



Crime Prevention and Policing Study
Strategic Update
and
Policing Services Model Review

Part 1: Research and Statistical Analysis

Part 2: Community Perception and Strategy Development

Part 3: Policing Service Model Review

SUBMITTED TO THE
Mayor and Council
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Executive Summary

This report, Part 3 of the *Review*, examines comparative costing between policing services of the RCMP and other policing models. Further, it examines the advantages, disadvantages, service levels, and effectiveness of various policing models in municipal environments. The report recommends corresponding strategies and performance measures.

The *Review* confirmed that Red Deer is not dissimilar to other jurisdictions with regard to community safety and security issues. Similar issues and challenges are faced by other municipalities across the country. In response, Red Deer has implemented a progressive program of public safety and community involvement. It has established a crime prevention and law enforcement continuum consistent with the vision of provincial legislation and policy direction.¹

The recommendations provided address the issues experienced in, and perceptions of, the downtown core and a number of policing and public safety practices.

The input from stakeholders, including Council, staff, community and social agencies, and the public show strong support for crime prevention and policing initiatives and a commitment to working together.

Leading practices in crime prevention and policing are examined and Red Deer has a record of progressive measures and initiatives in prevention, intervention, and working within the continuum of crime prevention and policing.

A number of comparator police agencies were surveyed to ascertain their service delivery. The services show a high degree of similarity and the differences appear to be related to size of the agency and demographic factors.

Policing is a provincial responsibility, and the provincial plan supports Red Deer's initiatives in the social justice area of policing and crime prevention through coordinated intervention and assistance. The *Peace Officer Act* has enabled Red Deer to deploy specialized resources to local issues effectively. Provincial initiatives, including the negotiations for the 2012 police service agreements, are believed to be complementary for Red Deer's issues of governance and accountability.

Police service-delivery models available under the Alberta *Police Act* are examined and precedents from across the country are described. Five model options examples are considered based on actual models:

¹ "Alberta is a leader in crime prevention and its communities are among the safest in the world." Vision Statement: *Alberta's Crime Prevention Framework*. Alberta Justice 2011.

two are considered feasible (the RCMP Detachment and a municipal police department) and three, which although possible under the *Act*, are not considered viable owing to significant barriers and circumstances beyond the control of the City.

The two potential models, the RCMP Detachment and the Red Deer Police Department², are compared to identify the differences and responsibilities. The advantages and disadvantages to the City of the two models are discrete:

- The RCMP Detachments provides a more seamless regional connectivity and opportunities for “K” Division specialized support, many administrative functions are assumed by the “K” Division and Canada. The federal-municipal cost sharing agreement provides a financial advantage.
- The Police Department provides local direction through a locally appointed police commission and permanence of staff.

Based on actual examples and budgets applied as theoretical models to Red Deer, the start-up costs of a police department are estimated to be between \$4.6 and \$7.5 million, and the annual operating costs to the City approximately \$4 million higher than the current policing costs.

Processes to enhance calls for service, public reporting, and two-way communication are examined and recommended.

It is understood that anticipated changes to the *Municipal Police Service Agreement*, to become effective April 2012, will focus on governance and accountability through a more committee-like environment compared to the existing one-on-one reporting. The *Review’s* recommendations for governance, oversight, and coordination and facilitation are consistent with this philosophy. Formal direction and accountability are through the Mayor and Council, public input through a consultative committee, and coordination and facilitation through the City infrastructure.

² The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police (RCMP) engaged *municipal police service* under Section 22(1)

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Introduction

The Part 3 report provides a cumulative knowledge of policing in the Red Deer and Alberta context. The analyses and comparisons contained in this report lead the reader through an evidentiary path to specific findings and conclusions. The Part 3 report builds upon the foundation information provided in the Part 1 and Part 2 reports previously submitted.

A The Alberta and Red Deer Policing, Law Enforcement, and Public Safety Context

Summary

The policing responsibilities and models in Alberta are similar to other provinces which do not have a provincial police force. The provincial (RCMP) police have responsibility for unincorporated areas and provides certain specialized services province wide. Municipalities have the option of either contracting with the federal or provincial government or another municipality for policing services, or establishing an independent municipal police force, or creating a regional police service with other municipalities which may include the provincial police where applicable.

The Province has led the establishment of a province-wide crime prevention and law enforcement continuum through the introduction of the *Peace Officer Act* and expanding the role of Sheriffs. Red Deer has engaged policing services from the provincial police (RCMP) since 1943. The current *Municipal Police Service Agreement (MPSA)* with the Government of Canada was signed in 1992 and expires on March 31st 2012. Under the *Agreement*, the City shall pay 90 per cent and Canada shall pay 10 per cent of the cost of the municipal police service.³

There are several levels of policing responsibilities.

A1 Provincial Responsibilities

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial, and municipal. While the federal government is responsible for criminal law, under the *Constitution Act*, each province and territory assumes responsibility for its own policing at the provincial, territorial and municipal levels. Further, many First Nations communities also administer their own police service.⁴

³ MPSA Article 9.2

⁴ Statistics Canada PRC 2010

The Alberta Ministry of Solicitor General and Public Security is responsible for the following: ⁵

- Administration and oversight of policing
- Setting policing standards and ensuring adherence to them
- Specialized policing programs
- First Nations policing
- Sheriffs
- Peace Officers
- Policing oversight committees and commissions
- Integrated policing initiatives
- Crime prevention and crime reduction initiatives

In 2009 there were a reported 6199 police officers in the province of Alberta, including municipal and provincial officers.⁶

A2 The Provincial Police

Alberta had its own provincial police force, the Alberta Provincial Police (APP), from 1917 to 1932. Many of its members transferred from the Royal Northwest Mounted Police to the APP. Alberta reverted to RCMP policing services on April 1, 1932 – an arrangement which continues to this day.

The Government of Alberta contracts with the federal government to have the RCMP provide policing for the province through the *Provincial Police Service Agreement (PPSA)*. The latest agreement is a twenty-year contract between the province and the federal government that was signed in 1992 and expires in 2012. Under the *PPSA*, the Alberta government pays 70 per cent of the cost of the RCMP Provincial Police Service and the Government of Canada pay the remaining 30 per cent.

Through the *PPSA*, the RCMP provides primary policing responsibility for about 22 per cent of Alberta's population. This includes every town, village and summer village with populations of 5,000 or less, every municipal district and Metis settlement regardless of population, and First Nations communities where other policing arrangements have not been made. The Solicitor General's Public Security Division oversees the *PPSA*, and works with the RCMP to set annual priorities and goals.

"K" Division RCMP currently provides federal, provincial, municipal and First Nations policing services in Alberta through 107 detachments with more than 2200 regular (sworn) and civilian members, 150 public service employees, and about 400 municipal employees.

"K" Division is divided geographically into five districts which provide front-line policing services to Albertans under contracts with the Government of Alberta or directly with municipalities. The District Commander has a support group of District Advisory Non Commissioned Officers (DANCO's), who share

⁵ Alberta Solicitor General and Public Security

⁶ Statistics Canada PRC 2010

the management review functions. Along with supervision and guidance, these senior Non Commissioned Officers are able to assist and mentor Detachment Commanders as they address policing issues.

In support of detachments, specialized units and investigation sections exist to enhance the police services offered by the RCMP. A few examples of these would be the Emergency Response Team, Police Service Dogs, and Forensic Identification Section. Additional operational support available includes General Investigation Section and Major Crimes units, located at larger centres in Alberta, specifically Edmonton and Calgary.⁷

A3 Municipalities⁸

Municipalities, that have populations greater than 5,000 must provide for their own police service. The *Police Act* provides the following options:

- Contract with the federal or provincial government or another municipality for the provision of policing services.
- Establish an independent municipal police force
- Create a regional police service with other municipalities, which may include the province where applicable.

Forty Alberta communities contract their municipal police services directly from the federal government through RCMP *MPSA*'s. A municipality may assume responsibility for establishing and maintaining its own independent police service under section 27 of the *Police Act*.

There are six independent municipal police services:

- Calgary (1723 officers)
- Camrose (27)
- Edmonton (1457)
- Lacombe (13)
- Medicine Hat (113)
- Taber (14)⁹

A4 Red Deer Policing

Red Deer maintained a municipal police force during the first half of the 20th century working alongside the provincial police.

⁷ www.rcmp-grc.gc.ca/ab

⁸ Alberta Solicitor General and Public Security

⁹ Number of officers from Statistics Canada Police Resources in Canada, 2009

1917: The City's police force's typical investigations involved only bylaw infractions and health code violations. The few critical cases that did occur were handled by the newly formed Alberta Provincial Police.

1932: The provincial government disbanded the Alberta Provincial Police, and their duties in Red Deer were taken over by the RCMP.

1943: Shortages also extended to the city police force, which had trouble finding recruits. Finally the aldermen decided to phase out the local constabulary and to sign a policing agreement with the RCMP. The Mounties had manpower problems of their own, but their greater supply of resources allowed them to establish a Red Deer detachment on April 1st 1943.¹⁰

Red Deer has had a policing agreement for policing services from the RCMP, since April 1943.

A5 Regional Policing¹¹

Under the *Police Act*, the councils of two or more municipalities may enter into an agreement to be policed by one regional police service.¹² At present there is only one municipal regional policing arrangement – the Lethbridge Regional Police Service (156 officers) which provides policing to the municipalities of Lethbridge and Coaldale.

A6 Sheriffs

Alberta Sheriffs have a diverse role within public security and cover a wide range of activities which include:¹³

- Alberta Security and Strategic Intelligence Support Team (ASSIST): manages counter-terrorism security information and intelligence and develops threat assessments. This area also provides a conduit for the flow of information between law enforcement, national security agencies, and the private sector as it relates to Alberta's critical infrastructure.
- Court Security and Prisoner Transport: provides court security and prisoner escorts for Alberta's 73 court facilities across the province as well as perimeter security services to regional and base court facilities.
- Executive protection services: includes personal security to the Premier, members of Cabinet as required, the Lieutenant Governor and members of the Judiciary and quasi-judicial boards.
- Facilities security: provides security consultation, audit services for provincial facilities, and maintenance of a 24-hour security control centre at Government Centre. Security services are

¹⁰ DAWES, Michael J. Red Deer: An Illustrated History. The District Museum Society, the City of Red Deer Archives, and the Red Deer Visitor and Convention Centre. 1996

¹¹ Alberta Solicitor General and Public Security

¹² Section 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.

¹³ Alberta Solicitor General and Public Security

provided to key government buildings, and specialized security services are provided to conferences. Sheriffs also assist police and other agencies with public order and special events.

- Fugitive Apprehension Sheriff Support Team (FASST): finds and arrests criminals with outstanding warrants who have evaded capture (part of the Alberta Law Enforcement Response Team).
- Safer Communities and Neighbourhoods Unit (SCAN): improves community safety by targeting properties used for illegal activities such as drugs, gangs, and prostitution. It also holds owners accountable for what takes place on their property (part of the Alberta Law Enforcement Response Team).
- Sheriffs Investigative Support Unit (SISU): provides surveillance support to major police investigations (part of the Alberta Law Enforcement Response Team).
- Sheriff Operations Communications Centre (SOCC): provides provincial radio communications and dispatch for sheriffs in the Province. Central repository for Sheriff initiated warrant control and maintenance. SOCC is the sheriff branch's central hub for Canadian police information center (CPIC) data transfer.
- Traffic Sheriffs: provides highway enforcement, education and awareness initiatives. Traffic Sheriffs are deployed to reduce high-risk driving behavior. To help improve traffic enforcement on our highways, Alberta Sheriffs and RCMP Traffic Services are integrating traffic resources around the province.

A7 Peace Officers

A Public Security Peace Officer (PSPO) is a person who works to uphold and enforce certain laws and regulations in Alberta.¹⁴ A PSPO is given specific powers and authority, under the *Alberta Peace Officer Act* (May, 2007). They are not to be confused with Police Officers who have a much wider range of powers and authority under the *Police Act*.

Currently, there are over 3000 PSPOs in Alberta, working for some 284 different agencies, with Provincial Government offices being the largest employer. All levels of government, as well as organizations such as public health authorities and post-secondary institutions, may employ PSPOs.

Alberta Solicitor General and Public Security has overall authority for the Public Security Peace Officer Program, as provided in the *Peace Officer Act*. A policy manual is available to help employers better understand their roles and responsibilities when applying for authorization and hiring these peace officers.

¹⁴ Alberta Solicitor General and Public Security

B The Policing Context – Evolution of the Public Police & Models of Policing

The policing function in Red Deer – the constable¹⁵ keeping the peace and preventing crime – has evolved over a long period of time through common law and legislation. The office of constable was mentioned in 1215 in the *Magna Carta*.

The Statute of Westminster 1285 preserved and codified features from earlier systems, and in particular it reaffirmed the principle of local responsibility for policing.¹⁶ The constable was referred to as the *Conservator of the Peace*. Two high constables were appointed in every hundred¹⁷ responsible for suppressing riots and violent crimes and for the arming of the militia to enable them to do so. Under them were petty constables constituted in every hundred to prevent defaults in towns and highways.

In 1583 William Lambarde, a justice of the peace for the County of Kent, published *The Duties of Constables* describing the duties as keeping the peace, preventing offences, and using the law to punish offenders.¹⁸

The Statute of Westminster was the only general public measure of any consequence enacted to regulate the policing of the country between the Norman Conquest and *the Police Acts* of 1829, and the high and petty parish constables remained the executive legal officers in counties until the *County Police Act of 1839* allowed certain justices to establish paid police forces.

The debate regarding a suitable concept or model for public police in a democracy dates to the late 18th and early 19th centuries, especially regarding the “new police”, the models which gradually replaced the parish constable model of the day.

*... there was no single model for the new forces to follow. There had been discussions about and experiments with different forms of county policing since the beginning of the century and while there was a broad consensus that policing could and should be improved, by the 1830s and 1840s there was no general acceptance that creating a hierarchical organization of full-time, paid police officers was the best way to proceed.*¹⁹

The Irish Constabulary was established in 1822,²⁰ the London Metropolitan Police in 1829,²¹ and the Cheshire Constabulary also in 1829 a few months earlier.²² They were referred to as the *London model* and the *Irish model*. The London model was generally followed in establishing urban police forces

¹⁵ Constable: Officer of the stable, marshal, in the Theodosian Code, A.D. 438. Oxford English Dictionary

¹⁶ Encyclopedia Britannica

¹⁷ A geographic division of a county

¹⁸ *The Duties of Constables*. Collected and penned by William Lambarde of Lincolnes Inne. 1633

¹⁹ Emsley, C. *A History of British Policing from the 18th Century to the Present*. Quercus, London, 2009

²⁰ Irish Constabulary Act 1822. The name of the force was changed in 1867 to the Royal Irish Constabulary

²¹ Metropolitan Police Act established a police force for London, excluding the City of London, on 29 September 1829

²² James, R W. *A Short History of the Cheshire Constabulary*, Museum of Policing in Cheshire. 2005. By an Act of Parliament dated 1st June 1829, the Magistrates of Cheshire obtained power to appoint “Special” High Constables and “Assistant” Petty Constables and pay them. *The Act might well have been the foundation of a model county police force to be followed by all counties*

throughout the United Kingdom and British Empire. The Irish model was used for colonial and territorial police forces, including the NWMP²³. The parish constables and *new police* operated concurrently for a period of time.

The latter day equivalent of the Irish model, the RCMP, through its predecessor the NWMP, has evolved from primarily a rural police force to one which also polices urban areas. For example, the Surrey Detachment in British Columbia has approximately 600 officers²⁴, a complement larger than many municipal departments. The original rural/urban split of the old police models have largely disappeared although, of course, the RCMP is still the principal police agency assigned to rural areas in provinces where it is the provincial service of choice.

²³ North West Mounted Police amalgamated with the Dominion Police and renamed the RCMP in 1920

²⁴ Police Resources in Canada, 2010. The BC detachments of Burnaby, Coquitlam, Kelowna, Langley Township, Richmond, and Surrey have a total authorized strength of 1562

Chapter 1 Current policing issues – perspectives of stakeholders

- 1.1 Council
- 1.2 City Staff
- 1.3 Community
- 1.4 Police – sworn & non-sworn staff

1.1 Council

During the *Review* process Council members identified several areas of concern:

- Unpredictable annual requests for police staffing increases which affect the budget²⁵
- The perceptions and reality of downtown safety and security
- The need for more effective reporting/briefing for Council on policing issues
- The perception that officers are not able to enter data quickly and easily in the field resulting in additional time spent travelling to/from and in the Detachment office
- The limited after-hours bylaw enforcement processes

These issues are addressed in this report.

Council also, during two workshops, assisted in the development of a strategic framework for crime prevention and policing which is described in the *Review* Summary, Recommendations and Strategic Framework document.

1.2 City Staff

City staff, inclusive of senior administration and front line staff echoed Council's areas of concern.

Additionally, input also focused on three areas:

- improved oversight; however, Council must retain control of budgets
- better communication with Council
- better social planning in the downtown

1.3 Community

1.3.1 Community – Focus Groups

The participants in the focus groups were selected based upon their involvement and knowledge of public safety issues. Generally, they had frequent interaction with the police as part of their work mandates.

²⁵ City staff advised that up until 2009 there were a regular increment to staffing.

There was strong support for the City crime prevention and safety initiatives, and willingness to actively work with the police. Their concerns identified the need to have more effective working relationships with the police reflected in protocols and Memoranda of Agreement (MOU) to clarify roles and expectations. Some participants were also concerned regarding the turnover of officers in the Detachment. More specifically, the inflow of new personnel required frequent and time consuming updates for agency staff and steep learning curves for officers. Stakeholder perspectives are more fully addressed in Part 2.

1.3.2 Community – Input

The *Review* operated a public input website from November 1, 2010 to March 31st 2011. (In addition, a paper version of the process was provided at community outlets). A total 132 responses (115 from the web-based survey and 17 from print) was received from residents and businesses and the feedback is summarized in the *Review* Report Part 2.

1.3.3 Community – Telephone Survey

The *Review* facilitated a telephone survey conducted during April 2011. The responses are included in the Part 2 report.

1.3.4 Community – Interviews with Stakeholders

There was strong support for the public police & crime prevention strategies. There was recognition that the growth of the city is changing the perceptions of safety. The only recurring safety concern or perception of lack of safety was the downtown, especially after business hours.

1.3.5 Public Forum

A public forum was held to field test potential *Review* recommendations and to receive community feedback with regards to the proposed strategic framework.

1.4 Police – sworn and non-sworn staff

The input can be grouped into the following categories:

- A significant concern of practitioners was the frustration created by slow mobile IT systems. They felt it was more time efficient to drive from their zone to the office to use the desk-top computers than to use the laptop computers in the police cars.²⁶

²⁶ The *Review* was advised that a pilot project (PAT) is underway to address this issue and that it is planned for the provincial system to be upgraded.

- Practitioners supported more creative and effective protocols through the Operational Communication Centre (OCC) and Detachment for call processing to allow for triage of calls and alternative response processes.
- Accessibility and communication with the public, especially complainants, when officers are not available – days off, court, training, annual leave or other absences - should be enhanced.
- Crime analysis and intelligence-led processes with accountability (Compstat²⁷ format) are needed to guide operational resources.

²⁷ This refers to management accountability in policing through Computerized Statistics.

Chapter 2 Leading Police Practices

- 2.1 Strategic Policing
- 2.2 Crime Analysis
- 2.3 Community-oriented Policing
- 2.4 Social Justice
- 2.5 Efficiency – Reporting Processes
- 2.6 Recommendations

Summary

Accepted leading practices were described in detail in Part 1 of the *Review Report* and are included in Appendix 3-2 of this report. They can be summarized as:

- *Community-oriented policing* (also *community policing* and *community-based policing*)²⁸
- *Professional model*²⁹
- *Problem-oriented policing* (POP)³⁰
- *Signs-of-crime policing* ("*broken windows*")³¹
- *Hot-spots policing*³²
- *Compstat*³³
- *Crime Control* or *Professional Response*³⁴
- *Order Maintenance*
- *Social Justice*
- *Strategic* or *Intelligence-led*³⁵

The philosophical approaches are not discrete. Police organizations usually comprise elements of all philosophies but tend to be weighted towards a certain culture of approach to their mandate which influences the manner in which practitioners view their activities. The most effective deployment and allocation of resources can be established by adopting a combined approach which includes:

- Strategic or Intelligence-led
- Crime analysis
- Community-oriented
- Social Justice

²⁸ Bayley 1994, Goldstein 1990, Skolnick and Bayley 1986, 1988, Trojanowicz and Bucqueroux 1990

²⁹ O W Wilson

³⁰ Goldstein 1979, 1990

³¹ Wilson and Kelling 1982

³² Sherman et al. 1989

³³ McDonald 2002

³⁴ Hovbrender, A. Evaluating the New Paradigm of Policing, Masters Thesis, Royal Roads University, 2003

³⁵ Evidence-based decision making to allocate and deploy resources scientifically for cost and operational effectiveness

2.1 Strategic Policing

Strategic or Intelligence-led policing combines the principles of many police models. Through crime analysis and field technology real-time reporting, it is possible for police commanders to assess crime and disorder issues in a timely manner and change the deployment and focus of police resources rapidly. The Review's visits to police services included an observation of weekly and monthly Compstat or equivalent management meetings. The weekly meetings allow senior managers to direct their resources in cooperation and support of other areas experiencing problems; the monthly meeting, led by the Chief Officer or a Deputy reviews the community issues and the police responses over the past month and assesses outcomes. Most importantly, the process gives senior managers the authority to act, and the Chief Officer the ability to demand accountability.

The monthly meeting also provides an opportunity for senior municipal managers and other community safety-related agencies and organizations to gain an understanding of the crime and community issues. This in turn increases the effectiveness of other joint police-community and police-municipal initiatives.

2.2 Crime Analysis

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

Crime analysis provides timely information regarding crime patterns and trends, and also active offenders. Short-term analyses can be provided for immediate tactical deployment and long-term analyses for deployment strategy. It is an essential support for the Intelligence-led policing and the Compstat process.

In *Competing on Analytics*, Davenport³⁶ suggests that any initiatives founded on 'gut-based decisions' will only be tactical and limited in impact. Strategic decision making is based upon reliable quantitative data.

Crime analysis is a tool which provides information support for the missions of policing and/or criminal justice agencies. The crime analysis process involves the:

- study of criminal incidents
- identification of crime patterns, crime trends, and crime problems
- analysis of these patterns, trends, and problems
- dissemination of information to a police agency so that the agency can develop tactics and strategies to solve patterns, trends, and problems.

³⁶ *Competing on Analytics*, Davenport, T., Harvard Business School Press, 2007.

Police agencies are devoting more resources to crime analysis to ensure their field resources are deployed effectively. For example, the Vancouver Police Department has over twenty analysts working in a central section, in specialized investigative sections, and in the four patrol districts. Similarly, Edmonton and Calgary Police Services have the crime analysis function in support of field and specialized units. The *Review* noted that Red Deer does not have a crime analysis function and local police practitioners identified a need for this tool.

2.3 Community-oriented Policing

The recognition that the police must act to encourage the public to share responsibility for public safety, specifically by consulting with them, adapting their operations to local conditions, mobilizing volunteer resources, and problem-solving is the essence of community-oriented policing. Community-oriented policing can mobilize and coordinate the community resources and assist the police to identify community priorities. Through ongoing meaningful community liaison, dialogue, the use of volunteers, and effective communication, the public police can ensure the whole is greater than the sum of the parts.

Community-oriented policing is especially relevant where there are chronic public safety issues which cannot be resolved only by police response. In Red Deer the most frequently mentioned area was the downtown with social issues, competing business interests, and perceptions of crime and disorder which may or may not be accurate.³⁷

2.4 Social Justice

Extra vigilance in protecting those most vulnerable in society and understanding root causes of crime and social disorder is essential. Typical examples include officers specifically trained and assigned to work with vulnerable groups such as youth-at-risk, victims of violence against women, and mental health issues.

2.5 Partnerships with the Community

The community feedback strongly supported partnerships with the police and social/community agencies as described in the provincial plan:

Continue to assist policing partners and community stakeholders in the development and delivery of culturally relevant crime prevention initiatives and programs to address local crime concerns.

³⁷ See quantitative analysis in Part 1 and Part 2 telephone survey results.

2.6 Efficiency – Reporting Processes

The vast majority of incidents, eighty per cent come to the attention of the police through telephone calls.³⁸ The OCC³⁹ policies require the operators to dispatch all Red Deer incidents to the detachment members. While the OCC has no established capacity to triage or otherwise process the information, calls are filtered by degree of severity, (priority 1 to 4⁴⁰) with priority 1 and 2 being dispatched. The Consultants were advised that a pilot project, 'Member Operational Support Section' (MOSS) commenced operation in "K" Division, May 24, 2011 and is operated from the Northern Alberta OCC (NAOCC) but covers the entire province. MOSS entails a senior police officer being present in NAOCC to monitor calls for service and supply guidance and direction to front line operational members. Additionally, "K" MOSS member will become the Emergency Vehicle Operator (EVO Pursuit Coordinator in all instances; review calls from public to non-24 hour Detachments to determine the need for immediate member attendance; initiate discussion with a member of the public who desires to make a complaint or inquiry about a particular member's actions and assist front line members in determining the need for a Critical Incident Team (ERT *et al*) call-out in consultation with the detachment and district.

Additionally, a second program - first instance file conclusion by the watch clerks at the Red Deer City Detachment, is now underway. This program focuses on low priority calls that are placed in the "stack" for the watch clerks to complete. The civilian watch clerks contact the complainant and ensure all details are gathered and conclude the files.

There are many examples in Canadian jurisdictions of using web reporting, telephone reporting, telephone triage and initial investigation, and follow-up investigation appointments to improve the efficiency of reporting processes. Examples are described in Appendix 3-3.

In addition, some police practitioners, Council members, and City staff reported frustration at the challenges experienced by police personnel in inputting data into the mobile laptops. The *Review* was advised that the current IT infrastructure is slow to process the data transmission from laptops in mobile units. As noted previously this is being currently addressed through a pilot project.

As indicated in the Part 2 report, public feedback expressed a need for enhanced two-way communication between complainants and witnesses and investigating officer, especially when the officer is off duty. Officer deployment, such as night shift followed by days off caused frustration to victims,

³⁸ See Part 1 report of the *Review*

³⁹ Southern Alberta Operational Communication Centre (OCC) for police dispatch and 911 communications. The shortened form OCC will be used in this report unless otherwise specified.

⁴⁰ Priority 1- Very Urgent - Immediate Dispatch; Priority 2 - Urgent – Dispatch as soon as possible. See also Part 1 report of the *Review*, Chapter 7.5.

witnesses and general public when they were unable to connect with officers for what was perceived to be a protracted period of time.

2.7 Summary of Community and Police Response

The following table lists and describes the various approaches to policing and public safety; the nomenclature is frequently used in the literature. There is overlap between many of the models and some encompass others.

Response	Description	Examples of Application in Red Deer (this list is not all inclusive but seeks to explain through some examples)
Professional (Traditional) Response Model	Random patrol, rapid response and reactive investigation. Respond quickly to events and crime, apprehend offenders	General duty uniform officers respond 24/7 to events on a priority basis
Community-oriented policing	Consulting and partnering with the community and especially community & social agencies	Town hall meetings, SAFE Committee, Crime Prevention Advisory Committee, liaison with other city departments and agencies, Neighbourhood Watch
Problem-orientated policing (POP)	Eliminate conditions that generate problems of insecurity and disorder	Prolific offenders targeting, CPTED initiatives
Signs-of-crime policing	Prosecute minor offences that contribute to the creation of milieu of incivility and fear	Focus on the downtown
Hot spots policing	Flexible organization able to respond quickly to identified crime patterns to disrupt and suppress criminal activity	As with POP
Order maintenance	Limiting signs of public disorder and urban decay to allow community ownership often combined with CPTED and other infrastructure initiatives.	Focus on the downtown, CPTED evaluations, Community Standards By-law
Social Justice	Extra vigilance in protecting those most vulnerable in society and understanding root causes	Domestic violence partnerships
CompStat (computer-based statistics)	Evidence-based by evaluating police activity: systematically collecting information about police operations and their effects. It is also a process that holds police managers accountable to action appropriate interventions. (Originally developed in New York City <i>circa</i> 1990s and replicated under various names in Canadian and US law enforcement agencies.)	Gang Mitigation Strategy, Organized crime operations
Strategic	Combines the principles of several models, especially crime analysis and CompStat principles leading to the application of the appropriate strategic and tactical responses	Included above

Chapter 3 Police Service Levels

- 3.1 Comparison to other communities in Alberta and Canada
- 3.2 Levels and Types of Service
- 3.3 Response times

Summary

The *Review* examined the types of services provided by the comparator agencies. The results show that service levels are very similar. Successful innovations in policing are quickly adopted and consequently police services are very similar.

