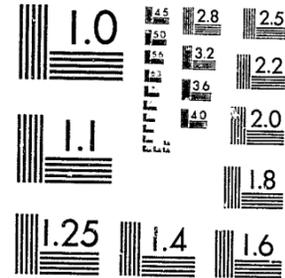


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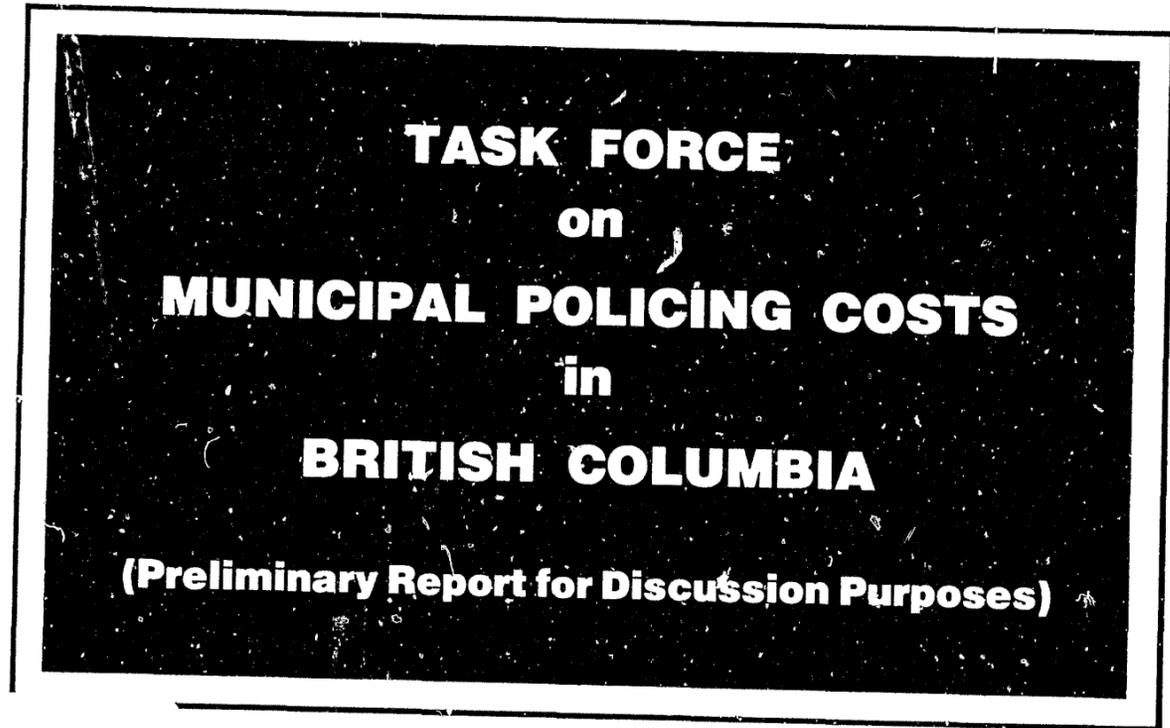
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ACQUISITIONS

**TASK FORCE
on
MUNICIPAL POLICING COSTS
in
BRITISH COLUMBIA**

**Preliminary Report
For Discussion Purposes**

Co-Ordinator: Patricia D. Ross M.Sc. (Bus. Admin.)
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FOREWARD

In early fall, 1977, the Minister of Municipal Affairs and Housing, and the Attorney General recognized a need to examine a wide range of issues relating to policing costs.

A Policy Board¹ was established consisting of the Deputy and Assistant Deputy Ministers of the Municipal Affairs section of the Ministry of Municipal Affairs and Housing, the Deputy Attorney General, and the three members of the B.C. Police Commission. In November, 1977, the Board engaged a small Task Force to conduct the study under very broad terms of reference.²

The major purpose of the project is to examine policing costs in British Columbia, how they are shared among Municipal, Provincial and Federal Governments and then to consider practical cost sharing alternatives. The terms of reference also require a study of the possibility of regional delivery of policing services, and other cost-related issues.

During the first few months of the project the Task Force collected relevant background data on the specific areas within its mandate. Input was requested from local councils, regional district boards, police boards, police representatives and others who wished to discuss matters of particular concern to them.

-
1. Present members of the Policy Board are listed in Appendix 1.
 2. A copy of the Terms of Reference is included in Appendix 2.

The Task Force attended a series of meetings throughout the Province, and received a total of eighteen written submissions.¹ The information gained from these briefs and meetings played a key part in the development of this report.

A preliminary report has been produced part way through the project to provide background data and a range of alternatives. It will be widely distributed to those affected, and will be used to promote discussion and provide an opportunity for further input from concerned groups and organizations before the Task Force forwards final recommendations to the Policy Board.

In response to this preliminary report municipalities, regional districts, police organizations and others may submit written briefs to the Task Force up to October 1, 1978. In addition, 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 20th-22nd. This three day event will provide municipal representatives with another opportunity to discuss their priorities and concerns with the Task Force.

By late October, once the Task Force has considered all information submitted, final recommendations will be forwarded to the Policy Board. Members of the Policy Board will review the final report of the Task Force, and then develop and forward their recommendations to the Minister of Municipal Affairs and Housing and the Attorney General.

1. See Appendix 3 for a list of organizations which made submissions or met with the Task Force.

The Task Force received excellent co-operation from the municipalities, police forces, and others involved in the process. We are deeply indebted to all those who readily completed our many forms and questionnaires, and responded so willingly to our numerous inquiries. Without their assistance this report would not have been possible. So many people were involved it is impractical for us to name them all. We would, however, like to convey our special thanks to Superintendent Mel McCulloch and Sergeant Larry Hunter of RCMP "E" Division for the considerable time and effort they gave, and the interest they displayed in this project.

CHAPTER I

POLICING COSTS AND COST SHARING ARRANGEMENTS

IN BRITISH COLUMBIA

A. POLICING IN BRITISH COLUMBIA

In B.C. policing is financed in four different ways by one or more of the three levels of government.

Under Section 17 of the Police Act it is the duty of every municipality with a population of over 5,000 to provide policing "for the purposes of adequately enforcing municipal by-laws, criminal laws, the laws of the province, and of generally maintaining law and order, within the municipality". As well, under Section 644 of the Municipal Act (and for Vancouver, Section 481 of the Vancouver Charter) it is the duty of each municipality providing policing to bear the expense necessary to generally maintain law and order in the municipality, to provide an office for the police force in the municipality and to provide premises as a place of detention.

Under the Police Act, there are two options provided for municipalities once their population reaches 5,000: the municipality may, subject to the approval of the Attorney General, provide policing by means of a municipal police force (Section 19(1)), or alternatively, the municipality may enter into a contract with the Attorney General under which he will provide, through the RCMP, policing within the municipality (Section 18(1)).

The remainder of the province is policed by the RCMP as the provincial police force. "Provincial policing" is provided under contract between the B.C. and Canadian Governments.

The RCMP also performs "federal policing", which covers such fields as drugs, customs and excise, immigration and passport, and criminal intelligence.

Table I-1 summarizes the populations and police members involved under the four policing systems. Each is described more fully in the following sections.

TABLE I-1

Policing In B.C.

	<u>Population Affected</u>			
	<u>1976</u>	<u>Percent</u>	<u>1977*</u>	<u>Percent</u>
Municipalities With Their Own Force	778,337	31.6%	778,337	31.6%
Municipalities With RCMP Contract	1,086,446	44.0%	1,126,452	45.6%
Provincial Policing	601,825	24.4%	561,819	22.8%
Federal Policing	(all of B.C.)	—	(all of B.C.)	—
TOTAL	2,466,608	100%	2,466,608	100%
	<u>Authorized Police Strength</u>			
Municipalities With Their Own Force	1,560	32.9%	1,584	31.7%
Municipalities With RCMP Contract	1,414	29.9%	1,542	30.9%
Provincial Policing	1,247	26.3%	1,283	25.7%
Federal Policing	516	10.9%	584	11.7%
TOTAL	4,737	100%	4,993	100%

* Based on 1976 Census

1. Municipalities With Their Own Police Force

Under Sections 19-23 of the Police Act, a municipality may provide policing by means of a municipal police force governed by a police board. In B.C. there are twelve municipalities with their own police force, consisting of 1,560 policemen (1976) and covering approximately 32% of the population, as outlined below.

TABLE I-2

<u>Municipality</u>	<u>Population</u>	<u>Police Strength</u>	
		<u>1976</u>	<u>1977</u>
Vancouver	410,188	955	956
Saanich	73,383	106	115
Delta	64,492	88	91
Victoria	62,551	140	140
New Westminster	38,393	85	88
West Vancouver	37,144	57	60
Matsqui	31,178	35	36
Oak Bay	17,658	22	22
Esquimalt	15,053	27	28
Port Moody	11,649	21	23
Nelson	9,235	14	15
Central Saanich	7,413	10	10
TOTAL	778,337	1,560	1,584

The total cost of the twelve municipal police forces is borne by each municipality, with no direct Federal or Provincial assistance.

2. Municipalities With RCMP Contracts

Through the RCMP, the Federal Government provides police services to municipalities on a contract basis.

The current contract is called the "Municipal Policing Agreement" and outlines the items to be cost shared as well as the method of determining the percentage of costs to be borne by the municipality concerned. It is a five year contract, in effect from April 1st, 1976 to March 31st, 1981.

Costs to municipalities with populations over 25,000 are based on actual expenditures for municipal policing incurred in the municipality during the previous fiscal year.¹ This cost is then divided by the actual number of police members employed during the previous fiscal year to determine a "cost per sworn police member" for the municipality. This cost per member is then multiplied by the number of municipal police members assigned during the current fiscal year.

Costs to municipalities with populations under 25,000 are based on actual expenditures incurred during the previous fiscal year for municipal policing in all² contract municipalities in B.C. with populations under 25,000. This total is then divided by the total number of police members in all these municipalities

-
1. With the exception that overtime and accommodation costs are based on the current year's experience.
 2. Ibid, above, and are related to each specific municipality.

during the previous fiscal year to determine a "cost per sworn member". This cost per member is then multiplied by the number of sworn members under contract in each municipality during the current fiscal year.

Under the current contract, it was agreed that the percentage of costs borne by the municipality would increase by 1% annually from the 1976/77 level of 52% for the first five constables and 77% for the remainder (with the Federal Government paying the balance). Thus in the 1977/78 fiscal year, the municipal share of contract costs is 53 and 78 percent, and will rise to 56 and 81 percent in 1980/81, the final year of the contract. (See Appendix 4 for details.)

By 1977, 44 municipalities in B.C. had entered into policing agreements for the provision of police services by the RCMP. These municipalities with a total authorized strength of 1,542 members, are listed in Table I-3, and combined cover over 45% of B.C.'s population. Six of these municipalities became responsible for policing for the first time in 1977; therefore, where this report uses calculations with 1976 data, note that only 38 municipalities were under contract for RCMP police services.

Form A (for municipalities with populations over 5,000 and under 25,000) and Form B (for municipalities with populations over 25,000) of the Municipal Policing Agreement are contained in Appendices 4 and 5.

A renewal clause is included as part of the agreement, stating that it may be renewed for an additional five years upon terms that are mutually agreeable; renewal negotiations may begin on or after March 31/79 and prior to the expiry of the agreement.

TABLE I-3

Municipalities With Population Over 5,000
Which Have Contracts for RCMP Services

Municipality	1976 Population	Authorized Strength	
		1976	1977
Burnaby	131,599	197	205
Surrey	116,497	164	172
Richmond Twsp.	80,034	103	108
North Vancouver District	63,471	68	68
Prince George	59,929	85	92
Kamloops	58,311	84	86
Coquitlam	55,464	66	66
Kelowna	51,955	58	62
Nanaimo	40,336	46	55
Langley Twsp.	36,659	35	37
North Vancouver City	31,934	47	48
Maple Ridge	29,462	34	36
Chilliwack Twsp.	28,421	22	25
Port Coquitlam	23,926	29	29
Penticton	21,344	26	27
Port Alberni	19,585	28	29
Vernon	17,546	20	22
North Cowichan	15,956	17	18
Mission	14,997	18	19
Prince Rupert	14,754	28	28
Powell River	13,694	18	18
Cranbrook	13,510	19	22
White Rock	12,497	16	18
Campbell River District	12,072	19	21
Kitimat	11,956	14	14
Dawson Creek	10,528	15	16
Terrace	10,251	17	17
Langley City*	10,123	*	17
Trail	9,976	13	13
Abbotsford	9,507	13	15
Salmon Arm	9,391	9	10
Fort St. John	8,947	15	15
Chilliwack Municipality	8,684	15	16
Squamish	8,368	12	12
Quesnel	7,637	12	14
Courtenay	7,733	9	9
Kimberley	7,111	9	9
Sidney*	6,732	*	9
Summerland	6,724	6	6
Castlegar*	6,255	*	8
Williams Lake*	6,199	*	10
Merritt	5,680	8	8
Comox*	5,359	*	6
Mackenzie*	5,338	*	7
TOTAL (of 44):	1,126,452		1,542
(of 38 responsible for policing in 1976):	1,086,446	1,414	

* Municipality became responsible for policing on April 1st, 1977.

3. Provincial Policing

The RCMP, as the Provincial Police Force, polices the remainder of the province which consists of municipalities with populations under 5,000 or which are unincorporated, and all unorganized territory. The provincial force consisted of 1,247 members in 1976 and covers approximately 25% of B.C.'s population.

The relevant legislation is contained in Section 16 of the Police Act which states:

The Minister, on behalf of the Crown in right of the Province, may from time to time enter into, execute and carry out agreements with the Crown in right of Canada or with a department, agency or person on its behalf, authorizing the Royal Canadian Mounted Police to carry out such powers and duties of the provincial force as may be specified in the agreement.

Financial arrangements are covered by the "Provincial Policing Agreement" between the Federal and Provincial Governments. It outlines the method of determining the percentage of costs to be borne by each party to the agreement.

On April 1, 1976 a 5 year contract was signed for "provincial policing services". In the final year of the previous contract, the cost sharing formula was 50% federal and 50% provincial; however, the new contract requires the province to pay 52% of provincial policing costs in 1976/77, increasing 1% annually to 56% in 1980-81. (Therefore, for the 1977/78 fiscal year the province pays 53% of provincial policing costs and the Federal Government pays 47%.)

When calculating charges to the Provincial Government, the cost is worked out based on expenditures made by the RCMP during the previous fiscal year. The resultant figure is then multiplied by the percentages attributable to both levels of government. Descriptions of costs are dealt with in section 12 and 14 of the Provincial Policing Agreement: see Appendix 6.

A clause has been incorporated in the contract allowing for the renegotiation and renewal of the agreement upon its expiry.

4. Federal Policing

Under Section 18 of the Royal Canadian Mounted Police Act the RCMP are responsible for preservation of the peace, the prevention of crime and of offences against the laws in Canada. Thus under the label "federal policing" the RCMP provide enforcement of federal statutes and executive orders. For the purposes of this report, three sub-activities of federal policing have been included and are listed in Table I-4.¹ 516 members of the RCMP were assigned to federal policing in B.C. in 1976, the total cost of which was borne by the Federal Government. In addition, RCMP members assigned to provincial or municipal duties are also expected to perform federal work as and when the need arises. This "two-hatted" role is recognized by the Federal Government, and considered when developing their contractual arrangements with the province and the municipalities.

1. It should be noted that costs and other data related to the RCMP Security Service have not been included in this report.

TABLE I-4
Description of Federal Policing

<u>Activity</u>	<u>Sub-Activity</u>	<u>Includes</u>
Enforcement of Federal Statutes & Executive Orders	1) Federal Law	Detachment Policing,* Traffic Services,* Special Investigation,* Telecommunication,* Police Service, Dogs,* Operational Support,* Judicial and Detention Service,* Air Services,* Marine Services,* Drug Enforcement, Customs & Excise, Criminal Intelligence, Immigration and Passport, Commercial Crime, Field Identification*
	2) Police Services Other	Detachment Policing,* Airport Policing, Race Track, Royal Canadian Mint, Recruit Training*
	3) Protective Policing	Operational Support,* Property and Information Protection, Physical Protection, Special Projects - Olympics, Special Events, Management

* Also performed by provincial and/or municipal RCMP.

5. Other "Police" Agencies

In addition to the municipal, provincial and federal forces mentioned previously, there are an estimated 25,000 people in B.C. who are either "peace officers" by definition, are granted the powers of peace officer by the legislation under which they work, or who are employed in "quasi-police" duties.

Section 2 of the Canadian Criminal Code defines "peace officer" as including:

- a) a mayor, warden, reeve, sheriff, deputy sheriff, sheriff's officer and justice of peace,
- b) a warden, deputy warden, instructor keeper, gaoler, guard and any other officer or permanent employee of a prison,
- c) a police officer, police constable, bailiff, constable, or other person employed for the preservation and maintenance of the public peace or for the service or execution of civil process,
- d) an officer or person having the powers of a customs or excise officer when performing any duty in the administration of the Customs Act or the Excise Act,
- e) the pilot in command of an aircraft,
 - (i) registered in Canada under regulations made under the Aeronautics Act, or
 - (ii) leased without crew and operated by a person who is qualified under regulations made under the Aeronautics Act to be registered as owner of an aircraft registered in Canada under those regulations, while the aircraft is in flight, and
- f) officers and men of the Canadian Forces who are
 - (i) appointed for the purposes of section 134 of the National Defense Act, or
 - (ii) employed on duties that the Governor in Council, in regulations made under the National Defence Act for the purposes of this paragraph, has prescribed to be of such a kind as to necessitate that the officers and men performing them have the powers of peace officers.

The Task Force was faced with the problem of determining what portion of the myriad of "policing" agencies was relevant to our mandate. Information was collected on a diverse range of "policing" entities, including:

- private security guards and investigators,
- municipal bylaw enforcement officers and inspectors,
- provincial enforcement officials under the Child Welfare Act, Wildlife Act, Milk Board, etc.,
- federal enforcement officials under a range of statutes. For example Aeronautics, Immigration, Unemployment Insurance, Income Tax,
- justice system personnel in various branches,
- auxiliary police,
- Armed Forces Police,
- Railway Police,
- Harbours Board Police.

The dilemma for the Task Force was where to "draw the line". It was decided to include data for cost comparison purposes on: (B.C.) Co-Ordinated Law Enforcement Unit, the B.C. Police Academy, the B.C. Police Commission and Indian Special Constable Program.¹ In addition, B.C. Sheriff Services and other similar agencies are included in this report as deemed appropriate for the discussion of various topics.

In essence then, the Task Force sees its mandate as applying only to the common version of "policemen" in the traditional sense.

1. Other data on miscellaneous policing entities gathered by the Task Force is available on request.

B. DISTRIBUTION OF POLICING COSTS IN B.C. AMONG THE THREE
LEVELS OF GOVERNMENT

This section provides an overall picture of the expenditures by Municipal, Provincial and Federal Governments for policing in B.C.

While the major emphasis of the Task Force has been on "municipal policing costs", it has also been our task to outline the contributions for policing by level of government and the cost sharing arrangements involved.

No costs of accommodation have been included in any of the following figures and calculations. They were excluded primarily for two reasons:

- (a) Some municipalities do not actually include costs for accommodation as a portion of the police budget; frequently facilities for police detachments are part of the municipal hall. For those municipalities it would be necessary to estimate their share of the costs and therefore introduce an unknown degree of error.
- (b) For some municipalities dollar figures are available regarding accommodation. However, the basis for determining the cost of accommodation ranges from a "retail, market value basis" to a nominal charge.

Taking into consideration the above factors, it was decided to omit any figures related to rent or the capital cost of accommodation. (Although items such as repairs, maintenance, supplies, utilities, and cleaning services are included.)

TABLE 1-5
Distribution Of Policing Costs In B.C. (1976)

	Dollar Contribution 1976					Per Cent of Policing Costs 1976			
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	<u>Total</u>		<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	<u>Total</u>
Munic. With Own Force	43,321,400	Nil	Nil	43,321,400	Munic. With Own Force	100%		100%	
Munic. With RCMP Contract	29,363,231 ²	Nil	14,382,885	43,746,116	Munic. With RCMP Contract	67.1%	32.9%	100%	
Prov. Policing	Nil	20,397,803	30,318,280	50,716,083	Prov. Policing		40.2%	59.8%	
Fed. Policing ¹	Nil	Nil	16,792,895	16,792,895	Fed. Policing			100%	
Other Police Programs	Nil	3,823,780	90,000	3,913,780	Other Police Programs		97.7%	2.3%	
TOTAL	72,684,631	24,221,583³	61,584,060⁴	158,490,274	TOTAL	45.9%	15.3%	38.8%	

1. Includes B.C. Police Commission, B.C. Police Academy, Co-Ordinated Law Enforcement Unit, and the Indian Special Constable Program.
2. Special short term grants from the Province to recently amalgamated municipalities subsidizing a portion of municipal policing expenditures have been included in municipal contributions. In 1976, these special grants totalled \$1,145,136.
3. In addition to the total amount of dollars expressed as the Provincial contribution, the Province did subsidize police costs for recently amalgamated municipalities (refer to footnote 2) in the amount of \$1,145,136. As well, the Provincial Government provided general unconditional grants to municipalities. While not directly for policing, it could be assumed that a portion of the grant would go toward police and could be seen as offsetting some of the policing costs. In 1976, unconditional transfers from the Province to the 50 municipalities responsible for policing totalled \$98,787,724 (or \$52.98 per capita).
4. The total amount of dollars expressed as the Federal contribution does not include any portion of costs incurred for use of centralized facilities such as Departmental Administration in Ottawa, Crime Index, Headquarters Identification Services, some portions of Canadian Police College, etc.

Municipalities with an RCMP contract divide certain defined costs with the Federal Government under the Municipal Policing Agreement and in addition pay 100% of other police related costs themselves. The billings paid in any given year by municipalities for RCMP services reflect the municipal contribution for the contract. However, the billings to the municipalities are not based on the current year's costs, and do not totally reflect the costs actually incurred by the RCMP in any given year to police their municipality. Therefore, for our purposes in this report, we have chosen to collect and analyze actual costs for policing based on current expenses as accurately as this could be determined, to allow us to calculate the Federal Government's contribution to policing in each municipality.

Municipalities operate on a calendar year basis; the RCMP contract is administered on a fiscal year basis (April 1st - March 31st). For our purposes, we have chosen to outline costs on a calendar year basis, and where necessary have converted fiscal year costs to (estimated) calendar year costs.¹

Table 1-5 outlines the distribution of policing costs in B.C. by level of government. Of the costs included, the municipalities paid 45.9%, the province 15.3%, and the Federal Government the remaining 38.8%.

1. More specifically, the RCMP billings are computed twice annually (i.e. April 1st - September 30th, October 1st - March 31st). To obtain data for the 1976 calendar year, the following method was used:

(one-half of expenditures during October 1st/75 - March 31st/76)
 PLUS (total expenditures during April 1/76 - September 30/76)
 PLUS (one-half of expenditures during October 1/76 - March 31/77)

Data on the actual cost to the RCMP to provide policing in municipalities was also supplied on a fiscal year basis, and the same type of estimations were made to convert the figures to calendar year costs.

The following pages provide a more detailed description and analysis of costs as outlined in the table.

1. Municipalities With Their Own Force

In 1976, the twelve municipalities with their own force paid \$43,321,400 for policing in their municipalities. The municipalities paid 100% of the cost with no direct contribution from the Provincial or Federal Government.¹

In the analysis of police costs for this report, three ratios have been used to express costs in relation to different standards: cost per capita, cost per sworn police member, and cost per \$10,000 of property.

The average cost per capita for policing in these twelve municipalities during 1976 was \$55.66; if Vancouver is excluded from the calculation, the average cost per capita in the remaining eleven municipalities was \$42.96.

Cost per sworn police member, determined by dividing "total"² cost of policing by the authorized strength, was on average \$27,770 for the municipalities with their own police force.

1. Refer to Section E of this Chapter for information on indirect financial assistance for policing to municipalities from Provincial and Federal Governments.

2. Cost of accommodation not included.

TABLE I-6

STATISTICS ON POLICE COSTS AND COST SHARING
FOR MUNICIPALITIES WITH THEIR OWN POLICE FORCE

(1976 Data)

	<u>"Total" Cost Of Policing²</u>	<u>Municipal Portion</u>	<u>Cost Per Capita</u>	<u>Cost Per Sworn Member³</u>	<u>Cost Per \$10,000 Property (Mkt. Value Assessment)⁴</u>	<u>Cost As A Percentage Of Municipal⁵ Expenditures</u>
12 Municipalities	\$43,321,400	100%	\$55.66	\$27,770	\$16.92	15.6%
11 Municipalities ¹ (Excl. Vancouver) ¹	\$15,817,163	100%	\$42.96	\$26,144	\$13.76	13.1%

1. Because of its size, Vancouver's statistics may tend to distort average figures; therefore, summary data have also been shown excluding Vancouver.
2. Cost of accommodation excluded from all calculations.
3. Based on "authorized strength".
4. Based on total actual Value Assessment of both taxable and exempt properties.
5. "Municipal Expenditures" are total municipal expenditures less reserve accounts (taxes levied for other governments not included).

Both of the above ratios (i.e. cost per capita and cost per sworn member) are standard ratios used to express police costs. A third, less common ratio has also been included in this report in order to provide the reader with several alternative ways of analyzing costs. In this third ratio, the cost of policing is expressed in relation to a standard value of property, using current actual value assessment. Based on the equalized assessment data of both taxable and non-taxable property, the average cost per \$10,000 property for the municipalities with their own force was \$16.92.

On average for the municipalities with their own force, police costs represented over 15% of municipal expenditures during 1976.

A summary of the police costs and cost sharing for municipalities with their own force is contained in Table I-6. Chapter II of this report presents a detailed comparison by municipality of costs and cost sharing for the 12 municipalities involved.

2. Municipalities With RCMP Contracts

As indicated in Table I-5 the cost of policing in the 38 municipalities with RCMP contracts was \$43,746,116 in 1976. This cost was borne on average 67.1% by the municipalities and 32.9% by the Federal Government.

The municipal portion (\$29,363,231) consisted of two major items:

- (a) cost to the municipalities for the RCMP contract, i.e. \$24,026,799. The municipal portion of the contract costs was based on the previous year's costs, and reflected only those portions of the costs as defined in the contract. These RCMP contract costs represented 81.8% of the municipal portion.

- (b) other costs to the municipality for policing, not included in the RCMP contract, and paid 100% by the municipality. In 1976 these totalled \$5,336,432 or 18.2% of the municipal portion.

The municipal portion of police costs represented an average of 8.5% of municipal expenditures in the 38 municipalities, in comparison to 15.6% in municipalities with their own force.

As noted in footnote 2 on Table I-5 the province provided four newly amalgamated municipalities with special grants in 1976 to assist them with their policing costs. The \$1,145,136 spent on special grants was equivalent to 3.9% of the total expenditures by the 38 municipalities for policing.¹

The federal portion (\$14,382,885) was determined by calculating the:

- (a) actual cost to the RCMP to provide policing in the municipalities (\$38,409,684)
MINUS
- (b) the municipal portion of the RCMP contract (\$24,026,799).

As in the analysis of municipalities with their own force, three ratios have been used to express costs for the RCMP contract municipalities: cost per capita, cost per sworn member and cost per \$10,000 of property.

1. Special grants are dealt with in Section C of this Chapter.

TABLE I-7
Police Costs and Cost Sharing
For The 38 Municipalities With RCMP Contracts in 1976

(a) Summary

"Total" Cost of Policing	<u>Municipal Portion</u>		<u>Federal Portion</u>		<u>Cost Per Capita</u>			<u>Total Cost Per Sworn Member</u>	<u>Cost Per \$10,000 of Property 1 (Mkt. Value)</u>	<u>Mun. Portion Of Police Costs As A % Of Municipal Expenditures</u>
	<u>\$</u>	<u>%</u>	<u>\$</u>	<u>%</u>	<u>Mun. Portion</u>	<u>Fed. Portion</u>	<u>Total</u>			
\$43,746,116	\$29,363,231	67.1	\$14,382,885	32.9	\$27.03	\$13.24	\$40.27	\$30,938	\$13.58	8.5%

(b) Breakdown of Municipal and Federal Portions

<u>Municipal Portion</u>			<u>Federal Portion</u>	
<u>RCMP Contract</u>	<u>Other Costs To Municipality</u>	<u>Total Municipal Portion</u>	<u>Actual Cost To RCMP To Provide Policing</u>	<u>Actual Federal Portion (Actual Cost to RCMP to Provide Policing Minus Mun. Portion of RCMP Contract)</u>
\$24,026,799	\$5,336,432	\$29,363,231	\$38,409,684	\$14,382,885

1. Includes both taxable and exempt properties at 100% of actual assessed value.

The cost per capita for policing in RCMP contract municipalities was \$40.27 in 1976. The municipal portion of the costs represented on average \$27.03 per capita, and the federal portion the remaining \$13.24.

The total cost per sworn police member, obtained by dividing the "total" cost of policing by the authorized strength for the RCMP contract municipalities was \$30,938 in 1976.

A third, less common, ratio was obtained by relating the cost to police a standard value of property, using the current actual value assessment. Using the equalized assessment data of both taxable and non-taxable property, the average cost per \$10,000 property for the RCMP contract municipalities was \$13.58 in 1976.

A summary of the police costs and cost sharing for the RCMP contract municipalities is contained in Table 1-7. Chapter II of this report presents a detailed comparison by municipality of the costs and cost sharing for the 38 municipalities involved, as well as a complete definition of the costs and ratios used.

3. Provincial Policing

As Table I-5 indicates, it cost \$50,716,083 in 1976 to provide provincial policing services in B.C.¹

1. It should be noted that these costs do not include: any cost for buildings owned by the RCMP and occupied by provincial establishments over and above \$2.00 per foot and normal upkeep and maintenance (eg: original capital expenditures); some training costs (eg. Canadian Police College); stores facilities and imputed costs for use of other centralized facilities - Departmental Administration, Crime Index, Headquarters Identification Services.

The Provincial Policing Agreement under which these services were provided outlined a cost sharing for certain defined costs requiring 52% provincial contribution and 48% federal contribution during the 1976/77 fiscal year. However, as Table I-5 shows, the actual costs were borne 40.2% by the province and 59.8% by the Federal Government.

An analysis of the cost indicates that approx. 70% went to salaries and fringe benefits. Overtime costs, included in the 70% figure, amounted to 3.1% or \$1,570,000. The remaining approximately 30% consisted of other operating costs.

It should be emphasized that these costs do not represent only the cost of policing in unorganized areas and municipalities with populations less than 5,000. In addition, the costs include expenditures for specialized services and equipment (such as helicopters, airplanes, etc.) available to any detachment in the province and numerous administrative positions¹ classified as provincial positions.

Based on a random sample of several municipalities with populations less than 5,000, it appears that the cost to provide policing was approximately \$40 per capita.

4. Federal Policing

The actual cost for the RCMP to provide federal policing in B.C. (as defined in Chapter II, Figure 1 of this report) was \$16,792,895. This cost was paid totally by the Federal Government.

1. eg: the officer in charge of a combined municipal and provincial detachment is generally a provincial position.

An analysis of the costs show that 67.0% of the expenditures related to salaries and fringe benefits, including overtime which cost \$805,300 (4.8% of expenditures).

On a cost per sworn member basis it cost \$32,544 per member to provide federal policing, calculated on 516 authorized members in 1976.

5. Other Police Programs

As indicated in Table I-5, \$3,913,780 was spent on "other police programs" in 1976.

An explanation of why these programs were included was provided in Section A-5 earlier in this Chapter.

The following list provides a breakdown of the nature of the programs and their costs:

	<u>1976 Cost</u>
(a) B.C. Police Academy:	\$897,657 ¹
- the training arm of the Commission; offers a 3 year program for municipal policing recruits plus many specialized courses and an assessment center.	

1. Fiscal year 1976/77 was used, as previous year was start-up. The total represents \$575.42 for each of the 1,560 police members employed in municipalities with their own force; this cost is not included in municipal police cost figures used in this report (except for salaries of recruits, which are borne by the municipality). RCMP policed municipalities, however, pay a portion of the recruit training costs for RCMP members, and these are reflected as municipal costs.

	<u>1976 Cost</u>
(b) B.C. Police Commission:	\$ 422,623
- responsible for policing standards, research, recruitment, training and the adjudication of disciplinary matters regarding police conduct.	
(c) Co-Ordinated Law Enforcement Unit:	2,443,500 ¹
- undertakes investigations of organized criminal activity through a co-ordinated effort of agencies, including municipal police forces, RCMP, Federal Fisheries, Customs and Postal Officials and CLEU's own investigative team.	
(d) Indian Special Constable Program:	\$60,000-Province
- Native Indians are recruited by the RCMP and assigned to detachments in or near Indian communities.	
	90,000-Federal

1. Includes only those costs incurred by the province, and excludes salaries paid by municipalities for sworn members seconded to C.L.E.U. and salaries of RCMP members assigned to C.L.E.U.

C. SPECIAL GRANTS BY THE PROVINCE TO MUNICIPALITIES
FOR POLICING

1. Recently Amalgamated Municipalities

There are five cities in B.C. (Kamloops, Kelowna, Prince George, Nanaimo and Castlegar) which have been amalgamated in recent years. In all cases, the "Letters Patent"¹ exempted the municipalities from the financial responsibility of policing for that portion of the municipality not formerly responsible for policing (either for a specified period of time, or indefinitely).

Where the combined populations of amalgamated communities exceeded 5,000, and taking into consideration the expected increase in police personnel required following amalgamation, the province has assisted municipalities with their police costs during a phase-in period. Provincial support for the assumption of new responsibilities by municipalities has been based on the contention that communities willing to advance and improve their local government structure through amalgamation should not be penalized financially for taking such action.²

The specific arrangements between the province and amalgamated municipalities are outlined in Table I-8, and indicate a general pattern of the Provincial Government providing

1. Under Section 12 of the Municipal Act, the Letters Patent is the document incorporating the municipality.
2. Letter from The Honorable Hugh Curtis to Chairman of Treasury Board, March 23, 1977.

TABLE I-8

Nature of Provincial Assistance to Amalgamated Municipalities

	<u>Incorporation</u>	<u>Letters Patent</u>	<u>Later Arrangements</u>
<u>Prince George</u>	Jan.1/75	21. The municipality is exempt from the obligations of Part XX of the <u>Municipal Act</u> for a period of 5 years on and from the date of incorporation for the part of the municipality which was not contained within the City of Prince George as incorporated under statute and former Letters Patent.	Note: Effective April, 1977 18 of the 92 members of the Prince George Detachment are paid for by the province
<u>Nanaimo</u>	Jan.1/75	20. The municipality is exempt from the obligations of Part XX of the <u>Municipal Act</u> for a period of 5 years on and from the date of incorporation for the part of the municipality which was not contained within the corporation of the City of Nanaimo as incorporated under former Letters Patent.	Note: Effective April, 1977, 31 of the 55 members of the Nanaimo Detachment are paid for by the Province.
<u>Castlegar</u>	Jan.1/74	14. The municipality is exempted from the obligations of Part XX of the <u>Municipal Act</u> for a period of 3 years on and from the date of incorporation, provided however that the municipality is not exempt from the provisions of Sections 650 and 651 of the <u>Municipal Act</u> .	Members of the Castlegar Detachment remained under provincial contract until April 1, 1977. Full coverage by the Province of the municipal share was granted for 1977 (commencing April 1) when the new contract with the RCMP was signed under the Municipal Policing Agreement; a similar grant was given for 1978.

Kelowna

May 1/73

20 (1) The municipality is exempt from the obligations of Part XX of the Municipal Act for a period of 3 years on and from the date of incorporation for the part of the municipality which was not contained within the former City of Kelowna.

(2) For the period ensuing that referred to in sub-paragraph (1) hereof the municipality is exempt from the provisions of Part XX of the Municipal Act other than that designated an urban area for the administration of Justice by the Minister of Municipal Affairs.

Coverage described for the first 3 years extended for 2 additional years (up to April 30/78). May 1/78, the municipality's share of policing costs designated non-urban will be paid each year by the Province. (Currently, this represents 22% of the costs.)

Kamloops

Jan.1/73

20 (1) The municipality is exempt from the obligations of Part XX of the Municipal Act for a period of three years on and from the date of incorporation for that part of the municipality which was not contained within the former City of Kamloops, the District of Brocklehurst and the District of Dufferin, provided that the municipality is not exempt from the provisions of sections 650 and 651 of the Municipal Act with respect to that part of the municipality within the former Town of Valleyview.

(2) For the period ensuing that referred to in sub-paragraph (1) hereof the municipality is exempt from the provisions of Part XX of the Municipal Act for that part of the municipality other than that designated an urban area for the administration of justice by the Minister of Municipal Affairs.

The coverage described for the first 3 years was extended for an additional 2. From Jan. 1/78, the municipality's share of policing costs designated non-urban will be paid by the Province. (Currently this represents 16% of the costs.)

1
26
1

a five year grant for policing to amalgamated municipalities either for:

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

2. Municipalities Responsible For The First Time For Policing

As a result of the 1976 census, five municipalities¹ in B.C. reached a population greater than 5,000. Effective April 1, 1977 they were required to provide policing.

Historically in B.C., government assistance had been provided to other municipalities during a phase-in period. This was done in 1973 when Merritt, Quesnel and Fort St. John were required to pay their own policing costs as a result of a legislative change about which they had no warning.

Since the five municipalities had been aware for some time that they would exceed the 5,000 population mark in the 1976 census, it was decided that five year assistance was not appropriate. Therefore, the Cabinet decision was for the Province to totally fund the municipal share of policing services for 1977, provide 2/3 of the cost of the municipal share in 1978,

1. Comox, Langley City, Mackenzie, Sidney, Williams Lake.

reducing to 1/3 in 1979. The grant is applicable to both the RCMP contract costs and "other costs" borne by a municipality for policing. Beginning January 1, 1980 each municipality will be required to assume its full share of the costs of policing.

3. Estimated Costs To Province

In 1976, the estimated cost of special grants from the province to municipalities amounted to \$1,145,136; Table I-9 outlines the breakdown of the grant by municipality. It should be noted that in the 1976 calendar year, there were no grants to municipalities attaining a population of 5,000 and that the grants to recently amalgamated municipalities covered a 9 month period only (commencing April 1/76 with the new RCMP municipal contract). In 1977, with the addition of grants to the five municipalities which reached 5,000 population, total grants amounted to an estimated \$2,804,772.

