

Corporate Report

NO: R040

COUNCIL DATE: Feb. 28, 2000

REGULAR COUNCIL

TO: Mayor & Council

DATE: February 22, 2000

FROM: City Manager

FILE: 8020-001

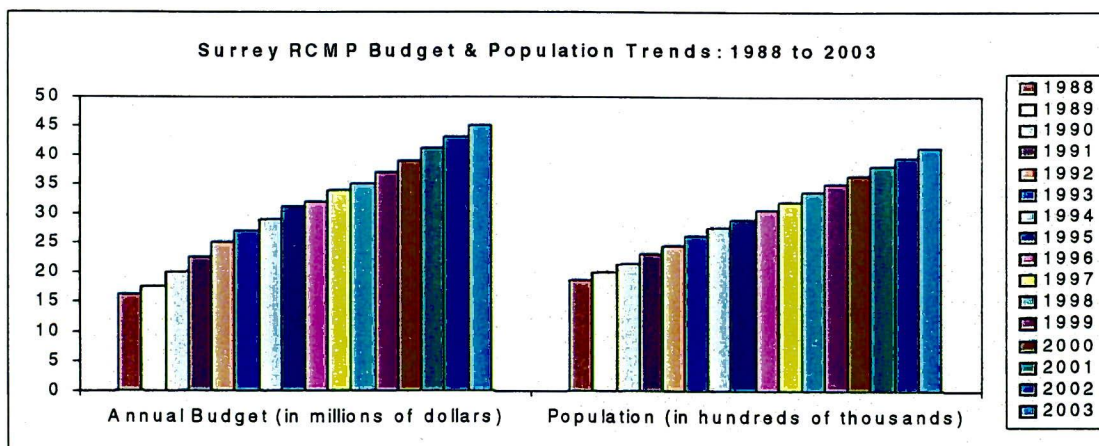
SUBJECT: Review of City Police Services

RECOMMENDATION

1. That Council receive this report and the attached documentation.
2. That Council approve the attached "Police Services Review – Project Terms of Reference" for implementation.

BACKGROUND

Since the early 1990's, Surrey has been the fastest growing major City in Canada with a population growth rate averaging 12,000 persons per year between 1991 and 1999. Surrey's population for the next 10 and 20 years is projected at 474,000 and 549,000 respectively.



As illustrated in the above chart, the recent growth has created increasing demands on police services which has impacted, and continues to impact annual RCMP funding requirements. In addition, other issues relating to RCMP police services have arisen:

- Responsiveness to local government's priorities are not always reflected through RCMP system;
- Police staffing levels are not being met;
- Overhead issues – lack of clarity by the RCMP on the allocation and requirement of significant “overhead” funds that the City pays to Ottawa;
- Various contracting issues.

DISCUSSION

Over the past decade, the City has undergone continual and evolving organizational changes to serve the escalating needs and demands of the public. These changes have focused on improving the effectiveness and efficiency of service delivery throughout the organization. On this premise, the Surrey RCMP has also undertaken several positive changes including the establishment of a community based policing infrastructure.

To ensure that the City receives optimal police services however, it is timely to review current service levels provided by the RCMP and consider alternative policing options as part of a comprehensive police services study. The purpose of the review would be to identify the best police service delivery method for the City, in terms of ensuring optimum effectiveness and efficiencies, that will generate both high levels of service and citizen satisfaction.

PRELIMINARY ANALYSIS

Over the course of the past several months, City staff have undertaken a preliminary review of police service delivery options through consultation with numerous Canadian municipalities and police service experts ranging from practicing municipal senior level officers, former RCMP police professionals, police service consultants and academic professionals. The primary objective of this consultation was to determine if there was a common opinion from contributing parties as to the most logical and best approach to police services delivery for a city of our size. The attached Appendices “B” through “G” provide more background information related to the delivery of municipal police services elsewhere in Canada.

The overwhelming conclusion of our preliminary analysis can be summarized as follows:

To ensure maximum efficiencies and effectiveness, a different local priority and decision-making based police service delivery model is required for a city containing the population, demographic, social, urban and economic complexities and attributes similar to Surrey. With respect to the City of Surrey specifically, it should not be a question of “if” an alternate policing model is required, but rather, “when” and “how” will it be achieved.

The above conclusion presents two major challenges:

- I. Which type of police service delivery model is the most appropriate?
- II. How should this model be implemented? (i.e. phasing, timing, costs, transition issues, etc.)

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I. Police Service Delivery Options

As experienced through “best practice” policing models, the issue regarding community input and local participation are key elements in the determination of policing priorities.