3.1 Comparison to other communities in Alberta and Canada

The daily influx of people coming for work and to take advantage of services offered in Red Deer increases the population beyond the census numbers.⁴¹ Some of the comparators share this characteristic while others are bedroom communities where there is a net loss of daily population. The comparators below are identified as regional centre (RC) indicating an increase in daily population, commuter belt (CB) with a loss of daily population, or a community where there appears to be no or minor changes in daily populations (MC).

The following tables present staffing levels and police-population ratios for Alberta and national comparators. In the table below, Red Deer's ratio of 140 (actual) officers per one hundred thousand population is below the Alberta comparators' average of 165 and the engaged policing (RCMP) average of 158. The two municipal police services compared have an average of 176 officers per one hundred thousand population. It should be noted that where the staffing levels reflect local staffing, the engaged police services' figures of the provincial police (RCMP) will not include divisional administration, training, and specialized regional services which are included in municipal police service figures. The population Wood Buffalo/Fort McMurray may reflect only the Fort McMurray area.⁴²

It should be noted that there are some caveats to such comparisons. The division of labour between field and centralized services may influence the relative need for officers in different jurisdictions. In addition, the demographics and other factors in each jurisdiction influence the number and type (primary investigation vs. specialized functions) of officers required, as illustrated below.

⁴¹ City of Red Deer website: '*Red Deer's central location, growing economy and competitive advantage are fast making the Red Deer Corridor 'Canada's Economic Capital'*'

⁴² The Regional Municipality of Wood Buffalo is a specialized municipality formed from the amalgamation of the City of Fort McMurray and Improvement District Number 143 in 1995. The area of the municipality is over 60,000 sq km and the population may not include numbers of persons in the shadow area of the municipality.

Table 3-1 Alberta Comparators – Levels of Policing 2009 ⁴³

Community	Pop 2009	Police service	Police Officers (Actual)	Officers per 100K pop Actual	Police Officers Authorized	Officers per 100K pop Authorized	Crime Rate
Red Deer (RC)	92,415	RCMP	129 ⁴⁴	140	147	150	14,410
Grande Prairie (RC)	52,053	RCMP	75	144	80	154	16,187
Lethbridge (RC)	89,835	LRPS	156	174	153	170	10,645
Medicine Hat (RC)	63,443	MHPS	113	178	114	180	8,192
Fort McMurray (MC)	60,069*	RCMP	114		130		16,439

In the tables below, Red Deer's ratio of 140 officers per one hundred thousand population is compared to the contracted policing (RCMP and OPP) and is above the average of 125. The municipal police service average is 183 which include personnel assigned locally which would form part of the divisionally-provided services in contracted agencies.

Table 3-2 Canadian Comparators 1 – Levels of Policing 2009 ⁴⁵

Community	Prov	Pop 2009	Police	Police Officers actual	Officers per 100K pop Actual	Crime Rate
Red Deer (RC)	AB	92,415	RCMP	129	140	14,410
Brantford (RC)	ON	95,285	BPS	153	161	9440
Kamloops (RC)	BC	86,451	RCMP	120	139	13,297
Nanaimo (RC)	BC	88,731	RCMP	123	139	14,075
North Vancouver District (CB)	BC	89,976	RCMP	79	88	5277
Wellington County (MC)	ON	91,290	OPP	104	114	3350

⁴³ Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations

⁴⁴ The actual figure may differ from the year-end funding figure (The Review was advised that the 2009 Red Deer final figure was 122.5 officer-years) which takes into account absences over 30 days which are not billed to the City.

⁴⁵ Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations

Table 3-3 Canadian Comparators 2 – Levels of Policing 2009⁴⁶

Community	Prov	Pop 2009	Police	Police Officers actual	Officers per 100K pop Actual	Crime Rate
Red Deer (RC)	AB	92,415	RCMP	129	140	14,410
Cape Breton (MC)	NS	102,056	CBRP	206	202	8455
Chatham-Kent (MC)	ON	109,858	CKPS	169	154	7153
Codiac Regional (RC)	NB	106,710	RCMP	145	136	7219
Delta (CB)	BC	106,394	DPD	172	162	7202
Langley Township (CB)	BC	102,898	RCMP	123	120	8480
Victoria (RC)	BC	102,455	VPD	242	236	⁴⁷

Although the previous figures provide some perspective on how Red Deer compares, the example in the following table illustrates how caution should be exercised when viewing statistics in isolation.

Table 3-4 Population-based comparators⁴⁸

Community	Prov	Police	Pop 2009	Police Officers 2009	Pop per officer	Crime Rate	Cost per capita	Severity Index 2004 ⁴⁹	Severity Index 2009 ⁵⁰	CSI % change
Qualicum Beach (MC)	BC	RCMP	8766	7	1,252	466	\$ 92	98.93	67.9	-31.37%
Quesnel (RC)	BC	RCMP	9710	21	462	2387	\$ 327	276.09	262.7	-4.85%

The figures above are provided as an illustration that police staffing levels, crime rates, and policing costs are determined by a variety of factors beyond simply population figures, typically including population density, age, single-parent families, and education. What also appears to be significant is the large decrease in the Crime Severity Index (CSI) in one community with a modest decrease in the other. The *Review* did not examine the context of these figures. This issue is also discussed in Chapter 3 of the *Review Report Part 1* with respect to criminogenic factors.

Case load is a commonly used term for the number of Criminal Code violations – ‘cases’ – per officer per year. The table below illustrates the ‘case load’ of the policing comparators. The case load figures are calculated from the figures in the table, rather than taken from national averages, to provide comparisons calculated from the *Review’s* figures and comparators.

⁴⁶ Police Resources in Canada Report 2009 staffing levels and 2010 Report for populations

⁴⁷ Data not available.

⁴⁸ Ministry of Public Safety and Solicitor General, Police Resources in BC 2009

⁴⁹ Statistics Canada

⁵⁰ <http://www.statcan.gc.ca/pub/85-002-x/2010002/article/11292/tbl/csivalue-igcvaleurs-eng.htm>

The case load figures are distorted when comparing the municipal police departments with the contracted provincial police detachments as the ratio detachment staffing number does not include the divisional investigative staff who will have responsibilities for some files. The authorized staffing levels from *Police Resources in Canada 2009* report are used to provide the comparisons

The Alberta comparator average is 78 and the other national comparators 60. The case load for the total fifteen communities averages 66. The Red Deer case load of 96 is 23% above the Alberta average, 60% above the non-Alberta average, and 45% above the total average.

Table 3-5 Comparator Communities – Case Load – 2009

	Total Criminal Code Violations ⁵¹	Authorized police staffing ⁵²	Officers per 100K pop (Authorized) ⁵³	Case load	Clearance rate ⁵⁴
Red Deer	13,317	138	131	96	35.7
Grande Prairie	8,426	80	155	105	47.2
Lethbridge	9,563	153	170	63	52.3
Medicine Hat	5,197	114	180	45	53.6
Wood Buffalo	10,658	130	240	82	54.6
Brantford	8,995	156	165	58	39.6
Cape Breton	8,629	206	200	49	39.9
Codiac	7,703	144	137	53	42.3
Chatham-Kent	7,858	170	153	46	37.1
Delta	7,662	165	158	46	24.5
Kamloops	11,495	123	144	93	31.5
Langley Township	8,726	128	127	68	18.1
Nanaimo	12,489	123	141	102	37.5
North Vancouver	4,748	91	103	52	19.8
Wellington Co	3,058	104	115	29	35.6

Denotes municipal police departments

⁵¹ Source: UCR2 Aggregate Survey, Canadian Centre for Justice Statistics, Statistics Canada

⁵² Police Resources in Canada 2009

⁵³ Police Resources in Canada 2009

⁵⁴ Police Resources in Canada 2009

3.2 Levels and Types of Service

A number of comparator police agencies were surveyed to ascertain their service delivery. The services show a high degree of similarity and the differences appear to be related to size of the agency and demographic factors. Appendix 3-2 lists the services.

3.3 Response times

Response times, from call to the arrival of the police, are often used as a measure of the level of service. As with all single-source measurements, the figures for routine call response may be misleading and so should be weighed carefully especially when comparing to other police agencies.

There is some validity in comparing the response time for urgent calls; it can be assumed that these calls are less likely to be affected by the policies described above and the police response is, generally, as soon as possible.

Table 3-6 Response Times

	Priority 1	Priority 2	Priority 3	Priority 4
Comparator RCMP urban Detachment	9:11	18:53	34:32	1 hr 2 mins
Vancouver PD	11:21	34:37	2 hrs 6 mins	5 hrs 26 mins
Red Deer				⁵⁵
Zone 1	6:75	10:50	14:72	
Zone 2	5:40	9:07	13:03	
Zone 3	4:00	7:96	10:79	
Zone 4	-	10:07	13:17	
Zone 5	-	9:54	13:75	
Zone 6	15:18	11:70	15:41	
Zone 7	13:47	11:42	15:35	
Zone 8	-	11:36	75:12	

Red Deer's response times compare very positively to the RCMP urban detachment comparator and significantly more positive than the large municipal department.⁵⁶ Policies and practices will affect the times for non-urgent calls. An appointment system will create longer times but may increase public satisfaction; similarly, telephone triage/investigation with a later follow up may also create longer times but provide a more effective and efficient service.

⁵⁵ Red Deer Priority 4 calls which are defined as reports that do not require police assistance and are for information purposes only, were not analysed with respect to response time

⁵⁶ perivale + taylor review, Richmond BC. and Vancouver Police Patrol Study.

Chapter 4 Alignment of Services

- 4.1 Peace Officer Act
- 4.2 Red Deer Peace Officers
- 4.3 Recommendations

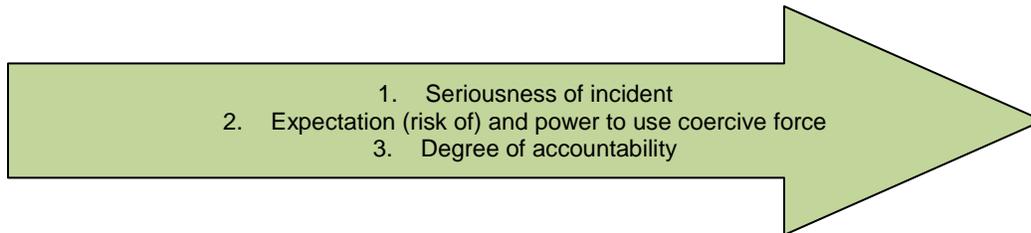
Summary

The Alberta *Peace Officer Act* has provided the opportunity to create a customized and more effective and cost-efficient process for deploying public safety resources to address specific issues. Definitions of the roles and responsibilities of levels of government and the powers upon appointment of peace officers are described in Chapter 5.

The following figure illustrates part of the continuum of crime prevention and policing as described in the *Review Report Part 1, Chapter 9.4*

Figure 4-1 Continuum of Crime Prevention and Law Enforcement

Citizen	Community Agencies & Organizations	Business/ Private Enterprise	City Departments <ul style="list-style-type: none"> ▪ Leadership ▪ Coordination ▪ Bylaws 	Bylaw Officers/ Community Peace Officers	Public Police <ul style="list-style-type: none"> ▪ Municipal ▪ Provincial ▪ Federal
<ul style="list-style-type: none"> • Awareness • Support • Reporting 	<ul style="list-style-type: none"> • Neighbourhood associations • Social agencies • Community organizations • Schools • Library 	<ul style="list-style-type: none"> • Local businesses • Industry • Security companies • Media 	<ul style="list-style-type: none"> • Social Planning • Recreation Parks and Culture • Inspections and Licensing • Transit 	<ul style="list-style-type: none"> • Bylaw enforcement • Traffic Enforcement 	<ul style="list-style-type: none"> • Local police • Sheriffs • RCMP



Stakeholders interviewed during the course of the *Review* viewed the peace officer function positively and there was support to expand the program, especially in relation to after-hours by-law enforcement.

4.1 Peace Officer Act

The *Peace Officer Act* and associated *Regulations* authorize Peace Officer appointments for the purposes of preserving and maintaining the public peace and defines the terms of employment, including *the territorial jurisdiction*.⁵⁷ The peace officer jurisdiction is restricted geographically to areas of responsibility based on the location of the authorized employer. That is, municipalities have jurisdiction only for their respective areas and areas in which they have entered into service contracts. 'Specific jurisdiction' within the municipality is applied for by the municipality to the Minister and, if approved, becomes an integral aspect of the peace officer appointment.

4.2 Red Deer Peace Officers

Currently, Red Deer has Community Peace Officers (CPOs) assigned to traffic enforcement and bylaw enforcement which also includes parks, and transit safety. They augment the public police and provide services closely aligned with these areas of responsibility. The *Review* was advised by all groups consulted (public, City, police, peace officers) of a high level of satisfaction with the peace officer services and functions.

A need for increased enforcement of the City Bylaws after hours was frequently mentioned in feedback from the public.

There are a small number of peace officers and this can pose a limit on effectiveness during absences and also in the event operational circumstances or needs change. In addition, the narrow focus of the work may limit long-term job satisfaction.

⁵⁷ Section 7(2)(b) *Peace Officer Act*

Chapter 5 Roles of the Federal, Provincial, and Municipal Governments

Policing in Canada is the responsibility of all three levels of government: federal, provincial/territorial, and municipal. While the federal government is responsible for criminal law, under the *Constitution Act* each province and territory assumes responsibility for its own policing at the provincial, territorial and municipal levels.⁵⁸

The Alberta *Police Act*, section 3, assigns the Responsibility of Government for policing:

The Government of Alberta is responsible for ensuring that adequate and effective policing is maintained throughout Alberta.

The Ministry of Solicitor General and Public Security is responsible for the following:⁵⁹

- Administration and oversight of policing
- Setting policing standards and ensuring adherence to them
- Specialized policing programs
- First Nations policing
- Sheriffs
- Peace Officers
- Policing oversight committees and commissions
- Integrated policing initiatives
- Crime prevention and crime reduction initiatives

Under the *Police Act*, the City has the responsibility to provide policing services through a variety of ways:

4 (2) Notwithstanding subsection (1), a municipality referred to in subsection (1) may, for the purpose of providing policing services specifically for the municipality, do one of the following:

- (a) engage the provincial police service as a municipal police service under section 22(1)⁶⁰*
- (b) enter into an agreement for the provision of municipal policing services under section 22(3)⁶¹*
- (c) establish a regional police service under section 24⁶²*
- (d) establish a municipal police service under section 27*

27 (1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.

⁵⁸ Statistics Canada PRC 2010

⁵⁹ Alberta Solicitor General and Public Security

⁶⁰ 22 (1) The Government of Alberta may enter into an agreement with the council of a municipality referred to in section 4(2) for the provision of policing services specifically for the municipality by the provincial police service

⁶¹ 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police, or (b) the council of another municipality,

⁶² 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.

27 (2) *A council that has entered into an agreement under section 22 may establish a policing committee.*

The Minister must provide consent for any changes in arrangements under the Act.

22 (4) *If a municipality has entered into a policing agreement under subsection (1), (2) or (3), it shall not, without the prior approval of the Minister, withdraw from or alter the type of policing service that it is receiving.*

24 (3) *If the council of a municipality has entered into an agreement under this section, it shall not withdraw from the agreement without the prior approval of the Minister.*

27 (2) *A municipality maintaining a municipal police service shall not withdraw from providing that service except with the prior approval of the Minister.*

The Alberta *Peace Officer Act* defines a peace officer as follows:

(f) *“peace officer” means*

(i) a person referred to in section 7(1), or

(ii) any other person appointed as a peace officer under another enactment who is designated by the regulations as a peace officer to whom all or part of this Act and the regulations apply

The Minister, Solicitor General and Public Security may, on the application of an authorized employer, appoint a person as a peace officer. The appointment must specify:

- *the authority, responsibility and duties of the peace officer*
- *territorial jurisdiction*
- *weapons and equipment the peace officer is authorized to carry or use*
- *the title of the peace officer, and any other terms or conditions the minister considers appropriate*
- *any other matters specified in the regulations*⁶³

Additionally, the Minister *may impose new terms or vary any existing terms imposed* under the Act.⁶⁴ The Act also specifically states:

Subject to the terms of the appointment, a person appointed as a peace officer under this Act is a person appointed for the purposes of preserving and maintaining the public peace.

The *Criminal Code of Canada* defines peace officer in a number of ways including:

(c) a police officer, police constable, bailiff, constable, or other person employed for the preservation and maintenance of the public peace or for the service or execution of civil process

The Alberta *Provincial Offences Procedure Act* defines Peace Officer in a number of ways including:

(k) *“peace officer” means*

(i) a police officer under the Police Act, while the police officer is in the exercise or discharge of the police officer’s powers or duties,

(ii) a member of a police service under the Police Act, while the member is in the exercise or discharge of the member’s powers or duties,

⁶³ Section 7 *Peace Officer Act*

⁶⁴ Section 7(3) *Peace Officer Act*

- (iii) a peace officer appointed under the Peace Officer Act, while the peace officer is in the exercise or discharge of the peace officer's powers or duties,*
- (iv) a person who is employed or retained by the Government, a municipality or a Métis settlement and whose duties include written authorization to issue violation tickets under Parts 2 and 3, while the person is in the exercise or discharge of that duty and while the person is serving a summons, offence notice or subpoena,*
- (vii) any other person employed by a municipality, a Metis settlement, the Government of Alberta or the Government of Canada for the preservation and maintenance of the public peace, while the person is in the exercise or discharge of the person's powers and duties;*

The effects of the legislation⁶⁵ are described throughout the report where appropriate.

⁶⁵ See Request for Proposals, Part 3

Chapter 6 Provincial Direction for Policing

- 6.1 Provincial Plan 2009-2012
- 6.2 Legislative Direction
- 6.3 Provincial Policies

Summary

The provincial plan supports Red Deer's initiatives in the social justice area of policing and crime prevention through coordinated intervention and assistance. The *Peace Officer Act* has enabled Red Deer to deploy specialized resources to local issues effectively. Provincial initiatives, including the negotiations for the 2012 police service agreements, are complementary for Red Deer's issues of governance and accountability, and communication systems.

6.1 Provincial Plan 2009-2012

The provincial direction is outlined in the provincial *Three-year Business Plan 2009-2012*.⁶⁶ The priority most relevant to Red Deer and the *Review* is number 4, Crime Prevention:

Strengthen the work with non-profit associations in urban and rural communities to promote grassroots crime prevention initiatives. Target child and youth gender-based violence, substance abuse, crimes against seniors, hate-bias crimes, and property crimes with proven crime prevention strategies. Continue to assist policing partners and community stakeholders in the development and delivery of culturally relevant crime prevention initiatives and programs to address local crime concerns.

6.1.1 Implications for Red Deer

This priority is consistent with the feedback from the focus group meetings described in the *Review Part 1 Report* where the consensus described the need for

- support for local intervention programs
- signed agreements and protocols to clarify roles and responsibilities
- cooperation with the police
 - introductory protocols
 - orientation to agencies and services
 - relationship building
- police communication and follow-up
 - when the officer is off duty
 - post incident feedback
- in-kind support of the program

⁶⁶ Alberta Solicitor General and Public Security/Royal Canadian Mounted Police, *Three-year Business Plan Fiscal Years 2009-2012*

- being proactive with early intervention
- consideration of a more streamlined 'continuum' with more effective division of labour using personnel other than RCMP for some tasks.

In addition, the focus groups recognized

- the need to measure programs and determine whether they are effective
- the need for data for all Red Deer community programs which can then be mined to determine effectiveness
- tension between privacy legislation, health policies, federal policies, and the need for information sharing and case conferencing

6.2 Legislative Direction

Policing and law enforcement in Alberta is undergoing a process of refinement and enhancement. The approach to policing and public safety has been to empower and involve a greater variety of agencies and functions to address responsibilities in a more effective and efficient manner. This continuum of policing is prescribed in the *Police Act* and *Peace Officer Act*. Sworn police officers are retained for those tasks which require particular authority and specialized training, and peace officers are granted powers and authority in their appointment commensurate with their responsibilities. This area was previously described in detail in Chapter 5.

6.2.1 Implications for Red Deer

Red Deer has adopted the approach through the deployment of peace officers and ambassadors to address specific public safety and enforcement needs. This initiative has been described in Chapter 4.

6.3 Provincial Policies & Agreements

6.3.1 The 2012 Federal – Provincial/Municipal Police Service Agreements

The *Review* was advised that the new agreements change focus on governance and accountability. A more robust accountability to a committee-like environment is envisioned. The RCMP complaints process may change. The cost-sharing formula of 90/10% is believed to remain and financial changes are believed to be limited to costs which have not been adjusted for some period of time.

6.3.2 Change of service provider

The responsibility of providing police services, under the *Act* remains with the municipality, but any changes in the policing arrangement will require the approval of the Minister. Such decisions will need to be informed and thoroughly researched and include an in-depth examination of costs and satisfy the Minister that policing will continue to meet the provincial standards. The municipality would need to understand that in the event of a change (from an RCMP Detachment to a municipal police department) not being successful, it would be difficult to change back. The current cost-sharing formula would no longer apply to a new entrant. The regional and joint-force models examined in the *Review* would pose significant cost-sharing challenges.

Specialized services, if required, would need to be negotiated with RCMP “K” Division, as would OCC services should they be required.

6.3.3 Communication Systems

The Province is planning an upgrade of communication systems which may address the concerns relating to the speed of data transmission from the field laptops.

It is envisioned that all Alberta police services will utilize a single computer-aided dispatch (CAD) system and initially two records management systems (RMS), one RCMP and one Alberta RMS, with the potential for them to be integrated into one system.

6.3.1 Implications for Red Deer

The governance and reporting model proposed in this report is believed to be consistent with the intent of the new agreement. The changes to the complaint process may provide more feedback for the municipality, but at this point it is not certain. Some costs may increase but the 90/10% cost sharing, it is expected to continue. The planned improvements to CAD and RMS should assist Red Deer with the slow data systems.

Chapter 7 Policing Models

- 7.1 Policing Models
 - 7.1.1 Red Deer engaged RCMP Detachment
 - 7.1.2 Red Deer Police Department
 - 7.1.3 Red Deer Regional RCMP
 - 7.1.4 Red Deer Joint Policing – Municipal Police Department and RCMP
 - 7.1.4.1 Integrated Joint Force
 - 7.1.4.2 Horizontally Split Joint Force
 - 7.1.5 Red Deer Regional Municipal Police Department
- 7.2 Comparison between Engaged RCMP and Municipal Police Department⁶⁷
 - 7.2.1 Human Resources Management
 - 7.2.2 Handling of Public Complaints
 - 7.2.3 Research and Development
 - 7.2.4 Flexibility of allocation of resources
 - 7.2.5 Commission, Advisory Committee, Policing Committee
 - 7.2.6 Legal Support
 - 7.2.7 Organizational Structure
 - 7.2.8 Dispatch
 - 7.2.9 Service Delivery to meet Community Needs

Summary

This chapter examines the police service options under the *Act* and describes examples and precedents from across the country. Five examples are considered based on actual models: two are considered feasible (the RCMP Detachment and the municipal police department) and three not feasible owing to significant barriers and circumstances beyond the control of the City.

⁶⁷ The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police contracted *municipal police service* under Section 22(1)

7.1 Policing Models

The five policing options available under the *Police Act* are examined. The existing RCMP detachment and a municipal Red Deer Police Department (RDPD)⁶⁸ are included in the RFP; the other options were identified during the *Review*.

The additional options include

- Red Deer Regional RCMP
- Joint Policing Model – RCMP & Municipal: Integrated, Split force
- Regional Municipal Police Department

All these options currently exist in Canada and were examined. The *Review* concluded that although the additional three options may be permitted under the *Act* and by precedent, they are not feasible.

Consequently, the subsequent comparisons between the engaged RCMP service and the potential municipal police department are made in Chapter 7.2 .

The following Chapter 8 *Policing Cost Analyses – Police Service Models* examines the first two options, the current RCMP Detachment and a Red Deer Police Department.

7.1.1 Red Deer engaged RCMP Detachment

Police Act Section 22,

- (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with
 - (a) the Government of Canada for the employment of the Royal Canadian Mounted Police.

The current policing arrangement is authorized under the *Municipal Police Service Agreement (MPSA)* of April 1st 1992 between the Government of Canada and the Municipality of Red Deer. *The Agreement shall continue in force until March 31st 2012.*

The *MPSA*, Article 18, reads

- 18.1 b) *On or after March 31, 2010 and prior to the expiry of this Agreement, this Agreement may be renewed for an additional period upon terms that are agreed to by the parties.*
- 18.1 c) *this Agreement may be terminated on March 31 in any year by either party giving the other party notice of such termination 24 months prior to the date of the intended termination.*

The *MPSA*, Article 9.2, provides for a cost sharing formula where *the Municipality shall pay 90 per cent of the cost and Canada shall pay 10 per cent.*

⁶⁸ The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police (RCMP) contracted *municipal police service* under Section 22(1)

7.1.2 Red Deer Police Department

Police Act Section 4

4 (2) Notwithstanding subsection (1), a municipality referred to in subsection (1) may, for the purpose of providing policing services specifically for the municipality, do one of the following:

- (a) engage the provincial police service as a municipal police service under section 22(1)⁶⁹*
- (b) enter into an agreement for the provision of municipal policing services under section 22(3)⁷⁰*
- (c) establish a regional police service under section 24⁷¹*
- (d) establish a municipal police service under section 27*

The RDPD model is compared to the Lethbridge and Medicine Hat municipal police forces and also the best practices described in Chapter 2. The modeled establishment of such a force is influenced by the experience of the City of Federal Way, Washington State, which terminated its contracted service from the King County Sheriff's Office in 1996 and established the Federal Way Police Department comprising 112 officers.

7.1.3 Red Deer Regional RCMP

Section 24, Police Act

(1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.

An example of this model is found in Metro Moncton, New Brunswick, where the Codiac Regional RCMP provides services for three municipalities.⁷²

The contiguous area of the Red Deer County receives policing from the RCMP Rural Detachment and the officer-in-charge (OIC) reports to the OIC of the Red Deer City Detachment which naturally provides a form of regional policing. In addition, most areas of Central Alberta receive policing services from the RCMP provincial police. In theory, a regional model could include the city and the shadow population areas⁷³ of the county; however there are significant challenges in addressing the varying cost-sharing formulas with Canada⁷⁴ as well as cost sharing between the City and the County of Red Deer.

⁶⁹ 22 (1) The Government of Alberta may enter into an agreement with the council of a municipality referred to in section 4(2) for the provision of policing services specifically for the municipality by the provincial police service

⁷⁰ 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police, or (b) the council of another municipality,

⁷¹ 24 (1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service

⁷² City of Moncton, City of Dieppe, Town of Riverview

⁷³ Areas where the population travel into the city for work, commerce, and entertainment

⁷⁴ Across the country the formulas include 90/10%, 70/30%, and 100/0%

This model is beyond the authority of the City and would require provincial, federal, and local support, and perhaps changes to the *Police Act* as the logical area for a regional service may not precisely fit existing municipal boundaries. In addition, different existing cost-sharing arrangements (10/90 & 30/70%) would complicate a new funding formula.