Recommendations

(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:

TABLE I-9
Estimated Cost of Special Grants for Policing
From the Province to Municipalities

<u>Municipality</u>	<u>Estimated Grant</u>	
A. <u>Recently Amalgamated</u>	<u>1976¹ (Est)</u>	<u>1977 (Est)</u>
Kamloops	\$ 264,365	\$ 408,000
Kelowna	374,361	551,314
Nanaimo	293,396	615,844
Prince George	212,514	364,242
Castlegar	<u>Nil²</u>	<u>153,172³</u>
TOTAL	\$1,145,136	\$2,092,572
B. <u>Attains 5,000</u>	<u>1976</u>	<u>1977 (Est)³</u>
Comox	Nil	\$ 90,000
Langley City	Nil	292,200
Mackenzie	Nil	90,000
Sidney	Nil	127,500
Williams Lake	<u>Nil</u>	<u>112,500</u>
TOTAL	<u>Nil</u>	<u>712,200³</u>
TOTAL Of A & B Above	\$1,145,136	\$2,804,772

1. A nine month period only, commencing on April 1/76 with the new RCMP municipal contract. As grants were issued on 6 month basis, estimate for 9 months based on 6 month grant for April/76-September/76.
2. Castlegar did not become responsible for policing until April 1, 1977.
3. For 9 month period only as municipalities became responsible for policing on April 1, 1977 with the start of the 1977/78 fiscal year.

- (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:

<u>Year</u>	<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

D. GENERAL GRANTS BY THE PROVINCE TO MUNICIPALITIES

With the exception of the "special grants" described in the previous section, the Provincial Government does not provide direct grants to municipalities specifically to assist with policing costs.

However, the province does provide general grants to municipalities which are "unconditional", i.e. the use of the funds is not specified. While there is no requirement that the funds be used for policing, it could be argued that some portion of the grant could be seen as defraying police costs.

Based on the 1976 Municipal Statistics book,¹ the 50 municipalities responsible for policing in 1976 received \$98,787,724 in unconditional transfers from the Provincial Government. While these grants were not solely given on per capita basis, on average the total grant amounted to \$52.98 per capita for the 50 municipalities. Table I-10 outlines the grant received by each of the 50 municipalities in 1976.

Beginning in 1978, the distribution of general grants was changed; instead of apportioning grants on a per capita basis, the funds are now distributed under a "revenue sharing" arrangement. Because the principle remains the same (i.e. the grants are unconditional transfers of funds to municipalities) we have chosen not to elaborate further on the basis of distribution.²

1. Ministry of Municipal Affairs and Housing, Municipal Statistics, 1976, Col. 18, pp.81-87.

2. Further details on the Revenue Sharing Act and regulations available through the Ministry of Municipal Affairs, Victoria, B.C.

TABLE I-10
Unconditional Transfers From The
Province To Municipalities Responsible For Policing
1976

Abbotsford	\$ 479,079	New Westminster	\$ 2,174,452
Burnaby	6,706,858	N. Cowichan	664,905
Campbell River Dist.	725,539	N. Vancouver City	1,492,949
Central Saanich	413,292	N. Vancouver District	2,766,409
Chilliwack Mun.	480,779	Oak Bay	861,454
Chilliwack Twsp.	1,152,966	Penticton	943,555
Coquitlam	2,991,970	Port Alberni	1,104,396
Courtenay	434,659	Port Coquitlam	1,101,728
Cranbrook	637,436	Port Moody	706,474
Dawson Creek	576,998	Powell River	785,512
Delta	2,917,216	Prince George	3,372,925
Esquimalt	656,629	Prince Rupert	804,758
Ft. St. John	508,448	Quesnel	347,179
Kamloops	4,690,301	Richmond Twsp.	4,383,343
Kelowna	2,146,889	Saanich	3,912,780
Kimberley	404,260	Salmon Arm	399,830
Kitimat	652,193	Squamish	573,445
Langley Twsp.	1,191,747	Summerland	289,318
Maple Ridge	1,203,129	Surrey	6,997,455
Matsqui	1,581,248	Terrace	493,684
Merritt	268,061	Trail	597,045
Mission	623,104	Vancouver	19,782,173
Nanaimo	4,955,788	Vernon	732,838
Nelson	553,854	Victoria City	3,153,073
		West Vancouver	2,759,945
		White Rock	633,656
		Total (50 Municipalities)	\$98,787,724

(Source: Ministry of Municipal Affairs and Housing. Municipal Statistics 1976, Col. 18, pp.81-87)

E. INDIRECT FINANCIAL ASSISTANCE TO MUNICIPALITIES FROM
PROVINCIAL AND FEDERAL GOVERNMENTS

The picture of policing costs presented in this Chapter has not taken into consideration certain indirect assistance to municipalities from the Provincial and Federal Governments.

It is difficult to completely identify and cost this type of assistance. Perhaps the following examples will illustrate the point that municipalities do receive indirect assistance from the senior levels of government:

- RCMP specialized services and equipment such as dog squads, ident teams, and helicopters, have been available to RCMP contract municipalities at no charge. As well, they are accessible at no cost to municipalities with their own police force, if and when available.
- Municipalities are not billed for any portion of costs incurred for use of centralized facilities such as Departmental Administration in Ottawa, Canadian Police Information Center, Crime Index, Headquarters Identification Services, Canadian Police College, Crime Detection Laboratories, etc.
- In combined municipal and provincial RCMP detachments, police members classified as "provincial strength" are frequently used to provide policing services within a municipality. The municipality is not billed for this. Of course this type of assistance is reciprocal, and RCMP municipal members often assist outside the municipality.
- RCMP contract municipalities are only billed every six months, resulting in savings to the municipality through interest earned.

- When the accommodation for RCMP members is owned by the Federal Government, the municipality is often charged only a nominal fee for rental.
- Capital expenditures over \$100,000 in RCMP contract municipalities are paid initially by the Federal Government and charged to the municipality on a 10 year straight line amortization basis.

CHAPTER II

A SPECIFIC EXAMINATION OF MUNICIPAL
POLICING COSTS IN BRITISH COLUMBIA

A. COMPARISON OF COSTS BY MUNICIPALITY

1. Municipalities With Their Own Police Force (1976)

Chapter I presented an overall summary of police costs and cost sharing arrangements in municipalities with their own force during 1976.

Table II-1 outlines statistics on police costs for 1976 in each of the twelve municipalities with their own force. In addition to the totals/averages for the twelve, the totals/averages are shown for the eleven municipalities excluding Vancouver. Because of its size, Vancouver tends to somewhat distort total or average statistics; it is therefore important to also consider the results if Vancouver is excluded from consideration.

As Table II-1 indicates, municipalities with their own force spent \$43,321,400 on policing in 1976; Vancouver's expenditures represented 63.5% of this total.

Table II-1 also outlines three police cost ratios for the twelve municipalities: i.e., cost per capita, cost per sworn member and cost per \$10,000 property. The cost per capita for policing during 1976 varied from a high of \$67.05 in Vancouver to \$31.26 in Oak Bay. The cost per sworn member ranged from \$29,635 in Matsqui to a low of \$20,881 in Esquimalt. And the cost to police each \$10,000 of property ranged from a high of \$20.67 in New Westminster to \$9.20 in Central Saanich. Table II-2 lists the municipalities in rank order for these three ratios.

TABLE II-1

Statistics On Police Costs For Municipalities
With Their Own Police Force (1976 Data)

<u>Municipalities</u>	<u>1976 "Total" Cost Of Policing¹</u>	<u>Police Cost Per Capita</u>	<u>Police Cost Per Sworn Member²</u>	<u>Police Cost Per \$10,000 Property³ (Mkt. Value)</u>	<u>Police Cost As A Percent- age Of Mun. Expenditures⁴</u>	<u>Crime Rate⁵</u>	<u>Population To Police Ratio</u>
Central Saanich	\$ 250,885	\$ 33.84	\$ 25,089	\$ 9.20	12.4%	66.6	741.3
Delta	2,262,265	35.08	25,708	12.26	13.0	82.4	732.9
Esquimalt	563,782	37.45	20,881	11.92	12.4	75.5	557.5
Matsqui	1,037,231	33.27	29,635	11.81	12.2	84.0	890.8
Nelson	390,191	42.25	27,871	18.32	10.5	117.3	659.6
New Westminster	2,224,000	57.93	26,165	20.67	12.5	144.6	451.7
Oak Bay	551,982	31.26	25,090	9.76	9.5	59.1	802.6
Port Moody	530,832	45.57	25,278	13.65	13.5	103.4	554.7
Saanich	2,876,505	39.20	27,137	13.96	15.0	78.8	692.3
Vancouver	27,504,237	67.05	28,800	19.49	17.4	127.4	429.5
Victoria City	3,583,059	57.28	25,593	16.43	14.9	141.0	446.8
W. Vancouver	<u>1,546,431</u>	<u>41.63</u>	<u>27,130</u>	<u>10.04</u>	<u>11.5</u>	<u>77.6</u>	<u>651.7</u>
TOTAL/AVERAGE	\$43,321,400	\$55.66	\$27,770	\$ 16.92	15.6	113.3	498.9
TOTAL/AVERAGE (Excl. Van.)	\$15,817,163	\$42.96	\$26,144	\$ 13.76	13.1	97.6	608.5

1. Cost of accommodation excluded from all calculations. Total costs borne 100% by municipalities.
2. Based on "authorized" strength.
3. Based on 100% of assessed value of both taxable and exempt properties.
4. "Municipal expenditures" are total municipal expenditures less reserve accounts (taxes levied for other governments not included).
5. Number of criminal code offences per 1,000 population.

TABLE II-2
Ranking Of Municipalities With Their Own Force
For Selected Police Cost Statistics
(1976)

Rank ¹	Cost Per Capita	Cost Per Sworn Member	Cost Per \$10,000 Property	Crime Rate	Population To Police Ratio
1.	Vancouver 67.05	Matsqui \$29,635	New West. \$20.67	New West. 144.6	Vancouver 429.5
2.	New West. 57.93	Vancouver 28,800	Vancouver 19.49	Victoria 141.0	Victoria 446.8
3.	Victoria City 57.28	Nelson 27,871	Nelson 18.32	Vancouver 127.4	New West 451.7
4.	Pt. Moody 45.57	Saanich 27,137	Victoria 16.43	Nelson 117.3	Port Moody 554.7
5.	Nelson 42.25	W. Vancouver 27,130	Saanich 13.96	Port Moody 103.4	Esquimalt 557.5
6.	W. Vancouver 41.63	New West. 26,165	Port Moody 13.65	Matsqui 84.0	W. Vancouver 651.7
7.	Saanich 39.20	Delta 25,708	Delta 12.26	Delta 82.4	Nelson 659.6
8.	Esquimalt 37.45	Victoria City 25,593	Esquimalt 11.92	Saanich 78.8	Saanich 692.3
9.	Delta 35.08	Port Moody 25,278	Matsqui 11.81	W. Vancouver 77.6	Delta 732.9
10.	C. Saanich 33.84	Oak Bay 25,090	W. Vancouver 10.04	Esquimalt 75.5	C. Saanich 741.3
11.	Matsqui 33.27	C. Saanich 25,089	Oak Bay 9.76	C. Saanich 66.6	Oak Bay 802.6
12.	Oak Bay 31.26	Esquimalt 20,881	C. Saanich 9.20	Oak Bay 59.1	Matsqui 890.8

1. Cost data ranked from "most costly" to "least costly"; crime rate ranked from "most crimes" to "least crimes" per thousand population; population to police ratios ranked from "least people" to "most people" per sworn member.

TABLE II-3

Breakdown of 1976 Police Costs For The
12 Municipalities With Their Own Force

<u>Municipality</u>	<u>Total Mun. Cost Of Policing¹</u>	<u>Overtime²</u> (1)	<u>Wages³</u>		<u>Total (1+2+3)</u>	<u>Other Costs</u>
			<u>Members</u> (2)	<u>Civilians</u> (3)		
Central Saanich	250,885	8,604	196,421	13,454	218,479	32,406
Delta	2,262,265	27,030	(Combined) 2,030,200		2,057,230	205,035
Esquimalt	563,782	18,522	419,767	11,597	500,886	62,896
Matsqui	1,037,231	20,339	680,350	120,183	820,872	216,359
Nelson	390,191	37,776	286,483		324,259	65,932
New Westminster	2,224,000	51,518	1,806,649	161,546	2,019,713	204,287
Oak Bay	551,982	20,557	481,910	10,827	513,294	38,688
Port Moody	530,832	-	362,104	44,265	406,369	124,463
Saanich	2,876,505	155,051	2,147,205	213,000	2,515,256	361,249
Vancouver	27,504,237	1,293,404	24,427,495		25,720,899	1,783,338
Victoria City	3,583,059	95,132	3,124,358		3,219,490	363,569
West Vancouver	<u>1,546,431</u>	<u>53,834</u>	1,133,613	185,950	<u>1,373,397</u>	<u>173,034</u>
TOTALS/	43,321,400	1,781,767			39,690,144	3,631,256
PERCENTAGES	100%	4.11%			91.62%	8.38%

1. Excluding rent or capital cost of accommodation and renovations.
2. Actual dollars spent, included in total for wages.
3. Includes salaries, fringe benefits, and overtime for authorized members and civilians.

Police costs represented an average of 15.6% of municipal expenditures for the twelve municipalities during 1976, ranging from a high of 17.4% in Vancouver to a low of 9.5% in Oak Bay.

Crime rates and population to police ratios were included in Table II-1 to enable comparisons between these two measures and the policing costs incurred in each municipality. Table II-2 contains lists of the twelve municipalities ranked according to these two measures. Comparison of rankings under crime rates or population to police ratios indicate a fairly strong relationship between these measures and cost ratios. For example, both Oak Bay and Central Saanich rank either 10th, 11th or 12th in all five lists on Table II-2. As well, Vancouver and New Westminster rank either first, second or third in four of the lists; and Victoria is in one of the top three rankings in three of the lists.

Table II-3 provides a breakdown of police expenditures for 1976 by municipality. As indicated, an average 91.6% (1976) of expenditures went toward salary and fringe benefits of both sworn members and civilians.

2. Municipalities With Their Own Police Force (1977)

The 1976 calendar year has been used throughout this report as the base year for costing information. Accordingly we have presented a comparison of 1976 police costs for the twelve municipalities with their own police force.

However, because data for these twelve municipalities is available on a calendar year basis (as opposed to RCMP data which is provided on a fiscal year basis), it was possible for this Task Force to obtain accurate 1977 police expenditures for these municipalities. A summary of these cost statistics is provided in Table II-4A. As this table indicates, police costs

TABLE II-4A
 Statistics On Police Costs For Municipalities
 With Their Own Police Force (1977 Data)

<u>Municipality</u>	<u>1977 "Total" Cost Of Policing¹</u>	<u>Percentage Increase In Police Costs 1976-1977 (1 Year)</u>	<u>Police Cost Per Capita²</u>	<u>Police Cost Per Sworn Member³</u>	<u>Police Cost Per \$10,000 Property (Mkt. Value Assess.)</u>	<u>Crime Rate⁴</u>	<u>Population to Police Ratio⁵</u>
Central Saanich	\$ 298,433	19.0%	\$40.26	\$29,843	\$10.94	73.8	741.3
Delta	2,645,215	16.9	41.02	29,068	14.33	85.6	708.7
Esquimalt	615,425	9.2	40.88	21,979	13.01	78.1	537.6
Matsqui	1,102,970	6.3	35.38	30,638	12.56	104.8	866.1
Nelson	461,662	18.3	49.99	30,777	21.68	119.2	615.7
New West.	2,425,872	9.1	63.19	27,567	22.54	134.8	436.3
Oak Bay	612,362	10.9	34.68	27,835	10.83	63.3	802.6
Port Moody	672,835	26.8	57.76	29,254	17.30	107.9	506.5
Saanich	3,225,447	12.1	43.95	28,047	15.66	88.1	638.1
Vancouver	30,049,352	9.3	73.26	31,432	21.29	122.4	429.1
Victoria City	3,881,897	8.3	62.06	27,728	17.80	165.8	446.8
W. Vancouver	<u>1,776,040</u>	<u>14.8</u>	<u>47.81</u>	<u>29,601</u>	<u>11.54</u>	<u>77.4</u>	<u>619.1</u>
TOTAL/AVERAGE	\$47,767,510	10.3%	\$61.37	\$30,156	\$18.66	114.5	491.4
TOTAL/AVERAGE (Excl. Van.)	\$17,718,158	12.0%	\$48.13	\$28,214	\$15.42	105.6	586.2

1. Cost of accommodation excluded from all calculations. Total costs borne 100% by municipality.
2. 1976 Census data used for population.
3. Based on "authorized" strength.
4. Crime rate calculated using 1976 census.
5. Number of people per sworn member; calculated using 1977 authorized strength and 1976 census.

increased an average of 10.3% in the twelve municipalities; however, if Vancouver is excluded from the calculation, the average increase was 12.0%

It should be noted that ratios involving population have been calculated using 1976 Census data and therefore do not reflect any growth in population that has occurred since 1976. One should therefore be cautious in comparing any 1976 and 1977 statistics that involve population figures, as the 1976 census has been used for calculations in both years. Thus, the 1977 cost figures involving population data are bound to be slightly "inflated" for most municipalities with the exception of any that are not experiencing growth.

Table II-4B provides a breakdown of police expenditures for 1977 (comparable to Table II-3 for 1976 costs). As indicated, an average of 91.9% of expenditures went toward salaries and fringe benefits of both sworn members and civilians.

TABLE II-4B

Breakdown Of 1977 Police Costs For The
12 Municipalities With Their Own Force

<u>Municipality</u>	<u>Total Mun. Cost Of Policing¹</u>	<u>Wages³</u>			<u>Total (1+2+3)</u>	<u>Other Costs</u>
		<u>Overtime² (1)</u>	<u>Members (2)</u>	<u>Civilians (3)</u>		
Central Saanich	298,433	2,862	220,562	14,598	238,022	60,411
Delta	2,645,215	71,991	2,046,262	298,592	2,416,845	228,370
Esquimalt	615,425	16,666	465,868	62,270	544,804	70,621
Matsqui	1,102,970	43,259	801,178	127,285	971,722	131,248
Nelson	461,662	49,316	(Combined) 305,831		355,147	106,515
New Westminster	2,425,872	37,285	1,971,401	174,713	2,183,399	242,473
Oak Bay	612,362	16,705	516,695	12,168	545,568	66,794
Port Moody	672,835	-	472,245	101,096	573,341	99,494
Saanich	3,225,447	183,079	2,390,434	245,000	2,818,513	406,934
Vancouver	30,049,352	1,375,825	26,740,215		28,116,040	1,933,312
Victoria City	3,881,897	113,535	3,411,617		3,525,152	356,745
West Vancouver	<u>1,776,040</u>	<u>57,977</u>	1,333,461	200,431	<u>1,591,869</u>	<u>184,171</u>
TOTAL/	47,767,510	1,968,500			43,880,422	3,887,088
PERCENTAGES	100%	4.12%			91.86%	8.14%

1. Excluding rent or capital cost of accommodation and renovations.

2. Actual dollars spent, included in total wages.

3. Includes salaries, fringe benefits and overtime for authorized members and civilians.

3. Municipalities With RCMP Contracts (1976)

Chapter I of this report presented an overall summary of the costs and cost sharing arrangements in municipalities with RCMP contracts during 1976.

Table II-5, II-6, and II-7 provide cost and cost sharing data for each of the 38 municipalities under contract for RCMP policing in 1976. Figure 1 prior to the tables provides a definition for the column headings contained in the tables as well as an indication of the source of data used.

The municipal portion of police costs outlined in Table II-5, ranged from a high of 72.3% (at Kitimat) to a low of approximately 52%. It should be noted that municipalities with the lower contributions to police costs generally had forces with the smallest numbers of sworn members. This is a result of the current RCMP contract in which the Federal Government paid 48% of the costs of the first five constables (in 1976), and only 23% of the costs of those constables in excess of five. For example, consider the number of police in the municipalities with the smallest municipal portions:

	<u>Municipal Portion</u>	<u>Authorized Strength (1976)</u>
Terrace	59.9%	17
Courtenay	58.5	9
Kimberley	56.1	9
Summerland	52.2	6

In examining municipal portions of costs, one should also be aware that the municipality with the highest municipal portion in 1976 (Kitimat) paid over \$40,000 for overtime primarily related to the Alcan labour strike.

FIGURE 1

EXPLANATION OF COLUMN HEADINGS FOR TABLES II-5, II-6 and II-7

<u>Column Heading</u>	<u>Definition/Description</u>	<u>Source of Data</u>
1. Total Cost of Policing	- excludes any costs of accommodation - consists of (a) municipal portion of policing costs Plus (b) federal portion of policing costs	See Items 2 and 5
2. Municipal Portion	- consists of: (a) cost to the municipality for RCMP contract PLUS (b) other costs to municipality for policing	See Item 3 See Item 4
3. Cost to Municipality for RCMP Contract	- calculated for the 1976 calendar year. Billings are received by each municipality from the RCMP twice a year, based on a fiscal year from April 1st to March 31st and including costs as defined in the contract. The cost to the municipality for the 1976 calendar year was determined by combining 1/2 of (Oct. 1/75 - Mar 31/76) billing total, total amount of (April 1/76 - Sept. 30/76) billing, and 1/2 of (Oct. 1/76 - Mar. 31/77) billing.	RCMP Billings to municipalities
4. Other Costs to Municipality for Policing	- costs for policing other than RCMP contract costs - paid 100% by the municipality in 1976. No costs for accommodation are included in the totals presented in this report. These costs are primarily for civilian support staff and related items.	correspondence with municipal managers, treasurers in each municipality

Explanation of Column Headings, cont.

<u>Column Heading</u>	<u>Definition/Description</u>	<u>Source of Data</u>
5. Federal Portion	- Consists of: a) actual cost to the RCMP to provide policing in municipality MINUS b) cost to municipality for RCMP Contract	See Item 6 See Item 3
6. Actual Cost to RCMP to Provide Policing in the Municipality	- Includes: Actual cost of pay, allowances and overtime incurred; pensions (based on 18.2% of pay); transportation and travel excluding transfer costs; professional and special services; rentals and repairs; utilities, materials and supplies; grants and all others including compensation claims, ex-gratia and civil actions; machinery and equipment; amortization of lower Fraser Valley communications system; cost of division administration; recruit training; transfer costs.	RCMP "E" Division
7. Cost Per Capita	- the municipal portion of costs is indicated as a cost per person dollar figure. Similarly, the Federal portion is represented as a dollar cost per person in the municipality. The combined portions, or total cost, is the final cost per capita figure shown.	1976 Census, Statistics Canada
8. Municipal Portion of Police Costs as a % of Municipal Expenditures	- "municipal portion" as defined previously shown as a percentage of total municipal expenditures less reserve accounts (taxes levied fo other governments not included)	Municipal Statistics, 1976 pp.89-95, Col.27 minus Col. 20.

Explanation of Column Headings, cont.

<u>Column Heading</u>	<u>Definition/Description</u>	<u>Source of Data</u>
9. Cost Per Sworn Member	- the "total" cost as defined previously is shown as a cost per authorized police member	Authorized Strength data (E05 Computer Printout, RCMP "E" Division)
10. Cost Per \$10,000 Property (actual Value Assessment)	- cost to police each \$10,000 of property, using current actual value assessment of both taxable and non-taxable property.	B.C. Assessment Authority
11. Crime Rate	- number of Criminal Code Offences per 1,000 population	Criminal Justice Monthly Reports; 1976 Census
12. Population to Police Ratio	- number of people per authorized police member	1976 Census; Authorized Strength data (E05 Computer Printout, RCMP "E" Division)

TABLE II-5
 STATISTICS ON POLICE COSTS AND COST SHARING FOR
 MUNICIPALITIES WITH RCMP CONTRACT¹ (1976 Data)

A. SUMMARY

Municipality	"Total" Cost of Policing	Municipal Portion		Federal Portion		Cost Per Capita (Based on Municipal Pop.)			Mun. Portion Of Police Costs As A % Of Municipal Expenditures
		\$	%	\$	%	Mun. Portion	Fed. Portion	Total	
Abbotsford	\$ 414,926	\$ 278,556	67.1	\$ 136,370	32.9	\$29.30	\$ 14.34	\$43.64	10.0%
Burnaby	5,778,357	4,059,700	70.3	1,718,657	29.7	30.85	13.06	43.91	8.5
Campbell River Dist	625,342	421,305	67.4	204,037	32.6	34.90	16.90	51.80	10.6
Chilliwack Municipality	530,690	342,028	64.5	188,662	35.6	39.39	21.72	61.11	13.1
Chilliwack Township	708,782	438,161	61.8	270,621	38.2	15.42	9.52	24.94	8.9
Coquitlam & Pt. Coquitlam	2,955,964	2,082,018	70.4	873,946	29.6	26.23	11.00	37.23	9.6
Courtenay	287,207	167,945	58.5	119,262	41.5	21.72	15.42	37.14	9.6
Cranbrook	589,013	422,478	71.7	166,535	28.3	31.27	12.33	43.60	8.8
Dawson Creek	455,077	303,650	66.7	151,427	33.3	28.84	14.39	43.23	8.6

1. Cost of accommodation excluded from all calculations.

A. Summary, cont.

<u>Municipality</u>	<u>"Total" Cost Of Policing</u>	<u>Municipal Portion</u>		<u>Federal Portion</u>		<u>Cost Per Capita</u> (Based on Municipal Pop)			<u>Mun. Portion Of Police Costs As A % Of Municipal Expenditures</u>
		<u>\$</u>	<u>%</u>	<u>\$</u>	<u>%</u>	<u>Mun. Portion</u>	<u>Fed. Portion</u>	<u>Total</u>	
Ft. St. John	\$ 498,728	\$ 321,280	64.4	\$ 177,448	35.6	\$35.91	\$19.83	\$55.74	10.7
Kamloops	2,699,326	1,771,936	65.6	927,390	34.4	30.39	15.90	46.29	9.2
Kelowna	1,733,294	1,124,995	64.9	608,299	35.1	21.65	11.71	33.36	9.8
Kimberley	254,185	142,640	56.1	111,545	43.9	20.06	15.69	35.75	5.3
Kitimat	496,955	359,103	72.3	137,852	27.7	30.04	11.53	41.57	7.3
Langley Township	1,000,534	656,012	65.6	344,522	34.4	17.89	9.40	27.29	9.1
Maple Ridge	985,972	679,064	68.9	306,908	31.1	23.04	10.42	33.47	9.3
Merritt	251,362	165,259	65.7	86,103	34.3	29.09	15.16	44.25	12.8
Mission	637,708	450,838	70.7	186,870	29.3	30.06	12.46	42.52	9.5
Nanaimo	1,337,921	844,419	63.1	493,502	36.9	20.93	12.24	33.17	6.3
N. Cowichan	538,890	343,803	63.8	195,087	36.2	21.55	12.22	33.77	8.4
N. Vancouver (City & Dist)	3,520,480	2,419,535	68.7	1,100,945	31.3	25.36	11.54	36.90	9.4
Penticton	874,879	527,965	60.3	346,914	39.7	24.74	16.25	40.99	7.6

A. Summary, cont.

Municipality	"Total" Cost Of Policing	Municipal Portion		Federal Portion		Cost Per Capita (Based on Municipal Pop)			Mun. Portion Of Police Costs As A % Of Municipal Expenditures
		\$	%	\$	%	Mun. Portion	Fed. Portion	Total	
Pt. Alberni	\$ 858,924	581,315	67.7	\$ 277,609	32.3	\$29.68	\$ 14.18	\$43.86	7.5
Powell River	548,085	377,085	68.8	171,000	31.2	27.54	12.48	40.02	5.9
Pr. George	2,582,882	1,628,339	63.0	954,543	37.0	27.17	15.93	43.10	9.5
Pr. Rupert	808,859	521,062	64.4	287,797	35.6	35.32	19.50	54.82	7.9
Quesnel	387,162	248,084	64.1	139,078	35.9	32.48	18.22	50.70	9.6
Richmond Township	3,089,712	2,139,096	69.2	950,616	30.8	26.73	11.87	38.60	7.5
Salmon Arm	335,916	207,517	61.8	128,399	38.2	22.10	13.67	35.77	7.6
Squamish	384,230	234,320	61.0	149,910	39.0	28.00	17.92	45.92	9.3
Summerland	159,086	83,119	52.2	75,967	47.8	12.36	11.30	23.66	5.4
Surrey	5,120,848	3,608,562	70.5	1,512,286	29.5	30.98	12.98	43.96	8.0
Terrace	632,106	378,671	59.9	253,435	40.1	36.94	24.72	61.66	9.8
Trail	438,746	279,553	63.7	159,193	36.3	28.02	15.96	43.98	7.7
Vernon	655,621	409,665	62.5	245,956	37.5	23.35	14.02	37.37	7.0
White Rock	568,347	344,153	60.6	224,194	39.4	27.54	17.94	45.48	10.1
TOTAL	43,746,116	\$29,363,231	67.1	\$14,382,885	32.9	27.03	13.24	40.27	8.5

TABLE II-6

STATISTIC ON POLICING COSTS AND COST SHARING FOR
MUNICIPALITIES WITH RCMP CONTRACTS (1976 Data)

B. Breakdown Of Municipal And Federal Portions

<u>Municipality</u>	<u>TOTAL</u>	<u>MUNICIPAL PORTION (1976)</u>			<u>FEDERAL PORTION (1976)</u>	
	<u>Total Cost of Policing (1976)</u>	<u>RCMP Contract</u>	<u>Other Costs To Municipality</u>	<u>Total Municipal Portion</u>	<u>Actual Cost To RCMP To Provide Policing</u>	<u>Actual Federal Portion (Actual Cost To RCMP To Provide Policing - Municipal Portion Of RCMP Contract)</u>
Abbotsford	\$ 414,926	\$ 196,734	\$ 81,822	\$ 278,556	\$ 333,104	\$ 136,370
Burnaby	5,778,357	3,505,343	554,357	4,059,700	5,224,000	1,718,657
Campbell River District	625,342	312,152	109,153	421,305	516,189	204,037
Chilliwack Municipality	530,690	244,605	97,423	342,028	433,267	188,662
Chilliwack Township	708,782	348,493	89,668	438,161	619,114	270,621
Coquitlam & Pt. Coquitlam	2,955,964	1,689,640	392,378	2,082,018	2,563,586	873,946
Courtenay	287,207	136,977	30,968	167,945	256,239	119,262
Cranbrook	589,013	340,708	81,770	422,478	507,243	166,535
Dawson Creek	455,077	245,360	58,290	303,650	396,787	151,427
Fort St. John	498,728	264,461	56,819	321,280	441,909	177,448

B. Breakdown of Municipal and Federal Portions, cont.

<u>Municipality</u>	<u>TOTAL</u>	<u>MUNICIPAL PORTION (1976)</u>			<u>FEDERAL PORTION (1976)</u>	
	Total Cost of Policing (1976)	RCMP Contract	Other Costs To Municipality	Total Municipal Portion	Actual Cost to RCMP To Provide Policing	Actual Federal Portion (Actual Cost To RCMP Provide Policing - Municipal Portion Of RCMP Contract)
Kamloops	\$ 2,699,326	\$1,391,004	\$ 380,932	\$1,771,936	\$ 2,318,394	\$ 927,390
Kelowna	1,733,294	881,835	243,160	1,124,995	1,490,134	608,299
Kimberley	254,185	134,413	8,227	142,640	245,958	111,545
Kitimat	496,955	267,572	91,531	359,103	405,424	137,852
Langley Township	1,000,534	527,530	128,482	656,012	872,052	344,522
Maple Ridge	985,972	549,256	129,808	679,064	856,164	306,908
Merritt	251,362	123,627	41,632	165,259	209,730	86,103
Mission	637,708	307,427	143,411	450,838	494,297	186,870
Nanaimo	1,337,921	704,501	139,918	844,419	1,198,003	493,502
N. Cowichan	538,890	277,103	66,700	343,803	472,190	195,087
N. Vancouver City & Dist.	3,520,480	2,041,996	377,539	2,419,535	3,142,941	1,100,945
Penticton	874,879	445,752	82,213	527,965	792,666	346,914
Port Alberni	858,924	488,740	92,575	581,315	766,349	277,609

CONTINUED

1 OF 6

B. Breakdown of Municipal and Federal Portions, cont.

<u>Municipality</u>	<u>TOTAL</u>	<u>MUNICIPAL PORTION (1976)</u>		<u>FEDERAL PORTION (1976)</u>		
	Total Cost of Policing (1976)	RCMP Contract	Other Costs To Municipality	Total Municipal Portion	Actual Cost To RCMP To Provide Policing	Actual Federal Portion (Actual Cost to RCMP To Provide Policing - Municipal Portion Of RCMP Contract)
Powell River	\$ 548,085	\$ 298,862	\$ 78,223	\$ 377,085	\$ 469,862	\$ 171,000
Pr. George	2,582,882	1,423,937	204,402	1,628,339	2,378,480	954,543
Pr. Rupert	808,859	482,294	38,768	521,062	770,091	287,797
Quesnel	387,162	204,918	43,166	248,084	343,996	139,078
Richmond Township	3,089,712	1,764,187	374,909	2,139,096	2,714,803	950,616
Salmon Arm	335,916	150,550	56,967	207,517	278,949	128,399
Squamish	384,230	177,781	56,539	234,320	327,691	149,910
Summerland	159,086	72,243	10,876	83,119	148,210	75,967
Surrey	5,120,848	2,946,562	662,000	3,608,562	4,458,848	1,512,286
Terrace	632,106	283,685	94,986	378,671	537,120	253,435
Trail	438,746	204,019	75,534	279,553	363,212	159,193
Vernon	655,621	330,651	79,014	409,665	576,607	245,956
White Rock	568,347	261,881	82,272	344,153	486,075	224,194
TOTALS	\$43,746,116	\$24,026,799	\$5,336,432	\$29,363,231	\$38,409,684	\$14,382,885

TABLE II-7

Statistics on Police Costs and Cost Sharing for
Municipalities with RCMP Contracts (1976 Data)

C. Ratios Related to Costs

<u>Municipality</u>	<u>Police Cost Per Capita (Total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate</u>	<u>Population To Police Ratio</u>
Abbotsford	\$43.64	\$31,917	\$11.24	95.4	731.3
Burnaby	43.91	29,332	13.40	115.5	668.0
Campbell River	51.80	32,913	11.45	191.4	635.4
Chilliwack Mun.	61.11	35,379	25.96	205.6	578.9
Chilliwack Twsp.	24.94	32,217	10.44	72.7	1,291.9
Coquitlam & Pt. Coquitlam	37.23	31,115	15.31	79.7	835.7
Courtenay	37.14	31,912	15.86	101.7	859.2
Cranbrook	43.60	31,001	20.49	155.7 (Incl. Comox)	711.1
Dawson Creek	43.23	30,338	25.04	189.0	701.9
Ft. St. John	55.74	33,249	35.52	143.6	596.5
Kamloops	46.29	32,135	18.79	135.9	694.2
Kelowna	33.36	29,884	12.76	105.7	895.8
Kimberley	35.75	28,243	13.55	69.8	790.1
Kitimat	41.57	35,497	8.77	88.2	854.0
Langley Twsp.	27.29	28,587	10.19	63.7	1,047.4
Maple Ridge	33.47	28,999	13.60	105.2	866.5

C. Ratios Related to Costs, cont.

<u>Municipality</u>	<u>Police Cost Per Capita (total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate</u>	<u>Population To Police Ratio</u>
Merritt	\$44.25	\$31,420	\$27.40	163.0	710.0
Mission	42.52	35,428	15.28	84.9	833.2
Nanaimo	33.17	29,085	11.96	126.7	876.9
N. Cowichan	33.77	31,699	8.19	68.2	938.6
N. Vancouver (City & Dist.)	36.90	30,613	10.84	96.2	829.6
Penticton	40.99	33,649	15.01	204.5	820.9
Pt. Alberni	43.86	30,676	14.62	125.9	699.5
Powell River	40.02	30,449	11.14	113.0	760.8
Pr. George	43.10	30,387	14.61	147.6	705.0
Pr. Rupert	54.82	28,888	15.72	121.5	526.9
Quesnel	50.70	32,264	14.24	214.0	636.4
Richmond Twsp.	38.60	29,997	10.16	104.5	777.0
Salmon Arm	35.77	37,324	7.61	120.0	1,043.4
Squamish	45.92	32,019	12.96	103.6	697.3
Summerland	23.66	26,514	9.55	60.1	1,120.7
Surrey	43.96	31,225	16.57	125.2	710.3

C. Ratios Related to Costs, cont.

<u>Municipality</u>	<u>Police Cost Per Capita (total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate</u>	<u>Population To Police Ratio</u>
Terrace	\$61.66	\$37,183	\$29.45	142.9	603.0
Trail	43.98	33,750	13.17	120.8	767.4
Vernon	37.37	32,781	13.80	155.9	877.3
White Rock	<u>45.48</u>	<u>35,522</u>	<u>17.73</u>	<u>93.3</u>	<u>781.1</u>
TOTAL	40.27	36,938	13.58	115.3	768.3

Table II-6 provides a breakdown of both the municipal and federal portions of police costs. On average, for the 38 municipalities, the RCMP contract represented 81.8% of the municipal portion, with "other costs to the municipality" forming the remaining 18.2%. In individual municipalities the "other costs to municipality" ranged from lows of 5.8% (at Kimberley) and 7.4% (at Prince Rupert) of municipal portions, to highs of 31.8% (at Mission) and 29.4% (at Abbotsford).

The municipal portion of police costs as a percentage of municipal expenditures ranged from a high of 13.1% (in Chilliwack Municipality) to a low of 5.3% (in Kimberley), with an average of 8.5%.

Table II-5 outlines in cost per capita figures the municipal and federal portions of police costs. The municipal portion ranged from a low of \$12.36 per capita in Summerland to a high of \$39.39 per capita in Chilliwack Municipality, with an average cost of \$27.03 per capita.

Table II-7 outlines the total cost per capita for the 38 municipalities as well as two other cost ratios: cost per sworn member and cost per \$10,000 property. Crime rates and population to police ratios are also listed for each municipality. The latter two ratios were included to allow examination of the relationships between costs and crime rates as well as costs and population to police ratios.

