

**O'Neill, Jennifer L PSSG:EX**

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**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](http://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.-1 p.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](mailto: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.

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**Media Contact:**

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



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Page 04 to/à Page 05

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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

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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](http://www.gov.bc.ca/pssg)

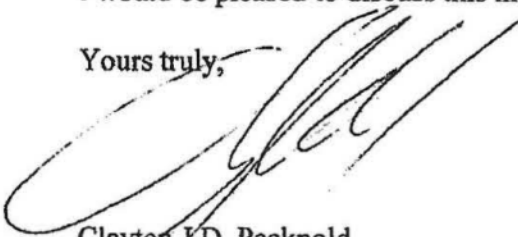
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements 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

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**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](http://www.richmond.ca)  
Facebook: /CityofRichmondBC<<http://www.facebook.com/cityofrichmondbc>>  
Twitter: @Richmond\_BC<[http://www.twitter.com/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](http://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
<b>DECISION-MAKING AUTHORITY</b>		
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.
<b>COSTS &amp; FINANCIAL MANAGEMENT</b>		
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.
<b>COMMUNITY NEEDS &amp; VALUES</b>		
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.



# 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.

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<br>1       | 2                        | 3                        | 4                        | Very good<br>5           | No opinion               |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering <b>local decision making authority and community needs</b> , I believe an <b>independent Richmond police force</b> would be: | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering <b>local decision making authority and community needs</b> , I believe the <b>current RCMP policing model</b> 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<br>1       | 2                        | 3                        | 4                        | Very good<br>5           | No opinion               |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| a) When considering <b>operating costs</b> , I believe the <b>current RCMP policing model</b> is:            | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering <b>operating costs</b> , I believe an <b>independent Richmond police force</b> 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](http://www.richmond.ca) (under Featured Topics on the home page) and at [www.LetsTalkRichmond.ca](http://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

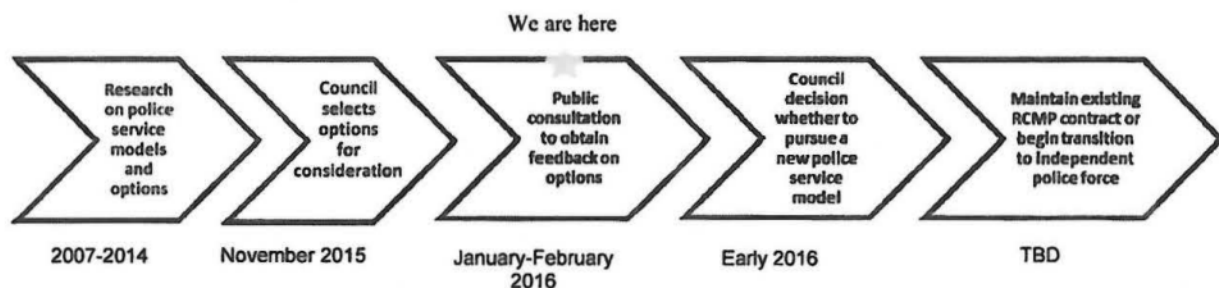
The City of Richmond wants to hear from you on this important issue.

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:

- Complete the feedback form.
- Visit [www.LetsTalkRichmond.ca](http://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](mailto: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 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

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## O'Neill, Jennifer L PSSG:EX

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**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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# City of Richmond

## Proposed revisions Jan. 11 Richmond Police Services Review 2016: Survey Form

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

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edge: 0.21 cm

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<br>good<br>1    | 2                        | 3                        | 4                        | Very<br>good<br>5        | No<br>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<br>good<br>1    | 2                        | 3                        | 4                        | Very<br>good<br>5        | No<br>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](http://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
<b>DECISION-MAKING AUTHORITY</b>		
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 <u>RCMP Detachment Commander. 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.
<b>COSTS &amp; FINANCIAL MANAGEMENT</b>		
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.
<b>COMMUNITY NEEDS &amp; VALUES</b>		
Control over recruitment and retention of officers.	Officers are recruited from across Canada. The RCMP has a practice of <del>attempting to retaining</del> 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.	<del>City Council can provide input but has no formal role in police decision-making. The RCMP is responsible for internal management decisions such as those related to scheduling. The City may request a review of scheduling options.</del>	The Police Board would oversee the police force's planning and performance <u>and could direct that 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](http://www.richmond.ca) (under Featured Topics on the home page) and at [www.LetsTalkRichmond.ca](http://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 require 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

