



Origin

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

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

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

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

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

9.2. Effective engagement strategies and tools.

Background

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

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

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

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

The Act further provides that a municipality with a population of more than 5,000 persons must provide policing and law enforcement in accordance with the Act and the regulations by means of one of the following:

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

Provincial representatives have indicated that a proposal from Richmond for an alternative form of the delivery of policing services would be considered. Provincial staff have advised that an iterative process between the Province and the municipality is required in order to incrementally build a policing model acceptable to both the Province and to the municipality. One important part of this process is to hear directly from the public as to their opinion on any future change.

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

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

Analysis

Current Police Service Delivery Model in the City

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

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

² Police Act, Part 2, s. 2

³ Police Act, Part 2, s. 3(2)

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

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

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

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

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

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

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

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

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

Other Detachments

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

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

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

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

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

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

⁷ City of Surrey Crime Reduction Strategy p.11

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

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

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

Future Police Service Delivery Models for the City

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

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

Independent Police Service for the City of Richmond

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

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

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

⁹ Statistics Canada CANSIM Table 252-0089

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

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

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

Financial Analysis

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

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

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

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

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

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

Projected Operating Budget of a Richmond Independent Police Service

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

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

One Time Transition Costs

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

Operating Costs

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

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

Additional Ongoing Operating Costs to Implement an Independent Police Service in Terms of Equivalent Property Tax Increase*								
		2016		2017		2018		Total (2016-2018)
		Cost \$	Tax %	Cost \$	Tax %	Cost \$	Tax %	
Additional On-going Operating (Based on existing service levels)	<i>Low</i>	-	-	-	-	2,237,098	1.08%	2,237,098
	<i>High</i>	-	-	-	-	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 %						
+ 1 Officer	172,000	0.09 %	176,000	0.09 %	181,000	0.09 %	185,000	0.09 %
+ 5 Officers	860,000	0.45 %	882,000	0.45 %	903,000	0.44 %	925,000	0.43 %
+ 10 Officers	1,720,000	0.91 %	1,764,000	0.89 %	1,807,000	0.87 %	1,850,000	0.86 %
+ 20 Officers	3,441,000	1.81 %	3,529,000	1.78 %	3,613,000	1.75 %	3,700,000	1.72 %
+ 30 Officers	5,161,000	2.72 %	5,293,000	2.67 %	5,420,000	2.62 %	5,549,000	2.58 %
+ 40 Officers	6,881,000	3.63 %	7,057,000	3.56 %	7,226,000	3.50 %	7,399,000	3.44 %

Financial Impact

None at this time.

Conclusion

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

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

Attachment 1

Legislation and Role of the Police Board

The BC Police Board Handbook provides that the role of a municipal police board is to establish a municipal police department and to provide general direction to this department in accordance with relevant legislation and in response to community needs. Municipal police boards are created independently from municipal councils and from the Provincial government. According to the Province, this removes police boards from partisan council politics and recognizes that both the municipality and the Province have legitimate interests in municipal policing.¹²

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

- (a) the mayor (the Chair);
- (b) one person appointed by City Council; and
- (c) not more than 7 persons appointed, after consultation with the director, by the Lieutenant Governor in Council.¹³

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

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

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

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

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

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

¹³ Police Act, Part 5, s. 23(1)

Attachment 2

Transition Related Assumption

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

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

(i) 25 months prior to the date of the intended termination I 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.