Project Charter

Project Title: West Shore RCMP Detachment Expansion
Date: September 5, 2025
Version: FINAL

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1. Project Purpose and Justification

The West Shore RCMP Detachment Expansion Project addresses the urgent need for modern, expanded police facilities to meet policing and public safety requirements through 2045 for the Cities of Langford, Colwood, the Town of View Royal and District of Metchosin, while also supporting provincial RCMP services to surrounding communities (e.g., District of Highlands, and First Nations).

The current detachment, built in the 1960s and 1990s, is undersized and unable to accommodate projected growth from approximately 147 full-time equivalents (FTE) to 281 FTE by 2045. The expansion is required to ensure compliance with the BC Police Act obligations for "adequate accommodation," maintain operational effectiveness, and improve officer and public safety.

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2. Project Objectives

Primary Objectives:

1. **Construct a ~92,000–94,400 sq. ft. detachment** on the current 698 Atkins Avenue site, the new facility (estimated at 67,000 sq.ft.) integrated with the retained/renovated1999 building on the demolished 1960s footprint.
2. **Post Disaster -** New construction built to this standard
3. **Achieve full operational readiness** by meeting RCMP facility standards, security requirements, and future growth capacity through at least 2045.
4. **Operational Continuity** - Minimize disruption to ongoing RCMP operations during the entire project.
5. **Deliver within budget -** total capital cost not to exceed $103 million without Council approval from all funding municipalities.
6. **Ensure governance equity** - establish and operate under a joint governance model with equal municipal representation and transparent decision-making.
7. **Protect municipal financial sustainability** by controlling debt exposure, securing cost recovery from non-contributing beneficiaries, and managing cost escalation risks by leveraging the IPD practice and contractual structure

Secondary Objectives:

- Incorporate sustainable design principles and support long-term asset management planning.
- Enhance community trust through transparent reporting and public engagement.
- Demonstrated use of Integrated Project Delivery (IPD) as a better value delivery model.

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3. High-Level Project Description

Scope Includes:

- Demolition of the 1960s building.
- Construction of a new multi-story building and the integration with the retained and renovated 1999 building.
- To include parking, detention cells, interview rooms, evidence storage, administration offices, and operational support areas per RCMP specifications.
- Site development includes additional parking (on adjacent acquired lands) and perimeters.
- Technology, communications, and security systems installation per RCMP specifications.
- Furniture, fixtures, and equipment (FF&E) for operational needs, as agreed with OIC.
- Temporary 'swing space'
- Land Acquisition

Out of Scope:

- Changes to RCMP staffing levels or policing models.
- Off-site roadway or unrelated utility improvements not directly tied to the RCMP facility.

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4. High-Level Requirements

- Facility design must meet RCMP "E" Division accommodation standards.
- Compliance with BC Building Code and national code per RCMP, fire and life safety codes, accessibility standards, and applicable municipal bylaws.
- Adherence to Integrated Project Delivery (IPD) processes, including Target Value Delivery and collaborative risk/reward sharing.
- Ability to adapt space for phased RCMP staffing increases.
- Provide surplus leasable space until required by RCMP, with rental revenues credited proportionally to Owner Municipalities.

4a. High-Level Deliverables

Key outputs delivered by the project would include:

- Demolition of existing 1960s building and site preparation.
- Construction and renovation of the combined ~92,000–94,400 sq. ft. detachment, new build integrated with retained and appropriately renovated 1999 building.
- Integration of secure parking, detention areas, and operational facilities per RCMP standards.
- Integration of technology, communications, and security systems.
- Completion of landscaping, site security, and parking on adjacent acquired lands.
- Commissioning and occupancy readiness including all required inspections and approvals.
- Final title transfer from CRD to municipal partners upon debt repayment.

