



City of Richmond

Report to Committee

To: Community Safety Committee

*to Community Safety - Apr 12, 2005.*  
Date: March 23, 2005

From: George Duncan  
Chief Administrative Officer

File: *09-5355-01*

Re: **Change in the relationship between the City and the City's RCMP Detachment**

**Staff Recommendation**

That the report from staff regarding the changes in the relationship between the City and the City's RCMP Detachment be received for information and forwarded to the Lower Mainland District Officer and the Commanding Officer "E" Division.

George Duncan  
Chief Administrative Officer

| FOR ORIGINATING DIVISION USE ONLY |   |                             |
|-----------------------------------|---|-----------------------------|
| <b>ROUTED TO:</b>                 | <b>CONCURRENCE</b>                      |                             |
| R.C.M.P.....                      | Y <input checked="" type="checkbox"/>   | N <input type="checkbox"/>  |
| <b>REVIEWED BY TAG</b>            | YES <input checked="" type="checkbox"/> | NO <input type="checkbox"/> |

## Staff Report

### Origin

Towards the end of 1999, "E" Division announced the "BC Policing Study", a 2-year study of RCMP policing in BC. Asst. Comm. Gary Forbes was appointed to head the study. After initial discussions with Asst. Comm. Forbes it was decided that the early focus of the study would be the contracting partners within the Greater Vancouver area.

In April 2000, a staff working group having representation from across the Greater Vancouver region and chaired by George Duncan, Richmond's CAO prepared a discussion paper outlining the primary issues municipal clients wanted addressed by the BC Policing Study. These issues focused on a new working relationship with the RCMP, improved financial performance and how the RCMP could more closely align their operations with municipal needs.

This report is intended to provide Council with an accounting of the changes in the working relationship between the City's RCMP detachment and the City since that initial Policing Study was undertaken. It is also recommended that this report be forwarded to the Lower Mainland District Officer and the Commanding Officer "E" Division, as an example of the gains that have been made in our municipality toward a model municipal RCMP detachment.

### Analysis

The relationship between the RCMP and the City continues to grow and flourish since the inception of the BC Policing Study in 2000. At that time the RCMP "E" Div. recognized that to continue municipal policing in BC's large urban centres, a change in their approach to municipal policing had to occur.

Up until 2000, the RCMP utilized what could be characterized as a "professional" model of policing. This model was based on the assumption that police were the experts in policing and therefore did not need to consult with their clients regarding the needs of the City. The detachment operated in isolation, police officers were rarely seen in City Hall, and there was minimal communication and consultation with Mayor and Council, or City staff. There was considerable conflict over budgets and expenses, and the detachment functioned independent of the City's formal budget process. It should be noted that this was not uncharacteristic of detachments at the time, or in any way is meant to suggest the Richmond detachment's performance in policing the City was at issue.

The impact of this model on the City was that management at the detachment were making decisions in isolation. Council was not being consulted about potential changes, nor were they informed once changes had occurred. For example, programs that were designed to deliver a community service would be implemented by the detachment with corresponding staff resources assigned and Council's approval for additional funding support, and then discontinued with the staff resources reassigned to another area without notification to Council. Members would be temporarily pulled from the detachment when needed for federal policing or other similar assignments, without notification or backfilling of positions. "E" Division would increase the police budget and overhead charges without consulting with their municipal partners. There was a lack of understanding by both the RCMP and the City about each other's processes, functions, and organizational cultures.

Policing is the responsibility of the police, it is not the desire of the City to have the ability to direct core policing service functions. However, there is a need for consultation and constant communication. Changes in the finances and administrative functions, prevention and education initiatives, changes in criminal trends, and community related programs and services are examples of areas that the RCMP should inform and consult with Council and City staff.

Over the past five years a shift in the relationship between the detachment and the City has occurred, marked by the following milestones:

### **Significant Milestones**

- April 2000 BC Policing Study initiated
- April 2000 Staff Working Group appointed, Chaired by Richmond CAO, George Duncan
- June 2000 Staff Working Group, identifies Municipal Client Primary Issues to be addressed by Policing Study
- February 2001 Creation of Community Safety Division
- February 2001 City Participation in Selection of OIC and Senior Officers
- March 2001 Creation of Community Safety Committee
- June 2001 RCMP Lower Mainland District formed, and Lower Mainland District Officer appointed
- December 2002 Richmond Detachment first 5 Year Policing Plan (aligned with the City's Corporate Plan) presented to Council
- January 2004 SOS (Safety Operations Steering) Team formed
- February 2004 Joint City RCMP Leadership Team formed

The changes at the City's detachment can be attributed to a number of factors:

- the creation of the Lower Mainland District,
- the influence of Council's vision for Community Safety, and
- the influence of the current management team at the detachment

Since 2000, the RCMP's organizational structure in the Lower Mainland has undergone significant change. In June 2001, the Lower Mainland District was formed, which had the effect of putting the RCMP detachments across the Lower Mainland under direct control of a senior RCMP officer, Assistant Commissioner Gary Forbes. This new structure acknowledged that the needs of large urban centres, such as the Lower Mainland, were distinct and different from small communities and rural areas, and as such, required a dedicated team to manage policing.

