



To: Community Safety Committee

Date: September 1, 2009

From: Phyllis L. Carlyle
General Manager, Law & Community Safety

File: 09-5350-08-01/2009-Vol
01

Re: Review of Police Services

Staff Recommendation

1. That the recommendations contained within the Review of Alternative Models for the Delivery of Police Services, that pertain to the RCMP Municipal Police Unit Agreement, form the fundamental principles for negotiating any future contract with the Province for the provision of police services.
2. That the recommendations contained within the Review of Alternative Models for the Delivery of Police Services, which the City has the sole discretion to implement, will be dealt with through the usual Council process.
3. That the UBCM's RCMP Contract Negotiation framework be utilized as the vehicle for the renegotiation of the City's municipal policing agreement, and
4. That the Solicitor General be advised that the funding and civilian oversight for the existing integrated policing services, such as the integrated policing teams and the Lower Mainland District services, should be at the provincial level.

Phyllis L. Carlyle
General Manager, Law & Community Safety
(604-276-4104)
Att. 2

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

On April 24, 2006 Council approved the following resolution:

- (1) That staff undertake a review of the various options available for the delivery of policing in Richmond including:
 - (a) establishing a local Richmond Police Force,*
 - (b) contracting policing services from a neighbouring municipal Police Force, or*
 - (c) maintaining the Richmond RCMP Detachment*to ensure the best service, safety and cost to the City of Richmond and its citizens;*
- (2) That staff report to Council on any specialized resources that will be required to complete the review, and*
- (3) That since this review is not intended to be a negative reflection on the performance of the Richmond Detachment, Council take this opportunity to declare their satisfaction with the Detachment's performance.*

The City engaged the consulting firm of Perivale + Taylor to conduct a preliminary *Review Of Alternative Models for the Delivery of Police Services*. As the review was nearing completion, the issue of regionalizing police forces gained attention in the Lower Mainland, culminating in a forum on regionalizing police services in February, 2008 co-sponsored by Simon Fraser University and the Ministry of Public Safety & Solicitor General. Finalizing the Review was deferred pending the outcome of this renewed interest in regionalization. In the interim, the Review has formed the starting point for discussions that have been ongoing to advance Council's priorities with respect to policing.

This report presents:

- 1) the Review (Attachment 1– Summary and Recommendations)
- 2) discusses changes in the policing environment regionally, provincially and nationally and
- 3) provides an update on the progress of RCMP contract negotiations.

Analysis

The rationale for reviewing alternative models for the delivery of the City's policing services was predicated on several significant issues and questions:

- The Province contracts with the Federal Government to use the RCMP as the Provincial Police Force. The City contracts its policing from the Province. The Provincial Police Agreement (the contract between the Province and the Federal government), and the Municipal Police Unit Agreement (the contract between the Province and municipalities with RCMP detachments) are both up for renewal in 2012. Negotiations are underway for the Provincial Police Agreement, including conditions that will be incorporated in the Municipal Police Unit Agreement.
- Richmond's detachment is the third largest municipal detachment in Canada, following Surrey and Burnaby. As a vibrant urban centre, the question asked is has the City outgrown an RCMP detachment?

- The RCMP does not have municipal detachments in any of the large urban centres outside of British Columbia. As municipalities in the Lower Mainland grow, can the current model of both independent police agencies and RCMP detachments supplemented by integrated teams continue to serve the Lower Mainland?
- Policing costs account for over 20% of the City's property tax dollars, yet the City has limited input and control over the amount, especially as it relates to costs for the integrated teams and the indirect costs of the Detachment. Historically the RCMP budget has increased over 6% annually, and is projected to continue to increase at this rate.
- Notwithstanding the issues and questions posed above, it is important to note that the City's relationship with the OIC and the management team at the Richmond RCMP Detachment continues to be positive.

The Review

The Review identifies the components of the ideal police service for the City. Through research and public consultation, five key criteria were identified as the foundation of an effective police service:

1. **Governance.** In policing, governance must strike an appropriate balance between broad community input directly and through municipal council, while avoiding involvement in the operational aspects of policing.
2. **Financial controls.** The cost of policing is the largest cost centre in the City's operating budget. Transparency in government decision making imposes the need for a high level of scrutiny of policing budgets through appropriate financial controls.
3. **Administrative bridges.** A police agency must forge and maintain contacts within local government to ensure service is meshed with and takes advantage of joint service provisions and that the police understand the practices and culture of the community.
4. **Human resources.** Improving overall performance through the effective use of staff resources requires the ability of the City to have some influence over recruitment, selection and retention.
5. **Best Practice.** As the City densifies, becomes more urban, and the boundaries between neighbouring municipalities blur, it becomes more important to nurture innovation so that limited policing resources are deployed to the areas of highest need and alternative approaches are utilized where possible.

These five criteria were then used to evaluate the following options:

1. a municipal RCMP detachment
2. an independent police department
3. a regional force or
4. a contracted service from another city.

Municipal RCMP Detachment. The City has already implemented some of the recommendations of the Review and many of the Review's recommendations are achievable through working with the Richmond Detachment. The status of actions undertaken in concert with the local detachment are included in Attachment 2.

Regional Police Force. Municipalities with independent police forces may apply to the Solicitor General to amalgamate, thereby creating a more regionalized form of police service. Municipalities with RCMP detachments in the Lower Mainland are part of the Lower Mainland District (LMD), a regional police service albeit without the oversight of a governance structure and which does not include the independent forces.

A regional police force has been the subject of debate for many years. In the past the Province has been reluctant to set direction with respect to regional police services for the Lower Mainland, with the underlying assumption that a regional police force for the Lower Mainland means one police force. However, it has been understood that the province would be open to more than one regional force in an effort to consolidate the fragmentation of policing in the region.

Given that the City is part of the LMD Regional Police Service, and the Province has indicated a commitment to continue contracting with the RCMP for the Provincial Police Service, a letter to the Solicitor General requesting costs of these teams should be borne by the Province. As there is currently no formal civilian oversight, in the event the Province will not fund the integrated policing services, a review of the LMD model, with recommendations to the Province on implementing a governance structure would be advised.

An Independent Municipal Force. The relevant sections of the Police Act regarding the authority for policing in the Province, and the ability to provide or reorganize policing in a municipality are:

3 (2) A municipality with a population of more than 5000 persons must provide policing and law enforcement in accordance with this Act and the regulations by means of one of the following:

- (a) establishing a municipal police department;*
- (b) entering into an agreement with the minister under which policing and law enforcement in the municipality will be provided by the provincial police force;*
- (c) with the approval of the minister, entering into an agreement with another municipality that has a municipal police department under which policing and law enforcement in the municipality will be provided by the municipal police department of that municipality.*

4 (1) Despite section 3, if the minister considers that it is necessary or desirable, the minister may, on terms approved by the Lieutenant Governor in Council, provide or reorganize the policing and law enforcement

- (a) in a municipality to which section 3 (2) applies*

Preliminary discussions with Provincial Police Services would need to take place to determine if the Province's position on fragmentation of policing has altered. More in-depth financial analysis would need to be undertaken to do benchmarking and best practices of other municipalities which have changed policing models, including an investigation of litigation liability, and a long term economic analysis before any decisions could be made regarding this model.

Contracting with another Municipal Force. In examining the option to contract policing services from another municipal force, there is potential to achieve some of the benefits of a municipal police force but in a diluted form. Any benefits, such as a strengthened governance structure, would be subject to negotiation with the contracting municipality. These benefits would be offset by the degree of influence Council would be able to exercise through that governance structure to ensure local priorities were being met.

The conclusion of the Review is that each model has both pros and cons. The factors to consider regarding the most appropriate policing model for the City is the degree to which Council:

- a) requires oversight of the police service, including the responsibility for complaints and grievances.
- b) influences priorities, goals and objectives.
- c) becomes involved in the internal management and administration of the police agency, such as administration and human resources.
- d) is able to determine the actual cost of contract policing services along with the ability to negotiate the appropriate costing model in any new contracted service.

Contract Negotiations Update

The Province negotiates with the Federal Government on behalf of municipalities for the provision of police services. The provinces and territories negotiate, as a single group, with the federal government for standardized contracts. As the Province of BC has the largest RCMP contingent, the Provincial/Territorial Negotiating Team for all of the provinces and territories is led by Kevin Begg, Assistant Deputy Minister and Director of Police Services. The Provincial/Territorial Negotiating Team and the federal government together form the Contract Advisory Committee, which is responsible for overseeing the contract renewal process.

To date, the Province has advised that consultation with municipalities on the contract principles and terms will be only through the UBCM. The UBCM appointed Murray Dinwoodie, the CAO from Surrey, as their representative to act as an observer to the provincial negotiation process and to advise on local government views regarding the contract. At the same time, the UBCM also established a Working Group, chaired by Mr. Dinwoodie with representatives drawn from municipalities with contract policing from across the Province. Phyllis Carlyle, the City's General Manager, Law & Community Safety is a member of this group.

The UBCM Working Group has been meeting regularly since June, 2008. The Working Group determined that it was important the Province more fully understand municipal interests, roles and responsibilities before any meaningful municipal input could occur. As a result, Mr. Begg has attended selected UBCM Working Group meetings.

A preamble to the new Provincial Police Services Agreement developed by the Contract Advisory Committee contains principles upon which the new agreements will be based. They are:

1. A change in the relationship between the federal government and the Provinces/Territories from being "client-based" to "a real partnership".
2. An emphasis on cost containment in relation to the delivery of police service after 2012. The Provinces and Territories want to minimize any increases to the cost base

in the new Agreements and have input into policy and legislation that impacts costs, with mechanisms in place to help control costs to have the best possible services for the dollars spent on policing.

3. An emphasis on operational and financial accountability, including better reporting to contract partners and the ability to conduct value for money analysis, as well as financial and operational audits.

The UBCM Working Group has identified the following issues and concerns with respect to the current policing agreement. These issues are the subject of policy papers being developed as part of a report to the UBCM AGM in the Fall. The subject areas substantially overlap the criteria identified in the Review as important for an effective and efficient police organization:

- **Affordability.** A higher proportion of the costs of police service should be paid by senior governments. The laws being enforced are federal and local governments are unable to continue to fund the escalation of policing costs through the property tax base. Adjustments to how these costs are allocated between the three levels of government are necessary, or new revenue streams available to local government are needed. The following table illustrates the shift in the cost sharing formula for local government police services between orders of government since the early 1950's:

Duration of Agreement	Percentage Share of Contract Costs	
	Municipal	Federal
1953-1966	40%	60%
1966-1976	41 – 51%	59 – 50%
1976 – 1981		
1 st Five members	52 – 56%	48 – 44%
6 and over	77 – 81%	23 – 19%
1981 – 1992		
5,000 – 15,000 population	56 – 70%	44 – 30%
Over 15,000	81 – 91%	19 – 10%
1992 – 2012		
5,000 – 15,000	70%	30%
Over 15,000	90%	10%

Specific cost related issues being advanced to the Province through the UBCM policy papers include:

- Costs born entirely by local government such as the provision of building space and municipal support staff should be moved into the cost sharing arrangements to qualify for federal funding.
- Regional Integrated Teams, do not report to detachments but to the LMD and the costs of these teams should be borne by the Province as there is currently no formal civilian oversight.
- Proceeds of Crime (Civil Forfeiture) should be shared with local government
- The Traffic Fine Grant from the Province is an alternate source of revenue for policing. However, the funding is not guaranteed, and should be entrenched in the contract as permanent source of funding for policing.

- RCMP long term financial planning, which would allow for discussion to occur between parties, and assist local governments in managing anticipated cost adjustments.
- **Accountability.** The current oversight processes and accountability measures between the City and the detachment are more informative than collaborative, and are reliant upon the nature of the relationship between the OIC and the City. Standards of service need to be agreed upon and resources aligned with local priorities. Greater financial accountability for expenditures and more involvement by local government in financial decision making is required. As an example, the following table illustrates the escalation in the costs of the RCMP Divisional Administration and the Regional Integrated Teams to the City, two areas over which the City has no oversight.

RCMP Fiscal Year	Divisional Administration ¹	% Increase from previous year	LMD Integrated Teams	% Increase from previous year
2004/05	\$2,394,012		*\$658,656	
2005/06	\$2,646,974	10.6%	\$648,761	-1.5%
2006/07	\$2,635,964	-0.4%	**\$841,515	29.7%
2007/08	\$2,995,900	13.7%	\$1,099,133	30.6%
2008/09	\$3,244,278	8.3%	***\$2,687,684	144.5%
2009/2010	\$3,919,500	20.8%	\$3,027,099	12.6%
2010/2011 (est)	\$4,304,400	9.8%	\$3,320,287	9.7%
2011/2012 “	\$4,719,600	9.6%	\$3,504,950	5.6%
2012/2013 “	\$5,166,000	9.5%	\$3,639,403	3.8%
2013/2014 “	\$5,665,800	9.7%	\$3,778,710	3.8%
2014/2015 “	\$6,177,600	9.0%	\$3,921,096	3.8%

* IHIT initiated

** ERT initiated

*** Dog Squad, Forensic Ident, Traffic Reconstruction initiated

Some of the accountability related issues being advanced to the Province through the UBCM policy papers include:

- The lack of a formal dispute resolution mechanism between the RCMP and local government
- Addressing local priorities vs. the needs of “E” Division and Ottawa
- Best management practices and performance standards needed to identify and hold the RCMP accountable for service delivery, including the level of the members’ experience, and the ability to fill vacancies in a timely manner
- Involvement in the selection of the OIC and senior members of the detachment, the determination of the level of support staff, and the civilianization of positions where appropriate
- The length of tenure for members at the detachment, the loss of experienced members to federal policing and the disproportionate number of new cadets in detachments

¹ Divisional Administration is defined as the common services (management, financial services, asset management, HR, and IT) provided to the federal, provincial, municipal and administrative components in E Div. and includes LMD Administration costs

The UBCM plans to forward to local governments in September a series of policy papers on policing costs. In addition, a forum is being planned for the Annual General Meeting to provide for input from local government to the UBCM on the issues discussed in this report.

