



# Corporate

NO: R117

# Report

COUNCIL DATE: June 10, 2002

REGULAR			
TO:	Mayor & Council	DATE:	June 6, 2002
FROM:	General Manager, Finance, Technology & HR	FILE:	7400
SUBJECT:	Integration of Policing Services – Homicide Unit		

RECOMMENDATION

That Council:

1. Receive the report dated May 14, 2002 titled, Creation of an Integrated Homicide Investigation Team (Appendix 1);
2. Endorse the creation of an Integrated Homicide Team as outlined in the above report which also complies with Council's direction to staff to increase the effectiveness of policing services as outlined the Corporate Report No. R076 presented to Regular Council in April, 2001;
3. Endorse the Funding Model for the Integrated teams as set out in Attachment F to the attached report;
4. Approve the identified savings of \$280,000 as an alternative approach to Council's direction (R076) to identify cost savings related to recruit training, E-Division costs and cost recoveries, and
5. Approve the re-direction of the above savings to the 2003 Budget Process in order that \$280,000 may be used as a sustainable funding source for the 8 additional officers approved at the April 29<sup>th</sup>, 2002 Regular Council Meeting (R084).

INTENT

To inform Council of the progress of the Lower Mainland Policing Study and to provide information on the Lower Mainland Police Advisory Committee (LMPAC) proposal to integrate homicide investigation services in the Lower Mainland.

BACKGROUND

In the Spring of 2000, the RCMP initiated the BC Policing Study with a goal of improving the delivery of policing services to municipalities. The RCMP/Mayor's Consultative Forum formed the Lower Mainland Policing Advisory Committee (LMPAC). Each municipality appointed a Principal Policing Contact (PPC) and the RCMP appointed Assistant Commissioner Gary Forbes to participate in this Committee.

The Committee first worked towards gaining a better understanding of the financial details behind the municipal contracts in order that a detailed Five Year Financial Plan for both E-Division and the individual detachments be built. The steps in this process included:

1. Detailed line-item quarterly RCMP invoices, based on actual costs;
2. Detailed explanations of all indirect costs;
3. Reclassification from indirect to direct any costs that may be controlled by individual detachments, such as legislated training;
4. Analysis of individual detachment requirements for the replacement of vehicles and computers, and
5. Reliable forecasting of all line-items over a five-year period.

Prior to this change, municipalities were billed on an estimated ‘cost per member’ basis. Municipalities were unaware of how much their contracted policing services for the year actually cost until a large reconciliation process was complete.

For Surrey, this new financial awareness means that when budgeting for additional members, all related costs belonging to that member such as vehicles, computers, telephones and fuel, are now included. This allows us to project with greater accuracy, the impact of increasing member strength, and to analyse whether or not the RCMP are meeting their budgeted expectations at any given time.

For the last six months, this Committee has been working to improve the effectiveness of policing services in the Lower Mainland, with the goal of integrating services where practical. The Committee began by developing a workplan that included the feasibility of integrating key services such as Media Relations, Forensic Identification, Police Dog Services and Homicide Investigation. As the workplan was being finalized, Solicitor General, Rich Coleman wrote to Deputy Commissioner Bev Busson requesting a detailed plan for the integration of policing services. The LMPAC’s workplan meets the Solicitor General’s request.

At the April 9<sup>th</sup>, 2001 Regular Meeting, Council adopted the recommendations outlined in the Police Services Review Report No. R076. Council directed staff to obtain the RCMP’s commitment to resolve various issues including, the creation of a model to increase the effectiveness of police services. Council also directed staff to obtain the RCMP commitment to resolve specific issues relating to E-division costs, recruit training costs and cost recoveries.

DISCUSSION

LMPAC agreed that the most logical place to start would be Homicide Investigation. The results are summarized in the attached report (Appendix 1). This report outlines the findings as they relate to the Lower Mainland. Since each detachment is structured differently, the following discussion relates specifically to Surrey.

1 Current Situation

The Surrey Detachment has 48 members assigned to their General Investigation Section (GIS). 11 of these members are assigned to the Serious Crime Unit. When a murder happens, the Duty Officer is contacted and provided with the details. In consultation with the GIS NCO (Non Commissioned Officer) and the officers at the scene, the Duty Officer decides how many GIS members are called in. It is not uncommon to call upon every GIS investigator available to deal with multiple murders or difficult investigations, particularly where no clear suspect is evident shortly after the offence has occurred.

Experience has proven that the first 72 hours of the murder investigation is critical and will determine whether the outcome will be successful. As the investigation proceeds beyond the 72 hours members, other than those permanently dedicated to the Serious Crime Unit, are usually returned to normal duties. However, difficult investigations often require larger pools of investigators and seriously slow down the ability of GIS to pursue other crimes.

