



City of Richmond

Report to Committee

To: Community Safety Committee **Date:** October 13, 2016
From: John McGowan **File:** 09-5000-01/2016-Vol
Acting General Manager, Law and Community Safety 01
Re: **Lower Mainland District Regional Police Service Integrated Team Annual Report 2015/16**

Staff Recommendation

1. That the report titled “Lower Mainland District Regional Police Service Integrated Team Annual Report 2015/16” from the Acting General Manager, Law and Community Safety, dated October 13, 2016, be received for information; and
2. That copies of the report be provided to:
 - a) the Lower Mainland CAO/PCC (Chief Administrative Officer/Principal Police Contact) Forum to assist in future discussions surrounding cost allocation formulas for the various teams; and
 - b) the Director of Police Services, Ministry of Public Safety for consideration during the Province’s review of the governance of the Integrated Teams.

John McGowan
Acting General Manager, Law and Community Safety
(604-276-4104)

Att. 1

REPORT CONCURRENCE	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: DW
APPROVED BY CAO 	

Staff Report

Origin

On August 10, 2016, the Lower Mainland District of the RCMP released the “Lower Mainland District Regional Police Service Integrated Team Annual Report 2015/2016”. An analysis of the RCMP Report has been prepared to examine whether the City is receiving a level of service proportionate to the payment for these services.

This report supports Council’s 2014-2018 Term Goal #1 A Safe Community:

Maintain emphasis on community safety to ensure Richmond continues to be a safe community.

1.4. Effective interagency relationships and partnerships.

Background

The Integrated Teams consist of five specialized units: the Integrated Homicide Investigation Team (IHIT), Integrated Forensic Identification Services, Integrated Collision Analysis and Reconstruction Service, Integrated Police Dog Services and Emergency Response Team. These Integrated Teams provide specialized services for municipalities that contract with the RCMP, the Province and independent police departments. The Integrated Teams provide municipalities with the ability to deal with crimes that are highly complex and are multi-jurisdiction.

Another integrated service, the Real Time Intelligence Centre, was established in May 2014. It provides real-time situational awareness and a proactive response to serious crimes that cross jurisdictional boundaries using a coordinated approach to information and intelligence sharing.

The costs of the Integrated Teams are shared by participating municipalities and the funding formula¹ has two criteria:

- 1) Criminal Code Offence – 5 year total average criminal code offenses accounts for 75% of the cost sharing
- 2) Population – Annual population accounts for 25% of the cost sharing

The Lower Mainland District Mayors’ Consultative Forum has initiated a review of the funding formula. The Province has indicated it will retain a consultant to examine the future governance of the Integrated Teams. The Federal and Provincial Governments also contribute to the cost of the Integrated Teams.

The formulas are as follows:

¹ Population and criminal code offenses statistics are based on the report entitled “B.C. Policing Jurisdiction Crime Trends” from the BC Provincial Ministry of Justice, Police Services Division. Example of the generalized formula:

Richmond Overall Cost Share =

$$0.25 \left(\frac{\text{Population of Richmond}}{\text{Total Population of Participating Partners}} \right) + 0.75 \left(\frac{\text{Richmond 5 Year Total Average Criminal Code Offenses}}{\text{5 Year Total Average Criminal Code Offenses of Participating Partners}} \right)$$

- a) Funding for the Emergency Response Team has a 50% municipal and 50% provincial and federal cost distribution.
- b) The Integrated Homicide Investigation Team has a 70/30 cost split, where municipalities are responsible for 70% of the costs (as of April 1, 2012). However, this distribution is currently being discussed between the Provincial and Federal governments and may revert to 90/10 in the future.
- c) All other Integrated Teams have a 90% municipal and 10% federal cost distribution.
- d) Accommodation and Public Service Employee costs are charged to the municipal sector at 100%.
- e) Independent police services that utilize the Integrated Teams contribute 100% of their costs.

