

ITEM	8
MANAGER'S REPORT NO.	60
COUNCIL MEETING	1978 09 05

Re: LETTER FROM THE B.C. POLICE COMMISSION WHICH APPEARED ON THE
AGENDA FOR THE 1978 AUGUST 14 MEETING OF COUNCIL (ITEM 4c)
PRELIMINARY REPORT OF THE TASK FORCE ON MUNICIPAL POLICING COSTS

Attached is a letter from the B.C. Police Commission which Council received on 1978 August 14.

Members of Council will find in their envelope a copy of the preliminary report "Task Force on Municipal Policing Costs in British Columbia". We have only a very limited number of copies of this report and we have not distributed copies to the news media or the public.

Attached is related information: a statistical analysis showing comparative police costs and cost sharing for the year 1976, and an extraction of the thirty-eight recommendations that are contained in the preliminary report.

Because the scope of the preliminary report encompasses the policing of areas throughout British Columbia, many of the recommendations are of such a nature that they do not apply to Burnaby, e.g., recommendations 1, 2, 5, 7 and 16. The Municipal Manager offers comments on the following other specific recommendations which are contained in the report:

1. Recommendation #12, page 71

"The province, through the Attorney General, reimburse municipalities for any extraordinary policing costs, including overtime, attributable to critical incidents which occur at federal prisons."

Comment

Considerable time is expended on escapees from the Lower Mainland Regional Correctional Centre, New Haven and the Youth Detention Centre. Additionally, Burnaby Detachment does a large number of follow-up investigations for other R.C.M.P. Detachments and Police Departments throughout Canada and, more particularly, the Province of British Columbia. The fact that these institutions are located within the Municipality of Burnaby places the responsibility upon Burnaby Detachment for enforcing the provisions of the Criminal Code of Canada, Federal Statutes and Provincial Statutes as they apply to these institutions. We agree with this recommendation in that if there was a major incident at any of these institutions requiring a large concentration of manpower over a prolonged period, the Municipality of Burnaby should be reimbursed for any extraordinary policing costs including overtime.

2. Recommendation #13, page 71

"The Provincial Attorney General meet with the Federal Solicitor General in order to have the Federal Government adopt a policy of reimbursing municipalities for any extraordinary policing costs, including overtime, attributable to critical incidents which occur at federal prisons."

Comment

Extraordinary costs including overtime involving past incidents at Federal prisons have been charged to and paid from federal funds. What the recommendation proposes is in fact being done in Burnaby at this time, so we can easily support it.

3. Recommendation #22, page 236

"Each municipality examine its ratio of sworn members to civilians, determine an optimum ratio for its department or detachment, and take the steps necessary to attain this optimum."

Comment

Burnaby Detachment has employed civilian personnel in all areas of duty where, in our judgment, civilian personnel could reasonably be employed, bearing in mind that some of the administration positions require police training and experience. This recommendation is therefore in effect in Burnaby, and we can therefore support it.

4. Recommendation #26, page 244

"The province reimburse municipalities for the cost of overtime pay earned by off-duty policemen as a result of criminal court appearances where the policeman chooses to be compensated by pay instead of time off."

Comment

It is an absolute impossibility to eliminate all court overtime, considering the fact that members of Burnaby Detachment work rotating 8-hour shifts providing police service on a 24-hour basis. Two of the three shifts cover a 16-hour period when the courts are not functioning. Should the courts attempt to schedule cases around the day shifts of approximately 200 policemen, the courts would become so encumbered with scheduling and rescheduling cases that they just could not function. In our opinion, Burnaby Detachment court overtime is maintained at a minimum considering the lack of court facilities and case backlog. The two additional courtrooms will be functioning on 1978 October 01 and we anticipate a further reduction in the court overtime when the case backlog is reduced to a minimum. We, however, favour the recommendation being made.

5. Recommendation #28, page 252

"The Provincial Ministry of Health expedite the development of the Detoxification Center in Vancouver to replace the city jail drunk tank."

Comment

While we agree in principle with Detoxification Centres for the care and treatment of chronic alcoholics, a Detoxification Centre located in Vancouver would increase the cost to the Municipality of Burnaby, as inebriated persons are currently held in custody until such time as they are sufficiently sober to be released to return to their residences. The cost of incarcerating inebriated persons in Burnaby is minimal as guards are on duty (because of other prisoners in the lockup) and meals are not normally served to inebriated persons. To deliver an inebriated person to a Detoxification Centre from Burnaby to a location somewhere in Vancouver would only increase our cost considering distance and loss of time.

