



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: General Purposes Committee

DATE: November 29, 2000

FROM: George Duncan
Chief Administrative Officer


FILE: 5350-00

RE: Lower Mainland (British Columbia) Policing Study/Municipal Client Primary Issues

STAFF RECOMMENDATION

That the British Columbia Policing Study Municipal Client Primary Issues including all policy, procedural changes and recommendations outlined in the Report – Lower Mainland (British Columbia) Policing Study – Mid Term Update be endorsed.

That staff be authorized to proceed with implementation of policy, procedural changes and recommendations including the signing of Letters of Understanding between the City and RCMP as outlined in the Report - Lower Mainland (British Columbia) Policing Study – Mid Term Update.



George Duncan
Chief Administrative Officer

STAFF REPORT

ORIGIN

On November 23, 2000, the Municipal Staff Working Group presented a Mid Term Update Report on the BC Policing Study to the RCMP Consultative Forum. The Consultative Forum requested that the report be forwarded to each municipal council for endorsement. The purpose of this staff report is to facilitate this request from the Consultative Forum.

ANALYSIS

The Lower Mainland (British Columbia) Policing Study – Mid Term Update Report (see attached) provides a progress report on discussions (negotiations) with the RCMP on the development and implementation of the Municipal Client Primary Issues initially outlined in the Staff Working Group Discussion Paper of June, 2000 (see attached). The Mid Term Update Report also specifies numerous policy changes and service delivery issues which will have a direct and significant impact on the working relationship between each municipality and their respective RCMP Detachments.

Essentially, the recommendations offered in the Municipal Client Primary Issues represent significant improvements for municipalities with respect to costing and delivery of municipal/RCMP contract policing services.

The proposed changes have the full support of the RCMP and have been endorsed by the Commanding Officer E Division, Assistant Commissioner Gary Forbes, and the RCMP Policing Study Team. RCMP Commissioner Zaccardelli, who recently met with the Steering Committee and Study Team also expressed support for the proposed changes. The primary focus of the report and section most directly addressing municipal concerns is the Municipal Client Primary Issues. These have been classified into three categories:

- Human Resources Issues, i.e., Detachment staffing
- Financial Planning Accountability
- Service Delivery.

Specific recommendations which each municipal council will be requested to adopt accompany various sections of the Mid Term Update Report.

It should, however, be noted that the changes defined in the body of the Mid Term Update Report have been deliberately designed to allow sufficient flexibility for each municipality to custom design policy and procedural changes, etc. to fit their specific needs. Also notable is that although work will continue into 2002 on the Policing Study and Municipal Client Primary Issues, the RCMP have agreed to an implementation date of January 31, 2001 for most changes identified in the Municipal Client Primary Issues. Therefore, in order to allow sufficient time to prepare the necessary documents (Letters of Understanding) and to introduce the changes to all affected municipal and RCMP personnel, staff request that Council endorse the report prior to the anticipated January 31, 2001 implementation date.

FINANCIAL IMPACT

If endorsed, the proposed changes will provide Council and staff with more direct control and/or input as would be appropriate into personnel decisions, staffing levels, budgets, expenditures and financial planning for RCMP detachments. There are no costs associated with implementation which will be borne by the municipalities.

CONCLUSION

The Municipal Client Primary Issues program essentially addresses the concerns expressed by the municipalities regarding RCMP services with the full support of the policing contract partner.

Att.
GD:jvr

INTERIM REPORT

TO: Lower Mainland RCMP Consultative Forum Steering Committee
FROM: Municipal Staff Working Group
DATE: November 30, 2000
RE: Lower Mainland (British Columbia) Policing Study - Mid Term Update

Background

On March 16, 2000, the Lower Mainland RCMP Consultative Forum established a subcommittee - the Lower Mainland Steering Committee -- to consult directly with the RCMP on the proposed BC Policing Study Terms of Reference. The Steering Committee delegated responsibility to a group of municipal staff to provide ongoing analysis of the RCMP Policing Study Terms of Reference and Project Definition, and to provide input to the RCMP Study Team, thus ensuring that municipal interests are adequately served. On June 23, 2000, the Municipal Staff Working Group presented a Discussion Paper highlighting various concerns with the Terms of Reference and Project Definition to the Consultative Forum. The Municipal Staff Working Group were directed to report the findings outlined in the Discussion Paper to each municipal council and to continue to consult with and advise the RCMP Policing Study Team with respect to municipal needs and objectives. The Municipal Staff Working Group was also directed to provide a further progress report to the Lower Mainland Steering Committee by early November, 2000 and at the completion of the study in January, 2001. This staff report responds to the above-noted direction.

