

ITEM 5
MANAGER'S REPORT NO. 75
COUNCIL MEETING 85/11/25

RE: STRATEGIC AND LONG TERM OPERATIONAL PLAN
BURNABY RCMP DETACHMENT - 1986

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Director Administrative & Community Services be adopted.

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1985 November 15

TO: MUNICIPAL MANAGER
FROM: DIRECTOR ADMINISTRATIVE
& COMMUNITY SERVICES
SUBJECT: STRATEGIC AND LONG TERM OPERATIONAL PLAN
BURNABY DETACHMENT 1986

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RECOMMENDATIONS:

1. THAT Council approve in principle the Long Term Plan for increased resources in the Burnaby Detachment of the RCMP.
2. THAT a request be made to the Attorney General for B.C. to increase by four (4) the police establishment assigned to the Burnaby Detachment of the RCMP, by mid 1986.
3. THAT the future increases proposed be reviewed as a part of the planning and budgeting process for the years affected.
4. THAT the Attorney General for B.C. be urged to amend the Police Act, as soon as possible, so as to enable municipalities to appoint Bylaw Enforcement Officers or other appropriate employees for the delivery of criminal documents.
5. THAT staff be authorized to employ an additional Bylaw Enforcement Officer, for the delivery of criminal documents, as soon as that legislative change is effected.

R E P O R T

SUMMARY:

The purpose of this report is to bring to the Council's attention the need for increased resources in the Burnaby Detachment of the Royal Canadian Mounted Police. The report and its attachments set out the changes which have led to those increased requirements, an analysis of the resource needs which flow from those changes, and a recommended action plan. The cost in 1986 is estimated to be \$129,500, with those funds having been provided for in the 1986 Provisional Budget. Implementation of those parts of the action plan that follow in successive years, other than the annualization of those increases recommended for approval in 1986, will need to be addressed as a part of the budget planning process for 1987 and 1988.

INTRODUCTION:

Over the past several months discussions have been ongoing between the Director Administrative and Community Services and the Officer In Charge of the Burnaby Detachment RCMP, regarding the current level of strength in the Detachment, respecting both police members and municipal employees. Those discussions have led to the presentation of a report to the Director Administrative and Community Services, dated 1985 June 25. A copy of that report is attached.

Subsequently, that report has been considered by the Municipal Manager and the Management Committee, since it represents a request for a relatively significant increase in resources, coming at a time when the organization is still operating under restraint.

THE NEED FOR ADDITIONAL RESOURCES:

The Officer In Charge has presented a rather comprehensive description of the major changes over the past several years in demands and requirements on police forces in British Columbia, and has analyzed those in relation to staffing changes in the Detachment over the past ten years. In addition, he has analyzed the traditional "measures" of police effectiveness, such as trends in the number of offences; the police to population ratio; the police case load ratio; and the number of offences per 1,000 of population.

All of those indicators suggest that the time has come to begin the implementation of an action plan for injecting additional resources into policing in this community. Restraint over the past four years has seen the reduction of four (4) police members in the Detachment, at the same time as ever increasing demands have been put on the organization for policing in the community.

SERVICE OF CRIMINAL DOCUMENTS:

One of those problems, with which Council is quite familiar, was the imposition of responsibility on the municipalities, and their police forces, for the service of criminal documents. That change was implemented by the Provincial government in April of 1984, and has been the subject of ongoing discussions between the municipalities and the province since. That subject is also addressed in the Superintendent's report.

Fortunately, at least a partial solution to that problem has now been introduced, with the Minister of Municipal Affairs announcement at the 1985 U.B.C.M. Conference that the government would pay \$10 per document served by Municipal Police forces, effective April 01, 1984. It is estimated that we will receive approximately \$57,500 in 1986 for service of documents to the end of 1985, and that we can expect to receive revenue of approximately \$20,000 per annum in 1986 and each year in the future for that service.