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5. High-Level Risks

Risk	Description	Potential Impact	Mitigation
Cost escalation beyond $103M cap	Inflation, market volatility, or scope creep	Contingencies consumed, Partner profits reduced / consumed, Increased municipal debt burden	IPD Process, Fixed budget cap, value engineering, approval for overruns
Governance imbalance	Langford as lead without binding joint governance could override partner interests	Loss of financial control and equitable decision-making	Formalizing Steering Committee responsibilities, validation agreement required
Legal/contractual misalignment	MOU or ownership terms not consistent with Police Act or existing agreements	Legal disputes, financial exposure	Provincial legal review, formalized agreements

Operational disruption	Construction impacts ongoing RCMP services	Reduced policing effectiveness	Phased construction, operational continuity planning
No cost recovery from other beneficiaries	Metchosin and provincial RCMP not contributing to capital costs	Partners subsidize non-contributors	Cost recovery with rent, advocate for provincial contributions or lease agreements, additional grant exploration

6. Summary Milestone Schedule

Milestone	Target Date
Validation Phase completion & final cost confirmation	October 2025
Council approvals of revised MOU & borrowing bylaws	Q4 2025
Tender & contract award (IPD construction phase)	Q1 2026
Construction starts	Q2 2026
Substantial completion	Q4 2028
Operational occupancy	Q1 2029

7. Summary Budget

- **Total Project Budget (cap):** $103M
  - Base design & construction estimate: $87.5M
  - Land Acquisition: approximately $6M
  - Contingency & Owner Costs: Up to $9.5M
- **Municipal shares:** Approx. Langford 60%, Colwood 24%, View Royal 16%, adjusted annually by 50% population / 50% property assessment formula.
- **Financing:** CRD borrowing through MFA, 25-year amortization.

8. Project Approval Requirements

- Approval of Validation Agreement by Langford, Colwood, and View Royal Councils for final project budget, schedule, and scope
- Support of the MOU CRD financing terms.
- CRD Board approval of service establishment and loan authorization bylaws, with Inspector of Municipalities approval.
- Municipalities would be responsible for their own loan authorization bylaws should the CRD financing not proceed.

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9. Key Stakeholders

Owner - Municipalities:

- City of Langford
- City of Colwood
- Town of View Royal

Other Stakeholders:

- Capital Regional District (financing and interim ownership)
- Royal Canadian Mounted Police (E-division, OIC as end user)
- Province of British Columbia (policing oversight and policing for municipalities with population under 5000 and First Nations)
- Residents and businesses of all partner municipalities
- District of Metchosin

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10. Project Governance

All external and inter-municipal communications will be coordinated through the CAOs to the Communications Committee (comprised of the Mayors).

Proposed Structure:

- **Mayors & Council:**
  - Langford, Colwood, View Royal
  - Approval authority over Funding, MOU, CRD Subregional service and IPD Team Validation Agreement to proceed.
- **Steering Committee:**

  - Equal municipal representation (CAO's) with authority over project budget, scope, schedule, and strategic issues.
  - RCMP OIC while not a member of this steering committee, will be invited to participate as relevant/appropriate
  - Responsible for providing quarterly updates to mayors and council.
- **IPD Senior Management Team (SMT)**:
  - Contractual oversight of IPD agreement.
- **IPD Project Management Team (PMT)**:
  - Day-to-day project delivery oversight.
- **Inter-Municipal Dispute Resolution:**
  - Mediation, then binding arbitration with support if unresolved.

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11. Project Management & Authority

The Project Sponsor(s) are the Chief Administrative Officers (CAOs) of Langford, Colwood, and View Royal. The Sponsors provide strategic oversight, secure required approvals, ensure alignment with municipal objectives, and are accountable for ensuring the project delivers the agreed outcomes. Project management will be delivered according to the IPD practices and governed by the CCDC 30-2025 contract. The Sponsors also function as escalation points for resolving inter-municipal or strategic issues.

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12. Approval Signatures

Name / Title	Signature Date
Mayor – City of Langford	
Mayor – City of Colwood	
Mayor – Town of View Royal	

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13. Responsibility Assignment Matrix (RACI)

Activity Legend Used Here:

R - Responsible	Does the work to complete the task.