Increasingly, police services are adopting private sector like principles and establishing measurable and accountable administrative and operational structures within a corporate framework. Among the key components of the corporate model of police organization is the creation of a mission statement, identifying organizational values and objectives, and developing a capacity for short and long-term planning and evaluation of the effectiveness and efficiency of service delivery. Progressive municipal police services are incorporating “best practices” into both the administrative and operational activities. Through a business planning process, positions are established and performance criteria are set, against which the performance of the organization, its various sections, and individual officers can be measured. “Best practices” refers to the use of organizational, administrative, and operational strategies that have proven most effective in the corporate sector as well as in the delivery of policing services. Terms such as efficiency, effectiveness, customer, and business appear throughout the organization.

As an example of above, the City of Calgary (regarded a “best practices” police department) state within their 1999-2001 Corporate Business Plan that, **“In achieving our vision, the service will maintain open lines of communication and community residents will have input in to the determination of policing priorities.”** The police service itself is accountable to the **Calgary Police Commission** which consists of nine citizens **appointed by their City Council** (see Calgary Police Services Summary - appendix “F”).

A few examples of how local input should influence policing priorities include:

- Effective deployment of auxiliary police resources
- optimization of non-police personnel (refer to appendix “G”)
- increased use of municipal ticketing system
- changes to better reflect diversity and demographics of Surrey citizens including new Canadians.
- level of priority vis-a-vis traffic control and alternative methods of delivering this service.
- use of photo radar and intersection cameras
- Requirement by RCMP to use E-Comm radio equipment.
- Unique Council thrusts such as major special events, Whalley clean-up, etc.

It must, however, be noted that the police services delivered at the “field level” by the RCMP officers in the City of Surrey has been of high quality, therefore a police services option which recognizes and builds on this strength would be fully appropriate.

Fundamentally, the following two police service delivery options are proposed to achieve the above thrust:

Option 1: A City of Surrey Municipal Police Department; or

Option 2: A bi-lateral client/contractor performance-base contract arrangement directly between the City and the RCMP where the City is an equal partner on major policy and priority setting.

In addition, the principle of shared services to optimize cost effectiveness will also be explored for either of the above options. For example, sharing for common services between fire and police department such as 911 service, dispatch services, fleet maintenance, mobile control command unit, etc. Sharing of services may also be possible with partners beyond the City such as sharing of specialized equipment and resources with neighbouring jurisdictions including canine units, forensic labs, helicopters, etc. as well as providing mutually agreed services to neighbouring jurisdictions for cost-effectiveness and revenue objectives.

II. Implementation Considerations

The above analysis identifies a new direction for police services in the City of Surrey as per Option 1 or Option 2. It should be noted that nearly all of the police infrastructure such as the physical buildings, equipment, furniture, computers, etc. are owned by the City. As well, all of the civilian staff are the City's employees. On the other hand, specialized equipment and services, such as forensic labs, helicopters, canine units, etc. are provided under the authority from Ottawa as are the uniform RCMP staff. This notwithstanding, achieving this goal is very complex and involves several challenges. For example, the following major issues need to be examined and planned in detail:

- **Mandate, Scope and Service Levels**
- **Budgeting, Funding, and Resourcing Strategies**
- **Timing & Transition Issues**
- **Legal, Legislative and Governmental Requirements**

To undertake this task, a highly structured systematic process must be developed, approved and followed from start to finish. **As a first step we recommend that a comprehensive analysis be undertaken guided by the attached "Terms of Reference" as presented in appendix "A" of this report.**

Upon receiving Council approval, this analysis will be undertaken through the use of consultants and other specialized professionals. The estimated duration to complete this work is four to six months with a cost of approximately \$75,000 to \$100,000 which will be funded from the City's Police budget.

It is proposed that a steering committee be established to oversee and provide direction relative to the above study. The suggested committee members would be comprised of the Chair, Public Safety Committee, City Manager, a senior municipal police department representative, a senior judicial/police services member at large and the project manager. In addition, a senior RCMP representative may be added as an advisor to the steering committee.

Next Steps

1. Upon completion of the proposed study, a corporate report shall be submitted to Council for their consideration in the fall of 2000;
2. Council deliberation, approval and direction;
3. Transition phase to achieve Council approved police service delivery model. As noted earlier in this report, the transition and changeover process will be a complicated task that will require carefully detailed and methodical planning, funding and negotiations. The estimated duration to achieve the police service delivery model is two to three years.

CONCLUSION

Based on discussions with local government officials and police professionals, it is proposed that one of the following alternative policing models be considered for the City of Surrey.

