

Township of Esquimalt Policing Service Delivery Model Review

INTERIM REPORT

perivale+taylor
CONSULTING

 CORNERSTONE
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Executive Summary

In 2003, the Township of Esquimalt policing services were amalgamated with the Victoria Police Department (VicPD). Since then, policing services for the Township have been provided by the VicPD under this amalgamated model.

One of Esquimalt Council's Strategic Priorities for 2019-2023 was *Work to achieve equitable costing and optimization of policing in Esquimalt*¹ and *review all alternatives for provision of police services to the community*. The Council Priorities Plan for 2023-2026² continues along this path with a project to assess police service delivery models for Esquimalt. This requires the exploration of opportunities to review alternatives for the provision of police services to the community and includes a potential enhancement of the current *Framework Agreement*.

The *Policing Service Delivery Model Review* (the *Review*) included consultation³ with Public Safety Canada, the BC Police Services Division of the Ministry of Public Safety and Solicitor General, RCMP 'E' Division, Capital Region senior police officers, and the Victoria City Police Union.

Literature reviews were conducted, and actual and considered changes in Canadian, US, and UK police service delivery were researched. The effects of labour law were considered.

Some delay in the *Review* was experienced in the availability of respondents for interviews and in the acquisition of workload data.

The policing options prescribed under the *Police Act* include:

- establishing a municipal Esquimalt Police Department (EPD) under section 3 (2) (a)
- an agreement with the minister under which policing, and law enforcement would be provided through the provincial police, under section 3 (2) (b)
- 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, under section 3 (2) (c)

¹ Found at [2019-2023 Strategic Priorities Report FINAL 2021.pdf \(esquimalt.ca\)](#)

² [www.esquimalt.ca/sites/default/files/docs/municipal-hall/strategic_priorities/Council_priorities-202310.pdf](#)

³ The definition of Consultation in Section 1.1 of the Framework Agreement was followed

- subject to the minister's approval, an agreement providing for the amalgamation of municipal police boards and municipal police departments, under section 18 (1)
 - the current amalgamated Victoria-Esquimalt police department

The *Workload Analysis* is one of the foundations for decision making, examining the background issues affecting service decisions, and reviewing the potential service delivery models. The *Workload Analysis* provides a measurement of the policing activities in the Township of Esquimalt during the calendar year 2022. The average allocated time of police units engaged in dispatched calls for service is low, at 23%. The comparatively low workload creates efficiency challenges for a small, independent police department.

Projected cost estimates are challenging due to, for example, the unknown costs of contracted specialized services,⁴ required under the *Police Act* and *BC Provincial Policing Standards*, which will need to be negotiated.

Although the *Act* provides a process for a transition, significant uncertainty and risk remain. All costs are subject to negotiation, notwithstanding the projected costing estimates in the *Report*. Several issues are outside of the control of the Township: collective bargaining succession rights, the collective agreement concerning transferability and service recognition, and the prospective number and quality of applicants for an EPD.

A contingency budget is especially challenging due to a lack of suitable comparators. In two examples examined by the *Review*, one projected and one actual, the transition costs were or were projected to be approximately half of the annual operating budget. Neither of these examples are definitive as they don't reflect the Esquimalt situation. In these cases, they were developing zero-based budgets for new agencies including IT and communications infrastructure. In an Esquimalt transition, the primary issue is staffing change, with the other features largely remaining in place.

The administrative budget leading to the decision point, fail-safe or proceed, is projected to be approximately \$1.5M. From this point on, in the case of an EPD, the transition costs could vary widely depending on the success, or otherwise, of the hiring process. The contingency budget could be developed, as clarity increases, leading to the final fail-safe point when the circumstances of a transition are more certain.

⁴ Typically specialized investigative functions

In the case of an EPD, if a phased secondment staffing process was required, individual VicPD officers remaining in place until replaced by newly-hired EPD officers, the cost recovery could be greater than 100% due to the risk of ongoing liabilities associated with events while working within the EPD (an example could be injury or trauma that continues beyond the secondment).

The cost of police equipment (cars, radios, uniforms, firearms etc.) should be covered through the Township's 13% share of the past budgets, and - in theory - could be seamlessly transitioned. However, this is also a negotiation item.

Two police facility space need analyses were conducted, and recent police building costs from across Canada compared.

The *Review* conducted a facility space need analysis of the original concept for the Esquimalt Public Safety building. However, the approach to building has changed to reduce the footprint and cost of the building, requiring a new long-term solution for police facilities in Esquimalt. Consequently, the *Review* conducted a second facility space need analysis of the existing police facilities on the ground level of the Esquimalt Municipal Hall, to assess its feasibility to support an independent municipal police department.

The Esquimalt policing facilities currently serve as a satellite office for the amalgamated VicPD, but would not meet the RCMP space standards which are prescriptive. Establishing an EPD would require the existing facilities to be refurbished, and some specialized operational and administrative services to be contracted out. The option of a custom-built police facility can be explored at a later date.

The contracting of all police services to another municipality is limited to the City of Victoria (the City) and the District of Saanich. In the current amalgamated model, the VicPD's specialized operational and administrative resources are in place; whereas, the Saanich Police Department (Saanich PD) would need to increase staffing and develop specialized operational and administrative systems if they were to support policing in Esquimalt.

The Provincial Police model was explored, however, contracted policing through an agreement with the Province for services provided by the provincial police, the RCMP, is not possible under the *New Entry Guidelines* of Public Safety Canada and the *Provincial Police Service Agreement*.

All potential changes in the policing model, whether it is a transition to a new policing model or an update to the current governance, will involve significant discussion with the City.

During this *Review* process, the *Police Amendment Act* received Royal Assent on October 26, 2023. The BC government website mentions: “*While municipalities are responsible for providing local policing and law enforcement, the minister of public safety and solicitor general is responsible for ensuring that police services are in place in a community and that police operations are not impacted by one municipality changing their police of jurisdiction. These changes address a lack of clarity in the Police Act that was exposed during the police transition in the City of Surrey.*”⁵ See Appendix A for details of the *Act*.

⁵ Found at [Legislation improves process for changes to police of jurisdiction | BC Gov News](#)

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⁶ Although later in the *Review* this model was determined not to be feasible, it forms an important part of the process

1 Background

1.1 Esquimalt

The Esquimalt Police Department was established in 1912 with the incorporation of the municipality and dissolved in 2003 and amalgamated with the Victoria Police Department (VicPD). Victoria’s policing was initiated in 1858 with the establishment of a colonial police, four years prior to the City’s incorporation. The Saanich and Oak Bay Police Departments were established in 1906 with the incorporation of the municipalities, as was the Central Saanich Police Department in 1951.

An Order in Council dated December 18, 2002, known as the *Victoria and Esquimalt Policing Reorganization Order (the 2002 Order in Council)*, ordered the amalgamation of the police forces of Victoria and Esquimalt effective January 1, 2003, and created an amalgamated police board.⁷

Since 2003, policing services for the Township have been provided by the VicPD under this amalgamated model. In 2014, the Township, the City, and the Victoria and Esquimalt Police Board negotiated and entered into an agreement (*Framework Agreement*) to provide additional clarification between the parties on certain aspects of the service delivery.

The *Agreement* was for a ten-year term and was intended to clarify many aspects of service delivery and governance of police services in Esquimalt including sharing of costs of the amalgamated police force, dedicated resources for each municipality, budget approval processes, dispute resolution, optional resources, and performance metrics. The *Agreement* allows a renewal opportunity after the 10-year term is reached. The *Agreement* was set to be renewed for another 10-year term unless one of the parties elects not to within the set timeframe of July 1, 2022, and December 31, 2023.⁸ The Township has elected not to extend the *Agreement* and given the City notice to this effect. The *Agreement* outlines how the parties are meant to proceed should a party elect not to extend the agreement:

The expiry or termination of this Agreement does not affect the amalgamation of policing. Therefore, the parties agree to work collaboratively, in the event of expiry or termination of this Agreement, to develop a new arrangement for policing services in the municipalities

⁷ Agreement between the Victoria and Esquimalt Police Board, the City of Victoria, and the Township of Esquimalt, 2014

⁸ Township of Esquimalt RFP CS-01-2022

*which may involve negotiation of an agreement or petitioning the government to amend or replace the 2002 Order in Council.*⁹

The cost of policing is the prime contention in the current agreement. A secondary factor, the provision of appropriate performance data,¹⁰ has been temporarily resolved by the *Review's Workload Analysis*. The municipal funding arrangement was based on property values and, initially, was cost neutral with the 2002 EPD budget, but this changed with increases in Esquimalt's property values relative to Victoria's.

By 2012, an independent review noted that policing costs had increased by 45% (partly due to Victoria being a core city) and Esquimalt's share had increased to 15.16% because of rising property values. In 2014, a new *Framework Agreement* for policing was agreed to by the two municipalities. It included a new *Budget Allocation Formula* (BAF) that closely matched one recommended by an independent consultant based 60% on resident population and 40% on dispatched calls for service.¹¹ The *Framework Agreement* requires that 21 police officers are dedicated to policing in Esquimalt (although this can be amended via the process set out in s. 4.5 of the Agreement). By 2016, Esquimalt's allocation was reduced to 14.20% and is currently 13.67%. Development of a new BAF was required by the *Agreement* to begin by 2017 but did not.¹²

*Esquimalt is highly supportive of the VicPD but believes the current BAF is unfair to Esquimalt because it is not based primarily on demand for police services. Based on its estimate of policing demand in the Township, it believes its share of the overall police budget should be approximately 10%. Esquimalt also supports a regional approach to policing in the Capital Regional District (CRD).*¹³

The fundamental touchstone in this matter is the *Police Act*, section 2:

The minister must ensure that an adequate and effective level of policing and law enforcement is maintained throughout British Columbia.

⁹ Agreement section 2.6

¹⁰ Agreement sections 4.5 and 6

¹¹ RLD Strategies Ltd. (August 30, 2013). Facilitator's Report on the Victoria-Esquimalt Police Framework Agreement

¹² LePard, D. Police Act Section 42 Review: Budget Allocation Formula for Policing in the City of Victoria and the Township of Esquimalt. Phase I Report. Ministry of Public Safety and Solicitor General. September 2020

¹³ LePard, D. Phase I. September 2020

1.2 Policing in British Columbia

1.2.1 Legislative background

Under the 1867 *Constitution Act*,¹⁴ the Canadian provinces are delegated the power to administer justice and have the authority and responsibility to establish provincial police agencies. The British Columbia Provincial Police (initially the British Columbia Constabulary) was established in 1858.

Until the 1930s, provinces maintained their own provincial police agencies, but by 1950 the majority had been absorbed into the RCMP as the provinces contracted policing services to the federal government with cost sharing. It is believed that financial considerations were a major factor, especially during The Great Depression, and similarly in 1950 when British Columbia¹⁵ and Newfoundland¹⁶ also moved to contracted provincial policing.¹⁷

The British Columbia *Police Act* states,

*Subject to the approval of the Lieutenant Governor in Council, the minister, on behalf of the government, may enter into, execute, and carry out agreements with Canada, or with a department, agency or person on its behalf, authorizing the Royal Canadian Mounted Police to carry out powers and duties of the provincial police force specified in the agreement.*¹⁸

This is facilitated through the *Provincial Police Service Agreement* (PPSA) between the Government of Canada and the Government of British Columbia, 2012-2032.

Article 2.1 a) Canada will, subject to and in accordance with the terms and conditions of this Agreement, provide and maintain a Provincial Police Service within the Province during the term of this Agreement.

The *Act* requires every municipality of more than 5000 persons to provide policing and law enforcement in accordance with this Act and regulations by means of:¹⁹

- (2) (a) establishing a municipal police department
- (2) (b) entering into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force

¹⁴ Section 92 (14); formerly the *British North America Act*

¹⁵ The British Columbia Provincial Police (BCPP) was absorbed into the RCMP and became 'E' Division in 1950

¹⁶ The Newfoundland Rangers were absorbed into the RCMP 'B' Division in 1950 following Newfoundland joining the Canadian Confederation in 1949

¹⁷ Saskatchewan 1928; Alberta, Manitoba, New Brunswick, Nova Scotia, and Prince Edward Island in 1932; and British Columbia and Newfoundland in 1950

¹⁸ Section 14 (1)

¹⁹ Section 3 (2)

- (2) (c) 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
- 18 (1) Subject to the minister's approval, the councils of 2 or more municipalities may enter into an agreement providing for the amalgamation of their municipal police boards and municipal police departments.

The PPSA, *Article 10.2*, restricts the Provincial Police Service from policing municipalities with a population of 5000 or more.²⁰ Article 11 of the PPSA determines the cost sharing ratios: the province pays Canada 70% of the cost of the Provincial Police Service.

In the event of an emergency or event, Article 9 of the PPSA provides the opportunity to redeploy the Provincial Police to such extent as is *reasonably necessary to maintain law and order, keep the peace and protect the safety of persons, property or communities*.

Municipalities with populations greater than 5000 population may receive RCMP services under the *Municipal Police Service Agreement* (MPSA) between Canada and the Province, and a *Municipal Police Unit Agreement* (MPUA) between the province and the municipality.²¹ The 2012-2032 municipal cost-sharing formula is a 10% federal contribution for municipalities over 15,000 population, and municipalities with less than 15,000 but over 5000 population have a 30% federal cost share. However, the 10% federal contribution is no longer provided for municipalities with populations over 15,000 that are new entrants to the MPSA.

²⁰ The origin of the seemingly arbitrary 5000-population threshold is likely the British *Police Act* of 1856, which standardized policing across England and Wales. The *Act* assigned responsibility for policing municipalities of less than 5000 population to the county police, and any existing municipal police forces in these municipalities were absorbed into the county police. Melville, Cpt. W.L., *A History of Police in England*, Methuen & Co, London, 1901.

²¹ Government of BC Policing Services, Policing Agreements. All Agreements are in effect from 2012 to 2032. [Policing agreements - Province of British Columbia \(gov.bc.ca\)](http://gov.bc.ca)

1.2.2 Police mandate

The Canadian police mandate is defined by common law and under police acts and policing agreements, generally, protecting life and property, keeping the peace, detecting, and preventing crime, and facilitating the prosecution of offenders. Other non-criminal legislated responsibilities include protective apprehension powers regarding persons impaired by liquor or drugs, persons suffering from a mental health crisis, and child protection issues.

In British Columbia, under the *Police Act*, municipal police departments report to police boards, while under *Municipal Police Unit Agreements*, the RCMP detachments report to the municipal CEO (usually defined as the mayor). The similarities in the *Police Act* and the MPUA lie in the power of the municipality to set the priorities and goals of the police agency, but not to interfere in purely operational matters.