In late 2009, federal/provincial contract negotiations will transition from a data gathering and research phase, to negotiations of the actual contractual language in 2010, with a draft contract anticipated to be shared with municipalities late in 2010.

Changes in the Policing Environment

Federally, there have been fundamental changes for the RCMP:

- The 2007 appointment of William Elliott as the first civilian RCMP Commissioner.
- The Task Force on Governance and Cultural Change in the RCMP issued its report “Rebuilding the Trust”, December 2007, which concluded that major changes were essential for *“restoring the force to the positions of confidence and respect it had enjoyed since its inception”*.
- As a consequence of the “Rebuilding the Trust” report, in March 2008 the Federal Government established the RCMP Reform Implementation Council, with a mandate to monitor progress of reforms undertaken by the RCMP. Their second report released March, 2009 stated that, *“while there is much to celebrate, there is still a long way to go”*. In March the Minister of Public Safety, announced a one-year extension to the term of the RCMP Reform Implementation Council. The Council is expected to provide two additional reports, in September 2009 and March 2010.
- The Commission for Public Complaints Against the RCMP issued a final report regarding public concerns about the impartiality of RCMP members conducting criminal investigations into other RCMP members in cases involving serious injury or death. The findings were that:
 - *“criminal investigations into RCMP members should not be treated procedurally the same as any other criminal investigation”*
 - *“very few policies address the issue of RCMP member committed offences specifically”*
 - *“handling of member investigations varies by Division, with discretion resting at the Division level with no national, mandatory requirements for the handling of member criminal investigations”*.

It was recommended that *“all member investigations involving death should be referred to an external police service or a provincial criminal investigative body (where in place). There should be no RCMP involvement in the process...”*

Provincially,

- The Braidwood Commission on Conducted Energy Weapon Use recommends that, *“as a precondition to the province renewing its policing agreements with the RCMP in 2012, the minister require that the RCMP contractually agree to comply with the rules, policies, and procedures respecting conducted energy weapons that are applicable to provincially regulated law enforcement agencies”*. The Province has committed to *“continue to work with the federal government during contract negotiations to*

incorporate Braidwood's recommendations with respect to conducted energy weapon usage into RCMP policies and standards".

- New provincial public complaints process legislation is anticipated to be introduced to the House in the fall.

Regionally,

- In February, 2008 the City and District of North Vancouver, and City of West Vancouver initiated a review of North Shore police services. Their review has not been released publicly.
- In February, 2008, the Vancouver Police Department released a report entitled, "Options for Service Delivery in the Greater Vancouver Region: A Discussion paper of the Issues Surrounding the Regionalization of Police Service". The paper concluded that due to competing interests and stakeholders within Metro Vancouver any discussion regarding regionalizing police service must be led by the provincial government, with the participation and cooperation of municipal governments.
- An Angus Reid Poll released May, 2008, revealed 63% of Metro Vancouver residents would support creating a single police force to oversee the region, 61% disagreed with the suggestion that the current police forces operating in Metro Vancouver were capable of dealing with organized crime.
- In April, 2009, the Metro Vancouver Board of Directors commissioned a position paper on policing issues, and established a Metro Vancouver Committee on Policing Issues to oversee to completion of the paper.
- In July, 2009, Solicitor General Kash Heed announced a new organized crime unit which combines the Combined Forces Special Enforcement Unit-British Columbia (CFSEU-BC), the Integrated Gang Task Force (IGTF) and the Outlaw Motorcycle Gang Unit.
- Metro Vancouver's Committee on Policing Issues submitted five emergency resolutions, for discussion at the UBCM Convention in September, that support police efforts in the region. Notably, two of the resolutions address funding issues – the first requests confirmation of a permanent traffic fine revenue sharing plan, and the second requests that the Province fund PRIME BC and review the governance structure to ensure municipal representation.

Commentary

There are three issues to take into account when considering how to advance Council's interests with respect to policing.

Firstly, the RCMP is in a state of internal examination as a result of the "Rebuilding the Trust" report. "Rebuilding the Trust" identifies a number of areas that parallel the criteria identified in the City's Review – effective management of human resources, financial and contract management, governance and accountability. Since some of the areas of change are closely aligned with the Review's key criteria, the RCMP detachment model could experience some changes relative to the impact of the national level policy changes. However, all of the recent initiatives aimed at restructuring the country's national police force illustrate the serious nature of the changes, and the lengthy timeframe before the full effect of these changes are known.

Secondly, the police contract negotiations are solely between the Province and the Federal government. This structure does not allow for direct local government participation at the negotiating table except one person in an observer status. Participating in the UBCM Working Group has allowed for the City's issues to be considered and included in the policy papers being prepared for the UBCM AGM. The UBCM AGM does provide the opportunity for members of Council to make known their concerns with the current contract.

One of the significant contract related issues is the escalating cost of police services and the inability of local governments to continue to fund these costs. The downturn in the economy will hinder other levels of government's ability and willingness to consider changing the funding formula. One of the provincial principles proposed to be included in the preamble to the new Provincial Police Services Agreement is an emphasis on the containment of the cost of police services after 2012. Although the Province wants to minimize any increases to the Provincial cost base and have input into policy and legislation that impacts costs after 2012, the Federal government may not be willing to consider any increase to their portion of the cost base. The Province and Federal government both striving to maintain containment of their costs may impact local governments.

The third issue has been the recent call for enhanced regional policing in Metro Vancouver. There are initiatives which already provide some functional integration across the region. For example, E Comm's Wide Area Radio System connects police agencies in all communities in the region. The Province's PRIME system allows for shared police records. Issues based solutions are becoming more common, such as the Solicitor General's newly created organized crime unit. However, Lower Mainland policing lacks a comprehensive, strategic, proactive approach. One which includes an overall police plan with consideration given to a regional crime prevention strategy, as well as regional governance, accountability and financing structures.

The call for regional policing is mirrored by the creation and growth of the RCMP LMD (Lower Mainland District). The RCMP website says the LMD is served by 13 regional police offices (municipal detachments) and specialized (integrated) teams and is "*now well poised as a world class regional service offering seamless policing throughout the Lower Mainland.*" The OIC of each of these detachments reports to the Lower Mainland District Commander and municipalities served by the LMD contribute funding for regional teams.

The LMD (formed in 2001) is a relatively recent initiative that was not envisioned when the existing policing agreement was negotiated in the early nineties. The LMD regional policing model shares some of the attributes of the regional police force described in the Review, for example better intelligence sharing and more powerful specialized units. However, there are some critical differences that undermine the value of this regional force. A highly effective police force requires that a fine balance is maintained between governance, including financial oversight, and the ability of the police to have operational independence. Although oversight at the local level is achieved through the ability of the City to exert some financial control over the detachment's police budget, the equivalent function at the regional level is nonexistent. At the regional level, the Chief Administrators/Principal Policing Contract group and the Mayors' RCMP Forum both allow for some influence through communication and consultation with the RCMP,

but the absence of an effective governance structure hinders the ability of municipalities to provide the necessary oversight of the policing in the region overall.

It is evident, from the number of studies undertaken by different agencies that the current regional model, which evolved when municipalities were geographically distinct communities, is not effectively addressing regional issues, particularly related to gangs and organized crime. The unique needs of individual communities which may be construed as competing interests have up until now forestalled any attempts to consider a new structure. It is more likely that any discussion regarding regionalizing the police services in the Lower Mainland would be more successfully led by the Province, with the participation of local governments.

Financial Impact

There is no financial impact associated with this report.

Conclusion

The Review served several purposes. Identifying best practices which could be implemented, notwithstanding the model, to advance Council's priorities for policing, and identifying issues to inform the UBCM Working Group regarding the RCMP contract negotiations.

At this time the state of flux in the policing environment at all levels makes it difficult to make a determination on the most appropriate model of policing for the City. In the interim, there is opportunity to improve the existing model by implementing changes at the local detachment as recommended in the Police Review, working with the UBCM Working Group regarding changes to the RCMP contract, and working with the Province to establish a formal governance structure for the LMD.



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Review of Alternative Models for the Delivery of Police Services

Summary & Recommendations

City Of Richmond

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**Review of Alternative Models for the Delivery of Police Services
Summary & Recommendations
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Executive Summary¹

Introduction

The RCMP, as the provincial police, provides contracted policing services to the City of Richmond. The *Municipal Policing Agreement* which guides the administration of the contract expires in 2012. The City has begun a process to review the current service and to assess other policing options. In practicing due diligence, the City is obliged to ensure that the most suitable policing model, at the best cost, is used to facilitate the safety and security of the municipality.

The basic mission for which the police exist is to 'prevent crime and disorder'. While this has remained the touchstone for policing since 1829 when the Metropolitan Police was introduced in London, the nature of crime and social disorder have changed significantly in the ensuing, almost, two hundred years. Likewise, the strategies that are employed to prevent crime and disorder have also evolved. However, these strategies have been subject to significant assessments and renewal only during the past few decades.

More currently, the nature of policing has changed as policing is no longer seen as the preserve of one organization, the public police. There are now viable options for the broad range of policing related services. Although the core tasks of crime prevention, investigation and arrest are still, primarily, within the purview of the public police, the tiering of police and protective services has meant the advent of other organizations, both public and private, becoming involved in what was once considered solely the responsibility of the public police.

At the same time, the oversight of policing has changed such that governance is now a crucial element in the provision of all levels of policing services. It is the effective interplay of police professionalism and oversight which provide for our, generally, effective and efficient safety and security services.

¹ The report of the *Review* contains the detailed background to this summarized version. To obtain a full understanding of the rationale for the findings and recommendations, the reader is advised to refer to the complete final report, *City of Richmond – Review of Alternative Models for the Delivery of Police Service, 2007*.

Review Deliverables

This *Review* is intended to consider the elements which define and buttress 'good' policing. Although there are many common denominators across and within jurisdictions, the policing of a community must be tailored to address the specific needs of that community. The nature of policing is defined by factors such as demographics, geography, call loads, personnel expertise, history, nature of oversight, and the legal environment. These are unique to any jurisdiction. Given the distinct characteristics of Richmond, the *Review* is intended to assess the specific requirements of policing of the City. Then, to provide to Council an objective third-party assessment of the elements of the policing model that will meet the particular needs of the City.

The review is neither an audit of the current police service nor a critique of RCMP practices. The terms of reference for the project require that comparison is conducted between certain aspects of the RCMP and the detachment and other policing services. Consequently, examples of the practices and approaches undertaken by the Richmond Detachment will be discussed in the *Review*.

The information contained in the report of the *Review* is provided to assist Council to determine the most appropriate policing model. The *Review* does not recommend an overall best model; however it is intended to provide an evaluation of the critical components of the ideal police department for the City and to compare and contrast the various options under consideration as to their suitability based on these components. Richmond City Council will consider the findings and, given the particular needs of the City and the perspectives of its elected representatives, determine which model best fits their requirements. This could include a renegotiated RCMP contract in preparation for 2012.

Reasons for the Review

The City of Richmond has recognized that it is at a juncture where decisions must be made regarding community safety and security. The city is subject to very significant growth. The ongoing influx of residents and businesses through migration and immigration has resulted in considerable development. The city centre, the pending completion of the Canada Line light rapid transit and the increasing use and expansion of the international airport all contribute to this pattern of growth and increase in density. In addition, being a venue city of the 2010 Olympics has caused an additional pressure on, and opportunity for, development capacity, urban growth and changes in the characteristics and security needs of the City.

Richmond is policed by the RCMP but is contiguous to both other RCMP policed areas, and to municipalities which have municipal police departments. The proximity to such a range of options permits the City to reflect upon other forms of policing arrangements.

In addition, with an operating budget of \$29.9M in 2007 the police budget is now 20% of the City budget, and the costs of policing increase each year. Along with this is the planned development of the Public Safety Building. The building requirements are subject to change depending upon the policing model which is selected by the City. The costs of policing represent a significant and expanding cost centre, therefore it is important that the City ensures due diligence is employed. The impact of safety and security to the general well-being of citizens and to commerce adds to the need for the selection of the most appropriate policing model.

Methodology

The *Review* is based upon an inclusive and comprehensive methodology, which included a comprehensive review of best practices and extensive analysis of operational and human resources data. Interviews were conducted with over one-hundred representatives of municipal, provincial and federal policing; government officials at those levels; representatives of community agencies which interface with the police and other relevant stakeholders. In addition, focus groups were conducted with operational officers from five police agencies and with representatives of community groups. The public were encouraged to provide input through a series open houses and via the City of Richmond website. Objective third party oversight was provided through the formation of a Police Review Steering Committee.

What is meant by policing models

The *Review* considers the factors which are determined necessary to be addressed by the ideal police agency working in a Richmond context. Policing agencies face many demands and opportunities, such as community-based policing and hot-spot targeting, temporal deployment and staff wellness concerns. Police organizations are complex and require the selection and continual upgrading of skilled sworn and civilian personnel; a thorough understanding of the agency's operational and managerial environment; and the ability to conduct timely assessments of needs and to adjust approaches to meet changing demands. The ideal organization requires a culture of excellence and flexibility to prepare and deploy its resources in an effective, efficient, and economic manner.