Table II-8 provides a list of the highest and lowest ranking municipalities according to the five ratios outlined in Table II-7. Comparisons of the municipalities included in the "high ranking" lists shows that:

TABLE II-8

Statistics on Police Costs and Cost Sharing
For Municipalities With RCMP Contract (1976 Data)

D. Ranking of Selected Municipalities For Ratios
Related to Costs

Rank	<u>Per Capita Costs</u>		<u>Costs Per Sworn Member</u>		<u>Costs Per \$10,000 Property</u>		<u>Crime Rate</u>		<u>Population To Police Ratio</u>	
1	Terrace	\$61.66	Salmon Arm	\$37,324	Ft. St. John	\$35.52	Quesnel	214.0	Prince Rupert	526.9
2	Chilliwack Mun	61.11	Terrace	37,183	Terrace	29.45	Chilliwack Mun	205.6	Chilliwack Mun	578.9
3	Ft. St. John	55.74	White Rock	35,522	Merritt	27.40	Campbell River	191.4	Ft. St. John	596.5
4	Prince Rupert	54.82	Kitimat	35,497	Chilliwack Mun	25.96	Dawson Creek	189.0	Terrace	603.0
5	Campbell River	51.80	Mission	35,428	Dawson Creek	25.04	Merritt	163.0	Campbell River	635.4
6	Quesnel	50.70	Chilliwack Mun	35,379	Cranbrook	20.49	Vernon	155.9	Quesnel	636.4
.										
.	Average	40.27	Average	30,938	Average	13.58	Average	115.3	Average	768.3
.										
.										
33	Maple Ridge	33.47	Nanaimo	29,085	Langley Twsp	10.19	Coquitlam	74.0	Kelowna	895.8
34	Kelowna	33.36	Maple Ridge	28,999	Richmond Twsp	10.16	Chilliwack Twsp	72.7	N. Cowichan	938.6
35	Nanaimo	33.17	Prince Rupert	28,888	Summerland	9.55	Kimberley	69.8	Salmon Arm	1043.4
36	Langley Twsp	27.29	Langley Twsp	28,587	Kitimat	8.77	N. Cowichan	68.2	Langley Twsp	1047.4
37	Chilliwack Twsp	24.94	Kimberley	28,243	N. Cowichan	8.19	Langley Twsp	63.7	Summerland	1120.7
38	Summerland	23.66	Summerland	26,514	Salmon Arm	7.61	Summerland	60.1	Chilliwack Twsp.	1291.9

- Chilliwack Municipality is common to all 5 lists,
- Terrace is common to 4 of the 5 lists,
- Fort St. John, Campbell River District and Quesnel are common to 3 of the 5 lists.

An examination of the "low ranking" lists shows:

- Summerland and Langley Township are common to all 5 lists,
- Chilliwack Township and North Cowichan are common to 3 of the 5 lists.

It is possible to provide explanations for those municipalities with the highest per capita costs (i.e. Terrace, Chilliwack Municipality, Fort St. John, Prince Rupert, Campbell River and Quesnel). For example, three of the municipalities have the three top ranking crime rates: Quesnel, Chilliwack Municipality and Campbell River District. Prince Rupert, Terrace and Fort St. John¹ have the lowest (i.e. "most expensive") population to police ratios, therefore requiring more police to provide protection for a given population, and thus raising the cost of policing in those municipalities. In addition, both Fort St. John and Terrace rank in the top four municipalities in terms of SIPPs per 1,000 population.²

Similarly, a study of the municipalities with the lowest per capita costs (i.e. Summerland, Chilliwack Township, Langley Township) shows a direct correlation between low policing costs and low crime rates.

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1. Also Chilliwack Municipality listed previously.
 2. State of intoxication in a public place. 1977 data. Refer to Chapter VI for additional information.

Table II-9 outlines by municipality a further breakdown of the cost of policing into (a) the actual cost to the RCMP to provide policing, and (b) the "other costs" to the municipality. The latter consists primarily of expenses related to support staff (i.e. municipal employees), and this sub-category is indicated. The "cost to the RCMP to provide policing" has been subdivided into four major categories. As indicated, on average approximately 76.8% of the cost of policing went toward pay and benefits for both sworn members and civilian support staff.

4. Municipalities With RCMP Contracts (1977)

Because the RCMP operate on a fiscal year basis, at the time of printing this report it was only possible to obtain an estimate of the actual 1977 policing costs in municipalities with RCMP contracts. Other components of the 1977 policing costs (such as "other costs to municipalities", "cost to municipality for RCMP contract") were available as actual expenditures.

The 1977 cost data as compiled have been included as Appendix 7, and are presented in an identical format to the 1976 data. The 1977 figures indicate that, on average, the cost of policing¹ increased 9.6% over the previous year. As well, the average municipal portion increased from 67.1% (in 1976) to 68.6% (in 1977), with a corresponding decrease in the federal portion from 32.9% (in 1976) to 31.4% (in 1977). It should be noted that 1977 ratios presented in Appendix 7 have been calculated using 1976 census data and therefore do not reflect any change in population that may have occurred since 1976. Therefore, caution should be used when comparing 1976 and 1977 statistics involving population figures.

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1. Comparing only the 38 municipalities which were responsible for policing in both 1976 and 1977, and not including the comparison of the six municipalities which became responsible for the first time in 1977.

TABLE II-9

A Breakdown Of Actual Costs To The R.C.M.P.
 And A Breakdown Of Other Costs to Municipalities
 (1976 Data)

	A Breakdown of Actual Costs To The RCMP Dollars Spent 1976						Breakdown of Other Costs to the Municipality		
	1	2	3	4	5	6	7	8	9
	Total Cost Of Policing 1976	Overtime	Pay and Pensions (Excluding Overtime)	Total Pay (Including Overtime) (2 & 3)	Remaining Costs	Total Actual Cost to The RCMP To Police (4 & 5)	Support Staff	Misc.	Total Of Other Cost To Municipality
Abbotsford	\$ 414,926	\$ 16,902	\$ 243,084	259,986	\$ 73,118	\$ 333,104	21,153	60,669	\$ 81,822
Burnaby	5,778,357	251,641	3,935,839	4,187,480	1,036,520	5,224,000	408,100	146,257	554,357
Campbell River Dist.	625,342	28,094	376,095	404,189	112,000	516,189	49,368	59,785	109,153
Chilliwack Municipality	530,690	17,893	327,304	345,197	88,070	433,267	40,239	57,184	97,423
Chilliwack Township	708,782	29,006	457,220	486,226	132,888	619,114	41,609	48,059	89,668
Coquitlam & Pt. Coquitlam	2,955,964	97,921	1,916,443	2,014,364	549,222	2,563,586	278,817	113,561	392,378
Courtenay	287,207	12,432	199,924	212,356	43,883	256,239	7,976	22,992	30,968
Cranbrook	589,013	25,038	389,408	414,446	92,797	507,243	36,128	45,642	81,770
Dawson Creek	455,077	14,485	288,229	302,714	94,073	396,787	12,808	45,482	58,290
Ft. St. John	498,728	11,519	306,680	318,199	123,710	441,909	23,635	33,184	56,819

Table II-9, cont.

1	A Breakdown of Actual Cost To The RCMP					Breakdown of Other Costs to the Municipality		
	Dollars Spent 1976							
Total Cost Of Policing	2	3	4	5	6	7	8	9
	Overtime	Pay and Pensions 18.2% (Excluding Overtime)	Total Pay (Including Overtime)	Remaining Costs	Total Actual Cost To The RCMP To Police (4 & 5)	Support Staff	Misc.	Total Of Other Cost To Municipality
Powell River \$ 548,085	14,462	\$ 353,276	\$ 367,738	\$ 102,124	\$ 469,862	\$ 33,401	\$ 44,822	\$ 78,223
Prince George 2,582,882	80,167	1,756,010	1,836,177	542,303	2,378,480	132,267	72,135	204,402
Prince Rupert 808,859	36,440	570,078	606,518	163,573	770,091	35,743	3,025	38,768
Quesnel 387,162	14,901	243,823	258,724	85,272	343,996	12,821	30,345	43,166
Richmond 3,089,712	126,397	2,014,919	2,141,316	573,487	2,714,803	279,013	95,896	374,909
Salmon Arm 335,916	7,558	204,352	211,910	67,039	278,949	27,845	29,122	56,967
Squamish 384,230	13,362	251,456	264,818	62,873	327,691	30,008	26,531	56,539
Summerland 159,086	3,446	115,716	119,162	29,048	148,210	9,897	979	10,876
Surrey 5,120,848	179,066	3,348,973	3,528,039	930,809	4,458,848	477,000	185,000	662,000
Terrace 632,106	23,802	372,585	396,387	140,733	537,120	38,047	56,939	94,986
Trail 438,746	11,357	274,616	285,973	77,239	363,212	67,900	7,634	75,534
Vernon 655,621	27,094	428,901	455,995	120,612	576,607	33,264	45,750	79,014
White Rock 568,347	21,263	370,633	391,896	94,179	486,075	73,325	8,947	82,272
TOTAL \$43,746,116	\$1,630,629	\$28,623,895	\$30,254,524	\$8,155,160	\$38,409,684	\$3,344,685	\$1,991,747	\$5,336,432
PER CENT 100%	3.73%	65.43%	69.16%	18.64%	87.80%	7.65%	4.55%	12.20%

Table II-9, cont.

	1	A Breakdown Of Actual Cost To The RCMP Dollars Spent 1976					Breakdown of Other Costs to the Municipality		
		2	3	4	5	6	7	8	9
	Total Cost Of Policing 1976	Overtime	Pay and Pensions (Excluding Overtime)	Total Pay (Including Overtime) (2 & 3)	Remaining Costs	Total Actual Cost To The RCMP To Police (4 & 5)	Support Staff	Misc.	Total Of Other Cost To Municipality
Kamloops	\$ 2,699,326	\$ 83,251	\$ 1,730,679	\$ 1,813,930	\$ 504,464	\$2,318,394	\$ 281,694	\$ 99,238	\$ 380,932
Kelowna	1,733,294	52,474	1,120,937	1,173,411	316,723	1,490,134	137,744	105,416	243,160
Kimberley	254,185	4,784	180,657	185,441	60,517	245,958	NIL	8,227	8,227
Kitimat	496,955	16,118	296,348	312,466	92,958	405,424	45,280	46,251	91,531
Langley Twsp.	1,000,534	39,137	632,197	671,334	200,718	872,052	124,710	3,772	128,482
Maple Ridge	985,972	41,013	631,760	672,773	183,391	856,164	67,187	62,621	129,808
Merritt	251,362	8,813	145,370	154,183	55,547	209,730	8,679	32,953	41,632
Mission	637,708	25,489	359,246	384,735	109,562	494,297	38,493	104,918	143,411
Nanaimo	1,337,921	52,918	905,998	958,916	239,087	1,198,003	77,424	62,494	139,918
N. Cowichan	538,890	26,460	350,821	377,281	94,909	472,190	20,509	46,191	66,700
N. Vancouver City & Dist.	3,520,480	163,693	2,358,501	2,522,194	620,747	3,142,941	275,928	101,611	377,539
Penticton	874,879	26,383	590,017	616,400	176,266	792,666	37,794	44,419	82,213
Port Alberni	858,924	25,850	575,800	601,650	164,699	766,349	58,879	33,696	92,575

Recommendation:

(3) The province, through the B.C. Police Commission, establish a standard system of detailed reporting¹ 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.

1. It should be noted, however, that the RCMP system must be compatible with reporting in other Provinces, as well as with financial reporting in other Federal Government Departments and agencies.

B. ISSUES AND PROBLEMS RAISED BY INDIVIDUAL MUNICIPALITIES

Municipalities raised a number of specific issues for our consideration. A summary follows of our position and recommendations in regard to these problems.

1. Trading Centers/Core Cities

A major concern expressed by many municipalities to the Task Force dealt with the special problems associated with providing a police service in "core" cities and "trading centres". The case presented by them is that the municipality carries the burden of cost for policing problems that are caused not only by residents, but also by the daily influx of people into the central area for work, recreation and shopping. To illustrate their point, consider the following excerpts from submissions:

(a) "There are a number of key trading centres throughout British Columbia and these centres not only attract shoppers but individuals looking for a good time and also the drifters.

A high percentage of Canadians associate a "good time" with booze and drugs the spin off being increased crime, more fights, and an increase in traffic accidents. The majority of these offences take place in the major centres and all involve substantial police time and cost of operating lock ups."

(b) "I doubt if there is another municipality in B.C. where the municipality has double its population sitting on its doorstep in an unorganized area . . . It appears that the municipality is forced to accept responsibility for a percentage of crimes far in excess of its population. We realize that the municipality does have some responsibility to handle itinerant criminal element. . . statistics indicate that only 10% of the arrests gave (the municipality) as the place of residence . . . it comes back to the fact that this municipality of 6,199 persons is paying for policing for the 12,000 in the immediate area.

c) "Certain other policing problems are unique to a large city, such as handling of intoxicated persons; traffic problems related to congested thoroughfares; the whole list of activities associated with night life; and those crimes associated with the financial world. Another feature of any central city is a high per capita amount of commercial and industrial development and employment. The commercial and industrial buildings require considerable police protection, and the commuters into the City can cause as many problems at their place of employment (or of recreation) as at their place of residence. All of these activities are focussed in our City because of its core area relationship to surrounding municipalities."

The Task Force supports their case. While the argument can be made that people flowing into a core area are an economic benefit to the municipality since they spend money there, their presence unquestionably amplifies policing problems and costs. In our opinion local taxpayers within these areas should not be expected to totally carry the extra cost burden which is a result of our highly mobile and interdependent society.

Recommendation:

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

2. Provincial Parks

Policing provincial parks is a provincial responsibility, regardless of whether or not the park lies within municipal boundaries. For example, in North Vancouver, Seymour Provincial Park is located within the municipal boundaries and a provincial RCMP member is assigned to the detachment to police the park.

West Vancouver District was the only municipality to raise this issue with the Task Force. They indicated they were currently providing police services to Cypress Park, a provincial park within their boundaries which is developing into a skiing/hiking/sight seeing area. West Vancouver police provided the following information concerning policing of the Park, and indicated that estimates of the cost of policing ranged up to \$50,000 per annum.

"Cypress Provincial Park opened in December 1975 with cross country trails, and one chair lift. Since then, it has expanded its downhill ski facilities to include a rope tow, more downhill runs and improved the lodge. Twelve million dollars was invested, by the Provincial Government in the road and another three million has been invested in facilities. The new road is not just for the park as it also serves about 120 private cabins and Hollyburn Ridge. There have been two fatal accidents on the road since the park opened in 1975. Both of these happened prior to the installation of a gate (fall, 1976) at the entrance to the park, which is closed from 11:00 PM to 6:00 AM daily.

The Park area has a daily car parking capacity of 1,800. The Parks Branch estimates about 15 to 16,000 cars will enter the Park in any given month in the winter. The Park is also designed for summer use which attracts about 10 to 12,000 cars per month. In August of 1976, 15,801 cars entered Cypress Park and in September of the same year, 13,784 entered the park in 24 of the 30 days. (The car counter was not operating the other days). As a minimum it is estimated that 300,000 cars and 900,000 people used the Park in its first 2 years, even though 1976-77 was a poor winter for skiing.

The policing that has been done in the park by West Vancouver has been in the form of a ski-marking program, road patrols, answering complaints from the cabin owners and following up reports of car accidents."

Recommendations:

(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.

3. Indian Reserves

Policing the Indian reserves is a provincial responsibility. In some places which have their own police forces, such as West Vancouver and Vancouver, where reserves are located within local boundaries, the Provincial Government has negotiated a mutually agreeable settlement with the municipality for policing the reserve. There are other situations where reserves are located within municipalities policed by the RCMP, and these are covered by the Provincial Force.

One other situation brought to the attention of the Task Force is that of Central Saanich which has two reserves within its boundaries. These particular reservations are policed by the RCMP members from the Sidney Detachment, who must travel over seven miles to reach the reserves, much of which is through the municipality of Central Saanich.

The Central Saanich Police Department often receives calls from the reserves, which they respond to in the initial instance, and then await the arrival of the RCMP from Sidney.

It has been pointed out that these two reserves, with a population in excess of 1,000, are actually part of Central Saanich community. The local police department would like to be able to provide response to calls for service, regular patrols, and crime prevention/community relations programs to the native community.

Recommendations:

(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.

4. Ferry Terminals

One submission to the Task Force discussed the possibility of reimbursement to the municipalities for policing ferry terminals.

In our opinion ferry terminals do not differ significantly from other provincial buildings and facilities located within municipalities and are therefore not cause for a specific grant.

5. Labour Strikes

A submission was received by the Task Force requesting a review of where responsibility should lie for covering extra police costs directly attributable to a labour strike. The Task Force's evaluation concluded that costs incurred in labour strikes are not the responsibility of the Provincial Government.

6. Provincial Highways

Several municipalities raised the question with the Task Force of reimbursement for the policing of provincial highways or bridges, with arguments such as:

"The great majority of people involved in traffic accidents within the boundaries of _____ are transient motorists. For instance, during the month of March, the Department was involved in 223 motor vehicle occurrences and 194 involved drivers from other municipalities.

The Government provides RCMP Highway Patrols all around our City but the City must provide total enforcement for all vehicles exiting the (various bridges). . ."

As a general rule, policing of highways and bridges within municipalities of more than 5,000 people is the responsibility of the municipality. In smaller municipalities and unorganized territory, highways are patrolled by the provincial force.

One exception to the general rule developed with the advent of "freeways"¹ in approximately 1964. At that time an offer was made by the province to municipalities through which freeways passed to have the provincial force (RCMP) police the freeway for traffic purposes. Written agreements were apparently signed by all municipalities affected by the 401 and 99 freeways, with the exception of West Vancouver. Parties to the agreements include both RCMP policed municipalities and those with their own force (eg. Matsqui and Delta). It is not clear whether similar offers were made to Central Saanich and Saanich with respect to Highway 17.

1. Freeways are limited access highways, and in B.C. include Highway 401 and its extension to Horseshoe Bay, Highway 99, and Highway 17 from Schwartz Bay to Victoria.

Recommendations:

(9) The province continue its policy of providing policing for traffic purposes on limited access freeways within municipalities, provided 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 to provide freeway policing to any municipality which requests it, the province should reimburse the municipality accordingly.

7. Prisons

Submissions from four municipalities requested reimbursement for costs incurred as a result of riots, hostage situations, escapes and disturbances at prison facilities located within their respective municipalities. For example:

"a. Police Board is alarmed at the number of breakouts and disturbances at the _____ jail. . . the demands on the _____ Police Department, as a result of these incidents, has been quite significant and resulted in considerable expense to the municipality. It is the opinion of the _____ Police Board that the cost of police assistance required as a result of these incidents should not be borne by the residents of _____.

b. Over the past years our Department has been involved in costly investigations emanating from disturbances, riots, murders, hostage situations and assaults at the _____. The latest hostage incident, _____ 1978 cost the City _____ \$21,147.00. This does not include projected court costs."

It is the opinion of the Task Force that the senior levels of government are responsible for operations, and maintenance of order within their prison facilities, and have hired personnel for this purpose. Therefore, any extraordinary costs incurred by municipalities as a result of police involvement in critical incidents at prisons should be the responsibility of senior levels of government. "Extraordinary" costs are seen to include all overtime costs incurred as a result of the incidents.

Recommendations:

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

CHAPTER III

POLICING COSTS AND COST SHARING ARRANGEMENTS
IN OTHER CANADIAN JURISDICTIONS

A. INTRODUCTION

While the major purpose of the Task Force was to examine policing costs in B.C., we were also asked to study police costs and cost sharing arrangements in the other provinces.

A summary of the information gathered follows. Policing costs in Canada and their distribution among the three levels of government are dealt with first, then cost sharing arrangements for policing in provinces other than B.C. are outlined.

B. POLICING COSTS IN OTHER CANADIAN JURISDICTIONS

A report drafted in 1976¹ provides a comparison of policing costs in each of the provinces. The majority of information in this section is based on their report.

Table III-1 outlines the cost of providing federal, provincial and municipal policing during the 1975/76 fiscal year without considering the source of the funds. That is, these figures do not indicate which level of government contributed to the expense, but rather show only the total dollars spent. Figure 2 illustrates these expenditures graphically.²

The data indicate that in Canada during 1975/76, 9.4% of operating expenditures went toward federal policing, 30.6% to provincial policing, and 60% toward municipal policing.

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1. National Task Force on the Administration of Justice, Justice Services in Canada, 1976.
 2. The percentage figures have been added by this Task Force.

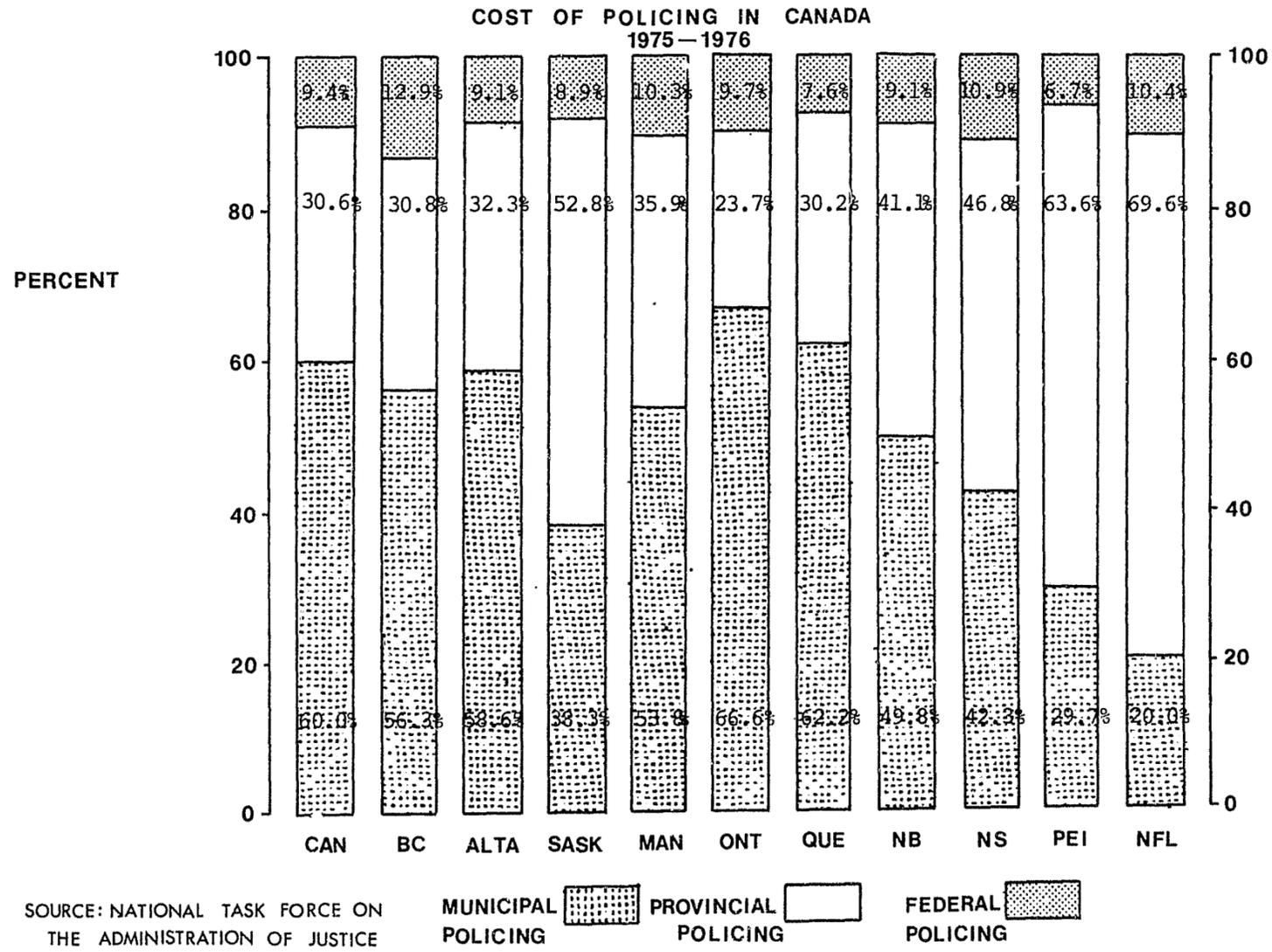
TABLE III-1
Cost Of Policing In Canada 1975 - 1976
(x \$1,000)

<u>Type of Police Force</u>	<u>Canada</u>	<u>B.C.</u>	<u>Alberta</u>	<u>Sask.</u>	<u>Manitoba</u>	<u>Ontario</u>	<u>Quebec</u>	<u>N.B.</u>	<u>N.S.</u>	<u>P.E.I.</u>	<u>NFLD.</u>
Federal RCMP	108,296	16,812	8,060	4,111	4,980	40,462	26,236	2,506	2,993	303	1,833
Provincial RCMP	149,769	40,126	28,509	24,442	17,329	-	-	11,319	12,878	2,883	12,283
Provincial Police	203,181	-	-	-	-	98,633	104,548	-	-	-	-
Municipal RCMP	51,506	32,803	7,128	4,037	3,725	-	-	1,341	888	246	1,338
Municipal Police	638,998	40,582	44,529	13,687	22,243 ¹	276,637	214,890	12,375	10,767	1,100	2,188
TOTAL	690,504	73,385	51,657	17,724	25,968	276,637	214,890	13,716	11,655	1,346	3,526
Total RCMP	309,671	89,741	43,697	32,590	26,034	40,462	26,236	15,166	16,759	3,432	15,454
Total Other	842,179	40,582	44,529	13,687	22,243	375,270	319,438	12,375	10,767	1,100	2,188
TOTAL	1,151,750	130,323	88,226	46,277	48,277	415,732	345,674	27,541	27,526	4,532	17,642

1. Manitoba's 1975/76 municipal police expenditures estimated on the basis of 1974 expenditures.

(SOURCE: National Task Force on the Administration of Justice, 1976, p.36.)

FIGURE 2



In B.C. provincial policing represented 30.8% of the total cost of policing, very close to the Canadian average; the proportion spent on municipal policing was 3.7% lower than average; and the 12.9% proportion spent on federal policing was the highest in Canada.

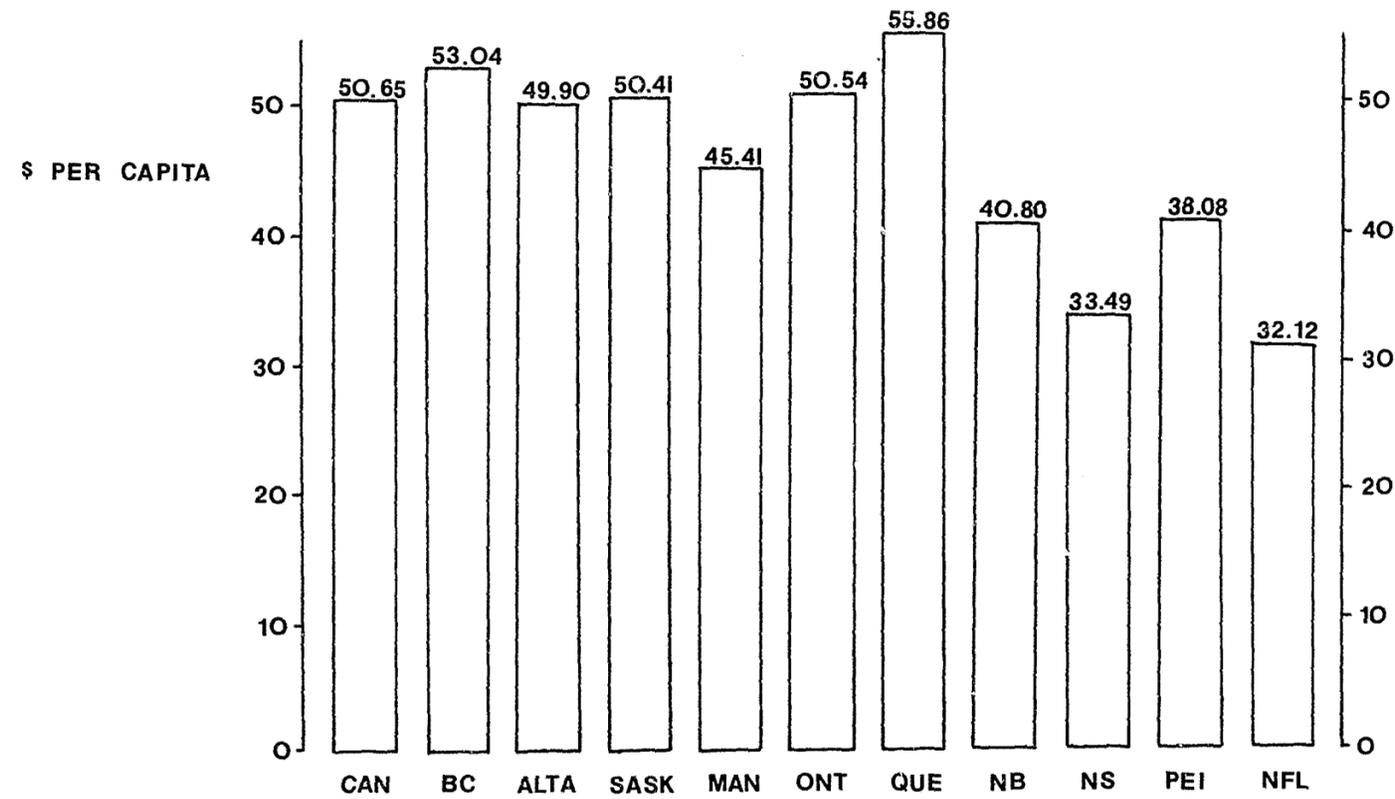
Figure 3 indicates the cost per capita for policing across Canada during 1975/76, and is based on the dollar expenditures outlined in Table III-1. According to these figures the cost per capita for policing in B.C. during 1975/76 (\$53.04) was second only to Quebec (\$55.86).

Table III-2 indicates the contributions of Municipal, Provincial and Federal Governments to operating costs for policing in each of the provinces. The National Task Force noted that some provinces subsidize a portion of municipal police expenditures through outright grants or per capita subsidies to the municipalities and that these are included in municipal contributions. Figure 4 indicates these contributions graphically.¹

According to the data for Canada as a whole (excluding the Yukon and North West Territories), the Federal Government contributed 17.2% to operating costs, the Provincial Governments contributed 24.4%, and the municipalities 58.4%. Examining the proportion in B.C., one notes that the Federal Government contribution (35.8%) was double the average, and the Provincial Government contribution (15.4%) was the lowest in Canada.

1. The percentage figures have been added by this Task Force.

FIGURE 3
PER CAPITA COST OF POLICING, BY PROVINCE
1975-1976



SOURCE: NATIONAL TASK FORCE ON
THE ADMINISTRATION OF JUSTICE

AVERAGE PER CAPITA = \$ 50.65

TABLE III-2
Federal, Provincial and Municipal Contributions to Policing, 1975/76

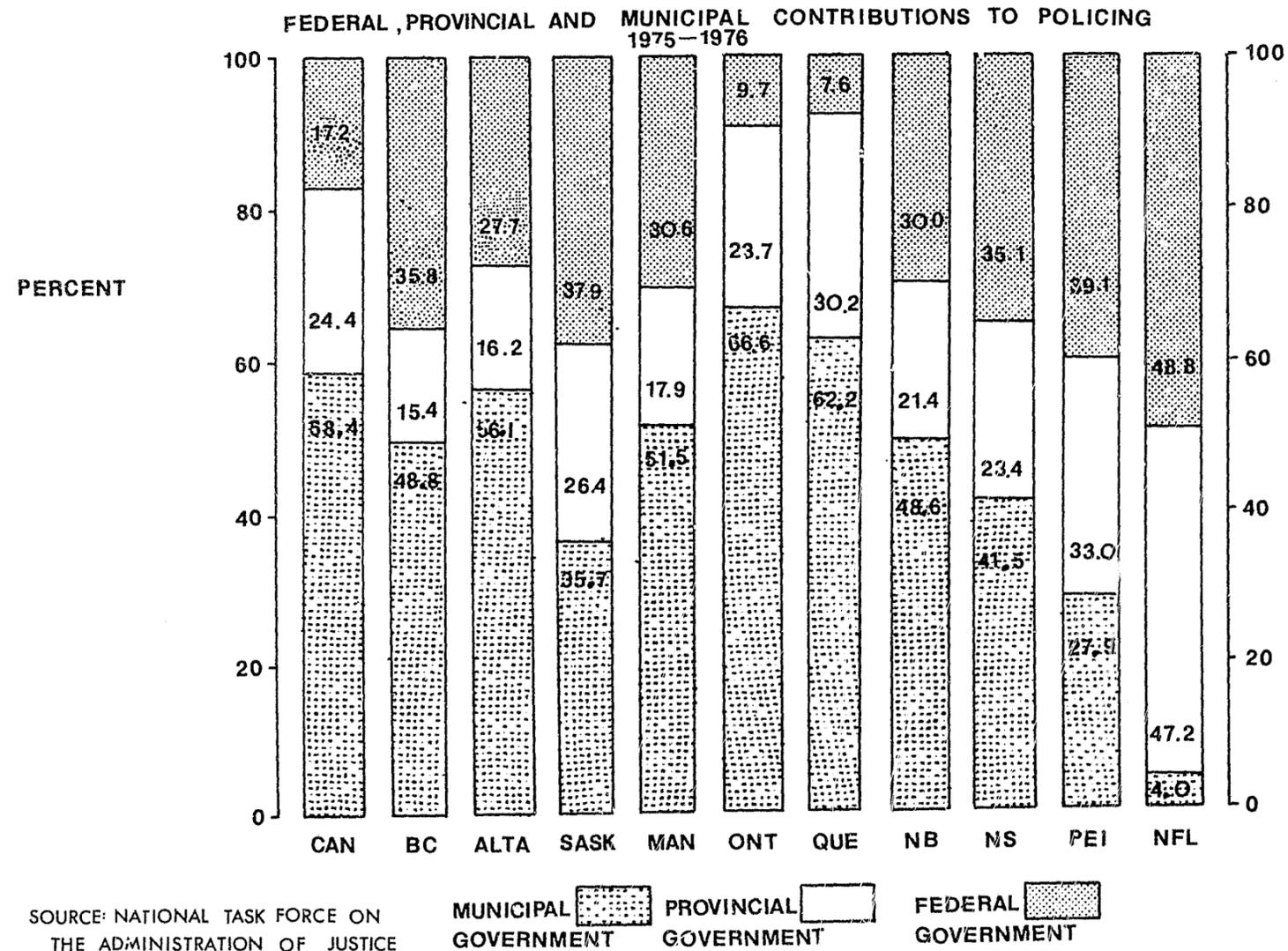
(x \$1,000)

<u>Level of Government</u>	<u>Canada</u>	<u>B.C.</u>	<u>Alberta</u>	<u>Sask.</u>	<u>Manitoba</u>	<u>Ontario</u>	<u>Quebec</u>	<u>N.B.</u>	<u>N.S.</u>	<u>P.E.I.</u>	<u>NFLD</u>
Federal	198,483	46,716	24,453	17,543	14,762	40,462	26,236	8,274	9,654	1,774	8,609
Provincial	280,532	20,063	14,254	12,221	8,664	98,633	104,548	5,886	6,439	1,495	8,329
Municipal ¹	672,735	63,544	49,519	16,513	24,851	276,637	214,890	13,381	11,433	1,263	704
TOTAL	1,151,750 ²	130,323	88,226	46,277	48,277	415,732	345,674	27,541	27,526	4,532	17,642

1. Some provinces subsidize a portion of municipal police expenditures through outright grants or per capita subsidies to the municipalities and these are included in municipal contributions.
2. This does not include the cost of RCMP services provided by the Federal Government in the Northwest Territories and the Yukon Territory which is \$11,043,000.

(SOURCE: National Task Force on the Administration of Justice, op cit)

FIGURE 4



A comment should be made about B.C.'s unique position in regard to RCMP contract expenditures. Eight provinces, including B.C., contract with the RCMP to provide provincial and municipal policing. B.C., however, differs dramatically from the seven other provinces in terms of the dollars spent, especially on municipal contracts. For example, seventeen municipalities in Canada with populations over 25,000 have contracts with the RCMP, thirteen of which are in B.C.¹

Table III-3 indicates payments by the provinces and municipalities for RCMP contracts during 1975/76 and 1976/77. As shown, expenditures by municipalities in B.C. during the 1976/77 fiscal year represented approximately two-thirds of the expenditures by municipalities with contracts in all eight provinces affected. Furthermore, municipal policing costs for contracts² in B.C. were approximately five times those in the province with the second highest municipal contract costs (Alberta).

As well, it should be noted that expenditures by the province of B.C. for the provincial contract were larger than those of any other province.³

1. The other four contracts are in Red Deer, Sherwood Park, Cornerbrook and Labrador City.
2. RCMP contract portion of expenses only.
3. Of course, Ontario and Quebec do not have policing contracts with the RCMP for provincial policing.

TABLE III-3
Payments by Provinces and Municipalities
For Policing Contracts With The R.C.M.P.

<u>Province</u>	<u>Provincial Contracts</u> (<u>\$000's</u>)		<u>Municipal Contracts</u> (<u>\$000's</u>)	
	<u>1975/76</u>	<u>1976/77</u>	<u>1975/76</u>	<u>1976/77</u>
Newfoundland	4,752	5,818	790	935
Nova Scotia	5,346	6,312	394	619
Prince Edward Island	1,182	1,412	92	112
New Brunswick	4,319	5,301	700	844
Manitoba	6,999	8,424	2,008	2,342
Saskatchewan	9,461	11,549	2,203	2,450
Alberta	12,060	14,025	3,925	4,568
British Columbia	<u>16,961</u>	<u>19,982</u>	<u>18,899</u>	<u>22,912</u>
	61,080	72,823	29,011	34,782

(Source: Federal-Provincial Relations Office, A Descriptive Inventory of Federal-Provincial Programs and Activities, 1977, p.214)

C. COST SHARING ARRANGEMENTS FOR MUNICIPAL POLICING
IN OTHER CANADIAN JURISDICTIONS

The Task Force corresponded with other provinces to determine the nature and extent of any cost sharing arrangements between the Provincial and Municipal Governments with regard to policing. A summary of this information is presented below.

Some provinces, such as New Brunswick, provide municipalities with general grants which may be seen to encompass police protection, but are unconditional (i.e. a percentage of the grant is not "earmarked" for policing). For the purposes of this report, only information on specific policing grants has been included.