The *Police Act*, section 15, prescribes the Duties of a municipality:

- (1) Subject to this section, a municipality with a population of more than 5 000 persons must bear the expenses necessary to generally maintain law and order in the municipality and must provide, in accordance with this Act, the regulations and the director's standards,*
- (a) policing and law enforcement in the municipality with a police force or police department of sufficient numbers*
 - (i) to adequately enforce municipal bylaws, the criminal law and the laws of British Columbia, and*
 - (ii) to maintain law and order in the municipality,*
 - (b) adequate accommodation, equipment and supplies for*
 - (i) the operations of and use by the police force or police department required under paragraph (a), and*
 - (ii) the detention of persons required to be held in police custody other than on behalf of the government, and*
 - (c) the care and custody of persons held in a place of detention required under paragraph (b) (ii).*
- (1.1) The duties of a municipality under subsection (1) of this section include the duty set out in section 4.03 to use and pay for specialized services provided by a specialized service provider.*

2 Issues Affecting Policing Models

2.1 Workload Analysis

The policing *Workload Analysis* determines the nature and volume of the workload, that is, the delivery of policing services through calls for service and criminal investigations, and other functions assigned to the police by legislation. The analysis can inform deployment decisions, staffing levels, and assess the effectiveness and efficiencies associated with the models of service providers.

The *analysis* relates to the workload for 2022 and includes temporal measurements by hour, day, month, and year. Geographic measurements are illustrated by maps. The analysis provided a breakdown of all events (crimes and other police-attended incidents) including types and numbers of events and the total time spent on dispatched calls for service.

The VicPD computer-aided dispatch (CAD) data were unable to support a detailed workload analysis and, consequently, a request was made through the VicPD to E-Comm²² for data for all police events²³ occurring in the Township of Esquimalt over the one calendar year.

perivale+taylor obtained the E-Comm PRIME-BC dispatch data and records management system (RMS) data through the VicPD. These CAD data were used to calculate the primary investigation policing workload through an analysis of *allocated time* and *unallocated time*. The RMS data provided the number of follow-up investigations resulting from the primary investigations.

2.1.1 Primary Response and Investigation Workload

The measurements of the primary investigation workload can be calculated as follows:

- *duty time* – the number of police hours deployed. For example, a ten-officer watch on a twelve-hour shift totals 120 duty hours
- *administrative time* – the hours consumed by administrative tasks: pre-shift briefings, lunch and coffee breaks, end-of-shift activities such as processing, tagging and depositing exhibits, and returning operational equipment. To be consistent with other studies, the administrative time is assumed to be 20%

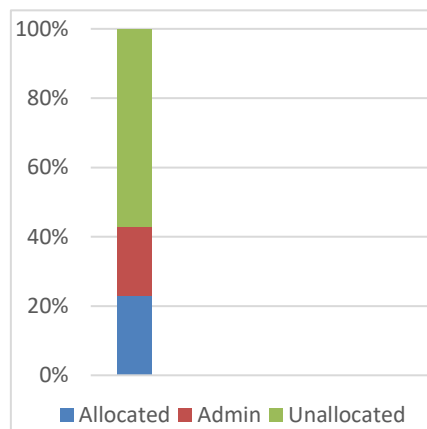
²² E-Comm 911: multi-municipality agency that provides emergency communications operations for British Columbia

²³ Events: as a result of a call from the public, police dispatched to a crime or other safety-related incident

- *allocated time* – the time from which each police unit was assigned to an event, including travel time, time on scene, and follow-up, to the point of the unit clearing the call and becoming available and returning to *unallocated time*
- *proactive time* – directed patrol for a defined function such as preventative patrols or presence for public disorder, or targeted patrol addressing a known crime problem
- *unallocated time* – duty time minus allocated, administrative, and proactive time

In the period January 1 to December 31, 2022, a total of 2460 calls for service were dispatched in Esquimalt. The *allocated time* measurement for dispatched calls for service provides a reasonable comparative figure. However, policies vary across police agencies regarding how, or if, *proactive time* is captured, making potential comparisons unreliable.

Total Esquimalt Police Hours 2022				
Activity	Duty	Allocated	Admin'	Unallocated
Hours	31680	7326	6336	18018
Percentage	100	23	20	57



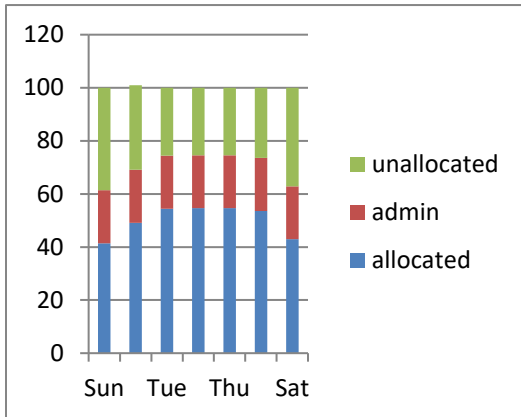
A total of 31,680 police *duty hours* were deployed in the Township during 2022. *Allocated Time* accounted for 7326 hours or 23%, *Administrative Time* was deemed to be 20%, consistent with other studies, and *Unallocated Time* was 57 percent. Appendix B includes calculations by month, day of the week, and both night and day for the year.

The following comparator examples, below, are from three Canadian municipal police agencies.²⁴ Typically, *Allocated Time* accounts for approximately 50 percent, and the late-night shift usually creates higher unallocated time due to the lower numbers of incidents but the need for the police to be available for calls for service and officer safety. The Esquimalt *Allocated Time*, at 23% is low compared to the examples below, where the average is approximately 50% and the highest 70%. The Esquimalt figure indicates there are more police resources than required for response to calls for service.

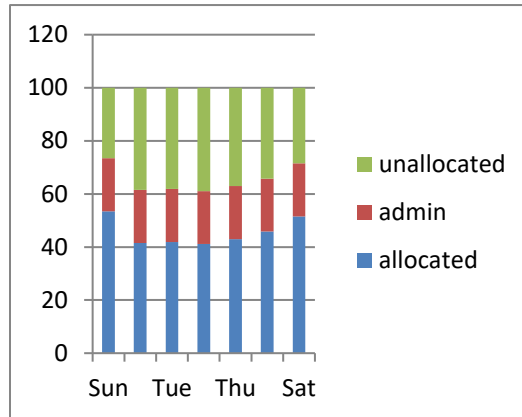
²⁴ *perivale+taylor* workload analyses 2019

Comparator 'A' – Municipal Police Department Patrol Division

Day Shift

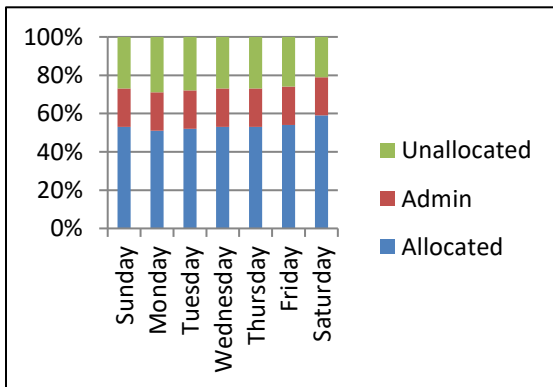


Night Shift

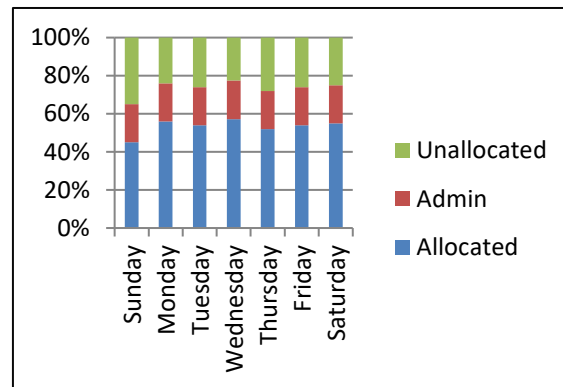


Comparator 'B' – Municipal Police Department Patrol Division

Day Shift

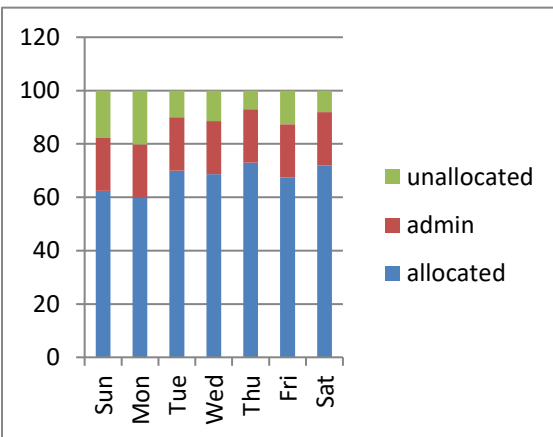


Night Shift

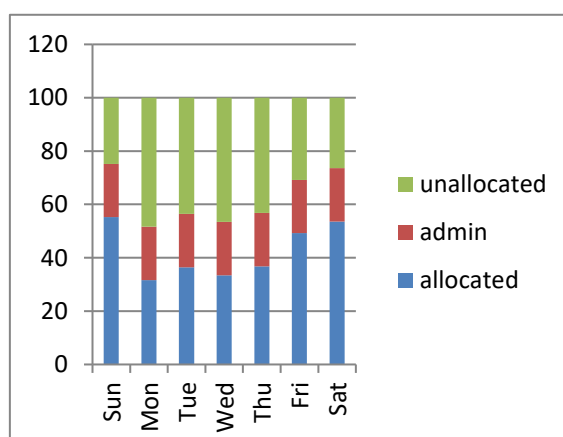


Comparator 'C' – Municipal RCMP Detachment General Duty

Day shift



Night shift



2.1.2 Types of Incidents

The three most common calls, *Check well-being, Assist Police/Fire/Ambulance, and Domestic in progress*, represent over twenty percent of the total number. Incidents likely involving social disorder issues are highlighted in the table below. These types of incidents comprise approximately 28% of the 79 types of incidents, and account for approximately 80% of the total. Appendix B includes a detailed list of all types and numbers of incidents.

Dispatched Calls for Service 2022	
Description	Number
CHECK WELLBEING	331
ASSIST POLICE / FIRE / AMBULANCE	149
DOMESTIC IN PROGRESS	118
SUSPICIOUS PERSON	105
SUICIDAL PERSON	105
ASSIST GENERAL PUBLIC	96
DISTURBANCE	96
SUSPICIOUS CIRCUMSTANCES	88
UNWANTED PERSON	86
HARASSMENT	81
THEFT	78
TRAFFIC INCIDENT	75
IMPAIRED	67
THREATS	64
ABANDONED 911	63
FRAUD	57
ASSIST OTHER AGENCY	51
PROPERTY	50
ASSAULT	47
MISCHIEF	46
BREAK AND ENTER	45
MISSING PERSON	43
Total	1941

The following table illustrates incidents representing *social disorder*, which may also include criminality, totalling 937, or 35 percent of the total. It is likely that numerous other incidents, classified as crime, also may involve social disorder issues.

Social Disorder ²⁵	
Description	Number
CHECK WELLBEING	331
DOMESTIC IN PROGRESS	118
SUICIDAL PERSON	105
DISTURBANCE	96
UNWANTED PERSON	86
HARASSMENT	81
MISSING PERSON	43
KEEP THE PEACE	34
DOMESTIC REPORT	23
MISSING CHILD	8
STATE OF INTOXICATION	8
ASSIST MENTAL HEALTH ACT	4
Total	937
Percentage	35.5

2.1.3 Summary

Esquimalt’s 7326 hours of *Allocated Time* would need approximately 14,000 hours of duty time: theoretically, a patrol staffing level of approximately nine police full time equivalent positions. It should be noted that this is a theoretical calculation, and to provide a reasonable level of safety and response capability, a patrol staffing level of 16 would be required, in addition to other positions. See Section 3.1.1.

The comparatively low *Allocated Time* represents a challenge in deploying sufficient and effective resources for significant events or a surge of calls, while efficiently deploying resources consistent with the workload.

The significant percentage of incidents involving *social disorder* is a common finding in policing.²⁶

Appendix B contains complete details and measurements from the Analysis.

²⁵ Social Disorder: Since the establishment of the New Police in 1829, Disorder and Social Disorder have been recognized in the literature as being distinct from crime committed for gain or malevolence. The First Peel Principle is *To prevent Crime and Disorder*. The Canadian Association of Chiefs of Police developed a *full circle community safety model* including the term *crime and social disorder* in the community, 2012

²⁶ Bartkowiak-Théron et. al, 2021

2.2 Labour Relations

The policing functions in Esquimalt are currently performed by members of the Victoria City Police Union (VCPU). The union representation factor may apply to transition models whether a stand-alone EPD, or potentially, a new agreement with the District of Saanich.

Under current legislation, all police personnel are employees of the Police Board and, therefore, the associated representation rights for those employees are established between the police board and the relevant union. The VCPU is the authorized bargaining agent for the officers employed to provide service to Esquimalt.

The VCPU assumed responsibility for the Esquimalt officers in 2002, with an official transfer date of January 1, 2003, for any members accepting an offer of employment with the new Board. The parties negotiated a memorandum of agreement to cover the transfer of employees to the new unit, which included provisions for recognition of service, seniority, vacation, and sick leave.

Any transition of service would begin with the identification of the new employer, that is, which police board will be assuming responsibility for the delivery of services to Esquimalt. This will require a new Order in Council if the Victoria and Esquimalt Police Board is not the future employer.

In the event an EPD is created for basic policing services, with a service contract with Victoria for special services, the VCPU could continue as the bargaining agent with either a broad-based unit as currently exists, or they could choose to create a separate local for Esquimalt officers. A potential advantage of this arrangement may be the ability of police staff to transfer or be promoted across the EPD and VicPD.

This is a decision for the Union, and the municipalities do not have any role in the matter. Any dispute regarding the appropriateness of the bargaining unit could be brought before the BC Labour Relations Board for resolution.

The parties successfully negotiated such matters when the original arrangement was created in 2002.

The most likely issue will be the level of interest within the current workforce to transition to a smaller unit, the EPD. There are pros and cons that will influence those decisions; however, experience suggests that the choices are largely personal in nature.

From a collective agreement perspective, it might be anticipated that preserving maximum opportunity for members to move through the police department(s) would likely be an important aspect of a union strategy. Generally, in negotiation, staff tend to seek greater mobility and resist returning to more restrictive arrangements. Promotional opportunities are highly valued, and the Union may resist provisions that will place new barriers to promotion.

The establishment of an EPD, or move to the District of Saanich for the provision of services, may result in the VicPD being over-staffed which may create legal challenges and severance issues.

2.3 Facilities

Located at 1229 Esquimalt Road, the current Municipal Hall building provides space for the Township's corporate administrative functions on the main floor and a satellite office for VicPD on the basement floor. The building is approximately 950 BGm² per floor, for a total building size of 1900 BGm².²⁷ The facility is bounded by Esquimalt Road to the north and commercial buildings to the east, south, and west. Memorial Park is located across the street to the north. The site is located above the 500m tsunami hazard zone, supporting emergency delivery of services in the event of a major disaster. The site is accessible via Fraser Street and Esquimalt Road.

If a plan for an independent EPD is explored further, the plans for a police facility must conform to provisions such as the space to house the required personnel along with specialised and operational equipment and vehicles and, also, meet security and operational requirements.

2.3.1 Planned Public Safety Building

In 2018, the Township purchased additional land for the development of a new public safety building (the building). In late 2019, the Township engaged a company to design a building capable of supporting several community, emergency, and township functions within one complex.

