

## **Financial Cost of Policing Services in British Columbia**

Municipalities with over 5,000 population are required to provide police services. Presently, 70 municipalities are required to provide police services – this does not include West Kelowna (recently created), Kent or Duncan, all of whom were identified as going over the 5,000 threshold in the 2006 Census.

There are two components to the policing cost issue. The first is how policing costs are divided (cost share) and the second is the make up of the costs (cost base).

### **Cost Share**

Municipalities may choose to establish their own municipal forces or contract with the Royal Canadian Mounted Police (RCMP) or another municipality to provide police services. Currently, 12 municipalities are policed by independent municipal police forces and 58 municipalities were party to a contract for RCMP services (Victoria police force provides policing services for both Victoria and Esquimalt).

The remainder of BC is policed by the RCMP as a provincial police force that is costshared between the province and the federal government on a (70% provincial and 30% federal cost share).

Two models exist as the result of decisions made in 1953, when the province decided to shift from a provincial police force to contract for the delivery of RCMP services from the federal government. A number of local governments at that time opted to retain their own municipal police force rather than contract for policing services with the RCMP.

The 12 municipalities that are policed by an independent municipal police force pay 100% of the costs of policing.

The 58 municipalities who obtain policing services from the RCMP through an agreement between the federal and provincial government pay the following costs:

1. Those with a population in excess of 15,000 pay to Canada 90% of the total expenditures, excluding overtime, made by Canada to provide municipal police services in each separate municipality.
2. Those with a population between 5,000 and 15,000 (prior to the latest Census) pay to Canada 70% of the total expenditures, excluding overtime, made by Canada to provide municipal police services in all municipalities between 5,000 and 15,000 in BC.

The Province provides police services in the 86 municipalities of less than 5,000 population and in rural areas. Both small municipalities and rural areas pay a police tax levy, which contributes to the costs of the police services provided, but is not intended to cover the full costs of the service. It is estimated that the provincial costs of providing policing in small communities and rural areas is approximately \$64 million dollars. The amount of funding provided by the police tax was \$32 million in 2007.

The unincorporated areas of the province also receive a tax credit from the provincial rural tax of \$0.10 per \$1000 (all assessment classes) to offset the rural police tax – this is intended to recognize the fact that under the rural property tax rural residents already contribute to the cost of policing rural areas.

In addition, rural areas and small municipalities receive an offset for traffic fine revenue that is subtracted from the police tax allocated to the area. The traffic fine revenues are allocated on the basis of policing costs in each electoral area and small municipality.

The following table outlines how the costs are divided among the three levels of government:

**GOVERNMENT CONTRIBUTIONS TO LOCAL GOVERNMENT POLICING (2007  
calendar year)**

	<b>NUMBER of MUNICIPALITIES</b>	<b>POLICE</b>	<b>POPULATION</b>	<b>POLICE COSTS</b>
Own Force	12	2,262	1,247,344	\$347,745,929
Over 15,000 RCMP	28	2,696	2,109,601	\$369,652,430
5,000-15,000 RCMP	30	433	303,982	\$ 47,208,611
<b>TOTAL MUNICIPALITIES</b>	<b>70</b>	<b>5,272</b>	<b>3,576,874</b>	<b>\$764,606,970</b>

<b>PROVINCIAL</b>	<b>POLICE</b>	<b>POPULATION</b>	<b>POLICE COSTS</b>
PROVINCIAL RCMP (cost shared 70% - 30% with federal government)			
86 Munis Under 5000 population		174,38	\$276,252,542
Unincorporated Areas		541,888	
<b>TOTAL PROVINCIAL</b>	<b>2,047</b>	<b>716,276</b>	<b>\$276,252,542</b>

<b>FEDERAL</b>	<b>POLICE</b>	<b>POPULATION</b>	<b>POLICE COSTS</b>
Over 15,000 RCMP (10% costs)			\$31,179,738
5,000-15,000 RCMP (30% costs)			\$14,746,883
Provincial (30% costs)			\$118, 393,947
<b>TOTAL FEDERAL</b>			<b>\$164,320,568</b>
<b>TOTAL - ALL BC</b>	<b>7,816</b>	<b>4,380,256</b>	<b>\$1,205,180,080</b>

(Note: 2006 Census: Squamish, Colwood and Pitt Meadows were identified as going over the 15,000 population threshold; Kent and Duncan were identified as going over the 5,000 population threshold, West Kelowna was established with a population over the 5,000 population threshold; Mackenzie and Spallumcheen were identified as falling below the 5,000 population threshold)

# **Towards Equity and Efficiency in Policing**

**A Report on Policing Roles,  
Responsibilities and Resources  
in Canada**

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# PRESIDENT'S MESSAGE

## **Keeping Canada safe: Who pays, who polices?**

Municipal property taxpayers across Canada are subsidizing the federal government's policing costs to the tune of over \$500 million a year, and it has to stop.

Our report reveals a system that is badly broken and in urgent need of repair. The property tax should not be used to pay for border security, the protection of foreign dignitaries or other federal responsibilities. In addition, policing and public safety are too important to be left to the current ad hoc jurisdictional arrangements under which real threats to public safety could be missed because no police service is mandated to deal with them.

Ambiguity around policing roles raises a number of issues, chiefly: who pays, who polices, and what's being overlooked. It's time to review the existing distribution of policing functions and, pending this review, for the federal government to compensate municipal governments for the additional police services they must provide to cover federal responsibilities.



Gord Steeves  
President, Federation of Canadian Municipalities

# EXECUTIVE SUMMARY

Policing is essential for maintaining public order and for safe streets and neighbourhoods. It is also one of the fastest growing areas of expenditure in municipalities across the country. Yet, despite being a core responsibility of all governments in Canada, there is little clarity around the respective roles and responsibilities of governments to support operational cooperation and coordination.

The federal government is responsible for enacting criminal laws and federal policing policy. It discharges its operational policing responsibilities through the RCMP, which enforces federal statutes; protects internationally protected persons and other foreign dignitaries; and provides such resources as forensic laboratories and criminal intelligence.

Each province and territory is responsible for administering justice within its jurisdiction, including its municipalities. Provincial police enforce the *Criminal Code of Canada* and provincial statutes within areas not served by a municipal police service. In all provinces but Ontario and Quebec, the RCMP provides provincial and territorial policing under a standard provincial police services agreement.

Specifically, the RCMP provides cost-shared policing services to nearly 200 communities across the country. However, there are concerns with rising costs, reduced service and the RCMP's ability to respond to specific local needs. A common municipal concern is that while RCMP-served municipalities have citizen advisory and consultative committees, they do not have police boards or commissions.

Approximately 77 per cent of Canadians live in communities served by municipal stand-alone police departments, while 15 per cent live in communities served by RCMP-contract officers, 6.5 per cent in communities with provincial police force protection, and 0.51 per cent of Canadians are served by First Nations police.

As first responders, municipal governments are often left to enforce laws and provide services—border control, interdiction and enforcement on the Great Lakes, or combating cyber crime, for example—that fall squarely within federal jurisdiction. Federal compensation for such services is ad hoc and lacks a consistent practice governed by a set of transparent policies and procedures.

Security, including policing, already accounts for nearly 20 per cent of municipal operating budgets. But fire and police protection is also the fastest growing area of municipal spending in Canada.

Police roles, responsibilities and resources have to be aligned and clarified so that each order of government is better able to perform those duties mandated within its jurisdiction. This is particularly true with respect to organized crime, drug-related operations, national security (including surveillance of possible terrorist targets), forensic identification, cyber crime, and border and port security, all areas in which municipalities appear to be underwriting federal policing costs.

In 2006, municipalities paid 56.6 per cent of Canada's total policing expenditures, for a total municipal contribution of over \$5 billion, and were the predominant funding provider for 65.7 per cent of Canada's police officers. Municipal stand-alone policing expenditures totalled \$4.988 billion, with the remainder allocated to municipal contract policing with the RCMP, Sûreté du Québec and Ontario Provincial Police.

## **A growing municipal burden**

Municipalities are assuming a growing burden for the cost and execution of policing duties. The federal share of the cost of provincial and municipal RCMP contract services has declined steadily over time, from 50 per cent as recently as 1976, to 10 per cent to 30 per cent by 1990, and down to zero for all municipal contracts signed after 1992.

While it has been impossible to obtain official confirmation from the RCMP, practice as well as unofficial and anecdotal evidence suggests that the federal contribution is based in large part on an estimate of how much time an RCMP officer spends engaged in federal policing responsibilities while delivering provincial or municipal police services.

While this would suggest a reduction in federal enforcement needs, without a robust national monitoring protocol based on agreed-upon definitions of roles and responsibilities, it is difficult to determine what percentage of each force's resources are being allocated to executing another jurisdiction's mandates. This counterintuitive downward trend in federal contributions could therefore result from a systemic bias in favour of conservative federal estimates of time expended enforcing federal laws.

If municipally contracted federal officers are assumed to spend a minimum of between 10 and 30 per cent of their time enforcing federal laws, it follows that municipal police officers would be expected to spend between 10 and 30 per cent of their time also enforcing federal laws.

This interpretation is supported by the evidence of growing federal mandates stemming notably from a more complex security environment. Of course, under the current arrangements, municipalities are not compensated for this, leaving municipal property taxpayers directly subsidizing a growing suite of federally mandated police services and responsibilities.

The fundamental problem with the current regime is the absence of a clear and shared understanding of the roles and responsibilities of the various orders of government in the area of policing services.



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As has historically been the case where services have been offloaded by other orders of government, municipal governments have stepped in. This results in diversion of scarce resources away from core municipal roles, such as community policing, and into areas of clear federal jurisdiction, such as maritime interdiction and enforcement, cyber crime and even counterterrorism.

Despite this, municipalities get only eight cents of every tax dollar collected in Canada, most of which comes from regressive property taxes. The collective view is that municipal taxpayers cannot continue to finance the ever-increasing costs of policing using existing mechanisms.

Where ambiguity around policing roles exists, two issues arise: who pays and who polices. Our study shows that more and more, municipal governments are doing both. In addition to the obvious financial, equity and good-governance considerations of such a proposition, its fundamental adhocery should raise concerns about the state of public safety in this country.

## RECOMMENDATIONS

### Towards more equity and efficiency in policing

1. As an interim measure, pending a full review of the existing policing regime, the Government of Canada should provide an **equity and efficiency allocation** to:
  - a. compensate municipal governments for their role in enforcing federal policing mandates; and
  - b. provide funding sufficient for municipalities to meet their growing responsibilities.

FCM proposes using the existing federal formula used in apportioning costs for RCMP contract policing, either 10 per cent or 30 per cent, in making this calculation. For equity reasons and to acknowledge the existing RCMP role in municipal jurisdictions, FCM proposes using the lesser of two amounts. Therefore, the Government of Canada should reimburse an amount equivalent to no less than 10 per cent of a municipal police force's annual budget to every municipal government that pays for police service but does not already receive this contribution.

In the aggregate, municipal police forces spend approximately \$5.394 billion per year. This **equity and efficiency allocation will result in an additional federal investment of \$539.4 million in safe streets and communities.**

2. The Government of Canada should appoint a special panel to review the existing distribution of policing functions. Specifically, the panel, which should include municipal government representation, should be mandated to look at:
  - policing roles and responsibilities;
  - resource allocation and capacity; and
  - RCMP contract policing



CP PHOTOS BRENT BRAATEN

# INTRODUCTION

Policing is a core responsibility of all governments in Canada. It is essential for maintaining public order and for safe streets and neighbourhoods. It is also one of the fastest growing areas of expenditure in municipalities across the country.

While one would expect that the importance of policing would translate into a high degree of clarity around the respective roles and responsibilities of governments to support operational cooperation and coordination, this is not the case.

As first responders, municipal governments are often left to enforce laws and provide services—border control, interdiction and enforcement on the Great Lakes, or combating cyber crime, for example—that fall squarely within federal jurisdiction, are of international scope or result from federal initiatives such as international summits. And while the federal government does provide compensation on an ad-hoc basis to cover municipal costs for certain responsibilities agreed to fall within the federal mandate, such as state visits, this is not a consistent practice governed by a set of transparent policies and procedures.

For municipal governments, this situation is exacerbated by a fiscal regime that provides them with only eight cents of every tax dollar collected in Canada. With these eight cents—collected primarily from the property tax—municipal governments must meet a growing list of responsibilities. The antiquated fiscal framework in which municipal governments operate, along with the ad-hoc regime that characterizes policing in Canada, means growing competition for scarce municipal resources that sees local councils trying to balance competing needs—pitting policing against maintenance and repair of core infrastructure, transit expansion or the upgrading or construction of recreation facilities.

This report looks at the structure and funding of policing in Canada and how this has created systemic inefficiencies, inequities and blurred accountabilities. Specifically, it focuses on federal policing practices and policy and how these have resulted in the downloading of a growing share of costs and responsibilities for policing and public safety onto municipal governments and property-tax payers.

## Report Methodology

This study involved both primary and secondary documentary research as well as extensive field interviews. The interviews were conducted for FCM by the consulting firm Vibe Creative Group. The interview groups were broken into seven categories:

- Deputy Commissioners of the RCMP
- Municipal chiefs of police
- Municipal associations
- Provincial government representatives
- Federal government representatives
- Municipal elected officials
- Police board and commission representatives

In total, 28 of 31 designated interviewees were contacted and subsequently interviewed. A list of interviewees is attached as Annex “A” and the interview questions are attached as Annex “B”.

# HOW WE POLICE: AN OVERVIEW OF THE POLICING FRAMEWORK IN CANADA

***Federal policies can often impact municipal policing budgets. Dialogue between all three levels of government should occur to address such situations.***

– William Sweeney, RCMP Deputy Commissioner,  
North West Region

Policing in Canada is a responsibility shared by the three orders of government. The federal government is responsible for enacting criminal laws and federal policing policy, while each province and territory has responsibility for the administration of justice within its jurisdiction, including its municipalities.

The federal government discharges its operational policing responsibilities through the Royal Canadian Mounted Police (RCMP). The RCMP's federal duties include:

- enforcement of federal statutes in each province and territory;
- protection of internationally protected persons and other foreign dignitaries; and
- provision of services, such as forensic laboratories, identification services, the Canadian Police Information Centre (CPIC), criminal intelligence, and the Canadian Police College.

Provincial policing involves the enforcement of the *Criminal Code of Canada* and provincial statutes within areas of a province not served by a municipal police service such as rural areas and small towns. In the majority of provinces, the RCMP provides provincial/territorial policing under a standard provincial police services agreement.

Ontario and Quebec each maintain their own provincial police services, leaving the RCMP's scope of responsibility as federal policing only in those jurisdictions. In Newfoundland and Labrador, the Royal Newfoundland Constabulary, the provincial police service, is responsible for policing in three areas: St. John's, Mount Pearl and the surrounding communities of the North East Avalon, Corner Brook and Labrador West. The RCMP is contracted to provide provincial policing services in other areas of the province.

## **RCMP CONTRACT POLICING**

*While nearly 80 per cent of the Canadian population is policed by municipal stand-alone forces, the RCMP provides cost-shared policing services to nearly 200 communities across the country. Although policing services vary between provinces and territories, common concerns do arise within and among municipalities such as the lack of control over rising RCMP police costs, diminishing service levels, and the limited ability to identify and respond to local policing priorities. A common municipal concern is that while RCMP-served municipalities have citizen advisory and consultative committees, they do not have police boards or commissions.*

*With regards to RCMP cost-shared arrangements, the federal government has stated that "it only wants to recover the costs which its provincial and municipal partners would pay, if they were operating police forces of their own."<sup>1</sup> However, the cost-shared formula appears to have been developed on an ad-hoc basis, with little accountability or transparency. These issues will be the subject of a second FCM report, in advance of the 2012 renewal of all RCMP municipal contracts. FCM expects to release this report in 2009.*

Municipal policing consists of enforcement of the *Criminal Code of Canada*, provincial statutes, and municipal bylaws within the boundaries of the municipality. Municipalities in Newfoundland and Labrador are served by the Royal Newfoundland Constabulary and the RCMP; those in the Yukon, the Northwest Territories and Nunavut are served by the RCMP.

In all other regions of the country, municipal governments discharge their policing responsibilities in one of three ways:

1. Form a "stand-alone" police service (at 100 per cent municipal cost);

<sup>1</sup> *Partners in Policing: The Royal Canadian Mounted Police Contract Policing Program*. Solicitor General Canada, p.2.

2. Contract/join an existing municipal or provincial police service (at negotiated cost); or
3. Enter into a contract/agreement with a regional or provincial police service of the RCMP (at negotiated or set cost as described below).

The federal government discharges its responsibilities for policing through a combination of dedicated police staff resources, at 100 per cent federal cost, and shared police staff resource arrangements with other orders of government in Canada. In the latter case, shared police staff resource arrangements can take the following forms

## THE MUNICIPAL FISCAL DIMENSION

***Current policing arrangements are not sustainable. Municipal property taxes cannot sustain the continually rising costs of policing.***

– Councillor Pam McConnell, Toronto Police Services Board

***Property taxes cannot handle the escalating costs of protective services.***

– Councillor Randy Goulden, Yorkton SK

***Controlling the cost of policing is a major concern for most of our municipalities.***

– Raymond Murphy, Executive Director, Union of New Brunswick Municipalities

Unlike other orders of government, municipalities do not have access to a diversified set of fiscal instruments. The backbone of municipal finance today remains the property tax, which is no longer adequate to meet contemporary realities. As Dr. François Vaillancourt points out in a recent article on the uses of the property tax, municipal governments do not benefit from economic growth as much as federal and provincial governments, and the regressive nature of the property tax makes it more difficult for them to finance a growing range of services.<sup>2</sup>

Ultimately, the numbers tell the story: 92 per cent of every tax dollar collected in Canada goes to the federal and provincial governments. That leaves just

*eight cents of every tax dollar collected for municipal governments to meet growing and varied responsibilities including policing.*

*The most obvious effect of this fiscal imbalance can be seen in our communities: streets, buses, bridges and water systems are neither maintained, nor working as well as they should. The infrastructure deficit is both a symptom of the fiscal imbalance and a measure of its scope. But there are other deficits, some visible, some hidden, that also threaten safety and quality of life in our communities.*

*The capacity of municipal governments to fund these services is one of the key issues raised by respondents to our survey.*

*There was exceptionally strong consensus (more than 70 per cent) among interview respondents with respect to the unsustainability of current funding arrangements for policing in Canada. Respondents believe that most municipalities are very close to or at their fiscal capacity in terms of funding their policing operations.*

*The collective view is that municipal taxpayers cannot continue to finance the ever-increasing costs of policing using existing mechanisms. Most respondents maintain that continuing reliance on municipal property taxes is not a sustainable approach for funding municipal police services.*

<sup>2</sup> Vaillancourt, F. 2006. "The Property Tax: Its Role in Financing Canadian Municipalities," in Building from the Ground Up: Restoring Municipal Fiscal Balance. FCM, 81-87.

- In cases where the RCMP is contracted as the provincial police service, the federal government pays 30 per cent of the costs allocated to support the RCMP operations in a particular province or territory
- In cases where the RCMP is issued a policing contract to police a municipality with a population under 15,000, the federal government pays 30 per cent of the costs related to the municipal policing contract

- In cases where the RCMP is issued a policing contract to police a municipality with a population over 15,000, the federal government generally pays 10 per cent of the costs related to the municipal policing contract
- More recent RCMP policing agreements have been for regional policing services, in which the municipalities pay 100 percent of the policing costs, apportioned to the respective municipalities within the region according to an agreed-upon formula.