1. Alberta

In Alberta, towns and cities with a population above 1,500 are required to maintain their own police forces or to enter into a contract with the RCMP for policing services.

It is the intention of the Alberta Government:

To aid municipalities above 1,500 population with unconditional grants. The requirement is that police services meet an adequate standard. The grants are unconditional in that they do not require matching sums and are not earmarked for specific projects. They are designed to meet escalating costs for improved law enforcement. The government expects that the new funds will enable municipalities to improve policing and introduce innovative programs.¹

1. Hon. Ray Farran, Solicitor General, Provincial Fiscal Support by Way of Law Enforcement Grants to Municipalities Charged With Responsibility for Local Policing. Position Paper No. 19, June, 1975

Table III-4 summarizes financial assistance grants to municipalities for policing, and their costs to the Alberta Government in 1976. The total cost to the province for these grants in 1976 was \$17,372,000.

The first type of grant listed in Table III-4, the Law Enforcement Grant, gives recognition in the formula to the special conditions which prevail in Edmonton and Calgary. According to the Provincial Government, the formula for the Law Enforcement Grants:

- a) is easily understood and simple to administer,
- b) provides an equitable distribution of funds,
- c) generates sufficient funds to provide an incentive to maintain adequate policing,
- d) provides for an automatic annual adjustment to meet changing operating costs.

It is the expectation of the Alberta Government that:

Conditions need not be attached to the grants and that municipalities will not simply divert the funds to general relief of the mill rate devoted to other services. Provision of sufficient personnel to maintain an adequate standard of policing is an obligation upon the municipality.

The principle of the Law Enforcement Grant formula is to provide for half the cost of policing a particular area at RCMP cost levels to be funded by the province regardless of the actual costs incurred by the local government.¹

1. Hon. Ray Farran, Solicitor General, Provincial Fiscal Support by Way of Law Enforcement Grants to Municipalities Charged With Responsibility for Local Policing. Position Paper No. 19, June, 1975, p.5.

TABLE III-4

ALBERTA

Financial Assistance Grants to Municipalities

<u>Name of Grant</u>	<u>Eligibility</u>	<u>Intent</u>	<u>Determination</u>	<u>Cost to Province (1976)</u>
Law Enforcement Grant	all municipalities over 1,500 population	help urban municipalities meet escalating costs for law enforcement and provide sufficient personnel to maintain adequate standard of policing (see also description following table in body of report)	a) for all except Calgary and Edmonton: latest reported population times 50% of previous year's Provincial Cost of an RCMP Constable divided by 800 (ie. ratio of population to police) b) for Calgary and Edmonton divisor is 550.	16,370,000
Policing Subsidy	municipalities with populations of 1,500-4,000 who enter agreement with RCMP	five year phase in grant	Province pays 60% of per-man cost for Year 1; 40% for Year 2; 25% in Years 3,4, and 5.	200,000
Building Subsidy	urban municipalities providing own policing services	one time only grant to assist municipality in construction of new police facility or renovations to existing facility	subsidy is 2/3 of cost of building, not to exceed \$60,000, excluding land value	210,000

Table III-4 (cont.)

<u>Name of Grant</u>	<u>Eligibility</u>	<u>Intent</u>	<u>Determination</u>	<u>Cost to Province (1976)</u>
Liquor Act Subsidy	urban municipality with own lock-up facilities	to reimburse municipalities with own lock-ups for intoxicated persons held in cell overnight without a charge being laid	\$7.00 per person per night	200,000
Summer Village Subsidy	summer village	to provide for additional policing if summer village hires special constable	\$200 per month for May 15-September 15.	12,000
Innovative Policing Program (Crime Prevention Grant)	any municipality	to assist local police forces in projects related to crime prevention	special grants	350,000
Police Training & Educational Subsidy	smaller municipal forces	to allow smaller municipal forces to improve the standards of their men by subsidizing courses at Canadian Police Colleges and <u>training</u> centers or at institutions of higher learning in academic studies in their related field		30,000
			TOTAL:	\$17,372,000

In addition, the report notes that special arrangements have been made regarding Sherwood Park because of its population of an urban nature in a rural municipality.¹

2. Saskatchewan²

Until the 1974/75 fiscal year, policing grants to municipalities in Saskatchewan were on a per capita basis. For example, in 1973/74, all municipalities in the province who were providing their own policing service received a grant of \$1.00 per capita.

Starting in 1974/75, Saskatchewan went to a grant formula based on net policing costs.

In 1973/74, under the Per Capita Grant system, police grants to municipalities totalled \$830,701. In 1977/78, under the grant formula, police grants to municipalities were \$6,666,350 - an increase of over 700% in 4 years.

Under the formula instituted in 1974/75, the grant is two-thirds the amount by which the net policing costs of the municipality exceed six mills of their assessment. The grant is handled through the Department of Municipal Affairs in consultation with the Attorney General's Department. The amount paid during the 1976/77 fiscal year is the cost incurred by the municipality during the 1975 calendar year.

1. Located in the County of Strathcona within a few miles of Edmonton City limits.

2. Information based on correspondence from Crown Solicitor, Ministry of the Attorney General, Saskatchewan. November 30, 1977.

Example: City of Regina 1977/78 fiscal year.

Total Assessment for City	-	\$310,680,772
6 Mills of the above	-	1,864,085
Eligible Policing Costs	-	7,665,063
Revenue from Fines	-	1,489,548
Net Policing Costs	-	6,175,515
Excess of Net over 6 Mills	-	4,311,430
Grant (2/3)	-	2,874,287

The major advantages over the former per capita system are: a) that consideration is given to the municipality's ability to pay (tax base or assessment) and, b) by using total policing costs, factors which contribute to a higher than normal policing cost in a municipality are taken into account.

Problems Identified

1. "Eligible Policing Costs" - originally, costs included were primarily operational and administrative costs including payroll costs such as pension, group insurance and Canada pension. Building maintenance was also included, but not capital costs. Some difficulties were encountered when a few cities began including indirect costs in their budgets, such as expenditures from another department on policing matters.
2. Open-Endedness - as most municipalities exceed the six mill limit, there is the realization that for every dollar they spend they will get two-thirds of it back the following year. This could be significant, for example, in salary negotiations.

It has been recommended that the formula should be reduced from two-thirds to fifty percent, in order to place a greater onus on the municipalities to watch their spending. However, the correspondence received by the Task Force stated that, "there is no doubt in my mind that the current policing formula has been the greatest thing to happen to policing in this province for years and I am reasonably sure that it has been the most significant factor in many municipalities increasing their policing establishments".¹

All grants to municipalities in Saskatchewan are currently being studied by a committee of the Department of Municipal Affairs, and there is a good chance that the policing grant may be included in a general, unconditional grant to municipalities.

3. Manitoba

(a) Grants to Towns and Villages With 500 to 1,500 Population

Any town or village with a population in excess of 500 persons and less than 1,500 receives a grant of from 5% to 95% of the cost of one RCMP constable. The percentage received by a particular town or village is based on its equalized assessment,

- eg: Equalized assessment of \$222,800 - 326,484 : 95%
- Equalized assessment of \$2,089,112 - 2,192,796 : 5%

1. Correspondence from Crown Solicitor, Ministry of the Attorney General, Saskatchewan, November 30, 1977.

In 1977/78, these grants totalled \$249,795.

(b) Grants to Rural Municipalities

In 1977/78, \$27,839 was provided to 11 rural municipalities with annual police costs exceeding \$500 on the basis of \$2 per capita or one-third of annual police costs, whichever is less. (These municipalities are not eligible for grants under item (a) above)

4. Ontario

In 1977, the Ontario Government provided per capita grants for policing on the following basis:

- \$15.00 per capita to municipalities that have regional police forces.
- \$10.00 per capita to other municipalities.

Indicated below is the increase in per capita grants from 1972:

<u>Municipality</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>
Regional	3.25	5.00	7.00	12.00	12.00	15.00
Area	1.75	3.00	5.00	8.00	8.00	10.00

5. Quebec

At present, there are no federal - provincial - municipal cost sharing arrangements concerning law enforcement in the Province of Quebec. Each municipality pays the total cost of maintaining its municipal police force.

Maximum Eligible Cost (for Police Protection Service)

The maximum eligible cost is determined by:

1. dividing the first 5,000 population by 1,000, rounding off to the next full figure and multiplying the quotient by \$9,600;
2. dividing any population in excess of 5,000 by 1,000, rounding off the quotient to the next full figure and multiplying the quotient by \$11,000; and
3. adding to the sum of the calculations under (1) and (2) the greater of \$2,000 or \$120 per mile of streets.

The maximum grant is the product of the maximum eligible expenses multiplied by the Foundation Program Grant Formula. Table III-6 illustrates the maximum grant that the Town of Truro can expect to receive in 1977, as an example of how the formula is calculated.

There are nine municipalities that have contracts with the RCMP for policing services, and several others that have arrangements with the government for extended policing services from the RCMP. The standard federal/municipal and federal/provincial contract cost sharing provisions apply and do not affect the application of the above provincial grants for police protection services.

TABLE III-6

Maximum Grant For Police Protection Services
Town Of Truro, N.S.
1977

Population	12,840
Street Miles	51.32
Foundation Program Grant Formula	46.69 %
1977 Police Budget	\$502,000.00

Maximum Eligible Expenses

(i)	<u>First 5,000 population</u>	
	$\frac{5,000}{1,000} \times \$9,600$	\$ 48,000.00
(ii)	<u>Remainder of Population</u>	
	$\frac{12,840 - 5,000^1}{1,000} \times \$11,000$	88,000.00
(iii)	<u>Street Miles</u>	
	51.32 x \$120.	<u>6,158.00</u>
	TOTAL MAXIMUM ELIGIBLE EXPENSES	\$142,158.00

Maximum Grant

Maximum Eligible Expenses X Foundation Program Grant Formula	
\$142,158.00 x .4669	= \$ 66,373.00

The maximum grant that the Town of Truro can expect for 1977 will amount to 13.22% of their total police budget.

1. Quotient rounded to next full member.

(Source: Nova Scotia Police Commission)

CHAPTER IV

ALTERNATIVES FOR SHARING POLICING COSTS

A. INTRODUCTION

Current contributions by Federal, Provincial and Municipal Governments toward policing in B.C. have been outlined previously in this report. As described, the present arrangements vary from no direct contribution by local residents toward policing (in areas under provincial contract) to total coverage of police costs by the local taxpayers (in municipalities with their own police force).

It has been the major purpose of the Task Force to consider alternative methods of cost sharing that would distribute the policing cost burden on a more rational and equitable basis throughout the province.

In considering alternative cost sharing arrangements, we first examined the contributions of the three types of government, and formed the following opinions:

- (a) It is inequitable that taxpayers in unorganized territories and municipalities with less than 5,000 population do not contribute directly toward policing.
- (b) Municipalities with RCMP contracts receive benefits from the Federal Government which are not available to those with their own force. The Task Force believes that municipalities with their own police force should receive assistance from senior levels of government.
- (c) Some municipalities incur greater police costs as a result of special problems which they experience. The Task Force believes these municipalities should receive special assistance.

- (d) Current municipal contributions for police protection place a strain on local taxpayers in municipalities responsible for policing. Furthermore, the proportion of municipal expenditures going toward policing is increasing annually.
- (e) The Federal Government is not a likely source for additional funding of policing costs. In fact, indications are that the Federal Government may play a diminishing role in municipal policing over the next few years.
- (f) There should be increased provincial involvement in municipal policing costs.

Increasing the Provincial Government's contribution would appear to be a logical way to shift a portion of the cost sharing burden from the municipalities. However, before considering methods through which the province could share a greater proportion of the costs, it is worth considering the reasons why the province should become involved in financing an increased percentage of the costs.

First, it would be consistent with the general trend of provinces assuming greater responsibility for services to people in areas such as health, welfare and education.

Secondly, the Provincial Government is able to use methods in addition to property tax to raise the necessary funds. Currently, because municipalities tax solely on the basis of property, it can be argued that this does not equitably distribute the cost.

Thirdly, a very small amount of a police member's time is spent on the enforcement of municipal bylaws. In fact, many municipalities pay the cost of hiring bylaw enforcement officers, meter maids, etc. Much police time is spent in the enforcement of provincial and federal statutes. As costs for policing escalate and absorb a greater portion of total municipal expenditures, it is appropriate for the Provincial Government to recognize its responsibility to assume a fair share of this expense.

Fourthly, since 1974 the Provincial Government, through the B.C. Police Commission, has had the authority to set standards and regulations, many of which may have costing implications.¹ These must be adhered to by the municipalities responsible for policing.

Finally, the sociological factors which contribute to crime are generally not influenced by municipal boundaries. The causes of crime are therefore not usually a direct result of conditions in one municipality as opposed to another. Criminals tend to be highly mobile, showing little concern for local borders. While it is logical that each municipality pay a fair share of its policing costs, communities are no longer isolated from one another. Thus it can be argued that the province should take responsibility for a portion of the policing costs generated by our highly mobile, interdependent population.

1. For example, training standards, new uniform requirements, etc.

This chapter contains two sections, which represent phases in the Task Force's progress toward the development of alternative cost sharing arrangements.

In Phase One we present eight methods which we consider to be tools for use in the development of cost sharing formulae. These methods address one or more of the inequities which have been identified earlier in this report. Each is outlined separately along with some of the advantages associated with its use. As the reader will discover, none is without problems or drawbacks; some seem more promising than others. These eight methods should be seen as means to an end rather than end products in themselves, and represent an interim stage only. By varying the dollars involved and the rules for eligibility, innumerable possibilities may be created within each method. Furthermore, various combinations of the methods may be used to form grant "packages".

The eight methods presented are:

1. METHOD 1: Percentage of Police Costs
2. METHOD 2: Per Capita Basis
3. METHOD 3: Equalized Assessment Basis
4. METHOD 4: Crime Rate Basis
5. METHOD 5: Population To Police Ratio Basis
6. METHOD 6: First 5,000 Population A Provincial Responsibility
7. METHOD 7: Province Pays 100% of Municipal Portion of Policing Costs
8. METHOD 8: Assessing Taxpayers Covered By The Provincial Contract

"Phase Two" involves the development of policy options for cost sharing arrangements, based on Phase One data. The options in this section are presented for consideration only at this point and are not placed in any order of priority. The Task Force is not recommending any one option at this time. Several more will be developed after further input is received from those affected. There are, of course, an unlimited number of options available. Municipalities, regional districts, police departments and detachments, and others are encouraged to develop additional appropriate options and submit them to the Task Force. Once the Task Force has considered all information submitted, final recommendations will be forwarded to the Policy Board.

B. PHASE ONE: TOOLS FOR THE DEVELOPMENT OF COST SHARING
FORMULAE

1. METHOD 1: Percentage of Police Costs

Under this method, funds would be distributed to municipalities, each being reimbursed for an equal percentage of its policing costs. Recognition is given to the fact that policing is more expensive in some municipalities than in others. Municipalities with the largest expenditures would receive the largest grants; however, "fairness" is maintained because each municipality receives a grant for the same proportion of its total costs.

Tables IV-1 and IV-2 show the cost to the province of providing grants to municipalities with their own force and to municipalities with RCMP contracts, based on varying percentages of police costs.

Advantages

- Most direct measure of cost of policing,
- easy to understand,
- grants given on this basis would take into account above average costs incurred in municipalities with special problems (eg: core municipalities),
- a responsive measure to changing costs over time.

Disadvantages

- Would be necessary to institute a definition of "police costs" and rules (eg: would large capital expenditures and costs of accommodation be included?)

TABLE IV-1

METHOD 1: PERCENTAGE OF POLICE COSTS

(a) Municipalities With Own Force

<u>Examples</u>	<u>1976 Contribution By Level Of Government</u>			<u>Explanation</u>
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	43,321,400	Nil	Nil	
2. Provincial Contribution of 5% of Police Costs	41,155,330	2,166,070	Nil	
3. Provincial Contribution of 10% of Police Costs	38,989,260	4,332,140	Nil	
4. Provincial Contribution of 15% of Police Costs	36,823,190	6,498,210	Nil	
5. Provincial Contribution of 20% of Police Costs	34,657,120	8,664,280	Nil	
6. Provincial Contribution of 25% of Police Costs	32,491,050	10,830,350	Nil	
7. Provincial Contribution of 32.9% of Police Costs	29,068,659	14,252,741	Nil	Provincial contribution equivalent to Federal contribution toward <u>actual</u> costs of policing in RCMP Municipal Contract areas (NOTE: This Federal contribution is declining over time.)

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TABLE IV-2

METHOD 1: PERCENTAGE OF POLICE COSTS

(b) Municipalities With RCMP Contract

<u>Examples</u>	<u>1976 Contribution By Level Of Government</u>		
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>
1. No change	29,363,231	Nil	14,382,885
2. Provincial Contribution of 5% of Municipal Portion of Police Costs	27,895,069	1,468,162	14,382,885
3. Provincial Contribution of 5% of Total Cost	27,175,925	2,187,306	14,382,885
4. Provincial Government to Pick up Declining Portion of Federal Government Contribution to RCMP Contract when Federal Government Contribution Drops Below 50% of First Five Men and 75% of Remainder		Estimated total provincial grant in 1976: \$750,000	

- would also require some type of audit and monitoring of cost,
- the quantity of grant would fluctuate with cost and therefore would be difficult to accurately predict,
- might encourage municipalities to recategorize certain costs to fall within police budget in order to obtain subsidy,
- difficult to give grant based on current costs (i.e., it is likely the grant would have to be based on previous year's expenditures),
- inefficient police methods may be rewarded,
- recipient of funds is source of data.

2. METHOD 2: Per Capita Basis

Under this method, grants would be given to municipalities based on their population. The rationale for this type of policing grant is that the size of a municipality determines the extent of policing required. In this method population is used to measure "size".

Tables IV-3 and IV-4 outline the cost to the province (based on 1976 data) to provide various per capita grants to municipalities with their own police force and to municipalities with RCMP contracts.

Advantages

- Easily understood,
- simple to administer and calculate; no complicated monitoring,
- common method used by Provincial Governments to give grants,
- does not discriminate against efficient police management.

TABLE IV-3

METHOD 2: PER CAPITA BASIS

(a) Municipalities With Own Police Force¹

<u>Examples</u>	<u>1976 Contribution By Level Of Government</u>			<u>Explanation</u>
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	43,321,400	Nil	Nil	
2. Provincial Contribution of \$5 Per Capita	39,429,715	3,891,685	Nil	- represents 9% of police costs
3. Provincial Contribution of \$10 Per Capita	35,538,030	7,783,370	Nil	- represents 18% of police costs
4. Provincial Contribution of \$15 Per Capita	31,646,345	11,675,055	Nil	- represents 26.95% of police costs
5. Provincial Contribution of \$18.31 Per Capita	29,068,660	14,252,740	Nil	- represents 32.9% of police costs; Provincial contribution equivalent to Federal contribution toward <u>actual</u> cost of policing in RCMP Municipal Contract areas. (NOTE: this Federal contribution is declining over time)

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1. Population of the 12 municipalities in 1976 was 778,337.

TABLE IV-4

METHOD 2: PER CAPITA BASIS

(b) Municipalities With R.C.M.P. Contract¹

<u>Examples</u>	<u>1976 Contribution By Level of Government</u>			<u>Explanation</u>
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	29,363,231	Nil	14,382,885	- under existing system, the Federal contribution represents 32.9% of total costs. This will be a <u>decreasing</u> percentage contribution over time, as the Federal portion of the current RCMP contract is declining at 1% annually.
2. Provincial Contribution of \$5 Per Capita	23,931,001	5,432,230	14,382,885	- this represents 12.4% of total police costs, or 18.5% of the municipalities' share
3. Provincial Contribution of \$10 Per Capita	18,498,771	10,864,460	14,382,885	- this represents 24.8% of total police costs, or 37% of the municipalities' share

1. Population of the 38 municipalities involved in 1976 was 1,086,446.

Disadvantages

- Does not take into account low density, highly developed commercial/industrial areas (i.e., property not considered)
- difficult to obtain accurate figures in non-census years,
- does not reflect the type of people living in the community,
- does not recognize "trading center, core city transient" type of problem,
- costs tend to increase at a greater rate than population; a grant would therefore represent a smaller percentage of police costs over time,
- a great deal of concern has been expressed about the accuracy of the 1976 census and therefore its validity is in question.

3. METHOD 3: Equalized Assessment Basis

Under this method, grants would be given based on property value, thus recognizing that the amount of property in the municipality affects the extent of policing required. As both taxable and exempt properties require policing, both should be included in any calculations. Furthermore, as it is difficult to justify the standard weighting of commercial versus industrial versus residential property when considering policing requirements, the actual value of all properties (land and improvements) should be used.

As the province has recently instituted an equalized assessment system throughout B.C., it is now possible to obtain comparable data on actual values of property in each municipality. Tables IV-5 and IV-6 illustrate several alternative grants, based

TABLE IV-5
 METHOD 3: EQUALIZED ASSESSMENT BASIS¹
 (a) Municipalities With Own Force

<u>Examples</u>	<u>1976 Contributions By Level Of Government</u>			<u>Explanation</u>
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	43,321,400	Nil	Nil	
2. Provincial Contribution of \$1 for each \$10,000 of property	40,760,919	2,560,481	Nil	- represents 5.9% of police costs
3. Provincial Contribution of \$2 for each \$10,000 of property	38,200,438	5,120,962	Nil	- represents 11.8% of police costs
4. Provincial Contribution of \$3 for each \$10,000 of property	35,639,957	7,681,443	Nil	- represents 17.7% of police costs

1. Using 1977 total market value assessment for land and improvements including exempt properties.

TABLE IV-6
 METHOD 3: EQUALIZED ASSESSMENT BASIS¹
 (b) 38 Municipalities With RCMP Contracts

<u>Examples</u>	<u>1976 Contribution By Level Of Government</u>			<u>Explanation</u>
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	29,363,231	Nil	14,382,885	
2. Provincial Contribution of \$1 for each \$10,000 of property	26,141,256	3,221,975	14,382,885	- represents 7.4% of total police costs , or 11.0% of municipalities' share
3. Provincial Contribution of \$2 for each \$10,000 of property	22,919,281	6,443,950	14,382,885	- represents 14.7% of total police costs, or 21.9% of municipalities' share
4. Provincial Contribution of \$3 for each \$10,000 of property	19,697,306	9,665,925	14,382,885	- represents 22.1% of total police costs or 32.9% of municipalities' share

1. Using 1977 total market value assessment for land and improvements, including exempt properties.

on the actual value of properties¹ for municipalities with their own force and for those municipalities with RCMP contracts.

Advantages

- Takes into account the amount of property which require policing,
- value of property has now been standardized throughout the province,
- data is provided from a source other than grant recipient.

Disadvantages

- Takes into account property but not people,
- larger grants would be given to "have" municipalities (i.e., municipalities with higher property values)
- accuracy is subject to the frequency of reassessmen'.

4. METHOD 4: Crime Rate Basis²

With this method, funds would be distributed to municipalities with crime rates above a predetermined level. The rationale for this type of grant is that municipalities experiencing higher rates of crime incur higher costs and should receive assistance to offset their larger expenditures and to help reduce their crime rate.

Table IV-7 illustrates the effect of providing a grant to municipalities with crime rates greater than 125 on the basis of \$1,000 per point over 125. As this table indicates, 19 municipalities would have been eligible for grants totalling \$597,200, based on 1976 data.

Advantages

- Takes into account the higher costs generally associated with higher crime rates,
- statistics readily available (i.e., reported on a monthly basis).

-
1. 1977 assessment data has been used as this was the first year for which equalized assessment data was available.
 2. "Crime Rate" is criminal code offences per 1,000 population.

TABLE IV-7
METHOD 4: Crime Rate¹

<u>Municipality</u>	<u>1976 Crime Rate</u>	<u>Number of Crime Rate Points Greater Than 125</u>	<u>1976 Grant Based On \$1,000 Per Point Greater Than 125</u>
Abbotsford	95.4	N/A	
Burnaby	115.5	N/A	
Campbell River Dist.	191.4	66.4	66,400
Castlegar	Became responsible for policing in 1977: Not eligible for grant in 1977		
² Central Saanich	66.6	N/A	
Chilliwack Mun.	205.6	80.6	80,600
Chilliwack Twsp.	72.7	N/A	
Comox	Became responsible for policing in 1977; Not eligible for grant in 1977		
Coquitlam	74.0	N/A	
Courtenay (including Comox)	101.7	N/A	
Cranbrook	155.7	30.7	30,700
Dawson Creek	189.0	64.0	64,000
Delta	82.4	N/A	
Esquimalt	75.5	N/A	
Fort St. John	143.6	18.6	18,600
Kamloops	135.9	10.9	10,900
Kelowna	105.7	N/A	

1. Crime Rate = Criminal Code Offenses per 1,000 population.
2. Throughout this report municipalities with their own police force are shown in boxes when contained in lists of all the municipalities responsible for policing.

Table IV-7, cont.

<u>Municipality</u>	<u>1976 Crime Rate</u>	<u>Number of Crime Rate Points Greater Than 125</u>	<u>1976 Grant Based on \$1,000 Per Point Greater Than 125</u>
Kimberley	69.8	N/A	
Kitimat	88.2	N/A	
Langley City	Became responsible for policing in 1977; likely eligible for grant in 1977		
Langley Twsp.	63.7	N/A	
Mackenzie	Became responsible for policing in 1977; not eligible for grant in 1977		
Maple Ridge	105.2	N/A	
Matsqui	84.0	N/A	
Merritt	163.0	38.0	38,000
Mission	84.9	N/A	
Nanaimo	126.7	1.7	1,700
Nelson	117.3	N/A	
New Westminster	144.6	19.6	19,600
N. Cowichan	68.2	N/A	
N. Vancouver City	131.7	6.7	6,700
N. Vancouver Dist.	78.4	N/A	
Oak Bay	59.1	N/A	
Penticton	204.5	79.5	79,500
Port Alberni	125.9	.9	900
Port Coquitlam	93.1	N/A	
Port Moody	103.4	N/A	
Powell River	113.0	N/A	
Prince George	147.6	22.6	22,600

III

Table IV-7, Cont.

<u>Municipality</u>	<u>1976 Crime Rate</u>	<u>Number of Crime Rate Points Greater Than 125</u>	<u>1976 Grant Based On \$1,000 Per Point Greater Than 125</u>
Prince Rupert	121.5	N/A	
Quesnel	214.0	89.0	\$ 89,600
Richmond Twsp.	104.5	N/A	
Saanich	78.8	N/A	
Salmon Arm	120.0	N/A	
Sidney	Became responsible for policing in 1977; Not eligible for grant in 1977		
Squamish	103.6	N/A	
Summerland	60.1	N/A	
Surrey	125.2	.2	200
Terrace	142.9	17.9	17,900
Trail	120.8	N/A	
Vancouver	127.4	2.4	2,400
Vernon	155.9	30.9	30,900
Victoria City	141.0	16.0	16,000
West Vancouver	77.6	N/A	
White Rock	93.3	N/A	
Williams Lake	Became responsible for policing in 1977; eligible for grant in 1977		
		TOTAL (for 19 municipalities)	<u>\$597,200</u>

Disadvantages

- Number of reported crimes may be affected by varying departmental policies,
- crime rate data may be manipulated,
- use of this alternative would "reward" municipalities with high crime,
- crime by definition fails to include many other types of policing activity,
- does not take into account the "seriousness" of the reported crimes as opposed to the quantity,
- recipient of funds is source of data.

5. METHOD 5: Population To Police Ratio Basis

This type of grant gives recognition to municipalities who, for varying reasons, require a large number of policemen in proportion to their municipal population. For example, several municipalities are "trading centers" or "core cities" with a daily influx of people for purposes of work or entertainment, thus necessitating additional police to provide the required law enforcement. Other municipalities are experiencing high crime rates and require additional manpower to cope with the problem. This grant is seen to provide assistance to municipalities such as those described above.

With this method it is necessary to set an arbitrary population to police ratio to determine a specific municipality's eligibility. The Task Force has chosen a ratio of 750 people to 1 police member for the "standard", as this figure is commonly used to determine the appropriate ratio of people per police member. However, the stipulation has been added that a municipality must have a ratio smaller than 700/1 to be eligible for a grant under this method.

As Table IV-8 indicates, based on 1976 statistics, 19 municipalities would have been eligible based on the above criteria. For each eligible municipality, the difference has been calculated between the number of police members required under the existing population compared to the number of police members that would be required to provide a 750/1 ratio in the municipality. The municipality is then given a grant of "x" dollars times the "extra" police members required. The table outlines grants based on \$1,000, \$5,000 and \$10,000 per police member. Total grants under this method (based on 1976 statistics) would have been:

at \$1,000/member:	\$585,900
at \$5,000/member:	\$2,929,500
at \$10,000/member:	\$5,859,000.

Advantages:

- Provides additional money to those experiencing severe crime problems,
- provides assistance to qualifying municipalities who wish to provide a higher level of service through increased manpower.

Disadvantages:

- Not all municipalities benefit,
- arbitrary qualifying level must be established,
- depends on determining figure for population which is difficult to do in non-census years,
- to be accurate, requires that the authorized strength correspond closely to actual strength,
- municipalities on borderline for eligibility may attempt to increase authorized strength for sole purpose of becoming eligible for grant.

CONTINUED

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TABLE IV-8

METHOD 5: Population To Police Ratio Basis

	1976 Population	1976 Authorized Strength	Population To Police Ratio (PPR)	Number of Men Required For 750/1 PPR	Difference In Number Of Men	Grant \$1,000/ Man	Grant \$5,000/ Man	Grant \$10,000/ Man
Abbotsford	9,507	13	731	12.7	.3	N.E.**	-	-
Burnaby	131,599	197	668	175.5	21.5	21,500	107,500	215,000
Campbell River	12,072	19	635	16.1	2.9	2,900	14,500	29,000
Castlegar	6,255	(8)*	NEW DETACHMENT PROBABLY NOT ELIGIBLE IN 1977					
Central Saanich	7,413	10	741	9.9	.1	N.E.	-	-
Chilliwack Mun.	8,684	15	579	11.6	3.4	3,400	17,000	34,000
Chilliwack Twsp.	28,421	22	1,292	-	-	-	-	-
Comox	5,359	(6)*	NEW DETACHMENT: NOT ELIGIBLE					
Coquitlam	55,464	66	840	-	-	-	-	-
Courtenay	7,733	9	859	-	-	-	-	-
Cranbrook	13,510	19	711	18.0	N.E.	-	-	-
Dawson Creek	10,528	15	702	14.0	N.E.	-	-	-
Delta	64,492	88	733	86.0	2.0	N.E.	-	-

* Figures in brackets are for 1977

** N.E. = Not Eligible (ie. over 700/1)

METHOD 5: Population To Police Ratio Basis, cont.

	1976 Population	1976 Authorized Strength	Population To Police Ratio (PPR)	Number of Men Required For 750/1 PPR	Difference In Number Of Men	Grant \$1,000/ Man	Grant \$5,000/ Man	Grant \$10,000/ Man
Esquimalt	15,053	27	558	20.1	6.9	6,900	34,500	69,000
Ft. St. John	8,947	15	596	11.9	3.1	3,100	15,500	31,000
Kamloops	58,311	84	694	77.8	6.2	6,200	31,000	62,000
Kelowna	51,955	58	896	-	-	-	-	-
Kimberley	7,111	9	790	-	-	-	-	-
Kitimat	31,956	14	854	-	-	-	-	-
Langley City	10,123	(13)*	NEW DETACHMENT: NOT LIKELY TO BE ELIGIBLE IN 1977					
Langley Twsp.	36,659	35	1,047	-	-	-	-	-
Mackenzie	5,338	(7)*	NEW DETACHMENT: POSSIBLE ELIGIBLE, 1977					
Maple Ridge	29,462	34	866	-	-	-	-	-
Matsqui	31,178	35	890	-	-	-	-	-
Merritt	5,680	8	710	7.6	.4	N.E.		
Mission	14,997	18	833	-	-	-	-	-
Nanaimo	40,336	46	877	-	-	-	-	-
Nelson	9,325	14	660	12.3	1.7	1,700	8,500	17,000

* Figures in brackets are for 1977.

METHOD 5: Population To Police Ratio Basis, cont.

	1976 Population	1976 Authorized Strength	Population To Police Ratio (PPR)	Number of Men Required For 750/1 PPR	Difference In Number Of Men	Grant \$1,000/ Man	Grant \$5,000/ Man	Grant \$10,000/ Man
New Westminster	38,393	85	452	51.2	33.8	33,800	169,000	338,000
N. Cowichan	15,956	17	939	-	-	-	-	-
N. Vancouver City	31,934	47	679	42.6	4.4	4,400	22,000	44,000
N. Vancouver Dist.	63,471	68	933	-	-	-	-	-
Oak Bay	17,658	22	803	-	-	-	-	-
Penticton	21,344	26	821	-	-	-	-	-
Port Alberni	19,585	28	699	26.1	1.9	1,900	9,500	19,000
Port Coquitlam	23,926	29	825	-	-	-	-	-
Port Moody	11,649	21	555	15.5	5.5	5,500	27,500	55,000
Powell River	13,694	18	761	-	-	-	-	-
Prince George	59,929	85	705	79.9	5.1	N.F.		
Prince Rupert	14,754	28	527	19.7	8.3	8,300	41,500	83,000
Quesnel	7,637	12	636	10.2	1.8	1,800	9,000	18,000
Richmond Twsp.	80,034	103	777	-	-	-	-	-
Saanich	73,383	106	692	97.8	8.2	8,200	41,000	82,000

* Figures in brackets are for 1977.

METHOD 5: Population To Police Ratio Basis, cont.

	1976 Population	1976 Authorized Strength	Population To Police Ratio (PPR)	Number of Men Required For 750/1 PPR	Difference In Number Of Men	Grant \$1,000/ Man	Grant \$5,000/ Man	Grant \$10,000/ Man
Salmon Arm	9,391	9	1,043	-	-	-	-	-
Sidney	6,732	(9)*	NEW DETACHMENT: PROBABLY NOT ELIGIBLE IN 1977					
Squamish	8,368	12	697	11.2	.8	800	4,000	8,000
Summerland	6,724	6	1,121	-	-	-	-	-
Surrey	116,497	164	710	155.3	8.7	N.E.	-	-
Terrace	10,251	17	603	13.7	3.3	3,300	16,500	33,000
Trail	9,976	13	767	-	-	-	-	-
Vancouver	410,188	955	430	546.9	408.1	408,100	2,040,500	4,081,000
Vernon	17,546	20	877	-	-	-	-	-
Victoria City	62,551	140	447	83.4	56.6	56,600	283,000	566,000
West Vancouver	37,144	57	652	49.5	7.5	7,500	37,500	75,000
White Rock	12,497	16	781	-	-	-	-	-
Williams Lake	6,199	(10)*	NEW DETACHMENT: PROBABLY ELIGIBLE IN 1977					
TOTAL (of 50 Mun. involved in 1976 only)	1,864,783	2,974	627		585.9 (eligible munic. only)	585,900	2,929,500	5,859,000

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N.B.
Under this method, grants
would go to 19 of 50 (38%)
municipalities.

i.e. 7 of 1w with own
force, & 12 of 38 RCMP

* Figures in brackets are for 1977, and are not included in totals.

6. METHOD 6: First 5,000 Population A Provincial Responsibility

The rationale for this method is that since the province is responsible for providing policing in unorganized areas and in municipalities with a population under 5,000, then the province should also be responsible for the costs of policing the first 5,000 persons in municipalities with populations over 5,000.

The calculations in Table IV-9 indicate that applying this method to the policing costs for the 50 municipalities with a population over 5,000 in 1976 would have cost \$7,769,456, with individual municipalities receiving a grant ranging from a low of \$61,800 (in Summerland) to a high of \$335,000 (in Vancouver). The formula used to determine the cost in each municipality for policing the first 5,000 people was:

$$5,000 \div \begin{matrix} \text{(population of} \\ \text{Municipality)} \end{matrix} \times \begin{matrix} \text{(municipal portion of} \\ \text{police costs)} \end{matrix}$$

For municipalities with their own police force the "municipal portion of police costs" would represent 100% of the costs.

It should be noted that it would not be possible to use this method in combination with Method 8.

Advantages

- Would give same benefit to municipalities over 5,000 as to those with populations under 5,000,
- burden of the full cost of policing would not be laid on municipality which reaches 5,000 (i.e., only incremental costs are assumed).

TABLE IV-9

METHOD 6: FIRST 5,000 POPULATION A PROVINCIAL RESPONSIBILITY

<u>Municipality</u>	<u>Population 1976</u>	<u>Municipal Portion of Policing Costs</u>	<u>Grant</u>
			<u>5,000</u> x <u>Municipal</u> <u>Pop.</u> <u>Portion of</u> <u>Costs</u>
Abbotsford	9,507	278,556	146,500
Burnaby	131,599	4,059,700	154,245
Campbell River District	12,072	421,305	174,497
Central Saanich	7,413	250,885	169,220
Chilliwack Mun.	8,684	342,028	196,930
Chilliwack Tswp.	28,421	438,161	77,084
Coquitlam	55,464	1,448,254	130,558
Courtenay	7,733	167,945	108,590
Cranbrook	13,510	422,478	156,258
Dawson Creek	10,528	303,650	144,211
Delta	64,492	2,262,265	175,391
Esquimalt	15,053	563,782	187,266
Fort St. John	8,947	321,280	179,546
Kamloops	58,311	1,771,936	151,938
Kelowna	51,955	1,124,995	108,266
Kimberley	7,111	142,640	100,295
Kitimat	11,956	359,103	150,177
Langley Twsp.	36,659	656,012	89,475
Maple Ridge	29,462	679,064	115,244
Matsqui	31,178	1,037,231	166,340

METHOD 6: First 5,000 Population a Provincial Responsibility, cont.