Policing is dynamic and, particularly over the past two decades, there have been many explorations into how the police can be more productive, community aware, and cognizant of employee needs.

The report provides a description of the elements of the agency which serve to provide effective and efficient policing accompanied by competent and appropriate governance. Although there are different models available, governance must be provided through community representatives who are trained and fully comprehend both the strategic importance and the subtleties of the role of effective oversight.

The context of municipal policing

The British Columbia *Police Act* requires a municipality with a population of more than 5,000 persons to provide policing and law enforcement by establishing a municipal police department, or by entering into an agreement by which policing will be provided by the provincial police force, or by entering into an agreement with another municipality that has a municipal police department to provide policing.

The arrangement of policing in British Columbia (BC) is complex. Twelve municipalities are provided policing services by municipal police forces. The personnel of these services are directly employed by the municipal police board and the municipality. The municipality is responsible for 100% of policing costs² and bears full responsibility for all aspects of the management and operation of the service. The administration and management of municipal police departments is defined by the BC *Police Act* and conducted through municipal police boards. The boards consist of the mayor, one person appointed by the municipal council, and not more than five persons appointed by the Lieutenant Governor in Council. Complaints against municipal police officers or policies are monitored and supervised by the Office of the Police Complaint Commissioner.

The remaining population of the province is policed by the RCMP which, as the provincial police, works within a *Municipal Policing Agreement* between the Province and the municipalities. Where the population of a municipality policed by the RCMP exceeds 15,000, as in the case of Richmond, the municipality pays 90% of the annual cost of policing³. The federal government pays 10% of cost through a cost sharing agreement. This provision permits the provincial government (the Minister) to redeploy part of the Municipal Police Unit in the event of

² The report outlines examples of revenue generation and cost sharing which reduce the full 100% cost burden.

³ The report outlines examples of how this 90-10 split in funding is a difficult to delineate.

an emergency within the province, or the Commissioner to temporarily withdraw up to 10% of the members of any municipal police unit to meet an emergency in an area of provincial responsibility outside the province or an area of federal responsibility⁴.

The *RCMP Act* specifies control and accountability limits with respect to the police of jurisdiction. The *RCMP Act* assigns the control and management of the Force to the Commissioner under the direction of the Minister of Public Safety and Emergency Preparedness. Internal management, including administration and application of professional police procedures, remain under the control of the Minister. Complaints against RCMP officers are subject to the RCMP Public Complaints process which has the power to review complaints and make recommendations to the RCMP Commissioner. The management of the RCMP is arranged by detachment, district, division, and national level.

The models under review⁵

There are four possibilities for a Richmond policing model. The model options posited for consideration are: a renegotiated RCMP contract; a municipal police department; a contracted municipal police service; and a regional police force.

A renegotiated RCMP contract: As noted, the City is currently served by the RCMP working within the parameters defined by the *Municipal Police Unit Agreement*. The *Agreement* limits the degree of involvement of the City in the internal administration of the police service. The nature of the RCMP, being subject to district, divisional, national RCMP, and federal government influence results in varying degrees of influence that can be exerted on the part of the City. The Ministry of Public Safety and Solicitor General will be leading the provincial negotiation for a new RCMP contract in preparation for 2012. The Solicitor General has invited the Union of BC Municipalities (UBCM) to be a member of the provincial team. The UBCM will undertake to develop a mandate for RCMP contract negotiations based on consultation with municipalities, appoint a local government representative to the provincial negotiating team, and assemble a local government working group. The UBCM has solicited initial input from municipalities regarding changes that would be desirable in a new policing agreement, however it is premature to determine the nature of any potential changes to the agreement.

⁴ *Municipal Policing Agreement* 1992 Article 6.0

⁵ Offered above are summarized descriptions of the options for policing models. The reality of operation of these models is complex and described in detail in the body of the main report.

A municipal police department: Working within the parameters defined by the *Police Act*, any municipality of more than 5,000 population may employ a municipal police service. This approach would place all responsibility for employment, administration, governance, and funding within the bailiwick of the municipality. This affords certain benefits to the municipality such as influence over most aspects of the service. Such an arrangement also carries administrative and other responsibilities, which are not experienced by municipalities in other forms of policing models. Principal among these responsibilities is that of a full range of governance and administrative duties. As noted above, the municipal police department is provided oversight by a board comprised of the mayor, one person appointed by the municipal council, and not more than five persons appointed by the Lieutenant Governor in Council.

A contracted municipal police service: The BC *Police Act* permits a municipality to arrange for a policing service to be provided, through an agreement, by another municipality's police department; however, there is no example in this province of a full-service contract. There are examples of partial service contractual arrangements such as Oak Bay where the Saanich Police provide a range of specialized services. In a similar fashion to a contracted RCMP service, the municipality is relieved of certain responsibilities regarding administration and benefits from joint specialized services. The degree of influence over other facets of management, administration, and operations are limited.

A regional policing model: Working within the provisions of the *Police Act*, subject to the minister's approval, the councils of 2 or more municipalities may enter into an agreement providing for the amalgamation of their municipal police boards and municipal police departments⁶. Such an arrangement would provide for a sharing of funding, resources, administration, management, and governance. The character of the relationship would be one of equality of involvement save that the sharing would be negotiated based upon factors such as percentage of population of each of the partner jurisdictions. This section appears not to apply to Richmond as it does not have a police board and police department. As in the event of any change in police model, negotiation with the provincial minister will be required.

The overall responsibility for policing is developed from the federal government to the provinces. Consequently, the approach and philosophies of policing vary amongst provincial jurisdictions. British Columbia, under the stewardship of the Police Services Division of the Ministry of Solicitor General and Public Safety, has encouraged a spirit of cooperation between policing agencies. In BC, perhaps more than other provinces, integrated units, comprised of RCMP and municipal personnel, provide service to contributing agencies such that a higher-

⁶ *Police Act, Section 18*

level of expertise is available to address more complex, labour intensive public safety issues. Examples of the province-wide encouragement of shared resources are PRIME BC, the Justice Institute Police Academy, the Organized Crime Agency, the Integrated Homicide Investigation Team (IHIT) and E-Comm⁷. PRIME is an integrated management information system; the roll out of PRIME continues and the anticipated date for every police jurisdiction to implement the use of PRIME is 2008. E-Comm and CREST⁸ are regionalized call receipt and dispatch facilities or systems. E-Comm serves the Lower Mainland and CREST serves the lower portion of Vancouver Island. The introduction of the Greater Vancouver Transit Authority Police Service along with a security guard service which is subject to provincial controls and integrated into the community safety and security processes, result in an increasingly complex matrix of public safety services.

In line with the philosophy and practice of a continuum of community safety and security services, the City of Richmond has adopted a process of encouraging an integration of services through the formation of the Law & Community Safety Department. In a process which is still evolving, overall coordination is effected via the Community Safety Committee.

Five principles of policing in Richmond

During the course of the *Review* the management of five principles emerged as the foundation for an effective policing service.

- Governance
- Financial controls
- Administrative bridges with the civic administration and community.
- Human resources
- Evidence-based Policing

Governance

Municipal police and the RCMP are, under the *Policing Agreement*, subject to different forms of oversight. Current and best practices argue that a more effective process for oversight should be introduced in the Richmond context.

⁷ The Emergency Communications Centre for Southwest BC

⁸ CREST: Capital Region Emergency Service Telecommunications, a non-profit emergency communications corporation that is owned by Victoria Municipalities, the CRD, BC Transit and the Province of British Columbia.

In policing, governance must strike an appropriate balance between broad community input, directly and through representatives of the community, while avoiding the involvement of oversight authorities in the minutiae of the operational aspects of policing. Under the terms of the *Municipal Police Unit Agreement* the Officer in Command (OIC) of the detachment reports to either the Mayor or designate regarding law enforcement. In the Lower Mainland District the PPC (Principal Policing Contact) is the designate appointed by individual municipalities to oversee the OIC's implementation of *objectives, goals, and priorities* for the detachment. In Richmond, this reporting relationship could be improved by enhancing the current governance structure. This would provide greater transparency and broader input to conduct police oversight.

The Community Safety Committee (CSC) in the City of Richmond is mandated to address matters related to police services, fire-rescue, emergency and environmental programs and community bylaws. Membership includes councilors as chair and vice chair and three councilor members. The CSC is a standing committee of Council. The review proposes a structure for governance by enhancing the current Community Committee (CSC). The generic title, used with the report, for such a group of representatives is the Public Security Committee (PSC). The PSC would build on the current CSC by proposing three principal differences. The PSC as a standing committee of Council would be structured similarly to a municipal police board with a blend of representation from Council and the community representatives appointed by Council. The Council representatives will be in the majority. Terms of reference describing mandate, objectives, and structure would be developed, and members of the Committee would receive training through Provincial Police Services, Ministry of Public Safety and Solicitor General.

Equally, important, the Committee would establish a relationship with the OIC or senior officer of the police agency for more effective communication and consultation.

Although it is not within the mandate of this review to propose approaches for other City of Richmond services, the PSC would be a suitable vehicle to provide strategic counsel regarding other municipal departments which have a mandate to incorporate elements of community safety and security. Such a broad responsibility would allow the PSC to orchestrate a wide variety of related services and ensure the most efficient use of funding and human and other City resources. This approach would also buttress a continuum of policing. The role of the PSC is one of oversight and work would be strategic in nature. This would differentiate its mandate from the Joint Operations Team of the City, which is comprised of managers whose departments have an interest in elements of community safety and security, and which is primarily tactical in nature.

Model Options - Governance

A contract with the RCMP for policing

Although the current *Municipal Police Unit Agreement* and the *RCMP Act* limit the degree of involvement of municipalities in the oversight of, and administration of, the RCMP, precedent suggests that a representative committee can be established within the current terms of both. Legislation and the *Agreement* prevent involvement in selected aspects of operations and internal administration; however, the City of Richmond has significant latitude to seek greater structure and formality to the planning and reporting processes along with broader input regarding the community perspective on safety and security matters.

Under this option, the Richmond Public Security Committee may be comprised of the Mayor and Council or a combination of Mayor, Council, and other appropriate appointees. Under this model, the senior officer of the police agency and other working committees would report to the Public Security Committee on a formal and regular basis.

An independent municipal police force

The *Police Act* gives a wide range of opportunities for active involvement in the governance of policing, such as determining adequate personnel levels, approving and monitoring the police budget, reviewing performance, developing policy and hiring the police chief. Those limitations that do exist, such as limited involvement in operational issues, are rational and desirable to ensure that the delineation between politics and policing does not become blurred. The Police Board, having responsibility for the police department, could function as a *Public Security Committee*. Under current legislation, the *Act* prescribes membership of the Board with the majority of positions being assigned to provincial appointees and, consequently, the City would have limitations upon its representation. Police Acts in some other provincial jurisdictions give the majority positions to municipal representatives.

Contracting with another municipal police force

It is presumed that a contracted municipal model would not automatically provide the City of Richmond with representation on the board of the contracting police service. However, in order for this model to be acceptable to the City, it can be envisaged that the negotiations leading to such an arrangement would provide an opportunity for the City to establish reasonable input into the governance of the Richmond component of the police department, especially local priorities, goals and objectives, forms of service delivery, and staffing levels. In addition, protocols determining regular reporting to the City could be established. This reporting may contain elements which provide a comprehensive understanding of outcomes in strategic plans, performance against budgets and priorities, and information data such as complaints against police.

In addition, the Richmond *Public Security Committee* could function as described under the first option.

The overriding issues in any of these forms of governance structure are the nature of the governance structure, the degree of involvement in (or detachment from) oversight and the amount of representation afforded the representatives of the jurisdiction in a shared policing service arrangement such as contracted municipal service or (below) a regionalized service.

A regional police force

A regional model comprising the Richmond policing service and one or more municipal police departments under the *Act* would require an agreement containing terms respecting the establishment of a joint board and membership on the joint board⁹. It can be envisaged that the negotiations leading to such an agreement would provide appropriate City representation on the police board (see above).

In addition, the Richmond *Public Security Committee* could function as described under the first option.

⁹ *Police Act Section 18*

Finance

The financial aspects of policing were a principal concern for many who provided input to the *Review*. Enhanced consultation with civic staff would improve budget formation and spending. Police human resources consume up to 85% of the police budget. With the police budget consuming 20% of civic spending, the *Review* has delineated several ways in which more control can be asserted over the development and spending of the funds devoted to community safety and security. The main goal is to ensure that the City is consulted during the development of the budget and approval is sought by the police when changes are made to policing programs for which specific funds have been approved by Council. Examples were provided where the Council only became aware of the changes to approved programs when information was provided at Community Safety Committee after the fact.

The report also addresses the limited ability of the City to influence or to track spending related to integrated teams that may or may not use Richmond personnel but for which the City is charged for services.

Model Options – Finance

*A contract with the RCMP for policing, and
An independent municipal police force, and
Contracting with another municipal police force, and
A regional police force*

While a detailed economic analysis of potential alternative policing models is beyond the scope of this report, certain major cost components would undoubtedly be impacted by pursuing a policing model other than the current RCMP contract. Any combination of municipal policing, regional policing, contracted municipal policing or a hybrid of these would result in increased costs in certain areas and potential cost reductions and efficiencies in others. Areas that could be impacted would include staffing costs, administration and support activities, on-going operations costs and costs related to integrated teams and shared services. In addition, the 10 per cent federal policing cost sharing currently enjoyed through the RCMP contract would no longer be available. Finally, increased exposure to litigation and claims would be incurred as a result of pursuing a non-RCMP policing model as this liability is currently absorbed by the RCMP.