CP PHOTOS ROBIN KUNISKI

# KEY TRENDS IN POLICING: COSTS AND OFFICER STRENGTH IN CANADA

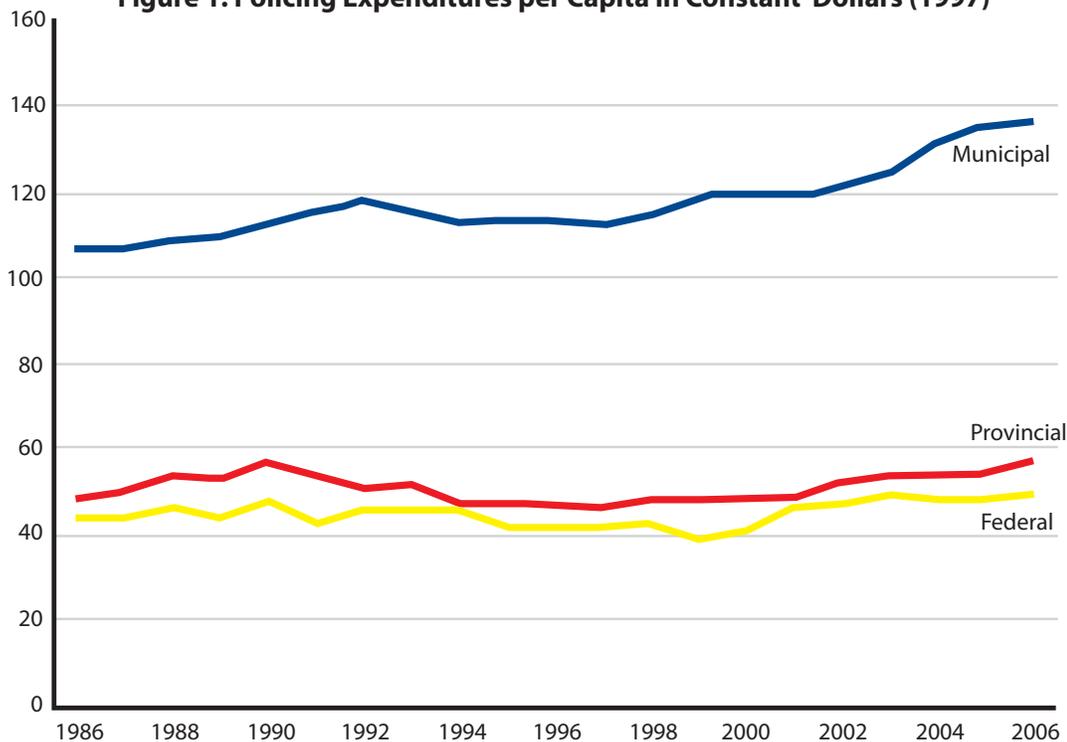
The fastest growing area of municipal spending in Canada is fire and police protection. Security, including policing, already accounts for nearly 20 per cent of municipal operating budgets.<sup>3</sup>

As Figure 1 below shows, between 1986 and 2006, municipal spending on policing grew by 29 per cent (adjusted for inflation and population growth), nearly three times the spending growth experienced by the federal government and nearly twice that of provincial governments.<sup>4</sup> In 2006, municipalities paid nearly 57 per cent of Canada's \$9.9 billion policing costs.<sup>5</sup>

Policing costs are expected to continue to rise as governments place greater emphasis on enhancing domestic security in response to perceived external threats while, at the same time, striving to meet the growing public demands for safer streets.

As is common with most public services, personnel costs are one of the principal cost centres for police services. In 2006, a total of 64,134 police officers were reported by the Canadian policing community (see Table 1). Not surprisingly, the number of police officers in Canada has been rising steadily in recent years, with a 9.8 per cent increase in officer strength over the last five years. While several interview respondents cited police personnel costs as a key factor in the escalation of policing costs, they appeared resigned that municipal governments are unable to control these costs (see box below).

**Figure 1: Policing Expenditures per Capita in Constant Dollars (1997)**



<sup>3</sup> National Security Group. 2006. Emergency: Municipalities missing from disaster planning. Ottawa, 5.

<sup>4</sup> Statistics Canada. 2007. Police Administration Survey, Canadian Centre for Justice Statistics, Population from CANSIM.

<sup>5</sup> Statistics Canada. 2007. Police Resources in Canada, 2007, Canadian Centre for Justice Statistics, 11. Note that this figure includes both municipal stand-alone and contract policing expenditures.

## SALARIES BEYOND MUNICIPAL CONTROL

Wage rates for police personnel have increased in recent years as municipalities and provinces reach new collective agreements. Where municipal governments employ police officers directly, there is an opportunity to establish compensation arrangements in the context of competing municipal priorities, goals of regionally comparable salary levels and with due consideration to each municipality's unique revenue-generating circumstances. In these cases, municipal governments enjoy a greater capacity to control the escalation of police salaries to keep these in line with increases in the rest of the administration.

However, for the those municipal police services who contract services from the RCMP or a provincial force, the establishment of police salary levels is generally beyond the control of municipal governments, given their status as a contracting agency. In these cases, municipalities rely on other orders of government to establish salary scales. In the case of the RCMP, the federal Treasury Board designs compensation based on the average salary of the top three police forces within the RCMP's "comparator universe" of eight Canadian forces.<sup>6</sup>

As Table 1 shows, municipalities now directly employ 56.1 per cent of Canada's police officers (that is, those officers working for municipal stand-alone police departments). The RCMP, at 26.7 per cent, is the next most significant employer of police officers in Canada, some of which will work in communities, through municipal contracts, while others provide provincial police services again under contract, and others work on federal duties. Nation-wide, there has been an almost 10 per cent increase in total policing strength.

Table 2 also provides information on Canada's police officer strength but categorizes the information by primary level of policing assignment—to municipal government, provinces or the federal government—which in turn corresponds to primary source of funding. For example, an RCMP officer assigned to municipal policing by virtue of a municipal policing contract is reported under the municipal category, while an RCMP officer fully assigned to federal duties is reported under the federal category. This presentation paints a slightly different but more accurate picture of the source of and responsibility for police funding in Canada.

**Table 1: Police officers by direct employer**

	2006 Total # of officers	2006 % of total officers	2001 Total # officers	2001 to 2006 % change in officer count
Municipal employees	35,952	56.1%	32,884	9.3%
Provincial	11,049	17.2%	10,187	8.5%
Federal (RCMP)	17,133	26.7%	15,343	11.7%
<b>TOTAL</b>	<b>64,134</b>	<b>100%</b>	<b>58,414</b>	<b>9.8%</b>

Source: *Police Resources in Canada, 2007.*

<sup>6</sup> In 2005, the Ontario Provincial Police, Vancouver Police Department, Toronto Police Service, Edmonton Police Service, Service de police de la Ville de Montréal, Halifax Regional Police Service, Sûreté du Québec and Winnipeg Police Service formed the comparator universe, with the first three having the highest compensation levels within that universe, though not in the country.

**Table 2: Policing officers by funder**

	2006 Total # of officers	2001 Total # officers	2001 to 2006 % change in officer count	2006 % of total officers
<b>Municipal</b>				<b>65.8%</b>
a. Employees	35,952	32,884	9.3%	
b. OPP contracts	1,663	1,261	32%	
c. RCMP contracts	4,554	4,033	13.0%	
	42,169	38,178		
<b>Provincial</b>				<b>24.5%</b>
a. Newfoundland & Labrador	343	307	11.8%	
b. RCMP contracts	6,333	5,603	13.0%	
c. Quebec	5,215	4,523	15.3%	
d. Ontario	3,828	4,096	-6.5%	
	15,719	14,529		
<b>Federal (RCMP)<sup>7</sup></b>				<b>9.7%</b>
a. Federal duties	4,063	4,245	-4.3%	
b. Nat'l Services/ Division Admin.	531	1,021	-48%	
c. "HQ" & Academy	1,652	441	275%	
	6,246	5,707		
<b>TOTAL</b>	<b>64,134</b>	<b>58,414</b>	<b>9.8%</b>	<b>100%</b>

Source: *Police Resources in Canada, 2007.*

- The rate of increase in provincial (1,190 officers, or 8.2 per cent) and federal (539 officers, or 9.4 per cent) police strength has been less than the overall national average of 9.8 per cent.

**Consistent with the per capita cost data presented in Figure 1, these figures suggest that municipalities are assuming an increased burden for the cost and execution of policing duties.**

**While the overall policing strength in Canada has increased by 9.8 per cent over the last five years, Table 2 highlights a number of interesting trends.**

- Municipalities directly employ 35,952 officers, representing 56.1 per cent of Canada's total officer strength (as was shown in Table 1), at 100 per cent cost to municipalities.
- Municipalities also contract an additional 6,217 officers (9.7 per cent of Canada's police strength) through arrangements with provincial police services and/or direct contracts with federal or provincial forces. In the latter case, municipalities are the predominant funding source for those officers.
- Police resources assigned to municipal policing have increased by 3,991 officers, or 10.5 per cent of all officers during this period. This growth exceeds the 9.8 per cent national average.

### **POLICE OFFICERS RECRUITMENT FUND**

The 2008 federal budget set aside \$400 million from the year-end surplus "for a Police Officers Recruitment Fund to encourage provinces and territories to recruit 2,500 new front-line police officers." While FCM welcomes any government's recognition of the need for additional resources for public safety, the Police Officers Recruitment Fund, as currently constituted, misses the mark. The municipal sector has long called for multi-year, sustainable funding; regrettably the additional funding for policing announced in Budget 2008 fails to meet this criterion. Moreover, because this funding is set aside in a trust, and therefore outside the scope of any federal policy or direction, provinces could dedicate 100 per cent of these funds to other policing priorities. There are no guarantees the money will be used to create front-line positions. Table 3 provides a contrast between the funding provided through the Police Officers Recruitment Fund and FCM's recommendations, as well as the number of front-line officers that each formula would be able to fund.

<sup>7</sup> There is some ambiguity as to how "federal duties" are defined. Depending on the agreed-upon criteria, this number may range from 3,000 to 6,000 officers. This ambiguity may account for the large increase in officers at RCMP HQ and Academy.

# WHO POLICES: MUNICIPALITIES TAKING THE LEAD

## *Roles and responsibilities are not properly defined and not tied to specific resources*

– Ian Wilms, President, Canadian Association of Police Boards

## *Policing is not sustainable as it presently operates. There has to be a clear understanding of who is responsible for what and who is going to pay for what.*

– Jack Ewatsk, former Chief of Winnipeg Police Service

## *This country requires federal and provincial government leadership working with municipalities, chiefs of police and police boards on an integrated agenda. It requires leaders in all these stakeholder organizations to come together and envision a new model of policing for Canadians. As citizens we expect no less.*

– Giuliano Zaccardelli, former RCMP Commissioner

Approximately 77 per cent of Canadians live in communities served by municipal stand-alone police departments, while 15 per cent live in communities served by RCMP-contract officers, 6.5 per cent in communities with provincial police force protection,<sup>8</sup> and 0.51 per cent of Canadians are served by First Nations police. Clearly, municipal stand-alone police departments provide the vast majority of the direct, community level policing that Canadians need, but that is only part of the picture, since policing is highly complex, with significant overlap and integration between jurisdictions.

Almost three quarters (70 per cent) of municipal interviewees in the Vibe Creative Group study indicated that roles, responsibilities and resources have to be aligned and clarified so that each order of government would better be able to perform those duties mandated within its jurisdiction. This is particularly true with respect to organized crime, drug-related operations, national security (including surveillance of possible terrorist targets), forensic identification, cyber

crime, and border and port security, all areas in which municipalities appear to be underwriting federal policing costs. Details for certain activities follow.

- **Cyber crime:** According to a recent survey commissioned by the Canadian Association of Police Boards (CAPB), cyber crime is now the most significant challenge facing law enforcement organizations in Canada. Despite a self-evident federal role in policing cyber crime, many municipalities have set up specialty units to combat this growing area of criminal activity. These units all employ full-time officers, who require specialized training and equipment and actively assist other agencies with multi-jurisdictional investigations, both across Canada and around the world.<sup>9</sup> According to Det. Mark Fenton of the Vancouver Police Department, "Even though we're mandated to investigate crimes that have occurred in whichever city we're in, these crimes typically know no boundaries, whether it's municipal, provincial or (national). We find that we end up doing a lot of joint forces operations with other agencies and other city police departments throughout the world." In many cases, these participating agencies in other countries are national, yet Canada's contributions to these joint investigations are primarily led by local police departments. According to CAPB chair Ian Wilms, technology crime units must become an integral component of any police service strategy. One of the key recommendations from the CAPB survey is the establishment of a dedicated Canadian Centre where law enforcement and various agencies can work together to combat cyber crime.<sup>10</sup>
- **Major drug investigations:** Until twenty years ago, municipal police services did not normally conduct major drug-related investigations without the RCMP, which is responsible for enforcement of federal drug legislation. In response to the diminished role played by the RCMP in local enforcement, municipal police have assigned officers to enforce federal

<sup>8</sup> Statistics Canada. 2007. Police Resources in Canada. Canadian Centre for Justice Statistics, 27-42.

<sup>9</sup> Katherine Fletcher, Vancouver Police Department – Internet Investigative Unit, <http://www.fims.uwo.ca/NewMedia2007/page55821745.aspx>

<sup>10</sup> Canadian Association of Police Boards. Cyber Crime Becoming #1 Crime in North America, May 21, 2008

drug laws, essentially diverting municipal policing resources away from other community safety priorities. This shift has taken place gradually and informally, without compensation for this federally mandated work. For example:

- The Halifax Regional Police Service reports on its integrated drug activities, but does not quantify the resources spent on its participation in integrated units. Internal estimates are that approximately 20 per cent of its \$58 million annual budget is expended on federal enforcement, 25 per cent on provincial, and the remainder on municipal enforcement.
- The Winnipeg Police Service's 2005 annual report shows that arrests under the *Controlled Drug and Substances Act* comprise almost 30 per cent of total arrests, but does not quantify the expenditure associated with this activity.<sup>11</sup>



CP PHOTOS BORIS SPREMO

- **Border security:** The RCMP itself, in testimony before the Senate Committee on National Security and Defence, attributes its ability to respond on border issues to the availability of municipal “partners,” whose resources can be leveraged when required. Federal border agents are instructed to allow “an individual who is identified as being the subject of an armed and dangerous lookout” to proceed through the border and to immediately notify local police.<sup>12</sup> However, such calls must compete with other policing priorities of adjacent forces, causing an increased risk to border communities especially and an increased municipal police burden.

- **National security and anti-terrorism:** National security is clearly a federal responsibility. However, funding to ensure municipal preparedness is not systematically available from the federal government to enable municipalities to fulfill the role the federal government relies upon in the event of threats to national security. For example, the Vancouver Police Department has established its own counterterrorism unit, despite the federal government’s exclusive legislative mandate for national security. Many police forces, especially in larger municipalities, continue to provide such specialty policing units at significant costs. Following the September 11 terrorist attacks in the U.S., the Government of Canada committed an additional \$15 billion to domestic security.<sup>13</sup> However, according to FCM’s study, *Emergency:*

<sup>11</sup> Winnipeg Police Service, 2005 Annual Report, 7.

<sup>12</sup> *Borderline Insecure: Canada’s Land Border Crossings are Key to Canada’s Security and Prosperity: Why the Lack of Urgency to Fix Them? What Will Happen if We Don’t?* An Interim Report by the Senate Committee on National Security and Defence, June 2005, 29.

<sup>13</sup> \$24B spent on security in Canada since 9/11, March 24, 2008, www.cbc.ca

*Municipalities Missing From Disaster Planning*, not enough of this funding has gone to municipalities, where it can do the most good.<sup>14</sup>

**Non-returnable warrants:** Jurisdictions often impose a geographical limitation on an arrest warrant, which has the effect of encouraging the offender to flee the jurisdiction in which the warrant is valid. These outstanding warrants are often not enforced by police officers in jurisdictions beyond the radius of the warrant. Many criminals appear to be fully aware of their warrant restrictions, which they use to their benefit by moving outside of the warrant limits each time they re-offend, avoiding accountability for their actions. FCM has long called for a national policy for establishing warrant radii across jurisdictions, as well as federal funding to ensure the consistent application of criminal warrant returns. In yet another example of a municipality underwriting federal police costs, the City of Vancouver has recently announced that it will pay to send those wanted on non-returnable warrants back to those jurisdictions where they are wanted.<sup>15</sup>

The blurring of roles and responsibilities is not a new phenomenon. The need for better delineation of responsibilities for policing duties was recognized at least as early as April 2000 when the Auditor General of Canada wrote:

“The arrangement between the federal government and the provinces set in 1966 for these (policing) services needs to be rethought. It is time for a clear agreement among all the players in the law enforcement community—in the federal, provincial, and municipal governments—on level of service, funding arrangements, user input, management and accountability. A new agreement will require the collaboration of all parties.”



CP PHOTOS CARL CLUTCHEY

<sup>14</sup> The National Security Group. 2005. *Emergency: Municipalities missing from disaster planning*. Ottawa, 5

<sup>15</sup> Vancouver police want rest of Canada to take their criminals back, January 17, 2008, [www.cbc.ca](http://www.cbc.ca)

# WHO PAYS FOR POLICING: COST ALLOCATION FOR POLICING SERVICES IN CANADA

*All levels of government have the responsibility to work together to set out who is responsible for what, who pays for what, how police are governed and where accountability resides.*

– Mayor Peter Kelly, Halifax Regional Municipality

*There have been repeated expressions of concern by Canadian police leaders that current funding arrangements are not sustainable and cannot meet current and future national security and community safety needs for an organized justice response.*

– Jack Beaton, former Chief of Calgary Police Service

The appropriate distribution of financial responsibility for policing services in Canada is a critical policy question facing all orders of government. Municipalities currently pay 56.6 per cent of Canada's (2006) total policing expenditures, for a total municipal contribution of over \$5 billion, and are the predominant funding provider for 65.7 per cent of Canada's police officers (2006). Of particular note to this paper, municipal stand-alone policing expenditures totaled \$4.988 billion in 2006, with the remainder allocated to municipal contract policing with the RCMP, Sûreté du Québec and Ontario Provincial Police.

In order to understand the evolution of municipal policing expenditures, it is useful to note how the federal share of the cost of provincial and municipal RCMP contract services has declined over time:

- from 60 per cent from 1928-1966
- to 50 per cent by 1976
- to 44 per cent by 1980
- to 10 per cent to 30 per cent by 1990.
- Down to zero for any contract signed after 1992

This evolution is particularly important because, while the assumptions underlying the federal contribution are not precisely set out in policy, according to Statistics Canada, “[t]he costing formula takes into consideration the costs of providing federal and other RCMP policing duties while also performing municipal

policing duties.”<sup>16</sup> While it has been impossible to obtain official confirmation from the RCMP, practice and unofficial and anecdotal evidence suggests that the federal contribution is based in large part on an estimate of how much time an RCMP officer spends engaged in federal policing responsibilities (predominantly 30 per cent for provincial policing agreements and either 30 per cent or 10 per cent for municipal policing agreements depending on population) while delivering provincial or municipal police services. This methodology, while conceptually sound, raises two key issues.