Option 1: A City of Surrey Municipal Police Department; or

Option 2: A bi-lateral client/contractor performance base contract arrangement directly between the City and the RCMP where the City is an equal partner on major policy and priority setting.

A six month examination process would be required to determine how and when the City can best achieve its objective. Subject to Council approving the concepts identified in this report, a corporate report to Council with recommendations on this matter will be presented in the fall of 2000.



Umendra Mital, P. Eng.
City Manager

Attachment

APPENDIX A

POLICE SERVICES REVIEW

PROJECT TERMS OF REFERENCE

The consultant hired to undertake the study will be required to develop options, evaluate such options, and make a recommendation in relation to a comprehensive police services delivery strategy for the City of Surrey. The work will require consideration and analysis of each of the following issues and challenges and any other issues and challenges as may be necessary or appropriate to consider related to the development of such a strategy.

The general work of the consultants will include the following activities:

- Research/Information gathering
- Meetings as necessary
- Public Consultation
- Report Preparation including Executive Summary

I Policing services and the community

- a) community perceptions/expectations of and satisfaction with police services
- b) community involvement in the prevention and response to crime and social disorder
- c) strategies for increasing community and corporate involvement and creating police/community partnerships

II Police Services Responsive to City Needs

- a) demographic, social, urban, and economic trends
- b) legislative impacts (federal legislation; provincial legislation)
- c) crime trends, including youth crime
- d) demands on policing services
- e) government/police linkages and relations
- f) jurisdictional issues (the port; border crossings; provincial police issues)
- g) models of police accountability

III Fiscal & Human Resources Issues

- a) short-term operating and capital costs and long-term costs/benefits
- b) transition/start-up capital and operating costs
- c) risk management and civil liability exposure
- d) recruitment and training standards
- e) unionized police service vs. police association
- f) succession planning/retention issues
- g) performance standards, career and opportunities
- h) police personnel requirements (number, positions, expertise, cultural diversity)
- i) civilian employees in police services
- j) transition issues and impacts

IV Alternative Service Models

- a) models of service delivery
- b) deployment strategies
- c) strategies of crime prevention and crime response
- d) interagency links, communication and liaison
- e) availability of special services (crime labs; helicopters; serious offence experts)
- f) infrastructure issues (radios; regional communications)
- g) service performance indicators

APPENDIX B

OVERVIEW OF POLICING IN CANADA

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial and municipal. The federal government, through the Royal Canadian Mounted Police (RCMP), is responsible for the enforcement of federal statutes in each province and territory, and for providing services such as forensic laboratories, identification services, the Canadian Police Information Centre (CPIC), and the Canadian Police College.

The RCMP provides provincial/territorial policing in all provinces and territories except Quebec and Ontario, which maintain their own provincial police forces: the Sûreté du Québec and the Ontario Provincial Police, respectively.

Each province/territory assumes responsibility for its own provincial/ territorial and municipal policing. Provincial policing involves enforcement of the Criminal Code and provincial statutes within areas of a province not served by a municipal police force (i.e., rural areas and small towns). In some cases, there may be an overlapping of policing boundaries. For example, in some areas provincial police perform traffic duties on major provincial thoroughfares which pass through municipal jurisdictions.

Municipal policing consists of enforcement of the Criminal Code, provincial statutes, and municipal by-laws within the boundaries of a municipality or several adjoining municipalities which comprise a region (e.g., Durham Regional Police in Ontario) or a metropolitan area (e.g., Montreal Urban Community).

Yukon, the Northwest Territories, Nunavut (which came into existence 1999) and Newfoundland are the only areas in Canada without municipal police forces.

Municipal policing in Newfoundland is managed differently than in other provinces. The Royal Newfoundland Constabulary, which is a provincial police force, provides policing only to the three largest municipalities (St. John's, Corner Brook, and Labrador City) as well as Churchill Falls. Newfoundland also maintains their own provincial police force, as mentioned above, and contracts the RCMP to provide provincial policing to the remaining municipalities and the rural areas.

In addition to federal, provincial and municipal policing, there are also various types of First Nations policing agreements for Aboriginal communities in place across Canada.

Provincial legislation can require that cities and towns, upon reaching a minimum population, maintain their own municipal police force. Municipalities have three options when providing municipal policing services: forming their own police force, joining with an existing municipal police force or entering into an agreement with the provincial police force or the RCMP.

In 1998, there were 571 municipal police forces in Canada which included 201 RCMP municipal contracts and 29 Ontario Provincial Police (OPP) municipal contracts. In total, municipal policing accounted for 64% of all police officers and 56% of all policing expenditures in 1998.