Steps must now be taken to determine the most cost effective means of actually delivering criminal documents, recognizing as we have from the beginning that the utilization of RCMP officers, who cost approximately \$55,000 per year each, is likely not the most cost effective approach.

Discussions have been held with the Assistant Deputy Minister for Policing in British Columbia, with regard to the practical and legal issues surrounding the appointment of municipal employees, possibly Bylaw Enforcement Officers, as the most suitable and efficient means of serving criminal documents. However, his office advised the Officer in Charge of the Burnaby Detachment that was not possible until the Police Act is revised and that they have no firm date scheduled for those amendments. For the time being, then, police persons will have to continue to serve these documents.

It is my view that the Province of British Columbia should be urged to introduce those necessary amendments to the Police Act on an urgent basis. The government imposed the responsibility unilaterally in 1984, and over a year later has made financial provision for a part of the costs incurred as a result. It is appropriate now for the government to enact the appropriate measures to enable municipalities to carry out that responsibility effectively and at minimal cost.

OTHER MUNICIPAL EMPLOYEE REQUIREMENTS:

As is outlined in the Superintendent's report, there have been serious pressures in the Clerical area of the Detachment for sometime. The 1986 Provisional Budget includes some interim adjustments to address that problem, inasmuch as two (2) positions have now been budgeted on a full-time permanent basis, whereas they were previously part-time positions. For the information of Council, the part-time expenditures had grown, as a result of workload requirements, to the point that we had very nearly reached the cost of a full-time permanent position. Consequently, then, the budget now provides for those two (2) positions to become full-time permanent during 1986, at a gross increased cost of approximately \$20,000 for both positions.

Until such time as longer term decisions are made by the RCMP with regard to changes in the dispatch system, it is felt that those two adjustments in the Clerical personnel will satisfactorily address the municipal employee requirements for the present. Once the issue of document service is finally resolved, this report recommends the addition of one Bylaw Enforcement Officer to assume that responsibility. The estimated cost of that employee for 1986, including a vehicle, is approximately \$16,500.

POLICE RESOURCE REQUIREMENTS:

The conclusion arrived at by the Officer In Charge is that an additional twelve members are required for the Detachment, to maintain the existing and desirable level of police service and protection in this community.

There are of course practical constraints with regard to the proposal, not the least of which is the relatively lengthy approval, recruitment and training processes involved in adding new members to the approved establishment.

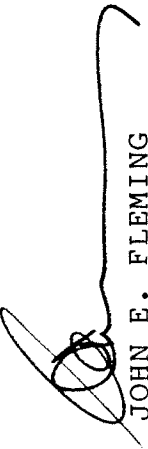
The full annual cost of an additional twelve members would be \$678,000 per year. I am recommending that Burnaby take a phased approach to this need for additional police personnel, an approach which recognizes both Burnaby's financial constraints and the practical delays which are inherent in the RCMP system.

I would propose, then, the following:

1. Approve four (4) new police constables to be added to the Burnaby Detachment by approximately mid year 1986 to be deployed in the areas of: General Duty (2) General Investigation (1) and Crime Prevention (1) with the Crime Prevention position to be utilized to implement a full "victimization program" for Burnaby.
Victimization programs offer financial and emotional support to victims of violent crimes such as assault, sexual offences, armed robberies etc. Properly trained volunteers would offer such support, and ensure that victims are aware of their rights under the Criminal Injuries Compensation Act.
Delays in the approval and recruitment process will effectively mean that those four (4) constables, should they be approved by the Attorney General and the RCMP would not be in place until approximately 1986 July, resulting in a 1986 annual cost of \$113,000.
2. Approve in principle the addition of a second set of four (4) police members, to be deployed in the areas of General Duty, one for each of four watches, to actually be fielded in mid 1987, at an annualized cost of \$225,000. It is understood that the addition of the second set of four (4) constables would be subject to the budgetary process within the municipality for 1987, would take into account the adjustments made in 1986, but would serve as an indication of the municipality's long term plans for additional resources.
3. Approve in principle the addition of a third set of four (4) police members, to be deployed in the areas of Community Policing/Crime Prevention (1) Identification Section (1) Police Services Dog Section (1) and Fraud Section (1), to actually be fielded in mid 1988, at an annualized cost of approximately \$250,000. It is again understood that the addition of the third set of four (4) constables would be subject to the budgetary process within the municipality for 1988, would take into account the adjustments made in 1986 and 1987, but would again serve as an indication of the municipality's long term plans for additional resources.