²⁷ Building Gross Area (BGm² if in square meters or BGft² in square feet) is the total area of all levels of a building as measured to the outside face of exterior walls

The initial project driver for the building included design and construction of a facility that could support satellite operations for the Victoria Police Department. In partnership, Cornerstone Planning Group (CPG) and *perivale+taylor* conducted a police space needs assessment of the planned building to consider whether the design suitability and space allotments within the building could support an EPD or an RCMP detachment or satellite office for the West Shore RCMP Detachment.

The observations for the EPD model included areas in the building that would likely require modification:

- prisoner holding and prisoner circulation space (the plan included detention facilities)
- main lobby public reception
- vehicle bays – will likely require the inclusion of a secure prisoner vehicle bay and exhibit unloading bay
- inclusion of secure records storage
- additional unit specific work and support space

The observations for the RCMP model included:²⁸

- RCMP space standards apply to design and construction of the building
- RCMP space standards are very prescriptive and nuanced. It is expected that a considerable portion of the building design would need to be modified to meet standards; for example: movement through the reception and operations zone will be restricted for individuals with clearance and properly escorted visitors ²⁹
- the RCMP space standards identify a number of spaces that have not been included as part of the schematic design. They include:
 - dedicated archives and file storage; these spaces are considered secure, and access is limited to authorized and appropriately screened personnel. Archives should not be located along an exterior wall, feature no windows, be above ground, and have restricted access
 - prisoner security concerns: RCMP standards require multiple spaces to allow separation of male, female, and youth prisoners. Cells must feature anti-ligature fixtures and be designed to ensure no blind spots. Additionally, a dedicated and secure sallyport for prisoner transfer is required
 - there are likely to be challenges with sharing of spaces between building occupants; challenges may arise from security/safety concerns and union issues

²⁸ At the time of the space needs analysis, the RCMP model was being explored

²⁹ Defined in RCMP document G1-026 Guide to the Application of Physical Security Zones

- Community Safety Services staff will move through the RCMP operations zone and will need to obtain security clearance

The conclusion was, using the originally-planned concept for the building to support an EPD or an RCMP Detachment, would require an expanded footprint and significant redesign efforts. Preliminary (very high level) space estimates indicate that to support the EPD or RCMP, the policing component of the original planned concept for the building would be required to increase by ~400-650 m². It is expected that meeting the *Space and Design Standards* of the RCMP will be more involved in comparison to a municipal police department.

In June of 2023, Council directed that a new Public Safety Building concept that would address fire department and emergency operations centre needs be designed, and that a new project to develop options for the future location of police services within the Township be initiated.³⁰

2.3.2 Current Esquimalt Police Facilities

CPG and *perivale+taylor* conducted a space needs assessment of the current police satellite facilities, located in the ground level of the town hall, facing the parking area. This section identifies the anticipated impact to current infrastructure should a transition from VicPD to EPD occur. The report documents the building's key characteristics, which are informed by the resources required to provide the degree of services anticipated. Space requirements are based on the largest shift of staff projected to occupy the building and specific space needs per component. Appendix D.1 defines the terminology used, and Appendix D.2 includes detailed area space requirements.

Currently, the facility supports a satellite office serving the patrol function, traffic unit, police leadership, front counter services, and supportive administration staff. Key to providing police services, the current layout features some challenges with regards to safety and security. Mainly, this includes the current police component entrance.

The building entrance is through a door from the rear parking area (not along Esquimalt Road). Visitors must pass through another door into the lobby of the police component. The lobby is a long narrow hallway (~ 2m wide) with a reception station at the end and without a direct line of sight into the waiting room. Ideally, the reception would be square in shape with a reception

³⁰ Ratified by Council June 19. Found at [Public Safety Building Project: overview | Corporation of the Township of Esquimalt](#)

station that has a clear line of sight into the waiting room and over the facility entry for passive surveillance. Additionally, the interview room is accessible only from the public lobby; ideally this space would feature a public entrance and police entrance from within the facility. Currently, the policing service occupies ~750 CGm². The following floor plan identifies the location of key spaces, staff and component on the floor plate.



The table identifies the current space summary for each component.

Component	Sq. metres	Included Spaces
Public Access	77	Lobby, Reception counter, interview room, and municipal storage
Office	319	Private offices, officer workstations, and business centre
General Support	210	Exercise room, male and female locker room, and kitchen
Operational Support	41	Monitor room and operational storage
Subtotal	647	
CGF (24%)	58	
BGF (20%)	32	
Total Building Gross	737	

The operation of an EPD may include the following services.

Front Counter Services

Front Counter Services provide a variety of services, typically to walk-in visitors or via telephone. Some potential services may include criminal record checks, police certificates, subpoenas, special occasion permits, taxi/chauffeur permits, fingerprinting and general directive information. Additionally, these staff provide several supportive administrative services to the station as a whole including mail/fax/courier services for officers and staff, liaison for files, switch board services, and transcription services. Criminal records checks and finger printing require specialized equipment and databases that may not be available on site. The implications of including these services within the station is highlighted in the additional services and space impacts section below.

General Duty Patrol

General Duty is the front-line emergency response police service, which operates 24 hours a day, 365 days a year, and involves all aspects of preventative and investigative police work. The General Duty Officers are the first responders to all calls for service to the community and work on a 4-officer watch operational model. Patrol personnel require access to equipment and secure parking for police vehicles.

Investigative/Community Constables

The function investigates crimes that are beyond the ability of the general duty function to perform, typically due to investigations spanning several days or outside of the Township, and crimes that do not meet the threshold of specialized investigative services. The function also provides a community police presence, customized to the community's needs.

Exhibits

The Exhibits function manages the intake, safe storage, and continuity of exhibits seized or items acquired by police including seized evidentiary exhibits, found property, and surrendered property. This function also conducts drug disposition, firearm protected inventory, and edged weapon disposal.

Administrative Support

Other administrative staff will support the station’s day-to-day operations. Specific services may include general administration, dedicated case or unit specific clerks, fleet management, crime prevention coordination, and information technology support.

Regional Police Services

Space is allocated for the potential for a regional police service function to be housed in the EPD, providing enhanced liaison. This is also a contribution to the costs of the function.

Anticipated Staff Requirements

Role	Staff per Shift	Expected Shift	Total FTE
Chief Constable	1	Monday-Friday	1
Deputy Chief Constable	1	Monday-Friday	1
Sergeant (Watch Commander)	1	24 x 7	4
Primary Investigation Patrol Constables	3	24 x 7	12
Investigative/Community Constables	4	Variable	3
Regional Specialized Unit	4	Variable	4
Administrative Manager	1	Monday-Friday	1
Front Counter	1	Monday-Friday	1
Exhibits	1	Monday-Friday	1
Administrative Support	5	Monday-Friday	1
	21		33

EPD Space Planning Assumptions

The following list of planning assumptions was used to inform the future space requirements based on the number of staff and services that will be offered within the building:

- The largest shift will be 21 Full Time Equivalent personnel, comprising 13 police positions and 8 administrative positions; the site will support operations 24 hours a day, 7 days a week by means of shift coverage. Each shift will include 1 watch commander and 3 general patrol constables. Other staff will work Monday to Friday, during general business hours (approximately 8am – 4pm), and the Investigative/Community and the Regional Specialized staff will work customized hours

- Workstations will be available for operational staff; offices will be provided for higher ranking officers and specialized services; this includes private offices for the Chief Constable, Deputy Chief, and Watch Commander, and a shared office for the Community/investigative Constables
- Onsite services include front counter (e.g., fingerprinting, record checks, complaints, reporting, etc.), general patrol, and general investigative services
- The site will support secure and overnight exhibits storage; a fume hood & Ion Scanner will support processing of high potency drugs
- Staff will share a universal locker room that is inclusive of all officers; staff will have access to necessary support spaces including exercise room, lunchroom and multipurpose room
- It is assumed, subject to negotiation, that specialized services such as major crimes, police dogs, drugs, traffic, forensic identification, polygraph, victim services, etc., will be provided through the current Integrated Teams or through an agreement with the VicPD or Saanich PD

Space Needs

Development of the space requirements are based on a baseline level of service (general duty, leadership, and administrative support functions) offered from the facility. This level of service should be considered the bare minimum viable service and will require collaboration with VicPD and/or other regional policing services to ensure a comprehensive service for Esquimalt residents. The largest challenge identified in the development of this space needs assessment is the viability of detention. Due to the space implications of the current facility, it is highly recommended that EPD contract detention to the VicPD or Saanich PD. The space implications of supporting on site detention are identified below.

Design

It is assumed that the EPD facility would use RCMP space standards as a basis for design. This analysis uses the *RCMP Detachment Space Calculator V5, 2021* as a foundation and incorporates variances based on specific service functional requirements (e.g., additional officer workstations for shift changes and/or visiting staff from regional services). The following table summarizes the space requirements by component and what spaces are included within that component to support a shift EPD.

Component	Sq. metres	Included Spaces
Public Access	24.0	Vestibule, reception waiting, 1 universal washroom, 1 reception space
Office	167.7	Private offices, officer and administrative workstations, business centres
General Support	117.3	Exercise room, general storage, interview room, universal/shared locker room, multipurpose room, lunchroom
Operational Support	121	Cold storage, exhibits storage and drug processing, police equipment storage, duty bag storage, monitor room, project room, telephone and LAN rooms
Subtotal	430.0	
CGF (24%)	103.2	
BGF (20%)	112.0	
Total Building Gross	645.1	

NOTE: space requirements presented in the above baseline table do not account for growth in services; service growth will necessitate an increase in the number of regular and administrative members to support delivery.

A foundational planning assumption for this project includes the adaptive reuse of current police space within Municipal Hall space to support an EPD. Adaptive reuse proposes retrofitting the current building to support service while minimizing the capital cost of development. The following diagram identifies one option to reuse the space while minimizing the movement of walls, vertical shafts, doors, etc.



NOTE: red X's mark the location of wall removal, while red lines mark the location of new walls. Additionally, the number in parenthesis (1) denotes the number of workstations required to meet the number of staff projected to support this service.

Potential Building Improvements

1. Reception Station: Reception would be squared off to support security and flow for visitors to the police front desk; additionally, one municipal office will become the reception work area and support visitor access to Canadian Police Information Centre (CPIC) processing
 - a. The general storage room in the public access component should be converted into a public washroom for visitor access
 - b. A new wall and door should be constructed to allow members access to the public component to support interviews
2. Offices: Four offices would be required for EPD functions. The offices closest the counter should be for the Administration Manager to support reception functions when required, the highest-ranking police positions including Chief Constable and Deputy Chief also require offices for private conversations. Finally, the Community Investigative functions

- require a private workspace to fulfill their daily roles; since three constables are working in this unit, a second office could become their workroom. The final office could be used as a project room
3. Kitchenette: an increased kitchenette will support multi-purpose activities including staff events, training, and large meetings
 4. The Watch Commander will be situated in an office overseeing the general duty area (overtaking the current traffic sergeant space)
 5. Records/Archives: This function can be accommodated on site assuming the final office can support workstations for 2 staff and the wall to the north can be removed, to support paper file storage. A new wall will be built to separate space between archives and exhibits.
 6. Finally, the municipal storage north of the gym will support operational storage functions for the Station. This space is larger than required and could also support IT and LAN/Server space requirements.

Site Considerations

In addition to building requirements, police require specific outdoor spaces to support daily operations. The current site appears land-locked and cannot optimally meet public and staff secure parking requirements.

The following list identifies site specific considerations; the area space requirements presented below identify desired size requirements.

- Ideally, the site would support visitor stalls for access to police services: visitor parking, five public stalls (one should be barrier-free) and one delivery/maintenance vehicle stall
- Staff parking of 21 stalls for personal vehicles, plus three stalls for shift changes
- A secure compound is important for 14 police vehicles, three police motorcycles, and backup generator. In addition, three stalls to support visiting police units for specialized services
 - These requirements represent a significant facility issue
- Canine is a specialized regional service, and given the proximity of residential and retail properties, the site is not suitable for police kennels due to potential noise issues
- The current site will not accommodate storage for ATV or boats. It is assumed that water response will be handled by another regional resource

Additional Services and Space Impacts

Inclusive of the current local services, three additional services have been identified as ideal to locate on site. These include two police administration functions: CPIC, RMS, and Detention. Currently all three services are provided through the amalgamated VicPD.

The following table identifies each service, a description of that service and the associated space impact.

Service	Service Description	Sq. metres
CPIC	CPIC is an online database that provides information about crimes and criminals. It's the only national information-sharing system that links criminal justice and law enforcement partners across Canada and internationally. CPIC is web-based service managed by the RCMP that provides information on property and vehicle that have been reported stolen, allowing someone with the appropriate case # to check on the status of the investigation. Within a detachment CPIC supports criminal records checks. CPIC could be operated by Front Counter services if the appropriate equipment was available.	6.5
RMS	RMS interfaces with a Police Records Information Management Environment (e.g., PRIME-BC), which connects every municipal police department and RCMP Detachment throughout the province, providing access to information about criminals and crimes instantly. This Department maintains all digital and physical files created at the detachment including archival material. Additionally, Records are responsible for responding to Freedom of Information and Privacy (FOIP) requests pursuant to the Government of Canada's Access to Information Act and Privacy Act. RMS would require approximately 2 additional staff with private workspace and appropriate on-site secure storage solutions to support daily operations; this service would be available Monday – Friday regular business hours.	25.9
Detention	Detention manages and maintains security for inmates brought in by officers or released from custody. Cellblock staff observe and check on inmates regularly, organize meals, record and maintain inmate activity, and maintain cleanliness and tidiness of cells. Detention must be managed 24 hours a day, 7 days a week; a minimum of two staff are always required to support workflow and for security.	140.2

	<p>NOTE: there are multiple major challenges with the current facility for supporting detention. Specific challenges include:</p> <ul style="list-style-type: none"> ▪ Separate secure entrance: Inmates should be brought directly into the facility via sally port. Ideally, inmates are released directly outside to a public space. <ul style="list-style-type: none"> ○ NOTE: Entrance/exit of detention will be a major challenge for this facility, as the basement entrances all face the current library and Municipal Hall parking lot. This entrance requirement would become the dominant feature in this plaza. ▪ Detention admissions: Processing includes fingerprinting, photographing, and/or breath-testing. ▪ Holding space: Holding cells must be segregated for youth, male, and female. Along with holding space, a dedicated guard area is required to support overview of inmates. ▪ Operational support spaces: Detention requires a dedicated interview room, visitor room, and telephone room. ▪ Support spaces: Additional support spaces include inmate effects storage, washer and dryer, freezer for inmate food, and a shower room 	
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2.3.3 Summary

Police functions operate from the basement floor of the Municipal Hall. The space (~740m² available) would support a shift to a baseline EPD (~650m² requirements). The estimate does not account for staff or service growth. The test fit provided attempts to adaptively reuse the current floor plate by supporting future requirements and minimizing movement of walls, stairwells, and doors. The test fit identifies that a shift to an EPD local police service may require the removal of approximately six walls, and construction of two walls and one door.

As the floor plan was not optimally generated based on need, some spaces are slightly larger or smaller than required but will function and meet the proposed need. This test fit identifies that the current municipal operated rooms (three offices and a general storage room) will need to be renovated to support EPD functions.

It is highly improbable that detention can ever be incorporated into the Municipal Hall, due to facility and site constraints. For an EPD, secure parking for police and staff vehicles is also important and should be included in plans for close-by development.