Analysis

Historical Expenditures on Integrated Teams

The City’s expenditure on the Integrated Teams for the fiscal year April 1, 2015 to March 31, 2016 was \$3,709,878. The City’s historical expenditures on Integrated Teams are identified in Table 1.

Table 1 – City of Richmond Historical Expenditures on Integrated Teams		
Fiscal Year	Actual Annual Cost of RCMP Integrated Teams	Change From Previous Year
2011/12	\$3,363,128	12.4%
2012/13	\$2,937,868	– 12.6%
2013/14	\$3,301,957	12.4%
2014/15	\$3,423,691	3.7%
2015/16	\$3,709,878	8.4%

Source: City of Richmond. The financial information contained in Table 1 is based on actual invoiced amounts and is slightly different than the financial information provided in the RCMP Integrated Teams Annual Report.

Budgeted Expenditures on Integrated Teams

The long-term projected cost of the Integrated Teams for the City in 2021/22 is \$4,616,624, which equates to an annual growth of 2.4% for the next six fiscal years. Table 2 outlines the long term cost projection due to inflationary factors such as salary and cost of equipment. Should the City experience higher population growth and/or increases in criminal code offences

relative to other municipalities, then the cost share would increase based on the funding formula. At current levels, the Richmond cost share for all Integrated Teams is equivalent to approximately 18 full-time police officers. The average cost per police officer is higher for Integrated Teams due to overtime for complex investigations; specialized training and equipment; and the deployment of higher ranking officers (corporal and above),

Table 2 – Budgeted Expenditures on Integrated Teams		
Fiscal Year	Budgeted Cost of RCMP Integrated Teams	Change From Previous Year
2016/17	\$4,008,017	-0.4%
2017/18	\$4,196,295	4.7%
2018/19	\$4,318,341	2.9%
2019/20	\$4,416,095	2.3%
2020/21	\$4,525,280	2.5%
2021/22	\$4,616,624	2.0%

Source: RCMP 5 Year Plan with IHIT cost distribution at 70/30.

Analysis of Cost Sharing by Municipalities

The long term sustainability of any shared services depends on the fairness of cost sharing. With the provision of the regionalized specialized police services, municipalities value the standardized level of service, cost stability and cost equity of the Integrated Teams.

Standardized Level of Service: The City has received exceptional standardized level of service from the RCMP Integrated Teams. Recognizing the crimes investigated by the Integrated Teams are multi-jurisdictional, this regionalized deployment model allows timely intelligence sharing and efficiency in investigations.

Cost Stability: The current funding formula is based on population (25%) and criminal code offenses (75%) in the participating municipalities. Under this cost structure, the City pays a share of the cost regardless of the actual calls for service in Richmond for the Integrated Teams. The majority of the weighting (75%) is based on criminal code offences using a 5 year rolling average to smooth out annual fluctuations. As a result, the cost sharing is stable and municipalities do not experience volatile financial impacts.

Cost Equity: The Integrated Teams tend to investigate files that are multi-jurisdictional and are categorically violent². For example, the Integrated Homicide Investigation Team and the Integrated Forensic Identification Service would be called upon to investigate homicides; the Emergency Response Team and the Integrated Police Dog Service would be called upon to assist in high risk offences such as robbery, assaults or the service of high risk warrants. These call responses are primarily “violent” as defined in crime statistics. As such, the current funding formula, simply using all criminal code offences rather than violent or high risk criminal code offences, raises the question of cost equity of the Integrated Teams.