JEF:gmc
Attach.

cc: O.i/c - RCMP


JOHN E. FLEMING
DIRECTOR ADMINISTRATIVE &
COMMUNITY SERVICES

ITEM 5
MANAGER'S REPORT NO. 75
COUNCIL MEETING 85/11/25

1985 June 25

TO: DIRECTOR, ADMINISTRATIVE AND COMMUNITY SERVICES
FROM: OFFICER IN CHARGE, BURNABY DETACHMENT RCMP
SUBJECT: STRATEGIC AND LONG TERM OPERATIONAL PLAN
BURNABY DETACHMENT - 1986

RECOMMENDATION:

1. That this report be received by Council for information purposes.

REPORT:

1.0 Summary/Introduction

This report is intended to surface the long term resource requirements for the Detachment beginning with the 1986 Municipal Budget. It includes the factors which have had an impact, or will have an impact on policing in Burnaby. It also addresses core area policing and its dissimilarity to suburban or rural police detachments or departments, and these differences are supported by statistical data. In order to regain the loss of four regular members due to a previous budget cut and to police an increase in population of 8,485, an additional 12 regular members will be required. We will also require an additional six municipal employees.

2.0 Background

The following human resource changes have taken place since 1976.

- (a) In 1976 we made a submission to Municipal Council for an additional fifteen (15) members and settled for five (5) additional regular members and ten (10) municipal employees to man the telephones as complaint takers and the radio as dispatchers. In 1978 we hired one additional Parking Patrolman (municipal employee) which increased that area from three (3) to the present four (4). In 1980 we hired three (3) full-time municipal employees to provide a youth counselling service. In 1982 we agreed to a cut of four (4) regular members (two dog-masters, one plainclothes, and one Provost/Admin) in an effort to assist the Municipality to balance the budget. In 1983 our Federal Public Servant who was the Secretary to the Officer in Charge retired, and the position became defunct. In accordance with the contract

Para 2.0 (a) cont'd.....

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agreement the federal position was to be replaced by a new municipal position. This additional municipal employee was hired to fill the position on 83-12-19. On 85-04-01 we hired one additional municipal employee to handle the overload on the Canadian Police Information Centre in the file room. A total gain and loss for the nine year period in the detachment in the years 1976 to 1985 is:

	<u>1976</u>	<u>1985</u>	<u>Total + or -</u>
Regular Members	206	207	+
Federal Public Servants	1	0	-
Municipal Employees	33	49	+
			16

The demographic trends during the same period are:

(b) Population	131,600	140,085	+ 8,485
(c) Number of Offences	19,191	23,645	+ 4,454
(d) Police-to-Population	1:623	1:677	+ 54
(e) Police Case Load	1:91	1:114	+ 23
(f) Number of Offences per 1000 population	145	168	+ 23

3.0 Factors Impacting Policing

3.1 Introduction of New Technology

In 1984 the Detachment introduced a Police Information Retrieval System at a cost of \$80,000 per annum to speed information storage and retrieval. This system requires clerical staff to input data and supervisors to review the quality of the data processed, however the additional work is offset by the rapid recovery of information by investigators.