Moving away from the current facility will require the development of a customized police building. Examples of the costs of small, new RCMP detachment buildings are approximately \$20M. Based on a benchmarking review, the average project cost per m² for RCMP facilities in Canada is \$9,623 (Q4, 2022).³¹ These figures include detention facilities which may not be required for an EPD should detention services be contracted to VicPD or Saanich PD.

Reconfiguring the entrance to the police reception area, at an estimated cost of \$140,000, will be a positive step and should be considered regardless of the adoption of any of the various model options.

Should an EPD model be pursued, the current facilities, refurbished at an estimated cost of \$190,000, with the secure parking issue resolved, will support the EPD, and the option of a custom designed police building could be explored at a later date.

2.4 Specialized Services

Under the *Police Act*³² and *Provincial Policing Standards*, a range of specialized services are required to be provided by every police agency. The Services are beyond the normal patrol and primary investigation functions. They require specialized skills and/or equipment to service a community. They are often of high cost and supported by ongoing specialized training and certification. Such services can be provided by the agency or on contract by another agency. Currently, specialized operational services are provided as part of the amalgamated VicPD or through regional teams described below.

Consequently, along with *adequate and effective level of policing and law enforcement*, the provision of specialized services must be a common denominator across all models of police services. The potential sources of such services are described below.

2.4.1 Major Crime

The Vancouver Island Integrated Major Crime Unit (VIIMCU) is described as an example of specialized services. VIIMCU manages and investigates homicides, suspicious deaths, and missing person cases where foul play is suspected.³³

³¹ Cornerstone Planning Group

³² Sections 15 (1.1) and 4.03

³³ Found at [VIIMCU - About VIIMCU \(rcmp-grc.gc.ca\)](http://VIIMCU - About VIIMCU (rcmp-grc.gc.ca))

VIIMCU is an integrated police unit made up of contributions from the RCMP, Central Saanich, Oak Bay, Saanich, and Victoria police departments. The contributions consist of personnel (both sworn and civilian employees), equipment, and funding. VIIMCU is currently comprised of 35 employees, which includes sworn and unsworn employees from the VIIMCU partner agencies.

As part of the Royal Canadian Mounted Police (RCMP) provincial Major Crime Section VIIMCU can make use of other specialized RCMP units and resources. The investigators who are assigned to VIIMCU are exposed to both traditional investigative avenues as well as non-traditional and covert techniques.

VIIMCU was created in 2007 with the intention of gaining the benefits of integration, where an effective case management system would enhance communication and cooperation between the agencies in order to optimize and ensure success of major crime investigations.

VIIMCU conducts investigation originating in an area encompassing the majority of Vancouver Island, all of the Northern and Southern Gulf Islands, stretches of remote BC Coastline and Inlets north and northeast of Powell River. Through a Memorandum of Understanding, VIIMCU is also mandated to investigate these offences within the Capital Region. VIIMCU officers can also respond to assist throughout the province as directed by the Officer in Charge of the E Division Major Crime Section.

2.4.2 Regional Integrated Units

Greater Victoria Police Integrated Units include:³⁴

- Emergency Response Team
- Public Safety Unit
- Mobile Crisis Response Team
- Mobile Youth Services Team
- Domestic Violence Unit
- Crime Stoppers
- Police Diversity Advisory Committee
- Major Crime Unit
- Combined Forces Special Enforcement Unit
- Road Safety Unit
- National Security Enforcement Team

³⁴ Found at [Integrated-Units-Report---2020-2021.pdf \(saanichpolice.ca\)](#)

2.4.3 Other Operational and Administrative Specialized Services

A relevant example of specialized services falling outside the above categories is found where the Saanich Police Department provides, under an agreement,³⁵ a range of specialized operational and administrative services for the Oak Bay Police Department including:

- supporting the VIIMCU in investigations of homicides
- investigating all crimes
- investigative support services (including Forensic Identification, Computer Forensic Services, and Collision Analyses Services)
- administrative support services and PRIME BC support services (including Court Liaison Services, Transcriptions, PRIME training, PRIME system administration)
- detention of persons in custody, and exhibits
- IT services
- firearms and response options training³⁶

Saanich would need to develop additional resources and accept the risks and liabilities in exchange for a funding model where the fee amount *must not be excessive: the amount of a fee should be sufficient to recover costs of a service and ensure its future sustainability.*³⁷

Specialized operational and administrative services for Esquimalt are currently provided through the amalgamated model and include:³⁸

1. Answering phones and info e-mails (especially outside business hours)
2. Committees – CISM, Health and Safety, Peer Support, EDI, Recognition, Social, PRIME, E-Comm, DEMS, etc.
3. CPIC entries including court orders and property, responding to investigative inquiries
4. Crime analysis
5. Detention facilities and staffing
6. Disclosure to Crown Counsel
7. Entry of CAD hazards and flag records
8. Financial analysis
9. Fingerprint and photograph destruction requests
10. FOI – processing of all information/privacy requests
11. Historical case review support
12. Human Resources – hiring, interviewing, and training staff
13. Legal support
14. Liaise with E-Comm, PRIME, and external vendors
15. Police Information Checks
16. Processing and managing digital evidence

³⁵ Oak Bay / Saanich Police Services Agreement 2020 – 2025

³⁶ BC Policing Standard 1 Use of Force

³⁷ Found at [Local government fees & charges - Province of British Columbia](#)

³⁸ Based on information supplied by VicPD

17. Processing and transcribing audio and video requests
18. Processing of criminal and civil fingerprints
19. Processing online report files
20. Processing summons/subpoenas, court liaison
21. Processing, managing and disposal of exhibits
22. All Information Technology services
23. Purging and archiving police files
24. Quality review of all police files and report all statistical data to Statistics Canada
25. Reports – quarterly reports, statistical, etc.
26. Scanning and management of police file documentation
27. Sealing police files
28. System account management
29. Traffic administration support
30. Training of officers/staff on PRIME and DEMS and other IT systems
31. Uploading Mobile Data Terminals files into PRIME
32. Writing police reports of incidents that are not dispatched to officers

3 Policing Models

Based upon the consultation and research, the *Workload Analysis*, and legislation, there are four models which may be possible for policing services for the Township:

- a municipal Esquimalt Police Department
- a revised *Framework Agreement* with the City for all policing services
- a fully contracted police service provided by the City
- a fully contracted police service provided by the District of Saanich

3.1 An Independent Municipal Esquimalt Police Department

Police Act section 3 (2) (a)

An EPD could, theoretically, operate in a similar manner to the Oak Bay Police Department, providing primary response and community policing through a uniform presence. In addition, some level of flexibility would be required to address specific community safety issues, and community outreach and involvement. Specialized operational and administrative services would be contracted out.³⁹

The provision of specialized operational and administrative services is essential, and these may be available through an agreement with a supporting municipality: this will need to be in place to form an essential part of the application to the Minister. As noted above, these services will include detention, forensics, serious investigations, and specialized administration support such as PRIME, CPIC, and radio.⁴⁰

The agreement would prescribe the services and conditions and, a costing formula. In addition, the EPD will need to become a partner in VIMCU, as described.

A traditional approach would be to establish a police department approximating the size of the Oak Bay PD or the current Esquimalt Division of the VicPD.

³⁹ Oak Bay is referenced as it is more similar to Esquimalt than Central Saanich. Both Oak Bay and Esquimalt are geographically part of the central urban area, with urban population densities

⁴⁰ PRIME, Police Records Information Management Environment, a province-wide dispatch and records management system; all police BC agencies are required by the Police Act, section 68.1, to use PRIME. CPIC, the Canadian Police Information Centre provides information about crimes and criminals. It's the only national information-sharing system that links criminal justice and law enforcement partners across Canada and internationally. Radio, E-Comm 9-1-1 and dispatch.

Based upon the *Workload Analysis*, population, and geography, such a police department may comprise:

- the Chief Constable
- Deputy Chief Constable
- four Sergeants
- 12 primary response Constables
- three investigative/community Constables
- four constables seconded to regional integrated units or a municipal police department's specialized units

for a total of 25.

- a number of civilian FTE administrative positions to be determined by the level of administrative support to be provided by the EPD and/or the Township

The numbers may be discussed and further guided by the *Workload Analysis*.

The model could include part-time police positions which would provide flexible additional resources without overtime costs.

The significance of this step is such that broad and ongoing support, on the part of the stakeholders is essential: the community, the Township Council, the Township administration, Victoria Council, the Amalgamated Police Board, VicPD, the affected bargaining units, and the Ministry of Public Safety.

For an application to the Minister to rescind the Ministerial Order of November 2002⁴¹ and establish a police department under Section 3 (2) (a) of the *Act*, the application must include and provide certainty that the new model will *ensure that an adequate and effective level of policing and law enforcement is maintained throughout British Columbia*.⁴²

An essential part of an *Application to the Minister* will be the ability to staff the EPD with enough suitably qualified police officers. This is challenging to quantify and to anticipate success. Many agencies encounter obstacles in attracting suitable candidates, and this has contributed to a significant police shortage in several Canadian police agencies.⁴³ Some agencies are offering signing bonuses from \$20,000 to \$30,000 to encourage applications.⁴⁴

⁴¹ Victoria and Esquimalt Municipal Policing Reorganization Order, M 365

⁴² BC Police Act section 2 and the Police Amendment Act 2023

⁴³ Statistics Canada, 2019

⁴⁴ News reports, March 2023

Hiring would be based on specific positions and functions to ensure an appropriate range of experience, specialized skills, and management abilities are brought into the EPD. This is a significant risk to the Township as there is no way to predict the outcome. The risk may be reduced by a common bargaining unit providing transfers and promotions across the EPD and VicPD. But this is an unknown quantity, beyond the control of the Township.

The *perivale+taylor* research process was unable to determine whether an EPD would be attractive to experienced officers – ideally, from the existing VicPD staff, or any meaningful way of predicting staffing certainty. Future collective agreements will greatly influence personnel decisions, as described in section 2.2, which are beyond the control of the municipalities.

The fact that VicPD has recently used a bonus of \$20,000 to attract sworn officers from other agencies may be the best indication of the current state of recruiting in the Greater Victoria area. In this case, EPD would be competing against other local police services with longstanding recruiting practices.

The *Review* researched several Canadian and US examples of newly-established police agencies replacing existing services. In this small sample, few staff transitioned to the new agencies.⁴⁵ The Esquimalt example is different as transitioning could be more straightforward: a common pension plan for BC municipal officers, employment in the same region for VicPD and other South Vancouver Island experienced officers, and the Surrey precedent of a *Pension Transfer Agreement* for RCMP officers.

In a competitive hiring environment, it may be difficult to ensure that a smaller, new police department has diversity and the broad experience and training that would be expected from a police service that has been in existence for many years.

An appropriate lead time may allow the EPD to seek applications and determine the feasibility of full staffing prior to a fail-safe point decision. A back-up position could be that the VicPD may agree to leave officers in place with cost recovery to allow a more gradual backfill with new EPD officers. This would depend on the support of the City and bargaining units. This issue would be a key factor at a fail-safe point.

Appendix C includes a more detailed draft transition plan.

⁴⁵ *perivale+taylor* reviews

3.1.1 Costing

A two-year period would be required to establish the EPD process, with a most-likely time frame of up to five years for completion:

- the first year comprising the negotiations, planning, budgeting, and developing strategies, leading to the first fail safe point and agreement-in-principle from the stakeholders
- the second year, the preparation leading to the implementation with built-in fail-safe points

This is an ambitious timeline and may be subject to unanticipated delays and challenges.

It should be emphasized that projected costs are an estimation, and subject to unanticipated events or changes.

The first-year costs will comprise a transition team (the team): the Chief and Deputy, and a contracted part-time independent coordinator to conduct research related to change components, make contacts with experienced sources, and manage the transition process. Other municipal members of the team may not incur incremental costs. The salaries, benefits, and expenses are estimated at approximately \$500,000.

Should the Plan pass the *year-one fail-safe point*, the second-year costs will include the team, hiring processes and preparation, and facility refurbishment.

The team will require a contracted or municipal-assigned full-time HR person to manage the hiring process, leading to a fail-safe point by the end of the year, and a decision to proceed or not. These administrative costs are estimated at approximately \$1,000,000.

A contingency budget should be developed during year two, based upon the certainties determined to that point and informed assumptions about the remaining unknown factors.

Should the process move to implementation, the hiring costs could vary significantly. The actual staffing transition costs could vary from a straightforward hiring of existing VicPD and local officers who could assume positions in the EPD quickly and easily, to a limited number of applications, all requiring extensive background checks and potential delays, and the need to have VicPD officers stay in place, at cost recovery.

In theory, the ongoing annual operating costs, once implemented, of an EPD could be approximately \$6.57 million in 2023 dollars, based on the 2023 VicPD budget. This model is a

25-officer EPD costing 25/257 of the gross VicPD budget. See Table 3.1.1.a, below for greater detail. *Caveat: the projected costs are estimated based on the assumption that 9.73% is a reasonable value of the Township policing services, and these figures would be subject to negotiation.*

This estimation assumes the specialized administrative services and the specialized investigation functions remain, as contracted specialized services, with the VicPD to take advantage of the existing systems and processes and economies of scale or could be assumed by the Saanich PD at a similar cost.

Table 3.1.1.a

Theoretical Cost Model 25 Officer EPD			
Category	Victoria	Esquimalt	Total
	232 sworn	25 sworn *	257 sworn
	90.27%	9.73%	100%
Personnel (sworn and civilian)	\$ 51,540,000	\$ 5,560,000	\$ 57,100,000
Operating Costs	\$ 9,120,000	\$ 980,000	\$ 10,100,000
Transfers	\$ 990,000	\$ 110,000	\$ 1,100,000
Revenue	(\$ 720,000)	(\$ 80,000)	(\$ 800,000)
Totals	\$ 60,930,000	\$ 6,570,000	\$ 67,500,000
Cost per Officer		\$ 262,800	\$ 262,646

* The 25 sworn includes secondments to specialized services

It is possible that several specialized administrative costs could be conducted within the EPD or Township administration. The VicPD Administration costs are included in the Personnel and Operating Costs above. An accurate separation of Administration costs will require further information from the VicPD. *General administration* VicPD costs and distribution are in Table 3.1.1.b below, which provides a range of costs which might be anticipated.

Table 3.1.1.b

Specialized Service Type	Amalgamated	25-Officer EPD at 9.73%
Information Systems	2,215,170	215,536
Jail Operations	1,078,900	104,977
Finance, Exhibits, Purchasing	4,504,650	438,302
Centralized Corporate	2,180,800	212,192
Human Resources	3,539,930	344,435

Executive, Policy, Prof' Standards	1,751,490	170,420
Legal & FOI	404,260	39,334
Records Management	2,411,080	234,598
Analysis & Intelligence	753,830	73,348
Historic Case Review	188,730	18,363
Totals	19,028,840	1,851,505

A detailed analysis of the administrative work, support staff, office workspace, and systems will be required to determine a more accurate figure. This figure would, in turn, influence whether the Township would wish to have these services conducted in-house, or remain in the VicPD, or assumed by the Saanich PD in the event of an agreement with Saanich. The cost of this analysis would be added to the transition costs.

Some costs may be offset by credits from the Township's ratio of ownership of equipment; see Appendix C for greater details.

