
Attachments: Information_BN_Richmond_FOR_MMM - C513193.pdf; C513193 Attachment.pdf

FYI...

From: Hoskins, Jeannie JAG:EX
Sent: Wednesday, February 24, 2016 10:37 AM
To: Gill, Manjit PSSG:EX; Chan-Kent, Marissa PSSG:EX
Cc: Kennard, Kimberley PSSG:EX; Grice, Rebecca PSSG:EX; Cornett, Kathy M JAG:EX; Butterfield, Nicole JAG:EX; Sitter, Donna GCPE:EX; McAndrews, Caroline GCPE:EX
Subject: MMM's mtg with Mayor Brodie, Richmond - March 2nd

The attached briefing note has been approved by Clayton Pecknold, Acting Deputy Solicitor General, and is for the Minister's meeting with Mayor Brodie on March 2nd. Clayton will attend the meeting to support the Minister. The briefing note and attachment have been uploaded to the Minister's sharepoint site.

Thank you.

Jeannie Hoskins
Office of the Deputy Solicitor General
250 387-5131

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL
POLICING AND SECURITY BRANCH
BRIEFING NOTE**

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: Mayor Malcolm Brodie of the City of Richmond is meeting with Minister Morris on Wednesday March 2, 2016 at 10am to discuss Richmond's exploration of establishing an Independent Police Service and may seek the Minister's notional support of that objective.

SUMMARY:

- In March 2015, Mayor Brodie and Council Members met with then Minister of Justice Suzanne Anton to make known their intent to release a new report on policing for the City of Richmond and begin a community consultation process about the option of establishing an Independent Police Agency. Minister Anton did not dissuade Richmond's representatives.
- Over the past year, the City of Richmond has solicited guidance from the Ministry Public Safety and Solicitor General (the Ministry) on the steps required for the Ministry to consider its request to transition to an Independent Police Agency. Richmond has embarked on a community consultation process. s.13,s.16

SUGGESTED RESPONSE:

- I would like to ensure that we are clear about the process. My approval must be obtained for the establishment of an Independent Municipal Police Department. In order for me to consider such a request, my office will need to review:
 1. A complete and detailed description of the proposed future policing model for the department to be established; and
 2. A detailed written proposal, including a transition plan.
- Ministry staff would review those materials before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. This review and approval process could take several months depending upon the plan initially provided and any further analysis required.
- Richmond should obtain the Minister's approval to establish an independent police department prior to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

BACKGROUND:

- Under the *Police Act, Part 2, Section 3 (2)* a municipality with 5,000 or more persons must provide policing and law enforcement in accordance with the *Act* by choosing one of three options:
 - Establish a municipal police department;
 - Enter into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force; or
 - With the approval of the Minister, enter 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.
- The City of Richmond's interest in a change to its Policing model is not new: various studies and reviews have been conducted over the past decade. The City of Richmond is exploring the option of having an independent police agency as it seeks to improve its police service in the following ways:
 - Local needs: ensuring that the police service is in harmony with local priorities, needs and culture;
 - Finances: improving cost controls, transparency and accountability; and
 - Service delivery and Human Resources: improving recruitment and officer retention, and scheduling options that better meet service demands.
- s.13,s.16

s.13,s.16

However, in March 2015, Mayor Brodie and council members met with then Minister of Justice Suzanne Anton. They made known their intent to announce a community consultation process, as well as the release of a new report on policing for the City. Minister Anton informed Richmond's representatives she would consider a proposal, but could not guarantee approval.

- On November 26, 2015, the City of Richmond issued a news release, announcing their report to council regarding the Richmond police service. The news release identified that a formal public consultation would begin in early 2016. A community survey and several town hall meetings have since occurred.
- The Richmond RCMP detachment currently has 218 uniformed members, with 27 additional members posted to a joint airport/municipal detachment at the Vancouver International Airport and additional members posted to integrated teams at Green Timbers.

- The MPUA termination provision, stipulates that the Agreement may be terminated on March 31 in any given year and that the municipality must provide 25 months' notice prior to the date of the intended termination.
- On January 22, 2016, Assistant Deputy Minister Pecknold wrote to the Chief Administrative Officer of Richmond outlining expectations about the process (see attachment) and timing of any potential Minister's approval should Richmond determine that it wanted to pursue establishing its own police agency following its community consultation.