1. Without a robust national monitoring protocol based on agreed-upon definitions of roles and responsibilities, it is difficult to determine what percentage of each force's resources are being allocated to executing another jurisdiction's mandates. This counterintuitive downward trend in federal contributions referenced earlier could therefore result from a systemic bias in favour of conservative federal estimates of time expended enforcing federal laws.
2. Perhaps most important, if municipally contracted federal officers are assumed to spend a minimum of between 10 and 30 per cent of their time enforcing federal laws, it follows that municipal police officers would be expected to spend between 10 and 30 per cent of their time also enforcing federal laws. Of course, under the current arrangements, municipalities are not compensated for this, leaving municipal property taxpayers directly subsidizing a growing suite of federally mandated police services and responsibilities.

**The fundamental problem with the current regime is the absence of a clear and shared understanding of the roles and responsibilities of the various orders of government in the area of policing services. This is not an insignificant detail. When it comes to law enforcement, governments cannot take a wait-and-see attitude or accept that some matters may be overlooked.**

<sup>16</sup> Statistics Canada. 2007. Police Resources in Canada, 2007, Canadian Centre for Justice Statistics, 25. Statistics Canada uses this interpretation, which it has received from the RCMP, as an interpretative note to its analysis.

As has historically been the case where services have been offloaded, municipal governments have stepped in. This results in diversion of scarce resources away from core municipal roles, such as community policing, and into areas of clear federal jurisdiction, such as maritime interdiction and enforcement, cyber crime and even counterterrorism.



CP PHOTOS GRAHAM HUGHES

### **THE IMPORTANCE OF COMMUNITY POLICING- COMMUNITY SAFETY STARTS HERE**

*People identify with the place they call home. They experience crime, disorder and victimization at the local level. Fear of crime, perceptions of personal safety, confidence in the police and quality of life assessments are based on local occurrences as experienced directly and indirectly. At a time when national governments are preoccupied with trans-national crime, national security issues and the global threat of terrorism, local concerns remain the highest priorities for community residents. The FCM-Strategic Counsel public opinion poll released in April 2008 shows this trend clearly: policing is among the key municipal services in most need of additional attention.*

*Residents invariably identify their safety and security priorities as street-level crime including substance abuse and the sex trade, traffic, public disorder and property crimes. These are best addressed by a robust and visible police presence that extends beyond law enforcement through to community resource roles valued and expected by the community. These include work with youth and in schools; a focus on those most at risk of offending or re-offending; cultivation of trusting relationships with the public and especially marginalized groups; protection of the most vulnerable such as women, children and the elderly; timely attention to community concerns; and active citizen participation.*

*Local relationships of trust, ongoing dialogue and community engagement contribute to the overall police ability to obtain information that becomes criminal intelligence. This leads to effective prevention and investigation of offences. Municipal police expenditures on areas of federal responsibility, if perceived to compromise responsiveness to community concerns, may erode citizen confidence in the authority of their closest order of government.*

# CONCLUSION

Where ambiguity around policing roles exists, two issues arise: who pays and who polices. Our study shows that more and more, municipal governments are doing both.

In addition to the obvious financial, equity and good-governance considerations of such a proposition, its fundamental adhocery should raise concerns about the state of public safety in this country.

And while financing a growing and exotic suite of policing missions through the property tax is neither efficient nor equitable, for policy makers the issue goes beyond strict financial considerations.

FCM proposes the following to begin addressing the problems apparent with the current regime:

## RECOMMENDATIONS

### Towards more equity and efficiency in policing

1. As an interim measure, pending a full review of the existing policing regime, the Government of Canada should provide an **equity and efficiency allocation** to:
  - a. compensate municipal governments for their role in enforcing federal policing mandates; and
  - b. provide funding sufficient for municipalities to meet their growing responsibilities.
2. The Government of Canada should appoint a special panel to review the existing distribution of policing functions. Specifically, the panel, which should include municipal government representation, should be mandated to look at:
  - policing roles and responsibilities;
  - resource allocation and capacity ; and
  - RCMP contract policing

FCM proposes using the existing federal formula used in apportioning costs for RCMP contract policing, either 10 per cent or 30 per cent, in making this calculation. For equity reasons and to acknowledge the existing RCMP role in municipal jurisdictions, FCM proposes using the lesser of two amounts. Therefore, the Government of Canada should reimburse an amount equivalent to no less than 10 per cent of a municipal police force's annual budget to every municipal government that pays for police service but does not already receive this contribution.

In the aggregate, municipal police forces spend approximately \$5.394 billion per year.<sup>17</sup> This **equity and efficiency allocation will result in an additional federal investment of \$539.4 million** in safe streets and communities. Tables 3 and 4 demonstrate what this investment means on the ground, at the provincial and municipal level, and also compares this approach to the Police Officers Recruitment Fund.

<sup>17</sup> This figure includes municipally contracted police costs with the Ontario Provincial Police and Quebec's provincial police force, the SQ, because these forces perform federally mandated police duties without federal compensation, in the same way as do municipal stand-alone police forces. Without OPP and SQ policing costs, this figure amounts to \$4.99 billion. See Annex C for a summary of all of these figures.

**Table 3: Equity and Efficiency allocation, by province<sup>18</sup>**

Province	Municipal stand-alone Police Expenditures (2006)	Police Officers Recruitment Fund (annual average, 2008-12)	Equity and Efficiency Allocation (10% of annual municipal policing budgets)	Officers Hired* (Police Officers Recruitment Fund)	Officers Hired* (Equity and Efficiency Allocation)
PEI	\$9,344,159	\$320,000	\$934,416	3	7
Nova Scotia	\$97,992,433	\$2,240,000	\$9,799,243	17	75
New Brunswick	\$48,351,202	\$1,760,000	\$4,835,120	14	37
Quebec	\$1,362,837,100	\$18,460,000	\$136,283,710	142	1048
Ontario	\$2,756,869,000	\$31,200,000	\$275,686,900	240	2121
Manitoba	\$170,830,987	\$2,880,000	\$17,083,099	22	131
Saskatchewan	\$113,536,685	\$2,340,000	\$11,353,669	18	87
Alberta	\$491,815,520	\$8,480,000	\$49,181,552	65	378
British Columbia	\$341,910,904	\$10,600,000	\$34,191,090	82	263
<b>Total*</b>	<b>\$5,393,487,990</b>	<b>\$78,280,000</b>	<b>\$539,348,799</b>	<b>603</b>	<b>4149</b>

\* Numbers based on the Police Sector Council's estimate that the cost of a fully equipped officer is approximately \$130,000 per year.

**Table 4: Equity and Efficiency allocation, by selected municipality**

Municipal Police Departments	Municipal Population*	Total Operating Expenditures (2006)	Equity and Efficiency allocation (10% of annual municipal policing budget)
Toronto, ON	2,631,725	\$843,101,048	\$84,310,105
Montreal, QC	1,873,974	\$487,711,585	\$48,771,159
Calgary, AB	1,011,309	\$246,866,265	\$24,686,627
Edmonton, AB	742,155	\$202,449,000	\$20,244,900
Vancouver, BC	589,352	\$189,671,603	\$18,967,160
Ottawa, ON	840,095	\$182,574,697	\$18,257,470
Winnipeg, MB	648,929	\$158,967,838	\$15,896,784
Quebec, QC	533,010	\$102,818,147	\$10,281,815
Halifax, NS	214,006	\$62,097,800	\$6,209,780
Regina, SK	181,203	\$43,901,704	\$4,390,170
Gatineau, QC	249,375	\$42,409,322	\$4,240,932
Sherbrooke, QC	148,102	\$23,810,382	\$2,381,038
Saanich, BC	110,737	\$21,249,806	\$2,124,981
Fredericton, NB	51,401	\$10,011,694	\$1,001,169
Stratford, ON	31,206	\$7,444,338	\$744,434
Edmundston, NB	17,090	\$3,901,876	\$390,188
New Glasgow, NS	9,409	\$2,645,300	\$264,530
Summerside, PEI	15,020	\$2,594,027	\$259,403
Taber, AB	8,375	\$1,830,125	\$183,013

\*Populations are based on July 1st preliminary postcensal populations for 2006 (based on 2006 Census boundaries), Demography Division, Statistics Canada. Populations are adjusted to follow policing boundaries.

<sup>18</sup> Yukon, Northwest Territories, Nunavut, and Newfoundland and Labrador are excluded from this table because municipalities in these jurisdictions do not directly pay for police costs. Each territory will receive a total of \$800,000 from the Police Officers Recruitment Fund, while Newfoundland and Labrador will receive \$5,900,000.

## List of Interview Subjects

Deputy Commissioners of the RCMP  
Responsible for provinces:

**North West:** William Sweeney

**Atlantic:** Harper Boucher

Selected provincial Assistant Deputy Ministers  
responsible for policing:

**British Columbia:** Kevin Begg  
*Assistant Deputy Minister and Director  
Policing and Public Safety Branch  
Public Safety and Solicitor General*

**Alberta:** Brian Skeet  
*Assistant Deputy Minister  
Public Security Division  
Solicitor General & Ministry of Public Security*

**Nova Scotia:** Ed Kirby, C.A.,  
*Director Contracts  
Finance and Administration Division  
Department of Justice*

## **President of Canadian Association of Chiefs of Police:**

Chief Jack Ewatski

## **President of Canadian Association of Police Boards:**

Ian Wilms

## **Executive Director of Police Sector Council:**

Geoff Gruson

Selected representatives of provincial  
Associations / federations of municipalities:

## **Alberta Urban Municipalities Association**

Bruce E.Thom, Q.C.,  
Executive Officer, Policy and Legal

# ANNEX A

## **Union of Municipalities of New Brunswick:**

Raymond Murphy,  
Executive Director

Selected chiefs of police (or representatives):

**Halifax:** Chief Frank Beazley

**Charlottetown:** Chief Paul Smith

**Montreal:** Directeur Yvan Delorme

**Gatineau:** Chief John Janusz

**Ottawa:** D/Chief Sue O'Sullivan

**Windsor:** Chief Glenn Stannard

**Toronto:** Chief William Blair

**Regina:** Chief Cal Johnston

**Calgary:** Chief Jack Beaton

**Port Moody:** Chief Constable Paul Shrive

Selected Mayors, chairs or members of police  
services boards, with focus on urban municipalities:

**Halifax:** Mayor Peter Kelly

**Moncton:** Mayor Lorne Mitton

**Windsor:** Mayor Eddie Francis

**Toronto:** Pam McConnell (Police Services Board)

**Winnipeg:** Councillor Gord Steeves

**Regina:** Mayor Pat Fiacco

(Board of Police Commissioners)

**Yorkton:** Councillor Randy Goulden

**Calgary:** Ian Wilms, as President of CAPB

**Saanich:** Mayor Frank Leonard

## **ANNEX B**

See [www.fcm.ca](http://www.fcm.ca)

## POLICING EXPENDITURES, 2006

<b>1. Total national expenditures:</b>	<b>\$9,877,071,000*</b>
<b>2. Total RCMP expenditures:</b>	<b>\$3,307,186,417</b>
a. Federal duties (including First Nations Policing):	\$1,997,893,000
b. Provincial contracts:	\$883,683,000
c. Municipal contracts:	\$425,610,417
<b>3. Total provincial police expenditures:</b>	<b>\$1,559,815,307</b>
a. Provincial/unincorporated policing:	\$1,154,439,935
b. Municipal contracts:	\$405,375,372
<b>4. Total municipal police expenditures:</b>	<b>\$5,819,098,407</b>
a. RCMP contracts:	\$425,610,417
b. Municipal stand-alone policing:	\$4,988,112,618
c. Provincial contracts:	\$405,375,372
<b>Total non-RCMP municipal policing expenditures:</b>	<b>\$5,393,487,990</b>

\*Figures do not add up precisely to this number due to rounding and data methodological issues.

**Federation of Canadian Municipalities**  
24 Clarence Street • Ottawa, Ontario K1N 5P3  
Telephone: (613)241-5221 • Fax: (613)241-7440  
**[www.fcm.ca](http://www.fcm.ca)**

TO: UBCM Members  
FROM: UBCM Executive  
DATE: October 1, 2009  
RE: **POLICE SERVICES IN BRITISH  
COLUMBIA: AFFORDABILITY AND  
ACCOUNTABILITY**

**POLICY PAPER**

**# 1**

*2009 CONVENTION*

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**1. DECISION REQUEST**

To consider recommendations that UBCM might forward to the federal and provincial government regarding the RCMP contract negotiations.

**2. INTRODUCTION**

The discussion paper overall looks at two key issues of concern to local government regarding policing namely the affordability and accountability of the service provided.

The paper is divided into four parts. The first part of the paper provides a historical overview of how policing costs have been paid for in the past and how they are paid for today. In addition, it looks at what the police costs are today and some of the emerging trends that local governments will be faced with in the future.

The second part of the paper looks at the results of a UBCM survey sent out to local government that looked at the affordability and accountability of police services. In addition, the paper examines a number of issues related to the RCMP contract such as the renewal of the agreement, time frame for renewing the agreement and cost sharing of regional/integrated police units. It also highlights comments provided by local government on the issues and the various actions that might be taken to improve the current arrangements.

The third part of the paper looks directly at the RCMP contract and identifies a list of issues that need to be addressed in future contract negotiations between the federal and provincial government. Each issue is examined and specific changes suggested to the existing agreement.

Finally, the document looks at some basic principles from a local government perspective that might be considered to frame the development of a future partnership on police services and outlines some general recommendations.

### 3. BACKGROUND

The province has the constitutional responsibility for the administration of justice in British Columbia. Under the Police Act it has the legislative mandate to ensure adequate and effective policing in the province. The province is also responsible for the enactment and enforcement of provincial laws, a responsibility which imposes certain duties on police services. Provincially contracted (RCMP) and municipal police must enforce all laws.

The Police Act requires that all local governments over 5,000 population provide police services. Local governments have the option of establishing their own municipal police force or entering into an agreement with the province for police services to be provided by the RCMP.

The federal government is responsible for the policing of federal laws and works closely with the provinces and municipalities to ensure that federal laws/criminal code are enforced. The federal government funds 10% to 30% of the costs to the province and municipal government for policing services provided by the RCMP. The RCMP Act mandates the RCMP to enforce federal statutes, provide criminal intelligence and support services, and deliver cost-shared policing services.

The federal support for policing in the province is based on two elements:

1. The performance of federal enforcement and investigative duties by the RCMP within the agreements;
2. The “intangible benefits” that flow to the national police force through involvement in these policing services.

Internal analysis undertaken for the federal government in the 1990’s suggested that enforcement of federal laws carries a benefit of about 10% and the “intangible benefits” from the creation of national police force carries a benefit of about 15% for a total benefit of around 25%.

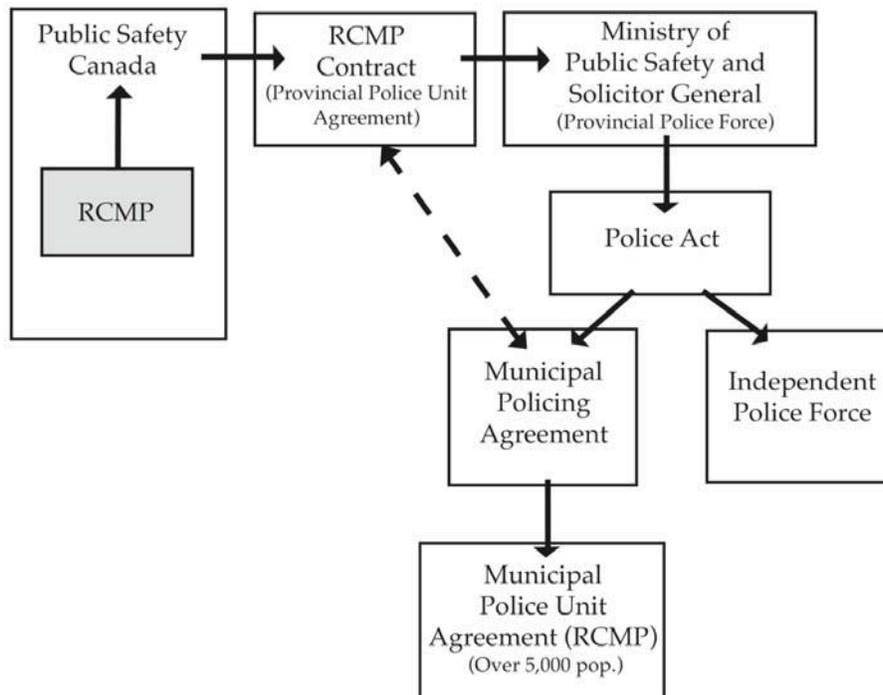
There are three RCMP policing agreements in BC:

- Federal/Provincial agreement entitled – Provincial Police Services Agreement;
- Federal/Provincial master municipal agreement entitled – Municipal Policing Agreement;
- Individual Provincial/Municipal agreement entitled – Municipal Police Unit Agreement.

A total of 58 municipalities have signed Municipal Police Unit Agreements (MPUA) - 28 municipalities between 5,000 and 15,000 population and 30 municipalities over 15,000 population.

The following diagram outlines the general framework used in negotiating the agreement for RCMP services from the federal government.

### Federal/Provincial RCMP Contract



#### Local Government Role: Federal-Provincial RCMP Contract Negotiations

The federal and provincial government view the discussions regarding the provision of services for policing in the context of their authority laid out in the Canadian constitution.

Prior to the 1992 RCMP contract UBCM was consulted on an informal basis by the province about some of the provisions being considered in the federal-provincial discussions regarding the RCMP agreement.

UBCM was involved, as a member of the provincial negotiating team, in the 1992 contract negotiations and appointed a local government representative to the provincial negotiating team. UBCM was asked to participate in the current discussions around the renewal of the RCMP contract after 2012 and has appointed a local government representative to be a member of the provincial negotiating team.

#### Financial Cost of Policing Services in British Columbia

Municipalities with over 5,000 population are required to provide police services. Presently, 70 municipalities are required to provide police services – this does not include West Kelowna (recently created), Kent or Duncan, all of whom were identified as going over the 5,000 threshold in the 2006 Census.

There are two components to the policing cost issue. The first is how policing costs are divided (cost share) and the second is the make up of the costs (cost base).

### **Cost Share**

Municipalities may choose to establish their own municipal forces or contract with the Royal Canadian Mounted Police (RCMP) or another municipality to provide police services. Currently, 12 municipalities are policed by independent municipal police forces and 58 municipalities were party to a contract for RCMP services (Victoria police force provides policing services for both Victoria and Esquimalt).

The remainder of BC is policed by the RCMP as a provincial police force that is cost-shared between the province and the federal government on a (70% provincial and 30% federal cost share).

Two models exist as the result of decisions made in 1953, when the province decided to shift from a provincial police force to contract for the delivery of RCMP services from the federal government. A number of local governments at that time opted to retain their own municipal police force rather than contract for policing services with the RCMP.

The 12 municipalities that are policed by an independent municipal police force pay 100% of the costs of policing.

The 58 municipalities who obtain policing services from the RCMP through an agreement between the federal and provincial government pay the following costs:

1. Those with a population in excess of 15,000 pay to Canada 90% of the total expenditures, excluding overtime, made by Canada to provide municipal police services in each separate municipality.
2. Those with a population between 5,000 and 15,000 (prior to the latest Census) pay to Canada 70% of the total expenditures, excluding overtime, made by Canada to provide municipal police services in all municipalities between 5,000 and 15,000 in BC.