3.1.2 Facilities

As detailed above, 2.3, the EPD facility must conform to provisions such as adequate space to house the required personnel along with specialised and operational equipment and vehicles and meet security and operational requirements.

The current Municipal Hall facility could support most EPD functions, subject to a reconfiguration of the entrance and internal arrangement, but not detention which should be contracted to VicPD or Saanich PD. Secure parking will be a challenge due to the limited space and mixed use of the public space and should be addressed in plans for close-by development.

A custom-built police facility, with detention, is projected to be approximately \$20M, and would be several years in the future.

Should an EPD model be pursued, the current facilities, refurbished at an estimated cost of \$190,000, with the secure parking issue resolved at an unknown cost, will support the EPD, and the option of a custom designed police building can be explored at a later date. Appendix D.3 includes a breakdown of the refurbishment costs.

3.2 Amalgamated Police Department

Police Act section 18 (1) and Order in Council

The current amalgamated police model provides an integrated seamless service across two municipalities, delivers primary response and investigations, and delivers a surge response when required for significant events in the smaller municipality.

The specialized functions, including serious investigations, forensics, detention, and a wide range of administrative services are centralized for efficiency and economies of scale. Appendix C includes a detailed transition plan.

3.2.1 Costs

The following costs are estimates and were calculated from budgets, audited financial statements, provincial and national publications, and financial information received from BC municipalities. Estimates may change. This theoretical budget is based on the status quo and does not include any reductions in costs through negotiation based on the findings of the *Workload Study*. The budget forms a comparative framework from which to assess options. Any missing information is consistent between the EPD and Amalgamated options.

Budget - Amalgamated				
Year	Revenues	Expenditures	Net Budget	% Change from Prior Year
2023	(\$ 119,000)	\$ 9,342,000	\$ 9,223,000	6.4%

The budget includes operating and capital costs. It is not comprehensive of all financial costs since police buildings are the responsibility of the respective municipalities and indirect overhead costs are separately accounted by each municipality.

Revenues include general and jail revenues, special duties, integrated units, and transfers from reserves. Revenues fluctuate and are less than two percent of the budget.

Expenditures include salaries, wages, benefits, operating costs, dispatch, and integrated units. *Expenditures* also include the capital cost of vehicles and equipment. Operations and salaries are projected to increase at rates consistent with the past over the next 10-year period. The year 2023 includes higher inflationary and salary rates consistent with market forces.

The challenges of costing and transition include determining an appropriate cost sharing formula. This is particularly difficult when the two jurisdictions are different in size and character. The range of cost sharing and fee-for-service formulas across Canada and the US include:⁴⁶

- area
- assessed values
- calls for service
- crime rates
- kilometers
- numbers of officers
- police workload
- population
- time on site
- various combinations of the above

Although all the measurements above are valid, depending on which are used and the weighting, the appropriateness of costing formulas' outcomes become more tenuous.

The *Workload Analysis* provides evidence to match the Township policing workload more accurately to the policing resources required from the VicPD, and hence the cost. The *Analysis* calculates that, theoretically, nine patrol (primary response and investigation) officer FTEs are required for the 7326 allocated hours, averaged over 24/365, with supervisors and several investigative function FTEs. It is recognized that the FTE figure is hypothetical as the demand for policing services is episodic and quieter periods still require a guaranteed police presence for a sense of security and safety.

However, it does provide evidence that the proportion of resources assigned to the Esquimalt policing function should be re-examined.

The reconfiguration of the current satellite office entrance should be considered, as described in section 2.3.3 at an estimated cost of \$140,000.

⁴⁶ *perivale+taylor* reviews, 1993 to 2022. BDO Dunwoody Ward Mallette, 1993. Sandrock, P. Law Enforcement Consolidation, Benton County, Oregon, 2002. Los Angeles Sheriff's Department, 2008

3.3 Policing Services provided by the City of Victoria

Police Act section 3 (2) (c)

This arrangement would involve the Township entering into an agreement with the City for all policing services to be provided to Esquimalt by the VicPD.

This would involve the dissolution of the current amalgamated model, and the policing services would be provided by the VicPD, newly constituted under Section 3.2 (a) of the *Police Act*.

This approach would be identical to the current amalgamated model in that the VicPD would address all the Township's policing needs. However, there would be no representation from Esquimalt on the new Victoria Police Board. It would be desirable to negotiate the inclusion in the agreement a structure and process of informed input to the practices of the VicPD which reflects the specific policing needs of the Township.

The agreement could be modelled on the *Municipal Police Unit Agreement* between the Province and municipalities for policing services from the Provincial Police, the RCMP,⁴⁷ which may include:

The Township may set objectives, priorities and goals for the Esquimalt Division [or equivalent]

The officer in Charge of the Esquimalt Division [or equivalent] will report as reasonably required to the Township on the matter of law enforcement in the Municipality and on the implementation of objectives, priorities and goals

3.3.1 Costs

The determination of the cost for this model is identical to the issues described in section 3.2.1 above, the principal challenge being the determination of an acceptable cost-share formula.

The reconfiguration of the current satellite office entrance should be considered, as described in section 2.3.3 at an estimated cost of \$140,000.

⁴⁷ Found at [Municipal Police Unit Agreement - April 2012 \(gov.bc.ca\)](http://www.gov.bc.ca)

3.4 Agreement with the District of Saanich for all Policing Services

Police Act section 3 (2) (c)

This arrangement would involve the Township entering into an agreement with the District of Saanich for all policing services to be provided to Esquimalt by the Saanich PD.

The relevant factors in this model include:

- Saanich Council, Police Board, and Police Department will need to be supportive
- a municipal police service agreement (perhaps modeled on the MPUA) will need to be developed and costs negotiated
- the police and, possibly, civilian staff will have to be hired by Saanich and prepared and in place for the implementation date
- there may be union successor rights for the work in Esquimalt currently performed by the Victoria City Police Union

3.4.1 Costs

The preparation costs and resource requirements will be higher than with contracting with Victoria. The costs will include the hiring process, additional support staff, the need to hire and prepare police staff in advance of the implementation date, and the purchase of additional equipment.

Some costs may be offset by credits from the Township's ratio of ownership of equipment; see Appendix C for greater details.

The reconfiguration of the current satellite office entrance should be considered, as described in section 2.3.3 at an estimated cost of \$140,000.

3.5 Policing Services Provided by the RCMP

Police Act section 3 (2) (b)

Consultations were conducted with Public Safety Canada. This model was explored as it could provide the most immediate change of policing service provider. The RCMP administrative and specialized services are in place in adjacent locales and the RCMP could, in theory, have the required police staff in place to provide a turnkey transition.

Options reviewed were a stand-alone detachment, or sub-detachment⁴⁸ of the West Shore Detachment, or a satellite office for the West Shore Detachment.

The Federal Policy guidelines for new entrants to municipal RCMP policing services includes the following requirements:

- *the Municipality has a population between 5,000 and 15,000*
- *the Municipality is not, nor likely to become, involved in a labour dispute with its police force*
- *the Municipality does not adjoin, or belong to, a regional or metropolitan municipality, which has its own police force*
- *new entrants do not receive the cost sharing formula of 90/10% municipal/federal: the municipality would pay 100% of the RCMP costs*⁴⁹

Based on the above factors, pursuing an RCMP full policing service for Esquimalt is not a feasible way forward.

Specialized Operational Services by the RCMP

The West Shore Detachment of the RCMP is contiguous to Esquimalt. Assistance from the Provincial Police (RCMP 'E' Division), and/or a Municipal Police Unit (the West Shore RCMP Detachment) are addressed in the following Agreements:

⁴⁸ A similar concept to the Vancouver Airport RCMP deployment: a sub-detachment of the Richmond RCMP Detachment, providing police services for the airport and surrounding areas

⁴⁹ Treasury Board, New Entrants Guidelines

The *Provincial Police Service Agreement* between Canada and the Government of BC, includes:

Article 2.4, The Provincial Minister, in consultation with the Commanding Officer, may require the Provincial Police Service from time to time to temporarily provide assistance or special expertise to other police agencies in the Province

The *Municipal Police Unit Agreement* between Canada and the Government of BC, includes:

*Article 3.9, The Minister, in consultation with the Commanding Officer, may require any Municipal Police Unit from time to time to provide assistance or special expertise temporarily to other police agencies in the Province*⁵⁰

The *Agreements* provide for *temporary assistance from time to time* which will not include on-going assistance for forensics and more serious crime investigations which would form part of the EPD's workload.

Consequently, it is apparent that the concept of the Provincial Police or the adjoining West Shore RCMP Detachment providing on-going specialized services for an EPD is also not feasible.

⁵⁰ Government of BC Policing Services, Policing Agreements. All Agreements are in effect from 2012 to 2032. [Policing agreements - Province of British Columbia \(gov.bc.ca\)](http://gov.bc.ca)

3.6 Summary of Feasibility of Police Service Models

Policing Services Provided by the RCMP

Given the PPSA, MPSA and the New Entrant Guidelines, it is apparent that the concept of the Provincial Police or the adjoining West Shore RCMP Detachment providing full services for the Township, or on-going specialized services for an EPD, are not feasible.

Esquimalt Police Department

An EPD with 25 officers provides the resources which can provide reasonable assurance of *adequate and effective* policing, but are beyond which are needed for the actual workload as measured by the *Workload Analysis*. However, even at 25, a surge of activity would require assistance from the VicPD, Saanich PD, or RCMP. Mutual aid of this type is normal and mandated under the *Police Act*.⁵¹

Smaller police services are reliant on other police services in a number of ways. For example, due to the cost of building and maintaining a staffed detention facility, most smaller police services use another police service's detention services: Oak Bay PD relies on its service agreement with Saanich PD.

The creation of an EPD would require willing participation by at least one other local police department, VicPD or Saanich PD. An EPD would also require the current facilities to be upgraded. The concept of building a custom police facility is expensive and would be some years in the future and is not a necessity.

The EPD would be reliant on specialized operational services, especially forensics, serious crime investigation and detention, being provided by another police department. Specialized administrative services would be required, providing a centralized economy of scale, especially upon start-up if VicPD was the supporting agency.

There would be considerable uncertainty and risk in staffing the new agency. Personnel start-up costs are unknown.

⁵¹ Request for assistance of other police forces. Section 68. The provincial police force or a municipal police force, on receiving a request for temporary assistance made by another police force, shall assign to the police force making the request the constables it is practicable to assign for the purpose

With a strength of 25 officers, police personnel can gain experience on secondments to regional integrated units, returning with enhanced skills and knowledge. However, there remains a likelihood of long-term twenty-four-hour shift work for police staff, which may negatively influence hiring.

The hiring process could be relatively straightforward if sufficient and suitable VicPD and local officers transition to the EPD – ideally, providing a seamless transition. However, it is not possible to predict the success of hiring and a limited number of applications may be received, but all requiring extensive background checks and potential delays.

If the VicPD strength is consequently reduced, severance could create additional costs. The Esquimalt police work is currently performed by members of the Victoria City Police Union. A seamless transition requires the cooperation of all the stakeholders.

The Township administration will require additional resources during the transition, and ongoing to provide the organizational support for the EPD. The final number of Township support staff will be determined whether the centralized specialized administrative services in VicPD would be moved into the EPD and/or Township. The costs, presumably, would not significantly change.

Projected costs cannot be reasonably estimated until the above issues are clarified through negotiation between the stakeholders. A contingency budget should be developed during year two, based upon the certainties determined to that point and the remaining unknown factors.

Amalgamated VicPD

The current amalgamated police department model provides a comprehensive, seamless police service with the Township providing satellite office facilities. Continuing with the current model avoids transition costs and upheavals.

The model offers the opportunity, based on the *Workload Analysis*, to amend the *Framework Agreement* to reduce the costs and reflect the value of the required policing resources.

The current facilities could continue or be upgraded as described above.

Policing Services provided by the City of Victoria

This model is very similar to the current amalgamated model and the implementation could be seamless.

A contracted-out model, whereby the City provides all policing services – in the same manner that the RCMP is contracted to provide municipal police services⁵² – may allow the Township to identify the number of police officer FTEs assigned to provide the range of services and pay the cost per officer: that is, the total police budget divided by the number of officers. The negotiation concerning the appropriate number of officers could be based on the *Workload Analysis*.

The current facilities could continue or be upgraded as described above.

Policing Services provided by the District of Saanich

This model would provide a seamless police service across Esquimalt and Saanich, and potentially offers the equivalent of the Victoria contracted model.

The differences from the Victoria model involve the preparation ahead of an implementation date. New police and non-police staff will need to be hired by Saanich and there may be challenges of successor rights in the Esquimalt work.

It is anticipated that the costs of the transition will be significantly greater than the Victoria contracted model due to equipment and staffing increases by Saanich.

The current facilities could continue or be upgraded as described above.

⁵² 144 RCMP detachments, serving 150 municipalities. Found at [BC RCMP - About RCMP in B.C. \(rcmp-grc.gc.ca\)](http://bc.rcmp.gc.ca)

APPENDICES

Appendix A Police Amendment Act 2023

Ministerial approval of means of providing policing in municipality

- 3.1** (1) A municipality must, in either of the following circumstances, request approval of the minister respecting the means under section 3 (2) by which the municipality proposes to provide policing and law enforcement:
- (a) [not applicable to Esquimalt – refers to population threshold]
 - (b) the municipality proposes to change the means under section 3 (2) by which the municipality is providing policing and law enforcement under that section.
- (2) After receiving a request under subsection (1), the minister may do either of the following:
- (a) approve the means by which the municipality proposes to provide policing and law enforcement;
 - (b) reject the means proposed by the municipality if the minister considers that the provision of policing and law enforcement by that proposed means would adversely affect the ability of the minister or municipality to fulfill their respective duties under sections 2 and 15 (1).
- (3) The following must provide to the minister any information, plans or records that the minister may require for the purposes of making a decision under subsection (2):
- (a) the municipality;
 - (b) other municipalities that the minister considers may be affected by the decision;
 - (c) the municipal police board or municipal police department of a municipality referred to in paragraph (a) or (b) of this subsection;
 - (d) the provincial police force.
- (4) Except as otherwise permitted by the minister,
- (a) the means approved under this section by which a municipality is to provide policing and law enforcement must be implemented by the municipality, and
 - (b) the implementation must be carried out in accordance with directions issued, if any, by the director under section 40 (5).

Ministerial order imposing means of providing policing in municipality

- 3.2** (1) The minister may, by order, require a municipality to which section 3.1 (1) (a) applies to provide policing and law enforcement by the means specified in the order if
- (a) [not applicable to Esquimalt – refers to population threshold]
 - (b) the minister has decided under section 3.1 (2) (b) to reject the means by which the municipality proposes to provide policing and law enforcement.
- (2) Not less than 3 months before making an order under this section, the minister must give notice of the proposed order to the municipality.
- (3) The means specified in an order made under this section is deemed to be the means approved by the minister under section 3.1 (2) (a).

Appendix B Esquimalt Policing Workload Analysis

B.1 Dispatched Calls for Service 2022

The calls concerning social issues and disorder are highlighted.