<u>Municipality</u>	<u>Population 1976</u>	<u>Municipal Portion Of Policing Costs</u>	<u>Grant</u>	
			<u>5,000 Pop.</u>	<u>Municipal x Portion of Costs</u>
Merritt	5,680	165,259		145,474
Mission	14,997	450,838		150,309
Nanaimo	40,336	844,419		104,673
Nelson	9,235	390,191		211,257
New Westminster	38,393	2,224,000		289,636
N. Cowichan	15,956	343,803		107,735
N. Vancouver City	31,934	1,035,033		162,058
N. Vancouver District	63,471	1,384,502		109,066
Oak Bay	17,658	551,982		156,298
Penticton	21,344	527,965		123,680
Port Alberni	19,585	581,315		148,408
Port Coquitlam	23,926	633,764		132,443
Port Moody	11,649	530,832		227,844
Powell River	13,694	377,085		137,683
Prince George	59,929	1,628,339		135,856
Prince Rupert	14,754	521,062		176,583
Quesnel	7,637	248,084		162,422
Richmond Tswp.	80,034	2,139,096		133,637
Saanich	73,383	2,876,505		195,992
Salmon Arm	9,391	207,517		110,487
Squamish	8,368	234,320		140,010
Summerland	6,724	83,119		61,808
Surrey	116,497	3,608,562		154,878

METHOD 6: First 5,000 Population a Provincial Responsibility, cont.

<u>Municipality</u>	<u>Population 1976</u>	<u>Municipal Portion OF Policing Costs</u>	<u>Grant</u>
			<u>5,000</u> x <u>Municipal</u> <u>Pop.</u> <u>Portion of</u> <u>Costs</u>
Terrace	10,251	378,671	184,700
Trail	9,976	279,553	140,113
Vancouver	410,188	27,504,237	335,263
Vernon	17,546	409,665	116,740
Victoria City	62,551	3,583,059	286,411
West Vancouver	37,144	1,546,431	208,167
White Rock	12,497	344,153	137,634
TOTAL	1,864,783	72,684,631	7,769,456

Disadvantages

- Percentage of police costs covered by this type of grant would vary considerably from one municipality to another,
- accurate population figures would be required,
- as formula includes "police cost" figures, see disadvantages associated with use of police costs as identified in Method 1.

7. METHOD 7: Province Pays 100% of Municipal Portion of Policing Costs

Several municipalities suggested that the province should be responsible for the total cost of policing in municipalities, because:

- currently, municipalities tax solely on the basis of property and they believe this does not equitably distribute the cost of policing; the Provincial Government could use methods other than property tax to raise the necessary funds;
- some municipalities believe that police spend only a very small portion of their time enforcing municipal by-laws, and that their prime function is enforcement of provincial and federal laws; therefore, they feel the province should be responsible for policing costs;
- some councils stated that, except for financial matters, they have little or no involvement with policing; therefore, their preference would be that the province handle police financing as well.

If the province were to assume financial responsibility for policing, then some provincial agency would undoubtedly be assigned administrative responsibility. That is, the province would want some control over the manner in which provincial funds would be spent.

Under this method the cost to the province would have been \$72,684,631 based on 1976 data, as outlined in Table IV-10.

Advantages

- This method would tend to remove some of the present inequities in police financing, particularly in relation to the municipal property owner/tax payer,
- municipal property owners would cease to be the sole source of the municipalities' share of policing costs,
- with one administrative body likely to be developed to oversee policing in the province, standardization of policy, procedures, services etc. would be facilitated,
- municipalities would no longer have to be involved in the financial aspects of the police service.

Disadvantages

- Would tend to completely remove control of policing matters from the municipalities,
- would require centralized provincial policing authority for administration, policy decisions, etc.,
- would require a major change in the present philosophy of delegating policing responsibility to municipalities,

TABLE IV-10

METHOD 7: Provincial Government Pays
100% Of Municipal Portion of Policing Costs

	<u>1976 Contribution By Level Of Government</u>		
	<u>Mun.</u>	<u>Prov.</u>	<u>Fed.</u>
Municipalities With Own Force	Nil	\$43,321,400	Nil
Municipalities With RCMP Contract	<u>Nil</u>	<u>29,363,231</u>	<u>\$14,382,885</u>
TOTAL	Nil	\$72,684,631	\$14,382,885

- an entirely new system of raising revenue for policing purposes would need to be developed or alternatively provincial expenditures may be limited in other areas,
- would complicate contractual arrangements between the RCMP and municipalities,
- a provincial system might not be flexible enough to allow for variations in local conditions,
- provision of administrative services may require decentralization if they become a provincial responsibility. This would in effect duplicate existing municipal administration rather than utilize it,
- municipalities would probably not eliminate taxes now designated for policing, but would likely use the money for other municipal purposes (i.e., the municipal taxpayer would not benefit directly in lowered taxes).

8. METHOD 8: Assessing Taxpayers Covered By The Provincial Contract

In 1976, approximately one-quarter of B.C.'s population lived in areas policed under the provincial contract, and these residents made no direct contribution for the policing services they received. Virtually every council visited pointed out in strong terms the apparent inequity this produces, and suggested that citizens covered by the Provincial Policing Agreement should be paying something directly toward their policing costs. It was further suggested that any monies accumulated as a result should be utilized to ease the burden of those municipal taxpayers who are required to finance their police costs.

TABLE IV-11

METHOD 8: ASSESSING TAXPAYERS COVERED BY THE PROVINCIAL CONTRACT
 Per Capita Basis (1976 Population: 601,825)

<u>Examples</u>	<u>Provincial Policing 1976 Contribution By Levels Of Government</u>			<u>Explanation</u>
	<u>Local</u>	<u>Prov.</u>	<u>Fed.</u>	
1. No change	Nil	20,397,803	30,318,280	- under the existing system there is no direct contribution from local area residents
2. Contribution from local area residents of \$5 per capita	3,009,125	17,388,678	30,318,280	- represents 5.9% of costs
3. Contribution from local area residents of \$10 per capita	6,018,250	14,379,553	30,318,280	- represents 11.9% of costs
4. Contribution from local area residents of \$15 per capita	9,027,375	11,370,428	30,318,280	- represents 17.8% of costs
5. Contribution from local area residents of \$20 per capita	12,036,500	8,361,303	30,318,280	- represents 23.7% of costs
6. Contribution from local area residents of \$33.89 per capita	20,397,803	0	30,318,280	- represents 40.2% of costs; no provincial contribution involved

Comment: Population in provincial contract areas predicted to decline over time. Federal contribution to provincial contract portion of costs declining at 1% per year.

Table IV-11 provides several examples involving per capita contributions from local area residents.

It should be noted that it would not be possible to use this method in combination with Method 6.

Advantages

- People in unorganized territories and municipalities less than 5,000 would be paying directly toward their share of policing costs,
- for municipalities reaching 5,000 and those considering amalgamation, the financial trauma of becoming responsible for their own policing for the first time would be eased.

Disadvantages

- Would increase tax level to property owners in unorganized territories and municipalities under 5,000,
- those under provincial contract might demand a higher level of service.

9. Comparison Of Individual Municipalities' Percentage Share of Grants

The first six methods outlined involve the province providing a grant to cover a portion of the policing costs in municipalities over 5,000 population. Some municipalities would fare better under one method than another as each method distributes money on a different basis. Appendix 8 outlines, by

municipality, the percentage of the total grant¹ which each municipality would receive under each of the six methods. Each column totals 100%. It is therefore possible to compare the varying percentages of grant money that would be distributed to each municipality under each of the six methods.

For example Abbotsford would receive .383% of the total grant under Method 1 (Percentage of Police Costs), .510 % under Method 2 (Per Capita Basis), .638% under Method 3 (Equalized Assessment Basis), no grant under Methods 4 or 5, and 1.886% of the total grant under Method 6 (First 5,000 a Provincial Responsibility).

Municipalities should be cautioned against merely determining which method would provide them with the greatest percentage of the total grant, and then advocating that method as a policy option without:

- carefully considering the disadvantages associated with it,
- considering in the long term which method would be most beneficial (eg: Method 6 might be most advantageous to a municipality upon reaching 5,000 population but may not be in 10 years time),
- taking into consideration the impact of the method on the province as a whole.

1. The percentage each municipality would receive if a grant was given under any one of the methods; percentage of grant would remain the same regardless of size of total grant given.

- recognizing that the Task Force has emphasized the importance of combinations of methods rather than relying on any one specific method.

Appendix 9 provides a similar table showing grants only to the municipalities with their own police force and indicates by municipality the percentage share of grant each would receive under the three methods shown.

C. PHASE TWO: DEVELOPMENT OF POLICY OPTIONS

As outlined at the beginning of this chapter, phase two in the determination of more equitable means of sharing policy costs involves the development of policy options based on the eight methods described in the previous section.

Five policy options are presented in this section for consideration and discussion. The Task Force is not at this time recommending any one option, nor are the options presented in any type of ranked order. After further input has been received, the Task Force will submit final recommendations to the Policy Board.

1. POLICY OPTION A

Under this option, all municipal policing expenditures would be paid for by the province, with the exception of (a) any federal contributions toward municipal policing expenses, (b) the cost of accommodation, and (c) the cost of providing above standard police services. Funding would be generated from present or newly created provincial sources, and from taxes collected at an equal mill rate from all property owners in the province (including those in unorganized areas). The province would approve municipal police budgets and set standards for policing.

(a) Basic Principles

- i) ALL PROPERTY IN B.C. REQUIRES POLICE PROTECTION OR AVAILABILITY OF POLICE SERVICES.

The argument is often made that property in the downtown core of an urban area requires more policing than property in a small city, which in turn requires more policing than property that is miles from any development. However, the fact remains

that all property owners expect and demand police protection of their property. While the frequency of need may vary, the demand is constant. Therefore, all property in B.C. should be equally taxed to assist in the cost of providing police protection.

- ii) HOWEVER, POLICING IS MORE THAN A SERVICE TO PROPERTY, IT IS ALSO A SERVICE PROVIDED TO PEOPLE.

Policing is not a typical service. It is not like sewers, or water which are direct, physical services to property. Nor is it like health, education or welfare which are services to people. Rather it is a combination of both, and both types of service recipient should be considered when raising revenue for policing. Therefore, in addition to property taxes, various sources of provincial revenue should be utilized.

- iii) EVERY CITIZEN IN B.C. DEMANDS AND REQUIRES POLICE PROTECTION OR ACCESS TO POLICE PROTECTION, NO MATTER WHERE THEY MAY BE IN THE PROVINCE.

In some ways police protection could be likened to medical coverage - we all hope we are not going to require the service, but if we ever do, we're glad to be "paid up" and that help is available to us when we need it; in the meantime we pay the "premiums".

As all citizens expect and demand police protection whether or not they are at home, everyone, not only property owners, should be contributing directly toward the provision of services.

- iv) MOST CRIMES OCCUR WITHIN MUNICIPAL BOUNDARIES; BUT POLICING PROBLEMS, THE NATURE OF CRIME AND CRIMINALS THEMSELVES DO NOT RECOGNIZE LOCAL BORDERS.

This principle emphasizes the belief that people adjacent to a municipality are as much a part of the "criminal milieu" as residents of the municipality itself. Furthermore, residents in Municipality A should not be paying more than residents of Municipality B for the provision of a basic police service.

- v) IT IS IMPORTANT TO MAINTAIN LOCAL CONTROL AND INVOLVEMENT AROUND POLICE ISSUES WHERE THAT IS A PRIORITY OF THE MUNICIPALITY.

Some municipal councils believe they currently have little or no involvement with policing other than with regard to finances and would prefer the province handle the cost.

Other municipalities place a high priority on the importance of local control and local input in determining the direction and scope of policing services in their community. In municipalities with their own police force this involvement occurs formally through a Police Board with authority and mandate under the Police Act. For municipalities with RCMP contracts there is provision for formal police committees. Some choose a more informal route and organize unofficial committees or maintain contact through municipal councils.

Where municipalities have placed an emphasis on control and involvement in policing issues it is important that this be maintained.

Furthermore, some municipalities choose to improve the quality or extent of their policing services through the provision of additional funds for identified priority areas. It is important that this flexibility be maintained.

(b) Guidelines for Financing and Operation

Based on 1976 dollars and conditions, and excluding any costs of accommodation, B.C. municipalities paid approximately \$72,684,631 to provide policing.

Under this option it is proposed that the total cost (excluding accommodation) be paid by the Provincial Government. One possible approach would be to obtain approximately 80% through property taxation via a standard mill rate throughout the province, and approximately 20% through other sources of provincial revenue. Let us consider each of these components in more detail:

i) Property Taxation

Taxation of approximately 5.1281 mills¹ throughout the province would raise approximately \$58,147,336, or about 80% of the 1976 municipal portion of policing costs.

This mill rate would be lower than that paid currently in most municipalities with populations greater than 5,000 population and would therefore lessen the burden on most municipal taxpayers. Taxpayers in unorganized areas and municipalities with populations less than 5,000 would be paying

1. Using assessment base taxable for hospital purposes (\$11,338,963,530 for B.C. as of May, 1978).

their fair share toward policing. In addition, all taxpayers would be paying an equivalent share for a standard value of property. Furthermore the property tax payer would no longer be viewed as the sole source of the former municipal portion of costs.

ii) Other Sources of Revenue

The total cost should be shared between property taxation and other forms of provincial revenue. Under Option A, the Provincial Government would have been required to contribute \$14,537,295 in 1976 in addition to funds raised through property taxation.

It would be necessary to explore various means of providing these funds - the Task Force would favour funds being raised through small increases in the price of liquor. The relationship between the consumption of liquor and policing problems is clear. For example, seven of the eight municipalities with the highest ranking for number of drunk arrests per 1,000 population were among the eleven municipalities with highest crime rates. In addition, many other police problems are associated with alcohol use. Chapter VI of this report expands on the role of police in handling the inebriated.

In 1976, liquor sales to wholesale licensees and to the public through liquor stores totalled approximately \$577,350,000. A 1% increase in price would have produced an additional \$5,773,500 in revenue; therefore a 2.52 % increase in the price of liquor would have raised the entire amount of \$14,537,295 (i.e., 20¢ on an \$8.00 bottle of Scotch!).

It is estimated that traffic-related problems comprise approximately one-sixth of a police department's workload.¹ Therefore, another logical source for funds could be obtained from the drivers of B.C. vehicles. In 1976, there were 1,241,290 licensed motor vehicles² in B.C. An extra \$5 fee added to each motor vehicle license or insurance issued would have raised an additional \$6,206,450 in 1976.

(c) Role of Police Boards and Municipal Councils

In municipalities with their own force, police boards would maintain their current role in regard to policing services, including development of police budgets.

In municipalities with RCMP contracts, municipal councils may no longer be involved in costing aspects. Instead, the RCMP may deal directly with some provincial administrative body in regard to finances, manpower, etc., provided present contractual arrangements could be changed. The option of police committees would be available to those municipalities desiring more input.

If municipalities choose to provide policing services in their community in addition to those standards set, they could become involved by financing the entire cost of the additional services.

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1. The B.C. Police Commission estimates the following traffic enforcement costs for the province for 1977: 12 municipalities with their own force - \$8,000,000; 44 RCMP municipal detachments: \$5,161,366; Provincial Highway Patrol: \$5,471,048; Provincial Police: \$5,471,048; total for B.C.: \$24,103,462.
 2. Including motor cycles, commercial and passenger vehicles.

It should be recognized that this option may be seen by some as a radical departure from the current policing philosophy in British Columbia. There would exist a potential for much greater control by the province over municipal policing. One possibility over the longer term is that a second type of provincial force may develop, covering those municipalities that have their own forces. Some of the implications of this "municipal-provincial" force, if it were to grow out of this option, could be inter-municipal transfers, promotions, and a centralized administration. Fully implemented, it may lead to the amalgamation of some of the present forces.

(d) Provincial Administrative Body

Under this option it would be necessary to provide an administrative body to control and monitor expenditures, determine manpower standards, etc. In the opinion of the Task Force, the B.C. Police Commission would be the appropriate organization for this function.

2. POLICY OPTION B

This option is a combination of:

GRANT TO MUNICIPALITIES WITH THEIR OWN POLICE FORCE, USING PER CAPITA BASIS (METHOD 2) AND EQUALIZED ASSESSMENT BASIS (METHOD 3)

PLUS

GRANT ON A POPULATION TO POLICE RATIO BASIS (METHOD 5)

PLUS

ASSESS TAXPAYERS COVERED BY THE PROVINCIAL CONTRACT (METHOD 8)

(a) Basic Principles

- i) MUNICIPALITIES WITH THEIR OWN POLICE FORCE SHOULD BE RECEIVING ASSISTANCE FROM SENIOR LEVELS OF GOVERNMENT.

As outlined in Table 1-5, on average the municipalities with RCMP contracts received a federal contribution of 32.9% toward policing costs in 1976. RCMP members assigned to municipal duties are expected to perform federal work as and when the need arises. This "two-hatted" role is recognized by the Federal Government, and considered when developing their contractual arrangements with municipalities. People differ in opinion regarding the percentage of time municipal RCMP spend on federal duties, and no exact figures are available. In the opinion of the Task Force, however, municipalities with RCMP contracts receive benefits from the Federal Government which are not available to those with their own force.

The argument has also been made that municipalities with their own police chose that option knowing that there would be no contribution from senior governments, whereas some municipalities with RCMP contracts felt that financially they had no choice but to consider the least costly alternative.

In the opinion of the Task Force the above is not an effective argument against a grant to municipalities with their own police.

Firstly, many of the larger city forces¹ were formed in the late 19th Century when there was no real alternative available.

Secondly, there have been recent attempts by municipalities with their own police force to contract with the RCMP for police services which were refused. For example, consider the reply received from the RCMP by a smaller municipality following a request for RCMP policing services in 1973:

This letter will serve to confirm our conversation of this morning when I informed you that our policing commitments throughout the Province were such that we were not assuming additional duties at this time and as a matter of policy we are not entering into initial policing agreements with municipalities.

It is unlikely that the RCMP would consider providing policing services in municipalities with large populations. The present RCMP policy regarding new municipal policing agreements is that they will be considered under certain circumstances.

Thirdly, both municipalities with RCMP contracts and those with their own police force are generally satisfied with the type of police force operating in their municipality. Most would not want to change the nature of the service, nor should they be expected to change.

1. eg., Vancouver, Victoria, New Westminster.

In considering a grant to municipalities with their own force, it must be recognized that the trend in municipalities with RCMP contracts is that the percentage of the federal contribution is declining. Therefore, any grant to municipalities with their own force must be re-evaluated periodically to reassess its relationship to federal contributions under the RCMP municipal contracts.

- ii) "CORE CITIES" OR "TRADING CENTERS" WITH A DAILY INFLUX OF PEOPLE FOR WORK OR ENTERTAINMENT, AND OTHER MUNICIPALITIES EXPERIENCING HIGH CRIME SHOULD RECEIVE ASSISTANCE TO MEET THE ADDITIONAL COSTS OF POLICING.

This principle recognizes the problems of municipalities experiencing high crime rates, heavy workloads, and therefore correspondingly high costs. Historically areas of settlement were fairly self contained, but in today's highly mobile society municipal boundaries become relatively arbitrary as far as policing problems are concerned. The end result is that taxpayers within the core of the "trading area" bear the costs for additional policing services necessary to deal with the problems caused by the daily influx of people.

- iii) ALL PROPERTY AND CITIZENS IN B.C. REQUIRE POLICE PROTECTION AND THEREFORE SHOULD CONTRIBUTE DIRECTLY TOWARD THE COSTS.

As discussed in Policy Option A, some property and citizens require more policing services than others. However, while the frequency of need may vary, the demand for protection is constant. Therefore, in the opinion of the Task Force, all property owners (including unorganized territories and municipalities with populations less than 5,000) and every citizen should be contributing directly toward the cost of providing police services.

(b) Guidelines for Financing and Operation

i) If the area covered by the Provincial Policing Agreement was assessed at \$20 per person, approximately \$12,036,500 would have been raised, based on 1976 data.¹

ii) If this option were selected, the Task Force recommends that a grant to the 12 municipal police departments be given on the basis of 50% per capita and 50% equalized assessment. If a grant of \$5 per capita and \$1.50 per \$10,000 actual assessed value of property² was introduced, the cost to the province would have been \$7,732,407 based on 1976 data.³

iii) If a grant of \$10,000 per member was given on the basis of Method 5, Population to Police Ratio, the cost to the province would have been \$5,859,000 (1976).⁴

iv) As indicated in Table IV-12, a net balance of \$1,554,907 would have had to be made up from other provincial revenue (1976).⁵

v) If the changes proposed in Policy Option B are adopted, they should be phased in over a 5 year period, with (for example) 60% of total contribution to begin in first year of implementation, with a 10% increase annually.

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1. \$20 per capita represents approximately 24% of the costs of provincial policing in 1976. Refer to Method 8 for details of the cost.
 2. Includes all taxable and exempt property, at full market value.
 3. Refer to Methods 2 and 3 for details on calculation of cost.
 4. Refer to Method 5 for details.
 5. Refer to Policy Option A for a discussion of potential sources of provincial revenue.

TABLE IV-12
Cost To The Province Of Policy Option B
(Based on 1976 Costs)

	<u>Provincial</u>
	<u>Revenue</u> <u>Expenditures</u>
Assess Taxpayers Covered by Provincial Contract (\$20/capita)	\$12,036,500
Grant to Municipalities With Own Force \$5/capita PLUS \$1.50/\$10,000 Property	3,891,685 3,840,722
Grant on a Population to Police Ratio Basis (\$10,000/member)	5,859,000
TOTALS	\$12,036,500
NET	1,554,907

TABLE IV-13
Grants to Municipalities Under
Policy Option B¹

<u>Municipality</u>	<u>\$5 Per Capita</u>	<u>\$1.50 Per \$10,000 Assessment</u>	<u>1976 PPR \$10,000/Man</u>	<u>Total Grant</u>
Burnaby	-	-	215,000	215,000
Campbell River	-	-	29,000	29,000
Central Saanich	37,065	40,915	-	77,980*
Chilliwack Mun.	-	-	34,000	34,000
Delta	322,460	276,697	-	599,157
Esquimalt	75,265	70,934	69,000	215,199
Ft. St. John	-	-	31,000	31,000
Kamloops	-	-	62,000	62,000
Matsqui	155,890	131,747	-	287,637
Nelson	46,175	31,946	17,000	95,121
New Westminster	191,965	161,410	338,000	691,375
N. Vancouver City	-	-	44,000	44,000
Oak Bay	88,290	84,796	-	173,086
Port Alberni	-	-	19,000	19,000
Port Moody	58,245	58,322	55,000	171,567
Prince Rupert	-	-	83,000	83,000
Quesnel	-	-	18,000	18,000
Saanich	366,915	309,005	82,000	757,920
Squamish	-	-	8,000	8,000
Terrace	-	-	33,000	33,000
Vancouver	2,050,940	2,116,871	4,081,000	8,248,811
Victoria	312,755	327,137	566,000	1,205,892
West Vancouver	185,720	230,942	75,000	491,662
TOTAL	3,891,685	3,840,722	5,859,000	13,591,407

1. Any municipality not listed in the above chart is not eligible for a Grant under Policy Option B.

* Municipalities in boxes are those with own police force.

	<u>YEAR</u>				
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
Assistance to Municipalities (of agreed level)	60%	70%	80%	90%	reach 100% of agreed level of assistance

vi) It is the recommendation of this Task Force that, if this policy option is implemented, after five years of operation there should be a re-evaluation of the cost sharing situation. Particular attention would have to be paid to the current and planned level of federal involvement under the Municipal Policing Agreement. Consideration should be given at that time to the Provincial Government picking up the declining percentage of federal assistance to municipalities with RCMP contracts, rather than reducing grants to those with their own force. See Table IV-13 for a breakdown of grants which would be received by individual municipalities under this policy option.

3. POLICY OPTION C

This policy option is very similar to Policy Option B. The major difference is the treatment of people living in un-organized areas and municipalities with populations under 5,000.

If the province is reluctant to assess taxpayers now covered by the provincial contract, then the Task Force proposes that the first 5,000 population be made a provincial responsibility (i.e., Method 6).

This option would then become a combination of:

GRANT TO MUNICIPALITIES WITH THEIR OWN POLICE FORCE, USING PER CAPITA BASIS (METHOD 2) AND EQUALIZED ASSESSMENT BASIS (METHOD 3)

PLUS

GRANT ON A POPULATION TO POLICE RATIO BASIS (METHOD 5)

PLUS

FIRST 5,000 POPULATION A PROVINCIAL RESPONSIBILITY (METHOD 6)

(a) Basic Principles

The same three principles outlined under Policy Option B would apply here as well, with the following addition:

iv) IF AREAS UNDER THE PROVINCIAL POLICING AGREEMENT ARE NOT CONTRIBUTING DIRECTLY TOWARD POLICING COSTS, AND IF THE PROVINCE IS PAYING THIS COST, THEN OTHER AREAS SHOULD RECEIVE A SIMILAR TYPE OF ASSISTANCE.

There should be a consistent policy in dealing with the first 5,000 population anywhere in B.C. It is the opinion of the Task Force that if cost sharing arrangements do not reflect the rationale expressed in principle (iii),¹ then the municipalities responsible for policing should be reimbursed by the province for the cost of policing the first 5,000 persons in their municipality.

1. See Policy Option B.

TABLE IV-14

COST TO PROVINCE OF POLICY OPTION C
(1976 Costs)

	<u>Revenue</u>	<u>Provincial Expenditures</u>
First 5,000 Population A Provincial Responsibility	Nil	\$7,769,456
Grant to Municipalities With Own Force \$5/capita Plus \$1.50/\$10,000 Property	Nil	3,891,685 3,840,722
Grant On a Population To Police Ratio Basis (\$10,000 member)	Nil	5,859,000
TOTAL	Nil	\$21,360,863

(b) Guidelines for Financing and Operation

i) If the province had assumed the cost of policing for the first 5,000 persons in municipalities responsible for policing, the cost to the province would have been \$7,769,456,¹ based on 1976 costs.

ii) Guidelines (ii) through (vi) are the same as for Policy Option B, except that the amount to be made up by the province would have totalled \$21,360,863, as indicated in Table IV-14.

iii) It should be noted that under this policy option it is possible for grants to equal or even exceed total municipal costs of policing. Therefore, if this option were adopted we would propose that a ceiling be established to limit the percentage of police costs covered

See Table IV-15 for a breakdown of grants which would have been received by individual municipalities under this policy option.

1. Refer to Method 6 for details.

TABLE IV-15
Grants to Municipalities Under
Policy Option C
(Based on 1976 data)

Municipality	Province Pays first 5,000	\$5/Capita for the 12	\$1.50/\$10,000 Assessment	\$10,000/Man PPR	Total Grant
Abbotsford	\$ 146,500	\$	\$	\$	\$ 146,500
Burnaby	154,245			215,000	369,245
Campbell River	174,497			29,000	203,497
Central Saanich	169,220	37,065	40,915		247,200
Chilliwack Mun.	196,930			34,000	230,930
Chilliwack Twsp.	77,084				77,084
Coquitlam	130,558				130,558
Courtenay	108,590				108,590
Cranbrook	156,358				156,358
Dawson Creek	144,211				144,211
Delta	175,391	322,460	276,697		774,548
Esquimalt	187,266	75,265	70,934	69,000	402,465
Ft. St. John	179,546			31,000	210,546
Kamloops	151,938			62,000	213,938
Kelowna	108,266				108,266
Kimberley	100,295				100,295
Kitimat	150,177				150,177
Langley Twsp.	89,475				89,475

* Municipalities in boxes are those with their own police force.

Table IV-15, cont.

Municipality	Province Pays first 5,000	\$5/Capita for the 12	\$1.50/\$10,000 Assessment	\$10,000/Man PPR	Total Grant
Maple Ridge	\$115,244	\$	\$	\$	\$ 115,244
Matsqui	166,340	155,890	131,747		453,977
Merritt	145,474				145,474
Mission	150,309				150,309
Nanaimo	104,673				104,673
Nelson	211,257	46,175	31,946	17,000	306,378
New Westminster	289,636	191,965	161,410	338,000	981,011
N. Cowichan	107,735				107,735
N. Vancouver City	162,058			44,000	206,058
N. Vancouver Dist.	109,066				109,066
Oak Bay	156,298	88,290	84,796		329,384
Penticton	123,680				123,680
Port Alberni	148,408			19,000	167,408
Port Coquitlam	132,443				132,443
Port Moody	227,844	58,245	58,322	55,000	399,411
Powell River	137,683				137,683
Prince George	135,856				135,856
Prince Rupert	176,583			83,000	259,583
Quesnel	162,422			18,000	180,422
Richmond Twsp.	133,637				133,637
Saanich	195,992	366,915	309,005	82,000	953,912
Salmon Arm	110,487				110,487
Squamish	140,010			8,000	148,010
Summerland	61,808				61,808
Surrey	154,878				154,878
Terrace	184,700			3,000	217,700
Trail	140,113				140,113
Vancouver	335,263	2,050,940	2,116,871	4,081,000	8,584,074
Vernon	116,740				116,740
Victoria City	286,411	312,755	327,137	566,000	1,492,303
West Vancouver	208,167	185,720	230,942	75,000	699,829
While Rock	137,694				137,694
TOTAL	\$7,769,456	\$3,891,685	\$3,840,722	\$5,859,000	\$21,360,863

4. POLICY OPTION D

This option is a combination of

ASSESS TAXPAYERS COVERED BY THE PROVINCIAL AGREEMENT 4 MILLS¹ FOR POLICING

PLUS

REIMBURSE ALL MUNICIPALITIES RESPONSIBLE FOR POLICING FOR 50% OF "ELIGIBLE POLICE COSTS" IN EXCESS OF 4 MILLS¹

(a) Basic Principles

- i) ALL PROPERTY AND CITIZENS IN B.C. REQUIRE POLICE PROTECTION AND THEREFORE SHOULD CONTRIBUTE DIRECTLY TOWARD THE COSTS.

Although the frequency of need for policing services may vary, all property and all citizens require police protection. Therefore, there should be a direct contribution toward the cost of these services from all citizens and property owners, including those in unorganized territories and municipalities with populations less than 5,000.

- ii) WHEN DEVELOPING COST SHARING FORMULAE CONSIDERATION SHOULD BE GIVEN TO A MUNICIPALITY'S ABILITY TO PAY.

Because municipalities vary in their ability to raise revenues through property taxation, they also differ in their ability to pay police costs. Under this option, the municipality's assessment base taxable for hospital purposes would be used to measure its "ability to pay".

- iii) EXTRA EXPENDITURES INCURRED BY "CORE" CITIES, TRADING CENTERS AND OTHER MUNICIPALITIES EXPERIENCING HIGH CRIME SHOULD BE TAKEN INTO ACCOUNT.

As discussed in Policy Option B, this principle recognizes the problems of municipalities experiencing high crime rates, heavy workloads and therefore correspondingly high costs. By including each municipality's "eligible policing costs" in the formula, the extra expenditures incurred by those with higher than normal costs would be taken into account.

1. Using assessment base taxable for hospital purposes.

(b) Guidelines For Financing and Operation

- i) If taxpayers in areas covered by the Provincial Policing Agreement were assessed 4 mills¹, approximately \$11,171,783 would have been raised in 1976.

- ii) If municipalities responsible for policing were reimbursed for 50% of "eligible police costs"² in excess of 4 mills,¹ the cost to the province would have been \$19,427,250 based on 1976 policing costs.

- iii) As indicated in Table IV-16, a net balance of \$8,255,467 would have had to be made up from provincial revenue³ other than that generated by the 4 mill assessment.

Table IV-17 provides a breakdown of grants which would be received by individual municipalities.

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1. Using assessment base taxable for hospital purposes.
 2. Basically "net" costs after deducting any revenue received through fines, etc. The definition of "eligible policing costs" would have to be clearly spelled out. For illustrative purposes total municipal portion of costs (excluding accommodation) has been used here.
 3. Refer to Policy Option A for potential sources of provincial revenue.

TABLE IV-16

Cost To The Province Of
Policy Option D

(Based on 1976 Costs and 1978 Assessment Data)

	<u>Revenue</u>	<u>Provincial</u> <u>Expenditures</u>
Assess taxpayers covered by Provincial Agreement 4 mills (using assessment base taxable for hospital purposes)	\$11,171,783	
Reimburse municipalities for 50% of eligible policing costs over 4 mills (using assessment base taxable for hospital purposes) for those municipalities responsible for policing		\$19,427,250
		<hr/>
		\$ 8,255,467

TABLE IV-17

GRANTS TO MUNICIPALITIES UNDER POLICY OPTION D
(Based on 1976 Costs and 1978 Assessment Data)

Municipality	1978 Assessment Base Taxable For Hosp- pital Purposes	4 Mills Of Assessment Base Taxable For Hospital Purposes (1978)	Municipal Share Of Police Costs (1976)	Municipal Share Of Police Costs In Excess Of 4 Mills Of Hospital Base Assessment	50% of Police Costs In Excess Of 4 Mills
Abbotsford	\$ 47,378,637	\$ 189,515	\$ 278,556	\$ 89,041	\$ 44,521
Burnaby	635,650,218	2,542,601	4,059,700	1,517,099	758,550
Campbell River Dist.	99,298,528	397,194	421,305	24,111	12,056
Central Saanich	33,225,765	132,903	250,885	117,982	58,991
Chilliwack Mun.	30,356,144	121,425	342,028	220,603	110,302
Chilliwack Twsp.	84,602,852	338,411	438,161	99,750	49,875
Coquitlam & Pt. Coquitlam	272,954,819	1,091,819	2,082,018	990,199	495,100
Courtenay	28,376,970	113,508	167,945	54,437	27,219
Cranbrook	48,337,049	193,348	422,478	229,130	114,565
Dawson Creek	25,429,704	101,719	303,650	201,931	100,966
Delta	251,619,104	1,006,476	2,262,265	1,255,789	627,895
Esquimalt	41,960,910	167,844	563,782	395,938	197,969
Ft. St. John	20,447,537	81,790	321,280	239,490	119,745
Kamloops	245,704,311	982,817	1,771,936	789,119	394,560
Kelowna	223,838,962	895,356	1,124,995	229,639	114,820
Kimberley	37,559,465	150,238	142,640	-	-

Table IV-17, cont.

<u>Municipality</u>	<u>Assessment Base Taxable For Hosp- ital Purposes</u>	<u>4 Mills Of Assessment Base Taxable For Hospital Purposes (1978)</u>	<u>Municipal Share Of Police Costs (1976)</u>	<u>Municipal Share Of Police Costs In Excess Of 4 Mills Of Hospital Base Assessment</u>	<u>50% Of Police Costs In Excess Of 4 Mills</u>
Kitimat	135,093,403	540,374	359,103	-	-
Langley Twsp.	116,153,586	464,614	656,012	191,398	95,699
Maple Ridge	100,500,868	402,003	679,064	277,061	138,531
Matsqui	108,355,023	433,420	1,037,231	603,811	301,910
Merritt	15,772,202	63,089	165,259	102,170	51,085
Mission	47,670,161	190,681	450,838	260,157	130,079
Nanaimo	175,032,106	700,128	844,419	144,291	72,146
Nelson	29,226,986	116,908	390,191	273,283	136,642
New Westminster	167,833,901	671,336	2,224,000	1,552,664	776,332
N. Cowichan	102,152,569	408,610	343,803	-	-
N. Vancouver City & Dist.	445,978,021	1,783,912	2,419,535	635,623	317,812
Oak Bay	66,391,761	265,567	551,982	286,415	143,208
Penticton	79,296,169	317,185	527,965	210,780	105,390
Port Alberni	116,072,623	464,290	581,315	117,025	58,513
Port Moody	68,682,716	274,731	530,832	256,101	128,051
Powell River	108,853,073	435,412	377,085	-	-
Prince George	291,997,450	1,167,990	1,628,339	460,349	230,175
Prince Rupert	88,778,224	355,113	521,062	165,949	82,975
Quesnel	57,607,232	230,429	248,084	17,655	8,828
Richmond Twsp.	463,777,404	1,855,110	2,139,096	283,986	141,993

Table IV-17, cont.

<u>Municipality</u>	<u>Assessment Base Taxable For Hospital Purposes</u>	<u>4 Mills Of Assessment Base Taxable For Hospital Purposes (1978)</u>	<u>Municipal Share Of Police Costs (1976)</u>	<u>Municipal Share Of Police Costs In Excess of 4 Mills of Hospital Base Assessment</u>	<u>50% Of Police Costs in Excess Of 4 Mills</u>
Saanich	235,985,867	943,943	2,876,505	1,932,562	966,281
Salmon Arm	35,672,645	142,691	207,517	64,826	32,413
Squamish	51,380,216	205,521	234,320	28,799	14,400
Summerland	21,012,238	84,049	83,119	-	-
Surrey	426,416,224	1,705,665	3,608,562	1,902,897	951,449
Terrace	33,772,721	135,091	378,671	243,580	121,790
Trail	80,131,983	320,528	279,553	-	-
Vancouver	2,140,210,980	8,560,844	27,504,237	18,943,393	9,471,697
Vernon	75,768,685	303,075	409,665	106,590	53,295
Victoria City	289,481,166	1,157,925	3,583,059	2,425,134	1,212,567
West Vancouver	199,246,828	796,987	1,546,431	749,444	374,722
White Rock	44,971,722	179,887	344,153	164,266	82,133
TOTAL	\$8,546,017,728	\$34,184,072	\$72,684,631	\$38,854,467	\$19,427,250

5. POLICY OPTION E¹

Under this option, all municipalities responsible for policing would be reimbursed by the province for 50% of "eligible police costs" in excess of 6 mills.²

(a) Basic Principles

The following two principles were outlined and described for Policy Option D, and apply here as well (refer to Policy Option D for amplification);

- i) WHEN DEVELOPING COST SHARING FORMULAE, CONSIDERATION SHOULD BE GIVEN TO A MUNICIPALITY'S ABILITY TO PAY.
- ii) EXTRA EXPENDITURES INCURRED BY "CORE" CITIES, TRADING CENTERS AND OTHER MUNICIPALITIES EXPERIENCING HIGH CRIME SHOULD BE TAKEN INTO ACCOUNT.

(b) Guidelines for Financing and Operation

Municipalities responsible for policing would be reimbursed by the province for 50% of "eligible policing costs" in excess of 6 mills (using assessment base taxable for hospital purposes). The definition of "eligible policing costs" would have

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1. This policy option is based on the cost sharing model now being used in Saskatchewan. Refer to Chapter III for further details.
 2. Using assessment base taxable for hospital purposes.

to be clearly defined. For illustrative purposes total municipal portion of policing costs (excluding accommodation) has been used here.

Based on 1976 costs, this option would have cost the province \$12,411,006.

See Table IV-18 for a breakdown of grants which would have been received by individual municipalities under this policy option.