In 1986 the Detachment will have the additional responsibility to police that portion of the Vancouver Regional Rapid Transit System lying within the boundaries of Burnaby. This system requires hours of police training and familiarization before the system goes into revenue service on 86-01-01. Experience indicates that one could expect such offences as assault, robbery, and vandalism in the stations and on the trains, and suicide, accident and mischief on the guideway. There will also be fare evasion and fraudulent attempts to ride the system without paying.

3.2 Introduction of New Legislation

The implementation of the Young Offenders' Acts of Canada and British Columbia have already placed greater demands on the Justice System, particularly the police. The increase in the age of young offenders from 17 to 18 means that one of the age groups with one of the largest numbers of offenders will now have to be processed through family courts. This means a more lengthy period of investigation, maintenance of young offenders' records (which are ultimately destroyed). Additional time will be spent advising young offenders of their rights, awaiting the arrival of defense counsel, and additional demands in cases where it is necessary to incarcerate young offenders. The end result being that more time will be spent processing this new category than has been the case in the past reducing the productivity of the

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Para #3.2 cont' ..

policepersons already in the system. The implementation of the Human Rights Sections of the new Constitution have placed more requirements on police insofar as arrests of suspects and the search for evidence is concerned. More time will be spent advising suspects of their rights and awaiting arrival of their lawyers. Police will have to spend more time targeting suspects to get sufficient evidence to prosecute which is time consuming and manpower intensive. Without criticizing the appropriateness of any of these changes, the inescapable fact is that productivity will be adversely affected.

3.3 Provincial Cut-Backs

Cut-backs in provincial spending, such as service of Criminal Documents, and the closure of Motor Vehicle Testing Stations, have resulted in the expenditure of more police resourcing to fill the gaps left by these changes. The Criminal Document service has removed two full-time regular members from the road, so they are not available to take service calls. There is some additional part-time administrative assistance, which is absorbed within the daily assignments of other employees. That means that there are effectively two less policepersons to respond to calls to assistance from the general public and/or to deploy in crime prevention programs or in the area of community relations.

3.4 Population Growth for the Municipality

Consideration has to be given to the effects of population growth in the Burnaby Metrotown area following the completion of the Vancouver Rapid Transportation System and the development of the Municipal Lands in the Cariboo Hill area.

4.0 Comparisons - Vancouver, Burnaby, Victoria and Delta

Vancouver, Victoria, and Delta were selected for police case load and police-to-population ratio comparisons, as these cities are most similar to policing conditions in Burnaby i.e., all four are located in the centre of large urban areas, and therefore share similar problems of core area policing which are dissimilar to suburban or rural policing.

1983	Vancouver	Burnaby	Victoria	Delta
Police Case Load	75	97.8	76.85	76.4
Police-to-Population Ratio	428	664	625	625.3

Both the police-to-population ratio and the police case load ratios have serious ramifications on the quality of policing, i.e., the clearance rate improves as the ratios are reduced, and this obviously is the case as you move into core areas of metropolitan cities.

5.0 Regular Member Resource Requirements

There are several methods that can be used to justify the need for regular member increases and these will be set forth in detail with any subsequent formal submission. However, on the basis of increases alone in 1985 as compared with the situation in 1976, in the areas of (a) police-to-population ratios and (b) police case loads, there is every indication that the requested increase of twelve regular members is reasonable.

Para #5.0 cont'd....

	<u>1976</u>	<u>1985</u>
Police-to-Population Ratio	623	677
Police Case Loads	91	114

In order to return to the police to population ratio of 1976 in 1985 would require a regular member increase;

140,085 population divided by 623 (the 1976 ratio)

= 224 regular members;

an increase of 224 - 207 = 17 regular members.

In order to return to the police case load of 1976 in 1985 would require a regular member increase;

23,645 offences, divided by 91 (the 1976 case load)

= 259

an increase of 259 - 207 = 52 regular members.

