



**To:** Community Safety Committee **Date:** May 16, 2006  
**From:** Phyllis L. Carlyle **File:**  
 General Manager, Law & Community Safety  
**Re: Terms of Reference – Review of Alternative Models for the Delivery of Police Services**

**Staff Recommendation**

That the Terms of Reference for the Alternative Models for the Delivery of Police Services be approved.

Phyllis L. Carlyle  
 General Manager, Law & Community Safety  
 (4104)

Att. 1

<b>REVIEWED BY CAO</b>	YES	NO
	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>REVIEWED BY TAG</b>	YES	NO
	<input checked="" type="checkbox"/>	<input type="checkbox"/>

## Staff Report

### Origin

On April 24, 2006 Council directed staff to undertake a review of the options available for the delivery of policing in Richmond and to report on the resources required to complete the review.

The purpose of this report is to propose the Terms of Reference and the resources required, (*Attachment 1*).

### Analysis

Policing in the lower mainland is in the midst of significant change. The RCMP's Lower Mainland District (LMD) has integrated homicide investigations and emergency response, and will be advancing business cases to integrate a number of other services, including forensic identification services and the dog squad. Municipal police forces, as well, are looking for ways to work more closely with other police agencies. For example, Delta, New Westminster and Port Moody share an emergency response team, while Vancouver is exploring a regional police force. Vancouver Police Chief Graham was recently quoted in the media saying a business case will be ready within six months. As policing costs continue to rise across the region, Council will be asked to make decisions about how the community will be policed, therefore requiring the appropriate information and background to make these future decisions.

The objective of the review is to provide Council with the analytical tools to respond to policing demands by determining the most appropriate model for policing the community of Richmond. The ultimate model will provide Council with the greatest control over costs through a suitable governance structure and appropriate management of service delivery. The review will include a thorough analysis of the benefits and drawbacks of the various options, including:

1. a contract with the RCMP for policing
2. an independent municipal police force
3. contracting with another municipal police force
4. a regional police force or
5. a hybrid of any of the above

The Review would be conducted in three phases and would take approximately one year to complete. The one year period is typical of the time frame normally required for these types of comprehensive reviews.

Phase	Purpose	Completion
Phase 1	Assemble necessary resources and develop a workplan	October 2006
Phase 2	Research and Analysis	March 2007
Phase 3	Recommendations and Final Report	May 2007

Phase 1 has commenced with a brief analysis performed of how this type of review might be undertaken and to determine the necessary resources to conduct the review.

Initial work included discussions with Umendra Mital, former CAO, City of Surrey and Vivienne Wilke GM, Finance, Technology & HR, City of Surrey, regarding the Review of Police Services Options commissioned by Surrey in 2001. Also, a meeting with Detachment OIC Ward Clapham, LMD Commander Al Macintyre and LMD Client Services Officer Wayne Sutherland regarding how the RCMP can assist in providing information for the review. The RCMP has indicated that they will assist with the review and have assigned personnel to provide the complex statistical information that will be required.

These initial discussions and research on major restructurings of other police forces, including a review of the Surrey report and historical Richmond reports, indicate a review of this magnitude is highly complex and resource intensive. To ensure the Review is adequately resourced, the following requirements have been identified:

- An internal Project Manager responsible for the overall management of the review and to liaison with Corporate Communications to ensure key stakeholders are kept abreast of progress. Approximately 40% of the Project Manager's time will be allocated to the review.
- External consultants with specific expertise in the area of policing governance, service delivery comparisons and costing models to carry out the majority of the research and analysis, under the direction of the Project Manager.
- A Police Review Steering Committee to provide a high level response to the consultants' findings at appropriate milestones in the review process. The Steering Committee membership to be comprised of high-level stakeholders from the City, RCMP, academia and a municipal police force.
- An internal staff team, including representatives from the RCMP, to provide advice and input and be available as resources to the consultants for information regarding various aspects of the Richmond detachment or RCMP in general, such as budgets, policies, costing, governances, programs, etc. The internal staff team will meet one to two hours biweekly.
- The expertise of Corporate Communications as both a member of the internal team and to assist with communications issues on an as needed basis.
- A media relations firm to develop a strategy for proactive, timely messaging to the public.

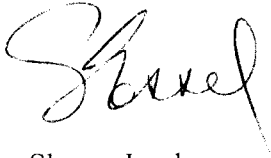
### **Financial Impact**

The total budget for the Review is projected to be between \$180,000 to \$185,000. This would include \$150,000 for management consultants who would provide a macro level analysis of the cost of each of the models to be reviewed, \$15,000 to 20,000 for media relations and \$15,000 for meeting expenses.

There is an \$800,000 surplus from the 2005 RCMP budget due, in part, to vacancies. It is anticipated there will be a similar surplus in 2006. The 2006 surplus would be used to finance the Review.

**Conclusion**

The review will ensure Council has a greater understanding of the options available for police service delivery and will have available options regarding proposals for the governance, effectiveness and efficiency of police service delivery for this community.

A handwritten signature in black ink, appearing to read "Shawn Issel". The signature is fluid and cursive, with a large initial "S" and a long, sweeping tail.