Discussions with City of Richmond staff, E-Division, and staff at the Ministry of Public Safety and Solicitor General indicate the expectation that the utilization of any policing model other

than the current RCMP contract would result in increased policing costs for the municipality, at least initially.

These costs would be offset by certain non-quantifiable benefits such as improved governance and greater City input into service levels, and improved consultation regarding finances which are described elsewhere in this report. To the extent that an alternative model of policing is undertaken by the City of Richmond, cost, although an important element, would most likely not be the primary determinant of change.

Administrative bridges

For the City and the police to operate effectively and efficiently, the police organization should be dovetailed with the administrative processes of the municipality. This dovetailing is achieved through involvement in municipal processes such as planning, the use of the expertise resident in City departments, and in the participation on municipal committees. Such inclusive approaches break down the isolation of the police organization, make best use of collective civic resources, enhance a sense of team and common purpose and foster collaborative approaches between all stakeholders to mutually define and respond to crime and social disorder issues.

The *Review* identifies several areas where there can be common use of resources and expertise. Principal amongst these is joint planning. As has been outlined, the City is currently experiencing significant growth and along with the impending Olympics and completion of the Canada Line there has been an emphasis on a range of major planning projects. The police should develop a plan which addresses strategic and short-term security and safety issues with respect to such projects. The planning process should be inclusive, involving input from elected representatives, City staff, and the community. The plan should also anticipate the workload and resourcing needs of major projects such as the Canada Line. Such planning permits a strategic understanding of the resources that may be required from the City along with an ability on the part of the police agency to match deployment to workload demands.

In addition, there is a wealth of experience resident within the City administration. This expertise, appropriately coupled with the special knowledge of the personnel within the police agency, would improve the effectiveness of a broad range of community activities which serve to enhance the quality of life and feeling of safety in Richmond.

Model Options – Administrative bridges

A contract with the RCMP for policing

The tension created by the need of the detachment to be aware of the priorities of other levels of the RCMP makes it difficult to demonstrate full allegiance to, and affinity with, the priority requirements of elected municipal representatives and the City administrative departments. Not least of which is an RCMP planning process which may not entirely dovetail with the framework, business case or timing requirements of the City process. Building relationships and developing teams at all levels of the City and Detachment organizations can not be sustained when members are, after a few years of service in Richmond, often transferred to another detachment or elect for personal reasons, such as advancement opportunities to leave the jurisdiction.

This having been said, although the work of detachments is significantly influenced by a need to dovetail with a national corporate model, a review of best practices demonstrated that much can be achieved at local level through constructive liaison between the City and detachment personnel.

An independent municipal police force

A municipal police agency can be required to dovetail all planning and other administrative processes with those of the City. The municipal service could also take advantage of the expertise resident in municipal civic departments. The involvement would not extend to participation in decisions regarding specific operational cases. Long standing members, possessing the capital of corporate memory, would be able to contribute to the development of teams and the strengthening of relationships between staff at all levels.

Contracting with another municipal police force

The City would be able to lobby the contracting municipality for input to the planning and other processes. However, the prime orientation for administrative purposes would be the principal municipal employer. If police officers were to be stationed in Richmond for a reasonable length of time they would be able to contribute to the development of teams and the strengthening of relationships between staff at all levels.

A regional police force

Through the participation in the regional board, the City would request that the planning and other administrative services of the police dovetail, as far as possible, with the City processes. However, this coordination would be a matter of consensus with other regional partners. If police officers were to be stationed in Richmond for a reasonable length of time they would be able to contribute to the development of teams and the strengthening of relationships between staff at all levels.

Human resources

The appropriate recruitment, selection, training, promotion and development of personnel are crucial to the effectiveness and financial viability of the organization. A contracted service, either RCMP or municipal, is less open to client involvement in internal personnel policies or processes. The RCMP, in particular, is subject to district, divisional and national directives. Setting local precedent has the potential to jeopardize national uniform administrative processes. In addition, the local desire of a municipal client to, for example, retain personnel to provide an experienced personnel base often conflicts with the national interest to move staff around for the purposes of promotion or participation in specialized services. The *Review* has suggested that the City move to increase the longevity of police officer postings to Richmond. This will facilitate the retention of experienced staff that have become familiar with the characteristics of Richmond and have become acquainted with those within the population who may be the root cause of disorder.

Beyond the significant increase in the use of private security personnel in public safety roles, there has also been a pronounced move to civilianization of police tasks. Cases were mentioned in the *Review* where the RCMP could be more cognizant of the value inherent in the appropriate assignment of non-sworn staff to replace or support the deployment of sworn personnel. This would allow a better use of the expertise and experience of police personnel in other tasks and positively impact policing cost, particularly with regards overtime. Such use of unsworn personnel would also contribute to the overall wellness of the police agency by allowing sworn personnel to take more time off.

Model Options – Human resources*A contract with the RCMP for policing*

The City would have no responsibility for any additional wage or direct personnel cost above those included in the contract. The City would also have no responsibility for negotiation with employee representatives. However, the City would have minimal input to human resource policies or practices and could do no more than lobby the RCMP or Provincial government on matters such as representation of minority groups in the agency (except with regards municipal employees at the detachment), unless specific issues are formally placed within the 2012 contract.

Since the RCMP members are recruited from across Canada, it would be 'best practice' for Richmond to develop a "Core Curriculum" for inclusion in training new members of the Richmond RCMP and also curriculum for senior staff. The core curriculum should include:

- The demographics of the region and the implications for policing,
- Orientation to the municipal organization and processes including presentations by the employee associations regarding the civilian members working for the RCMP,
- Cultural competency training regarding the major ethnic/cultural minorities in the region.

The size and scope of the RCMP establishment as a whole means that the City of Richmond potentially has a wealth of knowledge and experience it can draw upon, particularly for relatively infrequent events such as the Olympic Games.

If the City contracts with the RCMP or other service provider, the City should build into the contract specifics as to how the contractor will meet the City's future needs for expertise related to new trends in policing and new city developments (for example, the use of technology and police responses to technologically related crime, and major physical changes such as SkyTrain and the downtown development). The contract should also include a specified review of the City's emerging needs on a yearly basis.

An independent municipal police force

This model permits the City input to agency policies and practices and works toward long term retention of personnel skills and knowledge. However, the municipal model entails additional responsibilities and costs to the City such as full employment costs, outreach, recruiting and selection, negotiation of employment contracts with employee representatives, and the, sometimes, difficult resolution of discipline cases.

If the City has its own police force, with a more stable staff complement, it will need to set aside resources for training and continuous learning and upgrading with respect to technology and other changes in the policing environment. Further, it will need to plan how it will source specialized "one time" expertise such as that needed to plan for the 2010 Olympic events.

Contracting with another municipal police force

The City would benefit from some retention of personnel's skills and knowledge. Depending upon the receptiveness of the contracted municipality, some input to human resource policies and practices may be possible. The City would be absolved of much of the responsibility for labour relations issues such as contract negotiation or responsibility for problem employees.

See 'A contract with RCMP for policing' above for proposals regarding acquisition of special staffing expertise.

A regional police force

Like the contracted municipal model, through a shared responsibility of a police board, this model permits the City input to agency policies and practices and creates a better environment for long term retention of personnel skills and knowledge. However, the regional model also entails additional responsibilities and costs to the City such as full employment costs such as outreach, recruiting and selection, negotiation of employment contracts with employee representatives and the resolution of cases of problem personnel. However, all these costs and responsibilities are shared with regional partners.

Evidence-based Policing

The *Review* proposes a blend of gathering of relevant data, analyses, timely dissemination, strategic and tactical goals, and the adoption of a number of accepted best practices as the operating culture of the organization. These innovations include: 'Signs of Crime', drawing on the logic of "broken windows", an early intervention strategy to prevent conditions from deteriorating to the point where crime flourishes; Community Based Policing, referring to the recognition that the police must act to encourage the public to share responsibility for public safety, specifically by consulting with them, adapting their operations to local conditions, and mobilizing volunteer resources; and 'problem oriented policing', developing police programs that ameliorate or eliminate conditions that generate problems of insecurity and disorder that police are repeatedly called upon to prevent. In addition, the effective use of crime analysis and Compstat provide the necessary tactical and strategic intervention tools for the police. A broad application of the task of community safety and security facilitates better use of community resources and will provide greater support to the goal of public safety and the associated perception of safety. These will improve effectiveness and efficiency of policing resources.

The City has a need to understand and address policing needs brought about by demographic change, urban growth, and transportation restructuring. However, the strategic plan for policing was subject to limited City input and, as yet, there is no effective plan to anticipate the potential

impact of the Canada Line. There is limited crime analysis, currently undertaken by the detachment, as a foundation for resourcing and personnel deployment. In fact, the *Review* experienced considerable difficulty in obtaining the data required to analyze current incidents, calls for service, and workload. The consultants obtained the data directly from PRIME Corp and developed a detailed assessment of current workload. The detachment did not have the software necessary to analyze the data¹⁰. This severely limits the ability to determine deployment strategies and to plan for future human, technical and capital resource acquisition.

The incorporation of strategies that make use of evidence-based intelligence and planning, complemented by data collection and analysis and research, will provide for a comprehensive and current understanding of safety and security issues. Ongoing monitoring and process enhancements through audit and assessment will ensure an informed discussion of tactics and strategies to provide for effective and efficient policing. The City has a vested interest in monitoring police processes such as aggregated 'overtime' costs; consequently provision should be made for the City to be able to audit such practices or, at the very least, to have access to audit reports from the police service provider.

The appropriate collection and analysis of data identifies the temporal and geographical distribution of demands for services. This, in turn, facilitates decisions regarding the development of programs such that a high-priority call response is the purview of more mobile units leaving the lower-priority calls to be directed to alternative response methods such as a telephone call centre. At the centre, a rudimentary investigation is conducted such that either an information base is provided to investigating general duty personnel or the incident data is gathered for subsequent review and action by a specialized unit or subjected to data storage and analysis. Also, the analysis of data allows police managers to deploy general duty personnel such that the deployment correlates with the workload. This works to optimize use of resources and ensure a timely response to requests for assistance from the community. The current shift model in Richmond does not allow such fine tuning.

As with the need to ensure that all aspects of community safety and security are orchestrated at municipal level, the integration of police resources at a regional or provincial (and at times national level) will make the best use of specialized expertise. Certain crimes such as homicide happen infrequently but require special investigative skills which take time to develop. Such investigations and prosecution often require several person-years of resources and it is more effective to integrate or regionalize such services. There must be assurance for clients,

¹⁰ At the time of finalization of the report, the Detachment had just acquired the necessary analysis software.

however, that the support of such units does not diminish the skills at local level and that the funding of services accurately reflects their actual cost.

Model Options – Evidence-based Policing

The *Review* identified successful crime analysis functions in police organisations of various types. Regardless of the nature of the police service (contracted, municipal, or regional), the processes described above are essential and can be effectively utilized in the Richmond model. However, there may be less latitude in a municipal detachment to be able to implement some of these functions or initiatives if national or divisional priorities and policy take precedent over locally identified initiatives.

The viability of a single organization, the public police, to be solely responsible for public safety has given way to a tiered or continuum of services. In support of the direction that the City has taken with regards a more encompassing approach to public safety, the *Review* has proposed a broadening of this approach through the use of a policing continuum of community safety and security organizations. This should include both public and private agencies working in collaboration. There are several precedents for such an approach both in Canada and abroad.

Summary of alternative policing model options

Throughout the report of the *Review*, the model options are considered against each of the principal issue areas bearing in mind the particular needs of the City of Richmond. Each of the four policing models offers various degrees of advantage and disadvantage depending upon the issue in question. These are delineated at the close of each section of the report.

There is no one model which fully meets all the requirements of the current and, likely, future needs of the City of Richmond. The report of the *Review* explains the factors which must be weighed in assessing the most appropriate selection of policing model. The report further explains the essential elements in structuring a police model which fits the Richmond governance, management, and operational policing context. In essence, the decision regarding the most appropriate model is based upon decisions regarding the following interrelated factors.

- The degree to which the City wishes to provide oversight including responsibility for complaints and grievances.
- The degree to which the City wishes to have the ability to influence priorities, goals and objectives.

- The degree to which the City wishes to become involved in the internal management and administration of the police agency, such as administration and human resources.
- The degree to which the City is able to determine the actual cost of contracted policing services along with ability to negotiate the appropriate costing model in any new contracted service.

Notwithstanding the need for these decisions with regard a future police model option, much can be achieved within the current model through the guided discussion and negotiated outcomes regarding the full breadth of police services including the governance, management, administration, and deployment of personnel.

**Premise
Recommendations
Model Options**

There are a total of 42¹¹ recommendations; they can be categorized as follows:

Recommendations requiring a negotiated solution through the Provincial and Federal Governments regarding the 2012 Provincial Policing Services Agreement and the Municipal Policing Unit Agreements.

These are marked in blue (4)

Recommendations requiring a negotiated solution between the City of Richmond and the RCMP 'E' Division and/or the Richmond Detachment.

These are marked in red (23)

Recommendations which can be implemented by the City.

These are marked in green (14)

¹¹ Note: one recommendation is cross referenced.

Chapter 2 The City of Richmond Context - Analysis

Premise

The demographic and workload data for the City of Richmond provide an important backdrop to the work of the police and, by extension, the nature of community safety and security.