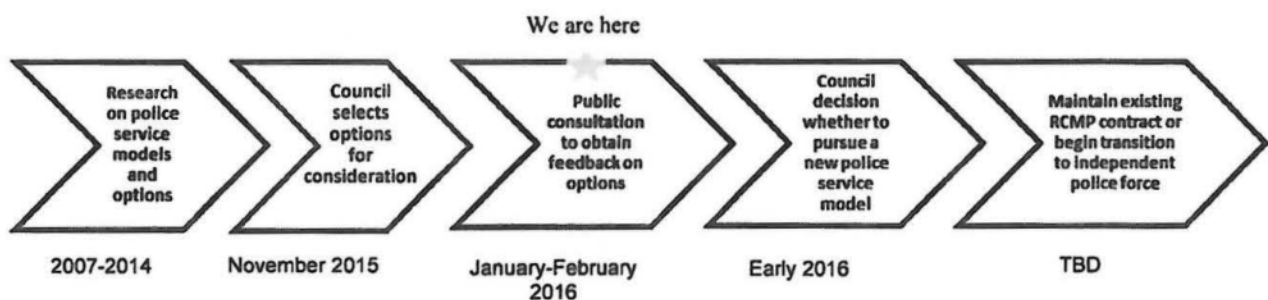
The City of Richmond wants to hear from you on this important issue.

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](http://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](mailto: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 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.



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 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 and Malcolm to decide your next steps.

From: McLean, Kimberley M JAG:EX <[Kimberley.McLean@gov.bc.ca](mailto: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**

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**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**

chmond

## 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](http://www.richmond.ca) (under Featured Topics on the home page) and at [www.letstalkrichmond.ca](http://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

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

**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 or 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.

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**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~~ six 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-

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

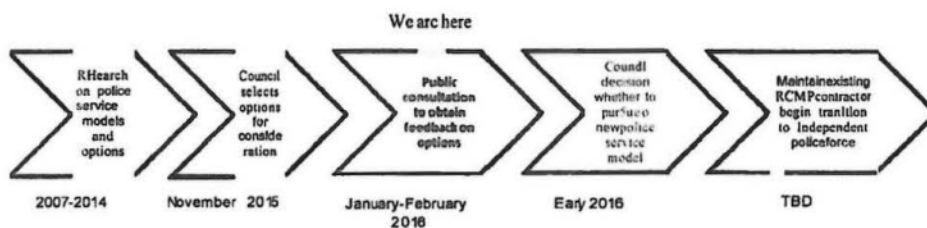
The City of Richmond wants to hear from you on this important issue.

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](http://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](mailto: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](http://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
<b>DECISION-MAKING AUTHORITY</b>		
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 provide 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 Commander</u> RCMP. <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.
<b>COSTS &amp; FINANCIAL MANAGEMENT</b>		
Annual operating costs of police services, including police officers and integrated teams	\$41.5 million in 2015 <u>(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, RealTimeIntelligence 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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chmond



# 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 type="radio"/>
ii) Accountability	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
iii) Reflect community values	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
iv) Local/regional hiring	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
v) Providing education/outreach	<input type="radio"/>	<input 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"/>