Estimated Annual Cost

The actual cost of homicide investigation is difficult to determine and may vary from year to year. Using a five year average, Surrey Detachment has estimated that 18 members of the GIS Section, including the Serious Crime Unit are dedicated to homicide investigation. Based on previous experience, some of these resources will still be required by the Detachment to assist with investigations prior to them being determined as homicides. An example of this is the Heather Thomas case several years ago. The Homicide Investigation Team may also require the assistance of the Surrey Detachment, in particular during those first 72 hours of intense investigation. It is estimated that this assistance would be equivalent to 2 members.

As explained earlier in this report, Surrey has established an all-inclusive average per-member cost when budgeting for additional police officers. Using this same formula the estimated cost of homicide investigation for Surrey is:

16 members	\$2.22 M
Less: 10% Federal Share	<u>\$0.22 M</u>
Net Cost to Surrey @125,000 per member	<u>\$2.00 M</u>

2 Proposed Situation

The LMPAC is proposing to create an Integrated Homicide Investigation Team to service the GVRD municipalities policed by the RCMP. It will operate as a separate unit and is designed to provide a seamless approach to homicide investigation. It will be staffed by the most experienced investigators who have specialized knowledge and expertise in solving homicide cases. The details of LMPAC’s proposal are outlined in the attached

report (Appendix 1).

Attachment C of the report shows the full organizational chart of the Lower Mainland District. The shaded areas indicate the positions that are fully funded by the Province. Other potential integrated services are indicated by the dotted areas.

The first proposed integrated services team identified is the Homicide Investigation Team. The complete structure and staff requirements are outlined in Attachment D. This structure also includes all of the support staff required for the Team.

**Budgeted Annual Cost for the Homicide Investigation Team**

Contract:	Salaries and Benefits	\$4.50 M
	Operating Costs (including vehicle & computer replac't)	<u>1.33 M</u>
	Total Contract Costs	\$5.83 M
Other:	Support Staff (Salaries and Benefits)	\$0.15 M
	Office Expenses (including space)	<u>\$0.17 M</u>
	<b>Total Costs</b>	<b><u>\$6.15 M</u></b>

The budgeted 'cost per member' for the Homicide Investigation Team is similar to the estimate that is used by Surrey (Approximately \$139,000 gross). In addition to the per member cost, approximately \$400,000 has been included to cover additional vehicle and investigation costs. It should also be noted that the costs to house the Homicide Investigation Team would be additional expenses arising from the fact that the Team will not be occupying space within an existing detachment.

It is estimated that the budgeted costs will rise approximately 3% over the next five years. However, once the Team is in full operation, the Five-Year Financial Plan will have to be further developed. The Integrated Services Teams will be accountable to operate within their 'Expenditure Cap' in the same way as any other detachment in the GVRD. The annual budget will be adopted by the Consultative Forum and any extra ordinary expenditure over and above this 'Expenditure Cap' will first have to be authorized by the Consultative Forum.

**3 Financial Contributions**

The cost of operating the Lower Mainland District will be shared by all three levels of government.

The Provincial Government will continue to fund the following:

- Office of the Lower Mainland District Officer (Gary Forbes);
- OIC Operations (Al MacIntyre), and
- OIC Internal Services.

The Federal Government will fund 10% of the RCMP Contract costs. In the case of Integrated Services - Homicide Team, this will amount to approximately \$583,200.

The GVRD Municipalities will fund the remaining costs. LMPAC discussed several different funding options but agreed that one option should be used for all proposed Integrated Teams, in order to avoid complications.

The recommended Funding Model is outlined in Attachment E. The rationale for basing 25% of the costs on population is that even though a particular municipality may not need to use the Homicide Investigation Team in a particular year, the Team is still available to them. The remaining 75% is based on a 'user-pay' philosophy, which uses the number of Criminal Code Cases as its base.

Based on the recommended formula Surrey would contribute \$1.91 M (Attachment F) minus \$0.19 M (Federal Share) = \$1.72 M. This compares favourably to the estimated current cost of \$2.00 M for homicide investigation in Surrey.