TABLE IV-18

GRANTS TO MUNICIPALITIES UNDER POLICY OPTION E
(Based on 1976 Costs and 1978 Assessment Data)

Municipality	1978 Assessment Base Taxable For Hosp- ital Purposes	6 Mills Of Assessment Base Taxable For Hospital Purposes (1978)	Municipal Share Of Police Costs (1976)	Municipal Share Of Police Costs In Excess Of 6 Mills Of Hospital Base Assessment	50% Municipal Share of Costs In Excess Of 6 Mills
Abbotsford	\$ 47,378,637	\$ 284,272	\$ 278,556	\$ -	\$ -
Burnaby	635,650,218	3,813,901	4,059,700	245,799	122,900
Campbell River	99,298,528	595,791	421,305	-	-
Central Saanich	33,225,765	199,355	250,885	51,530	25,765
Chilliwack Mun.	30,356,144	182,137	342,028	159,891	79,946
Chilliwack Twsp.	84,602,852	507,617	438,161	-	-
Coquitlam & Pt. Coquitlam	272,954,819	1,637,729	2,082,018	444,289	222,145
Courtenay	28,376,970	170,262	167,945	-	-
Cranbrook	48,337,049	290,022	422,478	132,456	66,228
Dawson Creek	25,429,704	152,578	303,650	151,072	75,536
Delta	251,619,104	1,509,715	2,262,265	752,550	376,275
Esquimalt	41,960,910	251,765	563,782	312,017	156,009
Ft. St. John	20,447,537	122,685	321,280	198,595	99,298
Kamloops	245,704,311	1,474,226	1,771,936	297,710	148,855
Kelowna	223,838,962	1,343,034	1,124,995	-	-
Kimberley	37,559,465	225,357	142,640	-	-

Table Iv-18, cont.

<u>Municipality</u>	<u>1978 Assessment Base Taxable For Hosp- ital Purposes</u>	<u>6 Mills Of Assessment Base Taxable For Hospital Purposes (1978)</u>	<u>Municipal Share Of Police Costs (1976)</u>	<u>Municipal Share Of Police Costs In Excess Of 6 Mills Of Hospital Base Assessment</u>	<u>50% Municipal Share of Costs In Excess Of 6 Mills</u>
Kitimat	135,093,403	810,560	359,103	-	-
Langley Twsp.	116,153,586	696,922	656,012	-	-
Maple Ridge	100,500,868	603,005	679,064	76,059	38,030
Matsqui	108,355,023	650,130	1,037,231	387,101	193,551
Merritt	15,772,202	94,633	165,259	70,626	35,313
Mission	47,670,161	286,021	450,838	164,817	82,409
Nanaimo	175,032,106	1,050,193	844,419	-	-
Nelson	29,226,986	175,362	390,191	214,829	107,415
New Westminster	167,833,901	1,007,003	2,224,000	1,216,997	608,499
N. Cowichan	102,152,569	612,915	343,803	-	-
N. Vancouver City & Dist.	445,978,021	2,675,868	2,419,535	-	-
Oak Bay	66,391,761	398,351	551,982	153,631	76,816
Penticton	79,296,169	475,777	527,965	52,188	26,094
Port Alberni	116,072,623	696,436	581,315	-	-
Port Moody	68,682,716	412,096	530,832	118,736	59,368
Powell River	108,853,073	653,118	377,085	-	-
Prince George	291,997,450	1,751,985	1,628,339	-	-
Prince Rupert	88,778,224	532,669	521,062	-	-
Quesnel	57,607,232	345,643	248,084	-	-
Richmond Twsp.	463,777,404	2,782,664	2,139,096	-	-

Table IV-18, cont.

<u>Municipality</u>	1978 Assessment Base Taxable For Hosp- ital Purposes	6 Mills Of Assessment Base Taxable For Hospital Purposes (1978)	Municipal Share Of Police Costs Of Police Costs (1976)	Municipal Share Of Police Costs In Excess of 6 Mills Of Hospital Base Assessment	50% Municipal Share Of Costs In Excess Of 6 Mills
Saanich	235,985,867	1,415,915	2,876,505	1,460,590	730,295
Salmon Arm	35,672,645	214,036	207,517	-	-
Squamish	51,380,216	308,281	234,320	-	-
Summerland	21,012,238	126,073	83,119	-	-
Surrey	426,416,224	2,558,497	3,608,562	1,050,065	525,033
Terrace	33,772,721	202,636	378,671	176,035	88,018
Trail	80,131,983	480,792	279,553	-	-
Vancouver	2,140,210,980	12,841,266	27,504,237	14,662,971	7,331,486
Vernon	75,768,685	454,612	409,665	-	-
Victoria City	289,481,166	1,736,887	3,583,059	1,846,172	923,086
West Vancouver	199,246,828	1,195,481	1,546,431	350,950	175,475
White Rock	<u>44,971,722</u>	<u>269,830</u>	<u>344,153</u>	<u>74,323</u>	<u>37,161</u>
TOTAL	\$8,546,017,728	\$51,276,103	\$72,684,631	\$24,821,999	\$12,411,006

CHAPTER V

REGIONAL DELIVERY OF POLICE SERVICES

A. INTRODUCTION

The fourth term of reference of the Task Force reads as follows:

"To examine the possibility of regional delivery of police services and the costing implications therein".

"Regional delivery of police services" was considered by the Task Force to include the following:

- a) Co-operation on a formal basis between two or more forces to provide one or more types of police services.
- b) Amalgamation of two or more provincial police¹ detachments with one or more provincial detachments.
- c) Contracts between a regional district and the provincial police to provide partial or total police protection within the region.
- d) Amalgamation of two or more RCMP municipal detachments to provide policing services to the combined area.
- e) Establishment of regional police force (other than the RCMP) to police all or part of a regional district, to be administered by the regional district or some other 'agency'.

1. Provincial policing in B.C. is provided by the RCMP, under contract.

This section will briefly outline some of the principles behind the regional delivery concept. Section B deals with Canadian experience in regional policing, followed by a discussion in the next section of the relationship of provincial policing to regional delivery. In Section D, claimed advantages and disadvantages of regional police forces are discussed. Section E presents the Task Force's findings with respect to the five definitions of "regional delivery" outlined on the previous page. Included in the final section is a discussion on "'Municipal Type' Regional Police Forces". Some models for a regional force in the Greater Victoria area or Capital Region are suggested.

There appear to be two primary reasons for considering the amalgamation of regionalization of policing services: first, it may be a more economic means of providing the service; secondly, a higher level¹ of police service may be possible at the same cost, if not for less. A third element, largely philosophical, is the question of whether or not a large urban area can properly be looked at as a series of separate entities, or whether the problems and costs of at least certain types of service delivery (e.g., the police) should be shared equally among city core dwellers and suburbanites alike.

Policing is unquestionably an expensive public service, and appears to be consuming an ever-increasing proportion of municipal expenditures. As pointed out in a 1974 report done in Ontario,² policing costs are generally rising at a much greater

1. "Higher level of police service", "better quality policing", etc. are difficult to measure. Whether or not certain techniques are "better" is a highly subjective decision. For example, is it better to have policemen employed in a specialist squad, or assign them to walk the beat?
2. Task Force on Policing in Ontario, Police are The Public and The Public are The Police, pp. 108-111.

rate than municipal revenue, to the point where it appears likely that communities will not be able to afford to maintain the present level of service in the future unless action is taken. "There is therefore, a very real potential crisis in financing municipal policing services. This crisis could result in the imposition of constraints to growth."¹ The evidence indicates that similar trends of escalating policing costs have developed in B.C., and that new approaches and action-oriented programs must be developed here as well, if we are to avert the kind of crisis alluded to in the Ontario report. The implementation of regional policing has been suggested as one partial solution.

In addition to financial problems, the literature² identifies numerous other factors which are likely to affect the quality of policing in metropolitan areas.

For example, urbanization has occurred at an alarming rate, causing economic and social problems which place new pressures on policing. In their efforts to combat rising crime rates and the many other problems associated with urban areas, police executives have emphasized complex technology and new methods. The result has been a breakdown in communications between the police and the public. In addition, overlapping and fragmented jurisdictions have developed, and in some cases the accelerated growth in some rural and suburban areas has severely strained existing resources. Too rapid development has left some police forces ill-prepared to cope with modern policing problems.

1. Ibid: p. 110
2. See, for example, Norrgard, David L., Regional Law Enforcement, Public Administration Service, Chicago, 1969.

B. CANADIAN EXPERIENCE

In an effort to improve the provision of police services in various regions of Canada, recommendations have been made, and some forces organized, based on a regional police model.

For example, in 1974 the Task Force on Policing in Ontario¹ stated that to avoid duplication, overlap or fragmented responsibility, only one force should operate within a given region or municipal jurisdiction and should be responsible for the entire delivery of police services in that area, with the only exception being policing of King's Highways and provincial parks. They recommended that separate regional forces operate in ten regional municipalities of the province and deliver all police services. The Ontario Police Commission has also made strong representations favouring the regionalization of police services.

As a result, the most extensive experience with regional policing has occurred in the Province of Ontario, with the formation of nine regional departments during the 1970's. These followed the establishment of the Metropolitan Toronto Police Department in 1957, at which time thirteen separate police departments were amalgamated.²

1. Task Force on Policing in Ontario, The Police are The Public and The Public are The Police, p.43,150.

2. See Appendix 10 for brief history of Metro Toronto Police.

Although several feasibility studies have been conducted in Ontario, there does not appear to have been any scientific evaluation conducted on the results of the regional policing approach. There is, however, much subjective evaluative comment available.

Members of the Task Force visited six regions¹ in Ontario and held discussions with senior police officials, members of local police commissions, regional district administrators and local council members. In addition, interviews were conducted with members of the Ontario Police Commission, including Mr. Edward Hale, Chairman of the Task Force which recently studied policing in Ontario.²

Although there were generally mixed feelings concerning the concept of regional government (which had been imposed by the Provincial Government), those interviewed were almost entirely in favour of regionalized police. There was general agreement that of all the services regionalized to date, policing makes the most sense and seems to be working well.

In Ontario's regional approach, two levels of government exist at the "municipal" level: local councils and regional councils, both with different functional responsibilities. Policing is a regional responsibility in those areas of Ontario

1. Niagara, Hamilton-Wentworth, Metro-Toronto, Halton, Kitchener-Waterloo, and Peel. The other four regional forces, not visited are: Durham, Haldimand-Norfolk, Sudbury and York.

2. See their report: Task Force on Policing in Ontario, op. cit.

where regionalization has been implemented extensively. A "Regional Board of Police Commissioners" has been established in each case, which in addition to other responsibilities provides policy guidance to the Chief of Police and approves the budget.

Composition of these five-member boards is: two members appointed by the Regional Council, two by the Provincial Government, and a judge as Chairman, also appointed by the Province.

The Regional Council administers the police budget (which usually consists of approximately 50% of the total regional budget), and assesses residents on an equalized assessment formula basis.

Problems, costs, and benefits will be dealt with later in this Chapter. In summary, however, it may be said that the overall undocumented opinion of those we spoke to in Ontario is that a much better level of police service is being provided at approximately the same cost as if regionalization had not occurred.

In 1974, the Finance Department for the Regional Municipality of Ottawa-Carleton¹ concluded that a regional police force for Ottawa-Carleton would provide uniform police service and a substantial upgrading in specialized police services throughout the region. In 1976, the Mayo Report² again recommended that the four municipal forces in Ottawa-Carleton

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1. The Finance Department, Regional Municipality of Ottawa-Carleton, Implications of Regional Policing in Ottawa-Carleton, Regional Municipality of Ottawa-Carleton, 1974, p.20.
 2. Mayo, N.B., Report of the Ottawa-Carleton Review Commission, Ministry of Treasury, Economics and Intergovernmental Affairs, Province of Ontario, 1976, p.192.

region be amalgamated into a regional police force, and that the force undertake policing in those municipalities now policed by the Ontario Provincial Police. The report stated that amalgamation of municipal forces in the Ottawa-Carleton region would present several benefits, both in terms of cost and level of service.

In summarizing the reaction in Ontario to regionalized policing, the report by the Ottawa-Carleton Finance Department stated:

"The Police Departments, the Ontario Police Commission, and the Ministry of the Solicitor General, all appear to be pleased with the operation of the ten regional police forces in Ontario. The efficiency and economy of the police force in the regions is generally regarded as having worked out well."¹

Appendix 10 contains a description of the Metropolitan Toronto regional force, Canada's first experience in regional policing, and its largest regional force.

In addition to the ten regional police forces in Ontario, Winnipeg is the only other Canadian City with a "regional" force.

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1. Ottawa-Carleton Finance Department, op cit, p.19.

After a series of small amalgamations among the 13 police forces in the Greater Winnipeg area, the remaining eight forces were combined into one on October 21st, 1974. Originally operating as a metropolitan (two-level government) force, the Winnipeg Police are now considered a city force under the new uni-city concept. The Chief of Police reports through a City Police Commission made up of 3 members of City Council and two "citizens" appointed by the three council members.

The Task Force interviewed members of the City of Winnipeg Police Department, Chairman and member of the Police Commission, former members of both the city and (now defunct) metro councils, and present council members representing both the former "inner city" and outlying municipalities. A wide range of opinion was expressed concerning the impact of the unified police force, although no formal evaluation has been conducted.

Generally those from within the inner city or on the police department felt that uni-city policing was working well and providing a significantly higher level of service to all areas. Most seemed to feel it was probably costing more, but worth it.

Those from areas outside the former inner city tended to feel that service was good, but not necessarily any better than before. Although they recognized that the availability of specialized and centralized services is an asset, this improvement is somewhat nullified by the loss of community identity they previously felt with their own force, and the special relationships they enjoyed with individual members. Nearly everyone interviewed from the suburban areas was of the opinion that the unified force was more expensive.

C. EFFECT OF PROVINCIAL AND MUNICIPAL CONTRACT POLICING
ON THE REGIONAL CONCEPT

If a regional police force is to be established, decisions must be made in relation to policing rural areas. In Ontario, each regional municipality has followed separate patterns in determining the role of the Ontario Provincial Police in their regions. According to the studies done for the Ottawa-Carleton region¹ three options are available regarding this issue.

- (1) Complete regionalization of police services which would mean the disappearance of the provincial police operation in the region. The rural areas and provincial highways would be patrolled by the regional force.
- (2) A phase out operation in which the services of the provincial police force are gradually reduced over a period of time (in Ontario, a five-year phase out plan has been used).
- (3) Contracting by the region for the retention of provincial police services to the rural areas.

This report also recommended² that discussions with the provincial police force should commence early in the planning process to work out an agreement for policing the rural areas of the regional municipality, to enforce local and regional

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1. The Finance Department, Regional Municipality of Ottawa-Carleton, op cit.
 2. Ibid, p.5.

by-laws, and to determine costs for that service. In addition the report recommends that regardless of which police force patrols the area municipalities concerned, that there should be two separate tax levies for police service - one urban, and one rural.¹

In Winnipeg there were no provincial police present² in the metropolitan area and therefore no need to deal with the issue. The one RCMP contract municipality of Charleswood had previously been amalgamated with the City of Winnipeg, with the full co-operation of the RCMP.

British Columbia has a contract with the RCMP for provincial policing; in addition, in 1977/78 there were forty-four municipalities in B.C. with RCMP contracts for policing services. Details concerning these contracts are covered elsewhere in this report.³

In considering regional policing possibilities, however, the fact that B.C. utilizes the RCMP rather than maintaining its own provincial force (as is done in Ontario) has significant ramifications. RCMP members assigned to both provincial and municipal duties are also expected to perform federal work as needed. As mentioned previously in this report, this "two hatted" role is recognized by the Federal Government and considered

when developing their contractual arrangements. Because of the nature of police duties, it is difficult to establish the extent to which a detachment's work load would be reduced if federal duties were not included. It thus becomes difficult to predict how many members a regional force would require to police an area formerly covered by the RCMP and the extent to which costs would be affected. However, the Task Force is of the opinion that if an RCMP jurisdiction was turned over to a regional force, the likely result would be the loss of federal dollars which would have to be replaced by provincial or municipal funding.

1. Ibid, p.14, 22.

2. In Manitoba, provincial policing is done by the RCMP under contract with the province.

3. Appendices 4, 5, and 6 contain the various RCMP contracts.

D. ADVANTAGES AND DISADVANTAGES OF REGIONAL POLICING

A review of the literature brings out a fairly standard set of arguments for and against the regionalization of police forces. These are presented below with brief explanations, and the Task Force's perceptions as to how these arguments stand up in the face of the actual experience in Ontario to date. Finally, our opinions are given on whether or not the points made are applicable in British Columbia.

The arguments presented can best be divided into two primary categories: cost and quality. That is, is regionalization of policing cheaper or more expensive, and does it provide a higher or lower quality of police service to the community?

1. Cost Aspects Related to Regional Policing

(a) Salaries

According to the experience in Ontario, a regional police force would save little, if any, in salaries as no decrease in the strength of the force is likely to be experienced. In an area where several police forces exist, and therefore several chiefs and deputy chiefs, it would appear that overall wage costs may decrease somewhat because fewer senior ranks would be required in the regional force.

However, because there is usually a prohibition against lowering existing salaries or giving demotions, the new force begins with more senior ranks and some higher salaries than are required, resulting in additional salary costs over the medium term. (Unnecessary senior ranks are eliminated eventually through

natural attrition.) There is also a tendency on the part of some forces immediately prior to amalgamating to make extra promotions, so that "their" men can benefit most from the new system.

In addition, payroll costs may increase as a result of the "amalgamation" of the collective agreements in the region. What has occurred to date is that the highest salary scales in the region, as well as the most lucrative of the current fringe benefit programs, have been awarded to all police members under a single new contract. Unless all amalgamated forces are at a par to begin with, then additional salary costs are likely to be incurred.

Overall, it is unlikely that any cost savings would accrue to a regional force in the area of salaries and fringe benefits.

(b) Economies of Scale

However, reports¹ state that, notwithstanding the salary situation discussed in (a) above, cost savings could occur in areas such as:

- i) Centralized communication system (reduction of cost through economies of scale in manpower costs and capital equipment usage).
- ii) Central records file (reduction in clerical staff involved, reduction of record typing and duplication costs, reduction of filing space costs).

1. For example: Mayo, H.B., op cit.

- iii) Purchase of equipment through bulk purchasing procedures.
- iv) Support staff requirements.
- v) Administrative costs.
- vi) Space requirements in separate, individual municipalities and in planned expansions would be reduced.
- vii) Court liaison costs could be reduced (for example, in the Ottawa-Carleton region, all municipal forces supply an officer on a daily basis for court purposes; amalgamation could return some of these officers to field service).

In relation to (i) and (ii) above (ie., centralized communication systems and record files) Mayo noted these functions do not entail high conversion costs to amalgamate them as many people mistakenly believe.

(c) Provincial Grants for Regional Policing

In Ontario, however, the main economic argument for a regional police force is the substantial additional monies granted by the province to regionalized forces. For example, the province of Ontario's per capita grants to regional and area municipalities are outlined below:

<u>Municipalities</u>	<u>1973</u>	<u>1975</u>	<u>1977</u>
Regional	\$5	\$12	\$15
Area	\$3	\$ 8	\$10

As these figures indicate, regional municipalities in 1975 through 1977 received 50% higher per capita grant than area municipalities. This is seen as reflecting encouragement from the province to create regional forces.

Per capita costs for policing in cities, on average, is slightly higher than in regional areas. The following information was supplied by the Ontario Police Commission and is exclusive of any grants:

<u>Police Per Capita Costs in Ontario</u>		
	<u>1975</u>	<u>1976</u>
Regional Municipalities ¹	\$35.91	\$38.67
Cities ²	36.42	42.13
Metro Toronto	54.26	63.12

1. For 9 regional municipalities, excluding Metro Toronto.
2. For 21 cities over 25,000 population.

Mayo¹ compared the costs to municipalities in the Ottawa-Carleton region under both regional and non-regional systems. As may be expected, taking into consideration the higher provincial subsidies for regionalized versus non-regionalized police forces, he found the net per capita cost of policing would lower if the four municipal forces were amalgamated.

There are no specific grants for policing in Manitoba, so this element was not a factor in the unification of metropolitan Winnipeg forces.

1. Ibid, pp.186,187.

At present there are no policing grants given to municipalities by the Province of British Columbia, except for special grants for newly-amalgamated municipalities, and for those which become responsible for policing for the first time.

(d) Equalized Police Costs

Policing costs tend to vary widely among municipalities in a metropolitan area, and in adjoining suburban and rural areas. Adherents of the concept that the entire metro area or region should be considered one socio-economic unit, point out that regionalization of policing services would facilitate the equalization of police costs throughout the region.

The report by the Regional Municipality of Ottawa-Carleton noted that even if the cost to some municipalities (generally the smaller ones) was increased as a result of a regionalized force, those municipalities would benefit from a much more specialized police force. In addition, one must take into account the degree to which the smaller forces rely on the resources of the larger municipalities in the region. While it cannot be documented in precise detail, there is little doubt that this reliance would represent a sizeable subsidy to the smaller forces.

Another factor for consideration is that in highly urbanized areas, the core city police department assumes costs arising from the large influx of people that commute into the core every day to work, and to participate in the night life of the city. The crimes, traffic problems and accidents, and calls for service attributed to this transient non-resident population add significantly to the workload of the city police and to the costs for policing incurred by city property owners.

For example, per capita police costs for the five municipalities in the Greater Victoria area in 1976 were as follows:¹

Victoria	\$57.28
Saanich	39.20
Esquimalt	37.45
Oak Bay	31.26
Central Saanich	<u>33.84</u>
Weighted Average	\$44.45

Assuming no change in the cost of policing if the five forces were amalgamated, then the per capita rate would be \$44.45 per year for everyone in the region. In theory this recognizes that Victoria City is the commercial centre for the entire metropolitan area, creating a policing need whose cost should not be borne exclusively by Victoria property owners.

(e) Start-Up Costs

In amalgamating separate municipal police forces into a regionalized force a number of transitional and start-up costs would be incurred as part of the re-organization. The report of the Regional Municipality of Ottawa-Carleton noted that with special transitional police service grants and one time start-up grants, substantial monies were available from the province in addition to the differential in municipal and regional police grant structures. The report also stated that initial transitional aid and start-up grants should be a

1. For more detailed cost/population data, see Table V-7.

prerequisite and separately negotiated agreement with the province, emphasizing that if a province and regional municipality could not come to terms on these special grants, then the cost would have to be borne by the regional municipality, a totally unacceptable arrangement.

The start-up grants arranged for in Ontario were in recognition of the fact that expenses would be incurred to:

- i) standardize uniform design,
- ii) issue new identification cards, badges, shoulder flashes, etc.,
- iii) change over vehicles,
- iv) design and purchase new stationery, report forms, etc.,
- v) train members in new procedures,
- vi) amalgamate records systems, files (case reports, detective, personnel, etc.), communications systems, etc.,
- vii) consolidate a variety of other functions,
- viii) plan the entire process; etc.

In Winnipeg, a start-up grant of about \$400,000 was received from the province for unification.

It should be assumed that in any regionalization of police forces attempted in British Columbia, one-time start-up and transitional costs similar to those described above would be experienced.

2. Arguments Against Regional Policing

There are a number of arguments against amalgamation of police forces into one regional force. The major arguments are listed below (other than those which are cost-related and have been covered in the previous section).

(a) Staff Problems

i) Assimilation of Senior Staff

In York, for example, there were problems of having to incorporate 14 police chiefs and senior staff. In many regional areas the extra police chiefs were made deputies. The Ontario Police Commission Report¹ (Taylor and Davies, 1968) stated that on amalgamation there should be no personal economic dislocation as a result of regionalization but that pay should not determine the rank at which senior staff remain after amalgamation. Quite apart from economic considerations, however, are the human and organizational concerns. On the one hand, good morale must be established within the management team and the best use made of the available expertise, knowledge, experience and competence; on the other, it is often a hard fact that some senior police officers are either incompetent or are totally embittered by the regionalization process, yet must be suitably placed within the new organization. It may be expected that problems of this

1. Taylor, F.K. & F.E. Davies. A Study on the Feasibility of the Amalgamation of Police Services in the Southern Sector of York County. Ontario Police Commission, 1968.

type will develop, but probably phase out over a three to five year period. The Task Force on Policing in Ontario noted that a particular management style is required to accomplish the absorption of manpower into a larger force, ensuring that people are treated in a fair and equitable manner, and yet producing the best possible management results.

ii) Staff Dissatisfaction

Arguments have been made that reorganization of staff within a region would result in hardship for some personnel due to excessive travelling. Another problem raised was that, during a reorganization, dissent could exist stemming from staff's uncertainty about their role, rank and responsibility in a larger organization. According to Mayo, these problems present no great obstacle. In several of the Ontario regions, agreements were made that police members would not be transferred more than a specified mileage from their original station unless they consented. This has caused some management problems, but will eventually phase out as the rule does not apply to new recruits. No such rule was adopted in Winnipeg, and the travel problem does not appear to be an issue there. (One should expect the travelling situation would be less of an issue in a metropolitan area than in a large region.)

The Task Force found no large measure of dissent at the field level in any of the Ontario forces visited, nor in Winnipeg. Police unions have been quick to respond to the possibility of amalgamation, and have taken the necessary steps to ensure that none of their members suffered. In Greater Winnipeg, the police unions were amalgamated and organized well in advance of the official unification.

In terms of the general reaction of staff to regionalization in Ontario, Mr. M. Cameron (President of the Ottawa, Ontario and Canadian Police Associations, 1976) was quoted as stating that the overall consensus in the existing regional forces in Ontario was in favour of regionalization.¹

- (b) A Regional Police Force will be Less Personalized and Less Subject to Local Input and Control

The argument has been made² that with a regional force, the police would be removed from close contact with the residents of local municipalities; that local municipalities do not all have the same policing problems and therefore their own police force can best deal with local situations. As well it has been suggested that local residents take more pride in local forces. In 1965, the only concern articulated about the Metropolitan Toronto police force by the Goldenberg Royal Commission on Metropolitan Toronto was that the force was too centralized. Concern has often been expressed by members of Toronto's Metro Council, particularly the late Metro Chairman, Albert Campbell, that a unified police force had reduced the contact between the force and the citizenry.³ Mayo⁴ concluded that the argument was questionable that smaller police forces maintain greater rapport with the public they serve. The Regional Municipality of Ottawa-Carleton Report stated that impersonalization can be minimized in regional forces: a) in the short run by maintaining

1. Mayo, op cit, p. 191.

2. Ibid, p. 184.

3. Royal Commission on Metropolitan Toronto, Background Report. Public Safety Services in Metropolitan Toronto, 1975.

4. Mayo, op cit, p191.

the local police precincts, and b) in the long run by maintaining units for given areas of the region.

A similar concern is the perceived loss of direction and control that local councils have over their police operations. Once their force has been "absorbed" into the regional operation, the opportunity for input into, and direction over, local policing policy is seen to be considerably lessened. This concern can lead to considerable resistance at the local level to the introduction of regional policing. As a result, in other Canadian provinces, it has been necessary for the Provincial Government to impose the regional policing concept in order for it to be implemented.

The Task Force's finding in regard to this disadvantage may be summarized as follows: a) in smaller communities the people, especially local politicians and businessmen, know their police better, and like the idea; b) it is questionable whether close political control over policing at the local level is always advantageous; c) the concerns expressed in the previous two paragraphs represent the strongest objection to a regional policing concept.

(c) There is no Apparent Need for Regionalized Forces:
Present Arrangements are Satisfactory

The argument to maintain the status quo has frequently been raised.¹ Most municipalities appear to be relatively satisfied with their policing service, and although some "minor"

1. See Appendix 11 for a summary of arguments given for and against unification of police forces in Metropolitan Toronto in 1955.

inadequacies may be apparent, they are not sufficient to merit going through the trauma of regionalization. Even though there may be some obvious gains, opponents to any form of amalgamation tend to feel that present cooperation between forces and informal arrangements for provision of various services are basically satisfactory. The cliché that "bigger is not necessarily better" was heard by the Task Force on several different occasions.

(d) Urban/Rural Split

In large regions, such as the regional districts now established in British Columbia, there is generally a mixture of urban development, suburban fringes, and a great deal of sparsely populated rural area. This raises the question as to whether or not rural territory can be adequately policed by a municipal-type regional force, or whether this type of policing can best be carried out by the provincial force (in B.C., the RCMP). If the latter is true, then administrative and jurisdictional problems may develop within a region which attempts to utilize both regional and provincial policing. Each regional municipality in Ontario has followed a separate pattern in determining the role of the Ontario Provincial Police in their region. In Niagara, for example, after the formation of the Regional Police Force, a number of jurisdictional disputes lingered. Most regions, however, including Niagara, gradually phased out the O.P.P. over a period of years and assumed responsibility for policing the entire region. In some cases this created a problem wherein rural taxpayers were being assessed for policing by the region, but were not receiving the services of the regional force. The question of involvement of

rural areas is discussed elsewhere in this report, but the alternative solutions proposed to deal with this potential problem are: a) a two-level tax assessment, at least during the phase-in period, or b) retention of provincial policing services in rural areas.

(e) Planning Process

A fifth major area identified as a potential problem with reorganization involves the planning process prior to and during amalgamation. For example, it has been stated¹ that major problems occurred in Sudbury as a result of expanding the police force too rapidly without giving enough study to equipment needs and similar concerns. Issues such as composition of the regional Police Commission, involvement of municipal political bodies at an early stage, discussions involving the role of provincial and federal forces, and management style during the changeover have all been raised as only a few of the important issues to be taken into consideration. The point to be made here is that, in any form of major re-organization involving two or more forces, a lengthy planning process will be required. This process is bound to be both expensive and disruptive to the organizations involved, and likely to invoke disagreement and engender bad feelings around previously uncontroversial issues.

i. Finance Department, Regional Municipality of Ottawa-Carleton, op cit.

3. Arguments For Regional Policing¹

Several potential advantages of a unified force in a region involve issues such as spreading the financial load equally among the various municipalities, saving money through central control of purchasing and economies of scale, and other cost-related matters, many of which have been discussed earlier in this section. The items listed below are some of the non-cost related arguments which have been raised in favor of regionalized forces:

- a) Many fragmented, overlapping and duplicate police services could be consolidated under one force.
- b) Equipment, vehicles and personnel of the former municipal forces would be available when necessary throughout the region for use in industrial disputes, strikes, riots or emergencies requiring extra police coverage.
- c) Specialized services would likely be provided uniformly across the region under an amalgamated department.
- d) A unified force would provide better control over the criminal element living in or infiltrating the general area, by making it possible to provide adequate surveillance of such persons.
- e) The entire metropolitan area would have the benefit of central: a) morality branch, b) traffic branch, c) criminal investigation branch, d) criminal identification branch, e) canine unit, etc.

1. See also, Appendix 11.

- f) Centralized communication system, providing:¹
- improved coordination and monitoring of mobile and foot patrol police,
 - an increase in effective police strength for field operations because some staff would be released from existing communications stations,
 - delays which would have existed under separate forces would be removed in emergency and critical situations where speed is an important factor in apprehending an offender.
- g) Central records file providing:²
- Uniform accessibility to all information gathered by police personnel throughout the region,
 - more efficient processing of information upon which the deployment of investigation and surveillance personnel is based,
 - elimination of delays involved in searches of several police files.
- h) A standard method of recording criminal occurrences, one system of reporting, and the use of standardized forms should lead to an improvement in the analysis of crime and the development of preventive measures for the entire area.

1. As outlined by Mayo, op cit.

2. As outlined by Mayo, op cit.

- i) A single board would be the police governing authority for the region. This would facilitate uniform enforcement of the Criminal Code and other statutes, and establish a standard policing policy throughout the area.
- j) The Chief of Police and the Board would be able to function with a minimum of local political interference.
- k) A planning unit would be possible in the amalgamated force, allowing for long range planning on a permanent basis, taking into consideration the anticipated projected growth and development of all the municipalities.
- l) Any differences which exist in wage schedules and fringe benefits for police officers doing similar work in adjoining municipalities would be eliminated.
- m) In the larger organization, police personnel would likely have better opportunities for promotion, to work in geographic locations of their choice, and to select the specialty or other type of police work in which they may be interested.
- n) A larger force will allow more flexibility to arrange training for staff (small forces can tend to postpone attendance due to lack of coverage); also, the resultant increase in trained men, plus the training of selected personnel in specialized areas, should increase success in investigation of crime and assure a superior police service.

E. REGIONAL DELIVERY OF POLICE SERVICES IN BRITISH COLUMBIA

On the first page of this section dealing with regional policing the Task Force laid out five types of consolidated delivery of police service which were to be considered. Following is a brief review of our findings with respect to each of the five types.

First, a summary of the policing structure in British Columbia.¹

There are twelve municipal police forces within the province. In terms of their relationship with regional districts, five are located within the Capital Region (Victoria, Saanich, Esquimalt, Oak Bay and Central Saanich); five in the Greater Vancouver Region (Vancouver, Delta, New Westminster, West Vancouver, and Port Moody); one in the Central Fraser Valley Region (Matsqui); and one in the Central Kootenay Region (Nelson).

There are forty-four other B.C. municipalities with a population in excess of 5,000, which have elected to contract with the Attorney General to have him provide policing services by means of the provincial force (i.e., the RCMP).

1. For more complete information on policing in B.C., please refer to Chapter I.

1. Formal Co-Operation Between Forces

The first approach considered was previously described as:

Co-operation on a formal basis between two or more forces to provide one or more types of police service .

An examination was conducted by the Task Force of all police services which were considered to be conducive to a consolidative or cooperative approach. Several factors became evident as a result of this aspect of the study:

- a) There is a very high level of cooperation on an informal or ad hoc basis among police in the municipalities with their own force, among RCMP detachments, and between the RCMP and the twelve municipalities with their own police forces. This applies particularly in emergency situations, as well as to short-term loan of manpower and/or equipment for specific purposes.
- b) The (RCMP) Canadian Police Services provides the specialized services of:
 - Crime Detection Laboratory (CDL)
 - Identification Services (CIS)
 - Canadian Police College Courses (CPC)
 - Canadian Police Information Centre (CPIC)to all RCMP detachments and municipalities with their own forces in the province, with the exception that the Vancouver Police Department provides its own laboratory facilities and identification services.

There is no direct charge¹ for these services to the province or to municipalities (whether policed by their own force or under contract to the RCMP). No significant complaints were registered regarding the quality of service provided.

- c) Many other specialized services² are provided to all RCMP municipal and provincial detachments, and to the twelve municipal forces, either from within their own resources, or from a nearby detachment, police department, sub-division, district, "E" Division Headquarters or Ottawa.
- d) There are a few cost-sharing arrangements between municipalities, principally in the Greater Victoria area. Included are:
 - i) Saanich Police provides telephone answering and dispatching service to Central Saanich during hours when the latter office is unattended: (annual fee, \$12,000, plus \$1,400 to B.C. Tel for switchover capability).
 - ii) Saanich Police provide identification service to Esquimalt and to Central Saanich as required: (minimum fee, \$30.00 per call, plus materials; Esquimalt budgets \$6,500 for this service).

- iii) An Emergency Response Team is manned jointly by Victoria and Saanich, and maintenance and costs are shared by the 5 Greater Victoria area forces, as follows: Victoria 39.16%; Saanich 37.66%; Oak Bay 10.13%; Esquimalt 8.90%; Central Saanich 4.15%. Maintenance costs for 1977 were \$19,583.19. Original equipment (including Van), training of ERT personnel and practice ammunition are provided by the B.C. Police Academy. In the event that ERT is called out, the municipality involved is billed for the service, and the monies received therefrom divided between Victoria and Saanich on the basis of how many members each actually supplied.
- iv) Another ERT is located in Vancouver, totally manned by the Vancouver Police Department and consisting of 11 men. All training and ammunition costs are provided by the B.C. Police Academy, who also supplied the original equipment. The team is available to any municipality on request, with a fee charged to cover salaries and overtime during the callout only.
- v) Other municipal forces, such as Matsqui, Port Moody and Delta, staff and train their own Emergency Response Teams, which could handle most incidents and crowd situations. However,

1. The province pays nominal costs for CPIC communications lines and terminals within the province, and individual municipalities provide "computer paper" for their terminals. Transportation and nominal meal charges for members attending CPC courses in Ottawa are borne by the municipality.

2. Including: Scenes of crime work, police dogs, emergency response teams, drug squad, detention facilities, special investigators, centralized purchasing, etc.

CONTINUED

3 OF 6

it is likely that another agency would have to be called in to handle any "sizeable riot" or major incident, and then be reimbursed for costs.

- vi) Forces in the Lower Mainland and Greater Victoria area, and the RCMP, supply operational manpower to the Co-Ordinated Law Enforcement Unit (Joint Forces Operations).
- vii) Victoria provides Identification Services to Oak Bay, but does not charge unless overtime is incurred.
- viii) Victoria provides detention facilities for most of the Capital Region, and charges the users on an availability/usage formula. In 1977 detention costs were apportioned as follows:

Victoria	68.1%	\$119,396.52
Saanich	6.5	11,395.19
Oak Bay	5.9	10,343.32
Esquimalt	7.4	12,972.98
RCMP	12.1	<u>21,212.58</u>
(Sub-Total) (100%)		\$175,310.59
Plus Sheriffs & Immigration		<u>16,865.18</u>
TOTAL		\$192,175.77

- ix) Sidney RCMP provides detention facilities to Central Saanich, who pay for meals only, and for guards if RCMP have no prisoners.
- x) Esquimalt Police Department budgets \$2,000 per year for training provided by the RCMP.

xi) When manpower is supplied to a community on a prolonged basis, it is not unusual to assess some fee for services rendered, particularly if there is overtime accumulated. For example, when the RCMP sent men into Kitimat from surrounding municipalities to assist with a labour dispute (1976) the municipality of Kitimat was billed by the RCMP for \$42,585.59 in overtime costs.

e) Several forces in metropolitan Victoria and Vancouver identified services which they felt could best be delivered on a regional basis, or at least improved through coordination or consolidation with another agency. These are listed below, but do not necessarily imply agreement by all forces in the area. Only rarely were service needs of this nature mentioned by forces or detachments in other areas of the province.

In the opinion of the Task Force, the major drawback to the cooperative approach, particularly when more than two agencies are involved, is that agreement about methods of operation, staffing, financial arrangements, and other administrative details may be difficult to obtain.