A - Accountable	Ultimately answerable for the correct completion of the task; approves/signs off.
C - Consulted	Provides input based on expertise or stakeholder interest.
I - Informed	Kept up to date on progress, decisions, and outcomes.
N / A	Activity listed is not applicable for the entity list

Entity Legend:

SC	Steering Committee
Langford, Colwood, View Royal	Indicating Mayors & Council for Each Municipality
CRD	Capital Regional District
SMT	IPD Senior Management Team (Includes Owner)
PMT	IPD Project Management Team (Includes Owner)

Governance & Decision-Making Activities

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Final approval of MOU terms	C	A	A	A	C	C	N/A	N/A
Approval of final project budget & scope	R	A	A	A	C	C	I	I
Approval of major change orders (> threshold)	R	A	A	A	C	C	I	I
Dispute resolution (inter-municipal)	C	R (A)	R (A)	R (A)	C	C	N/A	N/A

Establishment of post-construction governance	R	A	A	A	C	C	I	I

Financial & Contractual Control

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Approval of overall borrowing limit	R	A	A	A	R	I	N/A	N/A
Loan administration & requisitions	R	I	I	I	R	I	N/A	N/A
IPD Team Profit Release (Milestone Achievements)	A	I	I	I	I	I	A	R
Financial reporting to Owners	A	R	I	I	I	I	C	R
Independent audits (Post-mortem if required)	A	C	C	C	R	I	C	I

Design & Construction Management (IPD Process)

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Validation Report	R	A	A	A	I	C	A	R
IPD contract execution (CCDC 30 – 2025)	A	R	C	C	C	I	R	R

Appointment of Owner's SMT & PMT representatives	R	A	A	A	I	I	I	I
Scope definition & design approval	R	A	A	A	I	C	A	R
Schedule baseline approval	R	A	A	A	I	C	A	R
Target Value Delivery decisions	C	C	C	C	I	C	A	R
Day-to-day project coordination	I	I	I	I	I	C	A	R

Risk, Quality & Compliance

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Approval of risk management plan	R	A	A	A	I	C	A	R
Safety & regulatory compliance monitoring	I	I	I	I	I	C	A	R
Quality control sign-offs	C	C	C	C	I	R	A	R
RCMP accommodation standards compliance	C	C	C	C	I	R	A	R

Communications & Stakeholder Engagement

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Public communications framework approval	R	A	A	A	C	C	C	C
Regular public progress updates	A	A	A	A	I	I	C	R
Owner council reporting (quarterly)	R	A	A	A	I	I	C	R
Engagement with non-contributing beneficiaries	R	I	I	I	I	R	N/A	N/A

Post-Construction Operations & Asset Management

Activity	SC	Langford	Colwood	View Royal	CRD	RCMP	SMT	PMT
Establishment of Detachment Management Committee	R	A	A	A	A	C	N/A	N/A
Approval of long-term capital maintenance plan	R	A	A	A	A	C	N/A	N/A
Allocation of lease revenue from surplus space	R	A	A	A	I	I	N/A	N/A
Ownership title transfer	A	A	A	A	R	I	N/A	N/A

This embedded RACI ensures clear accountability across all owners for inter-municipality collaboration across all project phases.

This RACI is intended to be in alignment with the Integrated Project Delivery (IPD) practices and contractual agreements that require design and construction parties to the contract (non-owner signatories) to operate with joint responsibility to the collective project results, placing their company profits at risk as part of the shared risk/reward model.

While the IPD practice has not been thoroughly studied and integrated within the Project Management Institute (PMI) organization and model, it is recognized as a collaborative contract alternative.

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14. Assumptions

- CRD borrowing and service establishment bylaws will receive all necessary approvals, including the Inspector of Municipalities.
- All Owner municipalities will approve the revised MOU with the governance, cost control, and ownership provisions outlined.
- RCMP operational needs remain consistent with current E-Division accommodation standards.

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15. Constraints

- Total capital budget capped at $103 million without Council approval of all partners.
- Construction must proceed on an active RCMP detachment site with minimal operational disruption.
- Debt servicing terms are set at 25 years, requiring fixed annual municipal requisitions.
- Compliance with all BC statutory requirements for municipal infrastructure projects.

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16. Success Criteria

- That the relationship between Colwood, Langford and View Royal is paramount and the relationship should take precedence over and above this project
- Facility operational by Q1 2029 (or sooner) with full RCMP occupancy.
- Meets or exceed RCMP E-Division accommodation standards and BC Building Code requirements.
- Delivered within approved capital budget and debt servicing plan.