Dispatched Calls for Service 2022	
Description	Number
CHECK WELLBEING	331
ASSIST POLICE / FIRE / AMBULANCE	149
DOMESTIC IN PROGRESS	118
SUSPICIOUS PERSON	105
SUICIDAL PERSON	105
ASSIST GENERAL PUBLIC	96
DISTURBANCE	96
SUSPICIOUS CIRCUMSTANCES	88
UNWANTED PERSON	86
HARASSMENT	81
THEFT	78
TRAFFIC INCIDENT	75
IMPAIRED	67
THREATS	64
ABANDONED 911	63
FRAUD	57
ASSIST OTHER AGENCY	51
PROPERTY	50
ASSAULT	47
MISCHIEF	46
BREAK AND ENTER	45
MISSING PERSON	43
INTELLIGENCE INFORMATION	41
BYLAW	41
KEEP THE PEACE	34
PARKING	33
OTHER CRIMINAL CODE	32
SUSPICIOUS VEHICLE	30
MVI HIT AND RUN	26
ALARM	26
MVI	24
ASSAULT IN PROGRESS	24
ASSAULT SEXUAL	24
DOMESTIC REPORT	23

BREAK AND ENTER IN PROGRESS	23
HAZARDOUS SITUATION	22
BREACH	21
MISCHIEF IN PROGRESS	20
MVI INJURY	17
ANIMAL	16
SCREAM	15
THEFT IN PROGRESS	15
ABANDONED VEHICLE	14
THEFT OF VEHICLE	13
SUDDEN DEATH	13
FIGHT	12
WEAPON	11
DRUGS	10
FIREARMS (FOR PICKUP/TRANSPORT)	9
SHOTS FIRED / HEARD	9
MAN DOWN	9
MISSING CHILD	8
STATE OF INTOXICATION	8
ALARMS SILENT / PANIC	7
ALARM HOLD UP	7
INSECURE PREMISES OR VEHICLE	6
EXTORTION	6
ROBBERY IN PROGRESS	5
NEXT OF KIN NOTIFICATION	5
WARRANT	4
ASSIST MENTAL HEALTH ACT	4
YOUTH	3
FOUND PERSON	3
INDECENT ACT	3
RECOVERED VEHICLE	3
ARSON	2
PANHANDLER	2
SHOPLIFTER	2
HOME INVASION	2
SPECIAL ATTENTION / DETAIL / EVE	2
POLICE - ANY CALL	2
PROSTITUTION	1
INDUSTRIAL ACCIDENT	1
ARREST	1
COUNTERFEIT CURRENCY	1
LIQUOR ACT / LICENSED PREMISES C	1

EXPLOSIVES	1
PROWLER	1
STALKING	1
total	2640

B.2 Calls for Service Not Dispatched 2022

CFS Not Dispatched	
Description	Number
PROPERTY	133
THEFT	65
MISCHIEF	25
ALARM	16
TRAFFIC INCIDENT	12
ASSIST GENERAL PUBLIC	10
FRAUD	10
ABANDONED 911	8
ASSIST OTHER AGENCY	8
CHECK WELLBEING	8
BREAK AND ENTER	7
PARKING	7
BYLAW	6
UNWANTED PERSON	6
SUSPICIOUS CIRCUMSTANCES	6
SPECIAL ATTENTION / DETAIL / EVE	6
HAZARDOUS SITUATION	5
INTELLIGENCE INFORMATION	5
DISTURBANCE	4
SUSPICIOUS PERSON	4
BREACH	4
ASSIST MENTAL HEALTH ACT	3
MVI	3
MVI HIT AND RUN	2
THREATS	2
IMPAIRED	2
MISSING PERSON	2
DOMESTIC REPORT	1

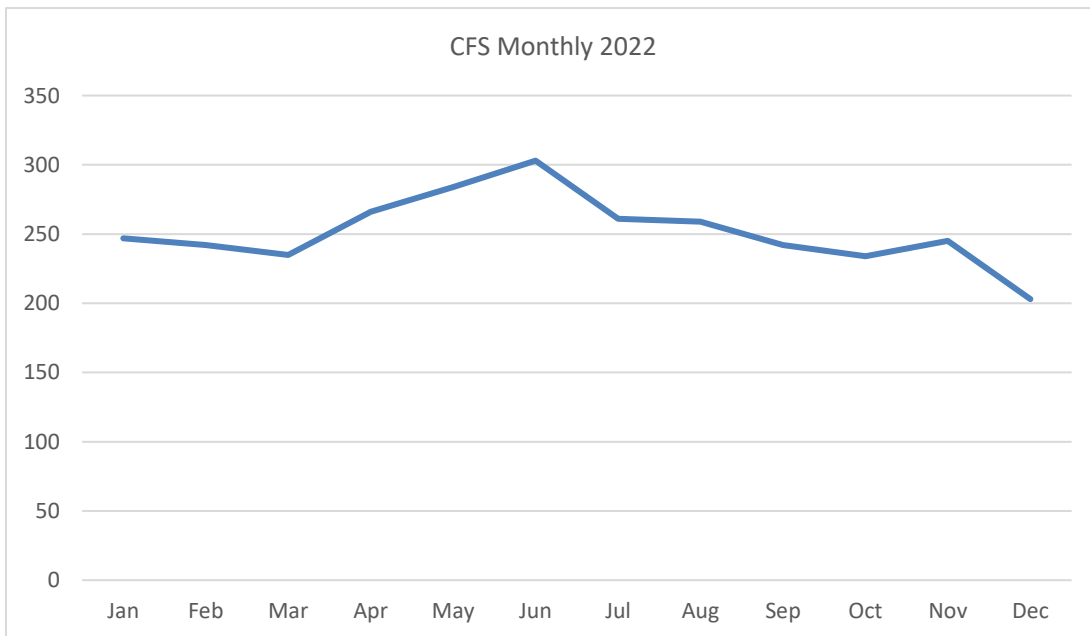
ASSAULT	1
HARASSMENT	1
ASSIST POLICE / FIRE / AMBULANCE	1
ASSAULT SEXUAL	1
FOUND PERSON	1
THEFT OF VEHICLE	1
ALARMS SILENT / PANIC	1
ABANDONED VEHICLE	1
LIQUOR ACT / LICENSED PREMISES C	1
DRUGS	1
OTHER CRIMINAL CODE	1
Total	381

Calls may not have been dispatched for a variety of reasons: alternative process followed, a report taken by phone, advice given, or referred to another service provider.

The number of such calls, 381, combined with the 2640 calls dispatched, total 3021, the number in the subsequent tables.

B.3 Calls for Service by Month 2022

CFS Monthly 2022	
Month	Number
January	247
February	242
March	235
April	266
May	284
June	303
July	261
August	259
September	242
October	234
November	245
December	203
Total	3021
Average	251.75



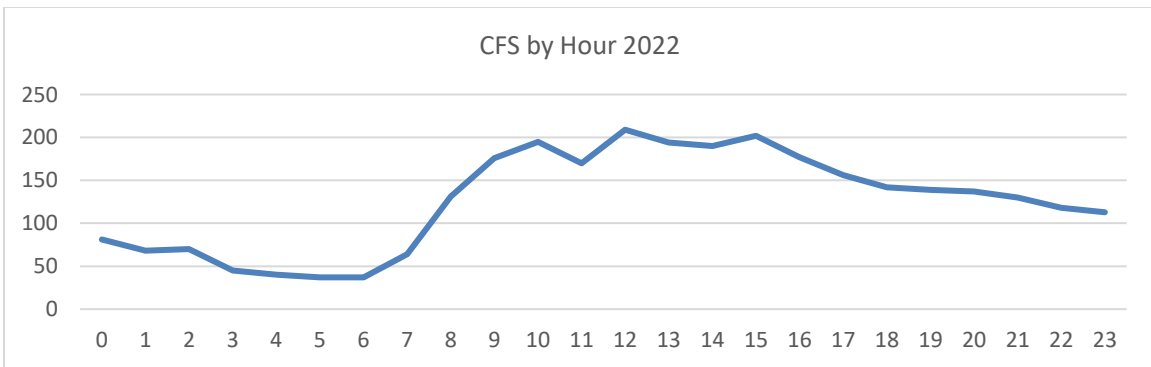
B.4 Calls for Service by Day of the Week 2022

CFS by Day of the Week	
Day	Number
Sunday	364
Monday	441
Tuesday	459
Wednesday	455
Thursday	437
Friday	470
Saturday	395
Total	3021



B.5 Calls for Service by Hour of Day 2022

CFS by Hour	
Time	Number
0	81
1	68
2	70
3	45
4	40
5	37
6	37
7	64
8	131
9	176
10	195
11	170
12	209
13	194
14	190
15	202
16	177
17	156
18	142
19	139
20	137
21	130
22	118
23	113
Total	3021



B.6 Follow-up Investigations 2022

Follow-up Investigations 2022	
Description	Number
CHECK WELLBEING	40
THEFT	36
FRAUD	34
DOMESTIC IN PROGRESS	26
ASSIST POLICE / FIRE / AMBULANCE	25
ASSAULT	24
THREATS	23
ASSIST GENERAL PUBLIC	23
HARASSMENT	23
ASSAULT SEXUAL	20
MISSING PERSON	19
BREAK AND ENTER	19
SUSPICIOUS CIRCUMSTANCES	17
MVI HIT AND RUN	15
TRAFFIC INCIDENT	15
SUICIDAL PERSON	14
SUSPICIOUS PERSON	14
INTELLIGENCE INFORMATION	13
ASSAULT IN PROGRESS	12
DOMESTIC REPORT	11
BREACH	11
IMPAIRED	11
DISTURBANCE	10
SUDDEN DEATH	10
PROPERTY	10
OTHER CRIMINAL CODE	10
THEFT OF VEHICLE	9
MISCHIEF	9
THEFT IN PROGRESS	8
ASSIST OTHER AGENCY	7
MVI INJURY	7
ABANDONED 911	6
SCREAM	5

UNWANTED PERSON	5
MVI	5
MISCHIEF IN PROGRESS	5
WEAPON	4
FIREARMS (FOR PICKUP/TRANSPORT)	4
BREAK AND ENTER IN PROGRESS	4
ROBBERY IN PROGRESS	3
FIGHT	3
MISSING CHILD	2
RECOVERED VEHICLE	2
EXTORTION	2
DRUGS	2
BYLAW	2
ABANDONED VEHICLE	2
MAN DOWN	1
INSECURE PREMISES OR VEHICLE	1
NEXT OF KIN NOTIFICATION	1
INDUSTRIAL ACCIDENT	1
INDECENT ACT	1
HAZARDOUS SITUATION	1
SHOPLIFTER	1
SIPP / DIPP	1
SPECIAL ATTENTION / DETAIL / EVE	1
STALKING	1
SUSPICIOUS VEHICLE	1
ARSON	1
ARREST	1
ALARM	1
WARRANT	1
KEEP THE PEACE	1
Total	597

The 2640 dispatched calls for service and the 381 calls not dispatched resulted in 2067 being concluded during the initial investigation, and 573 requiring further follow up. The table above categorizes the type of follow-up incidents and includes 24 investigations not originating from CAD, for a total of 597.

The table below describes the 24 follow-up investigations not initiated through CAD.

Follow-up Investigations 2022 Not from CAD	
Description	Number
THEFT	5
FRAUD	3
PROPERTY	3
INTELLIGENCE INFORMATION	2
BREAK AND ENTER	2
ASSAULT SEXUAL	1
MISSING PERSON	1
ASSIST OTHER AGENCY	1
THREATS	1
DOMESTIC REPORT	1
ASSAULT	1
BREACH	1
SUSPICIOUS CIRCUMSTANCES	1
TRAFFIC INCIDENT	1
Total	24

B.7 Follow-up Investigations Status

Definitions

- Closed: the file has been investigated to completed, and if there is not sufficient evidence to lay a charge, is closed pending further information
- Open: remains under investigation
- Awaiting Disposition: pending Crown decision or court process

Follow-up Investigation Status 2022 Files as of June 2023			
Description	Categories		
	Closed	Open	Awaiting
ABANDONED 911	6		
ABANDONED VEHICLE	2		
ALARM	1		
ARREST	1		
ARSON			1
ASSAULT	20		4
ASSAULT IN PROGRESS	6		6
ASSAULT SEXUAL	16		4
ASSIST GENERAL PUBLIC	20	1	2
ASSIST OTHER AGENCY	5	1	1
ASSIST POLICE / FIRE / AMBULANCE	25		
BREACH	9		2
BREAK AND ENTER	18		1
BREAK AND ENTER IN PROGRESS	2	2	
BYLAW	2		
CHECK WELLBEING	39		1
DISTURBANCE	10		
DOMESTIC IN PROGRESS	18		8
DOMESTIC REPORT	8		3
DRUGS	2		
EXTORTION	2		
FIGHT	3		
FIREARMS (FOR PICKUP/TRANSPORT)	4		
FRAUD	31	2	1
HARASSMENT	22		1
HAZARDOUS SITUATION	1		
IMPAIRED	10		1
INDECENT ACT	1		
INDUSTRIAL ACCIDENT	1		
INSECURE PREMISES OR VEHICLE	1		

INTELLIGENCE INFORMATION	11	2	
KEEP THE PEACE	1		
MAN DOWN	1		
MISCHIEF	9		
MISCHIEF IN PROGRESS	4		1
MISSING CHILD	2		
MISSING PERSON	19		
MVI	4		1
MVI HIT AND RUN	15		
MVI INJURY	6		1
NEXT OF KIN NOTIFICATION	1		
OTHER CRIMINAL CODE	8		2
PROPERTY	10		
RECOVERED VEHICLE	2		
ROBBERY IN PROGRESS	2	1	
SCREAM	5		
SHOPLIFTER	1		
SIPP / DIPP	1		
SPECIAL ATTENTION / DETAIL / EVE		1	
STALKING			1
SUDDEN DEATH	10		
SUICIDAL PERSON	14		
SUSPICIOUS CIRCUMSTANCES	17		
SUSPICIOUS PERSON	14		
SUSPICIOUS VEHICLE	1		
THEFT	35		1
THEFT IN PROGRESS	7		1
THEFT OF VEHICLE	9		
THREATS	21		2
TRAFFIC INCIDENT	14		1
UNWANTED PERSON	5		
WARRANT	1		
WEAPON	4		
Totals	540	10	47
Overall total	597		

B.8 Follow-up Tasks Assignment 2022

Follow-up Tasks Assignment 2022 ⁵³	
Section	Number
Platoon A	229
Platoon B	288
Platoon C	173
Platoon D	180
Special Victims Unit	33
Identification Unit	29
Traffic Section	24
Information Management	24
Esquimalt Division	21
Major Crime	15
Investigation & Support Unit	8
Community Services Division	8
Investigative Services	7
General Investigation Team 2	6
General Investigation Team 1	6
GV Emergency Response Team	5
Youth Outreach	3
Regional Domestic Violence Unit	2
Strike Force	2
Financial Crimes (EXPIRED)	1
Intelligence Unit	1
Domestic Violence Unit	1
Integrated Canine Service	1
ED-MCM (Follow-Up)	1
Total	1068

⁵³ *perivale+taylor* FUP211 Report

B.9 Follow-up Investigations Assignments 2022

Follow-up Investigation Assignments	
Section	Number
Patrol	
Platoon A	164
Platoon B	167
Platoon C	126
Platoon D	134
Total	591
Non-Patrol	
Traffic Section	22
Information Management	21
Esquimalt Division	19
Identification	16
Community Services Division	8
Major Crime	6
General Investigation Team 2	5
Investigative Services	5
Investigation & Support Unit	5
Special Victims Unit	5
General Investigation Team 1	4
GV Emergency Response Team	3
Strike Force	2
Regional Domestic Violence Team	2
Youth Outreach	2
Domestic Violence Unit	1
ED-MCM (Follow-Up)	1
Financial Crimes (EXPIRED)	1
Integrated Canine Service	1
Intelligence Unit	1
Total	130

The 130 follow-up non-Patrol investigations were assigned to centralized or regional teams.