**4 Benefits to Surrey**

The overall benefits of this proposal are outlined on Page 8 of Appendix 1. In addition, there are also benefits specific to Surrey such as:

1. Effective Homicide Investigation: Surrey has experienced the highest level of homicides and attempted homicides over the last five years. The Homicide Investigation Team will now be available to solve homicides in Surrey. However, in most cases, the Team will still require the assistance of the Surrey Detachment, in particular during those first 72 hours of intense investigation;

2. Location of the Homicide Investigation Team: The Homicide Investigation Team will be located in Surrey beside Provincial and Federal units with similar mandates to take advantage of the synergy gained from this exposure;
3. Cost Effective: The current cost of solving homicides in the City is about \$2.00 M. Surrey's contribution to the Integrated Homicide Investigation Team would be about \$1.72 M. The anticipated savings of \$280,000 is an alternative solution to Council's earlier goal for staff to work with the RCMP to identify savings related to recruit training and E-Division costs. These savings could fall to the bottom line of the overall City operations, or
4. Re-Investment of Anticipated Cost Savings: The anticipated savings could be re-invested in police services and used as a sustainable source in the 2003 Budget process to reduce the on-going costs of the 8 additional officers added by Council (R084) in April of this year.

As indicated in the attached report, at the end of the second year of operation the Integrated Homicide Team will be evaluated for overall effectiveness.

CONCLUSION

The LMPAC has been working to improve the effectiveness of policing services in the Lower Mainland, with the goal of integrating services where practical. This is also consistent with Council's direction to staff to work with the RCMP to create a model to increase the effectiveness of policing services. The Committee agreed that the most logical place to start would be Homicide Investigation. It is estimated that homicide investigation in Surrey currently costs approximately \$2.0 Million per year.

It is recommended that Council support the creation of an Integrated Homicide Team and the funding model for the Integrated teams as set out in Attachment E.

It is also recommended that the cost savings of \$280,000 be accepted as an alternative approach to Council's direction outlined in the 2001 Corporate Report No. R076 to identify cost savings related to recruit training and E-Division costs. It is further recommended that these savings be used to support the 2003 sustainable funding requirement for the 8 additional officers approved in April 2002.

Vivienne Wilke, CGA  
General Manager, Finance,  
Technology & HR

APPENDIX 1

Report to: RCMP/Mayors Consultative Forum

From: Chuck Gale, Chair, Lower Mainland Policing  
Advisory Committee

Subject: Creation of an Integrated Homicide  
Investigation Team

Date: May 14, 2002

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Definitions

**Lower Mainland District** The municipalities in the Lower Mainland policed by RCMP detachments. The geographic area extends north to Whistler and east to Hope.

**GVRD Detachments** The municipalities within the Greater Vancouver Regional District policed by municipal RCMP Detachments.

**Major Incidents** In “E” Division, the following events are considered to be a major event;

- homicides (including attempted murder & manslaughter);
- all police-related shootings which result in serious personal injury and/or death.
- in-custody incidents which result in serious personal injury or death;
- hazardous pursuits which result in serious personal injury or death;
- missing persons where there is suspicion of foul play;
- all sniper, hostage, barricaded persons and hi/car-jacking incidents;
- criminal explosive incidents causing personal injury or death and/or serious
- property damage;
- sexual assaults involving serial offenders;
- any incident likely to attract division or national media attention, i.e.;
- major ERT/Tactical Troop deployments;
- serious injury or death to members on duty;
- incident where there is a significant risk to public safety.

**Serious Crimes** In “E” Division it is generally accepted that serious crimes include homicide, serious attempted homicides, suspicious sudden deaths, kidnappings and missing persons where foul play is suspected.

**Serious Crimes Section** This is a provincially funded unit that provides assistance to Detachments, Police Departments in investigations involving persons offences contained in Sec. 183 CCC (Definitions), excluding offences related to Drugs or Proceeds of Crime.

**Major Crimes** In “E” Division at the municipal detachment level, the terms Serious Crimes and Major Crimes are often used to state the same thing.

**Unsolved Homicide Unit** This is a provincially funded integrated (RCMP and Municipal PD) unit that assists detachments, units and police departments with investigations of historical unsolved homicides investigations and missing person files where foul play is suspected.

**General Investigation** GIS is the general non specific detective service within the **Section** RCMP. Members on GIS at smaller units are expected to deal with everything from homicide to a serious break and entry. At the larger units, GIS is then broken down into specific crime duties, ie Sex Crimes, Morality, Burglary, Arson etc.

**Violent Crime:** It is accepted that any crime against a person wherein death, serious injury or the very real chance that serious injury could have occurred is violent crime. A car jacking at knife point is violent crime

**Criminal Code Offences** Includes person, property and other offences. Person offences include ‘violent’ crimes such as homicide, attempted murder, sexual and non-sexual assault, robbery and abduction. Property offences include break and enter, motor vehicle theft, theft over and under \$5,000, possession of stole property, and fraud. Other offences include prostitution, gaming and betting, possession of offensive weapons, bail violations, disturb the peace, mischief and property damage, as well as any other criminal code offence not covered by a specific UCR (Uniform Crime Reporting) offence category. Traffic offences are not include in criminal code offences. Criminal code offences represents only those offences reported to, or discovered by police which, upon preliminary investigation, have been deemed to have occurred or been attempted. The source for the criminal code offences statistics is the Police Services Division, Ministry of Public Safety and the Solicitor General.