Analysis

The analysis of the RCMP BC Policing Study Terms of Reference and Project Definition has been divided into four primary components:

- An update on the key points highlighted in the June, 2000 Discussion Paper prepared by the Municipal Staff Working Group;
- An update on work in-progress on the Municipal Client Primary Issues;
- A brief outline of policy and financial issues for which solutions reside outside the purview of E Division;
- A summary of recommendations from the Municipal Staff Working Group to the Consultative Forum Steering Committee.

A. Update on key points identified in the BC Policing Study Discussion Paper prepared by the Municipal Staff Working Group:

1.0 RCMP Policing Study Objectives

Initial Comments – June 2000

The Discussion Paper presented (June 2000) to the Consultative Forum criticized the BC Policing Study for a lack of consultation with the municipal clients and failure to recognize that meaningful solutions to our concerns may require that the RCMP adopt new methods of service delivery as opposed to simply tweaking an inadequate and outdated system.

Mid Term Comments – November 2000

Questions remain about the authority of the local RCMP (vs RCMP Ottawa) to reshape the service model to the full extent necessary to achieve the level of improvement sought by municipal clients. However, it is apparent that the RCMP Study Team and Commanding Officers of E Division are committed to address issues which fall within their scope of authority.

Recommendations – Re: BC Policing Study Objectives:

It is recommended:

- 1.1 That the Municipal Staff Working Group assist each member municipality to develop and implement police service guidelines and administrative/financial protocols suited to their individual needs and which are consistent with new policy guidelines outlined in the Municipal Client Primary Issues (see Item B).

2.0 Composition of the Study Terms of Reference

Initial Comments – June 2000

The Discussion Paper highlighted that the process outlined in the BC Policing Study Project Definition/Terms of Reference did not allow for adequate representation or input from the municipal councils. This is problematic considering that the municipalities contend that the primary objective of the study should be to place sufficient control over the development of policy, financial controls and police services work programs to ensure local interests and priorities are adequately served. It is due to the above-noted concerns that the Municipal Client Primary Issues list [see item B (page 4)] was established.

Mid Term Comments - November 2000

Critical items identified in the Municipal Client Primary Issues have been incorporated into a separate document and essentially have become the focus of the Study.

Recommendations – Re: BC Policing Study Terms of Reference:

It is recommended:

- 2.1 That, where feasible, all policy changes, financial controls and service delivery improvements identified in the Municipal Client Primary Issues (see item B) and which fall within the purview of the local RCMP authority (E Division) be implemented effective no later than January, 2001.
- 2.2 Where appropriate, new policy procedures and financial controls agreed to through the study process be documented in letters of understanding between the RCMP and individual municipalities. These letters are to be treated as supplemental agreements to the Municipal Policing Agreement.
- 2.3 That all policy issues residing outside the purview of the local RCMP authority (E Division) be conveyed to the appropriate senior RCMP officials. This action should be supported with the establishment of an ongoing consultation/negotiation process between representatives of the Consultative Forum Steering Committee (accompanied by appropriate municipal staff and the local RCMP study team) and senior RCMP officials.
- 2.4 That the RCMP Commissioner be requested to attend a regular (annual) meeting to discuss Lower Mainland municipal policing issues with the municipalities.

3.0 BC Policing Study Process

Initial Comments – June 2000

The Discussion Paper criticizes the BC Lower Mainland Policing Study because the terms of reference do not identify a process by which municipal councils can offer input or be apprised of outcomes.

Mid Term Comments – November 2000

This concern has been addressed with the direct participation of the Municipal Staff Working Group in the policing study exercise. Also, in addition to reporting to the Steering Committee and Consultative Forum, the Municipal Staff Working Group will ensure regular update reports are available to each municipal council represented on the Consultative Forum.

Recommendations – Re: BC Policing Study Process:

It is recommended:

- 3.1 That the RCMP Consultative Forum forward the Interim Report to all municipal councils with a request for endorsement of the Municipal Client Primary Issues and the Summary of Recommendations.