B.10 Dispositions of Concluded Follow-up Investigations 2022

Dispositions of Concluded Follow-up Investigations 2022	
Disposition	Number
CCJS NON-REPORTABLE	272
INSUFFICIENT EVIDENCE TO PROCEED	185
CHARGED	71
UNSOLVED	22
CHARGES RECOMMENDED - ALL DECLINED	11
DEPARTMENTAL DISCRETION	10
VICTIM/COMPLAINANT DECLINES TO PROCEED	9
UNFOUNDED	4
VICTIM/COMPLAINANT REQUESTS NO FOLLOW-UP	4
ALTERNATIVE MEASURE	4
INCIDENT CLEARED BY LESSER STATUTE	4
ACCUSED INVOLVED IN OTHER INCIDENT	1
Total	597

B.11 Calls for Service by Zone 2022

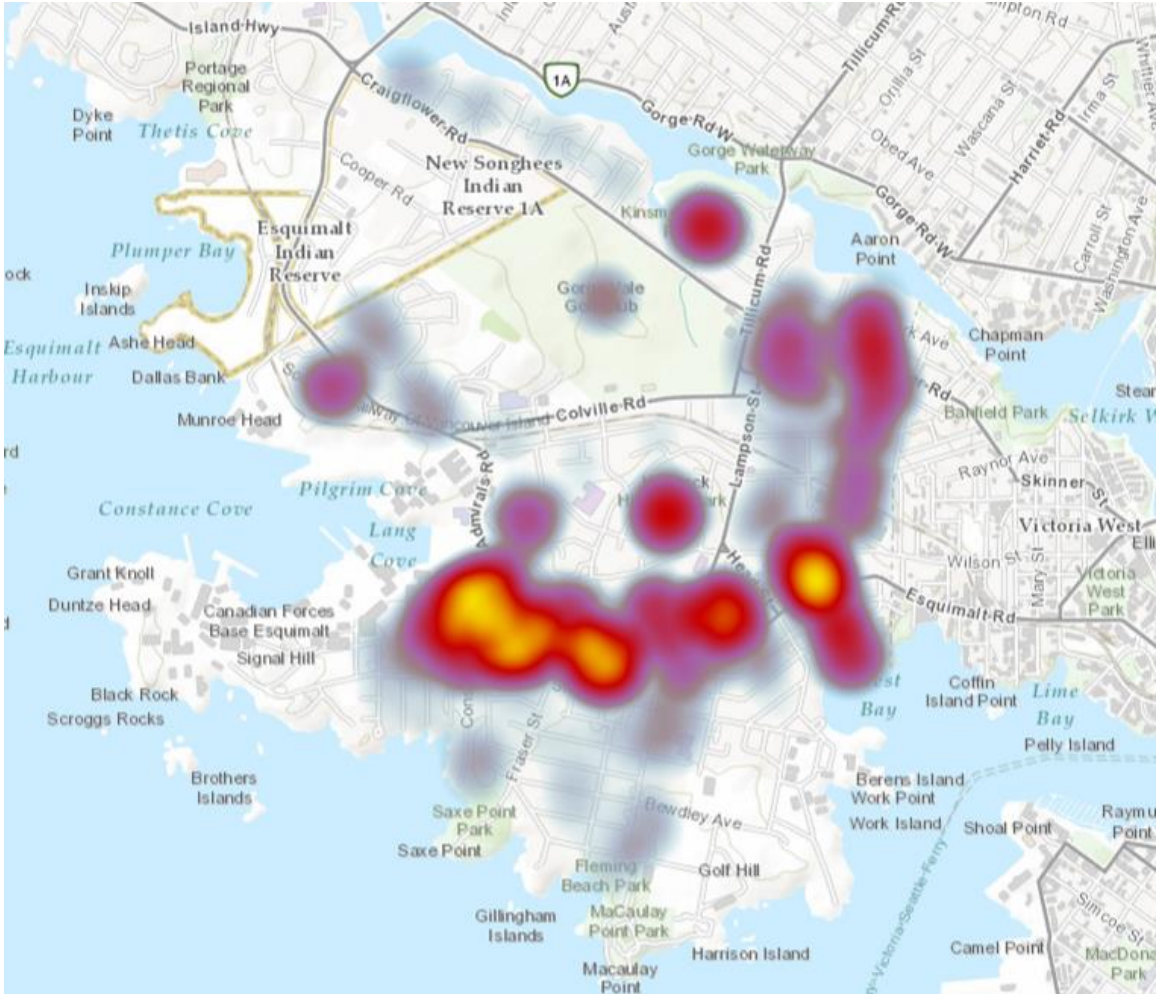
Calls for Service 2022	
Zone	Number
ESV	825
ESW	554
ESR	321
ESS	309
ESP	278
ESD	249
ESA	218
ESB	172
ESC	92
EST	2
ESQ	1
Total	3021

Calls for Service 2022					
Zone	Priority				
	1	2	3	4	5
ESA	28	53	89	58	
ESB	27	25	74	46	
ESC	10	15	42	25	
ESD	21	55	116	57	
ESP	29	37	142	70	
ESQ ⁵⁴	4	1			
ESR	37	59	141	84	
ESS	33	75	136	65	
EST	1	1		1	
ESV	74	183	367	200	1
ESW	78	124	229	123	
Total	3021				

Zones ESV and ESW account for 46% of the calls for service.

⁵⁴ ESQ Zone: exact location not confirmed

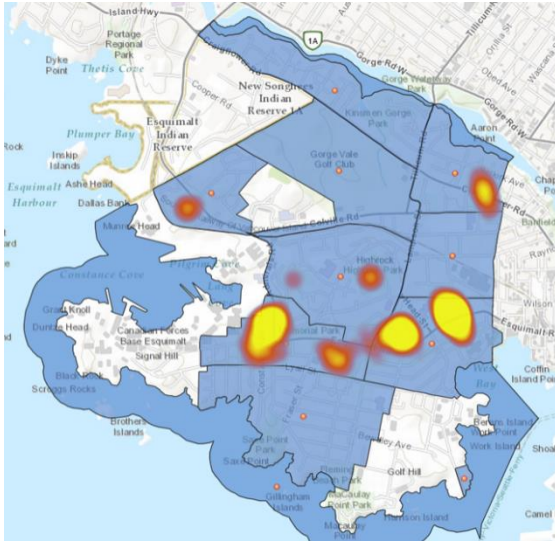
B.12 Dispatched Calls for Service by Area 2022



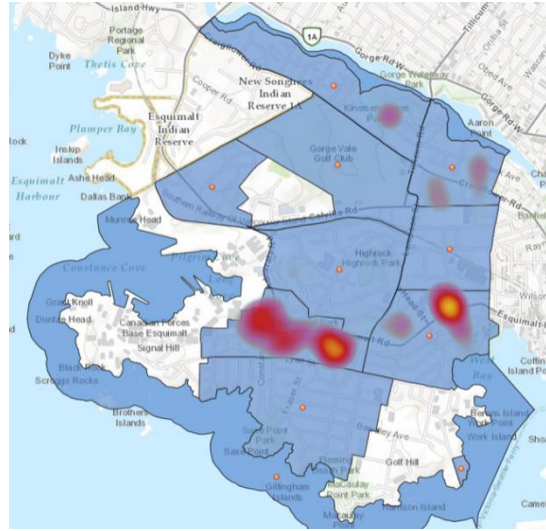
Total of 2640 Dispatched Calls for Service

Priority of Calls for Service	
Priority	Number
One	326
Two	608
Three	1250
Four	456

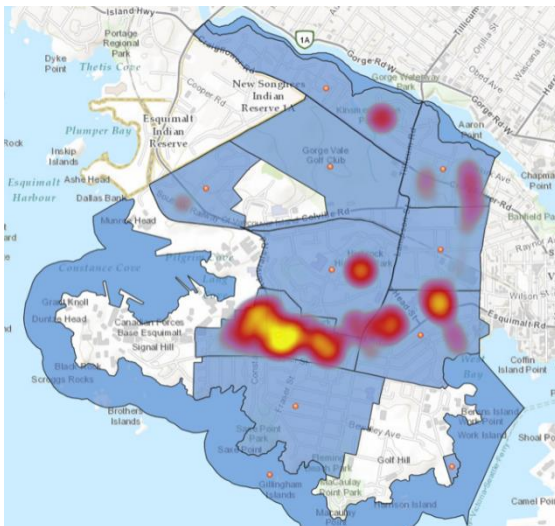
Priority 1



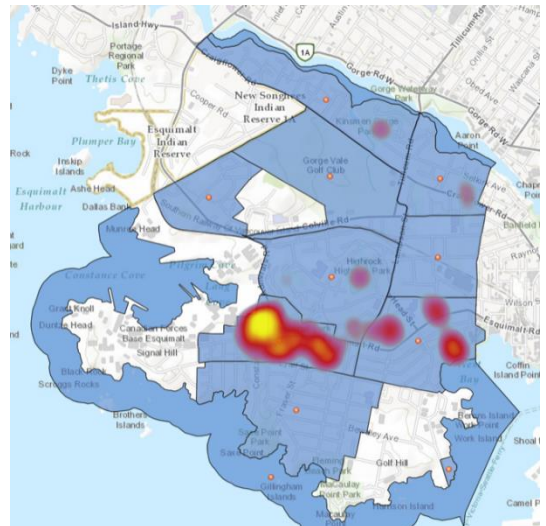
Priority 2



Priority 3



Priority 4



B.13 Allocated Time

The Duty Hours are the actual police hours deployed during 2022. The figures are rounded to the nearest whole number.

Total Police Hours 2022				
Duty	Allocated	Admin'	Unallocated	Percentage
31680	7326	6336	18018	57

Unallocated Time Rates Percentage 2022 by Month – Day Shift					
Month	Duty	Allocated	Admin'	Unallocated	Percentage
January	1332	38	266	682	51
February	1212	360	242	610	50
March	1344	307	269	768	57
April	1296	324	259	713	55
May	1332	375	266	691	52
June	1296	307	259	729	56
July	1344	279	269	796	59
August	1332	293	266	773	58
September	1296	318	259	719	55
October	1344	304	269	771	57
November	1296	424	259	613	47
December	1344	376	269	699	52

Unallocated Time Rates Percentage 2022 by Month – Night Shift					
Month	Duty	Allocated	Admin'	Unallocated	Percentage
January	1356	366	271	719	53
February	1224	312	245	667	55
March	1344	282	269	793	59
April	1308	263	262	784	60
May	1356	258	271	827	61
June	1308	343	262	704	54
July	1344	236	269	839	62
August	1344	240	269	835	62
September	1308	214	263	833	64
October	1356	278	271	807	59
November	1308	250	262	797	61
December	1344	376	269	699	52

Allocated Time

Unallocated Time Rates Percentage 2022 by Day of Week – Day Shift					
Day	Duty	Allocated	Admin'	Unallocated	Percentage
Sunday	2256	536	451	1268	56
Monday	2232	496	446	1289	58
Tuesday	2232	625	446	1160	52
Wednesday	2232	626	446	1159	52
Thursday	2256	598	451	1207	54
Friday	2256	633	451	1172	52
Saturday	2304	536	461	1308	57

Unallocated Time Rates Percentage 2022 by Day of Week – Night Shift					
Day	Duty	Allocated	Admin'	Unallocated	Percentage
Sunday	2256	461	451	1343	60
Monday	2256	476	451	1329	59
Tuesday	2244	434.	448	1361	61
Wednesday	2268	483	453	1332	59
Thursday	2256	425	451	1379	61
Friday	2292	548	458	1285	56
Saturday	2340	447	468	1425	60

Appendix C Conceptual Transition Plans

It should be emphasized that *perivale+taylor* did not make any official approaches to the City of Victoria or the District of Saanich to discuss the feasibility nor cost of providing policing services. These transition plans are conceptual and may serve as a starting point for discussion and evaluation of options.

A significant amount of work remains, including consultation with stakeholders and the Province, to develop more detailed transition plans once a decision is made by Council on the most feasible and preferred policing model(s).

An approximately two-year transition period would be required to establish a transition process for the selected model:

- the first year comprising the negotiations, planning, budgeting, and developing strategies, leading to the first fail safe point and agreement-in-principle from the stakeholders; and
- the second year, the preparation leading to the implementation start with built-in fail-safe points.

C.1 Esquimalt Police Department

Subject to agreements between the stakeholders being in place, a transition plan will involve the following components.

Application to the Minister

A successful application to establish the EPD must *ensure that an adequate and effective level of policing and law enforcement is maintained throughout* the Township.

The Police Boards

In the interim, the current Victoria and Esquimalt Police Board would remain the police board of jurisdiction.

The Minister and the Township will agree on the establishment of the Esquimalt Police Board (the Board) and the EPD, as legal entities only, under the *Police Act* Section 3 (2) (a).

An agreement between the Minister, Township, and the City will permit the continued existence, in the interim, of the current joint board along with the continued provision of services by the VicPD.

The Board would be mandated to establish the EPD and bring it to the point of assuming policing responsibilities.

The Board, in consultation with the Township, will hire a Chief Constable (the Chief), and, subsequently, hire a Deputy Chief Constable (the Deputy).

Transition Team

To facilitate the development of the required components, a Township transition team (the team) should be formed.

The team should comprise:

- representative from of the Esquimalt Police Board
- representative from the Victoria and Esquimalt Police Board
- the Township CAO
- the Township Director of Community Safety Services
- the Chief and Deputy
- the City Manager
- the Township Chief Financial Officer
- the City Chief Financial Officer
- representatives from the Township and City administrations, as required
- representative from E-Comm 911 and PRIME Corp, as required
- representative from the Ministry of Solicitor General, as required
- an informed independent coordinator to conduct research related to change components, make contacts with experienced sources, and manage the transition process

A comprehensive implementation plan with scheduled activities, responsibilities and fail-safe points will be developed.

The Township Administration

The Administration, in consultation with the team, will plan and develop the support systems required for the EPD:

- facilities
- fleet
- IT systems and radio
- equipment
- HR services
- hiring processes

Selection and Hiring

The team would lead a search for experienced officers to ensure the EPD will have the skills and experience required. Ideally, some members of the VicPD may wish to transfer to the EPD which would assist in a seamless transition. The implementation schedule should be guided by the success in selection and planned hiring, which will be an essential component of the fail-safe decisions.

Specialized Operational and Administrative Services

Agreements should be established, to take effect with the operational deployment of the EPD: between the EPD and VicPD, and EPD and the Regional Integrated Units.⁵⁵

Internal Management

The vision, priorities, goals, and objectives will be established by the Board in consultation with the Chief and Deputy.