Such data provide important insight to the characteristics of the community and an understanding of the special cultural and socio-economic needs to be addressed to facilitate safety and security and quality of life. Also, the data provide a quantitative perspective on the matters to which the police are called to attend, how the police choose to address community issues and they provide a foundation for initiatives such as police resource planning and deployment to match demands.

To accurately measure and quantify the workload (crimes and calls-for-service) it is essential to have suitable analysis processes and computer software to make sophisticated analyses.

Recommendations

- 2.A** The City of Richmond and the police agency should conduct on-going analyses of factors that can influence policing costs and crime rates.
- 2.B** The ideal police agency has industry-standard software necessary to process and analyse the available data such that the workload demands in the city are sufficiently understood to develop deployment models to meet demands and to analyse occurrences and trends to permit the development, implementation and evaluation of tactical and strategic community safety and security programs.
- 2.C** The ideal police agency analyses the available data and determines those calls that are more suitably subject to an alternative response other than attendance of mobile unit. Such calls could be redirected to a telephone response unit¹² and addressed in such a way that service to the public is maintained and details of incident data retained within the agency files for later case follow-up and trend analysis.
- 2.D** The ideal police agency analyses the available data and determines those calls in which an agreement can be established with other emergency service providers, such as Fire and Rescue, such that when a service attends an incident and determines that assistance from another service is not required, that service is notified. Calls to incidents such as "traffic" may be suitable for such alternative response. Thus service personnel are released to attend other higher priority calls and emergency vehicles are not required to attend at speed through the city.
- 2.E** Data regarding the call and workload in the City of Richmond should be provided to the Public Security Committee¹³ on a regular basis, in summarised hard copy format, along with reports of changes in rates, hot-spots or issues requiring special attention, and the plans that have been developed to address root causes of the disorders.

¹² See best practices

¹³ The oversight authority

Model Options

PRIME is the legislated required record management system in BC. Such analysis, noted above, is available to all police organisations that purchase the required software. The implementation of the data warehousing phase of PRIME is scheduled for 2008. Failure to acquire and employ the software impedes effective resource deployment and evaluation.

Chapter 3 Governance

Premise

As previously described, the municipal police board has greater authority and oversight over a municipal police department than the municipal council has over a contracted policing model. The police board also has the advantage of non-elected community representation.

The *Municipal Policing Agreement* provides a structure within which the City's oversight and input can be enhanced. The recommendations of the *Review* describe how some advantages of the municipal police board model can be included in the oversight of the contracted model through the proposed *Public Security Committee* which would replace the current *Community Safety Committee*.

Recommendations

- 3.A** The City of Richmond should, through the UBCM and other appropriate vehicles, lobby for greater municipal input into the Provincial Policing Services Agreement and the Municipal Policing Unit Agreement.
- the Agreements should provide greater accountability and clarity regarding governance and the reporting relationship between the Detachment and the Municipality; and
 - see Finance recommendations for greater financial accountability.
- 3.B** The City of Richmond should develop and implement a formal governance structure with accompanying policies and procedures that ensures effective and comprehensive oversight of policing in the municipality.
- 3.C** The City of Richmond should establish oversight of community safety in the following ways:
- Establish a representative *Public Security Committee*¹⁴ of persons with skills, expertise and interest in police governance, to replace the existing community safety committee
 - The Committee should be a *Standing Committee of Council*, comprised of the Mayor, councillors, and non-elected representatives of the community appointed by Council. Councillors will comprise the majority of members.
 - The prime objectives of the *Public Security Committee* are to liaise with the senior officer to set and provide input to implementation of the objectives, goals, and priorities¹⁵ of the police agency and to receive reports of progress from the senior officer of the agency.
 - Arrange for training of committee members through Police Services, Ministry of Public Safety and Solicitor General

¹⁴ The term "public security committee" is used as a more generic term than "board" or "commission" and to differentiate the new governance organization from the existing Community Safety Committee. This places the concept and discussion outside the bounds of the Act or Agreements. The term Public Security Board is used in the 2006 report of the Law Commission – In Search of Security. The resultant name of the oversight body would be determined by Council.

¹⁵ Articles 4.3 and 4.5 of the Municipal Policing Agreement, April 1 1992

- Arrange for training of committee members in Fire Rescue, Emergency Programs and Bylaws
- Develop a mandate and structure for the committee, including working committees, if required.
- Coordinate the mandate and activities to complement those of the Joint Operations Team and the senior management team – TAG team.
- Conduct a series of public meetings to establish community priorities for safety and security.
- In consultation with the senior officer of the police agency¹⁶, discuss and reach consensus on a process for the development of a strategic plan for policing.
- In consultation with the senior officer of the police agency discuss and reach consensus on the reporting schedule, a reporting structure, and the report elements to ensure full and open discussion of issues related to community safety and security. Each facet of the plan should, where necessary, dovetail with each facet of other municipal departments participating in the safety and security group.
- Meetings would continue to be conducted in accordance with Richmond's processes and procedures for Standing Committees.

Model Options

A contract with the RCMP for policing

Although the current agreements and the *RCMP Act* limit the degree of involvement of municipalities in the oversight of, and administration of, the RCMP, precedent suggests that a representative committee can be established within the current terms of both. The legislation and agreement prevent involvement in selected aspects of operations and internal administration; however, the City of Richmond has significant latitude to seek greater structure and formality to the planning and reporting processes along with broader input regarding the community perspective on safety and security matters. Also, under the current arrangement if the OIC fails to comply with a reasonable request of the CEO (the mayor) or the principal policing contact then the officer to whom the OIC reports should be notified and, the *Review* was informed, appropriate action will be taken.

Under this option, the Richmond *Public Security Committee* may be comprised of the Mayor and Council and the *Principal Policing Contact*, or a combination of Mayor, Council, and the *Principal Policing Contact*, and other appropriate community appointees. Under this model, the senior officer of the police agency and other working committees would report to the *Public Security Committee* on a formal and regular basis, and also the senior officer would report to the *Principal Policing Contact* on day to day professional contact.

¹⁶ Senior officer of the police agency in this context refers to the individual who is in command of the agency or detachment, in other words the person assuming the position of chief of police

An independent municipal police force

The *Police Act* gives a wide range of opportunities for active involvement in the governance of policing. Those limitations that do exist, such as very limited involvement in operational issues, are rational and desirable to ensure that the delineation of politics and policing does not become blurred. The Police Board, having responsibility for the police department, could function as a *Public Security Committee*. Under current legislation, the *Act* prescribes membership of the Board with the majority of positions being assigned to provincial appointees and, consequently, the City would have limitations upon its representation. *Police Acts* in some other jurisdictions give the majority positions to municipal representatives.

Contracting with another municipal police force

It is presumed that a contracted municipal model would not automatically provide the City of Richmond with representation on the board of the contracting police service. However, in order for this model to be acceptable to the City, it can be envisaged that the negotiations leading to such an arrangement would provide an opportunity for the City to establish reasonable input into the governance of the Richmond component of the police department, especially local *objectives, goals, and priorities*, forms of service delivery, and staffing levels. In addition, protocols determining regular reporting to the City could be established. This reporting may contain elements which provide a comprehensive understanding of outcomes in strategic plans, performance against budgets and priorities, and information data such as complaints against police.

In addition, the Richmond *Public Security Committee* could function as described under the first option.

The overriding issues in any of these forms of governance structure are the nature of the governance structure, the degree of involvement in (or detachment from) oversight, and the amount of representation afforded the representatives of the jurisdiction in a shared policing service arrangement such as contracted municipal service or (below) a regionalized service.

A regional police force

A regional model comprising the Richmond policing service and one or more municipal police departments under the *Act* would require an agreement containing terms respecting the establishment of a joint board and membership on the joint board.¹⁷ It can be envisaged that the negotiations leading to such an agreement would provide appropriate City representation

¹⁷ *Police Act Section 18*

on the police board (see above). In addition, the *Richmond Public Security Committee* could function as described under the first option.


Chapter 4 Evidence-based Policing

4.1 The Ideal

Premise

The ideal model is the organization comprised of those structural, resource, policy and process elements that will optimally serve the policing needs of the City of Richmond. With the ideal organisational principles established, the practical application can then be considered.

Recommendation

 The ideal police agency incorporates best practices central to the culture and function of an effective and efficient community-oriented organisation. As will be examined later, the essential strategies should include, a community orientation, the analysis of data to allow the more rational deployment of personnel, and a proactive approach to the resolution of crime and disorder.

Model Options

A contract with the RCMP for policing

The *Review* identified varying levels of implementation of best practices in policing organisations demonstrating that a contracted service, subject to appropriate City – Detachment discussions and governance processes, can incorporate ideal strategies. These can be adopted at local level even within the context of a national organisation.

An independent municipal police force

The municipal model perhaps provides the most immediate connection with, and sensitivity to, the community and the opportunity to customize police service directly to the community's needs.

Contracting with another municipal police force

It may also be envisioned that the degree of sensitivity and responsiveness to local conditions can be established during negotiations leading to a contracted service.

A regional police force

There is no reason that a regional model cannot be as sensitive to local conditions as the municipal model; however, in practice, the greater the separation between the city management and the leadership of the police service, the more difficult it becomes to customize service. It may be envisioned that the degree of sensitivity and responsiveness to local conditions can be established during negotiations leading to a regionalised service.

Chapter 4 Evidence-based Policing

4.2 Continuum of Safety & Security Services

Premise

An important element in the continuum of policing is the understanding of “policing” as more than purely a public police function. A broad application of the task of community safety and security facilitates better use of community resources and will provide greater support to the goal of public safety and the associated perception of safety. In many urban areas we are witnessing not simply two-tiered policing but a continuum of agencies that are responsible for policing¹⁸.

Recommendations

- 4.B** The ideal police agency facilitates and develops the essential components of a policing continuum and Operation Cooperation and the coordination of a *policing network*.
- 4.C** The City of Richmond, as density increases to a critical mass creating business support, should facilitate the establishment of Business Improvement Areas and Business Improvement Associations with local businesses to provide an important additional component in the policing and public safety network.
- 4.D** The City of Richmond should establish suitable protocols for accepting donations for public safety resources.

Model Options

A contract with the RCMP for policing

The RCMP Detachment, subject to support and direction from the City of Richmond, can effectively form part of the policing continuum.

An independent municipal police force

The municipal model may have the most immediate opportunity to customize police service directly to the community's needs and other complementary municipal services and initiatives.

Contracting with another municipal police force, and A regional police force

A regional or contracted model can also, subject to appropriate negotiation and governance models, effectively form part of the local policing continuum.

¹⁸ In Search of Security: The Future of Policing in Canada, Law Commission of Canada, 2006

Chapter 4 Evidence-based Policing

4.3 Crime Analysis

Premise

Crime Analysis identifies patterns and trends to determine the most effective use of the detachment's resources. Without accurate, timely information, managers cannot deploy resources effectively, field personnel are ill equipped to target crime and disorder problems, and expensive resources are wasted.

Recommendations

4.E Technology – see Chapter 9

A.F The ideal police agency has a formal reporting structure for the crime analysis function reporting to the police operational executive leadership.

A.G The ideal police agency establishes a timely formal dissemination process for crime analysis information, including:

- daily electronic watch briefings;
- daily specialized unit briefings;
- specific assignment of issues to members and sections;
- a weekly operational executive review of the appropriate deployment and assignment of resources;
- a monthly Compstat process to assess the effectiveness of the tactics and strategies employed; and
- a protocol to identify and disseminate information of value to the City, other appropriate organisations, and the public.

Model Options

The *Review* identified successful crime analysis functions in police organisations of various types. Regardless of the nature of the police service (contracted, municipal, or regional), the processes described above are essential and can be effectively utilized in the Richmond model.

Chapter 4 Evidence-based Policing

4.4 Audit and Assessment¹⁹

Premise

Internal systems auditing and assessment are essential to enable effective, efficient, and economical policing to take place. The organisation requires an internal audit function reporting to the executive leadership. In addition to auditing against standards and policies, the audit function is ideally placed to train and mentor the organisation's managers as well as coordinate research partnerships with academic institutions.

Chapter 4 Evidence-based Policing

4.5 Standards & Research

Premise

External standards, such as the Commission on Accreditation of Law Enforcement Agencies (CALEA)²⁰ and Provincial Standards for Municipal Police Departments in British Columbia, provide objective goals and criteria based upon 'best practices' to develop and assess the strategies and programs and policies of the agency.

Recommendation

- R.H** The ideal police agency has an internal audit & research function²¹ reporting to the police executive leadership and/or public oversight body²² which:
- conducts internal systems reviews and best-practices audits;
 - trains and mentors managers in audit principles as they apply to their functions; and
 - facilitates, guides, and encourages research projects with other suitable organisations.

Model options

A contract with the RCMP for policing

Audit of RCMP functions by municipal authorities has proven to be difficult. Also, municipalities are often denied access to RCMP internal audits even when the topic of those audits impacts

¹⁹ Audit Recommendations are included in the next section under Standards & Research

²⁰ CALEA was included in the RFP section 2. Note: it would be redundant to use the CALEA Standards in BC – see later discussion.

²¹ The internal best-practices audit function is intended to be led by the police executive and not imposed externally thus avoiding legal authority issues.

²² Depending on the police service, the Community Safety Committee of Council or Police Board

municipal service or administration costs²³. The City of Richmond should request that the ability to conduct and have access to RCMP audits should be negotiated via the UBCM into municipal agreements.

The Detachment can take advantage of the Crime Prevention Lab at SFU especially in relation to macro-issue effects such as the Canada Line.

*An independent municipal police force,
Contracting with another municipal police force, and
A regional police force*

The Review determined that all models are able to effectively use internal audits, self assessment, and research partnerships.