- i) Greater Victoria
 - 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
- Centralized Purchasing
- Training Facility for Local Needs
- Polygraph
- Vice Unit
- Court Liaison
- Riot Squad
- Special Equipment
- ii) Greater Vancouver
 - 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

Recommendations:

(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 listed in (i) above.

(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 those listed in (ii) above).

2. Amalgamation of RCMP Provincial-Municipal Detachments

The second suggested form of "regionalization" reads as follows:

Amalgamation of two or more provincial police detachments or of RCMP-policed municipal detachments with one or more provincial detachments.

The establishment of RCMP detachments under the Provincial Agreement is managed by RCMP Headquarters. Provincial detachments generally cover a large geographic area, and are placed wherever there is a justifiable need. The demand, if any, is usually for more detachments, rather than less, particularly from growing

communities who must rely on police protection from thirty or forty miles away. None of the citizens covered by the Provincial Agreement pay anything directly for policing, so financing is not a factor when considering amalgamation of provincial detachments.

There is no evidence to indicate that the amalgamation of any of the present provincial detachments would be beneficial.

It is common practice for RCMP municipal detachments to be combined with provincial detachments. In these cases, the members assigned are designated as either "provincial" or "municipal", and expenses divided between the municipality and the province. In this situation some inequity in terms of financing exists. The rural "taxpayer" pays nothing directly for policing, while the municipal property owner pays a substantial portion of the police costs attributed to the municipality.

This apparent inequity is dealt with under Chapter IV of this report, where various cost sharing options are illustrated.

Combining detachments is an RCMP prerogative and makes a great deal of sense from both economic and operational perspectives, where feasible. The Task Force encourages this approach, and feels the process has occurred in most instances where it is justified. However, there are a small number of jurisdictions where unification of provincial and municipal detachments appears to be appropriate and should be further studied.

Recommendation:

(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.

3. Provincial Police Contracts With Regional Districts

The third form of regionalization was specified as:

Contracts between a Regional District and the Provincial Police to provide partial or total police protection within the region.

This form contemplates the possibility of a "regional force" being provided by the RCMP. One advantage of this approach would be the opportunity of equalizing policing costs throughout the region if there were any municipalities involved. However, equalization may occur in any event if one of the policy options contained in this report is adopted. If not, then some consideration may be given to this concept for economic equity purposes only.

From an operational point of view, there does not appear to be any significant benefit to be derived from "regional RCMP". While some flexibility may be gained in manpower deployment, there are certain disadvantages as well. A new level of government, the Regional District,¹ would become involved in policing and create new administrative requirements.

1. At present there is no authority under the RCMP Act to contract for policing with a body other than a province or municipality.

The Task Force feels that the RCMP now provides many, if not all, the advantages of a regional force as outlined previously. Specialized services are available on request, as are additional manpower for special events, centralized purchasing, standardized reporting, etc. Except for the purpose of spreading the cost of policing more fairly over the region (if there are municipalities involved), there does not appear to be any overriding reason to involve the regional district in RCMP policing.

4. Amalgamation of RCMP Municipal Detachments

The fourth form is:

Amalgamation of two or more RCMP municipal detachments to provide policing services to the combined area.

There are four cases in B.C. where two municipalities are policed by a combined RCMP detachment, but under separate contracts: North Vancouver District and the City of North Vancouver, Langley City and Langley Township; Coquitlam and Port Coquitlam; and, Courtenay and Comox.

The same arguments for amalgamation specified under the previous two regional forms apply here as well. The Task Force commends this approach wherever distances involved do not outweigh the practicalities of amalgamation.

Recommendation:

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

5. "Municipal Type" Regional Police Forces

The final form of regional policing to be considered was:

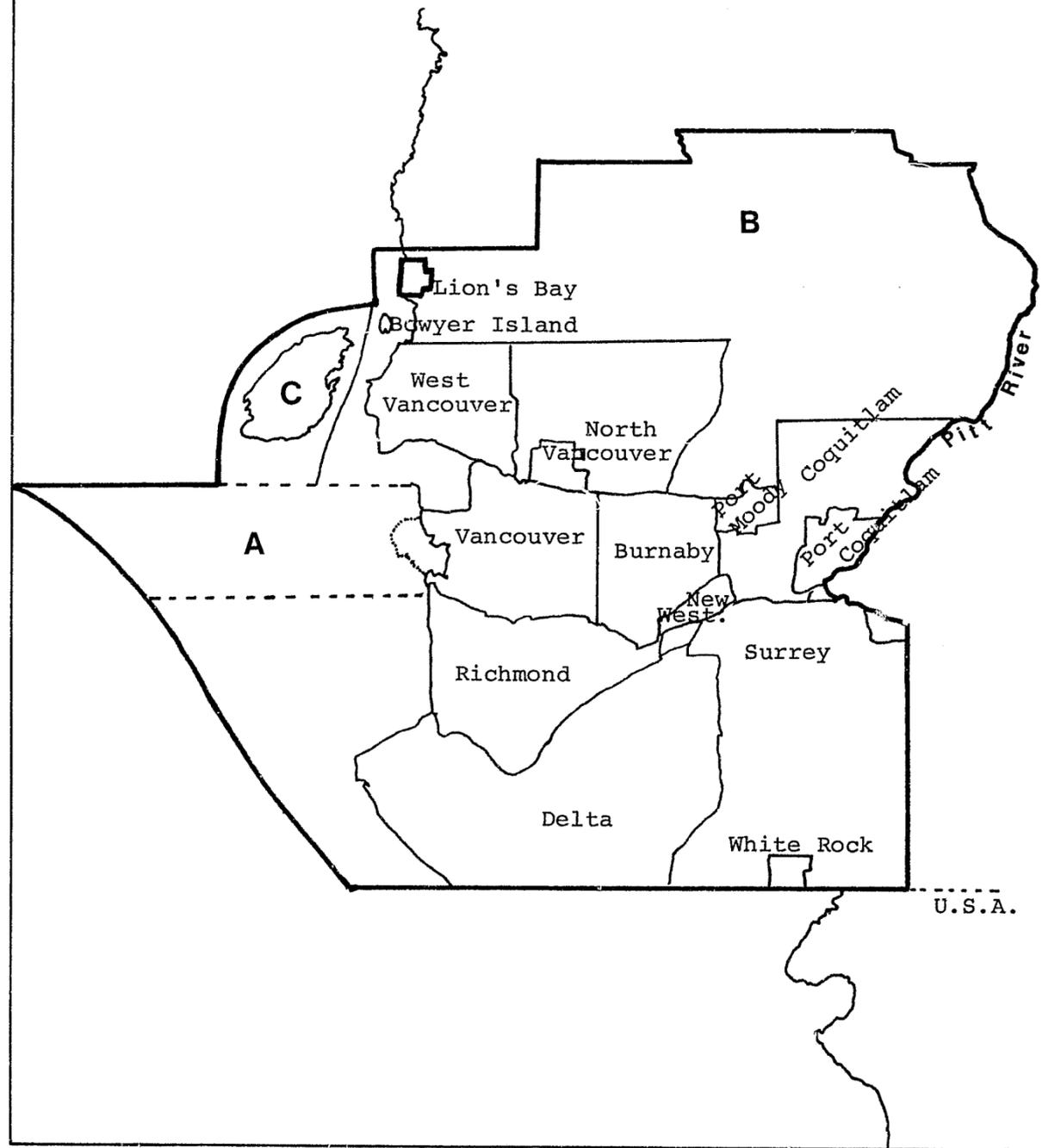
Establishment of a regional police force (other than the RCMP) to police all or part of a regional district, to be administered by the regional district or some other agency.

There are no regional police forces in British Columbia, nor is there any legislative authority at the present time which permits the administration of a police service by a regional district. Neither are there any instances in the province where a municipal police department polices more than one municipality.

(a) Regional Policing in the Greater Vancouver Regional District (GVRD)

The attached map, Figure 5, indicates the territory covered by the GVRD, which is essentially the metropolitan Vancouver area. The region covers approximately 1,000 square miles, and houses just over 1 million people (1976 census), in a highly urbanized portion of the province. Also included in the region are the mountainous stretches to the immediate north and some coastal waters and islands.

FIGURE 5
Greater Vancouver Regional District



In addition to five municipal forces, there are seven RCMP detachments situated in the region which cover nine municipalities and some unorganized territory. Total police strength for the region in 1976 (excluding federal members) was 1,914, made up of 1,206 in municipalities with their own force (63%), and 710 RCMP (37%). For a complete breakdown of the area covered and police/civilian personnel involved, please refer to Table V-1.

As stated earlier in this Chapter, there are usually two primary considerations when studying the feasibility of a regional policing approach; (a) would it be more economical, and/or (b) would it provide a better quality of service. Where there are large numbers of RCMP personnel involved, which was not a factor in either the Ontario or Winnipeg experience, a third major consideration emerges, i.e., the replacement or integration of RCMP members. In 1977 there were 731 RCMP¹ assigned to municipal detachments or unorganized territory within the GVRD.

This report will examine regional policing briefly, considering those three principles, and conclude that the "Greater Vancouver Regional Police Department" does not appear to be the most appropriate route to take at this time.

i) Economics

- (1) The cost of policing the GVRD totalled \$55,701,913 in 1976.² 12.1% of the total, or \$6,742,195, was paid by the Federal Government in accordance with

1. See Table V-1 for breakdown.
2. See Table V-2.

TABLE V-1
Greater Vancouver Region

Municipal Forces	Police Strength		Civilians		Population (1976 Census)	Area (Sq. Mi.)	Pop./Police Ratio 1976
	1976	1977	1977	Part Time			
New Westminster	85	88	13		38,393	8.5	452/1
Port Moody	21	23	8		11,649	6.9	555/1
Vancouver	955	956	208		410,188	44.8	430/1
Delta	88	91	21		64,492	140.7	733/1
W. Vancouver	57	60	16		37,144	38.2	652/1
(Sub-Total)	(1,206)	(1,218)	(266)		(561,866)	(239.1)	(461/1)
R.C.M.P. (a)							
N. Van. City	47	117(b)	32		31,934	4.9	679/1
N. Van. Dist.	69(b)				63,471	68.8	920/1
Pt. Coquitlam	29	95	24		23,926	9.7	825/1
Coquitlam	66				55,464	59.0	840/1
White Rock	16	18	6	(5)	12,497	5.4	781/1
Burnaby	197	205	51	(23)	131,599	41.2	668/1
Richmond	103	108	32	(5)	80,034	64.9	777/1
Surrey	164	172	48	(20)	116,497	140.3	710/1
University (Elect. A)	12	11	2		3,512	5.4	293/1
Lions Bay	1(c)	1(c)	(c)		785	1.1	-
Indian Res.	(d)	(d)	(d)		1,643	(d)	-
Bowen Island	1(e)	1(e)	(e)		350	19.4	-
Electoral B	5(f)	5(f)	(f)		1,664	345.8	333/1
(Sub-Total)	(710)	(733)	(189)	(53)	(523,376)	(765.9)	(737/1)
TOTAL	1,916	1,951		(53)	1,085,242	1,005.0	566/1

- (a) RCMP members shown are those assigned to municipal duties only, except where indicated otherwise. Provincial positions (eg. 38 highway patrol members in units A and B), and Federal positions (eg. Drug Squad) are not included.
- (b) Includes one Provincial constable, assigned for policing of Seymour Provincial Park.
- (c) Covered by Squamish Detachment: estimated 2/3 man year.
- (d) Included in other municipal figures.
- (e) Covered by Vancouver RCMP: estimated one man year (marine).
- (f) 5 Provincial constables stationed at Coquitlam, plus Squamish members.

TABLE V-2
1976 Policing Costs*
Greater Vancouver Region

	<u>Municipal</u>	<u>Provincial</u>	<u>Federal</u>	<u>Total</u>
A. <u>Municipal Forces</u>				
New Westminster	2,224,000	Nil	Nil	2,224,000
Port Moody	530,832	Nil	Nil	530,832
Vancouver	27,504,237	Nil	Nil	27,504,237
Delta	2,262,265	Nil	Nil	2,262,265
West Vancouver	1,542,270	Nil	Nil	1,542,270
(Sub-Total)	34,063,604	Nil	Nil	34,063,604
B. <u>RCMP Policing</u>				
N. Vancouver City	2,419,535	12,306 (a)	1,119,251	3,551,092
N. Vancouver Dist.				
Pt. Coquitlam	2,092,018		873,946	2,955,964
Coquitlam				
White Rock	344,153		224,194	568,347
Burnaby	4,059,700		1,718,657	5,778,357
Richmond	2,139,096		950,616	3,089,712
Surrey	3,608,562		1,512,286	5,120,848
University (b)	Nil	152,820	227,329	380,149
Lions Bay (c)	Nil	6,397	9,515	15,912
Bowen Island (d)	Nil	8,986	13,367	22,353
Electoral B (e)	Nil	62,541	93,034	155,575
(Sub-Total)	(14,653,064)	(243,050)	(6,742,195)	(21,638,309)
TOTAL	48,716,668	243,050	6,742,195	55,701,913

* Accommodation NOT included.

- (a) Includes one provincial constable whose cost, based on average North Vancouver constable (\$30,612), is divided 40.2% Provincial and 59.8% Federal, as per provincial average.
- (b) Federal/Provincial split based on provincial average: 59.8% Federal, 40.2% Provincial.
- (c) Estimated approximately 2/3 man, divided as per (b), based on Squamish cost of \$23,867.00.
- (d) Estimated, one man @ \$22,353, divided as per (b).
- (e) 5 men, stationed at Coquitlam. Cost based on Coquitlam average of \$31,115, divided as per (b).

RCMP contracts. The evidence to date indicates that no significant cost savings could be expected through regionalization. Therefore, it is assumed that "regionalization" of the entire GVRD at this time could result in an increase in policing costs to municipal taxpayers of up to 12.1%.

- (2) Considerable start-up costs for planning, integration of services, changeovers, etc. would be required. This cost must be borne either by the province or by local taxpayers.
- (3) Municipalities with RCMP contracts tend to benefit from the provision of administrative services from District, Division and Ottawa Headquarters. On integration, at least some of these costs would have to be assumed by the new force.
- (4) Economies of scale¹ are already enjoyed by the Vancouver Police Department and the RCMP, and compensatory savings in this regard would likely apply only to the remaining four municipal forces (13.4% of total police strength in GVRD, 1977).

1. One should also bear in mind that economies of scale are of lesser importance in highly labour-intensive organizations such as municipal police forces, where approximately 90% of budget goes toward manpower.

- (5) Salaries throughout the GVRD police community are quite similar. Fringe benefits are reasonably close among the five municipal forces, but these vary significantly from RCMP benefits. Equalization of wages and fringe benefits would not, however, present a substantial cost factor.
- (6) Regionalization would allow the cost of policing to be equally distributed throughout the entire metropolitan area. Costs are likely to increase in suburban communities and decrease in the core cities. Those living in unorganized territory would pay directly for policing services for the first time.

Overall, it appears that the regionalization of police forces in the GVRD at the present time could result in an increase in the cost of policing to property owners.¹ Although no cost savings are likely, consideration must still be given to whether or not a regional force may produce a superior level of service.

ii) Service

- (1) As stated earlier, the RCMP are, in effect, a regional force. Transfer of personnel is facilitated, centralized services, specialists and special equipment are readily available, etc. It is doubtful whether these nine GVRD municipalities with RCMP contracts, or those covered by the provincial contract, would notice any significant improvement in service under a regional force.

1. That is, part of the Federal contribution to policing in the area may be lost, and would have to be borne by local taxpayers.

- (2) The Vancouver Police Department is of sufficient size to provide specialist services, etc. It is unlikely any appreciable increase in level of service would accrue to Vancouver citizens under a regional force.
- (3) The municipal forces of New Westminster, Delta, West Vancouver and Port Moody would be the most likely to recognize the benefits of regional policing (as outlined previously). They of course, would also encounter whatever negative aspects² exist with the concept.
- (4) Some of the present deficiencies could be rectified through more consolidation and cooperation between forces, without the necessity of regionalization.

The primary beneficiaries of regionalization in the GVRD, given present circumstances, would seem to be the four municipalities (other than Vancouver) with their own forces.

iii) Other Factors

- (1) There were approximately 731 RCMP members providing detachment policing within the GVRD in 1977. In the event of amalgamation, these members would need to be replaced, creating a massive recruitment and training problem. Even if satisfactory arrangements

1. For example, loss of close local control over force activities.

could be made to allow the "transfer" of RCMP members to the regional force, it is anticipated that a large number would remain with the RCMP.

- (2) There is authority under the Policing Act to allow for the administration of a police service by an amalgamation of two or more municipalities. However, regional districts are not covered by the Act, and there is no provision for policing unorganized territory except under contract with the province.
- (3) Arrangements for collective bargaining with the five municipal police associations would need to be worked out.
- (4) In 1977/78 a Federal Task Force studied the future role of the RCMP. Details of their findings have not yet been released, but there is speculation that the force may withdraw from policing in some large municipalities within the next decade. This would have profound implications for policing in B.C., including the GVRD. There are 17 municipalities in Canada with populations in excess of 25,000 which are policed by the RCMP under contract. Thirteen of those are in B.C., six in the Greater Vancouver area. (Burnaby, Surrey, North Vancouver City, North Vancouver District, Richmond and Coquitlam.)

Recommendations:

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

TABLE V-3

Central Fraser Valley Region

(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.

(b) Regional Policing Involving Matsqui and Nelson

i) Matsqui

The District of Matsqui is located in the Central Fraser Valley Region (CVFR) and is the only municipal force in the region. A force of 35 men covers a (1976) population of 31,178, about one-third of the CFVR's people.

The City of Langley, District of Langley and District of Abbotsford (plus a minimally-populated unorganized section around Sumas Mountain Park) make up the remainder of the region. The RCMP provides policing under contract to the three municipalities, and for the unorganized area and Trans-Canada Highway via the provincial contract.

Many of the arguments made with respect to the GVRD apply in this case as well. Table V-3 indicates a 1976 federal contribution to policing in the region of approximately \$637,000, or about 22% of the total cost of policing in the area.

	<u>1976 Sworn Strength</u>	<u>1976 Costs</u>			<u>Total</u>
		<u>Municipal</u>	<u>Provincial</u>	<u>Federal</u>	
(a) <u>Municipal Force</u>					
Matsqui	35	1,037,231	-		1,037,231
(b) <u>RCMP</u>					
Langley City (Prov.) ^a	13 ^b	274,000	-	156,000	430,000
Langley Dist.	35	656,012	-	344,522	1,000,534
Abbotsford Dist.	13	278,556	-	136,370	414,926
Unorganized	<u>Nil^c</u>	-	-	-	-
TOTAL	96	2,245,799	-	636,892	2,882,691

(a) Estimate: Langley City did not have a municipal contract until 1977. A hypothetical division of costs was made based on experience in similar sized cities.

(b) The City was charged for 13 members effective April 1st, 1977.

(c) Abbotsford-Sumas Freeway Patrol Unit "C" had 12 members assigned in 1976 (not shown).

ii) Nelson

The City of Nelson is in a similar situation to Matsqui, in that it is the sole municipal force in the Central Kootenay Regional District. The force of 14 men in 1976 policed a population of 9,235. The remainder of the region is policed by the RCMP under provincial contract, except for the City of Castlegar (population 6,255) which has a RCMP municipal contract. Although there appear to be several overriding reasons for amalgamation of the City with the unorganized areas¹ surrounding Nelson, creation of a single police force for the entire regional district does not appear to be economically feasible at this time. The same basic principles laid out for the GVRD and Matsqui apply here as well.

(c) Regional Policing in the Capital Regional District (CRD)

The Capital Region² can be generally described as consisting of the southern portion of Vancouver Island, including the Greater Victoria municipalities and the Gulf Islands. It is divided into seven electoral districts (A to G) and seven municipalities: Victoria, Saanich, Esquimalt, Oak Bay, Central Saanich, North Saanich, and Sidney. A rather unique situation exists in the Colwood-Langford-View Royal-Metchosin area, in that it is rather heavily populated (about 30,000 people), but still unorganized.

1. Commonly referred to as the "North Shore", and comprising about 17,000 people (estimate).

2. For a map of the Region, see Figure 6.

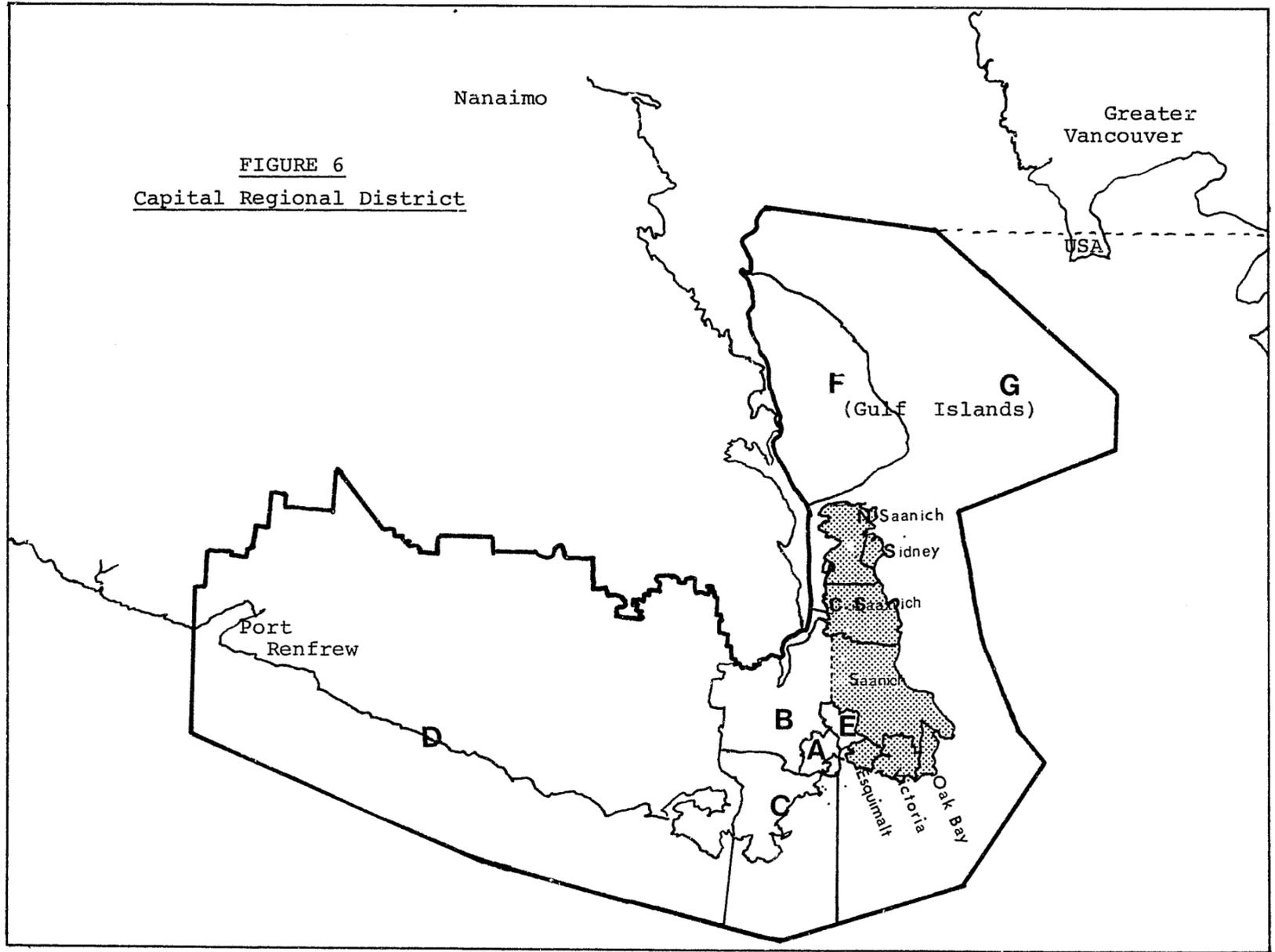


FIGURE 6
Capital Regional District

The total population of the region (1976 census) is 230,592, and its area is 920 square miles, (574 square miles of which is in the sparsely populated Electoral Area D).

The region is currently being policed by five municipal police departments: Victoria, Saanich, Esquimalt, Oak Bay, and Central Saanich; plus, RCMP detachments at Colwood, Sidney, Sooke and on various Gulf Islands.

In 1976 there were 368 sworn members working¹ in the Capital Region (394 in 1977). Of the 368, 305 (83%) were employed by the five municipal forces.²

The question of regional delivery of services in the Capital Region has received considerable attention in recent years, and is highly controversial. The Task Force met with all municipal police forces in the area, the councils of Esquimalt and Central Saanich (with Police Board members present), the Mayor of Victoria, and the Chairman and Administrator of the Capital Regional District. Briefs were also received from the Oak Bay Mayor and Police Board, Victoria Police Board, and the Greater Victoria Association for Amalgamation. The District of Saanich decided to withhold submission of a brief until after the preliminary report of the Task Force has been circulated.

1. Excluding RCMP Headquarters (which are located in Victoria) and Federal RCMP located in the area.
2. See Table V-4 for detailed information.

TABLE V-4
Capital Region Policing Information

Municipal Forces	Police Strength		Civilians		Population (1976 Census)	Area (Sq. Mi.)	Pop/Police Ratio 1976
	1976	1977	1977	Part Time			
Victoria City	140	140	22	(3)	62,551	7.3	447/1
Saanich	106	115	21		73,383	41.4	692/1
Esquimalt	27	28(a)	5		15,053	3.9	558/1
Oak Bay	22	22	1		17,658	5.6	802/1
Central Saanich	10	10	1		7,413	19.3	741/1
(Sub-Total)	(305)	(315)	(50)	(3)	(176,058)	(77.5)	(577/1)
R.C.M.P.							
Colwood ^(b)	35	44 ^(c)	7		29,437	104.8	841/1
Sidney ^(d)	11	16 ^(e)	2		11,429	5.2	1,039/1
PV Harvison ^(f)	4	4				(f)	
Sooke ^(g)	6	8	1		5,763	574.1	960/1
Saltspring Is.	7	6	1		6,425	158.2	918/1
Outer Gulf Is.	0	1					
Indian Res.	(h)	(h)	(h)		1,480	(h)	
(Sub-Total)	(63)	(79)	(11)	(3)	(54,534)	(842.3)	(866/1)
TOTAL	368	394	61	(3)	230,592	919.8	627/1

(a) Plus 4 men used as firemen: total 33.
(b) Includes: Colwood, View Royal, Langford and Metchosin. Area is unorganized in spite of large population.
(c) Includes 6 civilian members, who are communications operators.
(d) Includes District of North Saanich (pop.4,697): Sidney required to contract for services, April 1, 1977.
(e) 9 municipal, 7 provincial (N. Saanich and Hwy. Patrol).
(f) PV Harvison, an RCMP vessel with a crew of 4 members, which patrols the Island Coastline from Otter Point (near Sooke) to Nanaimo; 95% in Capital Region.
(g) Includes entire Electoral district D: Sooke, Jordan River, Port Renfrew, etc.
(h) Included in other municipality totals.

It is sometimes difficult to sum up the opinion of a group accurately. However, the impression given to members of the Task Force was as follows: there is near-unanimous agreement among senior police officials in the CRD that amalgamation of the five municipal forces is the most sensible and effective way to deliver policing services in the region. This point of view is shared by the City of Victoria Police Board and representatives of the Capital Regional District, although those two bodies disagree on some essential questions (eg. who would administer such a service). Not surprisingly, the brief of the Greater Victoria Association for Amalgamation also recommends an amalgamated force, consisting of the "four core municipalities" (Victoria, Saanich, Esquimalt and Oak Bay), to be the responsibility of the Capital Regional District.

Generally opposed to the concept are the four municipalities other than the City of Victoria, although this is certainly not the unanimous feeling of all council and board members. One council wrote of their strong desire to continue their local police force, but added, ". . . I wish to emphasize that we are totally in sympathy with integration of certain specialized functions which we believe can be done more efficiently in cooperation with the other police agencies in this area." We believe this feeling of the need to consolidate or share many police functions in the area is generally held by everyone with any responsibility for policing, regardless of their views on total amalgamation. For a list of sixteen police activities which have been identified as in need of improvement in the CRD, please refer to recommendation (14).

There are a variety of reasons why some municipalities oppose amalgamation of their police department with other police agencies, and of course these vary from place to place. However, the central arguments appear to be twofold.

- i) if the five municipalities were to amalgamate their police forces, and share the costs, it is likely that the cost would significantly increase in some areas, and decrease in others, and
- ii) municipalities like having their "own police force", feel their force is doing a good job - - or at least good enough! - - and think that a large metropolitan type organization would not recognize the unique needs of their community.

On the question of policing costs in the CRD, please refer to Tables V-5, V-7, V-8 and V-9. As shown in Table V-5, total policing costs for the region were \$9,715,385 in 1976. Of this, 80.55% was paid for by municipalities, 7.82% by the Provincial Government and 11.63% by the Federal Government.

Note in Table V-7 that the average per capita cost in 1976 for policing in municipalities with their own force was \$44.45, and that all municipalities other than Victoria had lower-than-average per capita rates. But different results are obtained when calculating costs on the basis of the assessed value of taxable property.¹ Since municipal revenue is raised from property taxes, and not "people taxes", the second method shown is more likely to reflect the true picture. That is, based on 1977 police costs, property tax rates for policing would decrease in Victoria, Saanich and Esquimalt, and significantly increase in Oak Bay and Central Saanich under a cost-shared regional police force.

1. See Tables V-8 and V-9 for 1977 data.

TABLE V-5

1976 Policing Costs*

Capital Region

	<u>Municipal</u>	<u>Provincial</u> (a)	<u>Federal</u> (a)	<u>Total</u>
Victoria	\$3,583,059	Nil	Nil	\$3,583,059
Saanich	2,876,505	Nil	Nil	2,876,505
Esquimalt	563,782	Nil	Nil	673,782
Oak Bay	551,982	Nil	Nil	551,982
Central Saanich	250,885	Nil	Nil	250,885
Sub-Total	(\$7,826,213)	(Nil)	(Nil)	(\$7,826,213)
Colwood	Nil	\$448,339	\$ 666,931	\$1,115,270
Sidney (b)	Nil	149,910	223,000	372,910
P.V. Harvison (c)	Nil	37,423	44,670	93,093
Sooke	Nil	67,013	99,686	166,699
Gulf Island (Ganges)	Nil	56,762	84,438	141,200
Sub-Total	(Nil)	(\$759,447)	(\$1,129,725)	(\$1,889,172)
TOTAL	\$7,826,213	\$759,447	\$1,129,725	\$9,715,385
Percentage	80.55%	7.82%	11.63%	100%

* Accommodation Not Included

(a) Federal/Provincial split based on provincial average: 59.8% Federal, 40.2% Provincial

(b) N.B. - no municipal costs incurred until 1977.

(c) See not (f), Table V-1. Also, over 50% of duties considered to be "Federal" in nature, but costs split as per (a).

The second issue, "municipalities like their present force . . . etc." is much more subjective and difficult to assess. There is no evidence of particularly "bad" policing in the Greater Victoria area, at least so far as the Task Force could discern in its rather cursory examination. The municipalities there all seem to be proud of their police. Co-operation between forces is good, although there does appear to be an undue amount of parochialism, with some evidence of "unhealthy competition" at times, particularly between the two larger forces.

Whether or not a "regional" force would be less responsive to community needs is a moot question. Certainly, with the modern policing techniques available, and a trend toward various forms of "community policing", it is not preordained that less local contact and involvement would be developed or maintained. This would depend on the management style and policing philosophy of the regional police chief, and the policy established by his Police Board. Although advocated by the Task Force, we cannot guarantee that some form of "team policing" would be implemented; of course this could be included in any planning or agreements for such a system.

There is little doubt in the minds of the members of the Task Force that the potential for a superior delivery of police services throughout the Capital Region exists through the vehicle of a regional police force. Whether the benefits to be gained are worth the cost, not only in dollars, but also in terms of disruption, in emotional conflict and in political upheaval, is an issue we choose to leave open for discussion at this stage.

Within the Province of B.C., Greater Victoria is the area most conducive to a regional policing approach at the present time. "Regional", in our terms, could mean anything from the amalgamation of two or more of the existing police forces to establishing one force for the entire region.

Table V-4 shows the breakdown of police strength for the five municipal forces and the four RCMP detachments in the region (plus one four-man RCMP vessel). From these data and other tables included in this report, any of the numerous combinations of possible amalgamations may be calculated.

Several models have been suggested to us for approaching the question of regional policing in the Capital Region. These were duly considered and finally reduced to the five listed below:

- (1) Combine the five municipal departments only (Victoria, Saanich Esquimalt, Oak Bay, and Central Saanich).
- (2) In addition to Number 1, include the Town of Sidney and District of North Saanich (total "organized").
- (3) In addition to Number 2, include Electoral Areas A (Colwood), B (Langford), C (Metchosin), and E (View Royal).
- (4) In addition to Number 3, include the Gulf Islands (Electoral Areas F and G).
- (5) In addition to Number 4, include Electoral Area D. This model comprises the entire Capital Region.

A 6th possibility would be a "Saanich Peninsula" Department, consisting of Saanich, Central Saanich, Sidney and North Saanich. Not dealt with, at least temporarily, were suggestions such as the amalgamation of two or more forces: e.g. Victoria and Oak Bay, Saanich and Central Saanich, etc. There are, of course, many other combinations possible.

A few comments will be made here on the first model only. Again, any additions to this approach may be worked out by adding in the appropriate data for the RCMP detachments, as provided in Tables V-4, V-10 and V-11.

Model #1

Combine the five municipal police departments in Victoria, Saanich, Esquimalt, Oak Bay and Central Saanich into one metropolitan police department.

As indicated in Table V-4, the territory involved consists of approximately 77.5 square miles, and houses a population of 176,058 (1976 census). As of December 31, 1977, the five forces involved had an authorized strength of 315 police members and 50 civilian employees, with rank structure as follows:

TABLE V-6

1977 POLICE STRENGTH, GREATER VICTORIA FORCES, BY RANK

	<u>Victoria</u>	<u>Saanich</u>	<u>Esquimalt</u>	<u>Oak Bay</u>	<u>Central Saanich</u>	<u>Total</u>
Chief	1	1	1	1	1	5
Deputy Chief	1	1	-	-	-	2
Inspector	6	4	1	1	-	12
S/Sergeant	1	2	-	-	-	3
Sergeant	17	15	5	5	1	43
Detective	11	-	1	-	-	12
Corporal	-	12	-	-	-	12
Constable	<u>103</u>	<u>80</u>	<u>20</u>	<u>15</u>	<u>8</u>	<u>226</u>
Total Sworn	140	115	28(1)	22	10	315
Civilian	<u>22</u>	<u>21</u>	<u>5</u>	<u>1</u>	<u>1</u>	<u>50</u>
Total	162	136	33	23	11	365

(1) Esquimalt employs an additional Sergeant and four constables for fire-fighting duties, which increases their total to 33 sworn and 5 civilian.

The total expenditures (excluding accommodation costs) for policing the five municipalities were:

1976: \$7,826,213
 1977: \$9,137,102 (up 16.75%)

For comparative purposes, per capita costs for policing and cost of policing based on assessment property values are illustrated in Table V-7. (Similar data are shown for 1977 in Table V-8.)

TABLE V-7

Comparison Of Police Costs (1976) in Greater Victoria Area¹

<u>Municipality</u>	<u>Police Costs 1976</u>	<u>Pop. 1976</u>	<u>Assessment Base Taxable For Hospital Purposes (x\$1000)</u>	<u>Police Costs Per Capita</u>	<u>Police Costs In Mills²</u>
Victoria	\$3,583,059	62,551	\$289,481	\$57.28	12.38 Mills
Saanich	2,876,505	73,383	235,986	39.20	12.19
Esquimalt	563,782*	15,053	41,961	37.45	13.44
Oak Bay	551,982	17,658	66,392	31.26	8.31
Central Saanich	250,885	7,413	33,226	33.84	7.55
Total (Average)	\$7,826,213	176,058	\$667,046	(\$44.45)	(11.73) Mills

* Questionable, as based on arbitrary 70/30 police-fire split for combined budget.
 1. Figures shown are for 1976, except for equalized assessment data, which are for May, 1978, and are based on tax base for hospital purposes.
 2. One mill represents \$1.00 in tax revenue for each \$1,000 worth of taxable property, using assessment base taxable for hospital purposes. This column shows the number of mills which must be charged (on the hospital base) to cover policing costs.

TABLE V-8

Comparison Of Police Costs (1977) in Greater Victoria

Municipality	Police Costs 1977	Police Costs Per Capita ¹	Police Costs In Mills Using Assessment Base Taxable For Hospital Purposes
Victoria	\$3,881,897	\$62.06	13.41 Mills
Saanich	3,225,447	43.95	13.67
Esquimalt	615,425	40.88	14.67
Oak Bay	612,362	34.68	9.22
Central Saanich	298,433	40.26	8.98
Total (Average)	\$8,633,564	\$49.04	12.94 Mills

1. Using 1977 costs and 1976 census figures (for which see Table V-7)

As mentioned previously, if 1977 policing costs were to be distributed equally throughout the Greater Victoria area, then increases in per capita costs would result in four of the five municipalities; however, if the mill rate was equalized throughout the region, the 3 largest municipalities would register small decreases, while Oak Bay and Central Saanich would experience 40% and 44% increases respectively. (See Table V-9)

Costing figures are based on the assumption that there would be no increase in total costs if metropolitan policing were implemented.

TABLE V-9
Effect Of Equalizing Police Costs
In Greater Victoria Area

Municipality	Per Capita Cost, 1977	Equalized Per Capita Cost	Change	Mill Rate 1977 ¹	Equalized Mill Rate	Change
Victoria	62.06	49.04	(-13.02)	13.41	12.94	(- .47)
Saanich	43.95	49.04	+ 5.09	13.67	12.94	(- .73)
Esquimalt	40.88	49.04	+ 8.16	14.67	12.94	(-1.73)
Oak Bay	34.68	49.04	+14.36	9.22	12.94	+3.72
Central Saanich	40.26	49.04	+ 8.78	8.98	12.94	+3.96

1. That is, number of mills which must be charged to cover policing costs, using the assessment base taxable for hospital purposes

There would be an undetermined amount of money required for start-up and changeover costs. If there is indication that amalgamation may be considered, then an estimate of such costs should be ascertained. It is suggested by the Task Force that reasonable start-up costs be financed by the province as a direct incentive toward regionalization of policing services.