The RCMP employed 3,764 officers in 1998 under contract to 201 municipalities in all provinces except Newfoundland, Quebec and Ontario. RCMP municipal policing contract charges are based upon the size of the municipality. During 1998, most policing contracts in municipalities with a population of under 15,000 were billed 70% of the cost of the contract, while municipalities of 15,000 and over were billed 90% of the contract cost in most cases. The costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing municipal policing duties.

There were 29 Ontario municipalities which contracted with the OPP in 1998 to provide municipal policing, for a total of 412 police officers. The remaining 341 municipal police forces employed over 31,000 officers, or 88% of municipal police officers in Canada, and accounted for 91% of total municipal policing expenditures in 1998.

Provincial policing accounted for almost one-quarter (23%) of policing costs in 1998.

In 1998, the cost to the federal government for expenditures on federal policing and other RCMP expenditures totaled \$1.3 billion, which included the portion of municipal and provincial RCMP contract policing considered federal policing (\$269 million). The RCMP has responsibility in all provinces and territories for the enforcement of federal statutes and protective services.

Other RCMP expenditures include the cost of headquarters and divisional administration and the costs associated with providing national police services such as: forensic laboratory services; the Canadian Police College; informatics support for management and operation of the Canadian Police Information Centre (CPIC), an automated national computer information system which is available to all police forces; telecommunications services for data and radio transmissions to ensure all detachments receive current information; criminal intelligence; and United Nations peacekeeping services.

APPENDIX C

POLICING IN BRITISH COLUMBIA

There are three types of policing agencies in the province: independent municipal; RCMP municipal; and RCMP provincial. These are funded by various combinations of the federal, provincial or municipal governments.

- **RCMP Municipal** In 1997, RCMP municipal police served 52 BC municipalities, including Surrey, comprising 52% of the province's population. In municipalities with populations over 15,000, 10 per cent of the policing costs are paid by the federal government and the municipality pays for the remaining 90 per cent, as is the case with the City of Surrey. In municipalities with fewer than 15,000 residents, the federal government covers 30 per cent and the municipality pays 70 per cent of the policing costs.
- **Independent Municipal Police Forces** There are presently 12 independent municipal forces within the province of British Columbia. Collectively, these forces serve a population of 1,119,673 or 28 per cent of the province's population. The costs of these forces are borne primarily by the municipalities, and are recovered through local property taxes. The total cost of independent agencies in 1997 was approximately \$211 million, \$203.5 million which was paid by the municipalities, and \$6 million of which was paid by the province in the form of Independent Police Equalization Grants.
- **RCMP Provincial** Unincorporated areas and municipalities with fewer than 5,000 residents are policed by the RCMP provincial force. This force served 655,000 or 19 per cent of the province's total population in 1995, 168,000 of whom lived in small municipalities and 488,000 of whom lived in unincorporated areas. The cost is shared between the federal and provincial governments. In 1995 the total cost of the provincial force was approximately \$165 million, with 70 per cent (\$115.5 million) paid by the provincial government and 30 per cent (\$49.5 million) paid by the federal government. Residents served by the provincial force do not pay for policing directly.

No municipalities have opted for their own police agencies since the early 1950's. There have been, however, some amalgamations, notably Matsqui and Abbotsford, where a political amalgamation between the two jurisdictions resulted in the independent agency in Matsqui encompassing the RCMP agency in Abbotsford in 1995.

The above comparisons between the different types of policing agencies in BC, however, reveal two inequities:

- residents of small municipalities and unincorporated areas do not pay any policing costs directly; and
- municipalities with RCMP contracts receive subsidies from the federal government that are not available to municipalities with independent forces.

Police Strength

Authorized Police strength in British Columbia has risen from 4,266 sworn police officers in 1994 (45% independent municipal, 55% RCMP municipal) to 4,500 in 1997 (44% independent municipal, 56% RCMP municipal) for a total increase of 5%.

A more specific measurement of police strength is the population-to police ratio, or the number of civilians for every police officer. This number can vary considerably, and is a limited measure of effective policing in the absence of other information such as geographical constraints, population distribution and the allocation of officers.

The population per officer is consistently higher in RCMP municipal agencies than in the independents. Growth in authorized strength among the RCMP municipal agencies has not kept pace with population growth. Population per officer in the RCMP municipal agencies increased by 8% over the 1994-1997 period. In contrast, population per officer in the independents rose by only 1% over this period.

We suggest, however, that care should be taken in drawing any specific conclusions from these figures as above statistics have been taken from a larger study.

Budgetary Trends

Total expenditures on RCMP Policing Services have increased by 8% (including rate of inflation) in the City of Surrey since 1994 which is lower than the growth in population which has increased by 19% since 1994. Consequently, real expenditure per capita dropped by only 6% from 1994 to 1997. Surrey's increase in policing expenditures fall in line with the provincial total of all RCMP municipal contracts which increased by a total of 8.5 percent since 1994.