**Population** The source for the population figures for municipalities is the “British Columbia Municipal and Regional District Population Estimates” report from the Population Section, BC STATS, Ministry of Management Services, Government of British Columbia.

All figures are as of July 1st of the year stated. All figures correspond to municipal boundaries as of July 1st of the year stated.

Executive Summary

The LMPAC is proposing the creation of an Integrated Homicide Team to service the Lower Mainland Municipalities policed by the RCMP, as a single large urban area.

Since the LMPAC was formed, their goal has been to improve policing service delivery in the Lower Mainland District. This report is the first initiative from the LMPAC which focuses on multi-jurisdictional effectiveness. More specifically to improve the structure for the delivery of homicide investigations.

Since 1996 there has been on average 23 homicides and 24 attempted homicides a year in the Lower Mainland catchment area for RCMP detachments. Criminals do not recognize municipal boundaries. Many homicide investigations are cross jurisdictional, requiring high levels of communication, specialized knowledge and expertise.

The Integrated Homicide Team is designed to provide a seamless approach to homicide investigation. It will be staffed by the most experienced homicide investigators from around the region, and will be located adjacent to the Provincial Serious Crime section and Federal units to ensure cross-jurisdictional coordination.

This proposal was developed based on the certain assumptions - there are no new resources available, as a collective a majority of municipalities have to agree, the cost of the Team will be roughly equivalent to municipalities' current costs and there may be a shifting of costs to achieve equity that may impact the smaller municipalities, which up until now have not had the resources for homicide investigations.

The cost-sharing formula for the funding of this proposal is principle based - there must be an equitable distribution of costs, it must sustainable, it recognizes all municipalities benefit and most importantly is reflects a 'user pay' philosophy.

Once the RCMP Mayors' Consultative Forum endorses the proposal the transition to the new service delivery model will begin. During the start-up period (1-2 years) LMPAC will monitor operational and financial performance. At the end of the second year of operation the model will be evaluated by an independent evaluator to determine overall effectiveness.

Chuck Gale, P. Eng.  
Chair  
Lower Mainland Police Advisory Committee

Recommendation

1. THAT an Integrated Homicide Investigation Team be created to service those municipalities within the GVRD policed by the RCMP, in substantial compliance with the report from LMPAC to the Consultative Forum, dated May 14, 2002.
2. THAT the "Funding Model" for Integrated Teams, as set out in Attachment "F" to the report from LMPAC to the Consultative Forum, dated May 14, 2002, be endorsed.

Purpose

The purpose of this report, is twofold:

- To receive the endorsement of the RCMP/Mayors Consultative Forum, to create an Integrated Homicide Investigation Team to support the Lower Mainland municipalities policed by the RCMP, and
- To receive the endorsement of the RCMP/Mayors Consultative Forum for a Funding Model which can be applied to all integrated Teams considered supportable by the Consultative Forum.

Background

The B.C. Policing Study (a joint initiative of the RCMP and Lower Mainland municipalities) was initiated in the Spring of 2000. The study identified areas for concern, and made recommendations for improvement.

One of the more significant recommendations, which was acted on by the RCMP Commissioner, was the appointment of a Lower Mainland District Officer (LMDO) - June 22, 2001. Shortly after, the RCMP Mayors' Consultative Forum endorsed the creation of the Lower Mainland Policing Advisory Model, which defined the roles and responsibilities of the key stakeholders.

One of the groups identified in this model was the Staff Working Group (SWG), a small group of senior municipal staff, which supports the RCMP/Mayors Consultative Forum, by providing advice and recommendations for strategic decision-making. The LMDO is a member of the Staff Working Group. The SWG is tasked with developing and implementing an annual workplan on police service delivery issues.

At about the same time as the SWG's workplan was being finalized, Solicitor General, Rich Coleman sent a letter to Deputy Commissioner Bev Busson, requesting a detailed plan for implementation of an integrated approach to policing services. The Solicitor General emphasized the following points:

- That operational units and administrative services that had the potential to be integrated be identified
- That a new organizational structure for Lower Mainland RCMP detachments be outlined

- That a governance model that includes an accountability mechanism between the RCMP and communities for local and regional police services be outlined
- That a funding formula for shared services be developed
- That a timeframe for early implementation be developed, (he set out reporting requirements for the CO “E” Division)

One of the focus areas identified in the SWG's annual workplan is Multi-Jurisdictional Effectiveness - Operational Initiatives. The points referred to by the Solicitor General have been addressed in this section of the workplan.