7.1.4 Red Deer Joint Policing – Municipal Police Department⁷⁵ and RCMP

During lead up to the municipal election in October 2010, alternative police models were discussed and reported in the local media, including an integrated force or a “horizontally split force” police service.⁷⁶ The underlying assumption of this premise is that the advantages of the provincial police with greater economies of scale and specialized resources would be combined with a municipal police department where local knowledge and continuity would add value.

7.1.4.1 Integrated Joint Force

This model would involve the two forces’ staff working in integrated teams, both in primary investigation⁷⁷ and investigative and/or specialized services. Specialized RCMP services would be provided by RCMP ‘K’ Division as in the current arrangement.

An example of this model is found in Halifax, Nova Scotia, where the Halifax Regional Police (HRP) (a municipal police department) and the RCMP Halifax District provide services for the Halifax Regional Municipality, reporting to one Board of Police Commissioners.⁷⁸ The primary investigation functions (patrol and general duty) are usually deployed separately to the urban (HRP) and sub-urban/rural (RCMP) areas, but centralized teams are integrated.

7.1.4.2 Horizontally Split Joint Force

This model existed in Red Deer prior to 1943 when the Red Deer Municipal Police Force provided local service and the Alberta Provincial Police (later assumed by the RCMP) investigated more serious matters.

⁷⁵ The term police department – as opposed to police service – is used for the purposes of this report to clearly differentiate the *municipal police service* under Section 4(2)(d) as opposed to the provincial police contracted *municipal police service* under Section 22(1) of the *Police Act*.

⁷⁶ Red Deer Advocate. October 13, 2010

⁷⁷ Primary Investigation: the first level of field service provided by the police, variously described as General Duty, Patrol, Operations. The term is used in the *Review* to avoid any proposed models being associated with a certain police force.

⁷⁸ perivale + taylor consulting Review 2010

In this model, the Red Deer Police Department would provide the services currently provided by the General Duty function of the RCMP and local investigative matters. The RCMP would provide all specialized and investigative functions.

A similar arrangement, on a much smaller scale, is found in Oak Bay, BC, where the local Oak Bay Police Department provides primary response and investigation and the contiguous Saanich Police Department provides 911/communication services and serious crime investigations on a fee for service.

Under both the above models, specialized services would require a customized agreement which would likely involve a fee for service as the arrangement does not fit the current *MPSA*. Senior police officers expressed concerns over a number of areas in addition to the aforementioned: the complexity of different authorizing legislation (federal and provincial),⁷⁹ different salary scales, and clarity of roles.

7.1.5 Red Deer Regional Municipal Police Department

Section 24, *Police Act*

(1) Subject to the prior approval of the Minister, the councils of 2 or more municipalities may enter into an agreement to be policed by one regional police service.

In Alberta this model is found in the City of Lethbridge and the Town of Coaldale where the Lethbridge Regional Police provides services for both municipalities.

In addition, in 2002, the municipal police forces and boards of the City of Victoria and Township of Esquimalt (BC) were amalgamated to form an amalgamated municipal police department and board.⁸⁰

This model is beyond the authority of the City and would require provincial, federal, and local support, and perhaps changes to the *Police Act* as the logical area for a regional municipal service may not precisely fit existing municipal boundaries. In addition, the loss of existing federal cost-sharing arrangements would complicate a new funding formula and likely increase local cost.

⁷⁹ *RCMP Act* and *Alberta Police Act*, complaint processes, protection of privacy legislation

⁸⁰ perivale + taylor 2011. Established by Order in Council #2002-1137 and Ministerial Order No. M 365. The Esquimalt Police Department was dissolved and amalgamated into the Victoria Police Department which is referred to as an amalgamated police department

7.2 Comparison between RCMP Detachment and Municipal Police Department

Table 1: Summary Comparator Matrix of perspectives on policing issues (1 – 4)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - OIC reports to CEO (mayor or designate) on the matter of law enforcement and on the implementation of objectives, priorities and goals - OIC in enforcing bylaws shall act under the direction of CEO or designate - Option to appoint a policing committee - Option for OIC to appoint an advisory committee 	<p>1. Oversight body</p>	<ul style="list-style-type: none"> - Police Commission required under <i>Police Act</i>. - Police Chief reports to Police Commission - City may appoint an advisory committee subjugated to the Commission
<ul style="list-style-type: none"> - Mayor may set objectives, priorities and goals – which are not inconsistent with those of the Minister for policing in the Province - Levels of service shall meet minimum level determined by Commissioner (of RCMP) in consultation with the Mayor 	<p>2. Influence on strategies</p>	<ul style="list-style-type: none"> - Commission sets estimated police budget - Prepares a yearly plan specifying level of police service and programs to be provided - Submits budget and plan to council
<ul style="list-style-type: none"> - Canada & RCMP policies 	<p>3. Internal administration</p>	<ul style="list-style-type: none"> - Police Commission sets policies - Provincial Standards
<ul style="list-style-type: none"> - Locally developed approaches to address local needs to meet minimum standards as determined by Commissioner, Division, OIC, and Mayor - Annual Performance Plan (APP) prepared based on local needs must be consistent with Div. and RCMP HQ 	<p>4. Approaches to community safety security</p>	<ul style="list-style-type: none"> - Locally developed approaches to address local needs as developed by the Police Commission

Table 1: Cont. Summary Comparator Matrix of perspectives on policing issues (5 – 9)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - RCMP - City may have input to the selection of the OIC - Detachment support staff employees of City - Divisional support staff employees of RCMP 	<p>5. Staff selection</p>	<ul style="list-style-type: none"> - Police Commission selects the Chief of Police - Chief/City responsible for other sworn/unsworn appointments within Commission policies
<ul style="list-style-type: none"> - Rotation of staff within the Detachment and also within the RCMP - Staff movement from other communities brings additional experience that can be applied to the local environment - Turnover of staff means lack of consistency for community agency liaison or development of local knowledge 	<p>6. Staff consistency</p>	<ul style="list-style-type: none"> - Rotation of staff within the Department - Consistency of staff allows development of local knowledge -
<ul style="list-style-type: none"> - Municipal employees support staff within the Detachment; divisional functions in “K” Division Edmonton; HQ support in Ottawa - 	<p>7. Support staff</p>	<ul style="list-style-type: none"> - All support staff municipal employees
<ul style="list-style-type: none"> - Available within the Detachment and additional support from “K” Division 	<p>8. Specialized services/support <i>(i.e. helicopter, special investigations)</i></p>	<ul style="list-style-type: none"> - Provided within the Department or City and additional support may be negotiated from “K” Division or another agency on a fee for service basis
<ul style="list-style-type: none"> - Total 2009 budget without revenues \$20.807m - City invoiced for actual monthly number of officers (122 officers) - RCMP costs invoiced by the Federal Government at 90% - Transition costs - not applicable 	<p>9. Cost</p>	<ul style="list-style-type: none"> - Total estimated 2009 dollars budget without revenues \$24.875m - City pays 100% for 158 officers, plus equipment and systems, - Transition estimate 2011 dollars \$4.6 to \$7.5m plus unknown costs

Table 1: Cont. Summary comparator matrix of perspectives on policing issues (10 – 13)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - RCMP officer cost includes personal equipment and operational equipment (e.g. vehicles, police communication systems) - Equipment and buildings must meet federal standards - City must provide accommodation and maintenance to federal standards, and support staff 	<p>10. What must be supplied</p>	<ul style="list-style-type: none"> - All equipment supplied by City - All support staff supplied by the City - New HQ and North side office City owned - Provincial Standards for equipment
<ul style="list-style-type: none"> - Officer cost set by Treasury Board. - Divisional HQ determines "Division Administration costs." - Flexibility of City rests in approving number of officers - City invoiced for actual officers only (officer positions absent over 30 days, training not related to the Detachment, parental leave, and pension retirement leave are not invoiced) - 90/10 municipal/federal cost sharing - Officer cost 'seniority neutral' 	<p>11. Cost control</p>	<ul style="list-style-type: none"> - Commission responsible for developing budget - Council establishes total police budget. - Commission responsible for allocating funds - All police officer staff funded 100% by City, regardless of status, including long-term sick leave, training, and other absences
<ul style="list-style-type: none"> - Via federal sources 	<p>12. Purchasing</p>	<ul style="list-style-type: none"> - Via City or joint force purchase processes
<ul style="list-style-type: none"> - All call receipt and dispatch via OCC (RCMP service) - Secondary call support via City staff/equipment in Watch office - Receipt/ dispatch pilot initiative being tried at OCC 	<p>13. Call receipt/dispatch</p>	<ul style="list-style-type: none"> - Must negotiate access to OCC or expand Watch Office communication function in department. - Receipt/ dispatch subject to Commission policy

Table 1: Cont. Summary comparator matrix of perspectives on policing issues (14 – 18)

<ul style="list-style-type: none"> - Complaint can be made to Commission for Public Complaints Against the RCMP, Detachment OIC, City Division Director, or Public Complaints Director (if appointed). - Investigated by the RCMP - Investigated by independent external law enforcement agency - Alberta Serious Incident Response Team (ASIRT) - Commission for Public Complaints Against the RCMP 	<p>14. Complaints</p> <ul style="list-style-type: none"> ▪ Service ▪ Conduct 	<ul style="list-style-type: none"> - Complaints can be made to the Chief of Police or the Commission’s Public Complaints Officer or to the Police Complaint Commission at provincial level. - Investigated by the police department - Investigated by another police agency at discretion of Chief of Police. - Alberta Serious Incident Response Team (ASIRT) - Law Enforcement Review Board (LERB)
<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation 	<p>15. Alignment with other City functions</p>	<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation. <p>The Police Commission members are appointed by the City and there may be greater support for alignment</p>
<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation 	<p>16. Dovetailing with law enforcement continuum in Red Deer</p>	<ul style="list-style-type: none"> - Can be aligned through collaboration and cooperation. - The Police Commission members are appointed by the City and there may be greater support for alignment
<ul style="list-style-type: none"> - Cost of RCMP settlement paid by Canada. Cost of City litigation paid by City - Liability for Community Peace Officers accrues to the City. 	<p>17. Insurance/liability</p>	<ul style="list-style-type: none"> - Full litigation costs are the responsibility of the City and insurance costs are estimated at \$500k - \$600k per annum
<ul style="list-style-type: none"> - Divisional Representation system within the RCMP. Recent Ontario civil case heralds potential change to ‘union’ format. 	<p>18. Employee representation</p>	<ul style="list-style-type: none"> - It is presumed that a ‘police association’ will be formed by the sworn police staff - Unsworn municipal employees <u>may</u> choose an alternate form of employee representation

Table 1: Cont. Summary comparator matrix of perspectives on policing issues (19 - 22)

RCMP Detachment	Policing/management issue	Police Department
<ul style="list-style-type: none"> - \$3500 per year included in per officer cost - Ongoing training costs, travel and salary, at City cost; but training and salary not related to the Detachment is not invoiced 	<p>19. Training</p> <ul style="list-style-type: none"> ▪ recruit ▪ ongoing 	<ul style="list-style-type: none"> - 100% of officer salary during all training, plus travel and training costs
<ul style="list-style-type: none"> - Informal/non-association liaison with other agencies - Through Provincial/national intelligence associations 	<p>20. Intelligence sharing</p>	<ul style="list-style-type: none"> - Informal/non-association liaison with other agencies - Through Provincial/national intelligence associations.
<ul style="list-style-type: none"> - RCMP responsibility - Cross country recruitment - Cross-country deployment 	<p>21. Recruitment</p>	<ul style="list-style-type: none"> - Police Department responsibility within provincial standards - Cross country recruitment - Local deployment
<ul style="list-style-type: none"> - Insignia, signage, documents and systems - federal, bi-lingual and "local neutral" 	<p>22. Local affinity</p>	<p>Local based identifiers</p>

7.2.1 Human Resources Management

- recruitment
- training
- uniforms
- equipment
- discipline
- police associations

7.2.1.1 Recruitment

According to the Police Sector Council⁸¹, police agencies across Canada currently recruit about 2,000 new officers a year. By 2012, an estimated 5,000 to 6,000 new officers will be required annually to fill the baby-boomer exodus and address the expanding range of duties required of police agencies. Given this forecast, there may be intense competition in the labour market to find sufficient qualified candidates to staff new and existing positions. All sectors of the economy will be challenged to identify and attract new employees. These challenges are particularly acute in policing which is subject to both a general competition with other professions and inter-agency competition for recruits. In addition, police hiring involves not only job related skills, but physical requirements, background, community involvement, character, and integrity.

Given the demand for quality and security-cleared recruits, the selection process is resource-intensive and expensive, and whilst facilitating better quality recruits, a protracted selection process may be a disincentive to some potential applicants.

7.2.1.2 Recruitment – RCMP

The RCMP has a national recruitment strategy. Recruits are selected from across Canada to meet the hiring goals of the Force as determined by the Commissioner. Under new hiring benchmarks announced in September 2010, new classes of recruits should comprise 30 per cent women, 20 per cent visible minorities, and 10 per cent aboriginal persons.⁸²

The RCMP selection process is similar to the Alberta model (described in the following section). Many of the steps are comparable, but the RCMP employs its own testing tools. For example, the written tests are

⁸¹ National organization promoting common standards in HR practices in Canadian police forces through sharing of research studies

⁸² Refer to news article: <http://www.theglobeandmail.com/news/politics/mounties-to-recruit-for-women-and-minorities/article1722639/>

comprised of the RCMP Police Aptitude Battery (RPAB), which includes the RCMP Police Aptitude Test (RPAT) and the Six Factor Personality Questionnaire (SFPQ).

7.2.1.3 Recruitment – Red Deer Police Department and Municipal Police

The Alberta municipal recruitment process is described in greater detail as this will be the process required for a Red Deer police department.

In general terms potential recruits submit an *Employment Application* which is screened to ensure that minimum qualifications have been met. *Preliminary background checks* are conducted and then an applicant is scheduled to write a series of tests. Tests may include the *Alberta Police Cognitive Ability Test* (APCAT), the *Written Communication Test* (WCT), and the *Canadian Adult Achievement Test* (CAAT). Test results are recognized by all Alberta police services.

Applicants also have a physical fitness test. In Alberta, all municipal police agencies use the Alberta Physical Readiness Evaluation for Police (A-PREP).

Applicants who pass these tests are then invited to an *Initial Interview*, followed by a *Panel Interview*. Applicants are advised immediately of their standing and may proceed to the next step, a *Polygraph Examination*. Successful applicants also undergo *Psychological Testing*.

A thorough *background investigation* is conducted. Files are then provided to a selection committee for review and consideration. At this point, *offers of employment* are made, conditional upon a *medical examination*.

In addition, the *Provincial Policing Standards Manual* defines standards to be met in Recruitment⁸³; Selection⁸⁴ and other functions of policing. In fact, demonstrating compliance with the policing standards is an indicator that a police service is providing adequate and effective policing.⁸⁵

Direct Entry Officer (DEO) programs between agencies and from other provinces are possible where selection processes which meet acceptable standards and, particularly, candidates with police experience can be accepted via an abridged selection process without additional training. For a period of time both the Edmonton and Calgary Police Services invited trained applicants from out of Canada but they have now suspended the International Application program.

⁸³ Standard PA.1 of the Provincial Policing Standards Manual, March 2006.

⁸⁴ Standard PA.2 of the Provincial Policing Standards Manual, March 2006

⁸⁵ Alberta Solicitor General

For a newly-established Red Deer Police Department, non-qualified recruitment will form a very small part of the staffing process. For example: post-graduation field training and certification is conducted by qualified field trainers in the primary investigation⁸⁶ function. Typically a force of 158 officers would assign approximately 50% (79) of sworn officers to this function. To remain effective, it can be assumed that no more than 15% (12 officers) could be trained on the job simultaneously. At this level, the 79-officer primary investigation function would comprise 55 experienced officers, and 12 field trainers, (also experienced officers) with 12 trainees. Although the field trainers and trainees provide service, the efficiency is greatly reduced.

Consequently, in preparation for set-up, a RDPD would need to hire 158 qualified officers of various ranks, skills, and experience in order to function effectively. The hiring of officers could be staggered or phased in through an integrated process undertaken in conjunction with the current RCMP City Detachment.

7.2.1.4 Training – RCMP

The RCMP deploys 2,200 police officers to duties in the province. RCMP conducts all recruit training at their national academy (Depot Division) located in Regina. Upon graduation, recruits are assigned to duties in various Divisions and Detachments and continue their training under the guidance of field trainers. The RCMP provides in-service training through the Detachment and “K” Division.

7.2.1.5 Training – Red Deer Police Department and Municipal Police

There are seven municipal police services in Alberta employing approximately 3,600 police officers. Currently, police recruit training is delivered by both the Calgary Police Service and the Edmonton Police Service to meet their own needs. *Lethbridge College* and the *Alberta Solicitor General Staff College* also offer police recruit training programs. These training facilities also provide training, on contract, for smaller police agencies in the province. A planned provincial Police Training Academy is to be opened in Fort MacLeod, but the construction of that facility has been delayed.⁸⁷

Initial academy recruit training lasts sixteen weeks and may be paid for by the police service. For example, Calgary and Edmonton recruits, in training, receive a first year constable salary. The graduating officers then complete a three-month placement with field training officers and are on employment probation for the year following graduation.

⁸⁶ Usually referred to as general duty, patrol, or operations

⁸⁷ News report, Macleod Gazette, April 5 2011. In February 2011 the government budgeted \$117-million over the next three years for the police college project.

Provincial Standards require that police services provide in-service training and professional development to members.⁸⁸ That training commences upon hiring and continues throughout the careers of the officers, and the curricula must be approved by the Solicitor General.

Currently, police training is conducted on a *post employment* model. Once the Alberta Police and Peace Officer College opens, it is intended that all police recruit training will be centralized in that facility. The possibility exists that the training model could become a *pre-employment* training model where candidates will pay tuition, similar to that of the Atlantic Police Academy and the Justice Institute of British Columbia – Police Academy. This may place a greater strain upon Alberta recruitment as some potential recruits, particularly mature recruits with families, may prefer to seek employment with police services in other parts of the country having post-employment training.

7.2.1.6 Uniforms – RCMP

The RCMP in Alberta wear the uniform of the Force as prescribed by national standards. The uniform does not bear any insignia to identify the community or detachment where the member is serving. The cost of the uniform and all equipment is included in the *direct costs* invoiced to client municipalities.

In some municipalities served by the Ontario Provincial Police (OPP), police officer uniforms will have, in addition to the OPP insignia, an identifying badge or epaulet denoting the community name. Interview information⁸⁹ indicates that this practice is driven by the municipality wanting a closer relationship with the police and an identification of the police as ‘our’ officers versus provincial police officers.

It was also related that OPP police vehicles also may have a municipal insignia in addition to that of the police force. This is a practice that also occurs with the RCMP deployed as municipal police in the city of Richmond (BC) and Surrey BC. Presently in Red Deer, neither marked RCMP vehicles nor Peace Officer vehicles identify with Red Deer. The City owned police facility displays the name of the City and the insignia for the RCMP.

⁸⁸ Standard PA.3 of the Provincial Policing Standards Manual, March 2006

⁸⁹ Ontario Provincial Police source

7.2.1.7 Uniforms – Red Deer Police Department and Municipal Police

In Alberta, the *Police Act* stipulates that members of a police service shall wear only the uniform and insignia approved by the Commission.⁹⁰ Recent estimates identify the cost of equipping a police officer to be approximately \$3,200. That includes a firearm (\$1000), clothing (\$1500) and body-armour (\$700). It is also noted that as part of some benefits packages, items such as boot allowance, dry cleaning, uniforms and other clothing items are an ongoing cost per member.

7.2.1.8 Equipment

Standards prescribed by the province and the RCMP, where applicable, are in place to regulate uniforms, vehicles, weapons and other equipment. There are also specifications to ensure that communications systems and informatics are interoperable between police agencies. However, given the patchwork of agency configurations across the country and the variety of terrain in which radio systems are required to function, there are still examples of data retrieval and storage systems that are not fully compatible and radio systems which are subject to sub-quality performance in some geographic areas.

Occasionally, as noted below, such incompatibility exists within the same agency. For example, the RCMP in Halifax use Versaterm which is similar to the PRIME system in BC⁹¹ but which is not easily compatible with the various systems across the country. In Red Deer the RCMP operate the Computerized Integrated Information Dispatch System (CIIDS) and Police Reporting and Occurrence System (PROS) as a records management environments.

7.2.1.9 Equipment – RCMP

When contracting for services with the RCMP, the force provides vehicles and equipment.⁹² Under the terms of the *MPSA*⁹³, the municipality is responsible for the police facility and any required upgrades. Being a national force with national standards and purchasing, the RCMP uses systems, for example radio and IT, which may not have the ability to communicate with local civic systems. Although most systems have national scope, some locales, such as RCMP services in BC, employ local IT and

⁹⁰ Section 55, *Police Act*, R.S.A. 2000, c. P-17

⁹¹ In February 2003, BC Solicitor General introduced legislation that all police forces in the province use a common information system to enhance public safety and improve law enforcement across the province. *Police Records Information Management Environment (PRIME-BC)*

⁹² Red Deer *MPSA* Article 10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard and quality that is necessary to carry out its responsibilities under the Agreement.

⁹³ Red Deer *MPSA* 1992 Article 8.1 a) The Municipality shall provide and maintain at no cost to Canada ... office space, jail cell facilities ...

communication processes. PRIME-BC (Police Records Information Management Environment for British Columbia) connects every municipal police department and RCMP detachment throughout the province and provides access to information about criminals and crimes instantly to all police agencies.

Regionalized services such as police dog services or regional serious crimes teams are implemented to optimize the use of equipment and resources. This has advantages with regards to the best use of skilled personnel and resources; however, the deployment of resources at a more regionalized level transcends local control and reduces the accountability of personnel to the local oversight authority. This also blurs the service costs and funding of such regionalized services.

7.2.1.10 Equipment – Red Deer Police Department and Municipal Police

Provincial police acts and/or standards usually require municipal police to have access to necessary equipment, systems, and facilities, either by providing their own equipment or contracting services from a neighbouring police force. In so doing, there are economies of scale available through police purchasing cooperatives to assist with controlling costs. As well, municipalities are in a position to ensure that, to the extent permitted, police services use systems common to the municipality and have communication tools which permit interoperability with the fire department and other emergency or civic services.

7.2.1.11 Discipline – RCMP

The RCMP Act prescribes the processes involved in oversight and discipline.

PART IV Discipline Standards

37. It is incumbent on every member

(a) to respect the rights of all persons;

(b) to maintain the integrity of the law, law enforcement and the administration of justice;

(c) to perform the member's duties promptly, impartially and diligently, in accordance with the law and without abusing the member's authority;

(d) to avoid any actual, apparent or potential conflict of interests;

(e) to ensure that any improper or unlawful conduct of any member is not concealed or permitted to continue;

(f) to be incorruptible, never accepting or seeking special privilege in the performance of the member's duties or otherwise placing the member under any obligation that may prejudice the proper performance of the member's duties;

(g) to act at all times in a courteous, respectful and honourable manner; and

(h) to maintain the honour of the Force and its principles and purposes.

7.2.1.12 Discipline – Red Deer Police Department and Municipal Police

Legislation governing the discipline of police officers in Alberta is found in the *Police Act*.

Applicability

2 For the purposes of Part 5 of the Act, this Regulation governs the discipline and performance of duty of police officers.

and Part 5 of the Act, *Complaints and Discipline*, and in the *Police Service Regulation*⁹⁴ under the Act.

All processes are clearly prescribed in the Act and Regulation. The *Standards of Discipline* are defined in the Regulation

Misconduct of a police officer

5(1) A police officer shall not engage in any action that constitutes one or more of the following:

- (a) breach of confidence;
- (b) consumption or use of liquor or drugs in a manner that is prejudicial to duty;
- (c) corrupt practice;
- (d) deceit;
- (e) discreditable conduct;
- (f) improper use of firearms;
- (g) insubordination;
- (h) neglect of duty;
- (i) unlawful or unnecessary exercise of authority.

7.2.1.13 Police Associations – RCMP

The RCMP does not have a union or collective bargaining authority. The RCMP established a process of Divisional Representatives in 1988. In June 2010, the federal government introduced Bill C43 to fundamentally reorganize the relationship between individual members and the employer.⁹⁵ This Bill establishes a new labour regime for members of the RCMP which is to be administered by the Public Service Labour Relations Board. Bill C43 was drafted in response to an Ontario Court Decision which struck down a section of the *RCMP Act*. Until this point, members of the RCMP were precluded from unionizing.

Currently, the operational, management, and cost impact of the new regimen cannot be determined. The impact of employee representation on RCMP contracts may be influenced by issues such as minimum staffing requirements for mobile patrol units or, as in some municipal services, minimum requirements for patrols conducted during certain shifts or in select neighbourhoods. Minimum staffing may also influence

⁹⁴ Alberta Regulation 356/90

⁹⁵ Bill C-43, *An Act to enact the Royal Canadian Mounted Police Labour Relations Modernization Act and to amend the Royal Canadian Mounted Police Act and to make consequential amendments to other Acts.*

personnel numbers required in detachments in remote locations. These factors would impact the cost of contracted services.

It is possible that changes in representation may influence items such as length of time deployed to detachment as officers seek greater consistency in postings. In addition, mirroring municipal experience, the type and frequency of training may change in response to pressure from employee representatives. Matters such as salary and benefits are established in conjunction with Treasury Board based upon national comparators; however, as with all aspects of employee representation, there has been insufficient time for the impact of Bill 43 to be felt at divisional level.

7.2.1.14 Police Associations – Red Deer Police Department and Municipal Police

Members of police services in Alberta are covered by the provisions of the *Police Officers Collective Bargaining Act*. The *Act* prohibits strikes and lockouts and provides for binding arbitration.

7.2.2 Handling of Public Complaints

7.2.2.1 RCMP

Section 49 of the *Police Act* provides that any complaints regarding the RCMP shall be resolved in accordance with procedures established by the RCMP. Complaints must be made in writing and can be filed in a number of ways, including with a local policing committee.

One feature of the provincial system is the position of Public Complaints Director. Both police commissions and policing committees (described in Section 7.5) have the power to appoint a Public Complaints Director. The purpose of that position is to provide an additional avenue for the public to file a complaint about the service or policies of the police service and/or the conduct of police members.

Upon receipt of a complaint, a member of the RCMP will investigate the matter. The review is completed by the Detachment Commander who is the decision maker on internal policy issues. If the complaint or incident is of a criminal nature, a determination regarding prosecution is made by the Crown. The complainant is then informed, in writing, of the findings and a summary of what actions will be taken by the Force.⁹⁶

⁹⁶www.solgps.alberta.ca/programs_and_services/public_security/law_enforcement_oversight/policing_oversight_complaints/Publications/Complaint%20RCMP.pdf

It should be noted that if the complaint or incident involves serious injury or death of any person that may have resulted from the actions of an RCMP employee in Alberta, or there is a matter of serious or sensitive nature related to the actions of a police officer, the Solicitor General has the option of referring the matter to the Alberta Serious Incident Response Team (ASIRT).⁹⁷ The Ottawa developed RCMP operational manual specifically directs:

Where there is a provincially or federally established regime in place for the independent external investigation of RCMP conduct, the RCMP will refer all matter that meet the established criteria of that provincially or federally established regime to the appropriate authority to conduct investigations.

RCMP officers who have committed misconduct are held accountable through a disciplinary system established in Part IV of the *RCMP Act*. Similar to the Alberta *Police Act*, there are provisions for informal as well as formal discipline and hearings. While the *RCMP Act* states adjudication hearings shall be held in private⁹⁸, since 1997 they have, in practice, been open to the public unless the board makes an order for a closed hearing on a motion brought by a party. This is the result of the judgment in *Southam Inc. v. Canada (Attorney General)*.⁹⁹

The investigation, prosecution and Hearing of discipline matters all occur internally to the RCMP. There is no provision in the process for further involvement by a local Policing Committee or other provincial body. It is also important to note that all costs associated with the discipline process are borne by the RCMP and are not levied to a local community. However, client municipalities are levied a \$400.00 per officer per year charge to compensate for the administration of the complaints process.