Provincially, expenditures per capita in 1997 average \$189 in municipalities policed by independent agencies and \$110 in municipalities policed by RCMP municipal contracts. Expenditures per officer average \$107,792/year in independently policed municipalities, compared to \$92,508/year in RCMP-policed municipalities.

Jurisdictional Differences

Even within a single geographical entity such as the Greater Vancouver or Greater Victoria metropolitan areas, police services and expenditures vary widely from jurisdiction to jurisdiction. For example, the following figures for Greater Vancouver indicate that, in 1997,

- real expenditures per capita varied from a high of \$217 in Vancouver (City force) to \$87 in Coquitlam (RCMP).
- Real expenditures per officer varied from a high of \$109,000 in Vancouver (City force) to a low of \$87,000 in Richmond (RCMP)

APPENDIX D

The following is a summary comparison of the attached tables. Compared below are the five lowest cost per capita police forces with populations ranging from 330,000 to 660,000. In addition, the City of Calgary is included as a general reference.

<u>1999</u> <u>STATISTICS</u>	Surrey, B.C.	York, Ont.	Halton, Ont.	Durham, Ont.	London, Ont.	Calgary, Alberta
Type of Police Force:	RCMP	*Regional	*Regional	*Regional	Municipal	Municipal
Population:	333,200	657,200	364,200	493,500	339,900	843,800
Population per Police Officer ratio:	881:1	897:1	906:1	852:1	798:1	726:1
Civilian Personnel	125	171	143	161	158	574
Per Capita Costs:	\$111	\$111	\$112	\$119	\$123	\$152
Violent Crime Reported and clearance rate (% of completed files)	4,619 (66%)	3,242 (63%)	1,653 (90%)	3,226 (82%)	2,899 (80%)	7,292 (74%)
Total Criminal Code (C.C.) Crimes Reported and clearance rate (% of completed files)	42,886 (24%)	27,033 (26%)	15,109 (40%)	27,170 (41%)	27,624 (37%)	67,246 (30%)
Criminal Code incidences per officer:	122	37	38	47	65	58

NOTES:

- The above statistics have been obtained via "1999 Police Resources in Canada - Canadian Centre for Justice Statistics.
- *Regional force operates within the parameters of a municipal police force - A Regional force includes multiple municipal jurisdictions combining policing efforts while functioning within the framework of municipal policing models.
- These data accurately reflect the police resources and crime rates in these communities. However, it should be noted that the data does not derive conclusive comparisons between City forces for the following reasons:
 - (i) Each municipal police service has a different mix of urban, suburban, and rural areas, each with its own unique characteristics, geography and level of crime. Some municipal forces are "metropolitan" or "regional", while others may serve primarily "inner city" areas and are surrounded by other suburban police forces.
 - (ii) The expenditures presented in this section represent those costs included in the police operating budget of each municipality. The contents of these budgets tend to differ considerably from city to city. For example, some costs (eg. accommodation, by-law enforcement, court security) and some services (eg. computing, personnel and financial services) may be included within the police force's operating budget for some municipalities, but in other municipalities they may be paid for by other departments or through the force's capital budget, which is not included, e.g. typical insurance and legal costs in York Region are estimated at \$1.5M/year.