OTHER MINISTRIES IMPACTED/CONSULTED:

- N/A

Prepared by:
Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs
250 953-3441

Recommended by:
Kimberley McLean
Director
Policing and Security Programs
250 387-2787

Approved February 23, 2016 by:
Clayton Pecknold
Assistant Deputy Minister
And Director, Police Services
Policing and Security Branch
250 387-1100

Attachment: January 22, 2016 Letter to Mr. George Duncan



January 22, 2016
Ref: 513804

Mr. George Duncan
Chief Administrative Officer
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mr. Duncan:

I write further to your present review of policing for the City of Richmond. I understand our staff have been collaborating as you embark on the engagement of your community about its policing model. I wanted to take the opportunity to ensure clarity of our mutual understanding concerning the timing of any desired transition to an independent policing model, should that be the outcome of your process of consultations and deliberations.

We have discussed the timing of any possible transition with your staff and the consultants retained by Richmond to provide advice and analysis in this process. As I know you understand, the approval of the Minister of Public Safety & Solicitor General must be obtained for the establishment of an independent municipal police department. In order to seek such an approval my office will need to review:

1. A complete and detailed description of the proposed future policing model for the department to be established; and,
2. A detailed written proposal, including a transition plan.

The review of those items by the Ministry, and dealing with any need for clarification or further information that may be identified in that review, would be required before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. I would also reiterate that this review and approval process could take several months depending upon the plan initially provided and any further analysis required.

Practically, it is my suggestion that Richmond view obtaining the Minister's approval to establish an independent police department as a pre-condition to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

.../2

Mr. George Duncan

Page 2

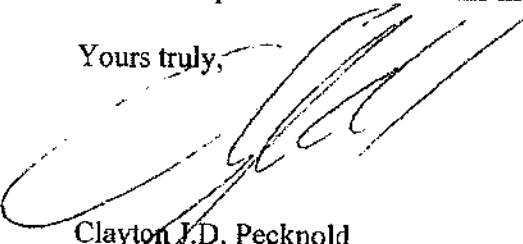
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements with the Province to use the Provincial Police Force. Currently that arrangement is set out in your Municipal Police Unit Agreement. If that Municipal Police Unit Agreement terminates prior to the establishment of an approved alternative police and law enforcement regime, your municipality could be in non-compliance with the *Police Act*. Should that occur, the Province would be required to provide policing and law enforcement in the municipality and Richmond would become responsible for all of the costs and expenses incurred by the Province to provide policing and law enforcement, which would include, but is not necessarily limited to, the following:

1. The amount the Province would pay to the federal government or a municipal government to provide police services to Richmond;
2. All of the direct and indirect costs incurred by the Province to manage the police and law enforcement services until the municipality comes into compliance with the *Police Act* (for example, the cost of an administrator for the police and law enforcement services who would determine the level of policing and set the priorities, goals and objectives of the service); and,
3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

As stated, I encourage the City of Richmond to ensure that the Ministry of Public Safety & Solicitor General has provided formal approval of the transition plan and policing model prior to making a decision on whether or not to provide the Province with a Notice of Termination under Richmond's Municipal Police Unit Agreement.

I would be pleased to discuss this matter further with you at any time.

Yours truly,



Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

pc: Deputy Commissioner Craig Callens, Commanding Officer, RCMP "E" Division
His Worship Malcolm Brodie, Mayor of the City of Richmond
Ms. Phyllis Carlyle, General Manager, Law & Community Safety

O'Neill, Jennifer L PSSG:EX

From: Butterfield, Nicole JAG:EX
Sent: Wednesday, February 24, 2016 10:14 AM
To: Hoskins, Jeannie JAG:EX
Cc: Pecknold, Clayton JAG:EX; McLean, Kimberley M JAG:EX; Foisy, Rachel E JAG:EX; Sitter, Donna GCPE:EX; Cornett, Kathy M JAG:EX; Dean, Danielle JAG:EX; German, Liza JAG:EX
Subject: BN for MMM's mtg with Mayor Brodie, Richmond - Wed, Mar 2nd at 10 in Victoria (pre briefing @ 9:45am) - 513193
Attachments: 160222_C513193_Information_BN_Richmond_FOR_MMM.docx; 160222 C513193 Attachment.pdf

Good morning Jeannie:

The attached BN has been approved by ADM Pecknold and is being forwarded to you for further distribution to the Minister's office for the information of the Minister and in preparation of the above subject meetings.