There are several specific initiatives in this area, which focus on a more effective approach to managing issues that cross municipal borders. This report deals with the first of these initiatives ... the creation of an ‘Integrated Homicide Investigation Team’.

Overview of Homicides in the Lower Mainland

The Lower Mainland is a large urban centre. The population of this area, discounting the municipalities not policed by the RCMP, is over one million. Since 1996, there has been an average of 23 homicides and 24 attempted homicides a year within the catchment area of the Lower Mainland detachments, (*Attachment A*). Five Year Projections indicate a general increase in homicides and attempted homicides, (*Attachment B*).

Generally speaking, within the GVRD municipalities, one municipality runs into the next, presenting a seamless urban setting. The criminal element within this area does not distinguish between municipalities when committing a crime. Many homicide cases involve multiple jurisdictions. Some murders are planned in one jurisdiction, carried out in another, with the body left in a third jurisdiction. It is police experience that homicide investigations are becoming increasingly complex. Investigators need to possess specialized knowledge, skills and abilities requiring officers to have and maintain a high level of training and practical experience.

There are significant costs associated with the requirement to deploy resources for major investigations, a current example is when Heather Thomas was abducted from her Surrey home and later found murdered in Maple Ridge. Many other investigations were put on hold, and resources re-deployed to focus on this case. Well over a million dollars was spent investigating this homicide.

Current service delivery model

Each detachment is structured differently. The seven larger detachments, (Burnaby, Surrey, Langley, North Vancouver, Coquitlam, Ridge Meadows and Richmond), have serious crimes unit within their General Investigations Sections. Each of these units works in a stand-alone mode, with budgeting, scheduling and administrative priorities separate from other municipalities. This often results in duplication of service, or homicides across the region not necessarily being investigated by priority.

The smaller detachments do not have members dedicated specifically to serious crime investigation.

Issues with current model

In smaller detachments there are not enough members, or sufficient workload, to dedicate members specifically to serious crime investigation. Further, it is police experience that homicide investigations can be compromised if members have not received the appropriate level of training or they have little practical or applied field experience. The infrequency of homicides in some municipalities has resulted in many serious crime personnel having limited experience on conducting homicide investigations. This lack of experience manifests itself in disjointed investigations, and creates opportunities for court challenges.

It is often difficult for one City to fund and adequately staff for major homicide investigations. A good example of such a limitation is the current Port Coquitlam investigation. One month into the investigation has identified costs at 1.3 million dollars, and a resource need of up to 85 persons, which may be required for a year or more.

Experience has shown that the first 72 hours of an investigation yields the highest likelihood of suspect apprehension. Meeting this critical timeline causes disruption in the day-to-day detachment operations, sometimes necessitating setting aside other ongoing investigations.

Homicide investigations must be conducted by highly experienced investigators. There is no chance to conduct a scene examination a second time. Evidence can become transitory or simply disappear. Items can change their colour as in the case of blood, or the scene can be changed inadvertently, e.g. the channel on the TV changed, or a light switch changed. These observations have to be made correctly and expertly on the first scene examination by seasoned investigators. This same principle applies to the handling of a suspect. The Charter of Rights and Freedoms clearly lays out a series of responsibilities for police in regards to the handling of suspects. Failure to get it right will contaminate the entire case, with often "case ending" consequences.

Proposal

Given collective policing experience, and the many limitations of our current “by detachment” approach to homicide investigations, it has been proposed that we consider a more responsive and effective model for the delivery of this important service. It is proposed that collectively we:

Create one Integrated Homicide Investigation Team, to service the Lower Mainland municipalities policed by RCMP, as a single large urban area.



The LMD (Lower Mainland District) was created to more fully address Lower Mainland municipal policing needs. The rationale for this model reflects this intent by:

- Providing a more effective operational service delivery
- Cost avoidance associated with major crime investigations

Initially, the proposal is based on accommodating only GVRD municipalities policed by the RCMP. It is recognized that, in the longer term, the area that should be serviced by this team should include the Lower Mainland District. The model has, therefore, been developed to accommodate expansion of the geographical area covered. Provision has been made for the possible future inclusion of non-RCMP policed communities within the Lower Mainland District. This is the natural expansion that recognizes the reality that criminals do not recognize political boundaries, and that our efforts are more effective when we collaborate.

Currently, there are approximately 1,300 members within our municipalities, 144 members of various ranks involved in Serious Crime and General Investigation units. *Attachment “D”* outlines the structure of the Lower Mainland District Office and how the Teams fit into the structure. The proposal provides for an Integrated Team of 39 members of various ranks, organized as set out in *Attachment E*. The remaining 105 members in Serious Crime and General Investigation would remain at the local detachment level to work on other serious crimes.