APPENDIX E

**CANADIAN MUNICIPAL POLICE FORCES:
1999 DATA, POPULATIONS COMPARATIVE TO CITY OF SURREY**

SORTED BY PER CAPITA COSTS

Municipality	Type of Force	1999 Population	1999 Police Officers	Pop Per Police Officer	Other Personnel	Operating Expenditures \$000's	Per Capita Costs	Violent Crime		Property Crime		Total (C.C.)		% Change in C.C. Rate 1997-98	C.C. Incidents per Officer for 1998	
								Reported	Clearance Rate	Reported	Clear Rate	Reported	Clear Rate			
1	Surrey, B.C.	RCMP	333,200	378	881	125	36,972	111	4,619	66	26,647	12	42,886	24	7	122
2	York, Ont.	Regional	657,200	733	897	171	73,201	111	3,242	63	17,426	19	27,033	26	-7	37
3	Halton, Ont.	Regional	364,200	402	906	143	40,626	112	1,653	90	8,866	32	15,109	40	-7	38
4	Durham, Ont.	Regional	493,500	579	852	161	58,692	119	3,226	82	15,141	25	27,170	41	-9	47
5	London, Ont.	Municipal	339,900	426	798	158	41,757	123	2,899	80	16,880	27	27,624	37	-11	65
6	Waterloo, Ont.	Regional	433,600	511	849	173	55,243	127	3,449	79	18,599	21	29,642	30	4	58
7	Niagara, Ont.	Regional	421,600	533	791	225	55,718	132	2,699	80	18,243	21	31,416	32	-3	59
8	Laval, Que.	Municipal	342,400	434	789	173	47,315	138	1,715	70	13,764	14	20,221	20	-9	47
9	Hamilton, Ont.	Regional	491,400	677	726	248	77,850	158	6,078	77	22,498	18	40,427	36	-4	60
10	Winnipeg, Man.	Municipal	625,500	1,200	521	278	105,062	168	8,613	63	37,695	19	65,447	28	...	55
11	Edmonton, Alta.	Municipal	647,200	1,100	588	375	112,119	173	7,424	68	38,217	26	64,109	42	-4	58
12	Vancouver, B.C.	Municipal	555,500	1,125	494	297	123,732	223	7,735	46	68,516	9	85,562	16	-12	76

APPENDIX E

**CANADIAN MUNICIPAL POLICE FORCES:
1999 DATA, POPULATIONS COMPARATIVE TO CITY OF SURREY**

SORTED BY POPULATION

Municipality	Type of Force	1999 Population	1999 Police Officers	Pop Per Police Officer	Other Personnel	Operating Expenditures \$000's	Per Capita Costs	Violent Crime		Property Crime		Total (C.C.)		% Change in C.C. Rate 1997-98	C.C. Incidents per Officer for 1998	
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APPENDIX "F"

Calgary Police Service, 1999-2001 Business Plan

Executive Summary

Over the last ten years, the Calgary Police Service has provided an increasingly complex service to a steadily growing number of citizens. Substantial population growth, such as Calgary has experienced in the last few years, directly affects the amount of crime and public disorder experienced in the community. Increasing diversity, legislative and judicial changes and downloading of responsibilities to the municipal level have also contributed to increasing demands for policing services in Calgary.

Despite numerous efficiency and effectiveness measures, the Service is seriously behind in personnel requirements, technological advances and facilities. Moreover, there is now considerable research available on what policing strategies work to reduce crime and what is promising. Research indicates that crime will generally be reduced by adding police officers, and more importantly that directed police presence can and does reduce crime. Finally, the evidence to date indicates that problem solving, jointly entered into and carried-out by the community and police, has had very promising results in terms of reducing crime.

The intent of the 1999 - 2001 Business Plan is to overcome current deficiencies and accommodate rapid growth by maintaining and building on the policing services Calgarians have come to expect. In doing so, the Calgary Police Service will assist the City of Calgary to become "Calgary - The best place to live!" by ensuring the highest degree of public safety. During the next three years, the Calgary Police Service will need to recruit and hire additional staff, realign District boundaries, construct new facilities, replace outdated communications equipment, and update and expand computer systems.

In order to meet the challenges of the next three years, a first priority of the Calgary Police Service will be to increase organizational capacity through developing people, systems and processes. By giving employees the opportunities, information and environments they require, the Service can expand its ability to deliver first class policing services. Business processes and systems will be under continual review to ensure optimum quality and cost effectiveness.

Secondly, the Calgary Police Service plans to enlarge its ability to provide policing services by working with the community on issues of mutual concern and by encouraging Calgary communities to take more responsibility for building and sustaining safe environments. If the Calgary Police Service can build organizational capacity and the community's capacity, its ability to meet the challenges ahead will be significantly enhanced.

Finally, the Service plans to improve how it monitors the influence of environmental factors such as changing legal, legislative and governmental policy decisions on operations and convey this information to stakeholders such as the Calgary Police Commission and City Council. Improved tracking will allow the Service to better anticipate, prepare for, and manage the effects of external changes.

While this may be viewed as an ambitious business plan which will take a significant increase in resources, we feel that over three years the plan will allow us to first catch up and then keep pace with Calgary's growth and citizen expectations.

To address the rapid growth and accomplish our goal as identified, would take additional operating and capital resource. On the operating side, an increase of \$11.7 million for 1999, \$11.1 million for the year 2000, and \$10.1 million for 2001. This reflects staff increases of 139 for 1999, 134 for the year 2000, and 130 for 2001. On the capital side, our assigned envelope is insufficient for addressing growth. Our immediate and most urgent need is for a district station in the South - cost estimated at \$3 million. In the years 2000 and 2001, the identified capital costs required for facilities and technology total \$8.6 million, and \$11.5 million respectively.