Thank you,

Nicole

From: Hoskins, Jeannie JAG:EX
Sent: Friday, February 19, 2016 9:03 AM
To: Butterfield, Nicole JAG:EX
Subject: FW: Meeting with Mayor Brodie - Richmond

Calendar shows 9:45 March 2nd for the pre-briefing ☺
And if you could please action a BN.

Thanks Nicole.

jeannie

From: Kennard, Kimberley PSSG:EX
Sent: Friday, February 19, 2016 9:00 AM
To: Hoskins, Jeannie JAG:EX
Cc: Butterfield, Nicole JAG:EX
Subject: RE: Meeting with Mayor Brodie - Richmond

Done!

Kim



Kimberley Kennard
Administrative Coordinator for
Honourable Mike Morris
Public Safety and Solicitor General

(T)250-356-2125
(Mobile) 250-893-9019
Email: kimberley.kennard@gov.bc.ca

From: Hoskins, Jeannie JAG:EX
Sent: Friday, February 19, 2016 8:56 AM
To: Kennard, Kimberley PSSG:EX
Cc: Butterfield, Nicole JAG:EX
Subject: Meeting with Mayor Brodie - Richmond

Hi Kim,

Clayton was alerted to this meeting and suggests a pre-briefing with the Minister and perhaps a briefing note. Is there a time that could work for the Minister?

Thanks very much.

Jeannie Hoskins
Office of the Deputy Solicitor General
250 387-5131

**MINISTRY OF PUBLIC SAFETY AND SOLICITOR GENERAL
POLICING AND SECURITY BRANCH
BRIEFING NOTE**

PURPOSE: For INFORMATION for the Honourable Mike Morris, Minister of Public Safety and Solicitor General.

ISSUE: Mayor Malcolm Brodie of the City of Richmond is meeting with Minister Morris on Wednesday March 2, 2016 at 10am to discuss Richmond's exploration of establishing an Independent Police Service and may seek the Minister's notional support of that objective.

SUMMARY:

- In March 2015, Mayor Brodie and Council Members met with then Minister of Justice Suzanne Anton to make known their intent to release a new report on policing for the City of Richmond and begin a community consultation process about the option of establishing an Independent Police Agency. Minister Anton did not dissuade Richmond's representatives.
- Over the past year, the City of Richmond has solicited guidance from the Ministry Public Safety and Solicitor General (the Ministry) on the steps required for the Ministry to consider its request to transition to an Independent Police Agency. Richmond has embarked on a community consultation process. ^{s.13,s.16}

s.13,s.16

SUGGESTED RESPONSE:

- I would like to ensure that we are clear about the process. My approval must be obtained for the establishment of an Independent Municipal Police Department. In order for me to consider such a request, my office will need to review:
 1. A complete and detailed description of the proposed future policing model for the department to be established; and
 2. A detailed written proposal, including a transition plan.
- Ministry staff would review those materials before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. This review and approval process could take several months depending upon the plan initially provided and any further analysis required.
- Richmond should obtain the Minister's approval to establish an independent police department prior to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

BACKGROUND:

- Under the *Police Act, Part 2, Section 3 (2)* a municipality with 5,000 or more persons must provide policing and law enforcement in accordance with the *Act* by choosing one of three options:
 - Establish a municipal police department;
 - Enter into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force; or
 - With the approval of the Minister, enter 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.
- The City of Richmond's interest in a change to its Policing model is not new: various studies and reviews have been conducted over the past decade. The City of Richmond is exploring the option of having an independent police agency as it seeks to improve its police service in the following ways:
 - Local needs: ensuring that the police service is in harmony with local priorities, needs and culture;
 - Finances: improving cost controls, transparency and accountability; and
 - Service delivery and Human Resources: improving recruitment and officer retention, and scheduling options that better meet service demands.

• s.13,s.16

s.13,s.16

However, in March 2015, Mayor Brodie and council members met with then Minister of Justice Suzanne Anton. They made known their intent to announce a community consultation process, as well as the release of a new report on policing for the City. Minister Anton informed Richmond's representatives she would consider a proposal, but could not guarantee approval.