The *Review* was advised that under the *Agreement*, litigation liabilities associated with policing are assumed by the RCMP.¹⁰⁰ This would not protect the City from the costs of litigation where the City was also named in an action against the RCMP.

Where complainants are not content with the outcomes, they may refer the matter to the Commission for Public Complaints Against the RCMP (CPC).¹⁰¹ This Commission is an independent body created by Parliament to ensure that public complaints about the conduct of RCMP members are examined fairly and impartially. The Commission has the power to further investigate or convene a public hearing into a matter. Public hearings are rare and are usually reserved for complaints where the CPC determines that important details will surface only through a hearing. Whether or not a complaint has been investigated,

⁹⁷ ASIRT is specific to Alberta. Investigations of RCMP member conduct, by other police agencies does occur in jurisdictions such as British Columbia.

⁹⁸ *RCMP Act*, *supra* note 2, s. 45.1(14).

⁹⁹ RCMP, Adjudicative Services Branch. "Annual Report: Management of the RCMP Disciplinary Process 2008-2009.

¹⁰⁰ Litigation Liability: The MPS Agreement, Article 9.3, c) *The cost of the Municipal Police Service does not include: iii the cost of any civil action, compensation claim, ex gratia payment or claim for legal fees*

¹⁰¹ *RCMP Act* Part VI: RCMP Public complaints commission (CPC)

reported on, or otherwise dealt with by the RCMP, the Chair may investigate or institute a public hearing into a complaint concerning the conduct of a member where he or she deems it in the public interest.¹⁰² However, any findings or recommendations made by the Commission are not binding upon the RCMP.

Additionally, the RCMP External Review Committee¹⁰³ is an independent agency reporting to Parliament through the Minister of Public Safety Canada. The mandate is one of civilian oversight of labour relations within the Royal Canadian Mounted Police. The Committee reviews certain grievances as well as appeals regarding formal disciplinary measures, and discharge and demotion cases. Upon completing its review of a case, the Committee presents recommendations to the Commissioner of the RCMP who is the final decision-maker. Again, the RCMP Commissioner is not bound by the recommendations of the Committee but must provide reasons when disagreeing with the Committee in any given case.

The *Act* also allows members of the RCMP to bring forward grievances.¹⁰⁴

Right of member

31. (1) Subject to subsections (2) and (3), where any member is aggrieved by any decision, act or omission in the administration of the affairs of the Force in respect of which no other process for redress is provided by this Act, the regulations or the Commissioner's standing orders, the member is entitled to present the grievance in writing at each of the levels, up to and including the final level, in the grievance process provided for by this Part.

7.2.2.2 Red Deer Police Department and Municipal Police

Part 5 of the *Police Act* details the process to be followed in dealing with public complaints relating to conduct of police officers or police force policy. Complaints must be made in writing and all complaints with respect to a police service or a police officer, other than the chief of police, shall be referred to the chief.¹⁰⁵ All complaints with respect to the chief of police must be referred to the Chair of the Police Commission.¹⁰⁶ The process to be followed in handling complaints is different depending upon whether the complaint is made in relation to

- policy or
- the actions of a police officer.

In regards to a police commission, the *Police Act* prescribes the complaint process as follows:

Public Complaint Director

28.1(1) Each commission and policing committee shall designate a person as a Public Complaint Director.

(2) The Public Complaint Director may be

¹⁰² Commission for Public Complaints Against the RCMP (CPC). In, <http://www.cpc-cpp.gc.ca/prrr/rep/index-eng.aspx>

¹⁰³ *RCMP Act* Part II: RCMP External Review Committee

¹⁰⁴ *RCMP Act* Part III: Grievances

¹⁰⁵ Sec 43(1), *Police Act*.

¹⁰⁶ Sec 43(2), *Police Act*.

- (a) a member of the commission or policing committee other than a member of the council,
 - (b) an employee of the commission or policing committee,
 - (c) an employee of the municipality, or
 - (d) another person, other than a member of the council, who in the opinion of the commission or policing committee is qualified to serve in that capacity.
- (3) The Public Complaint Director shall
- (a) receive complaints against police officers from the public and refer them to the chief of police under section 43(1),
 - (b) provide liaison between the commission or policing committee and the chief, and
 - (c) perform the duties assigned by the commission or policing committee in regard to public complaints.

The *Police Act* stipulates the steps to be taken during the investigation into the complaint and in any hearing into the matter.¹⁰⁷

If, after investigation, the chief determines that there has been a contravention of the regulations governing the discipline or the performance of duty of police officers, the chief is provided with options to either send the matter to a formal hearing or deal with the misconduct informally as provided for in the *Act*. However, if the chief determines that the incident involves an offence under an Act of Parliament or the Legislature of Alberta, the chief shall refer the matter to the Minister of Justice and the Attorney General. Further, if the matter involves serious injury or death of any person that may have resulted from the actions of a police officer, or there is a matter of serious or sensitive nature related to the actions of a police officer, the chief shall notify the Solicitor General who then has the option of referring the matter to the Alberta Serious Incident Response Team (ASIRT).¹⁰⁸

In circumstances where the chief is the subject of the complaint, there are provisions contained in section 46(1) of the *Police Act* which parallel the process described above. In dealing with those complaints, it is the Commission that is the decision maker.

It is important to note that, as provided for in the *Act*, there will be times when it is not practical for the investigation of the complaint to be carried out by members of the same police service. In those situations, it is possible, indeed advisable, to have the matter investigated or presided over by police officers from another police service. In those cases, there may be costs incurred.

Part 2 of the *Police Act* establishes the Law Enforcement Review Board (LERB), an independent quasi-judicial body. Section 48 of the *Police Act* provides police officers or complainants who are not content

¹⁰⁷ For details, refer to Sections 44 to 48, *Police Act*.

¹⁰⁸ Sec 46.1. *Police Act* and see above.

with the outcome of a matter with the opportunity to file an Appeal with LERB. LERB provides independent and impartial review of the facts. At the request of the Minister, the Board may also investigate any matter relating to policing. Once the Board has made a decision about an appeal, it is binding. The only further appeal that can be made is to the Court of Appeal and only on a point of law.

Policy complaints, in contrast to the alleged actions of a police officer, are prescribed under Section 43 of the *Act*

- (4) On receipt of a complaint under subsection (1), the chief of police shall determine whether the complaint or a portion of the complaint is a complaint as to*
- (a) the policies of or the services provided by the police service*

Under Section 44 of the *Act*, the chief of police is required to address the matter or refer the complaint to the commission.

- (1) Where a complaint is a complaint as to the policies of or services provided by a police service, the chief of police shall review the matter, and*
- (a) take whatever action the chief considers appropriate, if any, or*
- (b) refer the matter to the commission for it to take whatever action it considers appropriate.*

The Section prescribes the steps to be taken by the chief and commission to resolve the matter.

7.2.3 Research and Development

Research and development on policy, practices, and equipment in Canadian policing at the national level is conducted by the RCMP and through other agencies. For example, in the areas of operations and support services, the Canadian Police Research Centre (CPRC) is well recognized in Canada and abroad for increasing public safety through applied science and technology. CPRC and its partners, including the RCMP, the Canadian Association of Chiefs of Police, and Defence Research & Development Canada¹⁰⁹ (DRDC) have developed new tools and methods to aid front line policing. The benefits are shared freely with the policing community while the cost for the DRDC is born largely by the federal government and corporate partners.

The Canadian Police College (CPC)¹¹⁰ provides advanced and specialized professional development, training, and education to law enforcement officers from all jurisdictions. CPC offers over 50 advanced and specialized police training courses and workshops in investigative techniques, high-tech crime, forensic identification, explosives disposal/investigations, police management, and leadership policing in

¹⁰⁹ Defence R&D Canada is an agency of the Canadian Department of National Defence that responds to the scientific and technological needs of the Canadian Forces

¹¹⁰ Canadian Police College (CPC). In, <http://www.cpc.gc.ca/cpc-ccp/about-ausujet-eng.html>

Aboriginal communities. The CPC is a centre of integration; it is one of the few permanent Canadian learning institutions that bring police officers together from across Canada and around the world. Candidates share best practices, lessons learned, and develop mentoring and working relationships with law enforcement officers from many jurisdictions, leading to increased abilities and better understanding of their work.

Research and development in organizational management and personnel administration is similarly conducted at the federal level to benefit the broader policing community. For example, in 2006 the Police Sector Council was established to identify human resource challenges in policing and to find innovative solutions. The Council is federally funded and works to identify human resource, planning, and management strategies for police services. Again, innovations and solutions are shared freely with the policing community.

In BC, the RCMP has funded three research chairs, two at Simon Fraser University and one at the Fraser Valley University College, to conduct research on behalf of the RCMP.

Larger municipal police organizations across Canada have research and development functions. For example, the Vancouver Police Department has a planning, research and audit section which includes: a civilian director, two sergeants, two constables, an audit manager, two policy advisors, four policy analysts, one audit assistant, and one research assistant. Similar sections are found in Edmonton and Calgary police services.

Smaller agencies may not have the economies of scale to have an internal function, but innovations in policing practices are widely disseminated and successful applications are quickly adopted across the country. Notwithstanding the smaller agency, the research and development and audit function and philosophy should be applied in everyday management. The auditing of programs and policies should also be part of the ongoing management system.

7.2.4 Flexibility of allocation of resources

Overall policing organizations, like any service delivery agency, must be prepared to respond in short order to a change in their environment, evolving trends, and public expectations. An event or circumstance that calls for immediate organizational response, flexibility, and adaptation can be termed a “trigger point”.¹¹¹ The ability of the police agency to quickly and adequately respond to this trigger point

¹¹¹ Fontaine C.W. Organizational Structure: A Critical Factor for Organizational Effectiveness and Employee Satisfaction, 2007

determines the overall effectiveness of the policing model and, ultimately, the confidence and support bestowed upon them by the community being served.

Changes to the Alberta *Police Act* and the implementation of the *Peace Officer Act* have laid a foundation for a broader approach to law enforcement and policing. Typically, sworn police officers are retained for tasks which require particular authorities and specialized training. The *Peace Officer Act* has empowered municipalities in Alberta to retain other differently trained and qualified personnel to assume an important complementary role in community safety and security.

This 'continuum of crime prevention and law enforcement' offers municipalities increased flexibility and yields particular advantages in several important areas including resourcing. For example, it is now possible to reassign staff or contract out services not specifically requiring the skills and authorities of a sworn police officer. The City of Edmonton provides a good example in the way it has organized its staff. In the Edmonton example, peace officers, employed by the municipality, are deployed to assist in improving public order and safety in the downtown core. Other peace officers are deployed to address public order on Transit and in the Edmonton parks network. There is a clear 'tipping point' for the passage of incidents between the peace officers and the police. A similar process is at work in Calgary.

Red Deer, with the engaged RCMP service, has also adopted the Community Peace Officer model which indicates that the model can work well with both municipal department and engaged policing.

7.2.4.1 Red Deer RCMP

Currently in Red Deer, there are Memorandums of Understanding (MOUs) in place between the municipality and the RCMP which speak to the way Community Peace Officers, who are municipal employees, are managed. Given that the RCMP agreement allows for by-law enforcement within the RCMP mandate, RCMP officers are frequently engaged to respond to by-law related calls. This particularly applies during the hours when by-law officers are not on duty. This issue was frequently mentioned by the community, and some flexibility considering safety issues should be considered with respect to intelligence-led deployment of community peace officers.

7.2.4.2 Red Deer Police Department and Municipal Police

Another area of interest regarding the allocation of resources concerns serious crimes, major events, and emergencies. The response to these issues places extreme demands on smaller agencies. Although some medium sized agencies use internal resources for these responses, it is generally recognized that

the training, cost, and human resources require a critical mass of resources to effectively provide some specialized services.

Major crime investigation

Homicide and other major crime investigations in smaller communities pose significant challenges for police agencies and funders due to the following factors:

- A rare event
- Large resources required especially during the first 24 and 72 hours
- Forensic and initial investigation expertise required
- Complex file management
- Major crime investigation experience, skills, and training required
- Media policies and protocols
- Medium term resources commitment
- Long term resources commitment

The investigative team may require 20 to 50 officers committed full time for the first few hours/days and a smaller team for several months or years. The investigation model options include:

In-house investigation through redeploying existing resources

Advantages

- No costs during years with no homicides

Disadvantages

- Huge drain on resources affecting all other functions
- Requirement to deploy inexperienced, untrained, unqualified investigators
- High, unanticipated costs
- Risk of poor file management
- Burnout of staff
- Potential for ineffective investigation

Regional Team

Advantages

- Expertise available – trained, qualified, experienced
- Expert file management
- Built-in links and connections to other homicides
- Lesser impact on normal everyday functions

Disadvantages

- Annual cost based on formula that is out of the funder's control
- Annual cost although there may be no homicides
- Assumes the availability of resources when required
- Decisions regarding the priority of each incident out of funders control

Contract and/or joint staffing with adjoining agency

Example

- West Vancouver PD (81 officers) & Vancouver PD (1327 officers) ¹¹²

Advantages

- Expertise available – trained, qualified, experienced
- Expert file management
- Built-in links and connections to other homicides
- Lesser impact on normal everyday functions
- Personnel from a small agency gain experience with 'large force' incidents

Disadvantages

- Annual cost through budget or seconded staffing
- Annual cost although there may be no homicides

Major events, Emergencies, and Critical Tactical Incidents

Similar factors also apply to these issues. The smaller agency requires a skilled local function to triage and assess whether the matter can be addressed through the resources of the agency or whether external resources are also required.

7.2.5 Commission, Advisory Committee, Policing Committee

Civilian oversight of the public police is essential in a democratic society. It is also essential that there is a balance between the independence of police operations and investigations and the nature and form of oversight, to ensure accountability to the public. In Alberta, the *Police Act* provides for Policing Committees and Police Commissions. They will be examined in the following section. A third option, the RCMP Advisory Committee, sometimes established in RCMP policed communities, does not enjoy any official status under the *Police Act* and is not considered an oversight body.

Currently, the Red Deer model utilising the Crime Prevention Advisory Committee as an advisory function mandated by Council and the reporting of the OIC to the Director, Community Services Division is functional, but not specifically described in the *Police Act*. The issue of governance and oversight is discussed in Chapter 12.

¹¹² Police Services Division, BC Ministry of Public Safety and Solicitor General. 2009

7.2.6 Legal Support

7.2.6.1 Legal Support – RCMP

In legal matters, the RCMP is supported by the resources of the Department of Justice. Legal counsel is provided and costs related to the defence or settlements of a matter are borne by the federal government. Costs are not directly passed along to the local policing committee or community. In house legal advice and support is also provided by “K” Division at no cost to the City. This would not protect the City from circumstances where the City was also named in an action. See also Chapter 8.1.3.

It is of interest to note that the Community Peace Officer, employed by the City and operating and being supervised by the RCMP, would in all likelihood not be indemnified by the RCMP. In the event that legal action arose from the actions of a Community Police Officer, the City, as the employer, would be responsible for legal support.

7.2.6.2 Legal Support – Red Deer Police Department

In municipalities with a police commission, the council is liable for any legal liability that is incurred by the commission.¹¹³ Expenses can include issues related to the prosecution and appeal of disciplinary cases, civil suits, as well as arbitration awards and other collective bargaining matters. Section 39 of the *Police Act* also stipulates that a council, not the chief of police, shall pay any damages and costs awarded against the chief, any costs incurred by the chief in respect of the action, and any sum payable under a settlement.

Some municipalities may have in-house legal counsel who is available to defend actions and provide advice. However, some police departments have their own in-house counsel on the premise that the department’s interests may not exactly coincide with those of the municipality. In addition, in-house counsel is valuable for advice when developing policies and operational tactics.

7.2.7 Organizational Structure

Given the para-military nature of police agencies, they tend to be more hierarchically structured than private enterprise organizations. The ranks in police agencies are not specifically prescribed, other than

¹¹³ Police Act 31 (7) The council is liable for any legal liability that is incurred by the commission.

chief of police, in the various provincial police acts, but are prescribed in the *RCMP Act*. However, there are differences between the RCMP and municipal agencies and between municipal agencies.

The RCMP tends to have more hierarchical levels as this is thought necessary given the size of the service and number of personnel. Municipal agencies, although controlled by the relevant acts, tend to have fewer levels, and some agencies have attempted to reduce the number of hierarchical levels in an effort to facilitate more effective management and decision making.

Although at most times the separate hierarchical systems are not problematic, where integrated RCMP and municipal services or joint force initiatives are implemented, the melding of commensurate rank systems is sometimes challenging.

7.2.7.1 Organizational Structure – RCMP

The RCMP is organized under the authority of the *RCMP Act*. In accordance with the *Act*, it is headed by the Commissioner who has the responsibility for the management and control of the Force. Section 6 of the *Act* prescribes the senior rank structure:

- (1) *The officers of the Force, in addition to the Commissioner, shall consist of*
 - (a) *Deputy Commissioners,*
 - (b) *Assistant Commissioners,*
 - (c) *Chief Superintendents,*
 - (d) *Superintendents,*
 - (e) *Inspectors,*
- and such other ranks as are prescribed by the Governor in Council.*

In addition, the rank structure includes sergeant major, staff sergeant, sergeant, corporal and constable. The Red Deer Detachment essentially mirrors the RCMP organizational structure in place across Canada. However, some modifications have been made to reflect the reality of the local jurisdiction: for example, the incorporation of Community Peace Officers under a municipal supervisor who takes direction from and reports to the OIC. Additionally, specific units such as the Domestic Violence Unit have been established to address higher risk and the more complex domestic violence cases.

7.2.7.2 Organizational Structure – Red Deer Police Department

In the Organizational Management chapter of the *Provincial Policing Standards Manual*, police services are required to produce an Organizational Chart and a written description of the organization¹¹⁴ along with

¹¹⁴ Reference Standard OM 2.1, Provincial Policing Standards Manual

a written description of each function or component of the organization.¹¹⁵ For municipal police services, the police commission is responsible to appoint a chief of police and to ensure that a sufficient number of persons are employed for the police service to carry out its functions.¹¹⁶ There is no precise formula which determines how many police officers, peace officers, and civilian members are required. Those numbers are derived from function and structure.¹¹⁷ The police service, in collaboration with the police commission, designs its own organizational structure to respond to the needs of the community.

An independent municipal police agency has more flexibility in creating a structure and rank system aligned to the locale.

7.2.8 Dispatch

Section SS.2 of the *Provincial Policing Standards Manual* outlines the minimum requirements for the operation of a Dispatch Centre.¹¹⁸ Briefly stated, the Dispatch Centre must be available 24 hours each day, be staffed by qualified personnel, receive calls from the public, be recorded, and track on-duty officers.

Police services in Alberta serving communities of a comparable size to Red Deer have a local Dispatch Centre to meet the requirements mandated by the province. In some jurisdictions there are Integrated Dispatch Centres which operate police, fire, ambulance, and 911 services.

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

¹¹⁵ Reference Standard OM 2.2, Provincial Policing Standards Manual

¹¹⁶ Roles and Responsibilities, Provincial Policing Standards Manual

¹¹⁷ See elsewhere in this report for discussion of ratios of police to population

¹¹⁸ Reference Standard SS.2, Provincial Policing Standards Manual.

7.2.8.1 Dispatch – RCMP

In Red Deer, the RCMP Detachment is served by one of two provincial operational communications centres (OCC) operated by “K” Division.¹¹⁹ The OCC which serves Red Deer is located in the city and provides service to 56 other RCMP Detachments. This OCC is not integrated with other services. In Red Deer, there is also a fire communications centre (FCC) which hosts the 911 system. The FCC is the point of entry for all 911 calls and forwards police-related emergency calls to the RCMP OCC. The services provided by the OCC are supplemented by staff at the Red Deer RCMP Detachment operating out of the Watch Office. The call takers and dispatchers at OCC have no discretionary power to provide triage on calls or to redirect calls to an alternative reporting system.

As noted previously (section 2.6) there are two programs currently underway with respect to communications and call handling, both at the provincial level (project MOSS) and locally in Red Deer. In the latter instance the program focuses on low priority calls that are placed in the "stack" for the watch clerks to complete. The civilian Watch Clerks contact the complainant and ensure all details are gathered and conclude the files.

Red Deer Detachment is also served by the Watch Office or, as it is colloquially known, ‘the bubble room’. This office, staffed¹²⁰ by municipal employees at municipal cost, monitors calls directed to Red Deer units, provides supportive work regarding matters such as warrant checks or file retrieval, and ‘converts’ calls from CIIDS to PROS.¹²¹ CIIDs and PROS are RCMP call tracking and reporting systems which are not fully integrated and require manual conversion.

Excluding the equipment in the Watch Office, the communication system currently in place in Red Deer including all mobiles (in-car) and portable radios is owned and paid for by the RCMP.

7.2.8.2 Dispatch – Red Deer Police Department

The Detachment complementary telecommunication function in the Watch Office is staffed by two persons. Should this arrangement be considered to become the telecommunication function for the independent police department, there are a number of risks. For an hour in the early morning, one person operates both functions. Even when fully staffed (two persons), in the event of a major incident or multiple incidents there is no ability to operate two radio channels (one for the major incident and the

¹¹⁹ Northern Alberta Operational communications Centre and Southern Alberta Operational Communications Centre.

¹²⁰ One employee between 0500 and 0600

¹²¹ CIIDS Computerized Integrated Information Dispatch System; PROS Police Reporting and Occurrence System

other for regular dispatch activities) while at the same time researching and providing information for the major incident and answering incoming 911 and other calls.

An example of challenges for the telecommunication function is provided where the routine activities of one dispatcher and one call taker were suddenly interrupted by a bomb threat and a possible hostage taking incident.

*The following are some of the actions taken by the telecommunication staff and management team.*¹²²

- *The primary and info dispatchers contacted EDU, ERT, Regional Duty Officer, a negotiator (through RCMP Div HQ), PDS to lock down all schools in the area.*
- *A third radio operator was moved to the breakout position to scribe for primary dispatcher and assist in making the necessary notifications.*
- *Neighboring detachments were advised and the Team Manager interacted with their radio rooms to have all units en route switch to common dispatch.*
- *The Team Manager maintained contact with the Incident Commander advising them of the steps being taken and time frame for extra units to arrive.*
- *The Team Manager activated a fourth dispatcher to manage all operational units not assigned to this original incident.*

During this event the centre was able to expand from the normal operational strength of two (one primary dispatcher and one consolidated info dispatcher) to eight (4 dispatchers, 2 call takers, 1 Team Manager, and 1 Wireless Technician).

Other options include considering continuing the current arrangement under a fee-for-service from the OCC and to examine other collaboration opportunities. The advantage of the current model is the inherent connectivity with adjacent jurisdictions.

7.2.9 Service Delivery to meet Community Needs

Public safety services are delivered by a range of agencies.¹²³ The public police function is complemented by provincial and local resources. The provincial Sheriffs' Department conducts traffic enforcement on provincial highways and a range of other enforcement activities including assisting with provincial check stops. Peace officers are also used on the provincial SCAN (Safer Communities and Neighbourhoods) teams.

Community Peace Officers employed by the City of Red Deer under the provincial legislation, also conduct traffic, parks, and transit enforcement and safety activities. Coordination of those activities is an important issue. The Corps of Commissionaires are contracted to conduct parking enforcement and staff the photo radar program.

¹²² E-Comm Emergency Communications for Southwest British Columbia Incorporated. Incident June 18th, 2008

¹²³ See Chapter A

The question of who is responsible for enforcing municipal by-laws after regular business hours was mentioned as an issue during the *Review*.

7.2.9.1 Service Delivery – RCMP

Service levels are described in the Agreement (MPSA) between the municipality and Canada under Article 3.0 *Management of the municipal police service*:

- 3.1 b) *The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*
- 3.1 c) *The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*
- 3.1 d) *The level of policing service as determined by the Chief Executive Officer under paragraph (c) shall not be less than the minimum standard as determined by the Commissioner under paragraph (b).*
- 3.3 *The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

As prescribed in the Provincial Policing Standards Manual, such Agreements contain objectives, priorities, and goals consistent with those set by the Ministry for the provincial police service.¹²⁴

Disagreements regarding service delivery are included in the MPSA under Article 15.0 Disputes

- 15.1 *Any new issue, matter of general concern or dispute arising from this Agreement shall be a matter for consultation and resolution between the Solicitor General and CEO¹²⁵ in such manner as they shall see fit.*

The MPSA prescribes the duties of the Municipal Police Service¹²⁶ under Article 2.0

- 2.2 *Those Members who form part of the Municipal Police Service shall*
 - a) *perform the duties of peace officers; and*
 - b) *render such services as are necessary to*
 - i) *preserve the peace, protect life and property, prevent crime and offences against the laws of Canada and the Province, apprehend criminals, offenders and others who may be lawfully taken into custody; and*
 - ii) *execute all warrant and perform all duties and services in relation thereto that may, under the laws of Canada, the Province or the Municipality, be executed and performed by peace officers.*

¹²⁴ Page 2, Municipal Policing Agreements, Provincial Policing Standards Manual

¹²⁵ Mayor

¹²⁶ The RCMP Red Deer City Detachment

Currently in Red Deer, law enforcement is conducted at several levels. The RCMP mandate for bylaw enforcement,¹²⁷ in addition to 2.2 b) ii) above, is found in the *MPSA* Article 4.0 Direction and Reporting

4.1 *The Member in charge of the Municipal Police Service shall, in enforcing the by-laws of the Municipality, act under the lawful direction of the Chief Executive Officer or such other person as the Chief Executive Officer may, in writing, designate.*

In Red Deer the RCMP is responsible for developing a budget, a Service Plan and an Annual Performance Plan (APP) which outlines the level of service, priorities and programs to be provided to the community. The APP is sourced in the RCMP planning priorities document which specifies:

- The APP format must be used.
- There must be community consultation to identify priorities.
- There must be quarterly reporting back to the community and Ottawa with regards to the status of meeting the APP's established objectives,

Ideally, the format and content of an RCMP detachment APP should also dovetail with the strategic plans of the municipality.

7.2.9.2 Service Delivery – Red Deer Police Department

Under Section 29 of the *Police Act*, a municipal police commission is responsible for developing a budget and an annual plan which specifies the level of service and the programs to be provided to the community. The Chief is then accountable to the police commission for the effective delivery of those services.

- (1) *Every commission, in consultation with the chief of police, shall cause to be prepared*
- (a) *estimates of all money required for the fiscal year to*
 - (i) *pay the remuneration of the police officers and other persons employed for the police service, and*
 - (ii) *provide and pay for the maintenance of accommodation, equipment and operating costs of the police service,*
 - and*
 - (b) *a yearly plan specifying the level of police service and programs to be provided in respect of the municipality,*
- and shall submit those estimates and plans to the council.*
- (2) *In developing a budget, the council may obtain any information from the commission that may be necessary to enable it to assess the efficiency and the financing requirements of the police service.*

¹²⁷ Report Part 1 provides a total of 3027 bylaw calls for service from January 2009 to June 2010

While intuitively one might sense that a municipal department has greater opportunity to align services with other local services. In practice, in reviews across the country, there is no clear evidence that this is the case. The approaches and philosophies of councils, police authorities¹²⁸, and chief officers are more relevant than the status of the service provider.¹²⁹ There are examples of municipal police departments which share City resources and examples where they do not. In summary, however, there is greater likelihood that municipal agencies will share municipal services than is likely with a contracted service.

¹²⁸ police authorities: board, commission, policing committee, or any other legislated oversight body
¹²⁹ perivale + taylor, 2001 through 2010

Chapter 8 Policing Cost Analyses – Police Service Models

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- 8.2 Red Deer Police Department
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- 8.3 Cost Comparisons

Summary

This chapter compares the costs of providing a police service by the policing service models: the RCMP Detachment and a Red Deer Police Department.

