

CITY OF BURNABY

COMMUNITY POLICING COMMITTEE

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

RE: POLICE DELIVERY OF SERVICE

RECOMMENDATIONS:

1. **THAT** Council accept the report of the Officer in Charge of Burnaby Detachment of the Royal Canadian Mounted Police which describes the challenges which have negatively impacted the ability of the police agency to deliver an effective and efficient police service to the citizens of Burnaby.
2. **THAT** Council reach an Agreement in Principle with the request of the Officer in Charge of Burnaby Detachment to authorize an increase in establishment of the Detachment to mitigate the effect of those challenges.
3. **THAT** Council in compliance with Community Policing Committee Terms of Reference (*attached*) request the Officer in Charge of Burnaby Detachment to prepare, on or before 2002 March 31, a five Year Business Plan which will set out the incremental financial and human resource requirements needed to address the challenges identified in the noted in the report.
4. **THAT** in compliance with the Terms of Reference of the Community Policing Committee, the Committee receive and review the Five Year Business Plan and forward the Five Year Business Plan to Council with appropriate recommendations.
5. **THAT** in compliance with the Terms of Reference of the Community Policing Committee, the Committee review on an annual basis the Business Plan of Burnaby Detachment prepared as part of the City budget cycle and that the Community Policing Committee make appropriate recommendations to Council.

| |
|--|
| <p>: COPY - CITY MANAGER - DEP. CITY MGR. - DIRECTOR FINANCE - OFFICER-IN-CHARGE, R.C.M.P.</p> |
|--|

REPORT

The Community Policing Committee, at its Open meeting held on 2002 February 26, received and adopted the *attached* report, as amended, to respond to issues affecting the ability of the police to deliver effective and efficient service.

The Committee amended Recommendation No. 3 to change the date to 2002 March 31, as the 2002 February 28 time frame is no longer suitable.

Respectfully submitted,

Councillor D. Evans
Chair

Councillor G. Begin
Vice Chair

2001 December 13

TO: COMMUNITY POLICING COMMITTEE

FROM: SUB-COMMITTEE ON POLICING ISSUES

SUBJECT: BURNABY DETACHMENT
REPORT OF THE OFFICER IN CHARGE, DATED 2001 AUGUST 15

PURPOSE: TO REPORT TO THE COMMUNITY POLICING COMMITTEE OF COUNCIL REGARDING ISSUES AFFECTING THE ABILITY OF THE POLICE TO DELIVER EFFECTIVE AND EFFICIENT SERVICE.

RECOMMENDATIONS:

1. **THAT** the Community Policing Committee of Council receive this report of the Sub-Committee on Policing Issues;
2. **THAT** the Community Policing Committee forward this Report of the Sub-Committee and make the following recommendations to City Council:
 - (a) **THAT** Council accept the Report of the Officer in Charge of Burnaby Detachment of the Royal Canadian Mounted Police which described the challenges which have negatively impacted the ability of the police agency to deliver an effective and efficient police service to the citizens of Burnaby;
 - (b) **THAT** Council reach an Agreement in Principle with the request of the Officer in Charge of Burnaby Detachment to authorize an increase in establishment of the detachment to mitigate the effect of those challenges;
3. **THAT** in compliance with its Terms of Reference, the Community Policing Committee of Council request the Officer in Charge of Burnaby Detachment to prepare, on or before 2002 February 28, a Five Year Business Plan which will set out the incremental financial and human resource requirements needed to address the challenges identified in the noted Report;
4. **THAT** in compliance with its Terms of Reference, the Community Policing Committee of Council receive and review the Five Year Business Plan and forward the Five Year Business Plan to Council with appropriate recommendations; and
5. **THAT** in compliance with its Terms of Reference, the Community Policing Committee of Council review on an annual basis the Business Plan of Burnaby Detachment prepared as part of the City budget cycle and that the Community Policing Committee of Council make appropriate recommendations to Council.

REPORT

The Royal Canadian Mounted Police provides policing services to the Province of British Columbia through the Provincial Police Services Agreement of April, 1992. The Province has, through the Municipal Policing Agreement and the Municipal Police Unit Agreement of the same date, contracted with the City of Burnaby to establish and maintain a detachment of the Royal Canadian Mounted Police as the municipal police force for the City of Burnaby.