In 1998, the Calgary Police Service has the lowest cost per capita of major police agencies in Canadian cities - 26% lower than the average of other agencies. Each Calgary Police Service employee serves more citizens than any other major municipal police agency in Canada - 28% more than the average of other agencies. At the end of the Business Plan period, we anticipate that our cost per capita will still be 13% lower than the average of other major municipal agencies, and that each Calgary Police Service employee will still serve 12% more citizens than the average of all other agencies.

The approach outlined in this Business Plan, together with the Service's commitment to problem solving community policing as a strategy to maintain the quality of life in Calgary, will help ensure the Service's position as a nation-wide leader in cost-effective policing.

MISSION STATEMENT

“To optimize public safety in the City of Calgary”

The Police Service, in concert with other agencies and the citizens of Calgary, is instrumental in preserving the quality of life in our community by maintaining Calgary as a secure place in which to live. In so doing, we are dedicated philosophically and operationally to the concept of community based policing. Our primary focus is on crime prevention, crime detection and apprehension, and traffic safety, and our most effective tools are positive community relations, education, problem-solving, and the use of current technology to analyze conditions, project trends and deploy resources.

VISION STATEMENT

The Calgary Police Service’s vision is to create an environment which minimizes the fear of crime, and where all law abiding citizens can feel safe and secure while in their homes, or while using the streets and parks of their community. In achieving our vision, the Service will maintain open lines of communication and community residents will have input into the determination of policing priorities. Whenever possible, the police and the community will work together to prevent crime and solve problems of mutual concern.

APPENDIX G

USE OF NON-POLICE PERSONNEL

In recent years, communities and police have recognized that we cannot reasonably expect to respond to all reports of offenses or community problems. Some types of enforcement work can and should be done by non-police personnel such as civilians, private security firms or auxiliary police officers. This approach reduces policing costs and frees highly trained police officers to respond to serious crimes where police are most needed.

Community based policing requires a redefinition of the division of labour in policing the community, so that policing can be seen in broader terms. Policing is no longer solely the responsibility of the qualified police officer. Both police and the public must accept that policing includes a spectrum of responsibilities.

Non-police personnel are already used in the following areas throughout British Columbia:

- technical positions such as radio computer dispatching and in administrative roles in police agencies;
- by-law enforcement officers
- victim assistance programs
- special constables with BC Transit Security, the Ministry of Environment and other organizations;
- volunteer assistance to police in programs such as Neighbourhood Watch; and
- private security firms that provide patrols, armored car services and private investigations to communities and companies.

The use of such non-police personnel benefits everyone by allocating limited policing resources effectively and by assigning non-police duties to other kinds of specialists. However, policing jurisdictions must ensure that:

- police and non-police personnel provide services in a coordinated and complimentary fashion
- non-police personnel are properly trained and if necessary, licensed;
- the allocation of duties to non-police personnel does not compromise public safety; and
- non-police personnel are properly accountable to the public.

AREAS WHERE MORE CIVILIANS COULD BE EMPLOYED

Police agencies in the rest of Canada (and to some extent BC) already use civilians in the following areas;

- administration;
- commercial vehicle squads;
- vehicle maintenance;
- complaints;
- exhibits;
- radio dispatch
- records;
- animal control;
- parking enforcement;
- cell custodial services;
- lab analysis;
- forensics and identification;
- crime prevention;
- technological positions;
- victim services

The benefits to transferring work to civilians may not be limited solely to savings. For example, in administration skilled civilian administrators could bring continuity to long term programs and initiate change more easily than transferable officers. By using such civilians, agencies would also avoid the “down” time needed to retrain administrators each time an officer is transferred.

The evidence and property department and the detention centre of the Los Angeles Police Department have already been totally civilianized, and civilians have already been used successfully in forensics and identification in Palo Alto. It is therefore reasonable to suppose that, with proper training, civilians in BC can perform similar roles.

Most Police officers would agree police do a number of tasks that could be done by civilians, but they say that these tasks are so sporadic that it would not be cost effective to hire civilians for these jobs. However, several such tasks might be combined to create new positions. For example, although the following tasks do not amount to full time jobs, the RCMP could consider the effectiveness of combining them to create full time civilian positions:

- ticketing abandoned vehicles;
- controlling crowds at intersection;

- providing emergency services such as transporting individuals to medical facilities of homes (a service commonly provided by police, not as a duty, but as a courtesy);
- assisting victims or witnesses to police facilities, courts or home;
- aiding stranded motorists;
- performing uniform crime report scoring

While some tasks can be civilianized, there are a number that officers are particularly reluctant to assign to non-police, including the following:

- court liason;
- highway patrol;
- report reader (quality control);
- report taking;
- neighbor dispute mediation;
- photo lineups

Police note that many of these tasks deal with criminal code violations and therefore cannot be handled by civilians. However the experience of Whistler shows that if a matter does involve, or will likely involve, a criminal Code violation, the police can be called in.