²³ See Finance Chapter

Chapter 5 Finance

Premise

The cost of policing is often the largest single portion of municipal service costs. The effective development of the policing budget and the appropriate due diligence applied to its spending are important elements in both the responsible oversight of municipal services and the provision of efficient police services.

Recommendations

- 5.A** The City of Richmond should assess, although it is unknown at present to what extent the cost sharing will be a negotiation point, the financial impact of a 10 per cent increase in policing costs if the cost sharing were removed entirely; and, develop a rationale for continuing or increasing the cost sharing to assist the Province in future negotiations with the federal government.
- 5.B** The City of Richmond should establish an annual budget review meeting whereby financial staff from Richmond would meet with 'E' Division financial staff to review the line items in the budget and to discuss the rationale for cost increases and expenditures.
- It is not practical for the RCMP to involve every contracted municipality in the country in its budgeting process; however, a consultative process could be established to enhance City staff's understanding of the key drivers in the budget
 - Furthermore, an interim, perhaps half-year, meeting could be established to review expenditures to date and the proposed balance to year-end costs.
- 5.C** The City of Richmond should consider, if the RCMP contract is renewed or renegotiated, that a "re-opener clause" be negotiated to enable the impacts of changes to major cost drivers to be reflected in an amendment to the agreement. A reasonable automatic re-opener period would be every five years. This is, of course, could prove to be an advantage or disadvantage for the City.
- 5.D** The City of Richmond should request that a detailed breakdown of overtime costs should be provided on a quarterly basis by E-Division.
- This would allow the City to better assess appropriate staffing levels and whether the level of overtime is excessive. To the extent that the RCMP payroll system coding does not allow for this, it is suggested that the addition of detailed overtime coding would greatly enhance the understanding of staffing costs, particularly overtime costs, by those municipalities with RCMP policing contracts.
 - In addition, opportunities for cost reductions resulting from the increased use of civilian staff should continue to be explored.
 - Provision should be made within any future police agency agreement that the City has a right to conduct audits of practices and processes that impact the finances of the City.
- 5.E** The City of Richmond should seek to become more involved in 'E' Division's budgeting and approval process in order to ensure that it is receiving value for money and to fully understand the drivers of cost growth.

- 5.F** The City of Richmond should, if the current RCMP policing contract is renewed or renegotiated, suggest that the interest rate paid on unamortized capital investments in excess of \$100,000 be benchmarked and tied to a representative proxy (10 year Government of Canada Bonds for instance) with a risk premium added to reflect the credit rating spread of the municipality over the Bank of Canada.
- 5.G** The City of Richmond should attempt to remain fully informed regarding the status of charge backs for PRIME service and in any changes to agreements and cost incorporate a provision that ensures the City owns and has full access to such data.
- 5.H** The City of Richmond should continue to work with the RCMP to ensure that the City participates in the annual budgeting process for the integrated teams and is thereby informed as to the expenditures that will be incurred by the RCMP for the teams.
- 5.I** The City of Richmond should clarify the use and billing for personnel at YVR. Caution should be used as this may be detrimental to one or both parties.
- 5.J** Staffing and associated compensation and benefits discussions undertaken during the assessment of the potential creation of a new force should be based on benchmarking and best practices from other cases where municipalities have moved to a municipal or regional policing model. Examples of these initiatives are noted throughout this report.
- 5.K** The City of Richmond should, to the extent that a detailed feasibility analysis of pursuing an alternative form of policing in Richmond is undertaken, investigate the issue of litigation liability in greater detail.
- Discussions with insurance carriers should confirm to what extent the City is covered with regards to potential claims with any additional costs being factored into the feasibility analysis.
- 5.L** The City of Richmond should, to the extent that an alternative model of policing is desired and the potential exists that the RCMP contract may not be renewed, conduct a long-term economic analysis incorporating all projected costs and benefits for each alternative.
- This analysis would provide the City with an increased understanding of both the short term taxpayer impacts associated with various policing options and also the longer-term life-cycle economics over the life of the associated policing contracts.

Model Options

There are no model comparisons within this section; each recommendation stands alone.

Chapter 6 Human Resources

Premise

Effective police management must ensure human resources are utilised to their best advantage.

Recommendation

6.A The City of Richmond should consider that human resource issues, policies, and practices are significantly different between the various agency models. The advantages and disadvantages of a contracted vs. municipal model are discrete - there is little overlap between the options.

- Matters such as:
 - contract negotiation, problem employees, and influence of agency practices are compared and contrasted against issues such as:
 - the inconsistency of personnel, loss of employee skills and knowledge, and absence of influence on recruiting, selection and promotional policies.

Model Options

A contract with the RCMP for policing

The City would have no responsibility for any additional wage or direct personnel cost above those included in the contract. The City would also have no responsibility for negotiation with employee representatives. However, the City would have minimal input to human resource policies or practices and could merely lobby the RCMP or Provincial government on matters such as representation of minority groups in the agency (except with regards municipal employees at the detachment), unless specific issues are formally placed within the 2012 contract.

Since the RCMP members are recruited from across Canada, it would be 'best practice' for Richmond to develop a "Core Curriculum" for inclusion in training new members of the Richmond RCMP and also curriculum for senior staff. The Core curriculum should include:

- The demographics of the region and the implications for policing,
- Orientation to the municipal organization and processes including presentations by the union regarding the civilian members working for the RCMP,
- Cultural competency training regarding the major ethnic/cultural minorities in the region.

The size and scope of the RCMP establishment as a whole means that the City of Richmond potentially has a wealth of knowledge and experience it can draw upon, particularly for relatively infrequent events such as the Olympic Games.

If the City contracts with the RCMP or other provider, the City should build into the contract specifics as to how the contractor will meet the City's future needs for expertise related to new trends in policing and new city developments (for example, the use of technology and police responses to technologically related crime, and major physical changes such as SkyTrain and the downtown development). The contract should also include a specified review of the City's emerging needs on a yearly basis.

An independent municipal police force

This model permits the City input to agency policies and practices and works toward long term retention of personnel skills and knowledge. However, the municipal model entails additional responsibilities and costs to the City such as full employment costs, outreach, recruiting and selection, negotiation of employment contracts with employee representatives, and the sometimes, difficult resolution of discipline cases.

If the City has its own police force, with a more stable staff complement, it will need to set aside resources for training and continuous learning and upgrading with respect to technology and other changes in the policing environment. Further, it will need to plan how it will source specialized "one time" expertise such as that needed to plan for the 2010 Olympic events.

Contracting with another municipal police force

The City would benefit from some retention of personnel's skills and knowledge. Depending upon the receptiveness of the contracted municipality some input to human resource policies and practices may be present. The City would be absolved of much of the responsibility for labour relations issues such as contract negotiation or responsibility for problem employees.

See 'A contract with the RCMP' for policing above for proposals regarding acquisition of special staffing expertise.

A regional police force

Like the municipal model, through a shared responsibility of a police board, this model permits the City input to agency policies and practices and ensures long term retention of personnel skills and knowledge. However, the regional model also entails additional responsibilities and costs to the City such as full employment costs such as outreach, recruiting and selection, negotiation of employment contracts with employee representatives and the, sometimes, difficult resolution of cases of problem personnel. However, all these costs and responsibilities are shared with regional partners.

Chapter 7 Administrative Bridges

Premise

Being a crucial municipal service, the police agency must forge and maintain a series of contacts within the municipal administrative structure as well as the community. This serves to ensure that, at one level the service dovetails with other municipal functions and takes full advantage of joint service options. At another level, this series of connections ensures that the police understand and can translate into practice the mores of the community.

Recommendations

- 7.A** The ideal police agency is able to articulate the goals of the agency which support community safety and security and, further, that the agency is able to monitor progress against goals and regularly report on progress to the Public Security Committee²⁴.
- 7.B** The ideal police agency defines resources to be allocated to police program activities and conducts appropriate consultation between the City representatives and the management of the police agency prior to the reassignment of those resources to other programs. This discussion should not pertain to individual investigations unless these are anticipated to be major, time consuming investigations which impact overtime costs. Even then, discussion should be restricted to the fiscal aspects of the incident and not the operational aspect of the investigation.
- 7.C** The ideal police agency defines the mix of resources for policing public events to ensure service levels are met for other work through initiatives like Community Service Officers, volunteers or shift schedule changes to minimize overtime and banked time.
- 7.D** The ideal police agency establishes shift schedules for community police stations that includes evening coverage and (as observed in Chapter 2) all deployment addresses workload demands.
- 7.E** The ideal police agency has a complaint tracking system with complaint response timelines and processes detailed²⁵ and provides a general overview of complaint issues and numbers to the public security committee.

²⁴ The term “public security committee” is used as a more generic term than “board” or “commission” and to differentiate the new governance organization from the existing Community Safety Committee. This places the concept and discussion outside the bounds of the Act or Agreements. The public security board is used in the 2006 report of the Law Commission – In Search of Security. The resultant name of the oversight body would be determined by Council.

²⁵ The issue of complaints processes is subject to perennial debate. Municipal police and the RCMP are subject to different complaints processes. A review of police complaints processes in BC was conducted by Josiah Wood, April 2007

Model Options

A contract with the RCMP for policing

The tension created by the need of the detachment to be aware of the priorities of other levels of the RCMP makes it difficult to demonstrate full allegiance with, and affinity to, the priority requirements of elected municipal representatives and the City administrative departments. Not least of which is an RCMP planning process which may not entirely dovetail with the framework, business case or timing requirements of the City process.

An independent municipal police force

A municipal police agency can be required to dovetail all planning and other administrative processes with those of the City. The municipal service could also take advantage of the expertise resident in municipal civic departments. The involvement would not extend to participation in decisions regarding specific operational cases.

Contracting with another municipal police force

The City would be able to lobby the contracting municipality for input to the planning and other processes. However, the prime orientation for administrative purposes would be the principal municipal employer.

A regional police force

Through the participation in the regional board, the City would request that the planning and other administrative services of the police dovetail, as far as possible, with the City processes. However, this coordination would be a matter of consensus with other regional partners.

Chapter 8 Operations

8.1 Deployment to Workload

Premise

The General Duty function represents approximately 40% of a police organisation's resources; in order to maximize effectiveness and efficiencies these resources must be deployed to meet the workload and provide the best service for the community.

Recommendation

- 8.1.A** The ideal police agency implements a shift model that is consistent with the workload.
- This would result in a better service to the public, more effective use of resources and a more even workload distribution for mobile units.

Model Options

A contract with the RCMP for policing

There is no reason that a contracted provincial model cannot be sensitive to local conditions, however, currently the RCMP uses a regional or national shift model which makes it difficult for the Detachment to deploy effectively to the workload.

An independent municipal police force

The City of Richmond would have greater influence over the shifting model and the opportunity to establish a model to fit the workload.

Contracting with another municipal police force

The contracting force may wish to use shift models complementing their current deployment. In the event the force's model did not fit the Richmond workload pattern, negotiations should establish a more appropriate deployment to meet the needs of Richmond.

A regional police force

The establishment of a new, regional police force would provide the opportunity to establish shifting models for the region based on workload.

Chapter 8 Operations

8.2 Investigation and Specialized Units

Premise

Police agencies have difficulty in resourcing all of the specialized investigation areas. No police agency can be all things to all people; however, there continues to be an enormous amount of pressure exerted on police organisations to offer an extremely broad spectrum of capabilities that relate to: law enforcement, emergency response, public order maintenance, assistance to victims of crime, and crime prevention²⁶. Certain criminal investigations and police response to emergency situations; including but not limited to: homicide, child exploitation, gang investigation, bomb disposal or emergency response team (ERT), to name a few, are more appropriately addressed by the deployment of specialized units and equipment required to provide a more in-depth and concentrated focus. The composition of the units and the mandate for deployment is governed by the needs of the community.

Recommendation

8.2.A The City of Richmond, subject to consultation and a suitable business case, can consider a broad participation in regionalized and specialized services dependent upon the perceived likelihood of use versus the cost. The details of costing and full service options are not yet available from the RCMP. An analysis of cost vs. benefits should be conducted at that time.

Model Options

A contract with the RCMP for policing

The Richmond Detachment, RCMP has the organisational resources, expertise, procedures and policy framework, through its provincial and national mandate to respond to specialized investigations.

An independent municipal police force

The City of Richmond can consider continuing the current integrated functions and determine which specialized functions will be maintained by the municipal police and which functions will be undertaken in cooperation with the RCMP or other agencies through user fee agreements.

²⁶ Paul F. McKenna, Foundations of Policing in Canada. pp.183

Contracting with another municipal police force

A contracted municipal police model will face the same issues as a municipal police agency, to a greater or lesser degree depending on the size of the force.

A regional police force

Regional police will face the same issues as a municipal police agency. They will have to determine which specialized function will be maintained by the police agency and which functions will be undertaken in cooperation with other agencies or through integration agreements.

Chapter 8 Operations

8.3 Integration

Premise

There are two areas of special interest for the City of Richmond: the assignment of police personnel to integrated units²⁷, and the discussion surrounding the potential for the Richmond Detachment to integrate with the University (UBC) Detachment.

Recommendation

8.3.A The City should not consider the integration of the University Detachment with the Richmond Detachment.

Model Options

A contract with the RCMP for policing

Integration with the University Detachment creates the potential for reduced policing levels in Richmond. The City should not consider the integration of the University Detachment with the Richmond Detachment.

An independent municipal police force

The City of Richmond can consider, by fiscal and skills necessity, participation in the integration of some police services, for example, ERT, Integrated Homicide Investigation Team (IHIT), Police Dog Service (PDS), as opposed to providing such services as stand-alone units within the City. The integration with the University Detachment would not be an option.