In January of 1995, the City of Burnaby and the RCMP detachment embarked upon a significant change to the police service. The move to Community Based Policing marked a transition from the reactive model which had long dominated the policing landscape in Burnaby. With the advent of Community Based Policing, Burnaby Detachment decentralized a large portion of the police service to four districts, each headed by a District Commander who calls upon neighbourhood liaison constables, school liaison constables, and specialized support sections based in the main detachment, to address local problems of crime and disorder.

The present complement of 241 police officers was reached in 1998. Between 1995 and 2001, City Council authorized hiring of thirteen additional municipal employees, bringing the current staff to ninety six. In some cases, civilianization of positions allowed police officers to be relieved of administrative duties and redeployed to front line policing functions. Opening four district Community Policing Offices in this period did much to bring the police service closer to the community and has opened up lines of communication, consultation and collaboration in the process of finding solutions to problems.

The move to community based policing had significant financial cost, but the inclusion of the community in the policing process has been enormously popular with businesses and the general public. More specifically, increased accessibility of the police, an increased police presence in the community through the district offices and neighbourhood liaison constable program and an increased willingness of the police to engage in non traditional programs such as those which address quality of life issues and community safety concerns, largely account for the popularity of this style of policing. Community consultative groups in the four districts provide regular input into policing issues and provide a forum for the exchange of ideas and problem solving initiatives at the grassroots level. This Sub-Committee recognized that while the overall reported crime rate is declining, the demand for police to be involved with "quality of life" issues is expanding.

This Sub-Committee took particular note of the fact that in the seven years Burnaby has been engaged in community based policing, a large number of external factors have come to bear upon the ability of the police service to effectively carry out its mandate. The report of the Officer in Charge, dated 2001 August 15, details changes in legislation and jurisprudence that affect disclosure of information in criminal prosecutions; the evolving law of search and seizure, together with the introduction of general warrants, DNA warrants, tracking device warrants, dialled number recorder

warrants, and more stringent requirements for warrants to intercept private communication; case law which mandates sworn, videotaped statements; case law which requires a warrant to enter a dwelling to effect the arrest of a person in all situations excepting fresh pursuit; case law which has significantly added to the burden of investigating impaired driving offences; and legislation creating the Criminal Code offences of criminal harassment, participation in illegal criminal enterprise and promoting hatred against a discernable group.

National policies of the Royal Canadian Mounted Police have also had a significant impact on the local police service; a promotional process and lateral transfer process that remains beyond the control of local police management, has contributed to Burnaby Detachment becoming an increasingly junior police force with the influx of cadets and loss of organizational knowledge and community knowledge as more senior members are transferred away. The Sub-Committee acknowledged the commitment of the Royal Canadian Mounted Police to facilitate workforce stability by retaining newly arrived police officers in the City for at least five years and recognized that it may take several years before an acceptable level of seniority is established.

The 2001 August 15 report stated, in part:

"Policing Burnaby is long past the point where it is simply a law enforcement function. The role and responsibility of police, through public expectation and Council approval, has evolved heavily around quality of life issues. The police expend considerable time and effort facilitating resolution to problems which make neighbourhoods more liveable. Dealing with antagonistic neighbours, creating youth activity in order to keep them away from mischief, leading an attack on graffiti, developing a sense of awareness in business, convincing landlords to take responsibility, are as much examples of every day police performance as are issuing a traffic ticket, arresting a drug trafficker or investigating a sexual assault, homicide or robbery. These quality of life activities, however, do not lend themselves to a simple measurement as do traffic tickets.

The police officers and civilian staff have been organized in a fashion designed to be community-based and focussed on problem solving. Translated, this means the total complement of resources is represented in terms of time associated to specific tasks, or by another name, service - services the community expects. This report has demonstrated the total available time, transformed into service, is under attack from many quarters - new law, policies, court decisions, training and procedures take a cut directly off the top of available hours. Vacation time, sickness, injury, maternity leave, paternal leave, secondments and transfers take a second cut. What is left over is applied directly to the public safety and quality of life issues of Burnaby. The fact of the matter is citizens, business and other entities which make up Burnaby are receiving, in overall terms, decreasing service; not because the community based model is not a good one, but rather because the various influences, plus growth, have out-paced capacity."