The Province provides police services in the 86 municipalities of less than 5,000 population and in rural areas. Both small municipalities and rural areas pay a police tax levy, which contributes to the costs of the police services provided, but is not intended to cover the full costs of the service. It is estimated that the provincial costs of providing policing in small communities and rural areas is approximately \$64 million dollars. The amount of funding provided by the police tax was \$32 million in 2007.

The unincorporated areas of the province also receive a tax credit from the provincial rural tax of \$0.10 per \$1000 (all assessment classes) to offset the rural police tax – this is intended to recognize the fact that under the rural property tax rural residents already contribute to the cost of policing rural areas.

In addition, rural areas and small municipalities receive an offset for traffic fine revenue that is subtracted from the police tax allocated to the area. The traffic fine revenues are allocated on the basis of policing costs in each electoral area and small municipality.

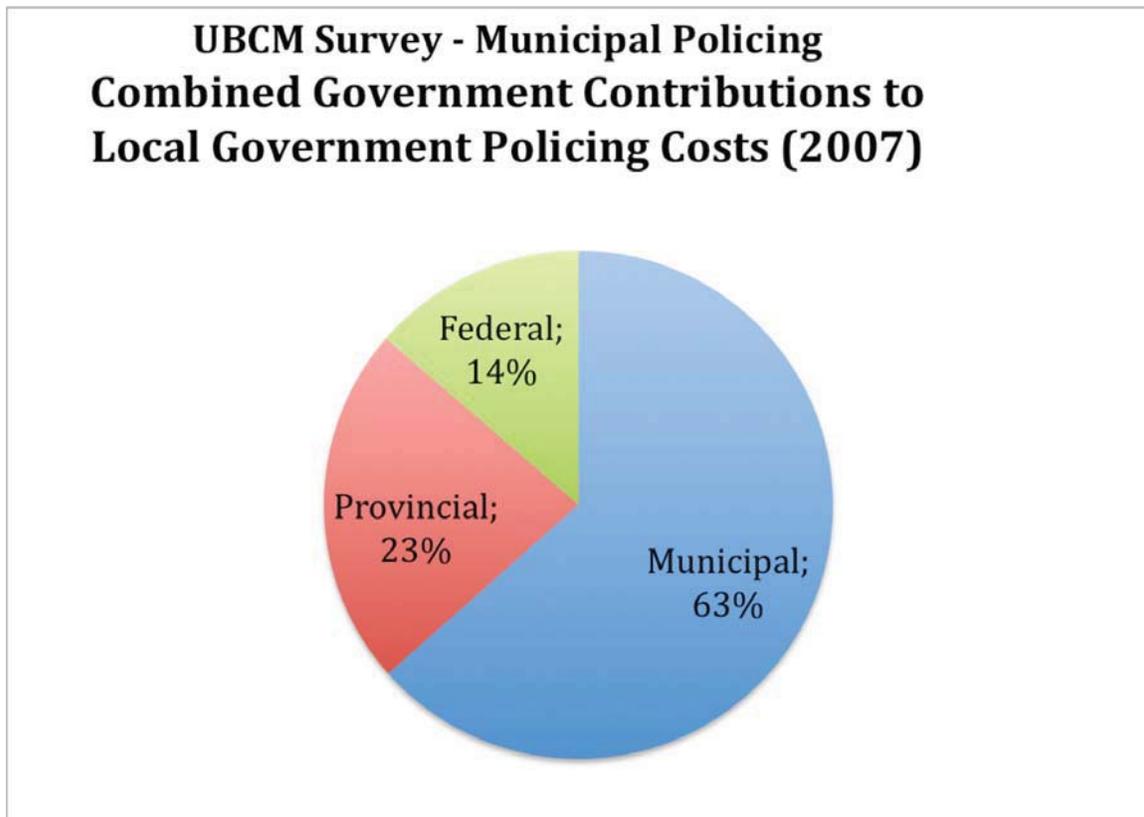
The following table outlines how the costs are divided among the three levels of government:

**GOVERNMENT CONTRIBUTIONS TO LOCAL GOVERNMENT POLICING  
(2007 calendar year)**

	NUMBER of MUNICIPALITIES	POLICE	POPULATION	POLICE COSTS
Own Force	12	2,262	1,247,344	\$347,745,929
Over 15,000 RCMP	28	2,696	2,109,601	\$369,652,430
5,000-15,000 RCMP	30	433	303,982	\$ 47,208,611
<b>TOTAL MUNICIPALITIES</b>	<b>70</b>	<b>5,272</b>	<b>3,576,874</b>	<b>\$764,606,970</b>
<hr/>				
PROVINCIAL		POLICE	POPULATION	POLICE COSTS
PROVINCIAL RCMP (cost shared 70% - 30% with federal government)				
86 Munis Under 5000 population			174,388	\$276,252,542
Unincorporated Areas			541,888	
<b>TOTAL PROVINCIAL</b>	<b>-</b>	<b>2,047</b>	<b>716,276</b>	<b>\$276,252,542</b>
<hr/>				
FEDERAL		POLICE	POPULATION	POLICE COSTS
Over 15,000 RCMP (10% costs)				\$31,179,738
5,000-15,000 RCMP (30% costs)				\$14,746,883
Provincial (30% costs)				\$118,393,947
<b>TOTAL FEDERAL</b>	<b>-</b>			<b>\$164,320,568</b>
<hr/>				
<b>TOTAL - ALL BC</b>	<b>-</b>	<b>7,816</b>	<b>4,380,256</b>	<b>\$1,205,180,080</b>

(Note: 2006 Census: Squamish, Colwood and Pitt Meadows were identified as going over the 15,000 population threshold; Kent and Duncan were identified as going over the 5,000 population threshold, West Kelowna was established with a population over the 5,000 population threshold; Mackenzie and Spallumcheen were identified as falling below the 5,000 population threshold)

The following pie chart outlines the contribution made by each level of government to police costs on a percentage basis:



The federal and provincial government provide funding for a broad range of police services (see Appendix E for specific details - note the costs outlined by the province are based on the fiscal year and do not include all the costs that are borne 100% by local government, such as accommodation, support staff, office supplies etc.).

The federal and provincial government spend approximately \$14.5 for First Nation police services. This is cost shared at 48% provincial and 52% federal support.

The federal and provincial government have set up a number of specialized police teams, (independently and jointly) to address the growing complexity of criminal investigations – cyber crime, international, drugs, gangs etc. In many cases the costs of these teams are shared, but it is not clear how the level of funding is determined.

The federal and provincial government have established 23 specialized police units to deal with crime. Local governments in the Lower Mainland are directly involved in five of the specialized units and have been requested to pay \$12.5 million toward the operation of these integrated units. A number of specialized units are in the process of being set up in RCMP regional offices (i.e. for murder investigations, gangs and drugs, etc.).

Both the federal and provincial government pay for the cost of provincial integrated teams (provincial contribution is \$63 million and federal contribution is \$29 million) and DNA testing (\$910,000 provincial contribution and \$390,000 federal contribution).

The province paid \$45 million in infrastructure costs to create a new communication system for police services in British Columbia (PRIME).

The province is currently providing \$59 million in traffic fine revenue grants to local government. The traffic revenue grants are intended to be used for policing and crime prevention measures in the community. The provincial government sees this as a contribution toward local government police costs.

### **Cost Base**

The Treasury Board of Canada funds the RCMP and has the sole authority to approve the terms and conditions of costs related to employment within the Force, including matters of compensation.

In the early 1990's, the salaries for all federal employees, including the RCMP were frozen. After the freeze was lifted, a new approach was adopted and a Pay Council of staff representatives and management under a neutral chair was formed to develop a methodology for comparison with the larger police forces in Canada. The Pay Council was also intended to provide a forum within which the needs of both management and members could be aired.

The total compensation methodology currently used for regular members up to the Superintendent level was created by evaluating each component of compensation within eight major municipal Canadian police forces including the Vancouver Police Department, Ontario Provincial Police and Sûreté du Québec (Quebec Provincial Police). The RCMP's compensation package is based on the average of the top three national police forces.

While the Pay Council makes a recommendation to the RCMP Commissioner for changes to the compensation package, the sole authority rests with the Treasury Board, and they may or may not accept the RCMP Commissioner's recommendation. The final decision by Treasury Board then applies to pay packages for all RCMP regular members across the country.

### **Costs**

**Direct Costs:** Total direct costs for the seven year period of 2002 – 2009 indicate a growth rate of 2.73% a year. Direct costs include the following:

- Wages and allowances
- Overtime
- Operating and Maintenance Expenditures
- Capital (excluding real property)

**Indirect Costs:** Indirect costs include items such as pensions, employment insurance and training. The indirect costs associated with an average full-time RCMP member have increased in the past seven years at the following annualized rates:

Per RM Pensionable Cost	8.2%
Rate/per RM EI Contribution	-3.1%
Div Admin	5.7%
ERC/PCC per RM	4.9%

**Annual Full Cost per RCMP Member (100% dollars):** The annual average cost for a typical full-time RCMP Municipal member has increased from approximately \$110,000 in 2002 to \$138,000 in 2009, reflecting 3.3% annualized growth. These figures include pay plus operations and maintenance (O&M). When the federal government's share of costs is factored, actual costs to municipalities are less than the noted figures – note the federal government pays 10% for municipalities over 15,000 population and 30% for municipalities between 5,000 and 15,000 population.

**Average Salary per RCMP Member (100% dollars):** The average salary per full time employee has increased from \$66,159 (2002) to \$78,675 (2009). These figures indicate an overall increase of 18.92% or 2.51% annualized.

**Cost for an Average Police Car:** An average police car costs \$31,000 (Crown Victoria model) plus \$11,000 for fit-up, totaling \$42,000 – the cost of police vehicles for municipalities between 5,000 and 15,000 population are pooled.

**O&M Cost Drivers:** The O&M cost drivers that have increased more than 4% annually are:

Overtime	7.95%
Training	11.53%
Fuel	7.25%
Vehicle Fit-up	16.06%

### **Police Financing - Emerging Issues**

The original intent of the RCMP contract was that a community would be entering into an agreement with the province that included a complete package of policing services. The agreement would provide some certainty as to the police costs that the local government would need to pay.

In the Pickton murder case to date the province has spent over \$89 million and the federal government has spent over \$38 million on investigating and gathering evidence to obtain a murder conviction. One of the realizations of this case appears to be a recognition on the part of the federal and provincial government that more specialized police resources are required to deal with police investigations and to view these specialized resources as extra services – murder investigations involving gangs, drugs or international links etc. It raises the question: Is this increased specialization of police officers required for

delivering local police services? and, if not, - Who should pay for the costs of training the specialized officers and the increased costs associated with this (i.e. salary, equipment and ongoing training etc.)?

Due to the increased complexity of crimes, there is a growing trend to assign additional costs to local government that are not identified in the RCMP contract. For example, local governments are being charged additional investigation fees where specialized policing services are needed, such as the District Major Crime Unit. Depending on the complexity of the case, these costs could be as high as \$1,000,000.

Local governments are also being charged for new technology that is needed to make policing more effective. For example, the cost of putting computers in police cars and the future maintenance of this technology is a cost that local governments are required to pay. This is only a small example of an increasing range of technological changes that might be introduced into policing in future years.

In addition, the province introduced a new communication system for policing services called PRIME. Local governments are now charged a monthly fee for the use of this system, which was initially intended to replace a system that the RCMP was using in the province. The cost of operating the system appears to be increasing rapidly. The fee is currently \$500 per officer per year and is scheduled to increase to \$1,000 per officer per year next year. The RCMP is also in the process of developing a new national communication system and it is not known at this time whether or not local government may be asked at some point in the future to cover some of the costs of this new system.

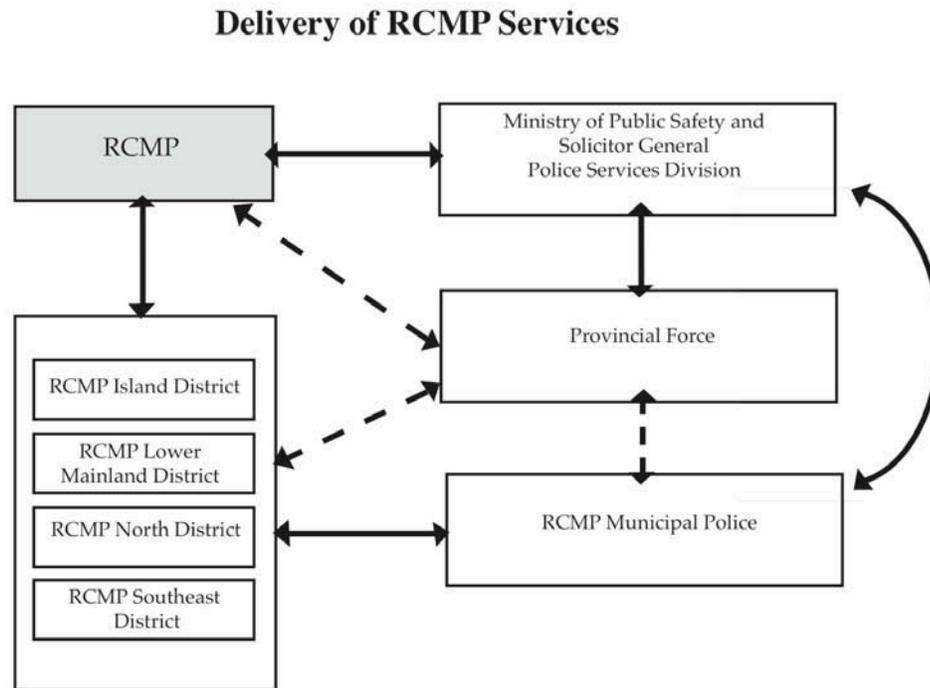
In general, the management of the RCMP contract continues to be a challenge and it raises a number of questions: Who is responsible for the management of the RCMP contract? Who is managing the RCMP contract? How is the RCMP contract being managed?

Under the current contract it would appear that the province is responsible for the management of the RCMP contract. However, the province does not have the resources and does not have the information to monitor the various contracts that are in place. The complexity of this issue is highlighted in communities where there is a joint detachment and a large First Nations band in the area. The costs are split among the municipal force, provincial force and a federal/provincial component. It becomes unclear whose resources are being used in this case and how the cost-share formula is allocated becomes uncertain. There is no clear indication as to who is responsible for ensuring that the costs are monitored and allocated appropriately.

In the past 5 to 10 years large municipalities, as a result of the increasing costs, have focused additional resources on the management of the contract. They have employed staff to monitor the contract and work directly with the RCMP. The need for this type of action was not contemplated during earlier RCMP contract negotiations. In other cases the municipality has had to rely on the provincial government to address contract/billing issues that arise. The province has responded on a complaints basis and has attempted to address the issue raised.

## Delivery of Policing Services in British Columbia

The diagram below provides an overview of how police services are delivered by the RCMP and the province to local government.



The province, based on the legislative framework and RCMP contract, is responsible for the delivery of policing services and in consultation with the RCMP determines the level of service that will be provided in each area. There are a number of underlying factors in this decision. One is the minimum standard (# of resources) set by the RCMP Commissioner, which is intended to ensure that the safety of RCMP members is not compromised and adequate/effective police services is provided throughout the province. The second is the goals and objectives set by the province in the delivery of policing services.

There appears to be two growing trends that are challenging the traditional model of delivering police services. One trend is recent efforts by the RCMP/province to regionalize the delivery of police services to establish a more effective and efficient police service. The second trend is the increasing specialization of police services caused by the growing complexity of criminal activity and technology.

The RCMP in consultation with the province has established the following district based policing units:

RCMP Island District

RCMP Lower Mainland District

RCMP North District

RCMP Southeast District

In addition, the delivery of service in some areas has been re-organized to provide service on a regional basis, such as in the Elk Valley, Chilliwack area and Nelson area. This has meant combining a number of detachment offices that existed in smaller communities and delivering the service from a single community.

Specialized policing units have been created in the past few years to deal with a number of crime issues on a regional basis. These specialized units report directly to the RCMP and the province. Local governments in the Lower Mainland contribute \$12.5 million in funding toward these specialized policing units.

There is a perception amongst some local governments that they are subsidizing the delivery of police services at both the federal and provincial level. It is difficult to assess the extent to which this may be taking place, however, the size of the provincial RCMP force has seen limited growth over the 10 year period between 1998-2007 - growing from 695 to 784 police officers in provincial detachments. In the survey undertaken by the UBCM a number of local governments commented on the current situation. One local government outlined the issue from an urban perspective as follows:

*Local governments are subsidizing the federal government's policing costs. The number of municipal police positions has increased significantly while positions responsible for federal policing has dropped. The municipal police officers are taking on more federal policing responsibilities in the areas of border security, drug investigations and cyber crime. Additionally, local governments pay 100% of the cost of detachment support staff and facilities.*

A second local government with a joint police detachment that serves both the municipality and the surrounding areas (rural and small communities) described the situation in the following way:

*While the rural (regional) areas of [the community] have grown significantly over the past twenty years the staffing levels of the Provincial Unit has not changed and often has vacancies. Inadequate member strength for the Provincial (rural/regional) areas has had a significant impact to enforcement to the city. The city has increased its member strength in an effort to address this issue. This is not only "not sustainable", but will have a staggering effect on the city when the detachment is at full strength and the city is subsequently billed accordingly.*

### **Service Delivery - Emerging Issues**

#### **Regionalization and Specialization of Police Resources**

The increasing complexity of criminal activities has resulted in an overlapping of jurisdictional and inter-jurisdictional investigations. The increasing gang and drug

activity at the provincial, national and international level has raised questions about how policing services should be delivered in the future.

In the past, ordinary criminal activity committed entirely within the boundaries of a municipality was determined to be the responsibility of the local community. Today a significant portion of major criminal activity appears to be carried out on an organized provincial, inter-provincial or international level. The reality is that local communities do not have the resources or the expertise to deal with this type of activity.

This is not a new issue, but as we move forward into the future it will become increasingly important. Under the present system the process it is not clear as to when and how a criminal investigation is shifted from a local responsibility to a provincial and/or federal responsibility. Local governments are currently left paying a portion of the costs of ongoing investigations that go well beyond their jurisdictional boundaries.

The increased complexity around the delivery of policing services raises a number of questions that need to be addressed - Who is responsible for investigating crimes which have regional, inter-provincial and international implications and the costs related to these investigations? When do the provincial and the federal government take responsibility for the criminal investigation and the costs associated with it? Who gets to make the decision that an investigation is no longer a local matter?

### **Brown Report**

A Task Force on Governance and Cultural Change in the RCMP (Brown Task Force) prepared a report entitled "Rebuilding the Trust" which was submitted to the federal government on December 14, 2007. The Brown Task Force made a total of 49 recommendations for changes in the structure, accountability, independence and oversight of RCMP operations. The federal government created a Reform Implementation Council to guide and assist the RCMP reform process until March of 2009.

The report made four major recommendations:

- conversion of the RCMP to a separate entity from government and separate employer status;
- establishment of a Board of Management to independently oversee the RCMP's financial affairs, personnel, property, services, resources and procurement;
- creation of an independent Commission for complaints and oversight of the RCMP;
- implementation of a renewal Council to oversee the renewal process and provide public updates.