Alternative Funding Formula Option for Consideration

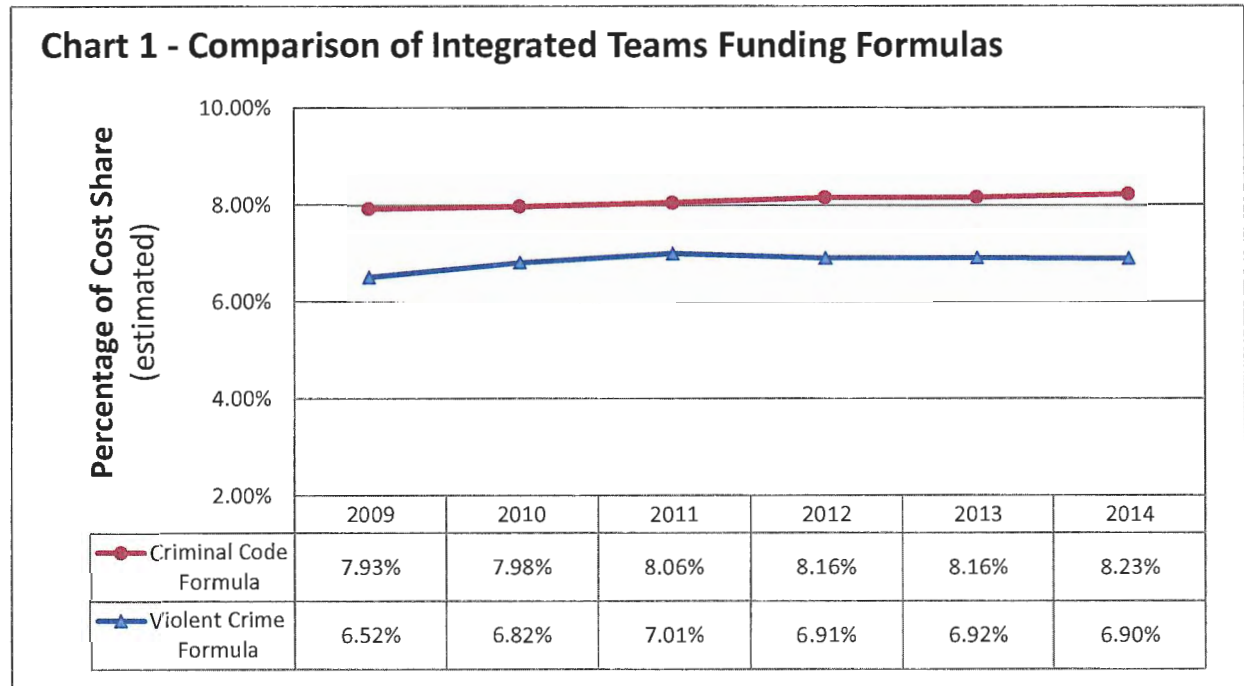
Currently, there is no direct correlation between cost sharing and calls for service of the Integrated Teams. Examination of the violent crime statistics and calls for service data published in the RCMP Integrated Teams Report suggests that violent crime rates have a direct impact on the calls for service of the Integrated Teams in Richmond.

Between 2010 and 2014, the violent crime rate declined 27% for all municipalities participating in the Integrated Teams. Richmond’s violent crime rate declined 31%, or 4% lower than the municipal aggregates. Meanwhile for the same period, the total calls for service of Integrated Teams correspondingly declined 29% in Richmond.

Given the violent nature of the criminal offences investigated by the Integrated Teams, the funding formula should consider crime statistics classified as “violent” to ensure cost equity to municipal partners. With the trend of a lower violent crime rate in Richmond, it is anticipated that Richmond would pay less if the funding formula focusses on violent crime rather than criminal code offences. Chart 1 below depicts the average estimated percentage of cost share³ using both the criminal code and violent crime.

² Policing and Security Branch of the BC Ministry of Justice defines “violent crime” as, “the offences of homicide, attempted murder, sexual and non-sexual assault, sexual offences against children, abduction, forcible confinement or kidnapping, firearms, robbery, criminal harassment, extortion, uttering threats, and threatening or harassing phone calls and other violent offences.” These are the type of criminal offences that the RCMP Integrated Teams are called upon for service.

³ The percentage of cost share estimated includes all partner municipalities only. Provincial jurisdiction is excluded. In practice, each unit of the Integrated Teams are calculated separately because not all municipalities participate in all of the Integrated Teams units. Provincial and Federal contributions have to be included in the calculation. As such, the actual percentage cost share would be slightly different than presented in Chart 1. However, the difference between the estimates to the actual is not significant, less than 1% on average.