The issue of rationalizing the support staff required to support the proposed team will be determined as part of the implementation phase. The collective agreements involved will require additional time to address this issue in a strategic manner.

The scope of service delivery for the Homicide Team would include investigating homicides, serious attempted homicides, missing person with foul play suspected, police custody deaths, and police involved shooting causing serious injury or death. This would be dependent upon the capacity of the integrated Team at any given time, for example if the volume of homicide cases were to rise then attempted murders would be handled by the local detachments at the point of service delivery. The current homicide caseload in individual detachments will be transferred to the new Team.

The Team will be co-located with Provincial and Federal units with similar mandates to take advantage of the synergy gained from this exposure.

Benefits of the Proposal

Municipal representatives on the Staff Working Group believe there are a number of benefits with the proposed model:

- It recognizes the experience that effective criminal investigation requires a more responsive, seamless approach, which does not recognize municipal boundaries.
- Investigations would be prioritized on a broader geographical basis, with crimes against children and women given the highest ranking. This is a particular benefit to some of the smaller communities, which would be assured that high priority cases occurring in their municipality would be referred to the Integrated Homicide Team for investigation.
- Shifting of staff resources would be coordinated to maximize coverage in all jurisdictions according to the broader priority-setting opportunity
- Opportunity to eliminate duplication of some functions
- Development and sharing of expertise by creating a pool of resources, that will ensure training opportunities are optimized
- Close proximity to the Provincial Serious Crime section and Federal units to ensure coordination of multi-jurisdictional cases

Performance Measurement

At the end of the second year of operation the Integrated Homicide Team will be evaluated for overall effectiveness. The success of the Team will be evaluated on criteria based on the perceived benefits of an integrated Team. The evaluation framework will incorporate both statistical measures and anecdotal comments, and will consider the following measures of success:

- 1) Earlier identification of possible linkages between individual cases (a seamless approach, which disregards municipal boundaries)
- 2) Reduced impact on units at the detachment level during the investigation of homicides
- 3) Increased capacity to handle cases, i.e. the number of files handled by type is increased
- 4) Higher rate of convictions (development and sharing of expertise, more experienced personnel)
- 5) Reducing the average length of time for files to be concluded
- 6) Reducing the number of charges not proceeded with due to incomplete investigation

Transition Management

Once the RCMP Mayor's Consultative Forum endorses the proposal for an integrated homicide Team, a phased approach will be undertaken as follows.

Phase	Timing
<ul style="list-style-type: none"><li>In Phase 1, the Team will investigate in the GVRD Detachments policed by the RCMP.</li></ul>	<ul style="list-style-type: none"><li>A period of up to six months will be needed to transition from the current service delivery model to the integrated Team.</li></ul>
<ul style="list-style-type: none"><li>In Phase 2, the geographic area of the Team will be extended to include RCMP jurisdictions within the Lower Mainland District.</li></ul>	<ul style="list-style-type: none"><li>Once the transition period is completed work on the second phase will commence.</li></ul>
<ul style="list-style-type: none"><li>In Phase 3, the Team will enable non-RCMP policed municipalities to participate.</li></ul>	<ul style="list-style-type: none"><li>Work on the third phase will not be undertaken until Phase 1 and 2 are operational and staff have had a sufficient period of time to evaluate the model.</li></ul>

Funding the Proposal

The funding formula for this proposal is set out in *Attachment “E”, the Funding Model for Integrated Teams*. The funding model has been developed to support this specific proposal. It also recognizes that LMPAC anticipate they will be bringing forward for consideration, a number of other integrated service opportunities, as identified in the Staff Working Group’s Workplan under Multi-Jurisdictional Effectiveness.

The *Funding Formula for the Integrated Team*, is set out in *Attachment “F”*.

Commentary

There is general agreement by LMPAC that an integrated Homicide Team will provide for more effective delivery of specialized policing services. It will also generate an opportunity to rationalize policing services across the region. This has been a stated goal of the Consultative Forum. There are, however, a number of challenges that will require individual municipal consideration. These include:

1. The RCMP is not asking for additional resources, and the total strength of the LMD will remain the same. The intent of this initiative is to transfer resources or funding, according to the funding formula.
2. The LMPAC has satisfied itself that the issue of “Integrated Teams” cannot be implemented on a voluntary basis. As a collective, we have to agree to the change in the service delivery model. In consultation with the RCMP we have the opportunity to integrate specific policing services. We must be mindful that the Solicitor General has instructed the RCMP regarding his expectations for much the same approach. If we collectively fail to reach agreement on how to best do this for our collective advantage, the province may impose it.
3. Individual municipal Councils will not have an opportunity to approve or reject this proposal. Our current governance structure, (Consultative Forum), is a representative one, but not one with a legislative grounding. A vote at the Forum cannot bind a municipal Council. To accommodate this reality, LMPAC members were requested to discuss this report with their Councils so that their Consultative Forum representative will have an opportunity to understand his Councils position prior to voting on the issue at the Forum.
4. Given (1) above, the Consultative Forum will vote to accept or reject this proposal. If accepted, implementation will follow and all municipalities will be billed according to the funding model. The bills will be issued by “E” Division as a direct expense according to the Financial model approved by the Forum and in accordance with the Provincial Police Services Agreement. If the proposal is rejected, no action will be taken until direction is received from the province.
5. The cost to each municipality for the integrated homicide Team will be roughly equivalent to their current costs, based on the assumption individual detachments will reduce their strength by the number of positions they transfer to the new Team. Each municipality has unique needs. The determination of how a municipality will contribute to the new Team, i.e. positions or funding will be the responsibility of the PPC in each municipality and the OIC of their respective detachment, along with assistance from the Staff Working Group.
6. There are some municipalities that do not have the resources available to do serious crime investigations. These municipalities draw on the resources of other municipalities as and when the need arises. For those municipalities, the new funding proposal will result in an increase to their policing costs. In addressing this issue, LMPAC accepted that the current proposal is not an unfair impact on those municipalities. Rather they accepted that those municipalities were the recipients of an advantage for prior years, and that advantage would no longer be available to them. We could not develop a rational to continue the advantage that met the funding principles set out for the new model.
7. Given the needs of the proposed team for highly skilled and experienced investigators, it is a reality that some municipalities will have to “give up” some of their key personnel to the new team. The LMPAC position on this is that all municipalities represented by the Forum will benefit equally by this shift in resources and the subsequent benefits of its creation.

8. The creation of the new team will result in a reduction of members in larger municipalities. Some will experience an increase in costs for this function. LMPAC submit that this is not an unfair re-distribution of costs. The principles upon which the model was developed are fair and equitable, and apply equally to all. In this case of having to reassign resources, LMPAC expect it will only be an issue during the re-alignment to the new model.
9. In future, there will be a need to approve additional resources for integrated teams as needs and circumstances change. For the present, LMPAC believe the current governance structure adequately addresses this issue, however the Staff Working Group is working with Provincial Police Services to identify ways to ensure the model continues to be sustainable. LMPAC propose that the RCMP would present any requested increases to the Staff Working Group. The SWG would develop a recommendation on the request to LMPAC, who would ultimately make a recommendation to the Forum. Once endorsed by the Forum, implementation would follow.

Conclusion

Homicide investigations require a concerted effort delivered by well-trained, skilled, specialized investigators. Considering detachment resources are generalists by nature, this mix is not readily available in the majority of the Lower Mainland Detachments.

The establishment of a single Integrated Homicide Investigation Team serving the Lower Mainland District, will result in administrative and operational benefits that will enable the RCMP to conduct more effective homicide investigations.

Acceptance of this proposal will fulfill the needs of the Solicitor General, as set out in his letter of December 4, 2001 to the Commanding Officer, “E” Division.

Attachment A - Number Of Homicides/Attempted Homicides ... By Jurisdiction

Year	1996			1997			1998			1999			2000			2001			Averages		
RCMP	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total	Homicides	Attempted Homicides	Total
Jurisdiction																					
Burnaby	3	5	8	2	1	3	3	4	7	9	4	13	4	3	7	2	7	9			
Coquitlam	2	2	4	3	4	7	1	1	2	4	1	5	3	5	8	3	1	4			
Langley	2	0	2	2	3	5	5	2	7	0	2	2	0	1	1	3	2	5			
North Van.	1	2	3	1	0	1	0	1	1	0	4	4	0	0	0	1	1	2			
Richmond	1	1	2	2	1	3	1	13	14	3	7	10	2	1	3	3	6	9			
Ridge M.	2	2	4	0	3	3	2	0	2	3	0	3	0	0	0	2	0	2			
Surrey	13	9	22	5	16	21	12	10	22	8	2	10	9	8	17	14	9	23			
University	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0			
W. Rock	0	0	0	0	1	1	0	0	0	0	0	0	1	0	1	1	0	1			
Total RCMP	25	21	46	15	29	44	24	31	55	27	20	47	19	18	37	29	26	55	23	24	47

Attachment B- Number Of Homicides/Attempted Homicides

Attachment C - Lower Mainland District

*Attachment D - Integrated Homicide Team Organizational Structure*

*Attachment E - Funding Model for Integrated Teams*

**Background**

One of the considerations in addressing “integrated Teams” was how to fund them. After consideration of a number of alternatives, it was agreed by the Staff Working Group, (SWG), that all teams should be funded using one model. In considering the make-up of the model to use, it was agreed that it should be principle based. The SWG propose the following model for consideration by the Lower Mainland Policing Advisory Committee, (LMPAC).