The Task Force made two key recommendations of particular interest to local government:

*Recommendation 41 – Delegation of Decision Making with Respect to Contract Policing*  
*The RCMP should examine and review its approval authorities to ensure that those closest to operational police activity have the requisite authority to make decisions in a timely manner.*

*Recommendation 42 – Contract Partner Participation*

*Headquarters should give greater weight to the views and priorities of contracting authorities and should involve them in a more meaningful way in decisions that have an impact on their jurisdictions.*

The RCMP has established a Change Management Team to coordinate the many initiatives identified in the report.

**Ontario Court Decision – RCMP Labour Relations**

A recent decision by the Ontario Supreme Court has brought into question the future direction of labour relations between the federal government and police officers employed by the RCMP. Two underlying issues were raised. The first issue was whether or not RCMP officers have the ability to unionize if they choose to. The second issue was what the nature of the labour relations model should be between the federal government and police officers employed by the RCMP.

The court ruled that *Royal Canadian Mounted Police Regulations* (s. 96) was unconstitutional - of “no force and effect” - and gave the federal government 18 months to consider its options and provide a new statutory framework for collective bargaining before the decision came into effect.

The federal government has reviewed the decision and is appealing it to the Supreme Court of Canada.

**4. UBCM SURVEY - POLICE SERVICES: COST AND ACCOUNTABILITY**

UBCM sent out a survey to all local governments in June of 2008 (see Appendix A for details). The survey looked at three specific issues. The first issue was the cost of policing, including whether or not it was sustainable and what actions the different levels of government could take to contain policing costs.

The second issue was whether or not the police were accountable to local government in the delivery of the police services provided, including what specific measures could be implemented to improve the accountability of the delivery of policing services.

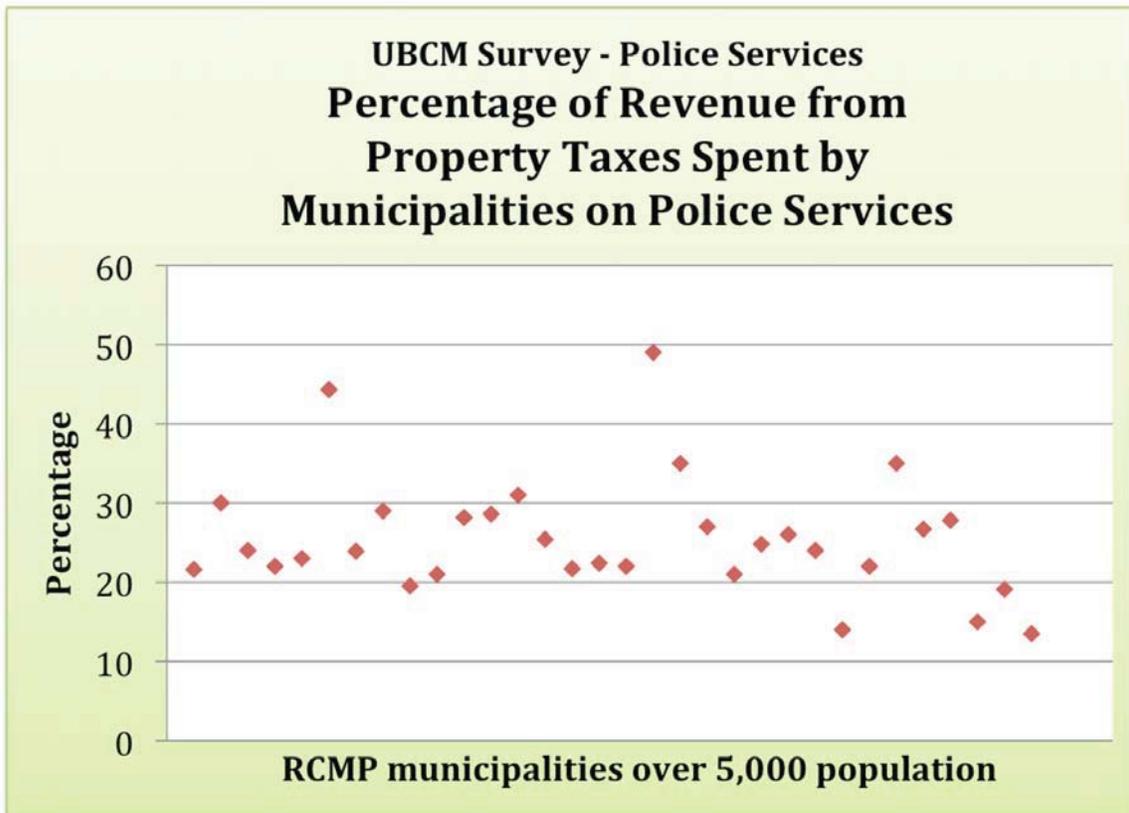
The third issue examined a number of concerns related to the RCMP agreement that will expire in 2012, such as whether or not the agreement should be renewed and if so, for how long, and whether or not the current cost-sharing formula was seen as fair.

**Police Costs – Are they Sustainable?**

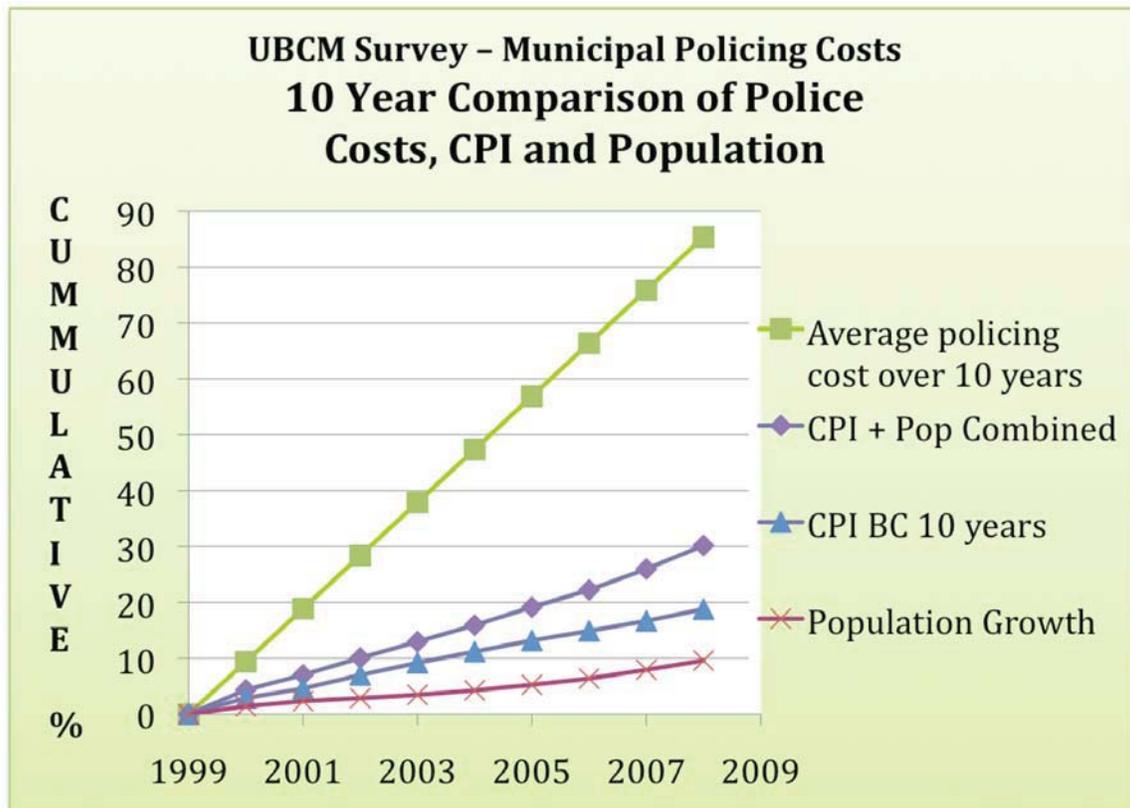
The first issue examined in the survey focused on policing costs and whether given the current trends, costs could be sustained. If policing costs were not affordable in the future what action might be taken to contain the costs?

A total of 70 local governments responded to the survey (see Appendix B for details). Approximately 69% of the local governments that operate directly under an RCMP agreement responded to the survey.

The UBCM survey requested that local government provide financial information on what it was spending on police costs in relation to a number of different indicators - % of revenue from property taxes, % of local government operating budget, % of local government expenditures – to determine if any clear patterns emerged. Of the three indicators only the data from the percentage of revenue from property taxes that was spent on police costs appeared to provide any meaningful information. The graph below indicates that local governments on average spent between 20 to 30 cents of every tax dollar collected from property taxes on police services.



Local government was also asked to provide information on whether or not the current trend in policing costs was sustainable. The following graph shows a comparison of the average cost of policing over the last ten years compared to the rate of inflation and the provincial population growth. The graph indicates that the costs of policing are increasing at a much faster rate than either the cost of living or the growth in population, which suggests that local governments will not be in a position to pay for these types of cost increases in the future.



In addition to the general information outlined above, a number of local governments provided some specific examples of how police costs in their community compared to increases in inflation, increases in population, and expenditures in other local government departments:

- *police costs have increased 46% over 5 years and 88% over 10 years while inflation increased 10% over 5 years and 21% over 10 years.*
- *police costs have increased 34% over 5 years and 93% over 10 years, while in the same period the population has increased 1% over 5 years and 4% over 10 years.*
- *police costs have increased 74% over 10 years, in comparison the fire department has only increased 51% and other police costs 29% over 10 years.*

The majority of local governments faced with direct policing costs indicated that police costs based on the current trends were not affordable. They indicated that:

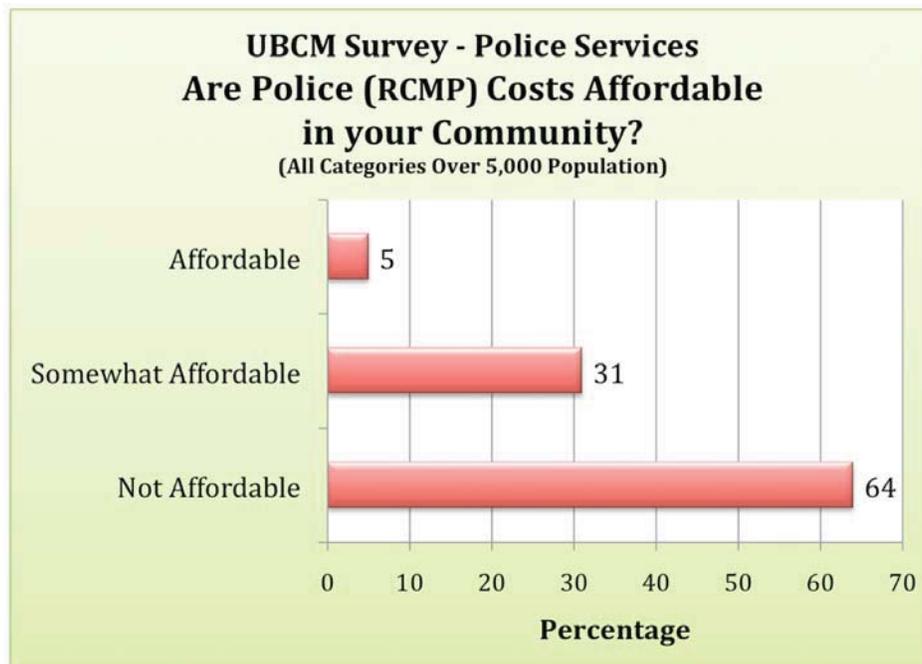
- *The trend is not sustainable. The police cost increases have been double the rate of increase in property taxes. The extent to which the police cost increase has exceeded the rate of increase in property taxes is a direct negative impact on the ability to fund other city functions.*
- *The increasing police expenses put pressure on other needed municipal services as there is limited overall tax tolerance.*
- *Police costs are not affordable especially if current trends are extrapolated over the next 5 years. The combined effect of population growth and inflation over the last 10 years would suggest that the police services budget should have increased by 55%. The police services budget increased by more than double that percentage.*

Local government suggested that the increasing cost of policing is having an impact on how it operates and outlined some of the actions it had taken to contain police costs:

- *the increase in the police services budget is at the expense of other goals and objectives of Council. Council sets an overall goal for tax increases each year, and where the policing services budget exceeds the goal, other programs must suffer to keep the overall impact in line.*
- *Becoming more difficult to afford overtime as the costs have a significant impact on the city budget and can mean other service areas are not able to be funded without large tax increases.*
- *Policing costs are becoming increasingly unaffordable . . . numbers would be higher, however the City has pushed the local detachment to consider civilianizing some members positions, the City has 10 unfunded member positions.*
- *Our municipality has offset increases in policing costs from dollars from new growth, reduction in service levels of other municipal services etc.*
- *Council has recently had to discontinue adding additional RCMP members to the municipal force as the tax impact would be too great.*

There were a range views, depending on the type of police services provided, as to whether or not police costs were affordable. Overall, 56% of the local governments indicated that policing costs were not affordable, 34% indicated that policing costs were somewhat affordable and 10% indicated the policing costs were affordable.

Approximately 64% of the municipalities policed under a direct RCMP contract suggested that police costs were not affordable and 31% suggested that the costs were somewhat affordable. The graph below illustrates the survey results on the affordability of police services in RCMP communities.



Local governments identified a number of different measures that the federal and provincial government might implement to contain policing costs:

- *The senior levels of government need to have more responsibility and fiscal investment in policing in order to provide the incentive to better deal with the factors contributing to the extraordinary increase in policing costs.*
- *Social policy changes to help address issues related to mental illness/homelessness and addictions – these issues currently spill onto our street and it is the police who deal with it – police costs rise accordingly.*
- *Provincial policing costs are unclear. There are a myriad of provincial and regional teams functioning in the province, with varying levels of provincial, federal and municipal funding dependent upon the team. A clear understanding of each level of governments' responsibilities with respect to policing and whether they are meeting those responsibilities is needed.*

A number of measures were also identified that local government could take to help reduce policing costs:

- *We are doing what we can; volunteers, community policing and civilianization of policing by providing more clerical help to put police on the street rather than behind desks.*
- *Utilize other resources to target community issues (i.e. by-laws, youth services, hire security company for down-town issues).*
- *Increase bylaw enforcement (i.e. attendance at local venues and functions, monitor pawn shops, bicycle controls etc.).*
- *Establish a Community Safety Officer (similar to the Community Policing model).*
- *Support volunteer partnership with police (streamline police action to criminal investigation through neighbourhood watch programs, citizens on patrol and auxiliary police).*

As one local government pointed out the initiatives taken by local government “will not decrease or hold the line on costs associated with enforcement and policing issues. These costs will be borne by the local government.”

The survey suggested there maybe an underlying level of frustration amongst local governments over their ability to deal with police costs:

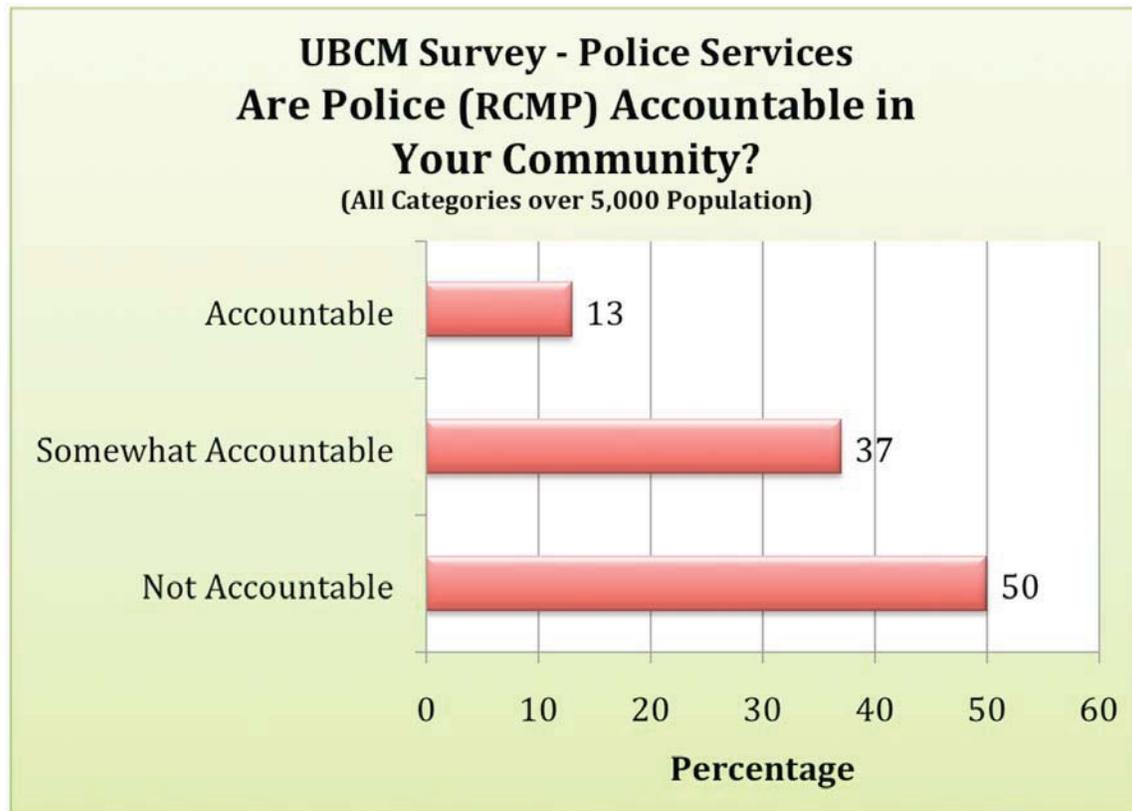
- *Currently, the only real variable the local government has is in the determination of the number of RCMP members. Without changing the ability of local government to have direct input over all local police related costs, there is little action that can be taken.*
- *It is frustrating because we are not in a position to do much, we are expected to pay whenever the RCMP tells us of impending cost increases, without having any real input into the process. Our costs keep increasing at double the rate of inflation, and our service levels do not seem to improve.*

### **Police Services: Accountability**

The second issue reviewed focused on whether or not the police were accountable to local government in the delivery of the police services provided and what specific

measures might be implemented to improve local government accountability over the delivery of police services.

A large number of the local governments felt that the police were not fully accountable to local government for the services delivered. The graph below illustrates the results from the survey.