In summary, Detoxification Centers are considered to be very important for the long term care and treatment of chronic alcoholics, and we would concur with recommendation #28 to the extent that provision would thereby be made for this type of needed care and treatment. However, with respect to short term incarceration for intoxication, it would not be financially feasible for this jurisdiction to transport persons to Vancouver; the present procedure whereby the local lockup is used for stays of short duration is preferable and from our point of view, should be continued.

6. Recommendation #30, page 258

"The Attorney General prohibit the use of police lock-ups for intermittent sentences and implement the proposal of the Committee on Intermittent Sentences to use regional correctional centers for this purpose."

Comment

Burnaby Detachment does not have to contend with prisoners serving intermittent sentences as these are currently served at the Lower Mainland Regional Correctional Centre. This is a matter which will have to be considered when L.M.R.C.C. is phased out. Although it is not possible to state with any degree of certainty as to what will happen when the phase out becomes a reality, one option may be the possible use of remand centers if such facilities are constructed in the future. In any event, this recommendation does not apply to Burnaby at this time.

7. Recommendation #35, page 265

"Trained policemen not be utilized as prisoner guards. The pre-trial services center and detoxification center in Vancouver be completed by the earliest possible date and all full-time police members relieved from prisoner guard duty. In the interim, the Provincial Government reimburse Vancouver and Victoria for the cost of full-time sworn members required as prisoner guards. (Estimated cost of salaries in 1977: \$1,100,000.)"

Comment

Trained policemen are not used as prisoner guards at Burnaby Detachment. Casual civilian guards are utilized, with supervision and administration of the lockup being provided by one Special Constable at a lesser rate of pay than that of a trained policeman. The afternoon and night shift supervision is provided by the Station N.C.O. position, in addition to this member's overall operational supervisory responsibilities. We, therefore, can support this recommendation.

8. Recommendation #37, page 265
Recommendation #38, page 265

"In the Long Term,

(37) Municipal responsibility for prisoners should end once an arrest is made and a charge is laid.

(38) The Provincial Government assume financial responsibility for all costs concerning the provision of facilities and holding of prisoners in police lockups."

Comment

Since May, 1976, the Municipal Manager has attempted to obtain from the Provincial Government some indication as to when that level of government will assume responsibility for costs associated with the lockup. The most recent status dated 1978 March 28 advises that an extensive study has been undertaken, that we will be kept informed of the progress, and that the matter will be hopefully concluded in the near future. As this is a matter of continuing concern to this municipality, we strongly support recommendations #37 and #38.

As noted in the letter from the B.C. Police Commission, written briefs on the preliminary report will be accepted up to 1978 October 01. Staff is now in the process of determining for Council's consideration if a brief should be prepared, what should be contained in such a brief if one is prepared, etc. We are examining in detail the various financing options covered in the report (see pages 131 to 160). This will be the subject of a further report which Council will receive within the next two weeks.

This is for the information of Council.

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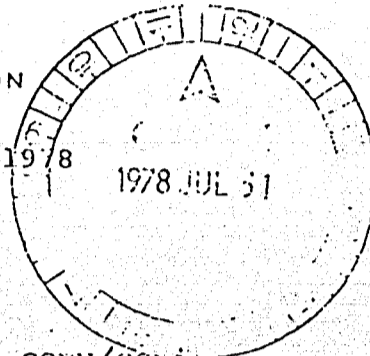
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BRITISH COLUMBIA POLICE COMMISSION
1550-409 GRANVILLE ST. VANCOUVER, B.C. V6C 1T2

July 21st, 1978



TO: Mayor and Council

We are pleased to enclose for your use a copy/copies of the Preliminary Report of the Task Force on Municipal Policing Costs.

In early fall, 1977 the Minister of Municipal Affairs and Housing, and the Attorney-General established a Policy Board to examine a wide range of issues relating to policing costs. The Policy Board engaged a small Task Force to study the sharing of policing costs among Municipal, Provincial and Federal Governments and consider practical alternatives for cost-sharing arrangements.

The Task Force has produced this report to provide background data and a range of options for discussion. It is being widely distributed to enable further input from those affected before we submit final recommendations to the Policy Board. In turn, the Policy Board will forward their recommendations to the two ministries involved.

If you wish to respond to this preliminary report, we will accept written briefs up to October 1st, 1978. If you wish to make additional points in person, meetings with the Task Force may be arranged upon request. There will be a plenary session on this project at the Union of B.C. Municipalities' Annual Meeting (September 20-22nd); this three day event will also provide municipal representatives with an opportunity to discuss their priorities and concerns with members of the Task Force, who will be available throughout the three days.

If you require additional copies of the report, please write us or phone 668-2994.