- On November 26, 2015, the City of Richmond issued a news release, announcing their report to council regarding the Richmond police service. The news release identified that a formal public consultation would begin in early 2016. A community survey and several town hall meetings have since occurred.
- The Richmond RCMP detachment currently has 218 uniformed members, with 27 additional members posted to a joint airport/municipal detachment at the Vancouver International Airport and additional members posted to integrated teams at Green Timbers.

- The MPUA termination provision, stipulates that the Agreement may be terminated on March 31 in any given year and that the municipality must provide 25 months' notice prior to the date of the intended termination.
- On January 22, 2016, Assistant Deputy Minister Pecknold wrote to the Chief Administrative Officer of Richmond outlining expectations about the process (see attachment) and timing of any potential Minister's approval should Richmond determine that it wanted to pursue establishing its own police agency following its community consultation.

OTHER MINISTRIES IMPACTED/CONSULTED:

- N/A

Prepared by:
Rachel Foisy
Senior Research and Policy Analyst
Policing and Security Programs
250 953-3441

Recommended by:
Kimberley McLean
Director
Policing and Security Programs
250 387-2787

Approved February 23, 2016 by:
Clayton Pecknold
Assistant Deputy Minister
And Director, Police Services
Policing and Security Branch
250 387-1100

Attachment: January 22, 2016 Letter to Mr. George Duncan



January 22, 2016
Ref: 513804

Mr. George Duncan
Chief Administrative Officer
City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mr. Duncan:

I write further to your present review of policing for the City of Richmond. I understand our staff have been collaborating as you embark on the engagement of your community about its policing model. I wanted to take the opportunity to ensure clarity of our mutual understanding concerning the timing of any desired transition to an independent policing model, should that be the outcome of your process of consultations and deliberations.

We have discussed the timing of any possible transition with your staff and the consultants retained by Richmond to provide advice and analysis in this process. As I know you understand, the approval of the Minister of Public Safety & Solicitor General must be obtained for the establishment of an independent municipal police department. In order to seek such an approval my office will need to review:

1. A complete and detailed description of the proposed future policing model for the department to be established; and,
2. A detailed written proposal, including a transition plan.

The review of those items by the Ministry, and dealing with any need for clarification or further information that may be identified in that review, would be required before the request for approval could be submitted for final consideration, which may or may not result in the request being approved. I would also reiterate that this review and approval process could take several months depending upon the plan initially provided and any further analysis required.

Practically, it is my suggestion that Richmond view obtaining the Minister's approval to establish an independent police department as a pre-condition to Richmond giving a Notice of Termination of its Municipal Police Unit Agreement.

.../2

Ministry of Public Safety and
Solicitor General

Policing and Security Branch

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Mr. George Duncan

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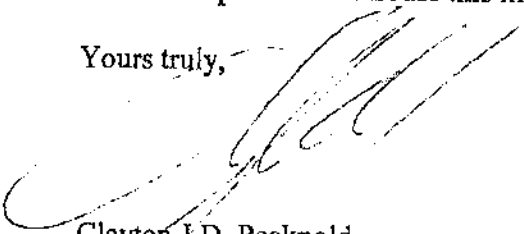
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements with the Province to use the Provincial Police Force. Currently that arrangement is set out in your Municipal Police Unit Agreement. If that Municipal Police Unit Agreement terminates prior to the establishment of an approved alternative police and law enforcement regime, your municipality could be in non-compliance with the *Police Act*. Should that occur, the Province would be required to provide policing and law enforcement in the municipality and Richmond would become responsible for all of the costs and expenses incurred by the Province to provide policing and law enforcement, which would include, but is not necessarily limited to, the following:

1. The amount the Province would pay to the federal government or a municipal government to provide police services to Richmond;
2. All of the direct and indirect costs incurred by the Province to manage the police and law enforcement services until the municipality comes into compliance with the *Police Act* (for example, the cost of an administrator for the police and law enforcement services who would determine the level of policing and set the priorities, goals and objectives of the service); and,
3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

As stated, I encourage the City of Richmond to ensure that the Ministry of Public Safety & Solicitor General has provided formal approval of the transition plan and policing model prior to making a decision on whether or not to provide the Province with a Notice of Termination under Richmond's Municipal Police Unit Agreement.

I would be pleased to discuss this matter further with you at any time.