Local government suggested a high level of level of skepticism around the issue of accountability regarding the delivery of police services:

- *We pay the bulk of the local RCMP costs and accordingly the detachment does attempt to address local priorities. However, when there are discrepancies between local priorities and RCMP needs what E Division and Ottawa deem as priority supercedes local concerns.*
- *The police provide very little information on non-manpower budget items. RCMP is not willing to assist local government with local community problems – street parking, vandalism, security at public events.*
- *RCMP and agencies costs are continuously increased (even during mid-budget year) without consultation. There is a lack of transparency in budgeting and project planning (eg. side-arm replacement, pension costs, police vehicle replacement cycle, PRIME costs etc.).*

One local government described the general relationship between the local government and the local RCMP as follows:

*The level of accountability is highly dependent upon the current relationship between the City (Mayor and Council, and the PPC) and the OIC. The OIC attends Community Safety Committee (Standing Committee of Council) for the purpose of informing them of activities, but not for consultation.*

*There are no performance standards in place by which to measure accountability. Financial procedures are not rigorous enough to ensure accountability for the policing budget, for example an accurate accounting of how overtime is utilized.*

Local governments with their own police force appeared to be evenly split between those that felt policing services were fully accountable and those that felt it was not accountable. As one local government representative described the situation: *Council has not much of a say – Police Board accountable for Budget, and is not answerable to Council.*

*Limited accountability due to current Police Board Governance Structure:*

- *Generally Police Board Goals & Objectives setting exercise is done in isolation of Council;*
- *Council is presented with Police Board Budget as a “fait accompli”.*

In the case of those local governments under 5,000 population, who do not have an RCMP detachment office in the community, the general view was that the police were not accountable to local government for the services delivered. The situation was described as follows:

*The local detachment has no direct accountability to the local government under 5,000 (pop.). The existing reporting structure of the rural detachment is unclear. There is no regular feedback between the local government and the local detachment.*

All of the municipalities indicated that formal measures to improve accountability would be of assistance. The following measures were highlighted on a number of occasions:

- *Standardize police reporting at the detachment level (more than just stats) including a standard for the frequency of such reports.*
- *Develop and formalize a graduated dispute mechanism that would allow local government to resolve issues with the detachment/district directly.*
- *Allow local government participation in the selection of the OIC and key positions at the detachment, and in the OIC’s annual performance appraisal.*
- *Valid input into the budget process – often the forecast does not include decisions made at the local level regarding member strength increases, vehicle replacements, computer hardware etc. The city is asked to essentially approve the forecast yet has little to no detail on what the numbers include.*
- *Move decision making to the detachment level where possible. Quite often, National standards are not reflective of regional and local needs. The local detachment should be focused on understanding and delivering on the local police services priorities.*

The following accountability measures were identified in the survey, according to their perceived importance in assisting local government in ensuring that policing services are more accountable to the community:

- Establishment of a Formal Report on the Delivery of Police Services to Local Government and Approval of the Local Community Goals & Priorities established

- Development of 5 year Financial Plan by Police Force
- Local Government Role in the Appointment of OIC (Commanding Officer)
- Establishment of a Formal Dispute Process
- Establishment of an Independent Public Complaints Process
- Establishment of Provincial Committee on Policing
- Creation of a Local Police Services Committee

The need for these types of measures is best summarized in the following local government observation:

*In the last thirty years, [our municipality] has had periods when the local RCMP detachment was very accommodating of the Council and community priorities, and open and accountable in dealing with the broader community. That is the current situation. On the other hand, there have been other times when the detachment communicated very little or not at all with the Council or the community. In the environment that exists today, which circumstance your community finds itself in depends on the philosophy and capacity of the officer in charge. It would be preferable if formalized processes solidified these requirements rather than leaving them to the discretion of the OIC.*

### **RCMP Contract**

The third issue examined in the survey was a number of issues related to the RCMP agreement which will expire in 2012, such as:

- renewal of the RCMP agreement – Should it be renewed?;
- time frame for renewing RCMP agreement;
- cost-sharing of integrated and/or regional policing teams;
- fairness of the current cost-sharing formula.

Over 85% of the local governments indicated a desire to renew the RCMP contract. The following observations were made:

- *The RCMP represents a cost effective model for police service in consideration of the current 10% contribution from senior governments and ability of local detachments to access assistance from larger organizations.*
- *There would be no benefit to trying to establish a provincial force. The existing federal and municipal models both work, but could function better. The goal should be to improve the existing models.*

There were different views on the length of the RCMP contract renewal. However, a majority felt that the contract should be renewed for 20 years for the following reasons:

- *20 years is supportable as long as an opportunity exists to amend every 5 years.*
- *As a proviso to the 20 year term there should be 5 year reviews of the agreement. There should be a Review Committee with municipal representation, and with appropriate mechanisms in place to solicit input from contracting municipalities.*
- *If the proper dispute resolution mechanisms are built in, with contractual flexibility to handle emergency issues, a longer term provides certainty for all parties. The renewal/negotiation process is arduous and expensive, and shorter than 20 years could result in instability.*

Over 70% of the local governments did not feel that local government should be required to pay for the cost of integrated and/or regional policing teams. The following reasons were outlined:

- *Integrated teams or regional teams that are dealing with federal/provincial related issues should be funded by the federal/provincial government.*
- *Costs for municipalities at 90/10 or even 70/30 share are too high. Federal and provincial government set most legislation regarding laws to be enforced. Should pay more toward enforcement than they currently do.*
- *The province should fund (through provincial taxation) costs associated with integrated and regional policing teams. While it is recognized that the majority of the costs associated with same are utilized by larger centres (i.e. Vancouver). It is also recognized that the cost of one incident in a smaller community would essentially place an undue financial hardship on the local government.*

It was suggested that an initiative in this area was one way that the province might help local government in containing police costs:

- *A key action by which the provincial government can make police services more affordable to local governments is for them to bear the expense of these integrated/regional teams. Again, other provinces routinely contribute to police costs for their municipalities.*

In looking at whether or not the current cost-sharing formula was fair the majority of local governments (approximately 75%) suggested that it was not fair. Local government provided the following points of view on the matter:

- *More and more of the issues facing the police are related to provincial issues such as gangs and social issues, and that should be reflected in the funding.*
- *Greater contribution from Federal Government is required. The Province needs to also provide a direct contribution to policing costs.*

Additional comments provided by local governments highlighted the reality of the situation that they feel they are faced with:

- *There is a significant amount of dissatisfaction with the formula simply due to the fact that the local government pays for 90% of the costs but has almost no say on the inputs driving those costs with the simple exception of the number of officers.*
- *The rationale for the current cost share formula has never been clearly defined. In addition, there is a greater degree of ambiguity around policing responsibilities across the three levels of government than in the past. For example, federal policing issues continue to grow, but the resources allocated to federal policing have dropped significantly.*
- *At the detachment level, there is no measurable accountability for police work that relates to local responsibilities versus provincial and federal responsibilities. Local governments just don't know how much time is spent on non-local police work.*

A number of comments were provided on the development of a partnership between the federal, provincial and local government in the delivery of police services. The comments reflected an underlying theme in the survey results – one of the most referenced issues in the survey – the need for the federal and provincial government to

recognize that they have a responsibility to provide police services and to provide direct funding for the police services required:

- *The roles, responsibilities, performance targets and most importantly the authority of each party should be clearly established.*
- *New cost allocation formula that more evenly distributes costs.*
- *If municipalities continue to pay the largest proportion of policing costs they must have input into service levels, priorities for enforcement, implementation of new initiatives.*

As one local government summarized the current situation:

*Since the contract for municipal policing is with the Province not the federal government, it is the Province's responsibility to interact more closely with local government on policing issues and to actively represent municipal interests in negotiations with the federal government. This would also include advocating for changes to RCMP policy to acknowledge there are times when local government and provincial needs take precedence.*

## **5. RCMP CONTRACT NEGOTIATIONS**

The federal and provincial/territorial governments began discussions to identify the issues that needed to be addressed when renewing the RCMP agreement in 2007. UBCM held a meeting in March 2007 to discuss concerns that local governments may have about the current RCMP contract and identified a range of issues. It is anticipated that formal discussions on the renewal of the RCMP contract may begin in the fall of 2009.

### **Local Government Working Group**

UBCM in 2008 appointed a local government representative to the Provincial Negotiating team discussing the renewal of the RCMP agreement and a local government working group to assist in this process (see Appendix C).

The Local Government Working Group in its initial review of changes required to the RCMP contract identified the following list of issues (see Appendix D for details):

#### **Policing Costs**

1. Funding Formula
2. RCMP Pay
3. Special Events/Emergency Planning
4. Financial Planning and Reporting
5. Accommodations
6. Equipment
7. Training Costs
8. Staffing - Vacancy Rates
9. Regional Integrated Teams

## Accountability

10. Community Priorities
11. Support Staff
12. Performance Measures – Standards Policy
13. OIC Selection
14. Federal Policing (i.e. National Security, Border Patrol etc.)
15. Dispute Resolution Mechanism
16. Principal Police Contact
17. Term of Contract – Length of Agreement

There were some key policy issues raised, most of which have been raised previously with the UBCM, such as:

- Proceeds of Crime – sharing the benefits of financial assets obtained through criminal investigations that in many cases local governments have been involved in. This issue is also linked to the broader issue of the need for new revenue sources for local government to meet policing needs in the future;
- Keep of Prisoner – the fee paid by the province for prisoners kept in jails maintained by local government does not cover the costs;
- PRIME – the costs of the provincial communication system established to improve the delivery of policing is increasing significantly. Local governments have been notified that the cost for PRIME will increase from \$500 per officer to \$1,000 per officer next year.

## 6. PRINCIPLES

The federal and provincial/territorial governments are currently in the process of developing a set of principles on which to frame their future discussions with the federal government on the RCMP contract and the final outcome of the agreement. It would seem imperative that local government develop its own principle based approach so as to have a framework to assess future changes to the RCMP agreement.

Outlined below are some basic principles, based on UBCM general policy, which could be used for the development of a partnership between local government and the federal and provincial government to better address the financing and delivery of policing services provided by the RCMP:

- *Senior government policies and regulations that affect local government should respect the varying needs and conditions of different areas of the province.*
- *Governments at all levels should be committed to consultation and coordination of their actions to serve the public.*
- *Local government should be involved in the development and delivery of the programs of other levels of government which are designed to meet local needs.*
- *Governments should be committed to consultation and joint decision-making whenever they have responsibilities within the same area of jurisdiction.*
- *Programs that are exclusively determined by senior government should be financed by senior government from their revenue sources.*

- *Financial assistance should be provided to local governments when their policies over-ride local priorities or impose an additional financial burden on local government and that assistance should equate to the added cost burden.*
- *Conflicts on matters of public policy between local government and senior government should be settled by negotiation.*

## 7. CONCLUSION

UBCM undertook a survey of local government that looked at the following issues:

- cost of policing and whether or not current policing trends were sustainable;
- accountability of the police to local government in the delivery of police services at the community level;
- RCMP contract issues – renewal of the agreement, time frame for renewing the agreement, cost-sharing of regional/integrated police units, fairness of the current cost-sharing formula and the development of a partnership between the three levels of government.

The benefits derived from a national/provincial police force may be greater today given national security concerns and the Pickton incident, than have previously been recognized given federal and provincial responsibilities under the federal Criminal Code and the provincial Police Act.

The RCMP contract may no longer accurately reflect the model of police services being delivered today. The previous contract is based on a community policing model, but with the increased complexity of policing issues the federal and provincial government appear to be moving toward a regional/integrated policing model.

In the UBCM survey on police services 56% of the local governments indicated that police costs were not affordable. Local governments further indicated that increases in police costs were outstripping increases in inflation, population and expenditures in other local government departments and that current trends were not sustainable. Local governments indicated that police costs were already having an impact on its operations and the increasing costs were limiting the delivery of other services in the community.

There is an increasing need for the federal and provincial government to take more responsibility and provide an increased fiscal investment in police services.

The federal and provincial government need to address the root problems of crime and provide increased funding for mental health treatment, drug rehabilitation, homelessness, and crime prevention initiatives at the community level – these issues currently spill over into the street and it's the police who deal with them.

A majority of the local governments indicated that the police were not fully accountable to local government for the police services delivered. Local governments in general supported the introduction of formal measures to maintain and enhance police accountability:

- Establishment of a Formal Report on the Delivery of Police Services to Local Government and Approval of the Local Community Goals & Priorities established
- Development of 5 year Financial Plan by Police Force
- Local Government Role in the Appointment of OIC (Commanding Officer)
- Establishment of a Formal Dispute Process
- Establishment of an Independent Public Complaints Process
- Establishment of Provincial Committee on Policing
- Creation of a Local Police Services Committee

Over 85% of the local governments that are covered under the current RCMP contract supported renewing the agreement. The majority of local governments supported renewing the agreement for a 20 year term provided there were provisions to review the agreement every 5 years and effective ways of addressing new issues or problems that may rise.

Over 70% of the local governments did not feel that local government should be required to pay for regional/integrated police units. The general view was that regional/integrated units were established by the federal and provincial government to address major crime issues and were responsible to them for the actions undertaken.

Local government comments regarding the development of a partnership between the three levels of government on policing focused on the need to clearly identify the roles and responsibilities of each level of government and the authority that each party had. There was an underlying sentiment that the police costs that each level of government paid needed to more accurately reflect the level of responsibility exercised over the delivery of the service.

## **8. RECOMMENDATIONS**

That UBCM request that the federal and provincial government implement the following measures related to the financing and delivery of police services.

### **Principles**

Principles for the development of a partnership between local government and the federal and provincial government to better address the financing and delivery of policing services provided by the RCMP:

- *Senior government policies and regulations that affect local government should respect the varying needs and conditions of different areas of the province.*
- *Governments at all levels should be committed to consultation and coordination of their actions to serve the public.*
- *Local government should be involved in the development and delivery of the programs of other levels of government which are designed to meet local needs.*
- *Governments should be committed to consultation and joint decision-making whenever they have responsibilities within the same area of jurisdiction.*
- *Programs that are exclusively determined by senior government should be financed by senior government from their revenue sources.*

- *Financial assistance should be provided to local governments when their policies over-ride local priorities or impose an additional financial burden on local government and that assistance should equate to the added cost burden.*
- *Conflicts on matters of public policy between local government and senior government should be settled by negotiation*

### **Affordability of Policing**

Measures to assist in making police costs more affordable to local government:

The federal and provincial government provide increased funding for mental health treatment, drug rehabilitation, homelessness, and crime prevention initiatives at the community level.

A study be undertaken by the federal and provincial government to assess the benefits derived from a national/provincial police force today given the increased concerns related to organized crime and international security.

The federal and provincial government consider increasing direct funding for police services and change the way police services are financed.

The federal and provincial government pay for the delivery of all regional/integrated police services.

### **Accountability of Policing**

The federal and provincial government implement the following measures to maintain and enhance police accountability:

- Establishment of a Formal Report on the Delivery of Police Services to Local Government and Approval of the Local Community Goals & Priorities established
- Development of 5 year Financial Plan by Police Force
- Local Government Role in the Appointment of OIC (Commanding Officer)
- Establishment of a Formal Dispute Process
- Establishment of an Independent Public Complaints Process
- Establishment of Provincial Committee on Policing to address RCMP contract issues
- Creation of a Local Police Services Committee

The federal, provincial and local government work together to identify the roles and responsibilities of each party and the authority that each party has over the delivery of police services.

**Appendix A**

**POLICE SERVICES:  
COST AND ACCOUNTABILITY**

**PART A. ISSUES**

**ISSUE IDENTIFICATION**

**POLICE COSTS**

**1. What does your local government spend on police costs based on the following indicators?**

\_\_\_\_\_ % of revenue from property taxes

\_\_\_\_\_ % of local government operating budget

\_\_\_\_\_ % of local government total expenditures

**Comments:**

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**2. What is the trend in policing costs in your community?; How does this compare to increases in other local government expenditures, increases in inflation and increases in population?**

\_\_\_\_\_ % increase of police costs over 5 years

\_\_\_\_\_ % increase of police costs over 10 years

**Comments:**

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**(continued on Page 2)**

- Page 2 -

**3. Are police costs based on the current trends affordable in your community?**

On a scale of 1 = affordable to 5 = not affordable

Please circle one.

1	2	3	4	5
affordable		somewhat affordable		not affordable

**Comments:**

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**4. What actions (3 key actions) might the federal government take to contain police costs?**

1. 

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2. 

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3. 

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**Comments:**

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**5. What actions (3 key actions) might the provincial government take to contain police costs?**

1. 

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2. 

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3. 

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(continued on Page 3)

- Page 3 -

**Comments:**

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6. What actions (3 key actions) might local government take to contain police costs?

1. 

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2. 

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3. 

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**ACCOUNTABILITY**

7. Is the police force in your community accountable to local government for the police services delivered? (i.e. Do the services reflect the goals and objectives established by the local government?)

On a scale of 1 = fully accountable to 5 = not at all accountable

Please circle one.

1	2	3	4	5
fully		somewhat		not at all
accountable		accountable		accountable

**Comments:**

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(continued on Page 4)

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- Page 4 -

8. **What actions (3 key measures) might the federal and provincial government take to improve accountability over the delivery of police services in your community?**

- 1. \_\_\_\_\_
- 2. \_\_\_\_\_
- 3. \_\_\_\_\_

**Comments:**

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9. **Which of the following measures, if implemented, does your local government feel might assist in improving accountability over the delivery of police services? (please check)**

- Local Government Role in the Appointment of OIC (Commanding Officer)
- Establishment of a Formal Report on the Delivery of Police Services to Local Government and Approval of the Local Community Goals & Priorities established
- Development of 5 year Financial Plan by Police Force
- Establishment of a Formal Dispute Process
- Creation of a Local Police Services Committee
- Establishment of an Independent Public Complaints Process
- Establishment of Provincial Committee on Policing
- Other \_\_\_\_\_

(continued on Page 5)

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- Page 5 -

**Comments:**

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The following questions are specifically directed to local governments that receive policing services from the RCMP. (If the following questions do not apply to your community: **Please fill out the Contact Information on page 9).**

**RCMP CONTRACT:**

**10. Is your community policed by the RCMP?**

- Yes                       No

**11. How should police services be provided in the future?**

- Renew RCMP contract in 2012
- Establish Provincial Police Force
- Establish Municipal Police Service
- Other \_\_\_\_\_

**Comments:**

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(continued on Page 6)

- Page 6 -

**If the RCMP contract is to be renewed:**

**12. How long should the RCMP contract be renewed for?**

(Note: the existing RCMP contract is for 20 years 1992-2012, with a 5 year review clause – Is the current length of the contract long enough to provide your local government with the stability required to delivery police services?)

- 10 years
- 20 years
- 30 years
- Other \_\_\_\_\_

**Comments:**

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**13. Should local government be required to pay for the costs of integrated and/or regional policing teams (i.e. gangs, drugs, homicides etc.)**

On a scale of 1 = none of the costs to 5 = pay all of the costs

Please circle one.

- |                      |   |                      |   |                         |
|----------------------|---|----------------------|---|-------------------------|
| 1                    | 2 | 3                    | 4 | 5                       |
| None of<br>the costs |   | Some of<br>the costs |   | Pay all of<br>the costs |

**Comments:**

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**(continued on Page 7)**

- Page 7 -

**14. Is the funding formula under the RCMP contract a fair allocation of police costs given the services provided?**

(Note: Under the current RCMP agreement policing costs are shared as follows:

- Provincial/Federal policing – 70% provincial/30% federal
- Municipalities between 5,000 and 15,000 pop. – 70% municipal/30% federal
- Municipalities over 15,000 pop. – 90% municipal/10% federal
- Rural areas and municipalities under 5,000 pop., pay approximately 50% of the provincial cost of policing these areas)

On a scale of 1 = fair to 5 = not at all fair

Please circle one.

1	2	3	4	5
fair		somewhat fair		not at all fair

**Comments:**

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**15. What changes to the funding formula might be considered to ensure a fairer allocation of policing costs?**

**Comments (Please explain):**

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(continued on Page 8)

- Page 8 -

16. What measures (3 key measures) are required to develop a partnership in the delivery of police services between the federal, provincial and local government?