- Governance structure (Steering Committee, SMT, PMT) functions per approved RACI without unresolved inter-municipal disputes.
- Exceeds community standards on establishing a welcoming and inclusive street presence with appropriate accessibility conditions
- Achieves sustainable design targets as determined during Validation phase agreement (e.g., LEED certification or equivalent if adopted).
- Public reporting commitments met quarterly during construction.

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17. Legislative and Regulatory Compliance

- BC Police Act (municipal policing accommodation duties; provincial enforcement powers if unmet) including Sections 15, and 17 (policing standards and adequacy of accommodation).
- Community Charter, Sections 173–175 (liabilities, expenditures, long-term commitments), Section 181–182 (borrowing through regional district), including Section 174 (non-delegable borrowing powers).
- Local Government Act (regional service establishment, borrowing bylaws, AAP, or referendum requirements) including Sections 407–409 (loan authorization bylaws).
- Municipal Police Unit Agreement (MPUA) obligations for RCMP accommodation.
- BC Building Code and related fire, seismic, and accessibility provisions, 2024 BC Building Code edition.
- Workers Compensation Act and WorkSafeBC Regulations (site safety) Prime Contractor designation and compliance with site safety program requirements.
- Environmental Management Act (waste disposal, hazardous material handling).
- Freedom of Information and Protection of Privacy Act (FOIPPA) for public transparency.
- Accessibility British Columbia Act for inclusive facility design.
- Applicable CRD bylaws and procurement policies.
- All RCMP facility and security standards for operational readiness.

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18. Key Performance Indicators (KPIs)

These criteria will be developed and monitored as stipulated in the validation agreement and in alignment with the CCDC 30 – 2025 contract to ensure IPD team compliance. KPI's are a part of the ongoing IPD management with the PMT and SMT and reviews will be conducted quarterly by the Steering Committee with the results published in public progress reports as indicated above.

- **Milestone Variance** – Management of the critical milestones updated monthly (highest priority on the achievement events that implicate profit release), with a focus on pulling

schedule ahead and agile course correction using the Lean Project Delivery methods. Target is to meet or exceed milestone plan as stipulated in the validation agreement.

- **Percent Planned Complete** – Last Planner System reliability executional metric that monitors the network of commitments within an integrated project including design completion to construction milestone achievement in a work-flow based system with a focus on pulling schedule ahead and alignment of all resources to maximize risk mitigation.

- **Base Target Cost to ECAC Variance** – variance between the base target cost and estimated cost at completion (ECAC) which monitors spending progress without profit included.
    - If this variance is over budget, the difference is absorbed by the IPD non-owner parties' profit at risk. If the variance is under budget, there is an opportunity for owner's additional savings for the owner to re-invest in the project as an Added Value Incentive Item (AVII)

- **Condition of Satisfaction (COS) and Performance Requirements management** - thorough quarterly process post Validation to ensure scope management is focused on 'Best for Project.' This will be assessed through both qualitative and quantitative measures as stipulated in the validation agreement. All COS defined terms are expected to be at 100% achievement as defined in the validation agreement. This would include the following:
    - IPD Team Performance metrics regarding Safety and Quality performance criteria must be achieved as stipulated in the validation agreement. This includes safety performance of number of lost-time incidents per 200,000 work hours at a zero target.
    - Sustainability Target Achievement – percentage of agreed sustainable design objectives as stipulated in the validation agreement met to 100%.
    - Operational Readiness – number of critical deficiencies identified at commissioning with a target of zero.

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19. Project Closure & Handover

Project closure will occur when all contractual deliverables are met, the RCMP has formally accepted the facility, and all deficiencies are resolved. The Steering Committee will approve closure based on a completion report from the IPD Project Management and

Senior Management Team, including summarizing the reconciliation of the approved validation agreement, actual final target cost, final schedule, KPI outcomes, and lessons learned.

Ownership title transfer from the CRD to municipal partners, post-debt repayment, will complete the handover process.

CITY OF LANGFORD
by its authorized signatories:

Name: SCOTT GOODMANSON
MAYOR

Name: DARREN KIEDYK
CHIEF ADMINISTRATIVE OFFICER

Date _____

CITY OF COLWOOD
by its authorized signatories:

_____
Name:

_____
Name:

Date _____

TOWN OF VIEW ROYAL
by its authorized signatories:

_____
Name:

_____
Name:

Date _____