Policy and procedure development can be simplified by using the existing VicPD policies and procedures, with minor adjustments reflecting unique Esquimalt features.

The Township currently employs 137 staff. The establishment of a 25-officer EPD would result in an additional responsibility, an approximately 16% increase, notwithstanding the police staff will be employed by the Board. The resource support may be required in two phases:

- the first year as described above

⁵⁵ Greater Victoria Police Integrated Units

- should the implementation of an EPD commence, the second phase will require ongoing support to manage matters such as personnel, fleet, and equipment processes; and the administrative support of functions such as HR, payroll, benefits, Freedom of Information (FOI), and Legal
 - The division of labour between the Township and the EPD should be discussed.

The specialized administrative services, currently centralized in the VicPD, should continue until the operational transition is complete. At that time, an analysis of the work and resources should be conducted to determine whether the work should remain centralized or transitioned to the Township administration.

Transfer of Equipment

Equipment, in a police context, refers to items such as vehicles, and personal officer equipment such as weapons and body armour. Assets do not include buildings. Communications equipment such as radios are sourced through E-Comm.

The Township and City have jointly funded the VicPD through a *Framework Agreement*, and the Team should determine how a transfer of the Township's ratio of ownership of equipment may assist the Transition.

As an example, *Municipal Police Unit Agreements (MPUA)* between the Government of British Columbia and municipalities for the use of the Provincial Police (RCMP) as the municipal police service, include a definition of equipment:

Equipment acquired on an annual or recurring basis such as standard police cruisers, radio and computer equipment, security and investigational equipment such as identification devices, firearms, photographic devices and systems, and technology and provides a process for determining whether the equipment remains vested in Canada or transferred to the municipality.⁵⁶

The approach of the MPUA may provide a model to follow.

Fail-safe Points

The Board, in consultation with the team, should determine fail-safe points, where, determined by the circumstances and in consultation with the Victoria and Esquimalt Police Board and the

⁵⁶ MPUA Articles 1 and 13,

Minister, an evidence-based decision will be made to proceed or pause or cease, or revise the Plan, or amend the schedule of the Plan. The decision will be based upon factors such as the progress of hiring sworn and civilian staff, actual vs. projected cost of implementation, and supply and delivery of specialized equipment. Employment contracts should reflect the uncertain nature of the transition and potential lay off.

Effective Operational Date

The Board, in consultation with the Minister, the Victoria and Esquimalt Police Board, and the City and Township, and subject to the completion of the preparatory phase above, will determine a date when the EPD will become the police of jurisdiction.

C.2 Amalgamated Police Department

Negotiations to amend the *Framework Agreement* with the City can be based on the *Workload Analysis*. This illustrates that the Township policing workload is low, and most crime incidents are not urgent or serious.

Policing would continue under the current *Agreement*, extended, as required, to permit discussion and development of a mutually-agreeable service costing, and consideration of any other amendment which will facilitate adequate and effective policing.

- It should be noted that although the allocated time of the Esquimalt policing primary response and investigation resources has been measured precisely, the equivalent Victoria workload analysis was not included in the mandate of the *Review*
- If a funding formula was to be developed including a factor based on the relative ratio of the allocated time for Esquimalt and Victoria, an equivalent workload analysis would be required for Victoria

In the 2023 budget, the number of sworn members at the VicPD was 257. Esquimalt's share at 13.67% was 35.

- If Esquimalt is allocated 25 sworn members, the percentage cost distribution will adjust to: $25/257 = 9.73\%$

Options for the calculation of administrative and support costs include using the sworn member ratio for cost distribution.

C.3 Policing Services contracted to the City of Victoria

This arrangement would involve the Township entering into an agreement with the City for all policing services to be provided to Esquimalt by the VicPD.⁵⁷ It would provide a seamless transition of the model.

This would require the dissolution of the current amalgamated model by the Province, and the services would be provided by a newly constituted VicPD under Section 3.2 (a) of the *Police Act*.

It would be appropriate for official notification to the Province of the intention, but not request for approval, to explore and participate in a policing arrangement with the City.

An agreement between the Councils of the Township of Esquimalt and the City of Victoria, perhaps modelled on the *Municipal Police Unit Agreements* (MPUA), would be required.

- MPUAs are used between the Province and municipalities for policing services to be provided by the Provincial Police, the RCMP⁵⁸

Then, following an agreement-in-principle for the policing of the Township, the transition process will include the establishment of a form of MPUA where a fully inclusive *per-officer* price is the foundation for costing.

Information submitted in 2021 by the VicPD to the province, suggests there are 37 FTE (14.7% 249) regular members serving Esquimalt. In the 2023 budget, the number of sworn members at the VicPD was 257. Esquimalt's share at 13.67% was 35.

- If Esquimalt is allocated 25 sworn members, the percentage cost distribution will adjust to: $25/257 = 9.73\%$

Under an MPUA, the RCMP provides a separate costing of their service for each contracted municipality. It is understood the information relating to Esquimalt is not separated in VicPD records and, therefore, separate costing is not possible. If an MPUA equivalent is negotiated, a separation of costs should be requested.

VicPD Administration costs are included in the Personnel and Operating Costs. An accurate separation of Administration costs would require further information from the VicPD.

⁵⁷ *Police Act* Section 3.2 (c)

⁵⁸ Found at [Municipal Police Unit Agreement - April 2012 \(gov.bc.ca\)](https://www2.gov.bc.ca/gov/content/soc/justice/policing/municipal-police-unit-agreement-april-2012)

Integrated Services of \$3,738,000 for 2023 are included in the VicPD costs (Esquimalt @ 9.73% = \$511,000). These costs may be separated for Esquimalt if separate accounting is implemented.

Options for the calculation of administrative and support costs include:

- continuing with a seamless service from the VicPD and use the sworn member ratio for cost distribution
 - separately accounting for each category of service received by Victoria and Esquimalt and allow for decisions at a more detailed level (e.g., number of civilian members, types of integrated services, etc.); however, this may require more administration and may be less efficient

C.4 Policing Services contracted to the District of Saanich

This arrangement would involve the Township entering into an agreement with the District of Saanich for all policing services to be provided to Esquimalt by the Saanich PD.⁵⁹

A comprehensive implementation plan with scheduled activities, responsibilities and fail-safe points will be developed.

This would require the dissolution of the current amalgamated model by the Province, and the services would be provided by the Saanich PD, under Section 3.2 (a) of the *Police Act*.

It would be appropriate for official notification to the Province of the intention, but not request for approval, to explore and participate in a policing arrangement with the City.

An agreement between the Councils of the Township of Esquimalt and the District of Saanich, perhaps modelled on the *Municipal Police Unit Agreements* (MPUA), would be required.

- MPUAs are used between the Province and municipalities for policing services to be provided by the Provincial Police, the RCMP⁶⁰

Following an agreement-in-principle for the provision of policing services for the Township, the transition process would include:

⁵⁹ *Police Act* Section 3.2 (c)

⁶⁰ Found at [Municipal Police Unit Agreement - April 2012 \(gov.bc.ca\)](http://www.gov.bc.ca)

- the presumption that Saanich can hire sufficient police and non-police personnel to ensure the adequate policing of the Township, including the specialized administrative services, for a fixed target date for implementation of the service
- an agreement for costing, which may be based on the approach of the MPUA where a fully inclusive *per-officer* price is the foundation for an agreement

Appendix D.1 Space Assessment Terminology

Important definitions and key space planning terminologies that are used in this document include:

- Component is a grouping of physical spaces with a common purpose.
- Circulation refers to space that connects functional components. It also includes smaller support spaces such as washroom, janitor or IT closets that are typically accessed from major circulation.
- Net Gross Area (NSM if in square meters or NSF if in square feet) represents the total usable space within a room/area, excluding wall thickness.
- Component Gross Area (CGm² if in square meters or CGft² if in square feet) represents the total assignable area of all the spaces that are part of a Component plus the circulation pathways that provide access to the spaces within the Component. It is calculated by applying a component grossing factor (CGF) to the Net Assignable area of a component. A 24% CGF has been applied to each component within the detachment to support this space requirement.
- Building Gross Area (BGm² if in square meters or BGft² in square feet) is the total area of all levels of a building as measured to the outside face of exterior walls. It includes all rooms/areas, internal and external circulation, building systems (mechanical, electrical, HVAC etc.), and interior and exterior walls. It is calculated by applying a building grossing factor (BGF) to the total component gross area. A 20% BGF has been applied to the CGm² to support this space requirement.

Appendix D.2 Area Space Needs Requirements

The following table identifies the area space requirements by space to support an EPD.

Area space requirements including additional service requirements			
Component	Space	Sq. Metres	Notes
Public Access	Public Reception / Waiting Area	9.5	Includes waiting space for 5
Public Access	Public Washroom, Barrier-free Accessible	5	1 publicly accessible washroom; should be accessible directly from the public reception / waiting area.
Public Access	Public Reception / Public Counter	3	1 public reception counter
Public Access	Public Reception / Staff Counter	3	1 staff workstation to receiving public inquiries
Public Access	Vestibule, Public	3.5	Weather break between the indoor and outdoor environments
Office	Private Offices	74.7	Offices for Chief Constable, Deputy Chief, Watch Commander, Administrative Manager, and shared office for Community / Investigative Constables
Office	General Office	81	Includes 8 officer workstations and 5 administrative workstations
Office	Business Centre	12	Accommodates business equipment (copier/fax, shredder, etc.), document handling/prep and mail
General Support	Exercise Room	22	Supports general fitness and exercise equipment
General Support	General Storage Room	19.3	Supports storage for stocked items. e.g., stationery supplies, forms, community policing brochures/literature, miscellaneous items. Shared by all units in building.
General Support	Interview Room	9.5	Supports meetings between the public and officers
General Support	Coed Locker Room	17.7	Includes lockers and showers, supporting both officers and administrative employees
General Support	Multipurpose Room	35	Shared Space supporting public and staff meetings, briefings, parades, trainings etc. Placement should be in common corridors and not assigned to a specific unit or group. For assigned room justification required. Location

Area space requirements including additional service requirements			
Component	Space	Sq. Metres	Notes
			should be placed off from reception lobby to be used by community groups. A kitchen nook (coffee, small refrigerator & microwave) to be situated inside the room; may be divided in multiple rooms depending on detachment needs.
General Support	Kitchenette and Lunchroom	13	Consideration of this space to support staff wellbeing; could be incorporated in a multipurpose room for flexibility.
Operational Support	Cold Storage Room	18.2	Supplies storage of equipment and supplies that do not require heating such as flammable liquids, etc.
Operational Support	Found Property Storage Room	18.2	For storage and processing of found or surrendered property, firearms, cash, drugs, and other exhibits. Includes a workstation for 1 exhibits custodian.
Operational Support	Overnight Exhibits	13.5	For secure storage of exhibits obtained during the night and weekends; supports continuing of exhibits process.
Operational Support	Toxic Drug Processing Room, Other	2	Supports a fume hood and ion scanner for processing of high potential drugs; does not need to be in its own room and can be part of another exhibits space such as secure storage or found property storage room.
Operational Support	Secure Exhibits	18	Supports long-term storage of exhibits to preserve continuing of possessions for court purposes.
Operational Support	Main Work Area Radio Station	1.5	Allowance for small equipment box within the general duty work area.
Operational Support	Police Equipment Storage Room(s)	11.8	Secure storage for specialized police equipment including weapons, ammunition, radios, etc.
Operational Support	Duty Bag Storage	3	Storage shelving for daily patrol police equipment. Should be located in a hallway near the staff entry for quick access when leaving the detachment for the day or emergency event.
Operational Support	Monitor Room	7	Interview monitor room; must be directly adjacent to the interview room by the lobby.

Area space requirements including additional service requirements			
Component	Space	Sq. Metres	Notes
Operational Support	Project Room	11	Dedicated project room for cases that may require a meeting and debriefing space for multiple days.
Operational Support	Telephone Closet	2	Dedicated equipment storage space for radio specific cabling.
Operational Support	LAN Room / CCVE / UPS / Security Alarm	11.2	Dedicated server and CCTV equipment storage room for server specific cabling.
CPIC	LiveScan Room	7.4	Accommodates public fingerprinting, records checks, etc.
RMS	General Office	14.8	Private workspace for Archives and Records staff; each staff member requires a dedicated workstation.
RMS	Archives / Secure Records	11.1	Secure storage for up to 18,000 records and files.
Detention	Breath Test / Fingerprint / Photo ID Room / LIVESCAN	10.0	Supports processing of inmates including fingerprinting, photography, breath testing, etc.
Detention	Holding Cell (Youth)	18.0	Dedicated male and female holding cell for youths (under 17 years old)
Detention	Holding Cell (Male); 1 to 3 Detainees	9.0	Holding cell for up to 3 male inmates
Detention	Holding Cell (Female); 1 to 3 Detainees	9.0	Holding cell for up to 3 female inmates
Detention	Guard Area	11.0	Workspace for guards; includes workstations, lockers, and CCTV of the holding cells. The Guard area controls access to and within the Detention block
Detention	Guard Washroom	4.0	Dedicated washroom for guards; should be located adjacent the guard area for access during shift
Detention	Patrol Corridor	10.0	Supports guard visual monitoring of holding cells. Corridor to be a minimum of 1.5 m wide. NOTE: design may necessitate a larger patrol corridor
Detention	Bench	1.0	Sitting space within the patrol corridor for movement of inmates; must have direct line of sight to the guard area for surveillance
Detention	Effects Storage Room	3.0	Storage for inmate belongings while in holding

Area space requirements including additional service requirements			
Component	Space	Sq. Metres	Notes
Detention	Stackable washer dryer	2.0	Washer and dryer for inmate clothing who soil themselves
Detention	Stand up freezer	1.0	Storage for meals supporting inmates who may be held over-night or over weekends
Detention	Inmate Shower	3.0	Bathing space for inmates who may soil themselves or require bathing
Detention	Visitor Interview Room	6.5	Accommodates inmate discussions with visitors such as lawyer, etc. Requires 2 entrances separated by table and window for security
Detention	Telephone Room	1.7	Telephone space for inmates to make a call
Detention	Secure Bay	37.0	Secure sallyport for intake of inmates
Detention	Secure Interview Room	9.5	Supports police interviews with inmates
Detention	Storage Room	4.5	For linens and mats

Appendix D.3 Current Site Refurbishment Costs

Overall costing assumptions

- Limited changes to building systems required – HVAC, electrical, utilities
- Assumed modifications can take place while the building is occupied – no relocation fees
- No visual, engineering and architectural assessment has been completed to inform estimate
- Main entrance renovation will require special consideration to adhere to policing standards
- \$/m2 cost estimates have been applied from 2023 published BTY Group reports ⁶¹

EPD Costs for all of the changes

- Interior wall removals (4), new wall installation (1), finishing activities including electrical allowance. Assume \$50,000
- Main entrance = \$140,000
- Total: \$190k

Costs for main entrance only

- ~50m2 of area required to be modified to meet reception policing front entrance requirements. Assume \$2,800/m2 = \$140,000

⁶¹ Market Intelligence Report on Canada's construction industry 2023

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CONSULTING

 **CORNERSTONE**
planning group