The chapter compares the costs of each area and describes the underlying authority and processes. The implementation costs for a municipal police department are estimated in the range of \$4.6 – 7.5 million 2011 dollars based on City figures for support services, estimates of the implementation project management, and equipment costs. This is consistent with the known costs of establishing a new similar-sized police department in Washington State. However, there are a number of unknown factors which have the potential to increase these costs. In the event Council wishes to explore the option further, a detailed financial audit would be required, especially in relation to the ownership of equipment purchased by Canada for the Municipal Police Service and the interpretation of the Municipal Police Service Agreement: *Article 11.0 Transfer of Ownership of Equipment and Assets*

The projected operating costs for the municipal department are estimated to be higher than for the RCMP detachment.

It should be emphasized that these estimates, although based on actual budgets and some known costs, remain theoretical.

Introduction

This chapter explores and compares potential costs associated with different organizational arrangements.

Policing costs and cost-sharing formulas have been the topic of concern and discussion since the introduction of professional, full-time police forces.

In their early years [1840s] the new provincial police [UK county police] faced considerable ratepayer hostility. Resentment was expressed at the escalating costs of crime fighting; especially when, as some complaints protested, for all their rates,¹³⁰ they never saw a policeman.¹³¹

Currently, the Red Deer *Municipal Police Service Agreement* provides for a 90% municipal and 10% federal cost sharing arrangement. The federal/municipal cost sharing formulas have evolved over the past 45 years.

Prior to 1992, different cost sharing arrangements prevailed between the Federal government and local governments. In 1966, the Federal government was responsible for 60% of the costs of local detachment salaries and equipment with the local government being responsible for 40% of the costs. Between 1966 and 1972, the cost sharing for larger municipalities (those with populations over 15,000) shifted from 60/40 Federal/Municipal to 30/70 Federal/Municipal. Between 1972 and 1992, the cost sharing formula further changed for larger local governments at the rate of 1 percent per year on average such that by 1992 the cost sharing formula for larger local governments¹³² was 10% Federal/90% Municipal. This cost sharing for larger local governments has continued through the term of the current Contract (1992-2012).^{133,134}

The *Review* has no information whether the federal/municipal cost-sharing formula will change when the current agreements expire in March 2012; however, the federal-municipal cost-sharing arrangement is not available for a municipal police department.

In this chapter, the term 'policing model' refers to the type of organization providing the policing services under the *Alberta Police Act* rather than the manner in which services are delivered (practices, as described in Chapter 2.).

The five policing options available under the *Police Act* were examined and described in Chapter 7. The current arrangement (Red Deer RCMP City Detachment) and a projected municipal police department are included in the RFP and the potential costs, advantages, and disadvantages are examined in detail.

¹³⁰ Property tax

¹³¹ Emsley, C. A History of British Policing from the 18th Century to the Present. Quercus, London, 2009

¹³² Populations greater than 15,000

¹³³ Union of British Columbia Municipalities, *Police Services in British Columbia: Affordability and Accountability*, Policy Paper #1, October 2009 Convention

¹³⁴ There are a small number of federal cost-sharing anomalies across Canada

Three other options were examined during the *Review* as being legally and theoretically possible, but the *Review* considers them not to be viable given that many of the crucial decisions such as cost sharing will be out of Council control. Consequently, a detailed financial examination has not been completed.

8.1 Red Deer RCMP Detachment

8.1.1 Policing Infrastructure

8.1.1.1 Information Systems

The specialized policing information system costs are included in the Agreement,¹³⁵ Article 9.3 b) Indirect Costs:

viii) The cost of the Police Information Retrieval System (PIRS)¹³⁶, calculated by multiplying the number of Members employed in the Municipal Police Service who have access to the system by the amount of the fee set out in the RCMP PIRS Fees Order, as amended from time to time.

Other business functions¹³⁷ such as those used by municipal support staff are funded through the municipal policing budget.¹³⁸

8.1.1.2 Dispatch

The police call taking and dispatch function is provided by the RCMP Southern Alberta Operational Control Center (OCC). Costing for this is an indirect expense to Red Deer. The 911 service is provided through the City. The Red Deer Detachment has a secondary radio/data process operated from the Watch Office in the Detachment building to assist field operations and the cost is included in the Agreement Article 9.3 a) Direct Costs

8.1.1.3 Vehicles

The cost of the fleet is funded through the Agreement Article 9.3 a) Direct Costs, ii) and also Article 10 Equipment:

10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard quality that is necessary to carry out its responsibilities under this Agreement.

¹³⁵ Municipal Police Service Agreement between the Government of Canada and the Municipality of Red Deer, dated as of April 1, 1992, expires March 31st 2012

¹³⁶ Note: PIRS has been superseded by PROS (Police Reporting & Occurrence System)

¹³⁷ Such systems typically include support data processing which are not part of the specialized RCMP technology

¹³⁸ City systems such as email and systems used by the municipal staff for their work other than RCMP systems

8.1.1.4 Technology

Specialized police technology is provided through the Detachment (see 8.1.1.1 above) and some services also are included in Specialized Services below.

8.1.1.5 Specialized Services

These costs are included in the Agreement, Article 9.3 b) Indirect Costs,

iv) the cost of divisional headquarters administration, calculated by dividing the total cost of such administration by the average number of Members in the Division for the Fiscal Year (excluding Members who are assigned to divisional administration) and multiplying the number of Members employed in the Municipal Police Service.

The specialized services provided under “K” Divisional Administration are both operational support services and administrative support services, and include but are not restricted to:¹³⁹

- Air Support
- Computer/Informatics/Technological support
- Corporate services (budgeting, pay forecasting, strategic planning, communications)
- Emergency Response Team
- Forensic Artist
- Forensic Services
- Human Resources (staffing, compensation, pensions, recruiting, mediation, adjudications, pay negotiation, staff relation representatives, etc)
- Integrated Child Exploitation (ICE)
- Legal
- Major Crimes (to complement Detachment level services)
- Polygraph
- Tactical Troop
- Training (both developmental and mandatory recertification)
- Underwater Recovery Team
- Violent Crime Linkage System (ViCLAS) analysis¹⁴⁰

8.1.2 Human Resource Management

8.1.2.1 Recruitment and Training

Training costs to the City are included through the Agreement, Article 9.3 b) Indirect Costs:

¹³⁹ Information provided by Red Deer Detachment

¹⁴⁰ Police officers investigating a serious crime that qualifies as a ViCLAS reportable case are responsible to complete the questionnaire/booklet at the detachment. This is then forwarded to the ViCLAS centre in Edmonton

v) ... the cost of recruit training at the Force's Training Academy shall be the product obtained by multiplying \$3,500 by the number of Members in the Municipal Police Service for the Fiscal Year.

Training at the recruit level is conducted prior to the RCMP members being assigned to the Detachment, and in-service training is facilitated through the Detachment or "K" Division. Red Deer Members' time on training courses not related to Red Deer Detachment is not invoiced to the City.¹⁴¹

8.1.2.2 Uniforms and Equipment

The cost of uniforms and equipment is funded through the Agreement Article 9.3 a) Direct Costs, ii) and also Article 10 Equipment:

10.1 a) Canada shall supply to the Municipal Police Service equipment of a standard quality that is necessary to carry out its responsibilities under this Agreement.

8.1.2.3 Discipline

The members of the Red Deer Municipal Police Service, the City Detachment, are governed by the RCMP Act and Discipline Code. Costs are included through the Agreement, Article 9.3 b) Indirect Costs:

ix) ... the cost to Canada of operating the External Review Committee and the Public Complaints Commission, determined by dividing the total such cost by the average number of members in Canada for the Fiscal Year and multiplying by the average number of Members employed in the Municipal Police Service for the Fiscal Year.

8.1.2.4 Union Relations

The RCMP is not unionized although this remains a possibility.¹⁴² Management issues are addressed through a system of Divisional Representatives and the costs are included in the Divisional Administration cost.

8.1.2.5 Payroll Administration

These costs are included in the "K" Divisional Administration cost – and see Section 8.1.5 below.

8.1.2.6 Support Staff (Municipal Employees)

The cost of Support Staff is funded by the City through the Agreement Article 2.4:

¹⁴¹ Agreement Article 9.6 c)

¹⁴² See previous discussion regarding Bill 43

The Municipality shall provide, without any cost to Canada, all necessary Support Staff; such Support Staff shall meet the job and other related requirements as determined by the Commissioner.

Agreement Article 1.0 Interpretation: Support Staff means all those persons who are employed by the Municipality, including clerks, stenographers, data processors, telecommunication operators, jail guards, matrons, and janitors, who are required for the effective operation of the Municipal Police Service.

8.1.3 Insurance

The Agreement, Article 9.3 addresses liability issues related to the RCMP:

- a) *the cost of the Municipal Police Service does not include:*
- iii) *the costs of any civil action, compensation claim, ex gratia payment or claim for legal fees.*

The Review was advised that under the Agreement, litigation liabilities associated with policing are assumed by the RCMP. This would not protect the City from circumstances where the City was also named in an action. Also as previous discussed, litigation with respect to the Community Peace Officers employed by the City would be a responsibility of the City.

8.1.4 Governance

8.1.4.1 RCMP Policing Committee

The Agreement, Article 3.1 a) governs the management of the municipal police service¹⁴³:

The internal management of the Municipal Police Service, including its administration and the determination and application of professional police procedures, shall remain under the control of Canada.

Within the framework of the Agreement, the Alberta *Police Act* allows for a Policing Committee under Section 23.

- (2) *A council that has entered into an agreement under section 22¹⁴⁴ may establish a policing committee.*

Currently, without a stand-alone police committee, the costs associated with the governance and facilitation costs are absorbed within the City administration. If the City were to establish a Policing Committee the annual cost would be determined by the mandate and processes of the committee. Costs

¹⁴³ Red Deer Detachment

¹⁴⁴ Section 22 (3) Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police

may vary from minimal administration and facilitation, to \$20,000 to \$25,000 if the Committee were mandated to conduct research and had travel and educational expenses.

8.1.5 Financial Administration

Financial supervision is provided through municipal employees in the Financial Services of the Detachment and “K” Division provides centralized payroll and other financial services. The costs are included in the “K” Divisional Administration costs (included in the *MPSA*) and the municipal support staff costs (included in the municipal police support budget).

8.1.6 Legal Support

Legal support is provided through the RCMP for police-related matters. This would not preclude the City from seeking independent legal advice as the interests of the City may not be completely consistent with the interests of the RCMP.

8.1.7 Contractual Obligations (City Municipal Employees – MEs)

The Support Staff for the Detachment are employees of the City and are managed by a City manager assigned to the RCMP Detachment.

8.2 Red Deer Municipal Police Department

8.2.1 Policing Infrastructure

8.2.1.1 Information Systems

The estimated annual budget for the City police IT systems is \$1m. This figure is based on known examples but the figure is theoretical when applied to a projected implementation.

8.2.1.2 Dispatch

The current police call taking and dispatch function is provided by the RCMP Southern Alberta Operational Control Center (OCC). Costing for this is an indirect expense to Red Deer through Divisional Administration. The 911 service is provided through the City. The Red Deer Police Department would require the existing secondary radio/data process operated from the Red Deer police building to assist field operations which currently is staffed by two personnel (representing approximate 9 FTEs).

In the event of a decision to establish the police department, the City could negotiate with the RCMP to determine whether a fee for service is required.

In this regard, a similar-size RCMP detachment¹⁴⁵ employs four FTE (representing approximately 18 FTEs) call taker/dispatcher positions 24/7 with a fifth PTE (representing .5 FTE) deployed as needed at busy times. This arrangement allows a level of safety and comfort in dealing with multiple incidents and major events. If the Red Deer Police Department were to use the current in-house systems for call taking and dispatch, additional staff would be recommended.

8.2.1.3 Vehicles

The cost of the fleet, estimated at approximately 60 vehicles, is likely to be \$30,000 per year per vehicle, or \$1,800,000.

¹⁴⁵ perivale + taylor consulting. North Shore 2009

8.2.1.4 Technology

Data storage and analysis pose an interesting area which the *Review* was unable to resolve. The data are generated initially through the OCC, created by the service within the municipality – a contracted organization funded jointly by the City and Canada, and stored within an electronic system operated by Canada (RCMP) and contracted for the provincial/municipal policing functions by the Province.

This issue has been identified in other jurisdictions, and although no operational or audit problems were reported, there were uncertainties over the ownership of the data. In the event of a police department being established and separate data systems created, negotiations would be required to determine the utilization of the original Red Deer related files.

8.2.1.5 Specialized Services

The staffing level of approximately 158 (based on the *Review's* average ratio of 171 officers per 100,000 population) would limit the ability of the department to initially equip and train specialized police services, although there are examples of smaller police agencies with such internal functions. This issue would be especially salient during the start-up period. Alternatively, such services could be contracted from “K” Division, or some arrangement established with the Calgary or Edmonton Police Services under a fee-for-service contract, MOU, and/or a mutual aid agreement.

The *Review* identified a number of examples of contracted cost-for-service arrangements where RCMP Emergency Response Teams (ERT) and serious crime teams provide response and investigative services as required for local detachments.¹⁴⁶ In examining existing examples and budgets, the costs for a contracted homicide investigations and ERT response – if these components formed part of the model – could total approximately \$500,000 to \$700,000 per annum. Another example is that of Oak Bay, a small municipal police department in BC, which contracts with a contiguous department, Saanich Police Department, for the investigation of major crimes and communication and 911 services. The West Vancouver Police Department (BC) has an arrangement where one detective is seconded (at no charge) to the Vancouver Police Department Major Crime Unit and serious crimes occurring in West Vancouver are investigated by the VPD MCU at no charge.¹⁴⁷

A significant challenge is the responsibility for ongoing files. In the Federal Way Police Department example, the Sheriff's Office assumed responsibility for all open investigations at the changeover. This issue would require negotiation with “K” Division to ensure continuing seamless service to the public.

¹⁴⁶ ERT and homicide are discussed as they are the among the most expensive and challenging police functions

¹⁴⁷ perivale + taylor consulting North Shore 2009

8.2.2 Human Resource Management

8.2.2.1 Recruitment & Training

These areas would be the responsibility of the municipal police department. Staffing would require at least one full-time sworn or civilian position to manage recruiting and training, and part-time functions of various specialist officers. Additional costs would include ongoing in-service training and annual certifications and upgrades.

8.2.2.2 Uniforms & Equipment

There are Standards in place which prescribe certain elements of a police officer's uniform. In Alberta, the *Police Act* stipulates that members of a police service shall wear only the uniform and insignia approved by the Commission.¹⁴⁸ Recent estimates identify the cost of equipping a police officer to be \$3,200. That includes a firearm (\$1000), clothing (\$1500) and body armour (\$700). Ongoing costs are also tied into benefit issues such as boot allowance, dry cleaning and other uniform costs as previously discussed.

8.2.2.3 Discipline

Discipline falls under the Alberta *Police Act* and the Chief of Police and Police Commission. The annual costs of the Police Commission are described in 8.2.4.

8.2.2.4 Union Relations

The membership of the municipal police department would most likely be part of an association which acts as a bargaining unit for purposes of contract negotiation, grievances, and arbitration, between the City, Police Commission, and the municipal police department. The potential costs are usually budgeted within the police service budget.

8.2.2.5 Payroll Administration

See below.

¹⁴⁸ Section 55, Police Act, R.S.A. 2000, c. P-17

8.2.2.6 Support Staff

The number of support staff required for the municipal police department would increase over the number required for the engaged RCMP Detachment. Services currently provided through the RCMP Divisional Administration would be assumed by the City and/or the municipal police department for functions such as human resources, finance, and IT. It is estimated that three to five additional municipal staff would be required at an annual cost of \$270,000 to \$450,000 per annum.

8.2.3 Insurance

The *Review* identified examples of municipal police liability insurance of approximately \$500,000 to \$600,000 per annum.

8.2.4 Governance – Police Commission

The Alberta *Police Act* requires a police commission

27(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d)¹⁴⁹ or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.

Examples of such bodies, for jurisdictions of similar size to Red Deer, have budgets of \$20,000 to \$25,000 per year. The Commission requires secretariat services, training, and travel/research costs. This cost estimate may increase depending on the needs and functions of the commission.

8.2.5 Financial Administration

The payroll function from the City will need to serve approximately 158 additional staff, associated with a RDPD. It is estimated that this would require one additional support staff at a cost of approximately \$90,000 per year and is included in 8.2.2.6 above.

¹⁴⁹ 4(2) (d) establish a municipal police service under section 27

8.2.6 Legal Support

The municipal police department should have contracted legal counsel, as, identified previously, the interests and goals of the department may not completely coincide with those of the City. The cost is estimated at \$240,000 per year.¹⁵⁰

8.2.7 Contractual Obligations

The current obligations of the City to police department staff would increase by approximately 158 members. Presumably the *Red Deer Police Association* would act as the primary collective bargaining unit under the *Police Officers Collective Bargaining Act*, to negotiate and administer collective agreements over wages and working conditions. The *Police Act* defines police association:

- (k) “*police association*” means an association of either
 - (i) the police officers of a municipal police service who hold the rank of inspector or higher, excluding the chief constable and deputy chief constables, or
 - (ii) the police officers of a municipal police service who hold ranks lower than that of inspectorthat is limited to members of one municipal police service and has collective bargaining among its objects;

¹⁵⁰ Although the cost is unknown, based on current City legal expenditures this figure may be a not-unreasonable estimate

8.3 Cost Comparisons

Introduction

There is considerable difficulty in making useful comparisons between various jurisdictions. The factors affecting crime rates and costs of policing have been described in detail in Part 1 of the *Review Report*. This section makes a number of comparisons to gain a more comprehensive picture of policing costs and will provide some indication of potential future costs.

The anticipated costs of a municipal police department are based on national comparators and especially Medicine Hat and Lethbridge. The case of the establishment of a new department was examined in the experience of the City of Federal Way, Washington State, which established a new police department in 1996.¹⁵¹

However, local conditions are unique and even jurisdictions with similar populations in the same province and the same police service provider can show significant differences.

The *per-capita costs* of policing are used by the *Review* as the overall guide as it is least affected by the differences in budget categories between contracted provincial police and municipal police departments. The *cost per officer* is often used in the literature; however, its application is potentially misleading. The actual *costs per officer* are usually very similar: similar salaries, benefits, and equipment. Differences occur usually through the measurement rather than the actual costs. For example, the *cost per officer* could be obtained by dividing the total cost of policing by the number of officers. The challenge is how to determine the number of officers. In Red Deer, three numbers are available: the authorized 2009 staffing level of 138 (Police Resources in Canada (PRC) Report), the actual staffing level of 129 (PRC 2009), and the number invoiced to the City, 122, based on actual monthly figures. Under the *MPSA*, officers absent for more than 30 days are not invoiced to the City. This is further complicated by the invoiced cost representing only 90% of the actual costs (under the federal-municipal cost sharing).

In the case of municipal police departments, the PRC shows actual and authorized figures to be very close. In the *Review's* comparator municipal departments, the actual staffing figures varied from 98% to 104% from the authorized strength, with the average being 100%.¹⁵² The municipalities pay 100% regardless of the status (training, suspended, extended sick leave, pre-retirement leave, recruit training), hence the significant difference in cost.

¹⁵¹ The City of Federal Way is approximately 40km south of Seattle (2010 pop. 608K) and 21km north of Tacoma (2010 pop. 200K) on the Interstate highway

¹⁵² Statistics Canada PRC 2011.

The different reporting processes make it very difficult to make an accurate comparison. In addition, in Red Deer the cost of peace officers is included in the gross policing budget which may or may not be the case in the comparator municipalities. This Report does include a *cost-per-officer* calculation but it is used for a group of similar agencies.

There has been a consistent trend for a number of years of increases in policing costs nationally.

A 2005 study of policing costs in British Columbia¹⁵³ showed that over thirty years:

- *there was an increase in demand for police services that exceeded increase in police personnel*
- *there were a series of court decisions that substantially increased the required number of steps and the amount of paperwork generated in handling cases that proceed to court*
- *there was an associated increase in time for handling specific types of crimes as the legal requirements changed*
- *there were increases in time required to handle cases administratively as computer systems were introduced.*

Overall, there was a decrease in police capacity and an increase in demand for services. The amount of time required by police officers to handle a case from initial call acceptance by crown increased substantially over the course of the last 30 years. For example:

- *break & enter cases required 58% more time in 2003 than in 1983*
- *driving under the influence required 250% more time*
- *domestic assault cases required 964% more time*¹⁵⁴

Advances in technology such as the development of DNA fingerprinting and the establishment of *cold-case* homicide investigation teams have also added new costs. Other expenditures such as cost of travel for investigations, acquisition of specialized equipment, and associated training costs have accelerated. The national trend to rationalization and regionalization of policing services is a response to these increasing costs. Although the study was conducted in BC, it is reasonable to assume that the effects apply to Alberta and Red Deer.

Table 8-7 below illustrates costs of policing as reported in Police Resources in Canada (PRC), Reports 2004 to 2009.¹⁵⁵

¹⁵³ A 30 Year Analysis of Police Service Delivery and Costing. University College of Fraser Valley; Institute for Canadian Urban Research Studies (ICURS) 2005

¹⁵⁴ Provincial Policy changes such as the British Columbia Attorney General *Violence Against Women in Relationships Policy* 1993.

¹⁵⁵ Police Resources in Canada 2010 Report. Changes to the Police Resources Report. The table "Police operating expenditures in municipal police services", which was presented in previous years, is no longer included in this report because of comparability issues. Due to the different ways that individual police services report expenditure information, comparisons at the municipal level are problematic. 2009 expenditure data is not included.

Table 8-7 Alberta & National Comparators – Policing Costs per Capita 2004 - 2008

Community	Prov	Police	2004	2005	2006	2007	2008	2004 – 2008 average	2004 – 2008 % change	2007 – 2008 % change
Red Deer	AB	RCMP	124	135	138	118* (133)	129* (154)	* See below	* See below	* See below
Grande Prairie	AB	RCMP	111	129	137	147	160	137	44.14%	8.84%
Lethbridge	AB	LRPS	213	223	231	239	241	229	13.15%	0.84%
Medicine Hat	AB	MHPS	260	264	274	286	303	277	16.54%	5.94%
Wood Buffalo / Fort McMurray	AB	RCMP	141	156	175	198* (123)	256* (156)	*	*	*
Alberta average			170	181	191	198	218	214	24.61	5.20
Delta	BC	DPD	203	214	227	232	243	224	19.70%	4.74%
Kamloops	BC	RCMP	132	139	137	144	162	142	22.73%	12.50%
Langley Township	BC	RCMP	127	125	136	138	153	136	24.47%	10.87%
Nanaimo	BC	RCMP	137	146	147	145	147	144	7.30%	1.38%
North Vancouver	BC	RCMP	101	103	107	113	122	109	20.79%	7.96%
Victoria ¹⁵⁶	BC	VPD	313	329	344	346	389	344	24.28%	12.43%
Brantford	ON	BPS	178	192	199	215	245	206	37.64%	13.95%
Chatham-Kent	ON	CKPS	184	203	201	213	219	204	19.02%	2.82%
Wellington County	ON	OPP	103	110	105	120	129	113	25.24%	7.50%
Codiac Regional	NB	RCMP	133	142	166	175	181	159	36.09%	3.43%
Cape Breton	NS	CBRP	160	160	188	188	202	180	26.25%	7.45%
Total average			164	173	182			186	24.09	7.19

* Note: the average figures in the table above do not include Red Deer and Wood Buffalo which were not considered due to the following reasons. The Red Deer population figures provided in Police Resources in Canada (PRC) for the years 2008 and 2009 are inconsistent with Red Deer's census.

2008	municipal census	87,816	105,130 PRC
2009		89,891	97,038

The population figures distort the *cost per capita* figures. In the table, the second Red Deer *cost-per-capita* figures (in parenthesis) for the years 2007 and 2008 are based on the PRC reported policing costs (\$11,454,195 & \$13,533,096) divided by the Red Deer municipal census figures. The PRC figures for Wood Buffalo appear to include only the population for Fort McMurray and not the 'shadow population' of Wood Buffalo and so are not included in the average numbers and the additional (cost-per-capita) figures for 2007 and 2008 are calculated using the municipal census figures. The Regional District of Wood Buffalo was formed in 1995 through the amalgamation of the City of Fort McMurray and the Improvement District known as Wood Buffalo.¹⁵⁷

¹⁵⁶ Victoria includes the municipality of Esquimalt

¹⁵⁷ Order in Council: amalgamates Improvement District No. 143 and the City of Fort McMurray to form a specialized municipality having the name "Municipality of Wood Buffalo"

The average *cost per capita* from 2004 to 2008 is calculated in order to avoid temporary annual anomalies. The *cost per capita* measurement is used as the most appropriate cost comparator as it avoids the discrepancies inherent in *cost per officer* when comparing municipal police departments to contracted provincial police. However, there are discrepancies in the PRC figures described above.

The table above illustrates policing expenditures in the *Review's* comparator jurisdictions increased between 2004 and 2008 on average:

- 7 municipal services 22.37%
- 7 contracted services 25.82%

The table illustrates policing costs per capita from 2004 to 2008 to be on average:

- 7 municipal services \$238
- 7 contracted services \$134

It must be emphasized that these figures are a guide only. When the gross Red Deer 2009 budget of \$20,807,373¹⁵⁸ is divided by the 2009 municipal census figure of 89,891, the cost per capita is \$231. However, this figure does not include revenue sources of \$5,519,167 (Provincial grants - \$1,689,692; Other grants - \$360,000; Traffic fine revenue - \$3,469,475.) After revenues are included, the actual budget is \$15,288,206 which provides a per capita cost of \$170. Using the PRC population figure of 92,415 the per capita cost is \$165.

¹⁵⁸ Includes community peace officers

Chapter 9 Policing Costs Analyses – Alternate Police Model

- 9.1 Red Deer Municipal Police Department – Implementation Costs
 - 9.1.1 Changes in Service Provider
 - 9.1.2 The Establishment of the Federal Way Police Department
 - 9.1.3 The Implementation Process of the Municipal Police Department
 - 9.1.4 Summary
- 9.2 Operating Costs – Municipal Police Department compared to RCMP
 - 9.2.1 Alberta Municipal Theoretical Models
 - 9.2.2 Red Deer Police Department Staffing Levels
 - 9.2.3 Red Deer Police Department Officer Costs
 - 9.2.4 Major Operating Costs Comparison
 - 9.2.5 Findings

Summary

This chapter examines examples of changes in police service providers to determine likely implementation and operating costs and issues to be considered..

There are no financial analyses which are helpful, other than Federal Way WA and Codiac NB, as the circumstances of the changes usually coincided with other municipal changes and the federal statistics report the new jurisdictions. Federal Way reported no savings in the policing costs.¹⁵⁹ In Greater Moncton, in 1997, the combined policing costs of the three jurisdictions of Moncton, Dieppe, and Riverview were \$14,694,000¹⁶⁰, and in 1998, the costs of the newly established regional police serving the same service area of the three municipalities were \$11,196,000.¹⁶¹

The new municipal police department would have start-up costs of approximately \$4.6 to \$7.5m¹⁶² and net operating costs perhaps \$4m higher than the current model. The start-up amount is consistent with the known cost of the Federal Way Police Department implementation and the operating costs are consistent with other municipal services.

¹⁵⁹ City of Federal Way

¹⁶⁰ perivale + taylor 2008. Moncton Police Department, Dieppe Police Department, and RCMP Riverview

¹⁶¹ Police Resources in Canada 1999

¹⁶² This estimate is consistent with the 1996 start-up cost for the Federal Way PD of US\$4.5 to US\$5.7m in 2009 dollars

Introduction

Under the current RCMP arrangement, the MPSA governs the responsibilities for providing facilities and equipment for the detachment. Generally, it can be stated that Canada provides personal equipment, vehicles, and specialized policing-related IT, while the City provides municipal support staff, facilities (offices and detention services), and office equipment and furniture. The following sections of the MPSA specify responsibility for provision, ownership and transfer.

In establishing a municipal police department, savings may accrue to the City not only by the credit for the amount already paid by the City, but also by the ease of transition. The absence of a requirement to obtain and install/ prepare new equipment would avoid further costs.