4.0 Regional vs. Provincial Focus – Time Frame

Initial Comments – June 2000

The Discussion Paper highlighted the need for the Policing Study to recognize both the differences between various regions of the province (i.e. urban vs rural policing needs) and the priority which must be given to various pressing issues.

Mid Term Comments – November 2000

As requested the study of policing in the Lower Mainland proceeded independent from the remainder of the province and the time-frame to completion has been revised from June 2002 to January 2001.

B. Municipal Client Primary Issues:

Initial Comments – June 2000

The Municipal Client Primary Issues were developed in order to assist the RCMP study team to focus on items of greatest concern to the municipalities and which could be addressed within a reasonable time-frame.

In the final analysis, the Municipal Client Primary Issues has pre-empted the policing study because it identifies both the problems that need to be resolved and the solutions by which to resolve them. Essentially, all that is required to conclude the study is a commitment from the RCMP to implement the proposed solutions.

Note: Please refer to the BC Policing Study Discussion Paper to review the original Municipal Client Primary Issues list.

The status of the primary issues at the time of the June 23, 2000 Consultative Forum meeting in Richmond was unclear in that these items were essentially only under discussion. The RCMP Study Team was receptive to the feedback as was the representative from the Attorney General's Ministry. However, at the time there was uncertainty regarding E Division's authority to adopt new policies and procedures without approval from Ottawa.

Mid-Term Comments – November 2000

Subsequent to the June 2000 presentation, the Municipal Client Primary Issues were organized into three specific categories:

5.0 Human Resources Issues

6.0 Financial Planning and Accountability

7.0 Service Delivery

The following is an up-to-date status report on the Municipal Client Primary Issues (effective November 2000).

5.0 Human Resource Issues

5.1 Staffing Levels:

The RCMP have acknowledged the need to maintain detachment complements at authorized levels. As a result they have committed to bring forward solutions to the Lower Mainland Steering Committee in January 2001.

5.2 Selection Process for Senior Officers/Designation of the Principal Policing Contact:

Senior officers should be selected with the direct participation of the municipality. Accordingly, it is now proposed that each municipality establish a Principal Policing Contact who will work with the Commanding Officer, E Division, to determine the appropriate process and level of input into the appointment of senior officers that is preferred by each respective municipality.

5.3 Reporting Procedures:

Although the Municipal Policing Agreement states that the detachment commander will report as reasonably required to the Mayor or designate, it is preferable to expand this reporting relationship to provide a more practical working arrangement that functions within the day-to-day municipal administrative, financial, and budget processes. It should, however, be noted that the PPC (administrative contact) does not replace the role of the Mayor. Conversely, this position serves as an administrative support function, liaising between the RCMP and the Mayor and Council.

Accordingly, it is proposed that each municipality determine the desired level of participation and most effective reporting relationship for their detachment commander and convey this through the Principal Policing Contact to the Commanding Officer, E Division.

5.4 Hiring Practices which Focus on the Lower Mainland:

The RCMP have committed to enlist recruits from the Lower Mainland for assignment back to this area upon graduation. They have also adopted a practice of advising cadets at the time of engagement of the location of their anticipated future postings and that the assignment will be for a minimum time-frame of 5 years.

5.5 Tenure for Personnel Transferred to Municipal Detachments in the Lower Mainland:

- a) New Recruits: Municipalities require stability in their detachments. Accordingly, new recruits will be assigned to Lower Mainland B.C. municipalities for a minimum of 5 years.

- b) Lateral Transfers: It has been agreed that a minimum term of three years be applied to lateral transfers.
- c) Promotional Transfers: Promotions will also be made with the understanding of a three year commitment; however, individual members will not forfeit opportunities for promotion because of tenure.
- d) Assignment of RCMP Personnel to Community Policing Programs: There is a need to ensure that RCMP detachments can support the service and program priorities of the municipalities. For example, although Community Policing is a high priority in some municipalities, it may not be viewed as a desirable assignment amongst RCMP personnel working in the detachment. As a result, the program may suffer and eventually fail. In order to resolve this, it is proposed that the PPC and CO E Division identify incentives which will ensure sustainable support from the detachment for the Community Policing Program.