**Principles**

- 1 The funding formula must produce an equitable distribution of costs
- 2 The funding formula must be sustainable and flexible enough to accommodate the funding for each integrated team
- 3 The formula and its application must not impose an unreasonable administrative burden
- 4 Application of the formula should result in a reasonably “stable” cost projection to participants. That is, costs should not be subject to “spikes” from year-to-year, and will be based on a five-year rolling average.
- 5 The model must accommodate RCMP and non-RCMP policing units within the Lower Mainland District.
- 6 The model must accommodate present policing arrangements both Provincially and Federally.
- 7 The model should be predicated on all detachments within the GVRD participating in the establishment of the Team. Participation should not be voluntary.
- 8 The model must recognize all participants benefit from the existence of a team, whether or not they use the team in any given year. The SWG have established that 25% of the costs of a team, should be distributed among participants on the basis of Population, to reflect this benefit. Population numbers will be based on published BC Stats Annual Estimates, and will be adjusted every year, in the year following release of the data.
- 9 A line item will be added to the Municipal Detachments' quarterly billing called Integrated Homicide Team. As subsequent units are implemented a similar line item will be added to reflect those costs.
- 10 The model should reflect a “user pay” philosophy. The SWG have established that the remaining 75% of the costs of a team, should be apportioned among participants, on the basis of the number of criminal code offences as outlined in data qualifiers<sup>1</sup>, as recorded by police on Unified Crime Reporting Statistics. (This statistic has been recommended by the police as a good “proxy” to use for cost distribution, that also addresses principle #3). Costs would be calculated annually, based on the published Criminal Code offences per municipality by the Province of British Columbia, using a rolling five year average. This allocation mechanism provides municipalities with the power to deal with lowering the crime rate, thereby reducing costs.

**Billing Process**

Once the Consultative Forum has passed a resolution supporting the creation of an Integrated Team, the Lower Mainland District Officer, (LMDO), has 6 months to implement the resolution.

- 1 Costs associated with the initiative will be incorporated into each participants policing budget by “E” Division, according to the funding model.
- 2 A line item, “Integrated Homicide Team” will appear on the regular quarterly billing to municipalities.
- 3 The Finance Sub-committee of the LMPAC will be provided with a detailed accounting of the actual costs on a quarterly basis.
- 4 Quarterly updates will be provided to the LMPAC on actual costs.
- 5 At the end of the second year of operation the billing process will be evaluated to determine effectiveness.

**Dispute Resolution**

There is currently no formal structure for dispute resolution on any issue flowing from the implementation of this cost sharing arrangement. Given the need for certainty regarding the funding of Integrated Teams, it is proposed that:

- 1) Participants will be obligated to pay the costs assigned to them, as part of the regular quarterly billing process.
- 2) Any disputes will be handled through the established process identified in Article 16 of the Municipal Police Unit Agreement.

Attachment F - Integrated Homicide Team – Funding Formula

Jurisdiction	2001 Population	5 Year Average of Criminal Code Cases	Cost to Municipality
Burnaby	193,644	18.16%	1,081,656
Coquitlam	113,498	8.52%	535,826
Langley City	24,421	3.30%	182,819
Langley Township	90,102	6.16%	397,722
Maple Ridge	64,238	5.46%	332,690
North Van City	45,330	4.19%	250,506
North Van District	86,152	4.37%	309,985
Pitt Meadows	15,022	0.98%	63,993
Port Coquitlam	52,094	3.89%	245,165
Richmond	166,809	10.37%	688,443
Surrey	344,620	32.02%	1,911,308
White Rock	17,169	1.23%	78,222
GVRD Provincial Force Jurisdictions	11,307	1.35%	76,665
Totals	1,224,406	100.00%	6,155,000

Funding Formula - 25% based on population, 75% based on a 5 year rolling average of criminal code cases.

Costs are based on following assumptions:

1) All 39 positions are staffed for the full year 2) All 39 positions salary is at the highest level 3) Overtime and Operating Costs are estimates 4) Costs include all "Indirect Costs" as per Policing Agreement	Cost of Homicide Team:	
1)	Salaries and Allowances	\$4,643,000
	Operating Costs/Rent/Capital Expenses	1,373,000
		150,000

	Support Staff	
	Total	\$6,155,000