Article 11.0 Transfer of Ownership of Equipment and Assets

11.1 In the event of the expiry or termination of this Agreement,

- a) *the ownership of any item of equipment that was purchased by Canada for the Municipal Police Service shall, at the option of the Municipality,*
 - i) *be transferred to the Municipality upon payment to Canada of an amount equal to the amount that the current market value exceeds the amount, exclusive of interest, already paid to Canada by the Municipality for that item of equipment; or*
 - ii) *remain vested in Canada, in which case Canada shall credit the Municipality with any amount by which the current market values exceeds the amount that Canada paid for that item of equipment; or*

- b) *where any such item of equipment was purchased by Canada prior to the date of this Agreement for the Municipal Police Service, upon such expiry or termination the Municipality may, at its option, acquire ownership of the equipment by paying to Canada the fair market value, as determined by an independent appraisal obtained by Canada, at the applicable cost-sharing ratio set out in paragraph 9.2(b);¹⁶³*

- c) *where any item of equipment that*
 - i) *cost \$100,000 or more,*
 - ii) *was purchased by Canada at any time for the Municipal Police Service, and*
 - iii) *was sold by Canada or transferred from the Municipal Police Service, Canada shall credit the Municipality with any amount by which the current market value exceeds the aggregate of payments, exclusive of interest, made by the Municipality in respect of that item.*

¹⁶³ MPSA Article 9.2 (b) (ii) ... the Municipality shall pay 90 per cent of the cost and Canada shall pay 10 per cent.

9.1 Red Deer Municipal Police Department – Implementation Costs

The premise of the cost estimate for the implementation of a municipal police department is that a number of cost centres will not change, or may change very little; for example, the municipal police building costs. Consequently the process focuses on areas that might or would be subject to change. The *Review* examined a number of jurisdictions where recent changes in police service providers had taken place.

9.1.1 Changes in Service Provider

The following examples of changes in police service provider provide a background from which a number of conclusions can be drawn. Appendix 9.1.1 includes complete description of the changes.

2003	Municipal to municipal regional - Victoria & Esquimalt BC
2000	RCMP to municipal regional – Cape Breton NS
1998	Municipal to RCMP – Moncton & Dieppe NB
1997	Federal Ports Canada Police to municipal – Saint John NB & Vancouver BC ¹⁶⁴
1996	Contracted to municipal – City of Federal Way WA
1995	RCMP to municipal – Abbotsford-Matsqui, British Columbia
1990s	Municipal to Regional – Ontario
1969-1974	United Kingdom – municipal to regional

When RCMP-policed jurisdictions have changed to a municipal service (Cape Breton NS and Abbotsford BC¹⁶⁵) the numbers of new officers required has been modest and manageable. It is noted that few RCMP members joined the new agencies: lack of pension transferability is a major disincentive. In addition, the members can be transferred to a nearby detachment without disruption to their career. In the Vancouver Port example only one out of approximately 30 Ports Canada officers joined the VPD. In the Washington State example, five officers from the contracted service (Sheriff's Office) joined the new municipal department of 112 officers.

When municipal jurisdictions change to RCMP service, the process is more straightforward. The *RCMP Act*, Section 20 provides for the process:

Taking over other police forces

(4) There may be included in any arrangement made under subsection (1) or (2) provision for the taking over by the Force of officers and other members of any provincial or municipal police force.

This occurred in 1998 in Metro Moncton NB where two municipal police forces (Moncton and Dieppe) were disbanded by the province which created the Codiac Regional Police Service, an RCMP

¹⁶⁴ Taylor R. "Waterfront Team Implementation Plan", Vancouver Police Department, 1997

¹⁶⁵ Four RCMP members joined the APD

Detachment formed from the officers of the municipal forces¹⁶⁶ and the contiguous RCMP Detachment of Riverview.

As noted above, there are no financial analyses which are helpful, other than Federal Way and Codiac, as the circumstances of the changes usually coincided with other municipal changes and the federal statistics report the new jurisdictions. Federal Way reported no significant changes in the policing costs.¹⁶⁷

9.1.2 The Establishment of the Federal Way Police Department (FWPD) WA 1996

This example is described more fully as it is the closest example found by the *Review* to the Red Deer situation. The Consultants visited the city to examine the background.

Until 1996 the City of Federal Way WA received contracted policing services from the King County Sheriff's Office. In October 1996 the City withdrew from the *Memorandum of Understanding* with the County and established a municipal police department. Federal Way is a city of just under 90,000 (Red Deer under 97,000) population, located on the Interstate highway halfway between the larger centres of Seattle (pop. 608,000) and Tacoma (pop. approx' 200,000). This is analogous to Red Deer's site between Edmonton and Calgary. In 1996 the population of Federal Way was 75,000 (Red Deer population was 62,000) and the newly created police department had a complement of 112 officers (Red Deer had 72 officers¹⁶⁸). In 2010 the FWPD had an actual and authorized strength of 136 officers and Red Deer approximately 131 to 135.¹⁶⁹

The issues behind the change in service provider were described as

- increasing costs of the contracted service
- a desire for a policing model more closely aligned to the community
- the natural progression of city services with the growth of the city

A start-up budget of US\$4.2m was established and the actual costs were US\$3.3m. These amounts are estimated to represent \$5.7 to \$4.5m in 2009 US\$.¹⁷⁰ Cost savings were realized by not having an overlap of both FWPD and KCSO personnel and by obtaining radios from the KCSO at little or no cost.¹⁷¹

¹⁶⁶ All but three of the 148 municipal officers joined the RCMP

¹⁶⁷ City of Federal Way

¹⁶⁸ Police Resources in Canada

¹⁶⁹ Figures from FWPD, the City of Red Deer, and Police Resources in Canada 2010 Report

¹⁷⁰ Figures are left in US dollars to allow future comparisons regardless of the Canada-US exchange rate

¹⁷¹ FWPD

The new police department leased space for the first several years but eventually moved into the new combined city hall and public safety building.

The process started in May 16, 1995¹⁷²

Federal Way City Council - Regular Meeting

VII CITY COUNCIL BUSINESS

Future Police Services

Councilmember moved to direct the City Manager to notify King County that the city is terminating that certain interlocal agreement providing for Police Services entered into between the City of Federal Way and King County, and, further, to direct the City Manager to take all necessary actions, including the expenditure of all necessary funds, in order to form a City of Federal Way Police Department on or about November 15, 1996. The motion passed.

September 3, 1996

Federal Way City Council - Regular Session

City Manager Report

City Manager conveyed Chief Wood has begun training the new police officers and informed Council there are now 45 sworn-staff persons on board the Police Department.

September 17, 1996

Federal Way City Council - Regular Session

City Manager Report

City Manager reported the Police Department began their first phase of operation, street patrol, yesterday.

Appendix 9.1.2 includes additional council minutes relating the establishment of the police department.

It is reported that the costs of policing changed little, if at all; the more important advantage was having a greater ability to align services to the city's issues and priorities. The length of time from the decision to establish the new department in May 1995 and to the operational launch in October 1996 is reported as being too short. The department operated on instruction rather than policies for the first several months and the first two years were described as challenging.¹⁷³

There are significant administrative differences between the State of Washington and the Province of Alberta. All police officers in the state share the same pension scheme and so pension transfer was not an issue for intra-state hires. Persons hired from outside the state were unable to transfer pension funds. There are 39 sheriff's offices, 174 police departments, 6 university police departments, and 21 tribal agencies in the state. In addition, there are several state agencies with peace officer powers including the Highway State Patrol. In this environment there is far more mobility within the agencies than in Alberta where there are seven municipal police forces and the RCMP, and in addition the Sheriff's Office and peace officers.

¹⁷² City of Federal Way Council Minutes

¹⁷³ Operating instructions were provided while policies were being developed. FWPD and City of Federal Way

9.1.3 The Implementation Process of the Municipal Police Department

The implementation would require a two-year process.¹⁷⁴ A project management team would be required including

- A police commission to lead the process
- Chief of Police and Deputy
- Human Resource (HR) support staff

for selection and hiring, and the development of policies, MOUs, and protocols.

9.1.3.1 Establishment of the police commission

City Council would have the responsibility to appoint the police commission under the *Act*. The Commission's operational expense is estimated at \$20,000 to \$25,000 per year.¹⁷⁵

9.1.3.2 Selection of Chief and Deputy – Executive Team and Managers

Senior managers in other police agencies advised the *Review* that this is probably the easiest human resource issue to overcome. A suitable Chief of Police (two years for project management) and Deputy (one year for project management) could be identified at an early stage in the process to oversee the implementation plan in collaboration with the new police commission and the City. Interviewees suggested that the middle level of managers and supervisors would be the most difficult to recruit and develop in the new municipal agency. Many officers with high potential are likely to have a career path established within their home agency and have family who are ensconced in local schools and/or careers.

Timelines, policies, procedures, and protocols would be developed by the Executive Team in consultation with the Police Commission, the City, affected municipal/provincial services, and community and social agencies.

9.1.3.3 Support Human Resource Staff

The HR support function (4 FTEs one year) would manage the selection and hiring of all other police personnel and form the HR function of the new police department when established. It is envisioned that the project management team could be housed in the new police building.

- Selection and planned hiring would be undertaken by the HR team over several months prior to the changeover

¹⁷⁴ Consultation with police and civic stakeholders

¹⁷⁵ Estimated costs of \$20,000 to \$25,000 per annum based on similar boards/commissions however depending on the activities of the commission this estimate may increase

9.1.3.4 Facilities – buildings

The new Red Deer police HQ building opened in 2011. It is assumed that operating costs will not change significantly regardless of policing service provider. The North Office opened in 2009, and consequently the City has the advantage of having new city-owned facilities already in place.

9.1.3.5 Facilities - Radio-data - 911 Call Taking

The OCC communication-call taking function, ideally, could, subject to negotiation with the RCMP, stay in place for the police department. The start-up costs may be in need of additional communication equipment in the Watch Office and these potential costs are unknown.

9.1.3.6 City IT Systems

The cost of the information systems for the municipal police department would be borne by the City. The following tables illustrate the estimated start-up for the municipal system including equipment, applications, integration, and project management. Note: see Chapter 8.2.1.3 below for the discussion on the opportunity for equipment to be transferred to the municipality. Some components of the system, especially vehicle laptops, might represent a cost savings if the complete vehicles and equipment were transferred.

Start-up Costs ¹⁷⁶

Network Architecture

Item	Estimated one time cost
Data Room Build (including environmental controls)	\$250,000
Uninterruptible Power Supply	\$10,000
Racking Equipment	\$10,000
Switches and Routers	\$50,000
Cabling	\$20,000
Other: Room Security	\$10,000
Total	\$350,000

¹⁷⁶ Estimates provided by City staff

Mobility Costs

Item	Estimated one time cost
Vehicle Refit Costs (60 vehicles)	\$30,000
Other: Portable Radios (60)	\$120,000
Total	\$150,000

PCs Laptops & Servers

Item	Estimated one time cost
PCs 50 for OCC and Admin	\$60,000
PCs 75 for RDPS members	\$90,000
Ruggedized Vehicle Laptops (60 @ \$4,000) * see below	\$240,000
Common Applications (Microsoft Office, etc.)	65,000
Servers	\$150,000
Other: Printers and Plotters	\$175,000
Dual Firewalls for redundancy	\$20,000
Total	\$800,000

Systems

Item	Estimated cost
Case Management System and Implementation Costs	\$75,000
Import of Historical Information - Integration Costs	\$600,000
Extract Costs from CIIDS (RCMP) System	\$25,000
Police Dispatch System and Implementation Costs	\$500,000
CPIC	\$50,000
Total	1,250,000

Integration and Project Management

<i>Item</i>	<i>Estimated cost</i>
Integration with Existing Applications	\$75,000
Project Management	\$100,000
Total	\$175,000

Telecommunication

<i>Item</i>	<i>Estimated cost</i>
100 cell phones	\$20,000
150 fixed line desk phones	\$60,000
Total	\$80,000

The estimated IT start-up costs total \$2,805,000. It should be noted that Agreement Article 11 governs *the Transfer of ownership of equipment and assets*. In the event that a municipal police department assumed policing responsibilities, a transfer of ownership would assist the seamless change of service provider and might reduce costs through using existing equipment and avoid installation and start-up costs.

The laptops could be reconfigured but the server would also have to be reconfigured. This would be complex as there is no local database; the RCMP is using their centralized data repository. It would be possible to continue to use the RCMP server, but there would be significant policy and security issues to resolve and the technical steps would nonetheless be complex. The costs of such a change are unknown.

9.1.3.7 Fleet

There is uncertainty over the budget required. The amount of municipal credit under the *MPSA* which would be available is unknown and may change depending on the age/value of the vehicles and the date of a changeover. The possibility and cost of continuing the use the vehicles' data/IT equipment is unknown.

- a new fleet 60 x \$50k = \$3m or
- conversion of existing fleet 60 x \$1000 = \$60k
- the cost of a new fleet could be amortized over five years¹⁷⁷

9.1.3.8 Staff – Sworn and Non-sworn Overlap

The costs of sworn and non-sworn staff would be affected by the nature of a transfer of service. It is difficult to conceive of an overnight transfer; some type of phased-in or overlap service would be required in order to provide adequate policing through the process. In the case of a short change-over period, staff overlaps would be required and, consequently, the costs would include both the current *MPSA* staff and the newly-hired RDPD staff.

¹⁷⁷ other police agencies indicate a five-year operational life for their vehicles

Should a longer phase-in period be implemented, over a number of months, departing RCMP *MPSA* staff would be replaced one on one by RDPD staff. Note: some RCMP personnel might transfer to the new department but previous experience shows this would be a small proportion. This process is less expensive as it might not require overlapping staff.

9.1.3.9 Municipal Support Staff Restructuring

Employee jobs (Non-RCMP) could change or no longer be needed, and new positions and new skill sets might need to be filled with appropriate personnel. The potential cost is unknown but believed to be small. The changeover challenges and costs would likely be reduced with a phased process.

9.1.3.10 Pension

The potential impact and costs of pensions for retained RCMP is unknown. When the Codiac Regional Police was established through provincial legislation, absorbing municipal employees, it was reported that the pension adjustments and accommodation were difficult and created some degree of frustration and litigation.¹⁷⁸

The issue of pension portability was also raised in the Halifax Regional Municipality's Policing Resources Study (2009).¹⁷⁹ The issue of pensions is the greatest determining factor as to whether RCMP personnel would be willing to remain in place. Unlike the numerous policing amalgamations in Ontario where the municipal and provincial police are members of the same pension plan, the RCMP personnel are members of a federal plan, separate from the Halifax municipal pension plan. The HRP Police Association, following consultation with a pension expert suggests that a group agreement would have to be negotiated to achieve such a mass transfer of personnel from the RCMP to a municipal entity.

9.1.3.11 Uniforms and Personal Equipment

The one-time start-up costs of uniform and personal equipment are estimated at approximately \$3200 per officer for a total of approximately \$500,000.

9.1.4 Summary

Given the number of unknowns it is difficult to provide an accurate implementation costs estimate.¹⁸⁰ The following is a summary list of items that should be considered and where possible an approximate estimate of the potential expense is provided.

¹⁷⁸ perivale + taylor. City of Moncton Policing Services Study, 2010.

¹⁷⁹ Perivale + taylor. Halifax Regional Municipality: Policing Resources Study. April 2009.

¹⁸⁰ The mandate of the *Review* did not require the development of a detailed change plan.

Table 9-1 Summary of Transition (or Start Up Costs)

Implementation Process	Estimated cost Low range	Estimated cost High range
Project Management – 2 years Includes <ul style="list-style-type: none"> ▪ Police Commission 2 years ▪ Police Chief 2 years ▪ Deputy Chief 1 year ▪ HR team 1 year 	\$1.25m	\$1.25m
Facilities – buildings	Low or not applicable	
Facilities Radio-data-911 call taking	Unknown – continuing with the OCC with fee for service	
City IT systems	\$2.805m	\$2.805m
Fleet	\$60,000 Existing fleet if transferred to the PD at no cost	\$3m New Fleet
Staff overlap transition	Lower, but unknown, if the replacement of staff is gradually phased in	High, but unknown, if the change over period is short
Municipal staff restructuring	Unknown but probably low	
Pension	Unknown but probably low or not applicable	
First issue of uniforms and personal equipment	\$500,000	\$500,000
Totals	\$4.615m + unknowns	\$7.555m + unknowns

9.2 Operating Costs – Municipal Police Department compared to RCMP

9.2.1 Alberta Municipal Theoretical Models – Medicine Hat and Lethbridge

In the examination of the options for police models in Red Deer, a number of theoretical financial models have been created in order to determine a likely range of costs. The *Police Resources in Canada Reports* (PRC) based models use the average total costs for the five comparator municipal police departments and are based on the *per-capita* costs and the *per-officer* costs. The sources are from *Statistics Canada PRC 2008 and 2009 Reports*.¹⁸¹

The Alberta Costs-based models use examples from the *Alberta Solicitor General and Public Safety Cost Review of Municipal Police Report 2008*.¹⁸²

Notwithstanding the issues associated with the *per-officer* cost calculation (described in Chapter 8.3), in this application they are only one measurement, are applied only to municipal departments, and provide a cost model that can be compared to the *per-capita* cost. As noted elsewhere in this report, although important, the cost of services is but one factor to be considered in evaluating the most appropriate police service model.

It should be emphasized that the various sources provide differing figures. The intent of the analysis and theoretical models is to provide a range of potential costs which, when considered as a whole, provide a reasonable prediction of the range of costs which can be compared to each other and to the existing model.

9.2.2 Red Deer Police Department Staffing Levels

The largest portion of policing costs is for wages and benefits; consequently, determining the number of officers is an important decision. To determine a theoretical staffing level of a new municipal police department, the average number of officers per 100,000 population of the municipal comparators was used.

In Table 9-2 below, the 2009 figures for authorized strength are from the *Police Resources in Canada (PRC) 2009 Report*; the PRC 2009 population figures are from the *PRC 2010 Report*. It is noted that the PRC figures differ from the Alberta municipal census figures¹⁸³ and so both are included. The police per

¹⁸¹ 2009 financial figures are not available

¹⁸² 2009 financial figures are not available

¹⁸³ Government of Alberta 2009 Official Population List

100,000 population figures are calculated from the figures in the table, which are slightly different from the PRC figures (which combine 2010 staffing with 2009 population).

Table 9-2 Officer staffing levels – comparators 2009

	Population	Officers (authorized strength)	Police per 100,000 population
Red Deer RCMP AB	92,415 (PRC) 89,891 (Municipal)	138 ¹⁸⁴	149 154
Lethbridge Regional AB	89,835 (PRC) 85,492 (Municipal)	153	170 180
Medicine Hat Municipal AB	63,443 (PRC) 61,097 (Municipal)	114	180 187
Delta Municipal BC	100,635 (PRC)	165	164
Brantford ON	95,285 (PRC)	156	184
Chatham-Kent ON	109,858 (PRC)	170	155

The average of the five comparator police departments' staffing level (PRC) per 100,000 population is 171 which will be used for the purposes of the Red Deer Police Department theoretical model. Such a ratio would result in the Red Deer Police Department having 158¹⁸⁵ officers under the PRC population and 154¹⁸⁶ for the municipal population.

It should be noted that the exact composition of the 158 figure, regarding ranks, patrol, and specialist functions will vary based on details of the implementation plan. The figure may include both police and peace officers if some police positions are reclassified as peace officers (as does the current Red Deer budget but not the authorized PRC strength) and also may be reduced if some services are contracted out. However, these details will have a minor effect on the total budget. All the comparator agencies have, to varying degrees, a range of such positions.

¹⁸⁴ Statistics Canada Police Resources in Canada 2009 figure does not include peace officers

¹⁸⁵ $171 / 100,000 \times 92,415 = 158$

¹⁸⁶ $171 / 100,000 \times 89,891 = 153.7$

9.2.3 Costs PRC

The figures in table 9-3 are from Police Resources in Canada 2008 and 2009 Reports (PRC).

Table 9-3 Cost per capita & officer 2008

	Budget	Cost per capita	Police Actual	Cost per officer*
Lethbridge Regional AB	\$21,169,500	\$231	148	\$143,037
Medicine Hat Municipal AB	\$18,805,939	\$274	109	\$172,532
Delta Municipal BC	\$25,318,240	\$227	158	\$160,242
Brantford ON	\$23,204,057	\$199	152	\$152,658
Chatham-Kent ON	\$24,304,850	\$201	167	\$145,538
Average	\$22,560,517	\$226	147	\$154,801

*Note: The costs per officer comparisons are based on the total police budget divided by the number of officers to enable different models to be compared

9.2.4 Projected Red Deer Police Department Costs – PRC based

Table 9-4 uses the average figures from Table 9-3 to project costs based on the Red Deer population (both PRC census and Alberta municipal census) and also to the proposed staffing level of 158 officers.

Table 9-4 Total Projected Police Department Cost 2008 Dollars

Methodology	Total Projected Budget
Population model PRC Census	\$20,885,790
Population model Municipal Census	\$20,315,366
Projected cost based on operational cost per officer @158 officers	\$24,458,558

9.2.5 Costs based upon the Alberta Municipal Costs Report

Table 9-5 uses figures from the Alberta Solicitor General and Public Safety Cost Review of Municipal Police Report 2008.

Table 9-5 Total Projected Police Department Cost 2008 Dollars

Methodology	Cost per capita	Police	Total Operating Cost per officer
Lethbridge Regional	\$274	108	\$155,209
Medicine Hat Municipal	\$276	71	\$153,009
Average municipal	\$275		\$154,109

9.2.6 Projected Red Deer Police Department Costs – Alberta Municipal Costs based

Table 9-6 uses the average figures from Table 9-5 to project costs based on the Red Deer population (both PRC census and Alberta municipal census) and also to project the proposed staffing level of 158 officers.

Table 9-6 Total Projected Police Department Cost 2008 Dollars

Methodology	Total Projected Budget
Population model PRC Census	\$25,414,125
Population model Municipal Census	\$24,720,025
Projected Cost based on operational cost per officer (158 officers)	\$24,349,222

9.2.7 Major Operating Costs Summary Comparison

The predicted Red Deer Police Department budget is based on the average from the six figures in Tables 9-4 and 9-6, for a total budget of \$23,357,181 in 2008 dollars. The total predicted 2009 budget is an increase of 6.5% over 2008 for \$24,875,398.¹⁸⁷ Table 9-7 compares the two budgets.

Table 9-7 Total 2009 Budgets

Expenditures	RCMP 2009 Actual	Police Department 2009 Predicted
RCMP Police Operations Direct & Indirect costs	\$14,858,856 – net 90% Actual 122 officers Plus Divisional Support	Predicted 158 Officers
Fleet	Included	Included
Municipal Support	\$5,198,986	Included
Communications: dispatch & call taking	Included	Included
IT	Included	Included
Facilities	\$749,531	Included
Legal	Included	Included
Specialized Services	Included	Included
Insurance	Included	Included
Police Committee/ Commission		Included
Total police budget gross	\$20,807,373	\$24,875,398

¹⁸⁷ Police Resources in Canada 2010 Report. Average increase in Alberta policing cost 2009 over 2008 is 6.5%

The Federal 90/10 cost sharing indicates that the total Direct and Indirect costs would be \$16,509,840 and the total policing budget \$22,458,357. The total budgets for either model do not include any revenue sources other than the cost sharing.

Although the predicted 2009 police department cost figures are theoretical, there are a number of known costs which can explain the predicted four million dollar difference in annual operating costs.

The following actual examples would affect the police department budget:

- the loss of the 90/10% cost sharing arrangement which would have a net effect of approximately \$1.65m
- annual City IT support costs estimated at \$1m
- the need to pay for communication & dispatch services through the OCC or increase resources in an in-house communication centre
- an estimated liability insurance annual cost of \$500,000 to \$600,000
- the cost of operating a police commission, approximately \$25k plus unknowns
- the loss of the invoicing for the net number of officers (the number of officers assigned to the detachment by month which does not include absences) compared to the 100% cost of municipal officers, regardless whether they are deployed or absent

Table 9-8 compares the costs based on the budgets in Table 9-7.

Table 9-8 Total Projected Police Department Cost 2009 Dollars

	Cost per capita Municipal Census	Police	Cost per officer
Red Deer Police Department	\$277	158	\$157,439
Red Deer Detachment	\$231	122*	\$170,552

* The figure of 122 officers does not include Divisional personnel available to assist the Detachment which distorts the figures.

9.2.8 Findings

The various approaches and measurements provide a range of estimates and predictions. The process followed in the *Review's* development of comparative costs is to explore a wide range of methodologies and then seek an average figure within the range.

Based on the above, the new municipal police department would have start-up costs of approximately \$4.6 to \$7.5m plus a number of unknown costs, and annual operating costs perhaps \$4m higher than the current model.¹⁸⁸

The operating figures are in 2009 dollars and the RCMP figures are the actual 2009 budget. The police department figures are theoretical; however they are based on actual 2009 budgets from comparator departments. The start-up costs are consistent with the known costs for the Federal Way Police Department of US\$4.3m to 5.7m (2009 US dollars).

¹⁸⁸ Note: these figures do not include the recent traffic ticket administrative costs imposed by the province.

Chapter 10 Oversight

Summary

The two policing oversight models provide discrete advantages and disadvantages. The issues to be considered in viewing the options are delineated in the matrix contained in the *Review Summary, Recommendations and Strategic Framework* document.

The contracted model relieves the municipality of the responsibility and cost of governance but factors such as turnover (non-permanence) of personnel might reduce community knowledge and planning, policy decisions and accountability.

City police department may incur considerable set-up costs and ongoing cost for those staff that are provided at divisional level by a contracted service; the police commission governing a police department incurs costs and responsibilities for the municipality but the police are more closely aligned with the municipality. The permanence of staff permits a greater knowledge of local issues, however, in a small department, reduced turnover does create a risk of stagnancy amongst personnel and the attendant need to provide motivation.

This issue area is addressed in Ch.12.

Chapter 11 Calls for Service System

As noted above, the quantitative review of police data shows that the vast majority of incidents, eighty per cent, come to the attention of the police through telephone calls.¹⁸⁹

'Calls for service' originate from different sources and are classified as either emergency or non-emergency. An emergency call for police service generally enters the reporting system via the Red Deer Regional 911 Communication Centre, located in the Red Deer Fire Hall. As the Primary Service Answer Point (PSAP), operators will receive and route police related calls to the Secondary Service Answer Point, which in the case of Red Deer is the RCMP Southern Alberta Operational Control Center (OCC). Here, staff members designated to receive calls for service for the City of Red Deer municipal RCMP will create files using the Computer Integrated Information and Dispatch System (CIIDS) and then route (dispatch) the file for police attention and response.

Calls for service may be generated in many ways, for example:

- By a 911 call from a citizen to the OCC via PSAP.
- By a non-emergency call from a citizen to OCC.
- By a call or visit by a citizen to the front counter at the detachment.
- By police patrol activity, for example, officer /violation contacts, such as the issuance of speeding ticket, or the arrest of an impaired driver.
- A patrol unit being hailed by a citizen on the street.
- By a request for assistance from another police agency such as a request for a 'notification of death' or an administrative query.
- By a request from a unit which is at the detachment for assistance from another unit to conduct a breathalyzer test.

Currently, the OCC has no established capacity to triage or otherwise process the information. However, the Consultants were advised that a pilot project, 'Member Operational Support Section' (MOSS) commenced operation in "K" Division, May 24, 2011 and is operated from the Northern Alberta OCC (NAOCC) but covers the entire province. MOSS entails a senior police officer being present in NAOCC to monitor calls for service and supply guidance and direction to front line operational members.