6.0 Financial Planning Accountability:

In response to the Municipal Client Primary Issues the RCMP agree to:

- 6.1 Adopt a co-ordinated approach to long term financial planning with appropriate control of the approval process residing with the municipal stakeholders.
- 6.2 Provide accurate up-to-date financial information on a monthly basis.
- 6.3 Ensure sufficient flexibility in their billing systems to provide invoices for services in accordance with the needs and preferences of each municipality (eg. on a quarterly basis based on actual expenditures).
- 6.4 Explore opportunities for municipalities to invoice the RCMP for the Federal cost share.
- 6.5 Examine alternative contractual arrangements with individual Lower Mainland municipalities and cities:

The current version of the Municipal Policing Agreement will be in effect until 2012, therefore, some issues identified by the municipalities cannot be fully resolved at this time. However, there is general agreement by the RCMP, Attorney General's Ministry and the municipalities to work together to find acceptable solutions to issues without opening the present policing agreements. It is proposed that, where appropriate, letters of understanding be signed as supplements to the Municipal Policing Agreement. This will ensure that the policing agreement is not an impediment to the timely implementation of changes outlined in the Municipal Client Primary Issues.

- 6.6 Develop accountability measures that will identify efficiencies for both the "Direct" and "Indirect" costs imposed on the municipalities through the RCMP Municipal Policing Agreement. Also, there is clearly a need to establish a control mechanism that will ensure the RCMP function within the budget/expenditure approval processes established by each municipality. This will in part be

accomplished by implementing recommendations that require detachment commanders to function within the municipal administrative reporting structure and budget and procurement approval process. At the present time, detachment commanders' participation in and compliance with the municipal process is very much at the discretion of each individual detachment commander. A financial working group subcommittee of municipal and RCMP staff has been assigned to this matter.

7.0 Service Delivery

7.1 Consultative Approval Process

It is agreed that a consultative approval process be implemented:

- (a) To establish policing priorities for each individual municipality;
- (b) For the development of detachment work plans and establishment of service focus areas;
- (c) To ensure municipalities have direct input into the setting of service levels.

In order to satisfy both the contractual requirements specified in the Municipal Policing Agreement and municipalities' needs, it is agreed that each detachment commander will work with the Principal Policing Contact (municipal administrative representative) to define municipal service delivery expectations and priorities, and to ensure the services are delivered in a satisfactory manner. Once complete, this work will be forwarded to Council for approval.

It is also agreed that a "Dispute Resolution Process" be established to resolve disputes which may arise regarding the service delivery of any particular detachment. For example, it is not acceptable to have a detachment commander make representations to a municipal Council regarding the need for additional funding for specific resources such as a bicycle squad, and then utilize these resources for some other purpose without any prior consultation with Council.

7.2 Municipal Police Resources/Drugs and Organized Crime:

A coordinated approach by all levels of Government is needed to fight organized crime and the drug trade in the Lower Mainland: It is understood that one level of government cannot by itself be responsible for the ongoing fight against organized crime, however, the municipalities are concerned about the "downloading" of federal law enforcement responsibilities to the local level. As a result, the Municipal Staff Working Group proposed that there be a consultation process suited to the preferences and needs of individual municipalities introduced which will allow for input into decisions which will result in the reassignment of municipally-funded police resources.

7.3 Efficiency Review – Optimizing Resources:

There is a need to periodically review municipal policing resources to ensure they are used in the most effective and efficient manner possible. This is an ongoing process that requires that all areas of police operations and support services be examined for possible efficiencies and service improvements. The improved service model must: eliminate redundancy, i.e. financial services which are performed by E Division, but are duplicated at the detachment level; reduce overhead; and in general prove to be more effective. In response to this request from the municipalities, the RCMP Lower Mainland Study Team has agreed to explore alternative policing practices, including utilizing civilians as opposed to trained police officers where practical. Similar efficiencies would be available through delegating services to the municipalities such as purchasing, technology support, etc.

Recommendations:

It is recommended:

- 7.4 That municipalities, through their Principal Policing Contact (administrative contact), work with the detachment commanders: to define police service delivery expectations. Such standards will be subject to municipal councils' approval; however, where agreement cannot be reached a "Dispute Resolution Process" will be invoked. The proposed process is as follows:

The PPC (administrative contact) will meet with the CO E Division. If resolution is not achieved, either the municipality or the RCMP have the option of referring the dispute to the Attorney General of B.C.