:- AGENDA (1978 08 14)
:- COPY-MANAGER ✓
- TREASURER
- R.C.M.P.

Sincerely,

Pat Ross
Ted Lister

Pat Ross, Co-Ordinator;
Ted Lister, Senior Police Advisor
Task Force On Municipal Policing
Costs

PR:TL:jg

(2 COPIES OF 387 PAGE REPORT RECEIVED-
1 TO MANAGER
1 CLERK'S DEPT FILE)

THE CORPORATION OF THE DISTRICT OF BURNABY
STATISTICS ON POLICE COSTS AND COST SHARING - 1976

PAGE 1

60 MANAGER'S REPORT NO. COUNCIL MEETING	1978 09 05	2 MUNICIPALITY	4 "TOTAL" COST ← MUNICIPAL PORTION →		7 ← FEDERAL PORTION →		9 COST PER CAPITA			10 MUN. PORTION OF POLICE COSTS AS A % OF MUN. EXPENDITURE	
			1 \$	3 %	6 \$	8 %	5 MUN. PORTION	8 FED. PORTION	9 TOTAL		
		BURNABY	5779351	4059700	70.3	1718651	29.7	30.85	13.06	43.91	8.5
		COQUITLAM + PORT COQUITLAM	2955764	2092078	70.4	873946	29.6	26.23	11.00	37.23	9.6
		NORTH VANCOUVER (CITY + DISTRICT)	3520480	2419535	68.7	1100945	31.3	25.36	11.54	36.90	9.4
		RICHMOND	2089712	2139096	69.2	950616	30.8	26.73	11.81	38.60	7.5
		SURREY	5120348	3608562	70.5	1512286	29.5	30.98	12.98	43.96	8.0
		WHITE ROCK	588347	344153	60.6	224194	39.4	27.54	17.94	45.48	10.1
		DELTA	2262265	2262265	100.0	-	-	35.08	-	35.08	12.0
		NEW WESTMINSTER	2224000	2224000	100.0	-	-	57.93	-	57.93	12.5
		PORT MOODY	530832	530832	100.0	-	-	45.51	-	45.51	13.5
		VANCOUVER	27504237	27504237	100.0	-	-	67.05	-	67.05	17.4
		WEST VANCOUVER	1546431	1546431	100.0	-	-	41.63	-	41.63	11.5
		TOTAL/AVERAGE	55101473	48720829	88.4	6380644	11.6	37.72	13.06	44.85	11.0
		TOTAL/AVERAGE OF ALL MUNICIPALITIES	87067516	72684631	83.5	14382985	16.5				

9/10/78

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MANAGER'S REPORT NO. 60
COUNCIL MEETING 1978 09 05

STATISTICS ON POLICE COSTS AND COST SHARING - 1976

9/15/78

MUNICIPALITY	POLICE COST PER CAPITA	POLICE COST PER SWORN MEMBER	POLICE COST PER \$10,000 PROPERTY	CRIME RATE	POPULATION TO POLICE RATIO
BURNABY	43.91	29332	13.40	115.5	668.0
COQUITLAM + PORT COQUITLAM	37.23	31115	15.31	79.7	835.7
NORTH VANCOUVER (CITY + DISTRICT)	36.90	30613	10.84	96.2	829.6
RICHMOND	38.60	29991	10.16	104.5	777.0
SURREY	43.96	31225	16.51	125.2	710.3
WHITE ROCK	45.48	35522	17.73	93.3	781.1
DELTA	35.08	25708	12.26	82.4	732.9
NEW WESTMINSTER	57.93	26165	20.61	144.6	451.7
PORT MOODY	45.51	25278	13.65	103.4	554.7
VANCOUVER	67.05	28800	19.49	127.4	429.5
WEST VANCOUVER	41.63	27130	10.04	77.6	651.7
AVERAGE - OWN	55.66	27170	16.92	113.3	498.9
- R.U.M.P.	40.21	30938	13.58	115.3	768.3
(ALL MUNICIPALITIES)					

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COUNCIL MEETING	1978 09 05

TASK FORCE ON MUNICIPAL
POLICING COSTS
IN
BRITISH COLUMBIA

SUMMARY OF PRELIMINARY RECOMMENDATIONS

SUMMARY OF PRELIMINARY RECOMMENDATIONS

Special Grants By the Province to Municipalities for Policing
(Reference P. 28-30)

(1) If financial assistance at least equivalent to that outlined below is not provided (through adoption of one of the policy options contained in Chapter IV) to municipalities involved in amalgamation then:

When future amalgamations occur, and the combined population exceeds 5,000, the province provide a grant to the municipality based on the municipality's cost of providing policing (including accommodation) to:

- (a) that portion of the municipality which was not formerly responsible for its own policing costs, or
- (b) the total municipality if no portion thereof was formerly responsible for policing,

and, the provincial grant be extended over a ten year period on a diminishing basis, as follows:

YEAR	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>9</u>	<u>10</u>
Percentage of Municipality's Police Costs Covered	100%	90%	80%	70%	60%	50%	40%	30%	20%	10%

(2) If financial assistance at least equivalent to that outlined below is not provided (through adoption of one of the policy options contained in Chapter IV), to municipalities which become responsible for policing for the first time, then:

In future, when a municipality becomes responsible for policing for the first time, the province provide a grant to the municipality based on the municipality's cost of providing policing (including accommodation), and extended over a five year period on a diminishing basis, as follows:

<u>YEAR</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>
Percentage of Municipality's Police Costs Covered	90%	70%	50%	30%	10%	NIL

Reporting System on Costs of Policing (Comparison of costs by Municipality)
(Reference P.63)

(3) The province, through the B.C. Police Commission, establish a standard system of detailed reporting on the costs of policing services in municipalities responsible for policing; and that the B.C. Police Commission be responsible for:

- the annual collection of this information from the appropriate municipalities and police organizations;
- analysis of the data;
- distribution of results and comparative findings to municipalities, police boards, police organizations and other interested parties.

ISSUES AND PROBLEMS RAISED BY MUNICIPALITY:

A. Trading Centres/Core Cities
(Reference P.65)

(4) When considering any special policing grants to municipalities the province give recognition to the extra costs incurred by trading centres and core cities.

B. Provincial Parks
(Reference P. 66-67)

(5) Any municipalities which have Provincial Parks within their boundaries be reimbursed by the province to the extent they are required to provide police services to the Provincial Park(s).

(6) The Provincial Government reimburse the District of West Vancouver annually in an amount equivalent to the cost of one first class constable, in recognition of the resources expended to police Cypress Provincial Park.

C. Indian Reserves
(Reference P.68)

(7) Any municipalities which have Indian reserves within their boundaries be reimbursed by the province to the extent they are required to provide police services to the reserve(s).

(8) The province turn over the responsibility for policing the two Indian reserves in Central Saanich to the municipality of Central Saanich and reimburse the municipality annually in an amount equivalent to the cost of one first class constable.

D. Provincial Highways
(Reference P. 70)

(9) The province continue its policy of providing policing for traffic purposes on limited access freeways within municipalities, providing the municipality concurs.

(10) Municipalities which have freeways within their boundaries should, if they so choose, submit a request to the Attorney General to have their portion of the freeway patrolled by the provincial force for traffic purposes.

(11) If the Attorney General is unable or unwilling to provide freeway policing to any municipality which requests it, the province should reimburse the municipality accordingly.

E. Prisons

(Reference P. 71)

(12) The province, through the Attorney General, reimburse municipalities for any extraordinary policing costs, including overtime, attributable to critical incidents which occur at provincial prisons.

(13) The Provincial Attorney General meet with the Federal Solicitor General in order to have the Federal Government adopt a policy of reimbursing municipalities for any extraordinary policing costs, including overtime, attributable to critical incidents which occur at federal prisons.

Formal-Co-Operation Between Forces
(Reference P. 195)

(14) If there is no major amalgamation of police forces in the Greater Victoria area, the Attorney General establish a committee with representation from each of the five municipal departments in the area, to closely examine the feasibility of developing centralized provision of services, including:

- Centralized Records (and eventual computerization)
- Centralized Communications and Dispatch
- Emergency (9-1-1) Telephone System
- Identification (Scenes of Crime) Services
- Dog Squad
- Regional Lock-Up
- Drug Squad (or expansion of RCMP efforts)
- Centralized Intelligence and Crime Analysis
(or improvement of JFO/NCIS)
- Major Crime Unit

. . . contd.

- Centralized Purchasing
- Training Facility for Local Needs
- Polygraph
- Vice Unit
- Court Liaison
- Riot Squad
- Special Equipment.

(15) The Attorney General set up a committee with representatives from the five municipal forces and 7 RCMP detachments located within the Greater Vancouver Regional District to examine the feasibility of establishing policing services on a co-operative basis, including:

- Special Equipment, such as helicopters, airplanes, etc.
- Detention Facilities, Regional or Provincial
- Centralized Purchasing
- Centralized Maintenance & Consultation for Electronic Equipment
- Expansion of 9-1-1 System
- Police Boat(s) for entire regional waterways, including Fraser River
- Ability to Transfer Emergency Calls (to appropriate departments, when received in error)
- Centralized Records, Criminal Records
- Regional Fraud Court.