Calls for service may also be generated from the Detachment Operational Center or the Watch Office (or as it is colloquially known, the Bubble Room) which is located within the detachment and staffed 23 hours each day by two municipal employees and the additional 24th hour by one employee. The Watch Office staff monitor calls which are dispatched by OCC to Red Deer units via CIIDS and provides administrative support in the form of, for example, the conduct of CPIC or vehicle ownership checks. The staff also dispatch units based upon calls for service that may be generated by citizens who attend the front counter

¹⁸⁹ See Part 1 of the *Review*.

at the detachment. Watch Office personnel also “convert” CIIDS files to PROS files, both of which are RCMP systems. CIIDS must be transferred to PROS format for report preparation and submission. The Watch office is funded by the City of Red Deer.¹⁹⁰

In focus groups and interviews conducted in the course of the *Review*, practitioners supported more creative and effective protocols through the OCC and Detachment for call processing. The public telephone survey conducted as part of the public consultation in the *Review* indicated considerable public support for the use of alternative methods to address calls for service. In this instance, respondents were asked, which alternatives they would use to make a report, if there was another secure method of reporting non-emergency incidents, rather than having police attend. As indicated, respondents were in favour of a number of alternatives:¹⁹¹

- Telephone police and make report (76.9%)
- Make the report to police by email (23.9%)
- Use police website to make report (22.4%)
- Go to police station (27.1%)
- Make appointment for follow-up (15.9%)
- Use a person authorized by the city/police, who is not a police officer (26.1%)

It is noted that only 3.7% of respondents wanted police to respond to all calls.

While it is important to ensure that all incidents of crime which occur are reported to allow an accurate assessment of community safety, it is also important that expensive police resources are used in an optimum fashion. Across Canada there are examples of web reporting, telephone reporting, telephone triage and initial investigation, and follow-up investigation appointments and other initiatives which have been implemented in an attempt to achieve this dual objective. These are described in Appendix 3-1.

Given the quantitative workload analysis conducted as part of Part 1 of the *Review*, along with input gleaned from interviews with stakeholders and police personnel and the aggregated data in response to the public survey, the following conclusion is made with regards to call receipt and dispatch for calls related to Red Deer.¹⁹²

- A priority call list should be developed which establishes those categories of calls for assistance that can be routed from OCC for an alternative response. Criteria for the rerouted calls should consider factors such as, but not exclusively,
 - The seriousness of the incident
 - The degree of imminent danger afforded a citizen

¹⁹⁰ Ibid. See note (page viii) “*The fiscal cost of the current dispatch is nil, as the city does not contribute to the operation of the Southern Alberta OCC.*”

¹⁹¹ Respondents were allowed to make multiple responses.

¹⁹² See also *Review Summary , Recommendations and Strategic Framework* document, Recommendation 4.21

- The presence of a suspect
 - The recency of the incident
 - The likelihood that evidence of a crime is present where its evidential value will be compromised if not retrieved immediately.
 - The degree of anguish demonstrated by the caller
 - And others.
- The list should allow discretion on the part of the call receiver but always ensure that citizen safety and customer satisfaction are paramount.
 - The alternative response process may include direction of calls to either a report desk or, as appropriate, the Watch Office.
 - The alternative response report desk should be staffed to permit,
 - Over the phone, investigation of minor criminal incidents which meet the criteria noted above.
 - Redirection of alternative response calls where it is deemed that the attendance of an officer is desirable.
 - Advice to be provided to callers on police related matters.
 - A website should be established which affords the public an opportunity to report criminal incidents on-line.
 - All methods of alternative response should ensure that all incidents which relate to community safety and security are recorded and factored in to periodic reports of workload and crime analysis.
 - Media releases should be developed which inform the public of the alternative reporting methods.
 - Processes are established in the planning and implementation phases to ensure that the approach can be evaluated.

Chapter 12 Police – City Reporting Relationships

- 12.1 Governance Introduction
- 12.2 Governance framework – RCMP Detachment
- 12.3 Governance framework – Police Department
- 12.4 City Level Governance
- 12.5 Structure and process for governance – RCMP Red Deer detachment
- 12.6 Structure and process for governance – Red Deer Police Department
- 12.7 The reporting arrangement in the City at facilitation level
 - Community Services Division
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- 12.8 Comparators and Issues
- 12.9 Observations
- 12.10 Recommendations
- 12.11 Reporting schemata

Summary

This chapter discusses oversight in the context of the City of Red Deer. Oversight is used in a dual sense. The first is that of governance. Governance is the higher order strategic development and monitoring of macro actions of the police. Oversight can also be considered as the more tactical development, facilitation, and monitoring of policing approaches.

Accordingly, governance will first be reviewed at the more senior level of strategic influence, and input to, policing and crime prevention. In the case of the RCMP Detachment, the mayor, as CEO, is *de facto* the senior oversight (under the *MPSA*). In the case of a municipal police department *de facto* the senior oversight is a police commission.

The second part of the chapter, at the lower level of oversight in Red Deer, that of facilitation or orchestration, identifies the pros and cons of whether the police service should be aligned with the Community Services Division (the current arrangement) or whether it would be more appropriate for it to report to a new Protective Services Division which would include police, fire, ambulance, and emergency planning services. Ambulance services are provincially controlled.

Appendix 3-5 includes examples of RCMP service oversight models, and drawing on these examples the advantages and disadvantages of the question are weighed.

12.1 Governance – Introduction

Governance deals with *what* an organization is to do and is, therefore, highly focused on planning, setting goals and objectives, and on the development of policies to guide the organization and monitor its progress toward implementation of its plans. The primary focus of governance should be on the long term – the organization’s mission, values, policies, goals, objectives and, for public sector institutions, its accountability under the terms of its implicit social contract.

Governance is a crucial aspect of policing in a democratic society. The police are afforded extraordinary powers of search and seizure and in certain circumstances are expected to use coercive force.¹⁹³

Much attention has been focused on good governance practices in the private sector in Canada, the United States, the United Kingdom, and elsewhere. In public-purpose organizations, good governance is about more than getting the job done. In non-profit organizations and government agencies, where community and organizational values typically play an important role in determining both organizational purpose and style of operation, process is as important as product.

Since the form of oversight is largely shaped by the cultural norms and values of the organization and the society in which it operates, there can be no universal template for good governance. Each organization must tailor its own definition of good governance to suit its needs and values.¹⁹⁴ In the case of policing, and to a lesser extent and more broadly, crime prevention, the governance approach is also defined by legislation and, in the case of engaged¹⁹⁵ services, in addition by an agreement for services.

There are certain core fundamental aspects of effective governance. Inherent in this definition is the notion of *stewardship* or exercising prudent decision-making in a trust relationship. For police oversight bodies, this means balancing responsibility to staff, to stakeholders, to the municipality and to the community. A comment made in the case on Red Deer is that the Council is the ‘Steward of the Vision’.

Civilian oversight of the public police is essential in democratic society. It is also essential that there is a balance between the independence of the operations and investigations of the police; and the nature and

¹⁹³ Klockars, Karl B. *The Idea of Police*, Sage Publications, Inc 1985

¹⁹⁴ “Governance Basics”, Institute on Governance, Learning Tools, <http://www.iog.ca>

¹⁹⁵ Term used for RCMP detachments in the Alberta *Police Act*

form of oversight in order to ensure accountability to the public. In Alberta, the *Police Act* provides for Policing Committees and Police Commissions which are examined in the following section. A third option, the RCMP Advisory Committee, sometimes established in RCMP policed communities, does not enjoy any official status under the *Police Act* and is not considered an oversight body.

12.2 Governance Framework – RCMP

The *Municipal Police Service Agreement (MPSA)*, April 1st 1992¹⁹⁶, between the Government of Canada and the Municipality of Red Deer, provides a contractual basis for the role of the municipality regarding the management, direction, and accountability of the Red Deer RCMP City Detachment. It should be noted that the Consultants were advised that a new *Agreement* has been reached and the most significant changes will affect governance and that a committee-like environment is envisioned.

ARTICLE 3.0 Management of the municipal police service

- 3.1 a) *The internal management of the Municipal Police Service, including its administration and the determination and application of professional police procedures, shall remain under the control of Canada.*
- 3.1 b) *The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*
- 3.1 c) *The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*
- 3.1 d) *The level of policing service as determined by the Chief Executive Officer under paragraph (c) shall not be less than the minimum standard as determined by the Commissioner under paragraph (b).*
- 3.2 *Nothing in this Agreement shall be interpreted as limiting in any way the jurisdiction of the Province in respect of the administration of justice and law enforcement in the Province.*
- 3.3 *The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

ARTICLE 4.0 Direction and Reporting

¹⁹⁶ As this report is released, a new service agreement is nearing finalization. Although the full content of the agreement has not been released, the Consultants were provided information that the new is not substantially different from the old agreement.

- 4.1 *The member in charge of the Municipal Police Service shall, in enforcing the by-laws of the Municipality, act under the lawful direction of the Chief Executive Officer or other such person as the Chief Executive Officer may, in writing, designate.*
- 4.2 *The member in charge of the Municipal Police Service shall report as reasonably required to either the Chief Executive Officer or his designate on the matter of law enforcement in the municipality and on the implementation of the objectives, priorities and goals set by the CEO.*

Whatever oversight model is applied, it must be consistent with the *MPSA* and the *Alberta Police Act*.

The Police Act

The Government of Alberta is responsible for ensuring that adequate and effective policing is maintained throughout Alberta.

Minister's responsibility for policing standards

- 3.1 *The Minister may, subject to the regulations,*
 - (a) *establish standards for*
 - (i) *police services*
 - (ii) *police commissions, and*
 - (iii) *policing committees, and*
 - (b) *ensure that standards are met.*

Section 23 of the Act provides the authority for the municipality to establish a policing committee.

Policing committees

- (1) *In this section, "officer in charge" means the officer in charge of the unit of the police service that is providing policing services to a municipality under section 22.¹⁹⁷*
- (2) *A council that has entered into an agreement under section 22 may establish a policing committee.*
- (3) *A council that establishes a policing committee shall, subject to the regulations,*
 - (a) *prescribe the rules governing the operation of the policing committee, and*
 - (b) *appoint the members of the policing committee.*
- (4) *A policing committee shall consist of not fewer than 3 nor more than 12 members.*
- (5) *If*
 - (a) *4 or fewer members are appointed under subsection (3), one of them may be a member of the council or an employee of the municipality, or*
 - (b) *5 or more members are appointed under subsection (3), 2 of them may be members of the council or employees of the municipality.*
- (6) *The council may provide for the payment of reasonable remuneration or of a gratuity or allowance to members of the policing committee.*
- (7) *The term of office of a person appointed to a policing committee is*
 - (a) *3 years, or*
 - (b) *a term of less than 3 years, but not less than 2 years, as may be fixed by bylaw.*

¹⁹⁷ Section 22 (3): *Subject to the prior approval of the Minister, the council of a municipality may enter into an agreement with (a) the Government of Canada for the employment of the Royal Canadian Mounted Police.* This is the section of the Act under which the municipality of Red Deer delivers policing services

- (8) *Notwithstanding subsection (7), a majority of the members appointed to a newly established policing committee shall be appointed for 3 years, and the remaining members shall be appointed for 2 years.*
- (9) *The members of a policing committee shall, at the first meeting of the policing committee in each year, elect from among their members a chair and one or more vice-chairs.*
- (10) *A member who is a member of the council or an employee of the municipality is not eligible to be elected as chair or vice chair of the committee.*
- (11) *A member of a policing committee is eligible for reappointment if the reappointment does not result in more than 6 consecutive years of service by that member.*
- (12) *If a person who is a member of a council is a member of the policing committee, that person's appointment to the policing committee terminates on that person's ceasing to be a member of the council.*
- (13) *The appointment of a member to the policing committee may not be revoked by the council except for cause.*
- (14) *A policing committee shall, with respect to the municipality for which it is established,*
 - (a) *oversee the administration of the agreement made under section 22,*
 - (b) *assist in selecting the officer in charge,*
 - (c) *represent the interests of the council to the officer in charge,*
 - (d) *in consultation with the officer in charge, develop a yearly plan of priorities and strategies for municipal policing,*
 - (e) *issue instructions to the officer in charge respecting the implementation and operation of the yearly plan,*
 - (f) *represent the interests and concerns of the public to the officer in charge,*
 - (g) *assist the officer in charge in resolving public complaints, and*
 - (h) *appoint a Public Complaint Director.*
- (15) *All persons appointed to a policing committee shall take the oath set out in Schedule 2.*

A Red Deer Policing Advisory Committee was dissolved by Council in 2004 and the OIC currently reports to the Director of Community Services.

The strict regulation of policing committees under the *Police Act* has produced some controversy. According to reports, in 2008 Red Deer Council submitted a resolution to the Alberta Urban Municipalities Association (AUMA) asking the province to stop spelling out exactly what a policing committee can do.¹⁹⁸ In response to the concerns of its members, AUMA conducted a study which was adopted by AUMA at its Conference in November 2009.¹⁹⁹ The AUMA Recommended Position on Policing Committees reads as follows:

Each municipality contracting for RCMP municipal policing should establish a mechanism to carry out the responsibilities allocated to Policing Committees in the Police Act. The mechanism should be appropriate to the community and the Police Act should allow for locally-developed committee formats. The establishment of local committees dealing with protective services enables coordination between all of the emergency service providers. The RCMP should require consultation with local officials during the appointment of all detachment commanders. The

¹⁹⁸ City seeks new Policing Committee rules, Red Deer Advocate, May 22, 2008

¹⁹⁹ Refer to Policing in Alberta, adopted by the AUMA Conference, Nov 2009

*detachment commander is essentially the local police chief. The consultation on appointment of commanders should allow for more than one candidate to be interviewed by local officials (assuming multiple candidates), and should allow local officials to frame their own questions for candidates.*²⁰⁰

Advisory Committee

The RCMP Advisory Committee is a process which can be convened by the officer-in-charge of an RCMP Detachment. Members of the Committee are appointed by the officer-in-charge and the terms of reference are determined by the same authority according to guidelines established by RCMP Policy. The Committee is established to provide advice on community concerns. Such an Advisory Committee does not exist in Red Deer nor would it serve as an oversight body if it did exist.

12.3 Governance Framework – Police Department

Under the *Police Act*, Section 27

(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.

As a statutory body, a police commission must be seen to be independent from both the police service and political affiliation and be publicly accountable for the governance of the police service. The responsibilities of the commission are described under Section 31 of the *Act*.

(1) Where a commission has been established, the commission shall, in the carrying out of its responsibilities, oversee the police service and for that purpose shall do the following:

- (a) allocate the funds that are provided by the council;*
- (b) establish policies providing for efficient and effective policing;*
- (c) issue instructions, as necessary, to the chief of police in respect of the policies referred to in clause (b);*
- (d) ensure that sufficient persons are employed for the police service for the purposes of carrying out the functions of the police service.*

In some respects, police commissions are similar to policing committees.

- They are both established by the local council.
- They serve as the interface between the police service and the council.
- They consult with the officer-in-charge on implementing the annual plan.
- They appoint a Public Complaints Director.

However, there are distinct differences. For example, police commissions prepare a budget and allocate funds provided by council, while policing committees are only empowered to oversee the *Municipal*

²⁰⁰ Page 5, Policing in Alberta, adopted by the AUMA Conference, Nov 2009

Policing Service Agreement which excludes any input to the ‘internal administration’ of the Force or the detachment. ‘Internal administration’ is solely the purview of the Government of Canada.

Another critical difference is the police commission’s ability to *instruct the chief of police*.²⁰¹ The policing committee, with RCMP oversight, has no authority to oversee the performance of the officer-in-charge. Any concern regarding the officer in charge can only be taken to the commanding officer.

Provincial Policing Standards provide another form of oversight and accountability. RCMP detachments are currently excluded from the provincial standards²⁰² and from provincial audits and are only subject to an RCMP audit process. Reports of RCMP audits may or may not be made available to client municipalities.

12.4 Summary – City Level Governance

As outlined above, the focus of the reporting relationship at the level of City governance is different from that of facilitation of policing programs. Under the terms of the *Municipal Police Service Agreement* the mayor (as the CEO) is the designated governance authority. However, given the already broad responsibilities and workload of the/a mayor and the magnitude and complexity of policing issues, it is generally considered to be preferable that this somewhat onerous responsibility is shared. This authority can be delegated in writing. Note, in the six examples²⁰³ quoted in Appendix 3-5 all have processes which involve committees comprised of mayor, councillors, staff, and sometimes community members.

In the case of a municipal police department, governance is prescribed under the *Police Act* and requires the establishment of a police commission. Under the *Municipal Police Service Agreement* for the contracted RCMP, no such requirement exists although the option of a policing committee is provided in the *Police Act*.

In Red Deer, currently, there are several forms of input to policing or community safety and security strategies.²⁰³

- Council
- Senior Management Team (of the City)
- Crime Prevention Advisory Committee (CPAC)
- SAFE Downtown Initiatives Task Force Committee
- Director of Community Services
- RCMP

²⁰¹ Sub-section (1) (c) above and also sub-section (3)

²⁰² The new agreement is said to require RCMP detachments to meet or exceed the provincial standards

²⁰³ At the end of this section, a schematic demonstrate the current arrangement.

It was apparent in the course of the *Review* that some overlap exists between the activities of these parties, and there was lack of clarity regarding the various mandates. Interviews, review of legislation and leading practice research underscored the observation that the City requires formulation of a structured governance arrangement that clearly defines the mandates of the various parties and optimizes input to strategies and the oversight of police activities. This must be achieved within the confines of the *Police Act*, the *RCMP Act* and the *RCMP Municipal Police Services Agreement*.

Given that the Council has not yet established the preferred service provider, a structure for both contracted services and municipal services is outlined.

12.5 A Revised Structure and Process for Governance – Red Deer RCMP Detachment

The role of the CEO, the Mayor and Council, should be refined to focus upon,

- Strategic input to objectives, priorities and goals of the RCMP Detachment.
- Receipt of periodic reports from the Detachment OIC of the implementation of objectives, priorities and goals.

Given the onerous and crucial nature of this governance role, the Council should serve as a supportive function to the mayor. The Council will play an important role with regards local and informed input to policing and crime prevention goals.

Consequently, divided yet clearly defined responsibilities would allow for another level of the community structure to assume the role of facilitator or orchestrator of the police and crime prevention portfolio.²⁰⁴

It is proposed that a Community Advisory Committee, (CAC), a committee of Council,²⁰⁵ is formed to provide advice to Council and input to the OIC and to the City infrastructure with regards to the tactical, facilitation level of policing and crime prevention. The Committee should replace two of the existing committees: the Crime Prevention Advisory Committee (CPAC) and the SAFE Downtown Initiatives Task Force Committee. The CAC will be comprised of elected officials, nominated volunteer representatives of the community, and community agencies who are informed on policing and crime prevention matters and appointed by the City. An essential aspect of the mandate of the members of the Committee will be to represent the interests of the community at large rather than to represent an individual neighborhood or social agency.

²⁰⁴ At the end of this section, a schematic demonstrate the proposed arrangement.

²⁰⁵ Established under the Committees Bylaw

The CAC will be a creature of Council rather than the OIC.²⁰⁶ It is believed, supported by interviews in the course of the *Review*, that a committee appointed by Council will be perceived as more representative of the community and more objective in its deliberations.

In summary, the CAC will²⁰⁷,

- Assist Council in the formulation of objectives, priorities and goals for policing and crime prevention.
- Provide ongoing input to policing and crime prevention approaches at a tactical or facilitation level to the civic structure via the Director of the designated Division, to policing via OIC, and to the crime prevention work of community agencies via the agency representatives.
- Take a lead role in identifying issues to be brought to the attention of the police or community agencies as part of a coordinated approach to community safety and security.
- Receive direction from Council with regards to research into specific issues related to the mandate of the Committee
- Attend local functions such as public gatherings or conduct 'town halls' to gather information from the community relevant to crime prevention and policing.
- Provide input to the CEO or commission regarding the management performance of the senior officer.
- A chairperson will be chosen annually from among the voting members²⁰⁸ but not chaired by a committee member who is either an elected official or an employee of the City
- The Director of the City Division responsible for policing (see below) will be a liaison to the Committee, and
- The Committee will have no input to the operational aspects of policing.

12.6 A Structure and Process for Governance – Red Deer Police Department

In the case of the establishment of a municipal police department, the *Police Act* requires the establishment of a Police Commission.

The Mayor and Council are divorced from the governance of policing except for the following:

- The appointment of the representatives to the Police Commission.
- Approving the total budget for the purposes of the police service.

Beyond this important yet 'removed' mandate once the City has established the Commission, the *Police Act* provides the authority, not the Mayor and Council, and the Commission assumes the following tasks.

²⁰⁶ This committee will not be the Advisory Committee commonly established by RCMP detachments serving rural areas

²⁰⁷ At the end of this section, a schematic demonstrate the proposed arrangement.

²⁰⁸ Consistent with the City of Red Deer by-law

Under the *Police Act*,

The Commission, in consultation with the chief of police, shall cause to be prepared

(a) *estimates of all money required for the fiscal year to*

(i) *pay the remuneration of the police officers and other persons employed for the police service, and*

(ii) *provide and pay for the maintenance of accommodation, equipment and operating costs of the police service, and*

(b) *a yearly plan specifying the level of police service and programs to be provided in respect of the municipality,*

and shall submit those estimates and plans to the council.

In addition, the Commission shall

- *allocate the funds that are provided by the council*
- *establish policies providing for efficient and effective policing*
- *issue instructions, as necessary, to the chief of police in respect of the policies referred to in clause, as above*
- *ensure that sufficient persons are employed for the police service for the purposes of carrying out the functions of the police service.*

However, with the municipal police department as with the RCMP, it is proposed that the same division of responsibilities occur with regards strategic level governance, by the Police Commission, and tactical or facilitation input via the Community Advisory Committee. The same benefits of the CAC accrue to the Police Commission. The same structure and mandate will prevail.

Consequently, in summary, the CAC will,

- Assist the Police Commission in the formulation of objectives, priorities and goals for policing and crime prevention.
 - Provide ongoing input to policing and crime prevention approaches at a tactical or facilitation level to the civic structure via the Director, to policing via the Chief Constable, and to the crime prevention work of community agencies via the agency representatives.
 - Take a lead role in identifying issues to be brought to the attention of the police or community agencies as part of a coordinated approach to community safety and security.
 - Receive instruction from the Police Commission with regards research into specific issues related to the mandate of the Committee
 - Be chaired by a committee member who is neither an elected official nor an employee of the City.
- and
- the Director of the City Division responsible for policing (see below) will be a liaison to the Committee.

and

- The Committee will have no input to the operational aspects of policing.

12.7 The Reporting Arrangement in the City at Facilitation Level

The form of relationship which has been considered above in this section, is the application of the higher level strategic approaches established by the governance authority. Although in the case of the RCMP Detachment, the mayor, as CEO²⁰⁹, has the right to delegate reporting authority²¹⁰, but only the CEO can set objectives, priorities and goals for the Detachment.²¹¹

The nature of the task undertaken by the CAC is different from that for which the higher level governance authority, the Mayor and Council, is responsible. Hence, currently, the task of the Director of Community Services is not that of oversight but one of coordination or facilitation of policing on behalf of the City.

In examining the lower level of oversight in Red Deer, that of facilitation or orchestration, the following identifies the pros and cons of whether the police service should be aligned with the Community Services Division (the current arrangement) or whether it would be more appropriate to report to a new Protective Services Division which would include police, fire, ambulance, and emergency planning services. Ambulance services are provincially controlled.

Community Services Division

The RCMP OIC currently reports to the Director in the Community Services Division of the City structure. The advantage of this reporting relationship is the alignment of policing services with the organizations which have the opportunity to intervene to address social or, more specifically, criminogenic issues. Partnerships with the public police are seen as important opportunities to create a system where the whole is greater than the sum of the parts. It is seen as a proactive approach to long-term problems focusing more on the psycho-social aspects of the genesis of crime.

As reported earlier in the report of the *Review*, the need for protocols and MOUs between community organizations and the public police was one of the most salient issues brought forward during the *Review's* focus group meetings. A key issue is to ensure an ongoing and functional relationship between community/social agencies and the civic division responsible for policing services.

²⁰⁹ CEO is the term used in the *Municipal Police Service Agreement* and the definition includes mayor

²¹⁰ *MPSA* Article 4.2

²¹¹ *MSPA* Article 3.3

Protective Services Division

The advantage of the facilitation of police services under the auspices of the Protective Services Division would provide alignment of City emergency service providers- police, fire, ambulance and emergency planning which may share equipment/facilities and emergency protocols/planning responsibilities.

Consequently, the orchestration of all such services which impact, generally, the protection of the public could be conducted from the same vantage point. This encourages a more coordinated strategic approach to community welfare and also permits more effective use of resources between services operating within the same bailiwick. An example of this might be agreements between primary response services which attend scenes of motor vehicle accidents where an initial assessment, and even triage, can be undertaken by one agency which, possibly, could negate the need for attendance by another protective service agency. The liaison function and functional relationship between this division (including police) and social/community services can be accomplished by an appropriate delegation of tasks within the division and the placement of functional positions, such as crime prevention coordinator. A key to success would be the horizontal and vertical integration of functions and processes between City Divisions.

12.8 Comparators and Issues

Although both reporting strategies may focus upon broad community safety and security, a fundamental question is whether police are seen as operating with a social service orientation or with a more law enforcement and emergency approach. The current philosophy and practice in Red Deer is that the police provide both a reactive and proactive approach to the policing task. The ideal degree of reactive vs. proactive and the best way to achieve this is, partly, a core matter of the *Review*. However, this does not undervalue the intra-civic associations which exist in Red Deer. The police have forged valuable alliances with the social service aspects of City operations and the community.

The closest example of the multi-service protective services approach to community safety and security is found in Richmond, BC, where a Community Safety Committee comprised of five councillors focuses on emergency and enforcement components.²¹² The principal contact for the facilitation of policing programs is the Manager of Community Programs reporting to a General Manager, Law & Community Safety Department.

²¹² See Appendix 3-12 for a complete description of the Committee

Regardless of the reporting point, it is essential that the OIC report to a senior level in the administration (note: the *MSPA de facto* envisions the OIC reporting to the mayor) which ensures the City's interests are well represented and Council is comfortable with the information flow to and from Council. At the same time, the point of contact has to be of sufficient hierarchical level that decisions can be made to permit effective operations and adequate 'status' is ascribed the police task. The reporting point should, but not necessarily must, acknowledge the rank of the OIC as an approximate equivalent to a senior City manager. The OIC of an engaged police service is often viewed as a parallel to a municipal police chief.

12.9 Observations

Such one-on-one reporting facilitates faster decision making than a committee approach. With an amicable relationship between parties, there can be a reduction in formality and a consequent reduction in time consuming preparation such as paper work to justify actions.

In either of the above reporting arrangements, where the manager of the police, that is, the Officer in Charge, RCMP, or Chief of Police, police department, reports to a single position within the City management structure, the success (that is the effectiveness) of the service is largely dependent upon the amiability of the reporting parties. Based upon qualitative information gained in the course of the *Review*, the current arrangement in Red Deer works well as both parties support and participate actively and constructively in the reporting arrangement. However, if either of the current incumbents were to change, then the beneficial nature of the equation might be altered.

12.10 Conclusion

Pending the decision of Council regarding the choice of service provider between an enhanced RCMP detachment service model and a municipal police department, the following is concluded.

These conclusions are presumed to be consistent with the anticipated new *Municipal Police Service Agreement*.

12.10.1 A Revised RCMP Detachment

- 1 Formal reporting under the *Municipal Police Service Agreement* should be to Mayor and Council.
- 2 Mayor and Council will set the level and standard of policing under the *MPSA* upon consultation with the Division.

- 3.1 b) *The level of policing service by the Municipal Police Service shall meet the level as determined by the Chief Executive Officer in consultation with the Commissioner.*
 - 3.1 c) *The minimum standard of policing in the Municipal Police Service shall meet the standard as determined by the Commissioner in consultation with the Chief Executive Officer.*
- 3 Mayor and Council will set objectives, priorities and goals under the MPSA upon consultation with the Division.
- 3.3 *The Chief Executive Officer may set objectives, priorities and goals for the Municipal Police Service which are not inconsistent with those of the Minister for policing in the Province.*

Formal designation of reporting shall be designated in writing from the Mayor to the City Manager to the Division Director.