Contracting with another municipal force & a regional police force

The advantages of participating in integrated units remains as described above.

The integration with the University Detachment would not be an option, unless the Vancouver Police Department was part of the regional model or was the contracting municipal force, in which case a rationalization of the UEL policing could occur.

²⁷ This matter is addressed in the Finance Chapter.

Chapter 8 Operations

8.4 Differential Response

Premise

Non-urgent calls for service account for the majority of police responses, over seventy-percent. Although not urgent, these calls from the public are an important part of the policing service and must be addressed appropriately to ensure both service to the public and the capture of data that provides background on crime level and workload.

Recommendation

8.4.A The ideal police agency establishes a process to provide the most efficient differential response process and enhanced call management.

- This may also provide important opportunities to utilize police officer's skills from officers temporarily unable to perform field functions.
- This process should not only refine the prioritization of incoming calls and their direction for investigation but also consider the employment of a telephone response function which provides service to the public, ensures the preservation of evidence, and gathers important incident data.
- It also permits a more effective use of all personnel, both field officers and those whom are unable to perform field functions. While civilian employees could be trained to fulfill such activities that would detract from the valuable human resource accommodation for sworn members.

Model Options

All policing models can be sensitive to local conditions and implement an effective differential response process and enhanced call management: contracted, municipal, and regional.

Chapter 9 Technological Support

9.1 E-Comm

Premise

Effective communication, including processing calls for service from the public and the dispatch of police resources, requires a highly sophisticated process sufficiently flexible to deal with routine daily operations and large events, whether crime, accidents, or natural disasters.

Recommendation

9.1.A The City of Richmond should continue the current E-Comm relationship regarding the processing of calls and dispatch.

Model Options

The E-Comm process can provide service to any of the policing models

Chapter 9 Technological Support

9.2 PRIME & RMS

Premise

BC is the first jurisdiction in the country to adopt a province-wide, online police records management system that provides interoperability among all policing agencies in the province.

Recommendation

9.2.A The City of Richmond should continue the current use of PRIME.
- PRIME provides a province-wide data management system and is mandatory under provincial regulation.

Model Options

PRIME will provide the same service for any of the Richmond policing models.

Chapter 9 Technological Support

9.3 Crime Analysis - Software

Premise

PRIME provides raw data to the organization, but specialized software is required for timely detailed analyses.

Recommendation

9.3.A The ideal police agency uses industry-standard technology to assist in crime analysis and workload analysis.

Model Options

The *Review* found varying degrees of technical solutions in various locations and the crime analysis function can be equally effective under any of the models.

Chapter 9 Technological Support

9.4 Mass Stolen Property Investigation

Premise

Without technical support, the investigation of thousands of non-identifiable items of stolen property is limited.²⁸

Recommendation

9.4.A The ideal police agency uses suitable technology to assist in the identification of property, and, subject to legislation providing the authority, to assist in the electronic reporting of secondhand property sales.

- The technology must be able to interface with CPIC and PRIME.

Model Options

The *Review* found technical solutions and electronic reporting bylaws in various police jurisdictions and the process can be equally effective under any of the policing models.

²⁸ Non-identifiable – not identified by a serial number

Alternative Models of Police Service Delivery Recommendations and Actions Taken

Consultants' Recommendations (these are worded to suggest what is needed for an ideal police service, and in some instances reflect existing practices within the City)	Status Update (action(s) that have been taken, or will be taken in the future)
<p>2.A The City of Richmond and the policing agency should conduct on-going analyses of factors that can influence policing costs and crime rates.</p>	<p>The City doesn't always receive advance notice and a full explanation of changes in cost drivers (salary, benefits, equipment, new programs etc.), therefore formal notification of increases, interim projections etc. is required. Additionally, this information needs to be received prior to the City's budget cycle, for example in 2008 there was an unbudgeted increase in the RCMP pension costs. As the City continues to grow and become more urbanized, external factors influencing cost drivers need to be tracked and analyzed, for example the PRIME levy mandated by the Provincial government. Regular communication with E Division Finance Department has assisted with understanding of how projected expenses are derived.</p>
<p>2.B The City of Richmond should require the police agency to acquire access to the software necessary to process and analyze the available data such that the workload demands in the City are sufficiently understood to develop deployment models to meet demands and to analyze occurrences and trends to permit the development, implementation and evaluation of tactical and strategic community safety and security programs</p>	<p>A data warehouse was planned to be on line in April 2008, to give the RCMP the same capacity to analyze data as the Vancouver Police Dept. The Detachment is working with E Division, and in regular contact with Inspector Denis Boucher, the contact person for this initiative. Inspector Boucher advises that the warehouse is not up and running as yet.</p>
<p>2.C The City of Richmond should require the police agency to analyze the available data and determine those calls that are more suitably subject to an alternative response other than attendance of mobile unit. Such calls could be redirected to a telephone response unit and addressed in such a way that service to the public is maintained and details of incident data retained within the agency files for later case follow-up and trend analysis.</p>	<p>The Detachment will conduct best practice research into other Police Departments that utilize alternative methods for the public to report crime, including web-based systems. Inquiries are being made into the feasibility of having the citizens of Richmond report crime over the internet. Currently, the Detachment accepts information over the City's Customer Feedback page. Surrey Detachment is piloting a similar initiative for the RCMP, and their progress will be monitored closely in the next few months.</p>
<p>2.D The City of Richmond should require the police agency to analyze the available data and determine those calls in which an agreement can be established with other emergency service providers, such as Fire and Rescue, such that when a service attends the incident and determines that assistance from another service is not required, that service is notified. Calls to incidents such as "traffic" may be suitable for such alternative response. Thus service personnel are released to attend other higher priority calls and emergency vehicles are not required to attend at speed through the city.</p>	<p>The Richmond Detachment is a member of a tri-agency (Fire, Ambulance, Police) group which has a sub-set of "cross over calls" (fire, MVA's). This group will explore additional opportunities which would be suitable for an alternative response. In addition to the Detachment's actions, the City's internal JOT (Joint Operations Team) will discuss this recommendation with a specific interest in reviewing the current response to motor vehicle incidents and identifying opportunities to shift duties.</p>

Alternative Models of Police Service Delivery Recommendations and Actions Taken

<p>Consultants' Recommendations (these are worded to suggest what is needed for an ideal police service, and in some instances reflect existing practices within the City)</p>	<p>Status Update (action(s) that have been taken, or will be taken in the future)</p>
<p>2.E. Data regarding the call and workload in the City of Richmond should be provided to the Public Security Board on a regular basis, in summarized hard copy format, along with reports of changes in rates, hot-spots or issues requiring special attention, and the plans that have been developed to address root causes of the disorders.</p>	<p>A framework has been developed for reporting to various stakeholders - the Community Safety Community, the General Manager, and the Mayor using as a reference best practice reports from others detachments. This Framework established weekly, monthly, quarterly and annual report cycles, and includes year over year, month over month comparisons where appropriate. Reports include financial, vacancy, crime stats data where available. Where appropriate, reports would be linked to the detachment's strategic plan, resource plan and budget. Reports would be from a variety of RCMP sources - detachment, LMD or E Div.</p>
<p>3.A The City of Richmond should, through the UBCM and other appropriate vehicles, lobby for greater municipal input into the Provincial Policing Services Agreement and the Municipal Policing Unit Agreement. The Agreements should provide greater accountability and clarity regarding governance and the reporting relationship between the Detachment and the Municipality, and for greater financial accountability (see Finance recommendations)</p>	<p>The General Manager, Law & Community Safety is a member of the UBCM Local Government Working Group tasked with identifying local government interests and issues with respect to the contract renewal.</p>
<p>3.B The City of Richmond should develop and implement a formal governance structure with accompanying policies and procedures that ensures effective and comprehensive oversight of policing in the municipality.</p>	<p>The City's Standing Committee of Council, the Community Safety Committee, has a formal governance structure.</p>
<p>3.C The City of Richmond should establish oversight of community safety in the following ways:</p> <ul style="list-style-type: none"> Establish a representative Public Service Committee of persons with skills, expertise and interest in police governance, to replace the existing community safety committee The Committee should be a Standing Committee of Council, comprised of the Mayor, Councillors, and non-elected representatives of the community appointed by Council. Councillors will comprise the majority of members Arrange training of committee members through Provincial Police Services, Ministry of Public Safety and Solicitor General Arrange for training of committee members in Fire, Emergency Programs, Bylaws Develop a mandate and structure for the committee, including working committees, if required. 	<p>A Standing Committee of Council currently exists. The Community Safety Committee encompasses Police, Fire, Bylaws, & Emergency Programs.</p> <p>Additional members of the community could be appointed.</p> <p>In consultation with the British Columbia Association of Police Boards (BCAPB) the Justice Institute of BC developed a series of topics for delivery to Police Board members. These include topics such as Basic Board Governance, Roles and Responsibilities. It is worth noting that an annual conference is also held.</p> <p>An orientation session on Fire, Emergency Programs and Bylaws could be developed and provided to new committee members</p> <p>A Terms of Reference for the Community Safety Committee could be developed for adoption by Council.</p>

Alternative Models of Police Service Delivery Recommendations and Actions Taken

Consultants' Recommendations (these are worded to suggest what is needed for an ideal police service, and in some instances reflect existing practices within the City)	Status Update (action(s) that have been taken, or will be taken in the future)
<p>Coordinate the mandate and activities to complement those of the Joint Operations Team and the senior management team - TAG team.</p> <p>Conduct a series of public meetings to establish community priorities for safety and security.</p> <p>In consultation with the senior officer of the police agency, discuss and reach consensus on a process for the development of a strategic plan for policing.</p> <p>In consultation with the senior officer of the police agency, discuss and reach consensus on the reporting schedule, a reporting structure, and the report elements to ensure full and open discussion of issues related to communities safety and security. Each facet of the plan should, where necessary, dovetail with each facet of other municipal departments participating in the safety and security group.</p>	<p>The Council Report Process integrates the activities of the Community Safety Committee to include TAG. The activities of the Joint Operations Team are brought to the attention of the Community Safety Committee when appropriate.</p> <p>There are a number of ways the City solicits input from the public, it would be expected that the Detachment would use a variety of methods, including public meetings, to gather public input on policing priorities. For example, the RCMP Detachment has held Town Hall meetings.</p> <p>The Law & Community Safety Department has a 3 year strategic plan which forms the foundation of annual workplans. It would be expected that the Detachment would contribute to that Plan, and develop a stand alone plan which takes the Department's Plan into consideration.</p> <p>The OIC has identified annual priorities and requested Council input to identify several of those priorities. Next year a more formal consultation process for the inclusion of Council priorities will be developed.</p>
<p>4.A The Richmond policing model should incorporate best practices central to the culture and function of an effective and efficient community oriented organization. As will be examined later, the essential strategies should include, a community orientation, the analysis of data to allow the more rational deployment of personnel, and a proactive approach to the resolution of crime and disorder.</p>	<p>The crime reduction philosophy of the Richmond Detachment has evolved to meet the needs of the Richmond community, this includes re-aligning resources and partnering with other agencies to establish proactive and preventive measures such as the Crime Reduction Unit which is targeting prolific offenders and geographical areas with a high crime rate for the resolution of crime and disorder. In addition, the Detachment Crime Analysts will be used to target STAR (Station Targeted Area Response) projects once the Canada Line opens. We will utilize best practices to provide a proactive approach, analysis of data to allow more deployment of personnel and community interaction.</p>
<p>4.B The City of Richmond should ensure the policing agency facilitates and develops the essential components of a policing continuum and Operation Cooperation and the coordination of a policing network.</p>	<p>The Detachment is exploring the feasibility of revamping the RCMP portion of the City website based on the Surrey RCMP website. In conjunction with the City and the RCMP, the Detachment is currently revamping the RCMP website. It is estimated that the project should be completed by the end of the calendar year.</p>
<p>4.C The City of Richmond, as density increases to a critical mass creating business support, should facilitate the establish of Business Improvement Areas and Business Improvement Associations with local businesses to provide an important additional component in the policing and public safety network.</p>	<p>The Detachment will participate in a joint City/RCMP feasibility study to extend the continuum of policing by involving other city departments for the use of Community Safety Officers and/or programs similar to the Downtown Ambassadors in Vancouver.</p>

