

**REPORT TO CAPITAL REGIONAL DISTRICT BOARD
MEETING OF WEDNESDAY, NOVEMBER 12, 2025**

SUBJECT **West Shore RCMP Detachment Expansion Service Establishment and Loan Authorization Bylaws**

ISSUE SUMMARY

This report brings forward two bylaws: a Service Establishment Bylaw to create a sub-regional service with Colwood, Langford and View Royal to enable the expansion of the West Shore RCMP detachment; and a Loan Authorization Bylaw to permit borrowing of up to \$103 million for construction of the project, located at 698 Atkins Avenue in Langford.

BACKGROUND

The West Shore RCMP Detachment is housed at 698 Atkins Avenue in Langford on land owned jointly by the City of Langford (46.32%), the City of Colwood (35.08%) and the Town of View Royal (18.60%). The existing facility is approximately 37,000 ft² (10,600 ft² from the 1960s building and 26,400 ft² from the 1999 addition) and serves Langford, Colwood, View Royal, Highlands, Metchosin, Songhees Nation and Kosapsum (Esquimalt) Nation.

The detachment is now operating at capacity, despite previous upgrades. Due to population growth and evolving policing requirements (specialized units and modern technology), a larger fit-for-purpose facility is required to ensure compliance with the BC *Police Act*, maintain operational effectiveness, and improve officer and public safety.

The three municipalities (Colwood, Langford and View Royal) engaged WA Architects and Colliers Project Leaders in 2020 to conduct site surveys, space-needs analyses conceptual designs and an options review for redevelopment versus relocation. The analyses concluded that redeveloping (expanding to between 92,000 and 94,000 ft²) the existing site would best meet the 20-year growth horizon. Early construction cost estimates total \$82 million; applying a standard 25% contingency yields a project ceiling of \$103 million.

In February 2023 the municipalities established a Joint Police Facilities Steering Committee to finalize scope and preliminaries. Each council then passed a resolution asking the CRD to create a sub-regional “Building Service” to debt-finance this expansion.

On July 10, 2025, the CRD Board received a report with letters from the three municipalities requesting CRD's assistance in establishing a sub-regional service (Appendix B). At that meeting, the Board passed the following motion:

That CRD continue to engage in discussions with staff from the municipalities of Colwood, Langford and View Royal to explore the creation of a sub-regional service to expand the West Shore RCMP detachment.

The four parties continued to engage in discussions that culminated in drafting a Memorandum of Understanding (MOU), attached at Appendix A. Under the proposed agreement, the CRD would borrow \$103 million through the Municipal Finance Authority (MFA) and transfer those

funds to the City of Langford in trust, with the CRD retaining title to the completed building until repayment. Langford would manage land acquisition, design, construction, lien and insurance requirements; once those obligations are satisfied, full ownership would revert to the municipalities in their agreed proportions. The MOU is recommended for approval by the CRD Board.

The following bylaws are proposed:

Service Area	Action	Purpose	Bylaw
West Shore RCMP Detachment Expansion Service	Service Establishment Bylaw	To create a sub-regional service to finance the expansion of the West Shore RCMP detachment.	Bylaw No. 4692, "West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025"
West Shore RCMP Detachment Expansion Service	Loan Authorization Bylaw	To authorize borrowing up to \$103 million through the sub-regional service on behalf of Colwood, Langford and View Royal for the design and construction of the new facility.	Bylaw No. 4693, "West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025"

ALTERNATIVES

Alternative 1

1. That the West Shore RCMP Building Cost Sharing Memorandum of Understanding, attached at Appendix A, be approved;
2. That Bylaw No. 4692, "West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025", be introduced, and read a first, second, and third time;
3. That Bylaw No. 4693, "West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025", be introduced, and read a first, second, and third time; and
4. That participating area approval for Colwood, Langford and View Royal be obtained by municipal council consent-on-behalf, and if successful, that Bylaws No. 4692 and 4693 be submitted to the Inspector of Municipalities for approval.

Alternative 2

1. That the West Shore RCMP Building Cost Sharing Memorandum of Understanding, attached at Appendix A, be approved;
2. That Bylaw No. 4692, "West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025", be introduced, and read a first, second, and third time;
3. That Bylaw No. 4693, "West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025", be introduced, and read a first, second, and third time;
4. That Bylaw No. 4692 and 4693 be submitted to the Inspector of Municipalities for approval; and

5. That upon Inspector approval, participating area approval be obtained for the entire service area by alternative approval process.

Alternative 3

That the report be referred back to staff for additional information.

IMPLICATIONS

Legislative

Adoption of the Service Establishment and Loan Authorization bylaws requires three readings by the Board and participating area approval in Colwood, Langford and View Royal. This can occur via referendum, a sub-regional alternative approval process (AAP), or by municipal council consent on behalf of electors.

Municipal council consent on behalf is the recommended approval process in this instance. The request to create the sub-regional service was initiated by resolution of the municipal councils and the RCMP detachment expansion is necessary to provide the infrastructure to support public safety in the West Shore service area. For council consent on behalf, the municipal councils of Langford, Highlands and View Royal must each consent by resolution to the Service Establishment and Loan Authorization Bylaws, or alternatively if the council wishes to engage the public it may elect to undertake individual AAPs or referendums to obtain consent of the electors. Where each municipal council undertakes its own consent process, all three process must be successful for the bylaws to move forward.