1. \_\_\_\_\_

2. \_\_\_\_\_

3. \_\_\_\_\_

**Comments:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

17. Are there any other changes to the RCMP agreement that you would like to see made? What are the reasons for this change?

**Comments:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

(continued on Page 9)

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<b>PART B. CONTACT INFORMATION</b>
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1. Name of municipality/regional district:

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2. Name of person completing this form:

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3. Telephone number and e-mail address of person named above:

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**(Note: If you have any questions please contact Ken Vance, Senior Policy Advisor at email: [kvance@civicnet.bc.ca](mailto:kvance@civicnet.bc.ca))**

**Appendix B**

**LIST OF LOCAL GOVERNMENTS WHO  
RESPONDED TO UBCM SURVEY**

**RCMP Municipal Forces over 15,000 Population**

Burnaby  
Chilliwack  
Coquitlam  
Cranbrook  
Fort St. John  
Kelowna  
Langley City  
Langley Township  
Maple Ridge  
Mission  
Nanaimo  
North Cowichan  
North Vancouver City  
Penticton  
Pitt Meadows  
Port Alberni  
Port Coquitlam  
Prince George  
Richmond  
Salmon Arm  
Surrey  
Vernon  
White Rock

**RCMP Municipal Forces 5,000 to 15,000 Population**

Colwood  
Dawson Creek  
Merritt  
North Saanich  
Prince Rupert  
Qualicum Beach  
Quesnel  
Revelstoke  
Sechelt  
Sidney  
Smithers  
Sooke  
Summerland  
View Royal  
West Kelowna  
Whistler

Williams Lake

**RCMP Provincial Forces Under 5,000 Population and Rural**

Armstrong

Cache Creek

Chase

Chetwynd

Duncan

Fruitvale

Grand Forks

Hazelton

Highlands

Houston

Kent

Mackenzie

Montrose

New Denver

New Hazelton

Osoyoos

Pouce Coupe

Salmo

Sicamous

Sparwood

Radium Hot Springs

Central Kootenay RD

Sunshine Coast RD

**Independent Municipal Police Forces**

Abbotsford

Central Saanich

Delta

New Westminster

Port Moody

Saanich

Victoria

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**Appendix C**

**LOCAL GOVERNMENT REPRESENTATIVES**

**Local Government Representative to the Provincial Negotiating team for the RCMP Contract:**

Murray Dinwoodie, CAO/City Manager. City of Surrey

**UBCM Local Government Working Group – RCMP Contract:**

Murray Dinwoodie, CAO/City Manager. City of Surrey

Andy Laidlaw, General Manager Community Services , City of Nanaimo

Paul Gill, General Manager, Corporate & Financial Services, District of Maple Ridge

Phyllis Carlyle, General Manager of Law and Community Safety, City of Richmond

Chad Turpin, Deputy City Manager, City of Burnaby

Keith Grayston, Financial Planning Manager, City of Kelowna

Jim Chute, CAO, City of Dawson Creek

Fred Banham, CAO, Peace River Regional District

Corien Speaker, CAO, District of Elkford

Victor Kumar, CAO, City of Grand Forks

Ken Vance, Senior Policy Advisor, UBCM

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**Appendix D**

**RCMP CONTRACT NEGOTIATIONS –  
MUNICIPAL POLICE UNIT AGREEMENT REVIEW**

**OVERVIEW OF ISSUES**

Policing Costs

1. Funding Formula
2. RCMP Pay
3. Special Events/Emergency Planning
4. Financial Planning and Reporting
5. Accommodations
6. Equipment
7. Training Costs
8. Staffing - Vacancy Rates
9. Regional Integrated Teams

Accountability

10. Community Priorities
11. Support Staff
12. Performance Measures – Standards Policy
13. OIC Selection
14. Federal Policing (i.e. National Security, Border Patrol etc.)
15. Dispute Resolution Mechanism
16. Principal Police Contact
17. Term of Contract – Length of Agreement

## **1. FUNDING FORMULA**

### **ISSUE**

The cost of policing for local government is no longer sustainable. Police costs are rising faster than inflation and municipal growth levels.

### **BACKGROUND**

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 governments was 10% Federal/90% Municipal. This cost sharing formula for larger local governments has continued through the term of the current Contract (1992 – 2012).

### **RECOMMENDED APPROACH**

#### *Option #1*

1. The Provincial and Federal governments change the cost-sharing formula for RCMP police services to 70/30 split for those local governments with a population greater than 15,000;
2. The Provincial and Federal governments change the cost-sharing formula for RCMP police services to 50/50 split for those local governments with populations greater than 5,000 but less than 15,000, or

#### *Option #2*

1. In the absence of the Federal government agreeing to a change in the cost sharing formula - as referenced in Option #1 - that the Provincial government provide on-going sustainable funding to B.C. local governments with a population of more than 5,000 equal to 20% of the local government's RCMP contract costs in each year.
2. The Federal and Provincial governments pay 100% of the cost of all current and future integrated teams in the Lower Mainland.
3. The province work with local government to identify new revenue streams to ensure that the financing of policing services is sustainable in the long term.

## **2. RCMP PAY**

### **ISSUE**

The total compensation package for RCMP members is currently based on the average of the top three forces in Canada. This compensation is the same all across the country. In addition, when members move from one jurisdiction to another, their accumulated time

off moves with them. Detachments with more senior members are therefore responsible for the expenses related to the paid time off.

## **BACKGROUND**

The Treasury Board of Canada is the ‘employer’ of the RCMP and has the sole authority to determine the terms and conditions of employment within the Force, including matters of compensation.

In the early 90’s, the salaries for all federal employees, including the RCMP were frozen. After the freeze was lifted, a new approach was adopted and a Pay Council of staff representatives and management under a neutral chair was formed to develop a methodology for comparison with the larger police forces in Canada. The Pay Council was also intended to provide a forum within which the needs of both management and members could be aired.

The total compensation methodology currently used, was created to value each component of compensation within a police force and is applied to eight of the largest forces in the country. The RCMP compensation package is based on the average of the top three police forces.

While the Pay Council makes a recommendation for changes to the compensation package, the sole authority rests with the Treasury Board, and they may or may not accept the recommendation.

Historically, the RCMP compensation package is the same all across Canada. A member working in the Lower Mainland of British Columbia is paid the same as a member in New Brunswick, yet the cost of living varies a great deal within the Country. It therefore, creates hardship for BC municipalities because attracting RCMP members is difficult. Often, when they do move to BC, they are not able to stay because of affordability.

## **RECOMMENDED APPROACH**

1. The RCMP pay and benefit structure should reflect the cost of living in each of the regions in which it operates.
2. There should be local government representation on the Pay Council.
3. Salary Increases could be tied to a relative index.

### **3. SPECIAL EVENT/EMERGENCY RE-ASSIGNMENT**

#### **ISSUE**

Local detachment resources are taken away from local detachments and put to use for regional/provincial/national events and that there is no formal accounting for the member-hours that are lost through this process to the local detachment.

#### **BACKGROUND**

In the past, RCMP members from local detachments all over British Columbia have been temporarily redeployed for events such as the G8 Conference and for critical situations such as the fires in Kelowna. The user of the emergency policing resource, or the

organizer of the special event pays for the cost of the member's salary and transportation. However, other costs that are incurred by the 'home' municipalities such as extra ordinary overtime for members remaining at the local detachment are not recovered.

A formal regular method of reporting and accounting for such usage of member time needs to be established to ensure that local governments are not paying for police services that are not of a local nature and that local police service needs do not unduly suffer due to constrained resources brought on by member absences for events outside the local jurisdiction.

### **RECOMMENDED APPROACH**

The temporary redeployment of members from a local detachment to a special event or emergency situation needs to be cost neutral to the home detachment. The full cost of the deployment of the member needs to be identified - including overtime to back fill the members regular duties as well as all of the indirect costs related to the redeployment.

## **4. FINANCIAL PLANNING AND REPORTING**

### **ISSUE**

The financial planning and reporting provided by the RCMP is not sufficient to meet local government financial needs.

### **BACKGROUND**

Local governments now use rolling five year financial plans that are reviewed annually. While the RCMP also prepare longer term plans, the plans essentially project salary costs, with little regard for future capital requirements. Further, the reporting format used by the RCMP is, at times, inconsistent with common accounting principals and this creates confusion. For instance, the current format treats the employer's portion of pension costs as an indirect cost, rather than a direct cost and this creates the impression that indirect costs are much higher than they actually are. Improvements would give contracting partners greater confidence in the information provided and would assist them in longer term financial planning.

### **RECOMMENDED APPROACH**

**Financial Planning** - The Member in Charge of the Municipal Police Unit should be responsible for developing 5 year financial plans and outlining the underlying assumptions behind the plan (i.e. pay increases, benefit costs etc.), in consultation with Council's designate. The plans should include long term operating and capital requirements and must be submitted by August 1<sup>st</sup> of each year.

**Financial Reporting** - The RCMP submit monthly financial statements within 14 days of month end, that show actual costs in relation to budget. The statements must be presented in a format that adheres to GAAP. The statements should include projected costs to year end and explanatory notes on significant variances are to be provided. The RCMP implement the current technology to provide more timely and up-to-date financial information.

## **5. ACCOMMODATION**

### **ISSUE**

There are no standards or guidelines around the accommodation to be provided or a definition that clearly outlines what is meant by accommodation. Local government does not have the ability to discuss the accommodation issue and build it into its capital planning process.

### **BACKGROUND**

Under the current MPU agreement the local government is to provide and maintain, at no cost to Canada or the Province, accommodation for the local Police Unit and related support staff. The current MPU agreement language is very one-sided in that it states that the accommodation shall be to the satisfaction of the Commissioner and meet the security standards of the Force. The RCMP has the right, after sufficient notice, to make their own arrangements for accommodation if the municipality fails to act. This may include renovations to an existing municipal building by the RCMP without the authorization of Council. All costs for such accommodations are billed back to the respective local government.

There is no indication of the standards that the accommodation is to meet. In some cases, local governments have been requested to provide new or upgraded accommodations at the request of the RCMP without proper notice. Reasonable guidelines need to be established so that local governments have an understanding of the physical requirements for accommodation for the local police detachment and there needs to be some balance in relation to the timing of requests for new space. The timing of requests for new RCMP facilities has not always coincided with the municipal capital planning processes.

### **RECOMMENDED APPROACH**

The clauses in the MPU agreement need to be amended to require agreement between the RCMP and the local government on space requirements for the local detachment based on guidelines developed for such accommodations. There should also be the ability to use a dispute resolution mechanism if the municipality and the RCMP are not able to agree on accommodation requirements.

The MPU agreement should also require that a 5 Year Capital Plan be developed for the local RCMP detachment through consultation between the detachment CO and the respective local government.

## **6. EQUIPMENT**

### **ISSUE**

There is no clear definition of equipment, no standards for when the equipment is to be replaced and no asset management planning process.

### **BACKGROUND**

Canada is responsible to supply the municipal police unit with equipment necessary to carry out its responsibilities. For equipment purchased by Canada at a cost greater than

\$100,000 there is a formula for reimbursement if it is lost, damaged or destroyed. In the event of termination of the agreement there needs to be a determination of ownership of the equipment or assets.

There are no standards for when equipment is to be replaced.

### **RECOMMENDED APPROACH**

Clear language must be in place that indicates ownership of all assets is based on the percentage paid by each party. The current wording under article 12 is reasonable but needs to be expanded by including a definition of 'equipment' (at the front of the agreement) and also by including information on assets such as files and data that need to be considered in the event of termination of the agreement.

Business cases should be developed for individual asset replacement that ensures the equipment is safe and efficient but also being used to its highest economic benefit.

## **7. TRAINING COSTS**

### **ISSUE**

Local government does not generally pay for the training costs of employees that are hired, the expectation is that they are fully trained to provide the service required.

### **BACKGROUND**

Depot Training Headquarters requires new cadets to attend mandatory training in Regina. Cadets are paid for their training time participation. The cost of recruit training is approximately 2% of the per member budget. Local Government feels the RCMP has a comparatively large staffing turnover and local government in addition invest a large amount of time and money into field training new recruits. These costs are not normal for an employer that would expect a new recruit at a base level of training at no charge prior to the new member being available in the community to deliver policing service. This would be no different than hiring a lifeguard or a public works engineer, they come with qualifications to perform the job.

### **RECOMMENDED APPROACH**

Expense (cost associated with) should be that of the Contractor (RCMP).

Review every five (5) years.

## **8. STAFFING - VACANCY RATES**

### **ISSUE**

Local government is concerned that the RCMP means is not able to meet the staffing needs of local communities for police officers – high vacancy rates, high cadet to veteran ratios, high turnover rates.

### **BACKGROUND**

The RCMP is not able to provide the number of police officers requested by local government at times and is unable to fill vacancies that arise for health or other reasons.

RCMP member vacancy rates continue to fluctuate beyond acceptable levels to local government in a number of local detachments.

There is a concern that federal and provincial RCMP positions are being left vacant to fill RCMP contract positions within local government detachments. The vacancies in these areas may in fact be causing more serious crimes at the local level since these positions address areas such as drug trafficking and organized crime, both of which if left unchecked cause serious crime in local communities.

The RCMP is unable to respond to peak policing needs, such as is required in resort based communities which may double in size on the weekends during certain times of the year.

Concern has been raised that the number of cadets in some detachments is disproportionately high in comparison to veteran members. This ratio needs to be consistent across detachments so that local policing is not compromised due to lack of reasonable experience.

There is concern with the constant turnover of members in detachments that tends to undermine the development of strong relationships, a good understanding of and an empathy for the needs and priorities of the local community.

### **RECOMMENDED ACTION**

RCMP develop a human resource management plan to meet the policing requirements of local government and deliver the number of police officers required by local government.

RCMP develop a human resource management plan to address the vacancy rates in local detachments and the peak manpower requirements in some communities.

The ratio between the number of cadets and veteran members needs to be consistent across detachments so that local policing is not compromised due to lack of reasonable experience.

The turnover of RCMP members in detachments be reduced as long serving members have a better understanding of the priorities and needs of the community.

## **9. REGIONAL INTEGRATED TEAMS**

### **ISSUE**

Integrated teams are designed to address policing issues that cross municipal boundaries and are generally perceived to be the responsibility of the province.

### **BACKGROUND:**

There is no provision in the current agreement for the District structures that have been established in the Province or the concept of regional teams that receive funding from municipalities. To use the Lower Mainland District as an example, there is now a

regional structure in place which is funded by the Province, and there are five regional teams in the LMD that are funded for the most part by municipalities:

- IHIT (Integrated Homicide Investigation Team)
- PDS (Police Dog Services)
- ERT (Emergency Response Team)
- FIS (Forensic Identification Services)
- ICARS (Integrated Collision Analyst and Reconstruction Services)

There are many cross jurisdictional teams in the Province for example, the Integrated Gang Task Force and the Integrated Road Safety Unit. The funding source for the five teams in the LMD is an anomaly when compared to the other cross jurisdictional policing. In every other case, these teams are provincially and federally funded.

A substantial portion of the funding for these teams comes from municipalities, yet there is no approval mechanism for municipalities to address requests to enlarge or enhance these teams. The municipal formula is troublesome for some municipalities, and some do not want to participate. The RCMP has given conflicting messages about whether or not municipalities must contribute funding for these teams.

In the current agreement there is an acknowledgement of the municipal/civilian political oversight over the local detachment's activities. Although status reports are provided for the LMD and the regional teams, there is no governance or oversight which is equivalent to the municipal oversight of the detachment. Nor do the municipalities in the Lower Mainland District have the authority to set up a structure for the governance of the LMD or the regional teams.

Unless there is direction from Provincial Police Service, the RCMP will continue to manage these teams without a governance structure which ensures accountability for the funding provided. Should these teams not be run and funded by the Province.

## **RECOMMENDED APPROACH**

The regional integrated teams report to the RCMP and province and deal with policing issues which cross municipal boundaries and therefore the regional/integrated teams should be funded by the federal and provincial government.

## **10. COMMUNITY PRIORITIES**

### **ISSUE**

Current process for communication on policing priorities is more "informative" driven than "collaborative" driven. Local governments need a voice in setting the priorities and need to be shown how the RCMP have done in meeting those objectives.

### **BACKGROUND**

Local detachments are responsible for preserving the peace, protecting life and property, and preventing crime and offences against the laws of Canada and the Province. In

carrying out these duties, Members apprehend criminals, offenders and others who may be lawfully taken into custody, execute warrants and perform other related duties.

The current contract does not clearly define how local government policing priorities are to be reflected in the activities of the local detachment.

### **RECOMMENDED APPROACH**

The contract needs to be more explicit in stating that the goals, objectives and priorities of the local government be reflected in the actions of the RCMP. Further, that the RCMP provide reports as reasonably required by Council or its designate on how the goals, objectives and priorities of the local government are implemented.

## **11. SUPPORT STAFF**

### **ISSUE**

The Municipality does not have a contractual right to be a party to the determination of support staff requirements.

### **BACKGROUND**

Within Municipal Police Units (MPU), the Municipality shall provide all necessary support staff, to meet the job and other related requirements as determined by the Commissioner. If the Municipality fails to provide the support services, the Province or Canada may provide the support staff, and the Municipality is to pay 100% of the cost of the support staff.

### **RECOMMENDED APPROACH**

Amend the contract to require mutual agreement with the local government prior to requesting increases to Support Staff.

The Municipality should have access to a dispute resolution process if the Municipality and the OIC disagree on the level of Support Staff needed.

## **12. PERFORMANCE MEASURES - STANDARDS**

### **ISSUE**

There is no standard measuring and reporting system for each RCMP detachment in the Province to report to the respective local government(s) served by the detachment.

### **BACKGROUND**

The Provincial Police Services Agreement (PPSA) and the Municipal Police Unit Agreement (MPUA) provide contractual obligations and rights to establish standard levels of policing services and priorities.

There are a number of clauses in the agreements that direct the level of service, the standard of service and the staffing levels within RCMP detachments. Local Governments served by Municipal Police Units (MPU) have a few contractual rights to influence some of these standards. MPU local governments may set objectives, priorities

and goals for the MPU. Local Governments served by Provincial Policing Units (PPU) have no contractual rights to influence these standards.

Responsibility for the minimum level of policing service rests with the Commissioner following consultation with the Minister (provincial). The actual level of policing in a PPU is established by the Minister in consultation with the Commissioner, although it must meet the minimum level. The actual level of policing in a MPU is established by the Minister and the CEO (Mayor) in consultation with the Commissioner, and must meet the minimum level.

### **RECOMMENDED APPROACH**

The development of a performance standards and a more standardized means of reporting out needs to be established.

The primary challenge with the service standards is the need for two different approaches – one for MPUs and one for PPUs.

1. Municipal Police Unit Agreement recommendations:
  - a) Maintain the current language in the contract regarding Council involvement in setting objectives, priorities and goals, and in setting actual service levels, and include the following:
    - to consult with and advise MPU local governments on minimum levels of service.
    - to involve the local government in the annual performance evaluation of the MPU service.
  - b) Encourage the Province to establish a local government advisory committee for MPU and Independent police force local governments – to advise and guide the Province on issues and decisions that impact the standards, service levels, and policing priorities for the Province as it relates to these local governments.
2. PPUs serving local governments with a population < less than 5,000, unincorporated communities, and Regional District recommendations:
  - a) Encourage the Province to establish a local government committee to advise the Province on policing priorities on rural / small local government policing issues.
  - b) Encourage the Province to establish policies requiring consultation with rural / small local governments on:
    - Setting the minimum service level
    - Setting the actual service level
    - Setting objectives, priorities and goals for the unit / service to these communities
    - Involving the local governments in the annual performance evaluation of the unit / service

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### **13. OFFICER IN CHARGE / KEY POSITIONS**

#### **ISSUE**

There is no requirement that local government be consulted about or involved in the selection process and appointment of senior RCMP officers in the community.