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<p>4.D The City of Richmond should establish suitable protocols for accepting donations for public safety resources.</p>	<p>The City will seek to understand the issues with current practices, and investigate best practices in other jurisdictions. Donations received are kept in a liability account and each donation tracked by project number. The donation is only used for the specific purpose as requested by the donor. Should the donation be required to be utilized for any other purpose, specific authorization is obtained from the donor of the funds. Finance and RCMP administration track the donations.</p>
<p>4.E see Recommendation 9 - Technology</p>	<p>4.E see Recommendation 9 - Technology</p>
<p>4.F The City of Richmond should ensure there is a formal reporting structure for the crime analysis function at the policing agency to report to the police operational executive leadership.</p>	<p>A formal structure has been in place since the Review was written. There is reporting which includes specific and weekly issues at watch briefings and at the daily accountability session with the Detachment's Senior Management.</p>
<p>4.G The City of Richmond should ensure the policing agency establishes a timely formal dissemination process for crime analysis information, including:</p> <p>Daily electronic watch briefings; daily specialized unit briefings; specific assignment of issues to members and sections; a weekly operational executive review of the appropriate deployment and assignment of resources; a monthly Compstat process to assess the effectiveness of the tactics and strategies employed; and a protocol to identify and disseminate information of value to the City, other appropriate organizations, and the public.</p>	<p>See 4.F above</p> <p>A structured protocol and mechanism has been developed for informing the General Manager, Mayor and Council about serious incidents that are anticipated to garner media attention or may be politically sensitive. This protocol and reporting mechanism has included the Detachment and integrated teams (when incidents occur in the City). This would ensure the City is able to respond strategically, the media is not receiving inconsistent messaging and when appropriate the two organizations are able to support each others position.</p>
<p>4.H The City of Richmond should ensure the policing agency has an internal audit & research function reporting to the police executive leadership and/or public oversight body which:</p> <p>Conducts internal systems reviews and best-practices audits.</p> <p>Trains and mentors managers in audit principles as they apply to their functions.</p> <p>Facilitates, guides, and encourages research projects with other suitable organizations.</p>	<p>This is currently being done, for example the Quality Assurance Review (QAR) process and the Managerial Reviews. The Detachment has a 2-person Risk Management Unit that organizes/oversees Quality Assurance Reviews, Managerial Reviews and specific audits as needed. The Admin Manager will be tasked with researching for best practice policy to enhance the current process and to integrate these reports and reviews to the Community Safety Committee. This is also linked to 2E.</p> <p>The 2-person Risk Management Unit works with Detachment members to familiarize them with the audit process, and with other suitable organizations to provide the best service possible.</p>

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<p>5.A The City of Richmond should assess, although it is unknown at present to what extent the subsidy will be a negotiation point, the financial impact of a 10% increase in policing costs if the subsidy were removed entirely, and develop a rationale for continuing or increasing the subsidy to assist the province in future negotiations with the federal government.</p>	<p>A local government working group has been established by the UBCM to provide advice to the municipal representative on the provincial negotiating team.</p>
<p>5.B The City of Richmond should establish an annual budget review meeting whereby financial staff from Richmond would meet with "E" Division financial staff to review the line items in the budget and to discuss the rationale for costs increases and expenditures. It is not practical for the RCMP to involve every contracted municipality in the country in its budgeting process; however a consultative process could be established to enhance City staff's understanding of the key drivers in the budget. Furthermore, an interim, perhaps half-year, meeting could be established to review expenditures to date and the proposed balance to year-end costs.</p>	<p>Regular communication with E Division financial analyst has been made. Meetings are scheduled on needs basis with the financial contacts overseeing the contract with the City. E Division Finance recently had a budget presentation meeting and have intentions to hold the meetings regularly.</p>
<p>5.C The City of Richmond should consider, if the RCMP contract is renewed or renegotiated, that a "re-opener clause" be negotiated to enable the impacts of changes to major cost drivers be reflected in an amendment to the agreement. A reasonable automatic reopener period be every five years. This of course, could prove to be an advantage or disadvantage to the City.</p>	<p>A local government working group has been established by the UBCM to provide advice to the municipal representative on the provincial negotiating team.</p>
<p>5.D The City of Richmond should request that a detailed breakdown of overtime costs should be provided on a quarterly basis by E-Division. This would allow the City to better assess appropriate staffing levels and whether the level of overtime is excessive. To the extent that the RCMP payroll system coding does not allow for this, it is suggested that the addition of detailed overtime coding would greatly enhance the understanding of staffing costs, particularly overtime costs, by those municipalities with RCMP policing contracts.</p> <p>In addition, opportunities for cost reductions resulting from the increased use of civilian staff should continue to be explored.</p>	<p>E Division has indicated that the current system does not cater for different categories of overtime. The Detachment inputs the overtime into the payroll system and will track and provide the overtime analysis to the City. As this is not a Detachment specific issue, it will also be forward to the UBCM local government working group for the contract negotiations.</p> <p>An analysis of civilian support staff at the Detachment is being undertaken.</p>
<p>Provision should be made within any future police agency agreement that the City has a right to conduct audits of practices and processes that impact the finances of the City.</p>	<p>If practices or processes have resulted in financial impact to the City, then the City could request that a review be undertaken by a mutually agreed upon third party. RCMP staff or a Joint Municipal/RCMP working group. The criteria for requesting such a review would be established through policy developed cooperatively with the City, LMD and/or E Div. Depending upon the scope of the issue the City could make the request directly to the RCMP or if the impact was broader then it could be brought to the attention of the Mayors' Forum for discussion and further study. This is not dissimilar to the Mayors' Forum request for study into the concept of a regional pool which resulted in a review of vacancies across the LMD. This concept would also be incorporated into discussions for the renewal of the policing contract in 2012.</p>

Alternative Models of Police Service Delivery Recommendations and Actions Taken

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<p>5.E The City of Richmond should seek to become more involved in "E" Division's budgeting and approval process in order to ensure that it is receiving value for money and to fully understand the drivers of cost growth.</p>	<p>In order to become more conversant with the RCMP budget and approval process, the Community Safety Finance Manager is meeting with E Division finance staff and select finance staff from other municipalities that are knowledgeable about the RCMP budget, and oversees finance and budgeting at the Detachment level. For future budgets, a consultative process will be recommended where the E division financial staff and the appropriate City staff discuss budgetary requirements.</p>
<p>5.F The City of Richmond should, if the current RCMP contract is renewed, or renegotiated, suggest that the interest rate paid on unamortized capital investments in excess of \$100,000 be benchmarked and tied to a representative proxy (10 year Government of Canada Bonds for instance) with a risk premium added to reflect the credit rating spread of the municipality over the Bank of Canada.</p>	<p>This issue has been forwarded to the local government working group established by the UBCM for contract negotiations.</p>
<p>5.G The City of Richmond should attempt to remain fully informed regarding the status of charge backs for PRIME service and in any changes to agreements and cost incorporate a provision that ensures the City owns and has full access to such data.</p>	<p>The Community Safety Finance Manager is charged with staying in contact with EComm and PRIME to ensure the City remains fully informed as to any changes that may have financial implications. In addition, PRIME will be the subject of a report to Council in the Fall of 2009.</p>
<p>5.H The City of Richmond should continue to work with the RCMP to ensure that the City participates in the annual budgeting process for the integrated teams and is thereby informed as to the expenditures that will be incurred by the RCMP for the teams.</p>	<p>E Division has recently provided the number of members contributed to the Integrated Teams by the City. In the past only the City's portion of the expenses relating to the Integrated Teams were provided with no relation to members paid for. On discussion with E Division finance personnel, the members contributed by the City to the Integrated Teams together with the expenses will be provided quarterly with the billings.</p>
<p>5.I The City of Richmond should clarify the use and billing for personnel at YVR. Caution should be used as this may be detrimental to one or both parties.</p>	<p>Currently, regular consultation is being conducted with the YVR personnel to address billing addressed by the current agreement between the City and YVR. A review of services and billing associated with the YVR agreement for police services will be undertaken in anticipation of the contract renewal in 2012.</p>
<p>5.J Staffing and associated compensation and benefits discussions undertaken during the assessment of the potential creation of a new force should be based on benchmarking and best practices from other cases where municipalities have moved to a municipal or regional policing model. Examples of these initiatives are noted throughout this report.</p>	<p>If an alternative model of police services is chosen then this recommendation will be acted upon</p>
<p>5.K The City of Richmond should, to the extent that a detailed feasibility analysis of pursuing an alternative form of policing in Richmond is undertaken, investigate the issue of litigation liability in greater detail. Discussions with insurance carriers should confirm to what extent the City is covered with regards to potential claims with any additional costs being factored into the feasibility analysis.</p>	<p>If an alternative model of police services is chosen then this recommendation will be acted upon</p>

Alternative Models of Police Service Delivery Recommendations and Actions Taken

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<p>5.L The City of Richmond should, to the extent that an alternative model of policing is desired and the potential exists that the RCMP contract may not be renewed, conduct a long-term economic analysis incorporating all projected costs and benefits for each alternative. This analysis would provide the City with an increased understanding of both the short term taxpayer impacts associated with various policing options and also the longer term life cycle economics over the life of the associated policing contracts.</p>	<p>If an alternative model of police services is chosen then this recommendation will be acted upon</p>
<p>6.A The City of Richmond should consider that human resource issues, policies, and practices are significantly different between the various agency models... there is little overlap between the options.</p>	<p>If an alternative model of police services is chosen then this recommendation will be acted upon</p>
<p>7.A The City of Richmond should ensure that the police agency is able to articulate the goals of the agency which support community safety and security and, further, that the agency is able to monitor progress against goals and regularly report on progress to the Public Safety Committee or Public Security Board.</p>	<p>The framework developed for reporting to various stakeholders will include progress on the detachment's annual priorities, which were developed in consultation with Council.</p>
<p>7.B The City of Richmond should define resources to be allocated to police program activities and require that appropriate consultation occurs between the City representatives and the management of the police agency prior to the reassignment of those resources to other programs. This discussion should not pertain to individual investigations unless these are anticipated to be major, time consuming investigations which impact overtime costs. Even then, discussion should be restricted to the fiscal aspects of the incident and not the operational aspect of the investigation.</p>	<p>The Officer In Charge of the Detachment acknowledges and supports that the City of Richmond should be kept informed on matters pertaining to policing in the community and has developed a framework to provide regular reporting cycles, including monthly reports.</p>
<p>7.C The City of Richmond should require the police agency to redefine the mix of resources for policing public events to ensure service levels are met for other work through initiatives like Community Service Officers, volunteers or shift schedule changes to minimize overtime and banked time.</p>	<p>The Detachment shares Operational Plans with the City regarding special events, and works closely with REACT and has modified plans as required in consultation with the City. The detachment also reschedules its members to coincide with yearly major events (Halloween, New Years) to minimize OT. The Detachment currently utilizes the services of the Auxiliary program to augment the City's special events.</p>
<p>7.D The City of Richmond should require the police agency to establish shift schedules for community police stations that includes evening coverage and, more generally, as observed in Chapter 2, all deployment should address work load demands.</p>	<p>This will be explored as part of the overall review of Community Policing including the two new Community Police Stations for the Canada Line and Hamilton.</p>
<p>7.E The City of Richmond should ensure a shared complaint tracking system is in place with the police agency with complaint response timelines and processes detailed.</p>	<p>A Joint Complaint Tracking Systems has been developed and implemented.</p>
<p>8.1.A The City of Richmond should ensure the policing agency implements a shift model that is consistent with the workload. This would result in a better service to the public, more effective use of resources and a more even workload distribution for mobile units. (Similar to 2.B)</p>	<p>The Officer In Charge has tabled this issue pending further discussion and exploration with the new Detachment Leadership Team.</p>

Alternative Models of Police Service Delivery Recommendations and Actions Taken

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<p>8.2.A The City of Richmond, subject to consultation and a suitable business case, can consider a broad participation in regionalized and specialized services dependent upon the perceived likelihood of use versus cost. The details of costing and full service options are not yet available from the RCMP. An analysis of cost vs. benefits should be conducted at that time.</p>	<p>With the current model of contracted policing the City does not have the ability to decide whether or not to participate in regional or specialized services. That decision currently rests with the LMD Commander and "E" Division.</p>
<p>8.3.A The City should not consider the integration of the University Detachment with the Richmond Detachment.</p>	<p>The City has been assured by the LMD and Richmond Detachment OIC that the integration of police services between the University Endowment Lands and Richmond has not occurred and is not contemplated to occur.</p>
<p>8.4.A The City of Richmond should ensure the policing agency establishes a process to provide the most efficient differential response process and enhanced call management. This may also provide important opportunities to utilize police officer's skills from officers temporarily unable to perform field functions. This process should not only refine the prioritization of incoming calls and their direction for investigation but also consider the employment of a telephone response function which provides service to the public, ensures the preservation of evidence, and gathers important incident data. It also permits a more effective use of all personnel, both field officers and those whom are unable to perform field functions. While civilian employees could be trained to fulfill such activities that would detract from the valuable human resource accommodation for sworn members.</p>	<p>A differential response strategy allows for members of the public to report low priority crime and to receive a response which meets their needs, while allowing for a more efficient use of front line officers. Other jurisdictions utilize online crime reporting, such as Calgary and Vancouver. The City would be interested in investigating both the feasibility of establishing a differential response strategy, and the potential for other Law & Community Safety divisions to utilize the system. Inquiries are being made into the feasibility of having the citizens of Richmond report crime over the internet and currently we are accepting information over the City's Customer Feedback page. Surrey Detachment is the pilot project for the RCMP, and their progress will be monitored closely in the next few months.</p>
<p>9.1.A The City of Richmond should continue to current E-Comm relationship regarding the processing of calls and dispatch.</p>	<p>E Comm provides the wide area radio network and an effective model for call taking and dispatching which meets the needs of the City.</p>
<p>9.2.A The City of Richmond should continue the current use of PRIME. PRIME provides a province-wide data management system and is mandatory under provincial regulation.</p>	<p>PRIME provides a solution to information sharing across jurisdictional boundaries that would otherwise hinder the front-line police officers' ability to maintain a safe community.</p>
<p>9.3.A The City of Richmond should ensure the policing agency uses industry-standard technology to assist in crime analysis and workload analysis.</p>	<p>The Detachment employs 2 Civilian Member crime analysts who are kept up to date with the most current technology available.</p>
<p>9.4.A The City of Richmond should ensure the policing agency uses suitable technology to assist in the identification of property, and subject to legislation providing the authority, to assist in the electronic reporting of secondhand property sales. The technology must be able to interface with CPIC and PRIME</p>	<p>Changes in Provincial legislation are required that will allow for the use of electronic reporting for secondhand property sales.</p>