With the current funding formula using criminal code offences, the City’s cost share of the Integrated Teams is about 8.23% of the total cost. If the funding formula is revised to use violent crime offences, the City’s cost share would drop to 6.9%, a decrease of 1.33%. With the total cost of Integrated Teams of approximately \$40 million per year, this would translate into a savings of \$540,000 per year.

Violent crime, rather than general criminal code offences, is a better metric that reflects the multi-jurisdictional nature of serious crime. As the data illustrates, it also more closely correlates to the calls for service of the Integrated Teams in Richmond, thereby improving cost equity of the regionalized service. Based on the five year back-cast, the funding formula using violent crime also provides financial stability.

Attachment 1 shows the cost sharing difference for all municipalities participating in the Integrated Teams.

Financial Impact

None.

Conclusion

Staff will continue to examine and monitor the annual costs and benefits to the City of Richmond of the RCMP Integrated Teams. The Integrated Teams primarily respond to violent crime such as homicide, robbery and assaults. Richmond has seen a decline in violent crime over the last five years and correspondingly, a reduction in calls for service of Integrated Teams. For a

sustainable regionalized police service such as the Integrated Teams, the use of violent crime statistics for the funding formula reflects better cost equity and cost stability.

This annual comparison would be beneficial to the Lower Mainland Municipalities in future discussions at the CAO/PPC (Chief Administrative Officer/Principal Police Contact) Forum with regard to future governance and funding of the Integrated Teams. The contents of this report might also assist the Director of Police Services in his review of the governance of the Integrated Teams.



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Attachment 1: Cost Share Comparison Using Criminal Code and Violent Crime Statistics
(excludes Provincial figures)

ATTACHMENT - 1

Cost Share Comparison Using Criminal Code and Violent Crime Statistics (excludes Provincial figures)

Comparison of Funding Formulas (Municipal Partners Only, Provincial Jurisdiction Excluded)			
Municipality	2014 Criminal Code Formula Cost Share	2014 Violent Crime Formula Cost Share	Difference
<i>Abbotsford</i>	5.63%	6.78%	1.16%
Burnaby	10.21%	9.02%	- 1.20%
Chilliwack	5.17%	5.24%	0.07%
Coquitlam	5.58%	4.47%	- 1.11%
<i>Delta</i>	3.93%	3.23%	- 0.70%
Hope	0.49%	0.69%	0.20%
Kent	0.26%	0.47%	0.20%
Langley City	2.21%	2.03%	- 0.17%
Langley Township	5.46%	4.06%	- 1.41%
Maple Ridge	4.06%	4.51%	0.45%
Mission	2.27%	2.84%	0.57%
<i>New Westminster</i>	3.75%	4.47%	0.73%
North Vancouver City	2.46%	2.50%	0.04%
North Vancouver District	2.78%	2.14%	- 0.64%
Pitt Meadows	0.82%	0.84%	0.02%
Port Coquitlam	2.68%	2.47%	- 0.21%
<i>Port Moody</i>	0.98%	0.74%	- 0.24%
Richmond	8.23%	6.90%	- 1.33%
Sechelt	0.44%	0.50%	0.07%
Squamish	1.11%	1.61%	0.50%
Surrey	28.34%	31.42%	3.08%
<i>West Vancouver</i>	1.43%	1.40%	- 0.03%
Whistler	0.90%	1.04%	0.15%
White Rock	0.83%	0.63%	- 0.19%
	100.00%	100.00%	

The percentage of cost share estimated includes all partner municipalities only. Provincial jurisdiction is excluded. In practice, each unit of the Integrated Teams are calculated separately because not all municipalities participate in all of the Integrated Teams units. Provincial and Federal contributions have to be included in the calculation as well. As such, the actual percentage cost share would be slightly different than presented in Chart 1. However, the difference between the estimates to the actual is not significant, less than 1% on average.