Shawn Issel  
Manager, Policy Development & Corporate Programs  
(4184)  
SI:si

# Police Review Terms of Reference

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## **Background**

The rationale for a review of options for policing is predicated on several significant issues related to policing.

- Compared to other cities across Canada, Richmond is relatively small, yet it is home to the third largest RCMP detachment in Canada. Burnaby and Surrey have the second and first largest detachments in Canada. Given that the RCMP does not have detachments in many larger urban centres, the questions must be asked - Is there a point when a city “outgrows” having an RCMP detachment? Do City priorities begin to conflict with RCMP HQ priorities? Why have other urban centres chosen a different policing model?
- Richmond is also bounded by municipal police forces to the north, south and east. Are there opportunities for synergy between these existing forces. For example, the police forces in Delta, New Westminster and Port Moody have a common ERT Team.
- The contract for the delivery of policing for B.C. municipalities that have RCMP detachments, is scheduled for the renewal in 2012. Preliminary discussions between the Province and the Federal Government for the renewal of the contract began this year without municipal involvement. The Province negotiates on behalf of municipalities with RCMP detachments. Although large Municipalities bear 90% of the costs of the policing and are directly accountable to their taxpayers, municipalities have very little input into the proceedings and do not have a place at the negotiating table. City Council has requested an involvement in these negotiations and to be prepared for these discussions it is critical that the City is fully versed on policing governance models and their accompanying costs and service delivery effectiveness.
- The Public Safety Building, which houses the RCMP, was planned to be replaced with a Community Safety Headquarters - co-locating police, fire and the City’s emergency operations centre in one facility. This is a significant investment for the City to undertake, given the space necessary and the standards to be upheld with respect to post-disaster requirements.
- The relationship between the City and the local detachment remains strong. However, concerns have been raised by Council about the consultation between the City and the Lower Mainland District RCMP, regarding the justification for regional integration initiatives and their accompanying costs.
- The policing budget now accounts for over 20% of the total City budget, with cost increases primarily in overhead, salaries, equipment, and training. The City has little input or control over the amount and the timing presents difficulties with respect to the City’s budget cycle.

Therefore, considering the significance of the issues related to the current form of service delivery, Council has decided it is prudent to consider all the options available to them.

## **Objective**

To determine the most appropriate model for policing the community of Richmond that will provide Council with the greatest control over costs and, through the appropriate governance model, the most control over service delivery given the City's population, demographics, and any other factors with a long term impact, e.g. YVR, proximity to other municipal police forces,, a new Municipal Policing Agreement.

This will be achieved by conducting a review of various options for delivery of policing services appropriate for the City of Richmond including:

1. continuing the contract with the RCMP for policing
2. transitioning to an independent municipal police force
3. contracting to another municipal police force
4. transitioning to a regional police force
5. or a hybrid of any of the above

This review will be conducted by identifying the major components of the current detachment, and defining the major components of a City of Richmond Municipal Police Department using comparable municipal police forces. Then evaluating these components against the following criteria - ability to meet community needs, governance, overall cost effectiveness, service delivery effectiveness.

## **Methodology**

This review will be conducted in three phases.

### **Phase 1**

Phase 1 consists of assembling the appropriate resources to undertake the review. This includes appointing a Project Manager, retaining consultants, assembling an internal staff team and recruiting members for a Police Review Steering Committee.

The Project Manager will be responsible for the overall management of the review reporting directly to the General Manager, Law and Community Safety. The consultants' role will be to conduct the review under the direction of the Project Manager.

The Project Manager will be responsible for assembling and Chairing the internal staff team that will provide advice and input, and be available as resources to the consultants for information regarding various aspects of the Richmond detachment or RCMP in general.

A Police Review Steering Committee will be appointed to provide a high level response to the consultants' findings at appropriate milestones in the review process, to assist the consultants by suggesting interviewees, focus group membership, and such other contributions as may be helpful, to review the preliminary/draft report, and to provide feedback and advice with respect to the recommendations. The Steering Committee membership will be comprised of high-level stakeholders from various organizations.