Amalgamation of RCMP Provincial-Municipal Detachments
(Reference P. 197)

(16) The RCMP should examine and implement unification of provincial and municipal detachments wherever this appears to be appropriate, including Chemainus and Duncan/North Cowichan.

Amalgamation of RCMP Municipal Detachments
(Reference P. 199)

(17) The RCMP examine the feasibility of amalgamating the Chilliwack City and Chilliwack Township detachments.

"Municipal Type" Regional Police Forces
(Reference P. 207 - 208)

(18) A Regional Police Force should not be established in the Greater Vancouver Regional District at this time.

(19) The Attorney General of B.C. meet with the Solicitor General of Canada in an effort to determine the future policy of the RCMP with respect to policing large municipalities.

(20) If withdrawal of RCMP from municipalities within the GVRD is in fact contemplated, long range phasal planning begin immediately, for the purpose of developing a regional force in the GVRD rather than several new municipal forces.

POTENTIAL COST SAVINGS AND AREAS FOR WHICH POLICE SHOULD NOT HAVE PRIMARY RESPONSIBILITY:

A. Sheriff Services
(Reference P. 228)

(21) If the current Sheriff Services staff are not able to provide a complete range of their services in any municipality responsible for policing and if police members are therefore required to provide these services that the Sheriff Services pay the cost incurred.

B. Use of Civilians
(Reference P. 236)

(22) Each municipality examine its ratio of sworn members to civilians, determine an optimum ratio for its department or detachment, and take the steps necessary to attain this optimum.

(23) The B.C. Police Commission, upon request from municipalities, provide consultation on the effective use of civilians in police operations.

C. Court Overtime
(Reference P. 244)

(24) Court appearances by policemen while on duty be considered part of their "regular duties", and that the cost incurred continue to be borne by the municipality.

(25) When a policeman is required to attend court during his off-duty hours, and chooses time off in lieu of overtime pay, the cost thereof continue to be borne by the municipality.

(26) The province reimburse municipalities for the cost of overtime pay earned by off-duty policemen as a result of criminal court appearances where the policeman chooses to be compensated by pay instead of time off.

(27) Municipalities trying to cut down on court overtime consider the West Vancouver example of a "Court Witness Management Programme".

D. Handling the Inebriated
(Reference P. 252)

(28) The Provincial Ministry of Health expedite the development of the Detoxification Center in Vancouver to replace the city jail drunk tank.

(29) The Provincial Ministry of Health place a high priority on the development of detoxification facilities in northern communities.

E. Intermittent Sentences
(Reference P. 258)

(30) The Attorney General prohibit the use of police lockups for intermittent sentences and implement the proposal of the Committee on Intermittent Sentences to use regional correctional centers for this purpose.

F. Centralized Purchasing
(Reference P. 259)

(31) The B.C. Police Commission study the feasibility of centralized purchasing of appropriate items for the twelve municipalities with their own force, either through the Commission or some other agency.

G. Capital Cost of Accommodation and Major Equipment Items
(Reference P. 260 - 261)

(32) The B.C. Police Commission study and report to the Attorney General on the feasibility of providing assistance for capital financing of police buildings and major renovations therein to all municipalities responsible for policing. Such assistance may be either modelled on the 10 year straight line amortization method used by the Federal Government, or be provided through an out-right grant.

(33) The Attorney General institute a system of capital financing of major police equipment items for municipalities with their own force, similar to the system used by the Federal Government for RCMP contract municipalities. This assistance would apply to major purchases of items costing over \$25,000. such as communication equipment, helicopters, vessels, computer and information systems.

H. Operation of Lockups
(Reference P. 265)

In the Short Term

(34) No changes be made in the current cost sharing arrangement for lockups in municipalities with RCMP contracts.

(35) Trained policemen not be utilized as prisoner guards.

The pre-trial services center and detoxification center in Vancouver be completed by the earliest possible date and all full time police members relieved from prisoner guard duty. In the interim, the Provincial Government reimburse Vancouver and Victoria for the cost of full time sworn members required as prisoner guards. (Estimated cost of salaries in 1977: \$1,100,000.)

(36) The B.C. Police Commission study and report to the Attorney General on criteria for establishing provincial-municipal cost sharing of prisoner costs applicable to municipalities with their own police force.

In the Long Term

(37) Municipal responsibility for prisoners should end once an arrest is made and a charge is laid.

(38) The Provincial Government assume financial responsibility for all costs concerning the provision of facilities and holding of prisoners in police lockups.