Yours truly,



Clayton J.D. Pecknold
Assistant Deputy Minister
and Director of Police Services
Policing and Security Branch

pc: Deputy Commissioner Craig Callens, Commanding Officer, RCMP "E" Division
His Worship Malcolm Brodie, Mayor of the City of Richmond
Ms. Phyllis Carlyle, General Manager, Law & Community Safety

O'Neill, Jennifer L PSSG:EX

From: Carlyle,Phyllis <PCarlyle@richmond.ca>
Sent: Thursday, February 18, 2016 5:41 PM
To: McLean, Kimberley M JAG:EX
Subject: Re: Richmond - FYI

Town hall had 45 people with Asian media and Global in attendance. Mayor did an interview on Global this morning.

Another open house tonight at an even more remote location so likely even fewer people.

But, over 1000 surveys returned to date which is good by municipal standards. So with that sample size, the end result will be statistically accurate.

Meeting with the Minister is just to update the new Minister. No new requests or asks on our part but with the change in Minister, Council wanted to ensure no change in provincial philosophy.

Will let you know if attendance picks up.

Phyllis

Sent from my iPhone

> On Feb 18, 2016, at 5:33 PM, McLean, Kimberley M JAG:EX <Kimberley.McLean@gov.bc.ca> wrote:

>

> Thank you. I appreciate the heads up. Is it about your process? How

> did the town hall go? K

>

> Sent from my BlackBerry 10 smartphone on the Rogers network.

> From: Carlyle,Phyllis

> Sent: Thursday, February 18, 2016 4:32 PM

> To: McLean, Kimberley M JAG:EX

> Subject: Richmond - FYI

>

>

> Hello

>

> FYI

>

> Mayor Brodie meeting with Minister Morris, March 2, 2016 at 10 in Victoria.

>

> Wanted to keep you in the loop, just in case.

>

> Phyllis

>

> Phyllis Carlyle

> General Manager Law & Community Safety The City of Richmond 6911 No. 3

> Road, Richmond, B.C. V6Y 2C1 Direct 604-276-4104

>

September 17, 2015

His Worship Malcolm D. Brodie
Mayor of the City of Richmond
6911 No. 3 Road
Richmond BC V6Y 2C1

Dear Mayor Brodie:

Thank you for your July 28, 2015 email re-visiting our discussion regarding the 2012 Municipal Police Unit Agreement's Article 13 – Transfer of Ownership of Equipment. I appreciate you taking the time to write to me and summarize the Article.

I understand that Ministry staff are working with your staff on other questions and matters related to policing in your community and will be discussing Article 13.

Yours very truly,

Original signed by

Suzanne Anton QC
Attorney General
Minister of Justice

PSPB PECKNOLD/ANDERSON/McLEAN/FOISY

C/511285

O'Neill, Jennifer L PSSG:EX

From: Koehle, Leah JAG:EX
Sent: Wednesday, February 17, 2016 9:29 AM
To: McLean, Kimberley M JAG:EX; Godenzie, Lisa JAG:EX
Subject: RE: 511285 Brodie
Attachments: 511285.docx

Hi Kimberley and Lisa,

Sorry for the delay,^{s.22} Please find attached.

Leah

From: McLean, Kimberley M JAG:EX
Sent: Monday, February 15, 2016 4:18 PM
To: Koehle, Leah JAG:EX; Godenzie, Lisa JAG:EX
Subject: FW: 511285 Brodie

Leah could you please send me and lisa the final answer to this incoming? Tx K

From: Brodie, Malcolm [<mailto:MBrodie@richmond.ca>]
Sent: Tuesday, July 28, 2015 11:50 AM
To: Minister, JAG JAG:EX
Subject: Police equipment

Hi Suzanne

FYI following our recent discussion, I thought I might point out the situation for your assistance.

The standard form Municipal Police Unit Agreement signed in 2012, provides for the transfer of ownership of equipment purchased by Canada when the contract is terminated.

The Agreement (s. 13.1) sets out that the municipality has the option to either:

1. Pay to Canada the difference, if any, between the current fair market value and the amount the municipality has already paid for the equipment. The equipment is then transferred from Canada to the Province who in turn transfers it to the municipality. or
2. Canada retains the equipment but credits the municipality with the amount, if any, by which the fair market value, exceeds the amount that Canada paid for the equipment.

Notice of the municipality's exercise of its option must be provided to the Province at least 6 months prior to the date of the termination of the contract. The transfer must be completed within 6 months following the termination, unless the Province and Canada agree otherwise.

Cheers.

Malcolm