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="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 type="radio"/>	<input type="radio"/>	<input type="radio"/>
iii) Property crime (includes break and enters, 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 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 type="radio"/>	<input 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-  
~~ecete 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 would determine in the community for their decision~~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<br>good | 1 | 2 | 3 | 4 | Very<br>good | No<br>Opinion |
|---|------------------|---|---|---|---|--------------|---------------|
| a) When considering local decision making authority and<br>community needs, I believe an independent Richmond<br>police force would be: |                  | D | O | O | D | O            | O             |
| b) When considering local decision making authority and<br>community needs, I believe the current RCMP policing<br>models:              |                  | 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's 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<br>good | 1 | 2 | 3 | 4 | Very<br>good | No<br>Opinion |
|--|------------------|---|---|---|---|--------------|---------------|
| a) When considering operating costs, I believe the<br>current RCMP policing models:              |                  | a | a | o | a | D            | 0             |
| b) When considering operating costs, I believe an<br>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:
- ☐ 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:
- \_\_\_\_\_
- \_\_\_\_\_

## Pecknold, Clayton PSSG:EX

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**From:** Pecknold, Clayton JAG:EX  
**Sent:** Friday, January 8, 2016 3:03 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 of the 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](mailto: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:** 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

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**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  
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### 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.<sup>1</sup>

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.<sup>2</sup>

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.<sup>3</sup>*

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 207,500<sup>4</sup> 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.

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<sup>1</sup> "Police Services Models" Report to Community Safety Committee on November 14, 2012

<sup>2</sup> Police Act, Part 2, s. 2

<sup>3</sup> 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.

	<b>Budgeted Strength</b>	<b>Actual Strength</b>		<b>Integrated Team Established Strength (including RTIC)</b>	<b>Integrated Team Actual Strength</b>	
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

<sup>4</sup> "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.<sup>5</sup> 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 population<sup>6</sup>. 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)<sup>7</sup>. 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

<sup>5</sup> 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

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

<sup>7</sup> 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.<sup>8</sup> Richmond has higher clearance rates than other RCMP detachments but lower clearance rates than other independent services.<sup>9</sup>

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

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<sup>8</sup> 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.

<sup>9</sup> 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% lower<sup>10</sup> than an independent service.

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

<sup>10</sup> 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 officers<sup>11</sup> 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.

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<sup>11</sup>Ministry 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.<sup>12</sup>

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.<sup>13</sup>

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.

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<sup>12</sup> 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.

<sup>13</sup> 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**

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**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

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## 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**

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**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



March 11, 2016  
Ref: 514598

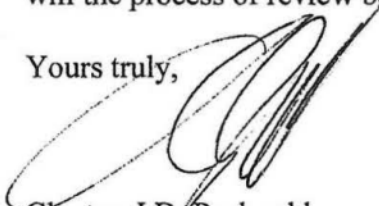
Mr. George Duncan  
Chief Administrative Officer  
City of Richmond  
6911 No. 3 Road  
Richmond BC V6Y 2C1

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

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Ministry of Public Safety and  
Solicitor General

Policing and Security Branch

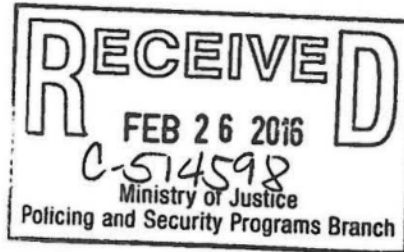
Mailing Address:  
PO Box 9285 Stn Prov Govt  
Victoria BC V8W 9J7

Telephone: 250 387-1100  
Facsimile: 250 356-7747  
Website: [www.gov.bc.ca/pssg](http://www.gov.bc.ca/pssg)





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.

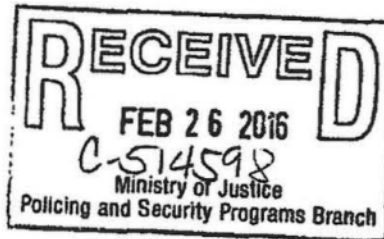
I look forward to continued communication with you and your staff.