- 7.5 That a co-operative efficiency review process conducted under the supervision of municipal staff designated by the PPC (administrative contact) be established and implemented in conjunction with the municipal budget process. Procedures and standards for or arising from the review will be established by each individual municipality.
- 7.6 That detachment commanders be required to submit the findings and recommendations of the efficiency review with annual budget submissions.

C. Policy and Financial Issues (The Bigger Picture Problems)

Background

Implementation of recommendations arising from the BC Policing Study including specifically those outlined in the Municipal Client Primary Issues document will ensure significant improvement in the development of municipal policing policy and the delivery of police services to our communities. There are, however, various other issues associated with senior RCMP officials that must be addressed if the above-noted improvements are to be sustained over the long term. Specifically, these broader issues include:

- Inequities in the structure of the Municipal Policing Agreement;
- Inadequate financial guidelines and controls;
- RCMP policy which encumbers flexibility and responsiveness, and which ultimately prohibits the achievement of municipally-designed performance standards in the detachment;
- Inadequate communication from the federal level RCMP to the municipalities on items of primary importance, i.e. salary or overhead increases, wage premiums and new policy.

The Municipal Policing Agreement in its present structure does not serve the best interests of the various parties, and is particularly inadequate with respect to meeting municipal needs. For example, it is unreasonable that municipalities have little control over or say in either the factors contributing to or the resulting imposition of increased costs. Should municipalities bear any of the financial burden of special event costs such as the APEC Inquiry or increased overheads associated with administering E Division?

8. Policy/Structure

Improvements achieved as a result of the BC Lower Mainland Policing Study can only be sustained if the parties to the contract are willing to make significant changes to outdated RCMP policy, including contract language which permits the unilateral imposition of costs on the municipalities.

Factors that must be overcome include:

- 8.1 The Federal Factor: There is a need to recognize the differences in the needs of local RCMP detachments that are responsible for the delivery of municipal policing services and those of the Federal Police Force. BC municipalities wish to purchase, on a fee-for-service basis, the expertise and resources that are available through the federal force, without having to deal with layers of prohibitive policy or incurring administrative costs beyond levels required to support municipal policing. It is factors such as these that do irreparable harm to the RCMP/Municipal relationship.

Municipalities find that many RCMP policies and financial practices are frequently impractical and sometimes objectionable because there is no apparent value added, and they are often at odds with municipal policy objectives, financial practices and/or available resources. The Federal Government's involvement further exacerbates these concerns. For example, the Treasury Board imposed a wage freeze on the RCMP and then unilaterally awarded cost of living premiums to RCMP personnel serving in some Lower Mainland municipalities. This action led to confusion in the municipal budget process and created staff problems in some detachments. The purpose and benefit of the wage freeze was further called into question when the Federal Government recently imposed significant salary and overhead increases without any prior consultation. It is evident from these actions that neither the Federal Government nor RCMP Headquarters (Ottawa) understand the municipal budget process, nor do they realize the depth and severity of the problems encountered when municipal organizations are faced with cost increases of the magnitude of those recently imposed.

- 8.2 The Contract Factor: Is the tail wagging the dog? There is a need to eliminate unreasonable demands, financial and otherwise, which are imposed by the federal partners (RCMP or Government) in return for a 10% funding contribution. Municipal participants in the Municipal Policing Agreement can no longer allow our fear of losing the 10% federal funding contribution to outweigh the need to address inequities imposed through the contract. In what other business environment has a 10% cost share bought control and influence of the magnitude that the municipalities forfeit under the present policing contract? Municipalities must be at least equal partners in managing finance and administration facets of police services in our communities. Municipalities mistakenly function under the premise that it is preferable to incur 90% of uncontrolled costs than it is to pay 100% of controlled. This challenge to the status quo does not advocate that we forfeit the 10% federal funding contribution, nor does it require that the policing contract be renegotiated. It simply encourages the municipalities to confront the RCMP and Federal Government regarding the need to have input into new policy and financial decisions.

Recommendations:

It is recommended:

- 8.2.1 That the Staff Working Group be directed to work with the RCMP Policing Study Team to prepare, for the consideration of the Consultative Forum, a financial procedures and policy development agreement outlining specific reporting requirements and limitations pertaining to all financial and policy matters between the RCMP and municipalities.