### **Phase 2 – Research and data gathering**

Under the direction of the Project Manager the consultants will

1. Hold a workshop with Council to provide Council with a better understanding of policing models, and to identify priorities and areas of concern.
2. Conduct Best Practices research to determine appropriate municipal police forces to use as comparators possibly using a municipal Canadian Police Force that has been accredited through CALEA (Commission on Accreditation for Law Enforcement Agencies) and having similar demographic factors.
3. Develop an in-depth understanding of the current policing model at the detachment level, as well as areas related to the detachment at the LMD and “E” Division levels, by conducting interviews with appropriate members of the LMD, detachment and municipal staff, reviewing policy and procedures, long term planning documents, budgets, etc.
4. To review the areas of comparison in the Richmond detachment and the municipal police forces selected as comparators
  - a. examples of areas for comparison in governance are priority setting, policy development, selection of Police Chief, guidelines for dealing with complaints, police board requirements and costs
  - b. examples of areas for comparison in service delivery and cost are
    - i. organization, management and administration
    - ii. role, responsibilities and relationship with other agencies
    - iii. personnel processes, including labour relations, training and recruitment
    - iv. personnel structure, including detachment member turnover, impact of police union
    - v. planning processes/documentation, performance indicators including community satisfaction
    - vi. operations and operational support, including traffic, prison and court related activities, auxiliary, information technology and technical services
    - vii. insurance and liability
    - viii. administration and support services, including finance and record management
    - ix. facilities, equipment, uniforms and vehicles
    - x. cost recovery and revenue generation
    - xi. interaction between police force and other municipal departments, particularly Fire Rescue, Bylaws and Emergency Programs
    - xii. opportunities for shared services
    - xiii. scope and breadth of expertise available in highly technical, operational areas
5. Investigate other municipalities that have undertaken significant change in the delivery of policing services, e.g. Halifax, Abbotsford, Esquimalt, various municipalities in Ontario. The purpose is to gain a thorough understanding of elements of a transition including costs, human relations issues, community perception, etc.
6. Conduct an Environmental Scan to ascertain the impact of external factors, and future trends, for example
  - a. renewal of the Municipal Policing Agreement
  - b. the effects of police regionalization– both RCMP and Municipal
  - c. impact of Ecomm, technological changes – e.g. PRIME
  - d. University Endowment Lands integration proposal

This will include interviews with experts in the field of policing, and stakeholders, such as members of Council, LMD, E Div and HQ senior officers, Provincial Police Services, Ecomm, and YVR, Delta and Vancouver Police Chiefs.

7. Consult with the public and specific community groups and agencies such as Richmond Health Services, Richmond School District, Richmond Safe Communities Alliance through focus group sessions or surveys regarding satisfaction with detachment in specific areas such as level of consultation, customer service, follow through on commitments.
8. Consult with Provincial Police Services regarding their experience with changes in police delivery and to understand the process of transitioning from one service to another.
9. Conduct literature research to supplement and substantiate findings.

The Police Review Steering Committee will meet with the Consultants at the beginning and conclusion of Phase 2 to monitor progress against the objective of the review and to provide high level insight and expertise as outlined in the Committee's mandate.

Throughout Phase 2 of the Review the consultants will have regular meetings with the Project Manager and Project Sponsor to explain their findings to date and further refine the parameters of the review.

### **Phase 3 – Analysis and Recommendations**

Upon conclusion of Phase 2 the consultants will provide a preliminary report to the internal staff team to be reviewed for accuracy and consistency. Upon sign-off by the Internal Staff Team the Consultants will present the preliminary report in a workshop setting to the General Manager Law & Community Safety, and the Police Review Steering Committee. The purpose of this workshop will be to review their findings and gather further input to formulate recommendations.

These recommendations will form the basis of the draft report. The draft report will be presented to Council in a workshop format. The purpose of the workshop will be to educate Council about the various options available for the delivery of policing services, including details regarding governance structures, costs and service delivery for each option; and to receive Council input to be utilized for the completion of the final report.

The final report will be presented to the Community Safety Committee upon completion.

### **Timeline – completion dates**

- Phase 1 – October 2006
- Phase 2 – March 2007
- Phase 3 – May 2007

### **Resources Required**

#### Staff time

- Project Manager – Shawn Issel, Manager, Community Safety Policy and Programs
- Project Sponsor – Phyllis Carlyle, General Manager, Law & Community Safety



- Internal Staff Team – Shawn Issel, Manager, Community Safety Policy and Programs; Parissa Aujla, Manager, Finance; Sandy Pearson, Manager, Operational Support; Sgt. Ron Paysen of the RCMP, and Pam Portman, EA to GM, Law & Community Safety,
- Media Relations – Ted Townsend, Sr. Manager, Corporate Communications
- Police Review Steering Committee – Council Liaison, LMD Representative, Detachment Sr. Management Representative, General Manager – Law and Community Safety, Municipal Police Chief, an academic in the area of criminology.

#### Budget

- Management Consultants – \$150,000
- Media Relations Firm - \$15,000 to 20,000
- Meeting expenses - \$15,000

### **Communications/Media Relations**

To ensure key stakeholders are kept abreast of progress made during the course of the projects and have the opportunity for input communications will consist of:

- Monthly updates at the Community Safety Committee.
- Regular updates and meetings with Detachment Senior Management to ensure common understanding and to align messaging where possible.
- Written updates to the LMD Senior Management at the end of each phase of the project in addition to meetings with LMD staff and the consultants to gather information and seek expertise as needed.
- Monthly updates to TAG.
- Monthly meetings with detachment staff to update, gather information and seek expertise as needed.
- Regular meetings with Project Manager and Internal Staff Team.
- Monthly meetings with Project Sponsor.
- Posting update reports on the City website.

Due to the nature of the review it would be wise to retain a media relations firm to develop a strategy for proactive, timely, positive messaging to the media. The strategy (see attached) would include an analysis of the current situation, identifying target audiences, appointing a primary spokesperson(s) and ensuring that person(s) is prepped for interviews. Communication vehicles would include media releases following project milestones, media interviews, utilizing the City website to post updates and conduct on-line surveys, and possibly press conferences.