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

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Telephone: 604-276-4336  
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Director of Police Services  
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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*

4929451

Richmond

## O'Neill, Jennifer L PSSG:EX

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**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](mailto: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

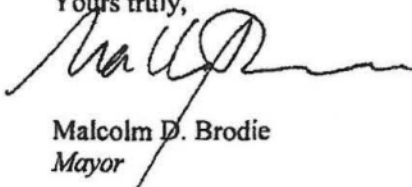
Dear Minister Morris:

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

**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 limitations 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](http://www.richmond.ca/under-Featured-Topics) on the home page; and at [www.LetsTalkRichmond.ca](http://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 that 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.

# 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](http://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
<b>DECISION-MAKING AUTHORITY</b>		
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.
<b>FINANCES &amp; COST CONTROLS</b>		
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.
<b>LOCAL COMMUNITY NEEDS &amp; VALUES</b>		
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 parts 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

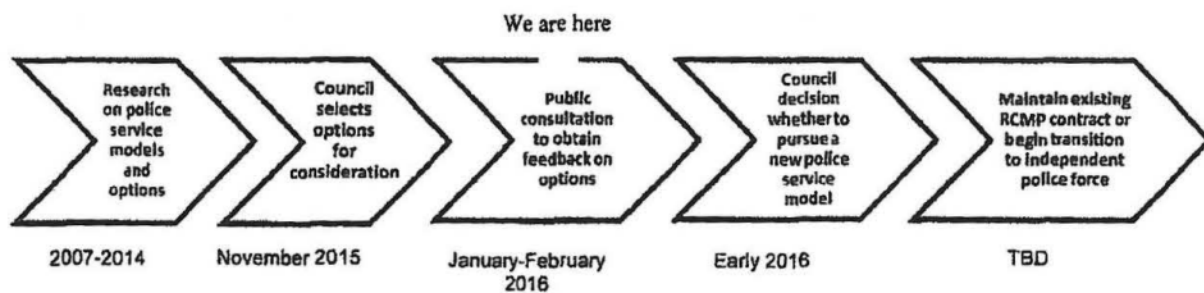
The City of Richmond wants to hear from you on this important issue.

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](http://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](mailto:policingconsult@richmond.ca), or by mail to Law and Community Safety Division, 4841 No. 3 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

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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.
<b>LOCAL COMMUNITY NEEDS &amp; VALUES</b>		
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.





# 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.

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 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	1	2	3	4	Most important
i) Cost control	<input type="checkbox"/>	<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"/>	<input type="checkbox"/>
iii) Reflect community values	<input type="checkbox"/>	<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"/>	<input type="checkbox"/>
v) Providing education/outreach	<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 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	1	2	3	4	Very important	No option
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"/>	<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"/>	<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"/>	<input type="checkbox"/>
iv) Traffic safety	<input type="checkbox"/>	<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"/>	<input type="checkbox"/>
vi) Response times	<input type="checkbox"/>	<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                | No opinion               |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
|   |                          | 1                        | 2                        | 3                        | 4                        | 5                        |                          |
| a) When considering <b>local decision making authority and community needs</b> , I believe an <b>independent Richmond police force</b> would be | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering <b>local decision making authority and community needs</b> , I believe the <b>current RCMP policing model</b> is            | <input type="checkbox"/> | <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 \$2.9 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                | No opinion               |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
|   |                          | 1                        | 2                        | 3                        | 4                        | 5                        |                          |
| a) When considering <b>operating costs</b> , I believe the <b>current RCMP policing model</b> is            | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) When considering <b>operating costs</b> , I believe an <b>independent Richmond police force</b> would be | <input type="checkbox"/> | <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.*



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

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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](http://www.gov.bc.ca/pssg)