The Report of the Officer in Charge of Burnaby Detachment called for an immediate increase in establishment of twenty nine police officers: six additional officers for the drug unit, two additional officers for the criminal intelligence unit, two additional officers for economic crimes, two additional officers for sex crimes, five additional officers for neighbourhood liaison and twelve additional officers for first response.

In the longer term, the Report called for thirteen additional police officers and six new municipal hires: three additional school liaison officers, one additional officer for community programs, two additional officers for the bike squad, one additional officer for the police service dog section, six additional officers for traffic, and six additional municipal employees in community programs and the operational communication center.

In the absence of additional human resources being provided to meet the emergent needs of the police service, the Report of the Officer in Charge of Burnaby Detachment contemplated a realignment of the policing service and a reallocation of police resources to priority functions.

The Community Policing Committee, at its meeting held on 2001 November 08, was afforded presentations by the Officer in Charge of Burnaby Detachment that further elaborated on the service demands facing the Detachment. A draft series of reductions to the policing service and redeployment of police officers that would be required to maintain an effective police service in the absence of any increases in staff was outlined. The Community Policing Committee established this Sub-Committee to further examine the issues raised.

The Sub-Committee, at its meeting held on 2001 November 21, discussed at length the 2001 August 15 report of the Officer in Charge. The Burnaby Detachment Business Manager advised the cost of implementing the increases as proposed by the Officer in Charge would be approximately \$4,388,850, comprised of \$3,753,900 in recurring costs including salaries, benefits, indirect costs, vehicle operating costs, telecommunication costs, uniforms and other costs; and \$705,500 in non-recurring costs including vehicles and other equipment which would be charged back to the City at the contract rate of 90% for a net of \$634,950. A five year implementation was discussed which set out Operating Budget increases of \$864,570 in the first year; \$1,607,150 in the second year; \$2,403,730 in the third year; \$3,142,310 in the fourth year and \$3,880,890 in the fifth year.

The Sub-Committee asked for insight into the costs of the proposed 2002 police operating budget and was advised \$28,946,280 represents approximately 13% of the City's proposed Operating Budget for 2002. The expenditure of \$864,470 in the first year of a Five Year Implementation Plan would represent an increase of 0.7% to city taxes (less than 1%). If this increase is considered only in relation to the residential tax base, it would amount to approximately \$ 7.11 per average household for each of the five years.

The Sub-Committee, having considered the information provided by the Officer in Charge of Burnaby Detachment and staff, are concerned that in the absence of needed increases to the police establishment, the draft service realignment and resource allocation will have an immediate negative and lasting impact upon the continued success of Community Based Policing.

We believe the policing model first proposed for Burnaby in 1995 remains fundamentally sound; however, it will be made more relevant to the present needs of this dynamic community through a revitalized vision proposed by the Officer in Charge:

“A goal-oriented community policing service that is intelligence led, driven by internal and external consultation, tactical and strategic crime analysis, accountability of the district commanders for problems of crime and disorder, differential response strategies and problem oriented policing at all levels.”

It is the considered recommendation of this Sub-Committee that in order to meet this vision and maintain effective and efficient policing that City Council receive the Report of the Officer in Charge of Burnaby Detachment, dated 2001 August 15 and that City Council reach an Agreement in Principle with the proposals contained therein.

It is further recommended that the Community Policing Committee of Council request the Officer in Charge of Burnaby Detachment prepare a Five Year Business Plan which will address the human resource and public safety issues outlined in the August 15 report, and that the Community Policing Committee of Council receive the Five Year Business Plan and forward it to Council with appropriate recommendations.

It is further recommended that the Community Policing Committee of Council annually review the Burnaby Detachment Business Plan prepared for the City budget cycle and that the Committee, in keeping with its mandate, make appropriate recommendations which arise from that Business Plan to Council.

Respectfully submitted,

Councillor G.R. Begin
Chair

Members of the Sub-Committee:

Ms. Sandy Blue
Member

Mr. Jon Buston
Member

Mr. Tony Wong
Member

Mr. Mario Miceli
Member

Mr. Raymond Allen
Member

Mr. Ted Williams
Member