- 4 The OIC should report formally under the MPSA at regular intervals to Mayor and Council and liaise on matters of administrative and facilitation with the Division²¹³
- 4.2 *The member in charge of the Municipal Police Service shall report as reasonably required to either the Chief Executive Officer or his designate on the matter of law enforcement in the municipality and on the implementation of the objectives, priorities and goals set by the CEO.*
- 5 The Council and Staff should weigh the advantages and disadvantages of administrative and facilitation reporting to the Community Services Division or the Protective Services Division and determine the relationship based on the City's priorities.
- 6 The various advisory bodies should be streamlined into a city-mandated committee reporting to Council, chaired by a member of the committee who is not the Director (as determined under #5 above).

It is envisaged that the above processes will provide the Mayor and Council with the appropriate high-level direction, the OIC will be accountable to the Mayor and Council for the priorities of the police, and the day-to-day administration and facilitation, combined with community input, will be effectively managed by the City Division.

²¹³ It is anticipated that the objectives, priorities and goals will be annual; and quarterly reporting by the OIC to Mayor and Council will be appropriate

12.10.2 Municipal Police Department

1. Formal reporting under the *Police Act* will be to the Police Commission.
2. The Police Commission will set the level and standard of policing under the *Police Act* upon consultation with the Mayor and Council, Division responsible for policing, and the Community Advisory Committee,
3. The Police Commission will set objectives, priorities and goals under the *Act* upon consultation with the Mayor and Council, Division responsible for policing, and the Community Advisory Committee,.
4. The Chief of Police will report formally to the Police Commission under the *Police Act* as required, and liaise on matters of administrative and facilitation to the City Division.
5. Council and civic administration should weigh the advantages and disadvantages of administrative and facilitation liaison with the Community Services Division or the Protective Services Division and determine the relationship based on the City's priorities.
6. The various advisory bodies should be streamlined into a city-mandated committee reporting laterally to the Director of the Division responsible for policing but chaired by a member of the committee who is not the Director.

The Chief of Police will be accountable to the Police Commission for the priorities of the police, and the day-to-day facilitation and collaboration, combined with community input, will be effectively managed by the City Division.

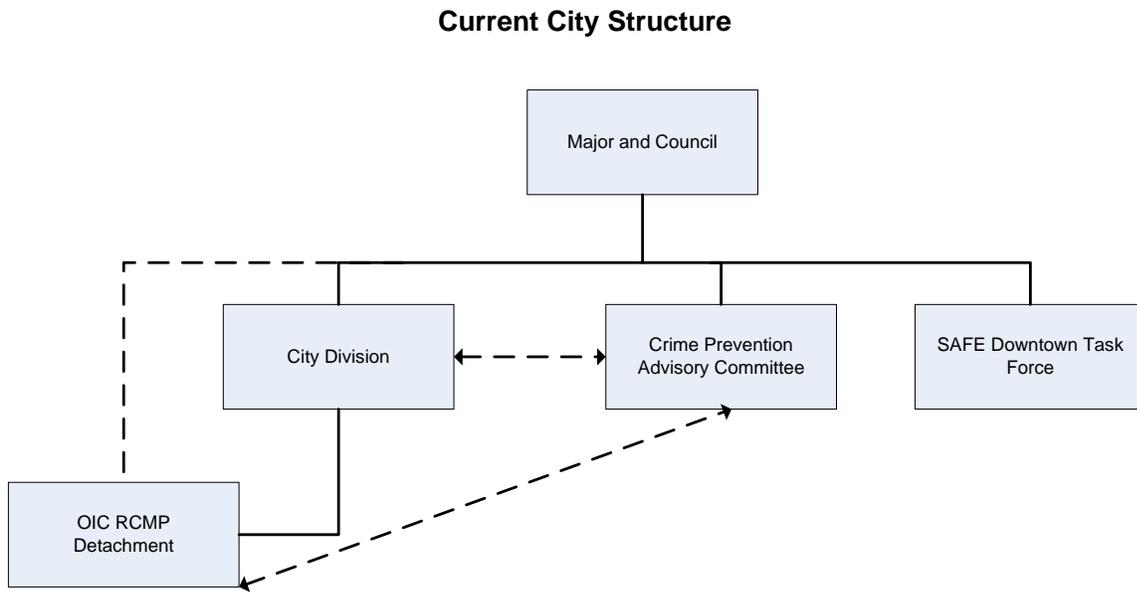
The Council will be responsible for establishing the Commission, and approving the total budget for the purposes of the police service.

The two models outlined above, as suggested, have both advantages and disadvantages. The issues to be considered are delineated in the matrix contained in the *Summary*. The descriptions of the models along with the supporting documentation in parts 1, 2 and 3 of the report of the *Review* will be considered by Council with input from the Crime Prevention Advisory Committee. A selection of model will be made following such consultation.

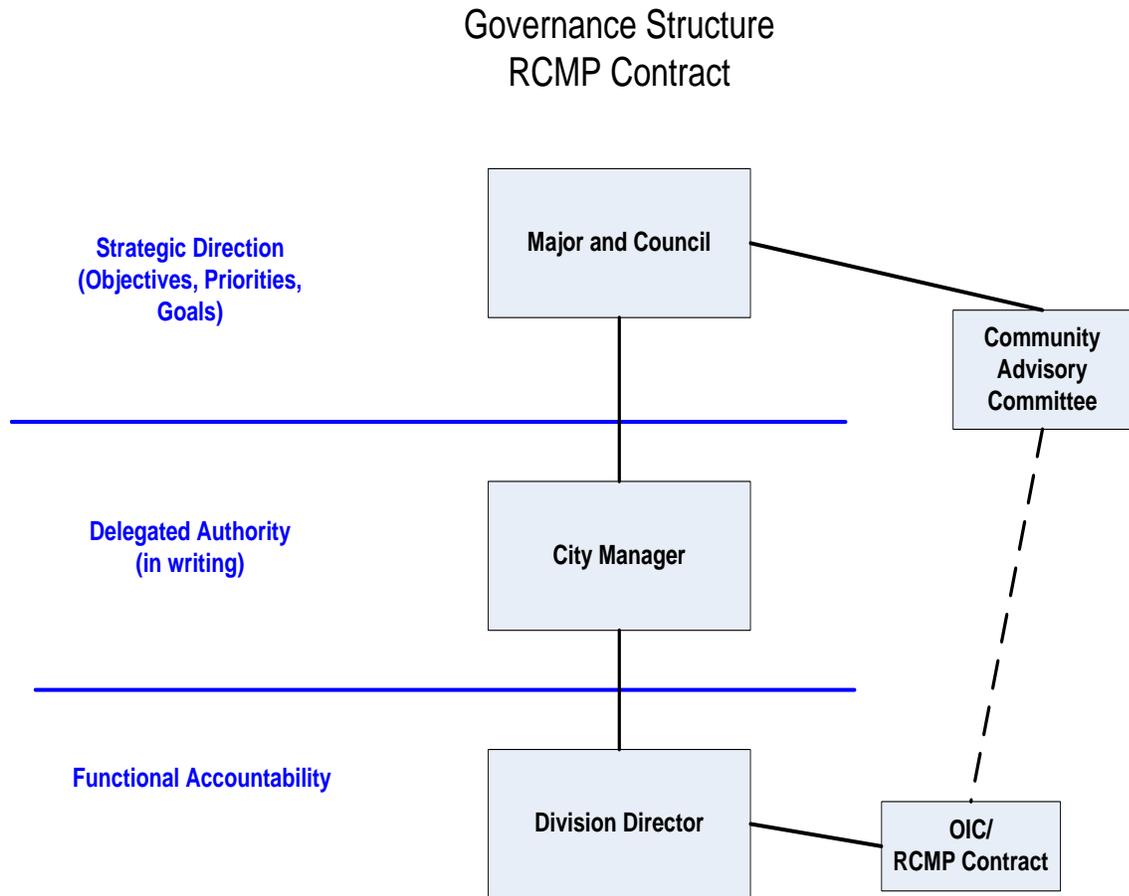
12.11 Reporting schemata

- A Current Reporting Organization Chart and Governance Structure
- B Proposed Reporting Organization Chart for an RCMP Detachment
- C Proposed Reporting Organization Chart for a Municipal Police Department

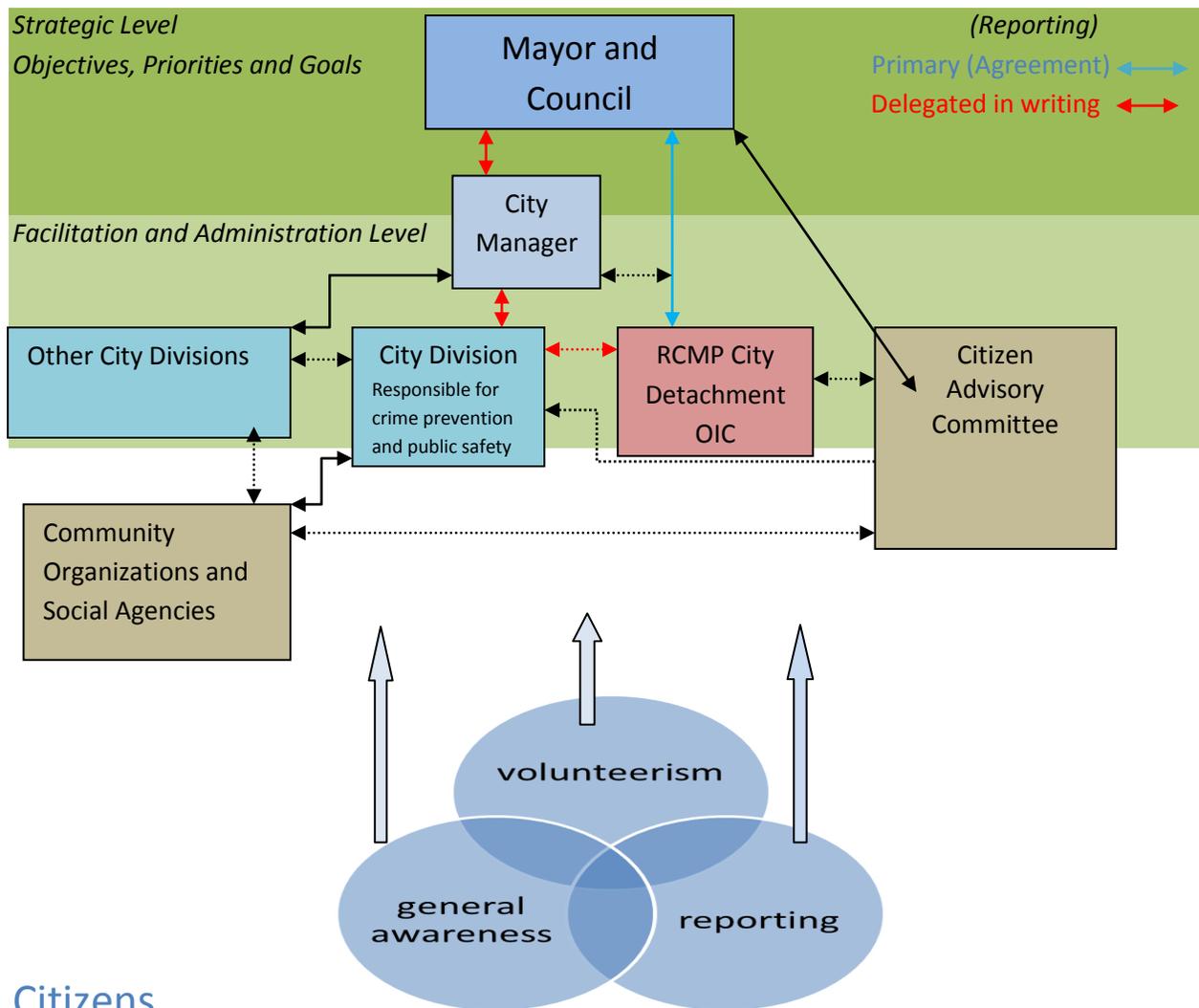
A Current Reporting Organization Chart



A Current Governance Structure



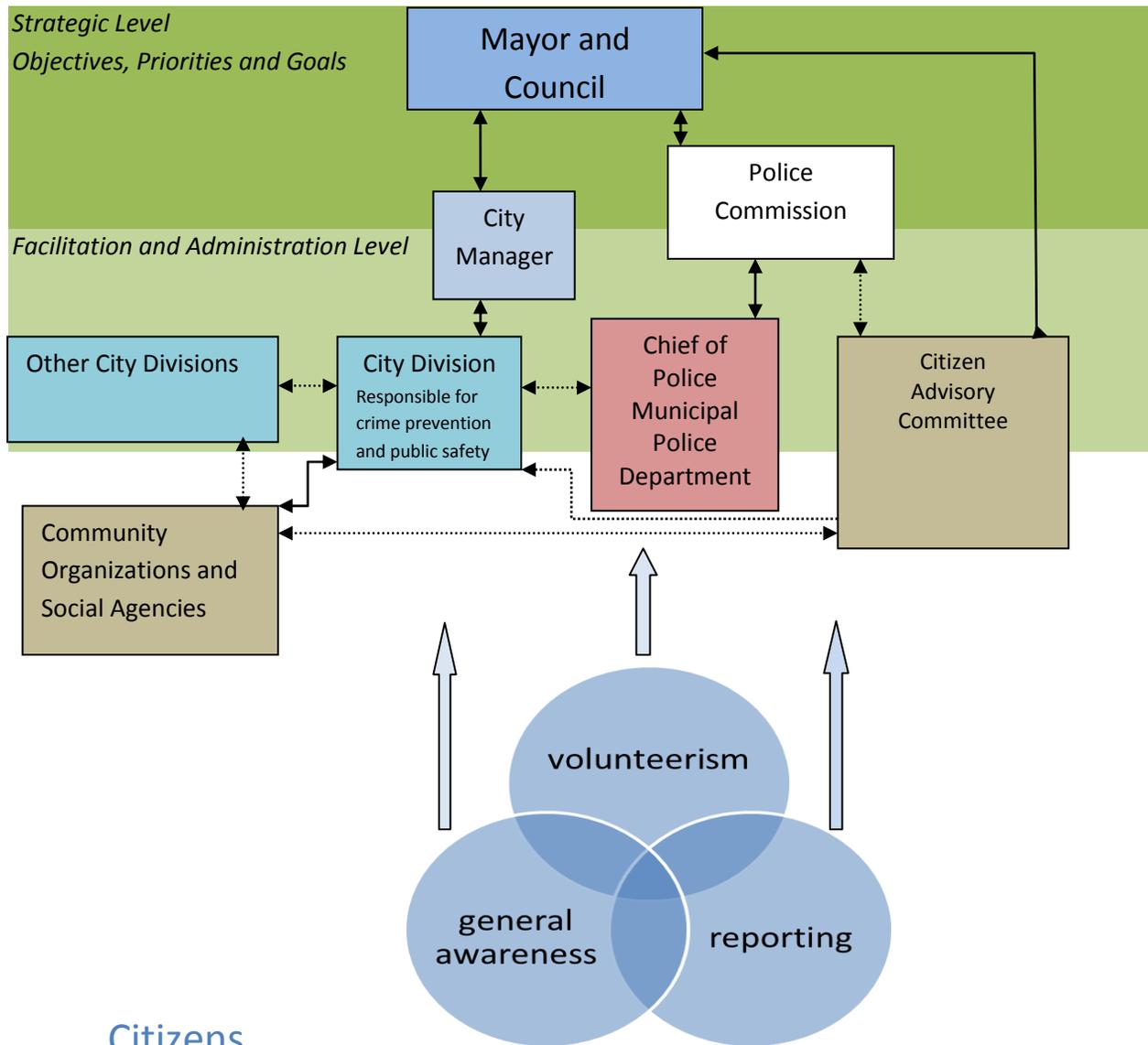
B. Proposed Reporting Organization Chart for an RCMP Detachment



Facilitation and Administrative Level
 The integration of City Divisions, community organizations and social agencies regarding crime prevention and public safety

- Citizen Advisory Committee Mandate**
- Research and consultation for Council
 - Contact point for citizens for advice and referral
 - Consultation with the OIC
 - Continuing consultation and collaboration on crime prevention & public safety issues with external stakeholders

C Proposed Reporting Organization Chart for a Municipal Police Department



Citizens

Facilitation and Administrative Level
 The integration of City Divisions, community organizations and social agencies regarding crime prevention and public safety

- Citizen Advisory Committee Mandate**
- Research and consultation for Council
 - Contact point for citizens for advice and referral
 - Consultation with the Police Commission
 - Continuing consultation and collaboration on crime prevention & public safety issues with external stakeholders

Chapter 13 Service Levels and Performance Measures

Introduction

Evaluating police performance and determining appropriate service levels has become more complex as the nature of policing has become multifaceted. Even the definition of success has changed from the somewhat simplistic low crime rates to a more fluid measure of ‘community health and wellness’. The police in Red Deer is but one of many public and private agencies and organizations which are active in contributing to ‘community health’.

The reactive mode of professional policing, outlined in parts 1 and 3 of the report, has given way to a broader and more effective approach of problem solving. This *modus operandi* is active in the City and has been demonstrated in the ‘continuum of law enforcement’. Also identified in the survey and in interviews and focus groups is the perceived importance of a third complementary approach, that of ‘co-active’²¹⁴, the involvement of police as support for community agencies.

Complexity of assessing effectiveness

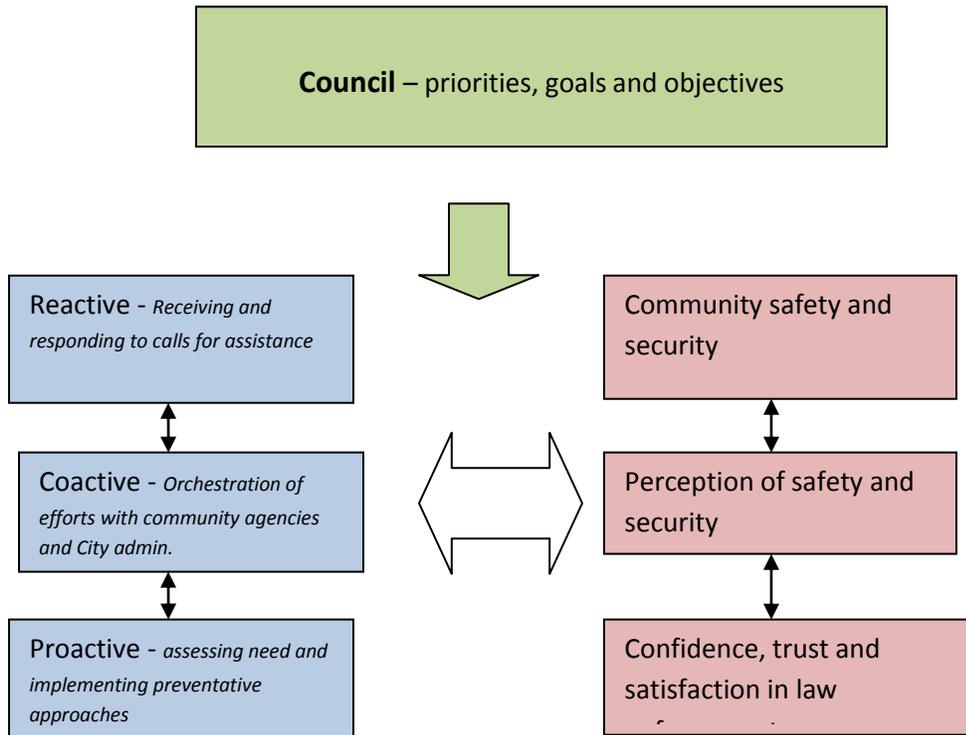
The amalgam of approaches to policing clouds the ability to develop comprehensive and effective methods of assessing the “success” of police. For what was once a standard measure of ‘effectiveness’, ‘*Is crime up or down?*’ has now itself been placed on a continuum of measures. Further, it has also become apparent that the once simple concept is itself subject to a host of qualifications regarding methods and reasons for reporting (or not reporting), such as, demographics, trust in the police, governance, macro-economics, and the other factors which influence rates of crime.

The ideal full municipal performance plan orchestrates the interaction of all such services and can also assess the effectiveness of these services.

Performance measures are inextricably linked to service levels. The process of assessing action plans and the methods of achieving priorities, goals, and objectives are tied to the resources required to achieve them. In the normal course of policing, supervisors and senior officers redeploy to address short-term demands. At the strategic level, adjustments are made to longer-term assignment.

²¹⁴ See Oettmeir, T and Wycoll, M, Personnel performance in a community policing context, Police Executive Research Forum, 2005

The macro-view of police and crime prevention planning and gauging of effectiveness



= safe and caring community²¹⁵, the policing contribution to Community Health and Wellness

²¹⁵ See Red Deer Strategic Vision

Performance standards in Red Deer

Strategic planning is a foundation for the management and governance of policing. The strategic plan must be founded on the ‘priorities, goals and objectives’ determined by the governance authority. As noted in Part 3, this role of Council (or the Board in the case of a municipal service) is enshrined in legislation and, in the case of the RCMP, the Policing Agreement between Canada and the City. The strategic plan, and its year over year application through, in the RCMP approach of the Annual Performance Plan (APP), outlines the general direction of policing given the particular characteristics of safety and security in the city.

As noted, the APP is part of the RCMP strategy to address identified policing issues. For the fiscal year 2010-2011 the priority community or detachment issues were: 1) Property (Mischief, loitering, graffiti); 2) Organized Crime (Fraud) and 3) Leadership.²¹⁶

The APP outlines several strategies to address safety and security issues in Red Deer based upon Councils priorities, and through the public consultation process. For example, the Property issue, identified by the community, is linked to the ‘Objective’ – To reduce crime in the Downtown core of the City. Further this Objective is associated to or supports the ‘Strategic priorities of ‘Youth and Organized Crime’.²¹⁷

The APP then examines a number of initiatives or actions to be undertaken (with attendant risks identified), to ultimately achieve the stated objective.

Findings regarding service levels and performance measures²¹⁸

To be valid and reliable, performance measures must focus on the *objective, priorities, and goals* of the organization. The measurement must capture the actual outcomes of the performance and not rely on outputs or single, simplistic measurements.

For example, response times are easily measured, but if the current response times for urgent calls are satisfactory, little is to be gained from using them as a measure. If response times are noticeable longer and are causing distress for the community, they could be identified as a priority and consequently become a performance measure.

Performance measurement definitions should include inputs, the resources allocated to the issues; outputs, the activities and tactics deployed; and the outcomes, the result of the performance. At this point an assessment is made as to the success or otherwise of the performance and whether continuance, increase, or cessation of the inputs and outputs is required.

²¹⁶ RCMP Performance Plan Priority Issues. 2010-2011.

²¹⁷ Ibid.

²¹⁸ See RFP, part 3.

The performance measurement process aligns consistently with the police SARA model²¹⁹ of strategic and tactical deployment of police resources: Scan – identify the issue; Analyze – assessing the background and underlying causes and developing a hypothesis; Response – developing the action plan and deploying resources; Assessment – examination of the plan and success or otherwise.

Elsewhere in this report a Strategic Framework outlines a proposed approach to coordination of planning. This approach and its content have not yet been approved by Council. For convenience, the following extract delineates the responsibility of the public police within the broad city-wide framework.

“Public Police Service

- *Provides service through a well-defined and understood governance structure, management and assignments that is complementary to the City’s goals, priorities, and objective.*
- *Is accountable to the community through Council/Police Commission.*
- *Deploys resources based upon decision making which is evidence-based, intelligence-led, problem-oriented, timely, cost-effective and considers emerging issues.*
- *Employs dynamic strategic deployment of resources based on a balanced service across the community.*
- *Is integrated within the community crime prevention continuum.*
- *Undertakes activities that are founded upon mutually-agreed protocols/Memoranda of Understanding (MOUs), and that define role responsibilities to ensure effective coordination, collaboration, and community partnerships within the community crime prevention continuum.”*

The following examples illustrate the implementation of the process.

Governance and Direction

Provides service through a well-defined and understood governance structure, management and assignments that is complementary to the City’s goals, priorities, and objectives		
Objective	Action Plan – outputs	Performance Measure - outcomes
Ensure well-defined management and assignments to implement City’s goals, priorities and objectives	<p>Confirm proposed process based upon Review report</p> <p>Develop individual personnel action plans based upon structure</p> <p>Develop performance appraisal process which supports action plans</p>	<p>Documented agreements/protocols regarding process and reporting.</p> <p>Management process and assignment in place</p> <p>Agency process designed and implemented in support of agreed structure/process</p>

²¹⁹ Various nomenclature is used but all are similar

<p>Ensure that governance structure, management and assignments are fully understood</p>	<p>Through info sessions with staff describe process of governance and management assignment.</p> <p>Detail process in internal manuals.</p> <p>Encapsulate processes in internal planning and performance appraisal processes</p>	<p>Completion of info session</p> <p>Completion of amendments to internal manuals and other documentation</p> <p>Amended internal performance appraisal processes and use in annual staff appraisals</p>
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Operational

<p>Deploys resources based upon decision making which is evidence-based, intelligence-led, problem-oriented, timely, cost-effective and considers emerging issue</p>		
Objective	Action Plan – outputs	Performance Measure - outcomes
<p>Deploys resources to address needs</p>	<p>Identify and assess problem and issues</p> <p>Implement problem-solving tactics</p>	<p>Assess inputs and outcomes</p> <p>Re-evaluate</p>

Community Communication and Satisfaction

<p>Public levels of satisfaction with police response to reported property crime</p>		
Objective	Action Plan	Performance Measure - outcomes
<p>Improve community satisfaction with police performance</p>	<p>Management and supervisors emphasize problem solving, follow-up contact, and interpersonal skills in dealing with complainants</p>	<p>Decrease in complaints of this nature</p> <p>Increase in satisfaction rating by community surveys</p>

The following example illustrates application of performance measures.

Objective: Addressing the reality and perception of downtown crime	
<i>Action Plan</i>	<i>Outputs</i>
1. Establish base line reported crime/incidents rates in defined area.	Improve reported incident rates in targeted offences by x%
2. Establish 'top 5' irritants plus top 5 'crimes' for targets	Top 5 x 2 identified
3. Establish base-line data for public perception of D/T issues (p+t report)	Improve 'perception' by x% within specified time
4. Separate "admin" "other agency assist" calls from operational D/T issues	Done see 1
5. Assess personnel needs given particular problems of area	Personnel reassigned
6. Redeploy sworn and unsworn personnel to dedicated Down Town Team (DDTT)	Personnel reassigned. Sworn (patrol/investigators), by-law, ambassadors
7. Establish process of data gathering to ensure qualitative and quantitative data and intelligence	Process established in conjunction with Analyst
8. Consider engaging local college students to conduct parallel evaluation of effectiveness of strategy	University contacted , methodology agreed, students assigned
9. Plan evaluation criteria	See above
10. Solicit ideas from local business/ residents re: strategies.	Town halls/individuals meetings completed
11. Coordinate approaches with community agencies and City divisions	Overall plan developed, responsibility assigned.
12. Incorporate 'Crown' in discussion re: anticipated charging process	Protocols developed
13. Develop project plan with accountability structure and info feed processes	Overall plan with accountability/reporting and ongoing liaisons detailed
14. Develop media plan as part of strategy. (ride-alongs, briefings, periodic updates?)	In conjunction with City Media/Comms. Determine strategy.
15. (other action plans as required)	(other outputs as required)
16.	
17.	
18.	

Performance Measure	Critical success factors (Outcomes)
Statistically accurate sampling of Community perception (against previous baseline data).	Community perception of desirability of down town visit improves by x%
Statistically accurate sampling of Community perception (against previous baseline data).	Public perception of crime down town improved by x%
Police call for service data, YTD	Number of calls for services to D/T reduced by x%
Police call for service data, YTD	Displacement to contiguous zones 0%
Public complaints data YTD.	Complaints against police in targeted area maintained at current rate
Police UCR data	Actual incidents of violent crime reduced by x%

Conclusion

The performance measures must be based on the assessment of the implementation of *the objectives, priorities, and goals* of the police service and the measurement must be of the outcomes.

Levels and types of service can then be based on the performance measures. Using the current level of service as a baseline, changes to the level and types of service and the resources required to implement the *objectives, priorities, and goals* can be determined.