Mr. George Duncan  
Page 2

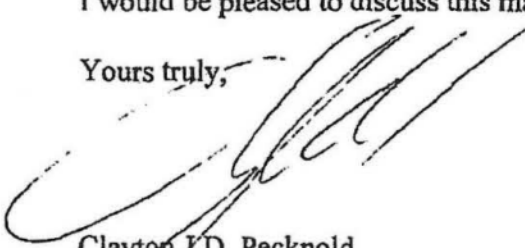
The statutory requirement for municipalities to provide policing is contained in the *Police Act*. A municipality is required to bear the expenses of maintaining law and order in the municipality by providing policing and law enforcement. Historically Richmond has met this obligation through agreements 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



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

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Ministry of Public Safety and  
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Policing and Security Branch

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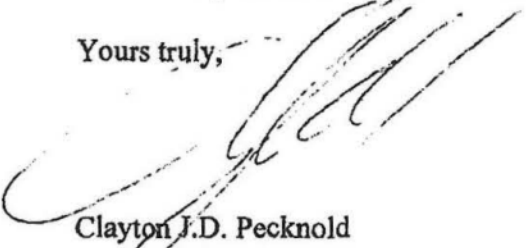
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3. All of the other incidental direct and indirect costs incurred by the Province until the municipality comes into compliance with the *Police Act*.

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](mailto: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

>

**O'Neill, Jennifer L PSSG:EX**

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**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,<sup>s.22</sup>

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.

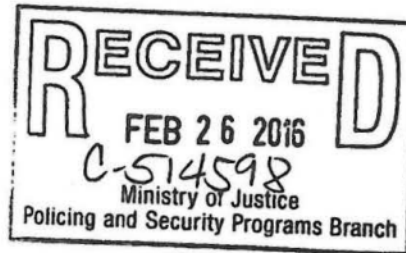
Cheers.

Malcolm





# 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*



March 11, 2016  
Ref: 514598

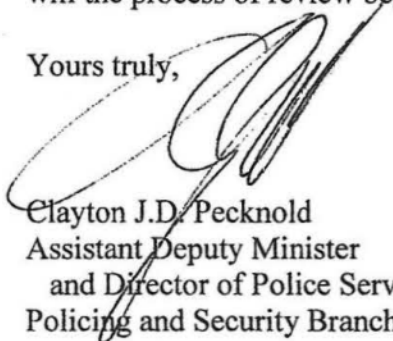
Mr. George Duncan  
Chief Administrative Officer  
City of Richmond  
6911 No. 3 Road  
Richmond BC V6Y 2C1

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



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](http://www.richmond.ca)

May 10, 2016

The Honourable Mike Morris  
Solicitor General & Minister of Public Safety  
P.O. Box 9010 Stn Prov. Govt.  
Victoria, BC, V8W 9L5

Dear Minister Morris:

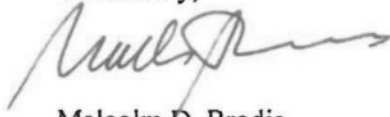
**Re: Police Services Review Public Consultation Results**

In April, the City of Richmond completed a comprehensive public consultation as part of its ongoing review of police services. Recently, the City released the full results of its consultation process, which can be accessed online ([http://www.richmond.ca/shared/assets/14B\\_PoliceServicesReview43993.pdf](http://www.richmond.ca/shared/assets/14B_PoliceServicesReview43993.pdf)).

Following the consultation process, Council decided to continue to work with the local RCMP detachment and other government partners to further enhance the existing police services both within Richmond and the Lower Mainland, including the possibility of a local police board for Richmond. It was also resolved that the other Metro Vancouver RCMP cities be invited to participate in initiating a discussion on the possibility of regional policing.

I would like to thank you and your staff for your openness to meet and communicate key information throughout the City's police services review as well as the consultation process. I also look forward to continuing our dialogue on how to best optimize police services in the City and the Lower Mainland.

Yours truly,



Malcolm D. Brodie  
Mayor

Ministry of Public Safety and Solicitor General	
<b>RECEIVED</b>	
MAY 17 2016	
<input type="checkbox"/> MO Response	<input type="checkbox"/> INFO FILE
<input type="checkbox"/> DMO Response	516012
CC:	
OTHER:	

4983466



Richmond