There are a number of ways police agencies can reassign tasks to make better use of limited resources. For example:

- agencies can redesign jobs to assign components involving code violations to officers and other components to civilians;
- agencies can hire civilians for jobs that primarily do not involve Code violations; and
- agencies can train civilians to deal with Code offenses and give them special constable status

These options are considered below in connection with a number of areas where police have been reluctant to civilianize tasks:

- Court Liason - The court liason couriers documents to the courthouse and, while at court, usually swears them. While it would not likely be cost effective to station an officer at the courthouse solely to swear documents, it is possible to civilianize this position by appointing a retired officer as a special constable to both courier the documents and swear them. This has been done in Terrace, B.C.
- Highway Patrol - Because most highway offenses are under provincial statutes, civilians could be assigned the task of ticketing offenders. Moreover, it may be possible to civilianize some components of this job, while leaving other components to sworn officers. For example, civilians could assist in roadside radar programs (operating radar gun, verifying licenses, writing out and issuing of the tickets)

- Report Reader - Report readers verify that officers reports are complete. Since there are a limited number of basic elements that constitute a complete report, a civilian, using a checklist, could be trained to complete this task.
- Report Taker - Some California Police agencies use civilians at the front desk to take reports of less serious crimes or reports that do not require information about suspects. This not only saves valuable time for trained officers; it can often result in better quality reports because a civilian can be trained for this specific task.
- Neighbourhood Dispute Mediation - Sworn officers presently conduct all neighbourhood dispute mediation in BC. In other jurisdictions such as Seattle, civilians are already being used for some work in this area.
- Photo Line-ups - Presently, photo line-ups are being done exclusively by police officers, on the basis that the task requires someone with a full understanding of the case. However, in Palo Alto, civilians with appropriate training have handled this work since 1981.
- Traffic Report Taking and Investigation - Surrey RCMP and Vancouver Police no longer respond to an accident unless an offense has been committed or there is an injury or fatality, on the basis that injuries and fatalities are investigated for Criminal Code violations. However, this is illogical since not every Criminal Code violation necessarily leads to an injury or fatality, and not every accident involving an injury or fatality was the result of a Criminal Code Violation. By using civilians, the RCMP should be able to receive and investigate accidents more thoroughly and cost effectively. This is the approach of a number of American Police departments, such as Fort Lauderdale and Pasadena, where civilians may take reports, reconstruct accidents, issue tickets, dust for fingerprints, take blood samples from a crime scene and collect other kinds of evidence. In Fort Lauderdale, they wore special uniforms and can radio police if they encounter a dangerous situation or an offense that requires police response. The cost of such personnel in Pasadena is about half of that of the cost of a sworn officer. reports indicate that these programs are working well.
- Licensed Premises Checks - this task requires officers to do head counts and glass counts at licensed clubs and report to the bar manager and liquor control board. However, it would be more efficient to employ health and property inspectors who could easily contact police if a problem occurred. This should not preclude police from conducting inspections at problem establishments where criminal activity is commonplace.
- Priority-three Calls - Priority three calls do not involve threats to individuals in progress at the time of the call, so police respond to these only after responding to more serious and threatening situations. For instance, the following are typical priority three calls: attempted break and enter; break and enter report; crank caller;

found evidence; found property; lost property; mischief report; obscene phone calls; parking complaint; theft from auto; theft; and recovered stolen goods. Police departments in other jurisdiction, such as Fort Lauderdale, use civilians to investigate approximately 70% of such incidents

G. CORPORATE REPORTS

1. The Corporate Reports under date of February 28, 2000, were considered and dealt with as follows:

Item No. R040 Review of City Police Services
File: 8020-001

The City Manager submitted a report concerning review of City police services.

The City Manager was recommending approval of the recommendations outlined in his report.

Councillor Eddington requested division of the motion.

It was	Moved by Councillor Watts Seconded by Councillor Steele That Council received this report and the attached documentation.
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RES.R00-446

Carried

It was	Moved by Councillor Watts Seconded by Councillor Steele That Council approve the attached "Police Services Review - Project Terms of Reference" for implementation.
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RES.R00-447

Carried with Councillors Eddington and
Bose against.

It was	Moved by Councillor Watts Seconded by Councillor Hunt That the matter of members to be appointed to sit on the Committee referenced in the report be referred to the Public Safety Committee for recommendation to Council.
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RES.R00-448

Carried