6.0 Municipal Employee Requirements

In addition, it has become increasingly apparent from the Commanding Officer's audits and my own managerial review that increases are required in our municipal employee staff i.e.,

(a) Communication Centre

With the volume presently experienced, and the fact that each year our calls for service increase, coupled with the fact that we are requesting an additional twelve regular members, it will be necessary to add another five vehicles on the road (given the formula of three men to each car). It will be necessary to expand to a dual dispatch system and to split the Municipality into two areas, north and south, to speed up message transmissions. To accomplish that an additional four (4) full-time dispatchers will be required. This will all be incumbent and necessary when the additional regular members are provided.

(b) Plainclothes Sections

We already have two established full time clerk typists in the plainclothes areas, and to meet present demands we employ a third on a nearly full part-time basis with flex hours to meet evening demands. This simply recognizes the requirement to convert the part-time to a full time employee. The dollar value for salary will not change appreciably because the part-time funding will be diverted to cover the majority of the additional position.

(c) Crime Report Typist

With the identified increase in regular member requirements, it is quite apparent that the report/typist work of the present four employees would increase sufficiently to warrant an additional full time position. We had streamlined some of the work going to the court floor, by allowing handwritten reports, however, 23 of 85-03-01 we

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Para 6.0 cont'd....

have started to type all court briefs on instructions from Regional Crown Counsel. Additional demands have come with the processing of record/file material and the entering of data into the Police Information Retrieval System. See Para #3-1.

(d) Equipment

- (i) In 1976 a new Computer Aided Dispatch (CAD) System was installed in the detachment at a cost of \$300,000 amortized over a period of 10 years at \$30,000 per annum with no interest.
 - (ii) In 1984 the Detachment Police Information Retrieval System (PIRS) came on line and is costing the Municipality approximately \$80,000 per annum, which is included in the contract quarterly billing.
 - (iii) In 1987 the present Computer Aided Dispatch (CAD) System will become obsolete as it wears out and replacement parts no longer become available. Our Telecommunications Branch is planning to replace these systems at the five metro detachments (Burnaby, Coquitlam, North Vancouver, Richmond and Surrey). The projected estimated cost to Burnaby is \$810,000 amortized over 10 years plus interest charge.
- Note - The capital costs for equipment are not related to staffing requirements, but are noted here to give an indication of the projected costs to Burnaby in that area.
- (iv) With an increase in establishment there is a need for additional police cars (complete with radios) for the additional regular members required, usually at a ratio of one vehicle for three members at a cost of about \$15,000 a unit. These cars are included in the per capita costs of the members.

Conclusion

Considering the increase alone in population between 1985 (140,085) and 1976 (131,600), the loss of four (4) regular members, while the population increased by 8,485, indicates the need at the very minimum of at least one (1) member per 1,000 population increase, plus the four (4) members lost in 1982 for a total increase of twelve(12) regular members. In addition to the regular members we also will require the six (6) municipal employees identified previously. It will be noted that the formulas used in paragraph 5.0 indicate a regular member increase of seventeen (17) or fifty-two (52) members depending on the criteria used, however given the restraints we would be satisfied with the more realistic increase of twelve members.

The Officer in Charge of Administration and Personnel for "E" Division, advises that as of this day Headquarters has been honoring Municipal Council requests for establishment increases, however, there could be a delay of up to 12 months in the actual arrival of the increases due to a lengthy period of relative calm in the recruiting training fields. It is important that these concerns be made a matter of record for planning purposes.

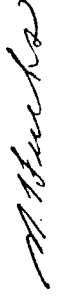
Any manpower/municipal employee increase will need to be identified in dollars when the 1986 Provisional Budget is prepared in September

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Conclusion, cont'd.....

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of this year. We anticipate that this additional staff would be supplied throughout 1986 at a cost of approximately \$300,000 for regular members and \$60,000 for the municipal employees. This estimate is based on the probability that the additional staff would be phased in throughout the year, and represents approximately 50% of the normal cost for the additional regular members and municipal employees if they were employed full time for the entire year.



N.L. Fuchs, Superintendent
Officer in Charge
Burnaby Detachment