#### **BACKGROUND:**

Canada is responsible for the overall management and administration of the policing units within the RCMP structure. The Provincial Police Servicing Agreement (PPSA) allows the Minister to have input into the selection of a Commanding Officer or a Criminal Operations Officer for the Division. Neither contract has language to address the selection of an Officer in Charge of a unit within the Division.

#### **RECOMMENDED APPROACH**

1. Municipal Police Unit Agreement recommendation:
  - a) Add a clause to the MPUA to allow a local government to be part of an OIC recruitment committee and to approve the appointment of an OIC to the MPU serving the local government.
  - b) Add a clause to the MPUA to allow a local government to be part of the OIC's annual performance review.
  - c) Add a clause to the MPUA to allow a local government to approve the appointment of an acting OIC during extended absences.
  
2. PPU's serving local governments with a population < less than 5,000, unincorporated communities, and Regional District recommendation: request the Provincial Government to implement a policy that:
  - a) Provides for local government involvement in the recruiting process and local government approval of the preferred OIC for the PPU that serves the rural or small local government.
  - b) Provides for local government involvement in the recruiting process and local government approval of the officer supervising a community office in communities that are served by integrated detachments.

### **14. FEDERAL POLICING (i.e. National Security, Border Patrol etc.)**

#### **ISSUE**

Some local governments have within their boundaries, federal policing responsibilities such as international airports, international border crossings, port authorities and/or first nation lands. While it is generally understood that police officers will from time to time, be re assigned from general detachment responsibilities to federal responsibilities for reasons of national security, this could create a greater financial burden for those local governments with federal responsibilities regarding national security within their boundaries.

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## **BACKGROUND**

The RCMP is responsible for national security. Those municipalities using RCMP as their local police force are compensated for the fact that RCMP members may from time to time, be required to perform duties related to national security. This compensation is the federal portion of the cost sharing formula, which is 10 percent for municipalities greater than 15,000 and 30 percent for those municipalities with a population greater than 5,000 but less than 15,000.

The current contract does not provide a clear distinction between local government policing responsibilities and federal responsibilities. In particular, those municipalities with areas of federal responsibility within their boundaries are more likely to have their RCMP members re assigned to federal responsibilities than those members assigned to municipalities with no federal responsibilities within their boundaries.

In order to help offset this apparent inequity, the federal government currently assigns federal RCMP members to detachments that have areas of responsibility related to national security. However, there is no assurance that the addition of these federal members offsets the cost of having local members re assigned for federal duties.

The actual time spent by local detachment RCMP members on issues related to national security is not to clear municipal staff and therefore it is not clear whether or not municipalities are fully compensated for the re assignment of their members.

## **RECOMMENDED APPROACH**

1. The contract needs to more clearly specify federal responsibilities versus local responsibilities.
2. Local detachment RCMP members time should be separately tracked when re-assigned to federal responsibilities. The total cost of that time spent, including direct, indirect and overtime for back filled members should be made available to municipal staff on a regular basis, in order that cost comparison can be conducted to determine the level of compensation that will be required by the federal government.
3. The level of federal members housed in local detachments should reflect the level of federal responsibility in the local jurisdiction.

## **15. DISPUTE RESOLUTION MECHANISM**

### **ISSUE**

There is no mechanism in place to effectively and efficiently address disputes that may arise between the local government and the RCMP over the provision of police services in the community.

### **BACKGROUND**

The current agreement has a 20 year term, during that period there have been substantial changes to the municipal and policing environments. The agreement does not contain a forum in which municipalities may raise and resolve concerns with regard to the contract.

Neither does the agreement have a mechanism for municipalities to raise service concerns with the RCMP. In general, disputes are settled based on the relationship established between the OIC and the municipalities, rather than any external criteria or process, or as a last resort someone independent to adjudicate on the result.

The Provincial Police Service Agreement makes reference to an Advisory Committee, with representatives from provinces, territories and the federal government. This role of this Committee is to identify and address concerns with the agreement over time.

### **RECOMMENDED APPROACH**

A process be included in the agreement, which consists of a graduated dispute resolution, e.g. the OIC would meet with the PPC, if not resolved then the CAO would meet with the District Commander, and so on. As a final step an arbitrator/mediator may be asked to respond to clauses in the contract that are open to interpretation.

As an example of when this graduated dispute resolution process could be used, if the RCMP requested a new building and the municipality disputed the need for such a building then this mechanism could be utilized to come to a mutually agreed upon resolution.

## **16. PRINCIPAL POLICE CONTACT**

### **ISSUE**

The current RCMP contract does not currently require that local government (Council/Board) be consulted about the policing priorities and does not reflect the way that priorities are established by local government. In addition, the agreement is not clear who the RCMP should consult with concerning administrative issues.

### **BACKGROUND**

The current language in the Municipal Police Unit Agreement identifies the CEO, not Council for the purposes of identifying the goals and priorities for the detachment.

The Terms of Reference for the RCMP Lower Mainland District and Mayor's Group, define the PPC (Principal Policing Contact) as the person in each Municipality that is responsible for the day to day professional contact with the local RCMP. The PPC's role is to ensure municipal service delivery expectations and priorities are defined, and that services are delivered in a manner satisfactory to Council.

### **RECOMMENDED APPROACH**

That the current language under Article 5 - Direction and Reporting, in the MPUA (Municipal Police Unit Agreement) be amended to identify:

- Council as setting the objectives, priorities and goals for the detachment
- the PPC (Principal Policing Contact) as the primary contact with the OIC

The relevant clauses be amended in keeping with Council authority, as defined in the Community Charter, to clarify that Council, not the Mayor (CEO), are responsible for setting goals and priorities for the OIC. Defining the role of the PPC as the designate of Council, including acting as a representative of Council on the implementation of goals and priorities:

- The Member in charge of Municipal Police Unit shall report as reasonably required with the designate of Council on the matter of law enforcement in the Municipality, and on the implementation of objectives, priorities and goals for the Unit.
- The Member in charge of Municipal Police Unit shall provide reports as reasonably requested by the PPC or the Council.

## **17. TERM OF CONTRACT: LENGTH OF AGREEMENT**

### **ISSUE**

The RCMP contract does not provide local government the opportunity to formally review the agreement and address issues which may arise over the term of the agreement.

### **BACKGROUND**

There are three types of RCMP Policing Agreements in BC. The Federal-Provincial Agreement (Provincial Police Services Agreement-PPSA); Federal-Provincial Master Municipal Agreement (Municipal Policing Agreement) and the Individual Provincial/Municipal Agreements (Municipal Police Unit Agreements-MPUA).

These Policing Agreements with specific *Lengths of Contract* in force between the Municipal Police Unit Agreement (MPUA) and the Provincial Police Service Agreement (PPSA) involves a contractual obligation to provide services in return for compensation.

The MPUA is the Memorandum of Agreement dated April 1<sup>st</sup>, 1992 that is between the Province of B.C. and the individual local governments over the population threshold of 5,000. There are 59 local governments with MPUA. Twenty seven (28) local governments with more than 15,000 population threshold cost share police services at 90/10-Local Government-Federal Government. Thirty-two (30) local governments with between 5,000 and 15,000 population threshold cost share at 70/30 Local Government - Federal Government. Eighty-five (85) local governments with population threshold of less than 5,000 are policed with no MPUA and are under PPSA. PPSA also covers unincorporated regions or Electoral Areas of Regional Districts. All PPSA are cost shared at 70/30-Provincial Government-Federal Government. The PPSA is the Memorandum of Agreement dated April 1<sup>st</sup>, 1992 that is between the Government of Canada and the Province for the employment of RCMP.

The *length of the contract* is 20 years commencing April 1<sup>st</sup>, 1992 and terminates on March 31<sup>st</sup>, 2012. The law of contracts is the heart of the Agreement. The specified length of the contract commits the parties to deliver services within the terms and conditions of the three Policing Agreements.

### **RECOMMENDED APPROACH**

1. There be each 5-year formal reviews within the Length of the Agreement and that there be language in the Agreement for reviews and the objectives and process for the reviews detailed in a supplementary “interpretation guidelines”. The contract language should reflect the provision of notice of six-months prior to the intended process of review to be undertaken.
2. There is a requirement in the Agreement for formal continual ongoing discussions on local government policing needs between the Province, the municipalities, regional districts and the RCMP and that the forum and process for the ongoing consultation is set out in a supplementary “interpretation guidelines”
3. That the Length of the Term of Agreement of 20 years is reasonable provided the above two requirements are referenced with contractual language in the Agreement.

## Appendix E

**Contributions to Policing in British Columbia  
(2007/2008 fiscal year)**

**Contributions to Policing in BC (2007/2008)**

<b>Municipal Responsibility</b>	<b>(\$ in Millions)</b>		
	<b>Mun</b>	<b>Prov</b>	<b>Fed</b>
Contract Policing (Pop. 5k to 15k)	34.62		11.54
Contract Policing (Pop. >15k)	283.17		31.46
Airports	3.19		0.00
Independent Forces	346.23		
Emergency Response Team/Public Safety Unit	2.68	1.92	1.35
Forensic Ident Section			
Integrated Collision Analyst Reconstr. Section			
Integrated Homicide Investigation Team	9.82	0.27	1.05
Police Dogs Service			
LMD Integrated Teams Subtotal	12.50	2.19	2.40
<b>Municipal Subtotal</b>	<b>679.71</b>	<b>2.19</b>	<b>45.40</b>

<b>Federal Responsibility</b>	<b>(\$ in Millions)</b>		
	<b>Mun</b>	<b>Prov</b>	<b>Fed</b>
Federal Policing			110.05
Coordinated Marijuana Enforcement Team		0.38	0.63
Integrated Border Enforcement Team		0.38	3.89
Integrated National Security Enforcement Team		1.06	2.89
Integrated Proceeds of Crime		0.17	5.38
Federal Integrated Teams Subtotal		1.99	12.79
<b>Federal Subtotal</b>		<b>1.99</b>	<b>122.84</b>

<b>Additional Contributions</b>	<b>(\$ in Millions)</b>		
	<b>Mun</b>	<b>Prov</b>	<b>Fed</b>
Rural Police Tax	32.00		
Traffic Fine Revenue Sharing		58.80	
Police Officers Recruitment Fund Total			74.00
<b>Federal Subtotal</b>	<b>32.00</b>	<b>58.80</b>	<b>74.00</b>

## NOTES:

- Cost-sharing of ICARS, FIS and PDS commenced in fiscal year 2008-09
- Total Provincial Expenditures on Policing paid to RCMP for 2007/08: approx. \$283 million
- Pickton (Project Evenhanded): \$89 million Provincial Contribution and \$38 million Federal since 2001/02
- \$45 million Provincial Contribution, up to 2007-08 for PRIME

Provincial Responsibility	(\$ in Millions)		
	Mun	Prov	Fed
Provincial Policing		184.33	78.05
Combined Forces Special Enforcement Unit		17.30	9.20
High Risk Offender Coordinator		0.28	0.13
Integrated Child Exploitation Team		0.82	0.36
Integrated Gang Task Force		10.00	4.30
Integrated Illegal Gaming Enforcement Team		1.30	0.56
Integrated Road Safety Unit (incl. IMPACT)		18.00	6.50
Integrated Sexual Predator Observation Team		2.04	0.88
Integrated Technological Crime Unit		1.85	2.05
Integrated Threat Evaluation and Management		0.28	0.12
Integrated Witness Protection Services		0.20	0.09
Lower Mainland District Helicopter Patrol Unit		0.72	0.31
National Sex Offender Registry/ISPIN		0.36	0.12
Project Evenhanded		7.26	3.11
Unsolved Homicide Unit		2.26	0.97
Provincial Integrated Teams Subtotal		62.67	28.70
First Nations Policing		7.00	7.50
Provincial Support Services		21.00	9.00
PRIME Implementation	2.40	3.16	1.97
DNA		0.91	0.39
<b>Provincial Subtotal</b>	<b>2.40</b>	<b>279.07</b>	<b>125.61</b>

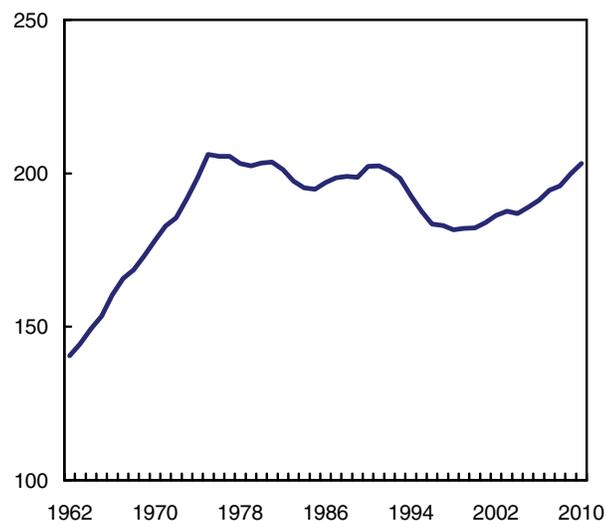
## Police personnel and expenditures

2010

As of May 15 2010, there were about 69,300 police officers in Canada, up by almost 2,000 from 2009. Police strength, as measured by the rate of police officers per capita, increased 2% in 2010 to 203 officers for every 100,000 population, its highest point since 1981.

### Police officer strength at highest point since 1981

rate per 100,000 population



The largest increases in police officer strength were reported in Saskatchewan (+6%) and Alberta (+5%). Despite recent increases, Alberta reported the second-lowest rate, ahead of only Prince Edward Island.

As has been the case for the past decade, Saskatchewan reported the highest rate of police officer strength among the provinces, followed by Manitoba.

Among all census metropolitan areas, Saint John reported the highest rate in 2010, followed by Regina, Thunder Bay and Saskatoon. Kelowna and Moncton had the lowest rates.

As in previous years, the number of female police officers increased at a faster pace (+4%) than male officers (+3%) between 2009 and 2010. Females now represent about 1 in 5 officers, compared to approximately 1 in 15 in 1990.

While police officer strength increases, the volume and severity of police-reported crime is declining.

In 2009, both the national police-reported crime rate and Crime Severity Index decreased, consistent with a trend observed over the past decade.

Saskatchewan and Manitoba, the provinces with the highest rate of police officer strength, also had the highest police-reported Crime Severity Index values.

The proportion of crimes solved by police, as indicated by the weighted clearance rate, rose for the fifth consecutive year in 2009. The national weighted clearance rate was 38.4% in 2009, its highest point since data were first available in 1998.

Among police services in areas with populations of more than 100,000 population, the highest weighted clearance rates were reported by Kingston Police and Durham Regional Police (Oshawa area), both at 48%.

Total spending on policing exceeded \$12 billion in 2009. After adjusting for inflation, police expenditures rose by 7.3%, the largest annual increase since 1986 when data were first collected. This marks the 13th consecutive annual increase.

**Note:** An incident is considered cleared, or solved, by police if an accused person has been identified, whether that person is formally charged or dealt with by other means such as extrajudicial measures. To enhance the comparability of clearance rates among police services, a measure called the "weighted clearance rate" has been created. For both the Crime Severity Index and weighted clearance rate, each offence is given a weight based on the seriousness of that offence. For example, in the calculation of the weighted clearance rate, serious crimes solved by police count for more than the solving of less serious crimes.

**Available on CANSIM: table 254-0002.**

**Definitions, data sources and methods: survey number 3301.**

The report, *Police Resources in Canada, 2010* (85-225-X, free), is now available. From the *Key resource* module of our website under *Publications*, choose *All subjects*, then *Crime and Justice*.

For more information, or to enquire about the concepts, methods or data quality of this release, contact Information and Client Services (toll-free 1-800-387-2231; 613-951-9023), Canadian Centre for Justice Statistics.

□

**Table 1 Police officers by province/territory**

<b>Police officers by province/territory</b>				
	2010		2009 to 2010	2009
	Police officers			Crime Severity Index
	number	rate <sup>1</sup>	% change in rate	
Newfoundland and Labrador	939	184	2.1	72.1
Prince Edward Island	238	167	0.9	65.5
Nova Scotia	1,912	203	1.5	83.9
New Brunswick	1,398	186	2.2	70.7
Quebec	15,586	197	-0.7	82.0
Ontario	26,361	200	2.0	68.9
Manitoba	2,549	206	0.8	131.1
Saskatchewan	2,302	220	6.1	149.4
Alberta	6,602	177	5.1	104.7
British Columbia	9,044	200	1.1	110.3
Yukon	121	350	-3.3	179.9
Northwest Territories	202	462	2.9	323.3
Nunavut	132	397	2.3	336.9
<b>Provincial/territorial total</b>	<b>67,386</b>	<b>198</b>	<b>1.6</b>	<b>87.2</b>
Royal Canadian Mounted Police Headquarters and Training Academy	1,913	...	...	...
<b>Canada total</b>	<b>69,299</b>	<b>203</b>	<b>1.6</b>	<b>87.2</b>

...  
not applicable  
1.  
Rate per 100,000 population.

**Table 2 Police officers by census metropolitan area**

<b>Police officers by census metropolitan area</b>				
	2010		2009 to 2010	2009
	Police officers			Crime Severity Index
	number	rate <sup>1</sup>	% change in rate	
Saint John	207	202	-2.4	96
Regina	414	194	-1.2	144
Thunder Bay	227	190	1.8	110

## Police officers by census metropolitan area

	2010		2009 to 2010	2009
Saskatoon	497	187	5.7	132
Winnipeg	1,408	182	-2.2	127
Montréal	6,903	181	-2.3	90
Toronto	10,091	181	1.0	62
Windsor	596	180	0.4	71
St. John's	325	176	-1.8	91
Halifax	695	175	4.6	97
St. Catharines–Niagara	766	173	8.3	76
Vancouver	3,968	171	0.6	110
Brantford	237	171	3.4	106
Edmonton	1,932	166	7.9	115
Peterborough	195	161	-0.2	65
Calgary	1,982	161	5.9	78
Abbotsford–Mission	273	158	2.7	111
Guelph	191	155	-0.9	59
Greater Sudbury	255	155	-0.2	81
London	758	155	1.6	87
Ottawa <sup>2</sup>	1,427	154	4.8	67
Barrie	301	153	3.6	64
Victoria	538	153	0.4	92
Hamilton	1,088	153	-1.8	74
Kitchener–Cambridge–Waterloo	761	147	1.7	74
Kingston	232	146	3.3	66
Trois-Rivières	211	142	-2.1	80
Gatineau <sup>3</sup>	419	139	-2.0	74
Québec	1,005	135	-2.4	61
Sherbrooke	248	134	2.4	71
Saguenay	179	123	0.4	77
Moncton	158	118	4.0	76
Kelowna	191	107	-0.1	121

1.

Rate per 100,000 population.

2.

Represents the Ontario portion of the Ottawa–Gatineau census metropolitan area.

3.

Represents the Quebec portion of the Ottawa–Gatineau census metropolitan area.