Alternately the Board could endorse approval by way of a sub-regional AAP for the entire service area. While this approach has the benefit of a single approval process for all three participants, it requires approximately 6-months to complete, it would require more staff time to execute and is more costly to undertake than municipal council consent on behalf, by way of council resolution. Any costs incurred during the AAP process would be recovered back from the service once established.

Once participating area approval is obtained, the bylaws must be submitted to the Inspector of Municipalities for approval before returning to the CRD Board for adoption.

Financial

Once the service is established, a Financial Plan amendment will need to be enacted and approved to add planned expenditures for the service. The Loan Authorization Bylaw permits borrowing up to \$103 million from the MFA. Debt servicing costs will be recovered through requisition apportioned equally between property value and population across Colwood, Langford and View Royal.

Before adoption by the Board, a loan authorization bylaw requires three readings, elector approval and approval by the Inspector of Municipalities. Upon final approval, borrowings of \$103 million will be authorized and timing dependent, staff will advance either a temporary borrowing or security issue bylaw and any required amendments to the financial plan.

With MFABC's current indicative interest rate for a 25-year amortization term at 4.56%, the

estimated annual long-term debt servicing payments (principal and interest) are \$7.3 million. The total cost of financing are expected to be approximately \$183 million.

Colwood, Langford and View Royal will each remit their share of all debt servicing costs to the CRD through requisition or by invoice. CRD will hold the title to the facility until the loan is fully repaid. This structure ensures all financing requirements are met and that costs are borne consistently by the three participating municipalities.

Once the bylaws are approved by the Inspector and adopted by the Board, a Temporary Borrowing Bylaw may be introduced to fund cash-flow until long-term financing is arranged.

In accordance with section 339(1) of the Local Government Act, the maximum amount that may be requisitioned annually for the cost of the service is the greater of:

- (a) \$9,100,000 or
- (b) An amount equal to the amount that could be raised by a property value tax of \$0.28782 per one thousand dollars (\$1,000) that, when applied to the net taxable value of land and improvements in the service area, will yield the maximum amount that may be requisitioned for the service.

With a project cost estimate of \$103 million, including contingency, the annual operating budget impact is projected to be \$9.1 million. Other associated costs with the facility have not been quantified at this stage.

Service Delivery

Establishment of the Building Service enables the CRD to act as the owner of the new facility until loan repayment, while Langford remains responsible for design, construction and ongoing operations. This structure preserves operational continuity for policing services and allows the three municipalities to cooperate through a sub-regional service structure, while still maintaining decision-making control over the construction and operation of the facility. Additional details about how the parties will manage the construction and operation of the facilities are outlined in the MOU at Appendix A.

Risk and Governance

The MOU obligates the CRD and the municipalities to adhere to the agreed cost-sharing and governance framework. Failure to secure elector assent or provincial approval would delay project financing and could jeopardize the delivery timeline. Joint ongoing oversight through the Steering Committee will help mitigate schedule and cost risks.

CONCLUSION

The municipalities of Langford, Colwood and View Royal support the establishment of a sub-regional service that will enable the construction of an expanded West Shore RCMP detachment in Langford that will service the West Shore communities as well as the Songhees and Kosapsum Nations. Two bylaws are being presented for introduction and readings by the Board: Bylaw No.

4692, “West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025,” and Bylaw No. 4693, “West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025”. These bylaws are required to establish the sub-regional service and authorize borrowing of up to \$103 million to fund the expansion.

RECOMMENDATION

1. That the West Shore RCMP Building Cost Sharing Memorandum of Understanding, attached at Appendix A, be approved;
2. That Bylaw No. 4692, “West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025”, be introduced, and read a first, second, and third time;
3. That Bylaw No. 4693, “West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025”, be introduced, and read a first, second, and third time; and
4. That participating area approval for Colwood, Langford and View Royal be obtained by municipal council consent-on-behalf, and if successful, that Bylaws No. 4692 and 4693 be submitted to the Inspector of Municipalities for approval.

Submitted by:	Kristen Morley, J.D., General Manager, Corporate Services & Corporate Officer
Concurrence:	Nelson Chan, MBA, FCPA, FCMA, Chief Financial Officer, GM Finance & IT
Concurrence:	Ted Robbins, B. Sc., C. Tech., Chief Administrative Officer

ATTACHMENTS

Appendix A: West Shore RCMP Building Cost Sharing Memorandum of Understanding

Appendix B: Staff Report July 10, 2024, “Creation of a Sub-regional Service for Expansion of the West Shore RCMP Detachment”

Appendix C: Bylaw No. 4692, “West Shore RCMP Detachment Expansion Service Establishment Bylaw No. 1, 2025”

Appendix D: Bylaw No. 4693, “West Shore RCMP Detachment Expansion Loan Authorization Bylaw No. 1, 2025”