8.3 The E Division Factor:

E Division has been responsive to municipal client concerns and as a result significant progress has been made on a number of critical issues. There is, however, a need to formalize agreements arising from the study to ensure solutions remain in force regardless of future personnel changes at the senior level of E Division.


Conclusion

Through the adoption of the joint study process which entails the RCMP Policing Study Team working directly with senior level municipal staff to develop practical solutions to our concerns, the RCMP have demonstrated a willingness (not previously apparent) to respond to the issues of the municipalities.

Allowing for the direct participation of the municipalities in the development of the terms of reference and project definition ensured the credibility of the overall study process and, as a result, meaningful changes are being implemented even during the progression of the study. The introduction of the Municipal Client Primary Issues will ensure the RCMP Study Team remains focused on the areas of principal concern to the municipal clients' interests and that achievable improvements occur within a reasonable time frame.

Although initially sceptical, the Municipal Staff Working Group are encouraged by the forthright and co-operative approach of the RCMP Study Team. In this regard, it should be acknowledged that staffs' expectations have been raised to a level that would anticipate a productive outcome to the study. This joint effort appears to offer the beginnings of a new and more positive working relationship between the municipalities and their police service provider. If built on through extending the joint (municipal/RCMP staff) working group format to oversee implementation of an action plan, significant improvements can likely be achieved.

Respectfully submitted



George Duncan
Chief Administrative Officer, City of Richmond
on behalf of the Municipal Staff Working Group

Municipal Staff Working Group Members:

George Duncan, City of Richmond
Asst. Commissioner Gary Forbes, RCMP E Division
Paul Gill, District of Maple Ridge
George Harvie, City of Burnaby
Gord Howie, District of North Vancouver
Mark Leffler, GVRD
Jim Maitland, City of Port Coquitlam
Umendra Mital, City of Surrey
Judy Reykdal, Attorney General Office
Ken Tollstam, City of North Vancouver

SUMMARY

Summary

Through the RCMP Consultative Forum, Lower Mainland municipalities have the opportunity to discuss policing issues of mutual concern directly with the RCMP. Presently municipal concerns range from quality and level of service to financial accountability and recently there has been significant focus on ongoing shortfalls in the staff complements of the detachments.

The introduction of the Lower Mainland component of the BC Policing Study at the initiative of the RCMP offered the promise of a potential vehicle to deliver change which would address municipal concerns. Municipalities remained sceptical but hopeful that the study could be productive and as a result, the Consultative Forum Steering Committee assembled a staff resource – the Municipal Staff Working Group to provide policy analysis and input into the study through on-going consultation with the RCMP Study Team.

The Municipal Staff Working Group established a list of primary issues and worked with the RCMP Study Team to identify solutions. This exercise, including a detailed analysis and progress report on each issue and proposed solution is available in this report. If adopted by the Forum, and subsequently by individual municipal councils, the Municipal Client Primary Issues will provide a very detailed plan for improving municipal policing. It should be noted that the 10 specific recommendations contained in the Municipal Client Primary Issues have been summarized for easy reference in one condensed list at the conclusion of the report.

The status of progress towards resolution of each primary issue is clearly reflected in the report including the extent of commitment from the RCMP to adopt and implement changes to policy and long-standing practices.

Summary of Recommendations

- 1.1 That the Municipal Staff Working Group assist each member municipality to develop and implement police service guidelines and administrative/financial protocols suited to their individual needs and which are consistent with new policy guidelines outlined in the Municipal Client Primary Issues (see Item B).
- 2.1 That, where feasible, all policy changes, financial controls and service delivery improvements identified in the Municipal Client Primary Issues (see item B) and which fall within the purview of the local RCMP authority (E Division) be implemented effective no later than January, 2001.
- 2.2 Where appropriate, new policy procedures and financial controls agreed to through the study process be documented in letters of understanding between the RCMP and individual municipalities. These letters are to be treated as supplemental agreements to the Municipal Policing Agreement.
- 2.3 That all policy issues residing outside the purview of the local RCMP authority (E Division) be conveyed to the appropriate senior RCMP officials. This action should be supported with the establishment of an ongoing consultation/negotiation process between representatives of the Consultative Forum Steering Committee (accompanied by appropriate municipal staff and the local RCMP study team) and senior RCMP officials.
- 2.4 That the RCMP Commissioner be requested to attend a regular (annual) meeting to discuss Lower Mainland municipal policing issues with the municipalities.
- 3.1 That the RCMP Consultative Forum forward the Interim Report to all municipal councils with a request for endorsement of the Municipal Client Primary Issues and the Summary of Recommendations.
- 7.4 That municipalities, through their Principal Policing Contact (administrative contact), work with the detachment commanders: to define police service delivery expectations. Such standards will be subject to municipal councils' approval; however, where agreement cannot be reached a "Dispute Resolution Process" will be invoked. The proposed process is as follows:

The PPC (administrative contact) will meet with the CO E Division. If resolution is not achieved, either the municipality or the RCMP have the option of referring the dispute to the Attorney General of B.C.
- 7.5 That a co-operative efficiency review process conducted under the supervision of municipal staff designated by the PPC (administrative contact) be established and implemented in conjunction with the municipal budget process. Procedures and standards for or arising from the review will be established by each individual municipality.
- 7.6 That detachment commanders be required to submit the findings and recommendations of the efficiency review with annual budget submissions.

- 8.2 That the Staff Working Group be directed to work with the RCMP Policing Study Team to prepare, for the consideration of the Consultative Forum, a financial procedures and policy development agreement outlining specific reporting requirements and limitations pertaining to all financial and policy matters between the RCMP and municipalities.

DISCUSSION PAPER

British Columbia Policing Study: Project Definition (Terms of Reference)

The purpose of the following paper is to provide a brief summary and analysis of the RCMP BC Policing Study: Project Definition/Terms of Reference.

1. RCMP Policing Study Objectives

It would be difficult to argue with the listed objectives:

- improve RCMP services – balance needs and demands
- improve quality and cost effectiveness of service delivery
- meet accountability and information requirements of municipalities.

However, the process appears to have a strong internal focus in analyzing RCMP operations and services and does not adequately establish the need to identify, understand and respond to the municipal vision for policing in our communities.

It is clear that the RCMP has heard the alarm bell as they state implicitly that they wish to remain as the key provider of policing services. It is, however, apparent with the internal focus of their study that they propose to do this by 'tweaking the old (RCMP) system'. The RCMP need to recognize that in order to satisfy their municipal clients they may be required to adopt new methods of service delivery which offer many of the service benefits that would be available through a municipal police force. This is best demonstrated by what they describe as their think first/ask questions later approach. Usually sound advice, but perhaps in this instance, the RCMP should 'ask questions' first of their municipal clients and 'think later' about what the clients had to say.

2. Terms of Reference Composition

Also, there is a fair amount of space dedicated in the project plan document to describing the software and project management charts, which seem to be driving the overall plan. From our perspective this is somewhat irrelevant. Our focus is to ensure that our needs will be met through the process. Accordingly, the problem definition and objectives of the project need to be properly identified so that our issues are included! We believe that, at least from the local municipalities' perspectives, the problem definition is fairly straightforward – we want more control, or at least influence, over the focus and development of the work programs of our police services to the extent that local issues and priorities are adequately served. It is not evident where in the process, time has been allocated to discuss and define the scope of this very significant piece of the puzzle. While we know the RCMP have an interest in maintaining control over the process and the outcomes, we are not sure what point there is in the Lower Mainland municipalities entering into this process, if this issue is not one of the driving forces of the study.

Required Revisions to the RCMP Project Definitions/Terms of Reference

Although the RCMP Project Definition/Terms of Reference document is extensive in its approach, it does not adequately address specific municipal client needs. Accordingly, the following municipal client issues must be incorporated into the document.

Municipal Client Primary Issues

The need to establish:

1. A minimum guaranteed police complement with back-up resource pool to cover short and long-term absences in local detachments;
2. A minimum guaranteed duration assignment of uniformed personnel to municipal detachments;
3. A minimum guaranteed duration assignment of all senior personnel (officers) to municipal detachments;
4. Municipal participation in the selection process for senior detachment personnel (perhaps the OIC and next highest ranking officer);
5. Hiring practices which focus recruiting efforts in the local community.
6. A financial plan and specific cost control procedures requiring formal municipal approval prior to expenditure;
7. A consultation/approval process with individual Lower Mainland municipalities and cities for the establishment of municipal policing priorities and the development of RCMP detachment work plans/service focus;
8. A consultation/approval process to allow for municipal input into service level changes (i.e., auxiliary policing) prior to implementation;
9. A process which ensures lower mainland municipal representation for the upcoming review of the Police Services Contract;
10. Direct municipal access to RCMP Detachment financial records – regular accurate budget documentation (actuals);
11. Examination of alternative contractual arrangements with individual Lower Mainland municipalities and cities;
12. A separate component within the study to address the Lower Mainland concerns and issues which would be independent from the review of the remainder of the Province.