The formation of the Community Safety Division in February, 2001 signalled a change in the City's approach to the delivery of safety services. The vision that the RCMP, Fire Rescue, Community Bylaws and Emergency Programs would form one division for a seamless coordination of services, was what attracted the detachment's current OIC, Superintendent Clapham to come to Richmond.

As a result of his influence, his management team embraced the concept of community safety, driving a substantial organizational and cultural change throughout the detachment. This organizational change is due in large part to an intensive leadership training program initiated by the management team. Superintendent Clapham has referred to the current model employed by the detachment as being the “Community Safety” model of policing. This philosophy is that the RCMP detachment must work with many different partners on programs, task forces and initiatives to improve the safety of the community. It is worthwhile noting that the City now participates directly in the selection for senior officers (OIC and Inspectors) coming to our detachment, thereby ensuring this change in philosophy will be sustained.

An outcome of this change is regular communication and consultation with the client (the City) both formal and informal through Community Safety Committee, the Joint City RCMP Leadership Team and the SOS Team. The Community Safety Committee is perceived by the detachment as an ideal reporting structure, functioning in lieu of a Police Board by allowing the detachment to discuss and gain input from Committee on strategic and operational issues. The Joint City RCMP Leadership Team and the SOS Team ensure the team based approach initiated with the Community Safety Division continues.

The Joint City RCMP Leadership Team is made up of senior staff from both the City and the RCMP that meet regularly to discuss joint long term planning, finance and human resource issues. Recent outcomes of this collaborative approach include:

- A more collaborative budget process which resulted in the RCMP receiving approval for additional municipal employees to work at the Community Policing Stations, thereby freeing up RCMP members for policing duties.
- The RCMP identifying a discrepancy between their fees for service and other detachment’s fees, resulting an anticipated increase in revenue to the City.
- City and RCMP staff co-writing the Children and Youth Asset Building Strategy report to Council.
- RCMP officers being trained to write and issue City Bylaw Tickets.

The SOS Team is a multi safety agency team that includes City departments, Fire Rescue, RCMP and BC Ambulance Service and deals with tactical safety issues such as:

- Potential safety and security concerns regarding the rapid transit line coming to Richmond.
- Yearly planning for Halloween night safety concerns.
- Safety issues related to the Richmond Night Market – a summer long event that draws up to 14,000 visitors in an evening.

Rather than operating in a siloed environment, members of the detachment regularly work with Fire Rescue, Community Bylaws, BC Ambulance and many other outside partners. Examples of joint initiatives are:

- RCMP’s Positive Tickets program developed and implemented in partnership with the City, whereby RCMP members hand out tickets for free activities such as swimming or skating passes to youth caught doing something positive in the community.
- RCMP Press Releases consistently reference the RCMP’s strong partnership with the City as important to maintaining a safe community.
- Town Hall meetings held in several locations across the community jointly hosted by the RCMP and other community partners as a forum for neighbourhood discussion.

- Joint Liquor Inspection Team.
- The City's Emergency Program staff working the RCMP's Block Watch on a number of training initiatives for businesses and the community.
- Green Clean Team – a multi agency team tasked with combating grow ops through educating owners and landlords to recognize the signs of marijuana cultivation.
- Joint City RCMP Street Racing Task Force.
- PFA - the interagency EComm radio communications channel and protocol implemented in Richmond by the RCMP, Fire Rescue and Ambulance. It is worth noting Richmond is the only municipality in BC currently using this channel.
- Richmond Substance Abuse Task Force, including the RCMP's DARE program offered to grade 5 students across the City.
- Richmond Safe Communities Alliance, a network of Richmond agencies dedicated to making Richmond a safe place to live, work and play.

In November, 2004 an audit team from the Office of the Auditor General of Canada met with the CAO, the General Manager, Human Resources and the Director, Finance, as part of Phase I of a performance audit of the RCMP's contract policing across Canada. The purpose of the meeting was to discuss the City's perception of the Richmond RCMP Detachment's performance. During the meeting it became obvious to the Audit team that the relationship between the City and the Richmond Detachment was distinctly different from the other jurisdictions they were interviewing. They were interested to learn about the initiatives undertaken by the partners to improve the relationship, such as the City's participation in the selection of Senior Officers at the Detachment, and the establishment of the Joint City RCMP Leadership Team.

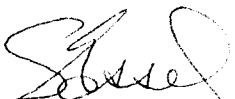
The outcome of this meeting was that the audit team decided it would be essential to include the Richmond Detachment as one of the five detachments from the Pacific Region (BC and the Yukon) participating in Phase II of the audit being conducted this Spring. Upon hearing about the nature of this report the audit team has requested a copy to include as evidence in their report. The audit team will be reporting their findings to Parliament in November, 2005. A copy of their report will be provided to the City at this time.

### **Financial Impact**

There is no financial impact associated with this report.

### **Conclusion**

As the relationship between City staff and the detachment members progresses we both have a much better understanding of each other's cultures and how each other's organizations, systems and processes function. It is staff's perception that the City's detachment is a model for how a municipal RCMP detachment should work with its municipal client.



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