3. Process

It is not clear from the terms of reference how municipal stakeholders – i.e., City Councils – are going to be able to actively participate in the process. As you know, participation processes can range from filling out a questionnaire to being an active participant from start to finish. The actual means of involving municipal stakeholders has not been spelled out in the terms of reference and, therefore, we should ask for clarity around this matter. It would obviously be more meaningful and satisfying if, as key stakeholders, City Councils could be partners at the table in developing solutions to such issues as their desire for more localized influence on RCMP work priorities, utilization of community policing models, financial issues, etc.

Required Revisions to the RCMP Project Definitions/Terms of Reference

Request that the Project Definition/terms of reference offer a consultation process to stakeholders, i.e., to each municipal Council at the onset of the study. In turn, the individual Councils can decide

the extent to which (if any) they wish to involve local advisory committees, staff, etc. in the development of a formal submission to the Policing Study Team.

4. Regional vs Provincial Focus – Time Frame

There has been an effort made in the terms of reference to recognize the differences in policing service needs between metropolitan areas (i.e., the Lower Mainland) vs lower density areas, and to look at different delivery options accordingly. However, the Staff Committee suspects that even within the Lower Mainland municipalities, there are some unique differences to policing needs. For example, we suspect the Airport has a major influence on the City of Richmond policing requirements that are not shared by other local municipalities. SkyTrain is another example where policing issues are unique to the Cities of Burnaby and Surrey. As well, we have a unique ethnic mix that we suspect results in different needs and service requirements compared to a less ethnically diverse population, etc. Again, we would suggest that clarity be sought around where in the process these unique requirements are to be considered, if the results of this study are to address individual municipal community local needs and concerns.

Also, although the terms of reference attempt to distinguish Lower Mainland policing needs from more rural areas of the Province, it does not appear to attach any priority to addressing Lower Mainland issues. If the time frame to complete the province-wide study is approximately 24 months, perhaps the Lower Mainland should be reviewed as a study within the study. Certainly, the time frame to completion should reflect a higher degree of urgency and ensure that outcomes are timely with respect to the upcoming review of the Police Services Contract.

Required Revisions to the RCMP Project Definitions/Terms of Reference

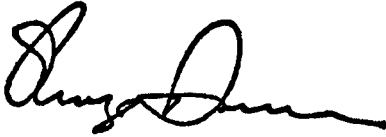
Establish a suitable time frame (i.e., six months) for the presentation of recommendations and implementation of action plans to Lower Mainland municipal clients. At the completion of the Lower Mainland phase (Phase I), the Policing Study can then focus on the remainder of the province's urban and rural areas (Phase II).

In summary, the terms of reference and project plan appear to suggest:

- The RCMP have a definite interest in maintaining police operations in the Lower Mainland;
- They are prepared to look at their current operations and resources with an eye to improving their services relative to what they determine to be foreseeable demands and trends for municipal policing

However, the process proposed to conduct this review seems to be largely internally focussed, and based on review and efficiency measures of current practices. It might be a more useful approach (at least for our needs) to reverse the proposed process, to determine what the client municipalities' needs and desires are right up front, and then determine what the RCMP can do to better accommodate these needs and desires. This would put municipalities (the customers/clients) in the driver seat, with the service provider then responding to the client needs—a preferable customer service approach. It is, however, critical that the municipal clients provide specific detailed feedback with respect to the context and parameters of the terms of reference. Vague or general comments will not achieve the necessary results.

Finally, there is a potential benefit to be realized if the Lower Mainland municipalities present a strong unified representation on this matter. A common municipal voice will likely be more effective in evoking a constructive response than numerous individual efforts. Accordingly, it is crucial that we continue to work together to improve policing in our communities.

A handwritten signature in black ink, appearing to read 'George Duncan', with a stylized, flowing script.

George Duncan
on behalf of the Staff Working Group

Rev. June 14, 2000