Further, if a decision is made to proceed with amalgamation of police forces in any region, the following points are passed on for consideration:

- (1) A planning committee should be struck, consisting of one or more senior members from each of the forces involved. This group should be in existence for at least nine months prior to the implementation date.

- (2) A regional Police Board should be established, with initial representation from all municipalities involved. This board may be larger than the usual five members for the first two years (to ensure adequate local input), but should then be reduced to five.
- (3) The regional police chief should be selected as early on in the process as possible, and at least six months prior to implementation. Once selected, he should head the planning committee and be relieved of any other position he may previously have held.
- (4) There should be an immediate freeze on all promotions in the forces involved, allowing vacancies to be filled by acting ranks.
- (5) Copies of all the personnel records of serving members should be obtained immediately by the planning committee.
- (6) An immediate inventory should be taken of all equipment and supplies held by each of the forces. If possible, assurances should be obtained that all equipment will be maintained at a reasonable standard.
- (7) A special effort should be made by the regional chief to constantly update all members affected by the amalgamation during the planning process.

At the present time the Task Force suggests that if any unification of police forces in the Capital Region occurs, it not extend beyond Model #1, illustrated above. However, provincial policy decisions regarding cost-sharing formulae and/or significant changes in future federal-municipal contracts could have a profound impact in this regard. The following data in Tables V-10 and V-11 are presented for the benefit of those who wish to consider "regional policing" models other than the one shown.

TABLE V-10

RCMP Detachments in Capital Region
-Breakdown by Rank-

	Colwood		Sidney		Sooke		Boat and Gulf Islands		Total	
	1976	1977	1976	1977	1976	1977	1976	1977	1976	1977
S/Sergeant	1	1		1					1	2
Sergeant	3	3	1		1	1	1	2	6	6
Corporal	6	6	2	3		1	2	2	10	12
Constable	24	27	8	12	5	6	8	7	45	52
Special Constables	1	1							1	1
Civilian Members		6								6
Total Members	35	44	11	16	6	8	11	11	63	79
Civilians	<u>6</u>	<u>7</u>	<u>1</u>	<u>2</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>1</u>	<u>9</u>	<u>11</u>
Total Strength	41	51	12	18	7	9	12	12	72	90

TABLE V-11
RCMP Detachments* In Capital Region
-1976 Cost Data-

	<u>Cost¹</u>	<u>Population</u> <u>1976</u>	<u>Per Capita</u> <u>Cost</u>	<u>Assessment Base</u> <u>Taxable For Hos-</u> <u>pital Purposes</u> <u>(x \$1,000)</u>	<u>Cost In</u> <u>Mills²</u>
Sidney	\$ 372,910	11,429	\$32.63	\$ 50,100 ³	7.44
Colwood	1,115,270	29,437	37.89	90,032	12.39
Sooke	166,699	5,763	28.93	33,191	5.02
Gulf Island & Coastline	234,293 ⁴	7,905	29.64	50,481	4.64
TOTAL	\$ 1,889,172	54,534	\$34.64	\$223,804	8.44

* See footnotes to Table V-4 for description of area covered.

1. See Table V-5 for provincial-federal split of costs.
2. This is hypothetical. Taxpayers in unorganized territory and municipalities under 5,000 are not assessed directly for policing at present.
3. Includes Sidney @ \$22,620,500 and North Saanich @ \$27,479,500.
4. Includes cost of Police Vessel Harvison @ \$93,093.

CHAPTER VI

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

A. SHERIFF SERVICES

In 1974, as part of the reorganization of court services, the role of the sheriff was expanded to include a range of duties related to criminal cases which had previously been the responsibility of police officers. Included in the reasons for expansion of the sheriff's role was a need to shift police members from court related duties to law enforcement activities for which they had been trained.

By 1977, there were a total of 364 sheriffs and deputies with an additional 54 support staff providing services through nine basic programs:

- (1) Civil Process
- (2) Executions
- (3) Jury Management
- (4) Court Security
- (5) Escorts
- (6) Criminal Document Process
- (7) Witness Management and Court Liaison
- (8) Motor Vehicle Suspensions
- (9) Coroner's Court

Appendix 12 provides a detailed summary of the Sheriff Services Program: its development, manpower, expenditures, effectiveness in replacing police and description of programs.

When Task Force staff met with a senior representative of the Sheriff Services Program, we were advised that the current number of sheriffs and office locations were adequate to provide services in all areas where it was economically feasible.

As part of their data gathering process, Task Force staff met with municipal representatives and distributed questionnaires to senior police management in municipalities responsible for policing. Included in their responses were comments related to the provision of Sheriff Services in their municipality. In some cases, the Task Force was told that sheriffs were not providing the total range of programs provided in other municipalities. A summary of responses for municipalities indicating some limitation in sheriff services is contained in Appendix 13.

It is the position of the Task Force that the Sheriff Services Program has been a positive step in relieving police officers of some of the responsibilities previously assigned to them which were not related to the traditional crime prevention and law enforcement roles of police.

In view of the foregoing all fifty-six municipalities responsible for policing should be receiving the complete range of programs offered by the Sheriff Services. Where municipalities are not receiving the total range of services they should contact their Regional Sheriff¹ and discuss the feasibility of expansion of Sheriff Services in their area.

Recommendation:

(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.

1. Refer to Appendix 14 for names and addresses of Regional Sheriffs.

B. USE OF CIVILIANS

The use of civilians in policing has been encouraged by leaders in law enforcement and by commissions and task forces in both the U.S. and Canada.¹

In addition to standard clerical and stenographic work, civilians are often employed in communications, identification and detention. Some tasks performed by civilians are listed in Appendix 15.

1. Benefits From Using Civilians

According to the reports studied,² several benefits from using civilians have been identified by the authors. These include:

- a) Officers could be relieved of such routine tasks as fingerprinting, dispatching cars and handling prisoners.
- b) More uniformed manpower could be available for more active law enforcement duties.
- c) Costs can be reduced. According to Schwartz et al,³ pay and training costs for civilians are lower by an average of 29% on salaries and overhead, and 96% on training and other start up costs. However, it should be recognized that using civilians will not always result in monetary savings; for example, jobs that require a great deal of education, training or specialization must be compensated accordingly.

1. For example: Task Force on Policing in Ontario, op cit, p. 117; President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police, 1967, p.108.

2. Including: Schwartz et al, Employing Civilians for Police Work, 1975; Callahan, Leo, "Redefining the Police Function" (3 part series) Police Chief, April, May, June, 1976.

3. Schwartz et al, op cit.

- d) Specialization may be obtained for particular functions. The argument is that by using civilian specialists, police agencies hire people specifically for certain jobs, based on the individual's suitability for that job. In addition, it is argued that the individual will probably remain within his specialty and will not periodically transfer, as is common with sworn members.
- e) Productivity may be increased. Hiring civilians for specific jobs, whether technical or clerical, increases the likelihood of the person being interested and motivated to perform the particular task. From the sworn member's point of view, there may be certain jobs he detests, but through which he is rotated; in addition, there is a tendency in an organization to use some positions as unofficial discipline postings. The end result of this practice can often be to automatically increase problems in sensitive areas such as communication centres.

2. Cost Considerations

According to Schwartz et al, and based on their national U.S. study, only 19% of police managers interviewed listed cost savings as an objective, yet 58% identified it as a realized benefit. While similar views were expressed by officers in charge of civilians and by civilians themselves, Schwartz noted that while there have been considerable savings, these have been partially offset by intangible costs.

In the Schwartz study, average civilian salaries ranged from 22% to 25% less than that of patrolmen. In addition to this, overhead costs (generally fringe benefits) were estimated

at 15% of the salary for civilians and 25% for sworn members. Training costs for the new recruit include salaries, instruction, materials and employee benefits. In addition, recruits are often provided with uniforms, weapons and peripheral gear. Civilians generally receive solely on-the-job training with close supervision for the initial period.

According to Schwartz, average start-up costs for a patrolman including training, fringe benefits and equipment is \$7,000; and for an average civilian, \$289 - a savings of 96%.

It should be recognized that a large ratio of civilians to police is not necessarily always beneficial. For example it has been argued¹ that short term dollar savings can be expensive in the long run and that when competitive salaries and adequate training are not met, long term costs result. These include factors such as police members' anxieties about the reliability of civilians, concern that civilians threaten their job security, higher civilian attrition rates, and lack of job knowledge.

1. For example: Greisinger, George, "The Use of Civilians in Police Work: A Rebuttal". Police Chief, July, 1976. Also Schwartz et al, op cit.

3. Use of Civilians in B.C. Municipalities

Tables VI-1 and VI-2 outline the number of civilians employed in 1977 by municipalities with their own police forces and those with RCMP contracts respectively.

As indicated, the average ratio of police members to civilians was 4.79 in municipalities with their own force. Ratios of police to civilians in individual municipalities covered an extremely broad range. In Oak Bay the ratio of 22.0 to 1 was over 4.5 times the average; in Central Saanich the ratio of 10.0 members to 1 civilian was over twice the average. New Westminster had the third highest ratio (7.27 to 1). The lowest ratio was 2.63 in Port Moody.

In municipalities with RCMP contracts the average number of police members per civilian was 3.84. Most of the municipalities with high ratios of police to civilians were those responsible for the first time for policing (eg: Williams Lake, Sidney, Castlegar, Mackenzie), where the municipality hired one civilian for the first year of operation. Others with high ratios were Merritt (8.0 to 1) and Fort St. John (7.5 to 1).

The following areas had the lowest police member to civilian ratios in RCMP contract municipalities:

Courtenay	1.80
Chilliwack Municipality	2.00
Mission	2.11
Abbotsford	2.14
N. Cowichan	2.25
Quesnel	2.33
Terrace	2.43

TABLE VI-1
Number Of Civilians In Police Departments of
Municipalities With Their Own Force
 (1977 Data)

<u>Municipality</u>	<u>Number Of Full Time Civilians</u>	<u>Authorized Police Strength</u>	<u>Ratio Of Police Members To Civilians</u>
Central Saanich	1	10	10.00
Delta	20	88	4.40
Esquimalt	5	27	5.40
Matsqui	10	35	3.50
Nelson	3	14	4.67
New Westminster	11	85	7.27
Oak Bay	1	22	22.00
Port Moody	8	21	2.63
Saanich	18	106	5.89
Vancouver	207	955	4.61
Victoria City	24	140	5.83
West Vancouver	<u>18</u>	<u>57</u>	<u>3.16</u>
TOTAL	326	1,560	4.79

TABLE VI-2
Number Of Civilians In Police Departments Of
Municipalities With RCMP Contract

(1977 Data)

<u>Municipalities</u>	<u>Number Of Full Time Civilians</u>	<u>Authorized Police Strength</u>	<u>Ratio Of Police Members To Civilians</u>
Abbotsford	7	15	2.14
Burnaby	45	205	4.56
Campbell River	5	21	4.20
Castlegar	1	8	8.00
Chilliwack Mun.	8	16	2.00
Chilliwack Twsp.	5	25	5.00
Comox	1	6	6.00
Coquitlam & Pt. Coquitlam	22	95	4.32
Courtenay	5	9	1.80
Cranbrook	8	22	2.75
Dawson Creek	5	16	3.20
Fort St. John	2	15	7.50
Kamloops	22	86	3.91
Kelowna	20	62	3.10
Kimberley	2	9	4.50
Kitimat	3	14	4.67
Langley City & Township	16	54	3.38
Mackenzie	1	7	7.00
Maple Ridge	13	36	2.77
Merritt	1	8	8.00

Table VI-2, cont.

<u>Municipality</u>	<u>Number Of Full Time Civilians</u>	<u>Authorized Police Strength</u>	<u>Ratio Of Police Members To Civilians</u>
Mission	9	19	2.11
Nanaimo	10	55	5.50
N. Cowichan	8	18	2.25
N. Vancouver City and N. Vancouver Dist.	26	116	4.46
Penticton	9	27	3.00
Port Alberni	8	29	3.63
Powell River	5	18	3.60
Prince George	16	92	5.75
Prince Rupert	5	28	5.60
Quesnel	6	14	2.33
Richmond Twsp.	26	108	4.15
Salmon Arm	2	10	5.00
Sidney	1	9	9.00
Squamish	4	12	3.00
Summerland	1	6	6.00
Surrey	48	172	3.58
Terrace	7	17	2.43
Trail	5	13	2.60
Vernon	7	22	3.14
White Rock	6	18	3.00
Williams Lake	<u>1</u>	<u>10</u>	<u>10.00</u>
TOTALS	402	1,542	3.84

(Source: RCMP "E" Division, E05 Computer Printout)

With the exception of Chilliwack Municipality, these areas all have guard-dispatchers paid by the municipality but serving the entire area.

The Task Force encourages the use of civilians within police forces to relieve police members of duties not directly related to their traditional crime prevention and law enforcement roles.

Recommendations:

(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

1. Description of the Problem

One of the mandates of the Task Force was to examine police overtime accumulated while attending court. Court overtime is a concern to municipalities because they pay all or most of the costs and have no control over the court system. Municipalities which have their own forces pay the full cost of court overtime while municipalities with RCMP contracts pay 53% of the first 5 members and 78% (in 1977/78) of those in excess of five, under the terms and conditions of the contract.

As an example of municipalities' concern about this issue prior to the formation of the Task Force, consider the following quotes:

Moved that a letter be written to the Attorney General requesting reconsideration of the method of allocating RCMP overtime charges in view of the increased costs which appear to be due to delays in court appearances.¹

The municipal Council is very concerned about this excessive cost that is being incurred by the delay in court and would strongly urge that you take some positive action to attempt to reduce this excessive cost to the municipality.²

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1. Letter from a municipality to the Attorney General of B.C., March 31, 1977.
 2. Letter from a Municipal Manager to the Attorney General of B.C., April 6, 1977.

Other than the overall cost of policing, court overtime was the issue of most concern to the greatest number of municipalities. Court overtime was raised as an issue in the majority of written submissions to the Task Force, and was discussed at most of our meetings with municipal representatives. The following quotes are representative of the municipalities' position:

- a) My Municipal Council in no way disputes the fact that off-duty officers should be paid overtime rates for attendance at court. However, we do dispute the fact that the courts do not recognize the fact that these officers are on their time off when drawing up their court calendar. We have had cases where officers have been subpoenaed to appear in court at 10:00 a.m., and have sat around until 2:00 or 3:00 p.m. in the afternoon before being called to testify.

As I understand it, all court cases (should there be a dozen scheduled for the day), are called for at 10:00 a.m., and no prior consideration is given to scheduling cases for various times. We understand that this is done to eliminate any lost time between cases.

- b) Everyone connected in any way with the Justice System within this province is acutely aware of the rising costs of criminal justice. However, Police Departments and municipal governments are most directly affected by the burgeoning costs of maintaining effective policing in their individual areas. All are faced with the increasing costs of the judicial system, as a result of overtime accrued by police members attending courts.

In this municipality alone court overtime will cost \$20,000 this year. Considering that we are one of the smaller Municipal Police Departments in the Province, costs in other areas must be reaching almost astronomical proportions.

With police budgets increasing each year as fast as, if not faster in some cases, than municipal revenues, taxpayers are being required through local levies to offset these increases. Bear in mind that when an accused person is convicted of a crime of offence and a fine is levied, this is paid to the court. The municipality is stuck with the court costs of police attendance with no remuneration.

It should be emphasized that the overtime portion of time spent in court by police members is seen as only one portion (the most expensive portion on a per hour basis) of the problem. Consider the following statement:

While the overtime costs for police attendance as witnesses at court is burdensome, the attendance during regular hours is also a drain on the municipal policing strength. Methods of reducing the waiting time and attendance requirement should be considered.

2. Estimate of the Costs

Court overtime forms a portion of total overtime costs. With all types of overtime there are two basic ways of measuring costs:

- a) The dollar value of hours claimed for overtime, without regard to whether the police member received compensative time off or was paid.

- b) The actual dollars expended for overtime (i.e., not the value of all overtime incurred but the actual amount of money paid out).

Appendix 16 outlines the actual dollars expended for all overtime, including court (i.e., method (b) above) for municipalities with RCMP detachments and those with their own force, as well as for areas receiving provincial policing. Based on this data, it can be seen that during 1976/77 approximately \$1.7 million was spent on overtime in municipalities with RCMP detachments (an average of \$1,161 per police member.) In 1976 approximately \$1.8 million dollars were spent on overtime in municipalities with their own police (an average of \$1,142 per police member).

Court overtime figures are not separated from total overtime, so are not part of the standard data collected by municipal police departments or detachments. However, it is possible to provide an estimate of the extent of the problem.

Based on figures provided by the RCMP¹ the estimated cost of court overtime hours incurred in municipalities policed by RCMP was \$503,000 in 1977.

Based on data obtained in a three month survey conducted by the Vancouver City Police² the estimated cost of court overtime hours incurred during 1976 was \$1,245,000 in the twelve municipalities with their own force, and \$372,800 in the municipalities with RCMP contracts. This three month survey also provided data regarding the percentage of time evidence was given by police members called to court on an overtime basis. It

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1. RCMP "E" Division. Refer to Appendix 17 for details of calculations.
 2. Refer to Appendix 18.

indicates that evidence was frequently given less than 50% of the time. Estimates based on percentage of time evidence was given indicate that approximately 1 million dollars of court overtime hours claims were paid out to police members who did not give evidence.¹ These results were reinforced by the Victoria City Police's full year study in 1976 which showed that evidence was given by police witnesses 40% of the time (see Appendix 19).

Under the current agreements if members of the RCMP appear in court when they are not on duty, they receive a minimum of 3 hours pay. This is referred to as a "call out". Municipal departments all have their own agreements which are very similar. As an example, in Vancouver if police members are working afternoon shift and have to go to court, in the morning they receive 4 hours pay and in the afternoon 3 hours pay. If members are working nights they receive 6 hours for morning court and 4 hours for afternoon court. If members are on days off, they receive 8 hours for a morning session and 6 hours for an afternoon session. The cost of calling a member to court when not on duty is a minimum of \$27.25, maximum of \$144.43² per day (exclusive of prosecutor's interviews or members being called while on holiday).

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1. Refer to Appendix 18 for calculations. Figure is an estimate for all municipalities responsible for policing (RCMP plus own municipal forces).
 2. Based on first class constable's rate of \$9.05 per hour, 1977.

High court overtime costs also result when several police witnesses are called for a case that only requires one or two.

Municipalities trying to cut down on court overtime may wish to consider the West Vancouver example of a "Court Witness Management Programme". The Witness Management Programme is a process by which the police force tries to have a constable appear in court while he is on day shift so no overtime is involved. This simple programme involves a person stamping on a color coded slip of paper the days (4 or 5 alternatives) that the member is available for court appearances during the shift. This is then given to the Provincial Court staff who present the possible alternative days when the court is assigning a day for the case. Using this management system West Vancouver police cut their court witness overtime from 3,771.5 hours in 1976 to 2,382.5 in 1977. "This represents a saving of approximately 36% on our court overtime bill".¹ (See Appendix 20 for further information.) A similar procedure is in operation in Winnipeg.²

In large municipalities it may be economically viable to have a lawyer or para-legal working under the crown Prosecutor to screen the case summaries before witnesses are called and to check the plea of the defense. This might eliminate the calling of three or four police witnesses when one would be sufficient and decrease the number of times witnesses are not needed because of a change in plea. In certain cases the defense would request that all witnesses be present but in many others the excess police witnesses would not be called. There has already been an

1. Correspondence from West Vancouver Police, January 20, 1978.
2. For details on its operation, contact this Task Force.

additional staff member inserted into the prosecutor's staff in Victoria to screen summaries, to ensure that the plea of the defendant has not changed and to check that the trial will occur on the set date:

Mr. R. Anthony, a recent addition to the Prosecutors staff, is attempting to establish a system whereby a defense lawyer will be contacted in advance of a trial to ensure that a case set for trial will be going on, on the date set. If there are any changes, witnesses can be advised. He has also set in motion a programme of screening witnesses to determine who is necessary for a trial.¹

It is important to note that municipalities are required to pay the cost of police overtime, yet have virtually no control over the calling of police witnesses; this is the prerogative of the Court or Crown Counsel, and therefore under the authority of the province. At present, witness fees for civilians are paid by the province, but at a minimal rate of \$6.00 per day. However, it has been argued that this establishes a precedent for the province to assume responsibility for all witness fees.

The Task Force believes that the cost of court overtime for police is inordinately high, but that it can and should be reduced. We support the municipalities' position that they are unable to significantly impact these costs, which are controlled by the Courts. Courts, on the other hand, have no real incentive to reduce police overtime because municipalities must pay the bill.

1. Correspondence from City of Victoria Police Department, Sept. 7, 1976.

Recommendations:

(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

1. The Problem

One submission to the Task Force posed the following question:

Police have traditionally accepted the role as custodian and protector of the common drunk over the years. However, the question now arises, should experienced and well paid police officers be required to undertake this role, particularly with persons incarcerated for the third, fourth or tenth time for the same offence?

The brief went on to state:

We know most arrestable drunks brought in on numerous occasions are alcoholics. Incarceration and release is no solution even on a temporary basis. Records show that drunks die or commit suicide while in police custody, no matter how carefully they are guarded. I would suggest that this also is an area in which the Provincial Government must exercise more responsibility. A regional detoxification centre should be a priority consideration thus placing the frequent drunk in his/her proper category which is that of a medical/social problem rather than a criminal one.

Before discussing the role of police in handling the inebriated, let us examine the extent and nature of the problem in B.C. and the facilities available to deal with the problem.

This section deals with people who are presently being arrested by police officers for being in a "state of intoxication in a public place". (Referred to as a SIPP, or a Hold/SIPP.) The Liquor Control and Licensing Act, 1975, Chapter 38, Section 48

gives police the right to arrest without warrant a person who is intoxicated in a public place, but the Attorney General of B.C. in the late sixties set a policy of not charging intoxicants. Intoxicants are now arrested, held until they are sober and then released (usually about 4-6 hours later), but are not charged. This is still a very time consuming and costly process in B.C., as about 47,400 arrests were made for SIPPs in 1977.¹ The greatest number of arrests (13,234) occurred in Vancouver, an average of 36 per day. Table VI-3 contains a list of the 9 municipalities with the highest numbers of SIPP arrests.

The problem of drunkenness is not just confined to Vancouver. It is also a very serious issue in some interior communities like Williams Lake, Fort St. John, Prince George and Terrace, which have the highest incidence of SIPPs per 1,000 population in B.C. Table VI-4 provides a ranking of municipalities with the highest number of SIPPs per 1,000 population.

Appendix 21 provides the complete list of SIPPs and SIPPs per 1,000 population for all 56 municipalities with populations greater than 5,000 in 1977.

The issue is not just the number of arrests but also the number of individuals who are arrested time and time again. These chronic alcoholics need medical attention, not just a chance to sober up in the drunk tank.

TABLE VI-3

RANKING OF MUNICIPALITIES WITH THE HIGHEST NUMBER
NUMBER OF SIPP¹ ARRESTS, 1977

	<u>Number Of</u> <u>SIPPs, 1977</u>	<u>(Rank)</u> ²	<u>SIPPs Per</u> ³ <u>1,000 Pop.</u>	<u>(Rank)</u>
Vancouver	13,234	(1)	32.26	(13)
Prince George	4,706	(2)	78.53	(3)
Kamloops	2,803	(3)	48.07	(9)
Williams Lake	1,643	(4)	265.04	(1)
Victoria City	1,413	(5)	22.59	(19)
Kelowna	1,332	(6)	25.64	(16)
Fort St. John	952	(7)	106.40	(2)
Vernon	908	(8)	51.75	(7)
Terrace	786	(9)	76.68	(4)
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.				
.				
TOTAL/AVERAGE	38,834		20.39	
For All Munici-				
palities Respon-				
sible For Policing				

1. SIPP: State of Intoxication in a Public Place.
2. Ranking including 56 municipalities over 5,000 population.
3. SIPPs are totals for 1977. Population is Canada Census, 1976.

1. All data contained in this report for SIPPs is for the 1977 calendar year, as this was the first year this type of data was available.

TABLE VI-4
RANKING OF MUNICIPALITIES WITH HIGHEST NUMBER OF
SIPPS¹ PER 1,000 POPULATION, 1977

	SIPPS Per 1,000 Pop. ²	(Rank) ³	1977 Crime Rate	(Rank)
Williams Lake	265.04	(1)	253.4	(1)
Fort St. John	106.40	(2)	170.6	(8)
Prince George	78.53	(3)	158.9	(13)
Terrace	76.68	(4)	161.0	(11)
Merritt	64.26	(5)	198.8	(4)
Chilliwack Mun.	52.28	(6)	228.9	(2)
Vernon	51.75	(7)	163.6	(10)
Quesnel	48.19	(8)	181.4	(6)
Kamloops	48.07	(9)	147.8	(16)
⋮				
TOTALS/AVERAGES for all Municipalities Responsible for Policing	20.39		117.4	

1. State of intoxication in a public place.
2. Population is from the 1976 Census.
3. Ranking by all 56 municipalities over 5,000 population.

In Williams Lake, for example, twenty "perpetual" offenders are responsible for over one half of the SIPP arrests. Several of these people are incarcerated over thirty times a year, and drunks represent an estimated 75% of the detachment's total prisoners. In Vancouver in 1977, 28 people were arrested 6 times in one month. Some individuals were picked up 9, 10, or 11 times in the same month.¹

2. Facilities

There are 6 detoxication centers in B.C. with a total capacity of 92 beds and 12 residential facilities which can hold at least 185 people,² but the capacities are still not enough. (For example, 13% of the Pender St. clientele in Vancouver who wanted further treatment could not get it because of limited space in other programs.)³

Recent documentation has shown that these centers have considerable success in treating chronic alcoholics. The evaluations revealed positive results with up to 90% of the people who attended. One problem occurs where facilities are not available in places such as Williams Lake, Fort St. John, Terrace, Quesnel and Prince George, where the SIPP problem is most acute. Prince George does have a 20 bed facility⁴ used for short term holding purposes. At least 60% of all clients are brought in by the police. However, the facility is totally inadequate to handle the needs of the North. One Prince George source stated there was a waiting list of 30-50 people each month

1. Refer to Appendix 22 for details.
2. Alcohol and Drug Commission Annual Report, 1976-77, pp. 42-49.
3. Ibid p.24.
4. Ibid p.46.

for the treatment center. RCMP policy there is not to charge an "individual" as a "chronic alcoholic" until he has been arrested and placed in the center at least 40 times! Nevertheless, court proceedings are not unusual.

Other alcohol treatment centers are in Vancouver (Pender Street Detoxication Centre, Salvation Army Harbour Light Detoxication Centre, Aurora House and Charlford House), Merritt (Nicola Valley Detoxication Centre, Dallas Road Treatment Centre, and Victoria Life Enrichment Society), and Tofino (Kakawis Family Development Centre).¹

3. The Role of Police

What are some of the alternatives to the drunk tank system? The first one, advocated by Herbert Packer,² is to simply stop arresting the skid-row drunks. At least this would produce some economic benefit and with it would go "little offsetting losses". This would leave drunks on the street which may not be tolerated by the community. As well they would almost certainly be victims of robbery and illness.

A second alternative is to have drunks housed somewhere more humane than a drunk tank, and where medical attention is more accessible. This alternative still leaves the police with the task of deciding who needs to be picked up and what type of attention they require - do they need medical help or just time to sober up? This is the alternative chosen for Vancouver by

1. Ibid p.42-49.

2. Herbert Packer, The Limits of Criminal Sanction, 1968,

the B.C. Alcohol and Drug Commission. The plan is for a 60 bed detoxification center to replace the jail drunk tank. The purpose of the project is not to provide treatment and rehabilitation but rather as an acute care ward for periods not exceeding 72 hours. The facility would be operated 24 hours a day, 7 days a week by a security and nursing staff that have experience in handling intoxicated people. The estimated cost is \$580,000 for construction and \$821,000 for operating costs for the first year.¹

If 15,000 intoxicated persons are picked up in 1979 (the first year of expected operation) it will cost about \$55 in operating costs alone to hold each person in a proper facility.

The third alternative is to remove the police completely from handling inebriates by having a team of civilians picking up the drunks and transporting them to a facility that has civilian personnel.² At present in areas like Vancouver City the police already have the vehicles, manpower and expertise to continue doing this function. Nimmer³ challenges this argument of using police for pickup by saying:

On the other hand, the civilian procedure may appear more voluntary to the recipients (the police are authoritarian figures with whom the men will be unlikely to disagree); specially trained squads are better able to diagnose on-the-street problems (police have little medical or psychiatric training); and civilians are likely to be more understanding of the men (police officers may brutalize the patient).³

1. Commissioner Dr. Christine Rogers, telephone conversation, Jan. 12, 1978.

2. Charles W. Weis, Diversion of the Public Inebriate from the Criminal Justice System, U.S. Department of Justice, p.6.

3. Raymond T. Nimmer, Two Million Unnecessary Arrests, American Bar Foundation, p.152.

To this Task Force, the ultimate question seems to be whether or not to completely remove the handling of drunks from the police function. The Task Force supports the development of alternatives to the present arrest and release procedures for alcoholics. However, we recognize that the main stumbling block to other alternatives (such as the second and third listed above) is financing.

All three alternatives have definite advantages and disadvantages but the numbers and thus the problem of drunks will keep increasing unless something can be done to cure chronic alcoholics; this is a medical, not a legal or police problem.

The Task Force supports the planned Detoxification Center in Vancouver to replace the city jail drunk tank. However, in our opinion the problem in the northern communities around Prince George is such that it now needs both financial attention and further study. There is a need to find other more appropriate facilities for inebriated persons in Prince George, Kamloops, Williams Lake and other municipalities with high numbers of SIPPs in relation to their population. Further we see no viable alternative to having the police as the agency responsible for the arrest and delivery of persons found in a state of intoxication.

Recommendations:

- (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. DEALING WITH MENTALLY ILL PERSONS

The Task Force was requested to examine and recommend possible solutions to police involvement in the handling of mentally ill persons.

The following sections outline the present legal powers of the police, identify the contact police have with mentally ill persons and discuss whether or not this is a problem area for police.

1. The Legal Power of the Police

The legal power that police members have, when dealing with mentally ill persons, is provided by the B.C. Mental Health Act (MHA). Section 27 of the MHA gives a "police officer or constable" the power to "take a person into custody".

27 (1) Where a police officer or constable is satisfied from his own observations or from information received by him that a person (a) is acting in a manner likely to endanger his own safety or that of others; and (b) is apparently suffering from mental disorder, he may take such person into custody and take him forthwith to a physician; and if the physician is satisfied that that person is a mentally disordered person and in need of care, supervision, or control for his own protection or welfare, or for the protection of others, he may be taken on the certificate of the physician, to a Provincial mental health facility, a psychiatric unit, or an observation unit; otherwise he shall be released.

2. Frequency of Contact Between Police and Mentally Ill Persons

It is difficult to determine how often police come in contact with mentally ill persons, because the methods used to record calls do not always include recording the mental state of the individual involved. For example, as illustrated in Table VI-5, if a person with a history of mental illnesses slashed his wrists, and police on patrol were called to the scene, it would be recorded under "mental cases and attempted suicides" in Vancouver. In North Vancouver and in Victoria it would not be recorded in any specific way that would indicate suspected mental illness, and in Nanaimo it might be categorized as a physical injury. Therefore, there is no way of estimating police contact with mentally ill persons.

The other area where police members formerly had contact with mentally ill persons was the transportation of mentally ill persons to institutions outside the municipality where they were taken into custody. This function has been taken over by the Sheriff Services and the B.C. Ambulance Service in most areas. In 1977 the RCMP claimed expenses for transporting 74 mentally ill people while the Sheriff Services transported about 640 people in the same year.¹

1. Refer to Appendix 12 for further details about involvement of Sheriff Services. No figures were available from B.C. Ambulance Service to indicate the extent of their involvement in transportation of mentally ill.

TABLE VI-5
Sampling of Methods for Recording Incidents
Involving Mentally Ill Persons

<u>Department/Detachment</u>	<u>Recording Methods</u>	<u>Tabulations for 1977</u>
North Vancouver RCMP	Do not record MHA incidents in any specific category.	None
Nanaimo RCMP	Records incidents where the MHA was used. Does not include incidents where police turned the person over to a friend or was treated at a hospital for physical injury.	40 files out of a total of 20,664 files were MHA cases
Victoria City Police	Do not record MHA incidents in any specific category.	None
Burnaby RCMP	Records the number of calls that police took action on that involved mentally ill persons	178 calls involving mentally ill persons out of a total of 42,274 calls
Saanich Municipal Police	Records MHA occurrences but some are classified under attempted suicides, suicides or accidental overdoses.	71 MHA occurrences out of a total of 27,432
Vancouver City Police	Records dispatch calls under the classification of "mental cases and attempted suicides".	1,461 calls dispatched under the classification of mental cases and attempted suicides, out of a total of 96,477 calls dispatched

3. Two Police Programs Which Deal With Mentally Ill Persons

Vancouver, which has an average of 4 incidents per day under the category of "mental cases and attempted suicides" (see Table VI-5), has introduced a program called "Car 87". A psychiatric nurse and a plain clothed police member operate an unmarked car 7 evenings a week, and respond to any call in the city that might involve a mentally ill person.

North Vancouver has a program set up to deal with juveniles, which other areas could adapt for use in dealing with mentally ill persons. This program utilizes the services of three volunteer professionals, one of which is on call at all times of the day. Called the "Police Councillor Project," it offers specialized professional backup to the RCMP in North Vancouver when they require it.

Now that police seldom transport mentally ill people, available data do not indicate the extent to which police are involved in dealing with the mentally ill,¹ however, indications are that this represents only a very small portion of a police member's time.

With one exception, submissions to the Task Force did not raise the question of handling mentally ill persons. The one reference to this problem merely stated:

1. Possibly Vancouver is an exception, where statistics indicate that these types of calls represented 1.5% of their dispatches

With regard to mentally ill persons this Department dealt with only three such persons in 1977. They are not considered a serious problem with this Department at this time.

It is the opinion of the Task Force that the handling of mentally ill persons is not a major issue with municipalities or the police.

F. INTERMITTENT SENTENCES

As part of our examination of police lock-ups, the Task Force considered the current situation regarding the serving of intermittent sentences.

The practices and problems associated with this type of sentence are outlined in Appendix 23. The summary presented includes a description of the types of offences where intermittent sentences are given, plus problems, costs and some of the possible implications.

During the term of the Task Force, a separate group under the chairmanship of Dennis Sheppard, Associate Deputy Attorney General, was studying intermittent sentences.¹ It was the consensus of this committee that: "the emphasis in sentencing now should be on community work projects, rather than intermittent sentences. We recognize though, that the option for intermittent sentences must remain open and for mandatory jail sentences such as impaired driving second offence, intermittent sentences can serve as a very useful alternative to regular jail terms."

The Committee recommended non-use of police lock-ups for intermittent sentences and instead supported use of regional correctional centers. Their recommendations regarding intermittent sentences are contained in Appendix 24.

Recommendation:

(30) 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

1. Committee on Intermittent Sentences, Police Lock-ups, and Right of Access by Lawyers to Accused Persons in Lock-ups.

G. CENTRALIZED PURCHASING¹

Municipalities with RCMP detachments benefit from the services of centralized purchasing, and as a result experience considerable cost savings in the purchase of police equipment such as vehicles, weapons and ammunition.

Municipalities with their own police force, however, purchase independently of one another and therefore do not benefit from the savings effected through bulk purchasing. Larger municipalities such as Vancouver would, of course, place larger orders than departments with 15 or 20 members and would therefore experience some savings by comparison.

Several of the submissions and completed questionnaires sent to the Task Force from municipalities with their own police force recommended centralized purchasing of uniforms, police vehicles and accessory equipment, firearms and ammunition.

Recommendation:

(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.

1. Centralized purchasing was also considered under Chapter V of this report in connection with the regional delivery of police services.

H. CAPITAL COST OF ACCOMMODATION AND MAJOR EQUIPMENT ITEMS

1. Accommodation

In both RCMP contract municipalities and those with their own police force, each municipality is responsible for the total cost of accommodation. In meetings throughout the province, the Task Force found that many police detachments and departments have inadequate, overcrowded facilities. There are exceptions, of course, and there are also several new facilities in various stages of planning. However, many municipalities expressed concern over the problem with financing adequate buildings for police.

Several recommendations were made to the Task Force by municipalities, including:

- (a) the Federal and Provincial Governments underwrite the cost of police accommodations or alternatively provide capital financing for the construction and/or leasing of suitable facilities, and
- (b) there should be a special grant from the province to assist municipalities in the construction of facilities.

There is a precedent for provincial involvement in assistance to municipalities with building construction.

Recommendation:

(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 outright grant.

2. Major Equipment Items

While none of the municipalities get any assistance with the cost of accommodation, those with RCMP contracts do experience cost savings on the purchase of major equipment items. Municipalities with their own force do not have similar arrangements.

When municipalities with RCMP contracts require equipment items costing \$100,000 or more, the Federal Government provides the initial outlay of funds and then bills the municipality on the following basis, under the terms of the Municipal Policing Agreement:

The Municipality shall reimburse Canada . . . an amount equivalent to the straight line amortization of the capital cost of any equipment item costing \$100,000 or more, that is acquired from Municipal Police Services, over the estimated life of such equipment not to exceed 10 years.

Because these municipalities do not have to pay the initial outlay of funds, and because their payments are spread over a ten year period based on straight line amortization, there is a considerable cost saving to the municipality involved.

Recommendation:

(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.

I. OPERATION OF LOCKUPS

The Task Force considered the extent to which trained police officers were assigned to lockup supervision, current costing arrangements and alternatives to the present system of police lockups.

For the purposes of this report, consideration has been given to police cells only, and only those in municipalities responsible for their own policing.¹

Under Section 644 of the Municipal Act (and for Vancouver, Section 481 of the Vancouver Charter), municipalities over 5,000 population are responsible to:

Provide an office for the police force in the municipality and provide premises as a place of detention or make an agreement with some other municipality for the use as required of an office or of premises as a place of detention.

In B.C., police lockups are operated in municipalities with an RCMP contract, and in nine of the twelve municipalities with their own police force.

1. Therefore, no study has been made of provincial or federal institutions separate from police cells, nor to police cells in areas under provincial policing contract.

1. Municipalities With RCMP Contracts

Prior to April, 1977 municipalities were subsidizing the province and the RCMP in the area of prisoner expenses, as the allocation of costs was based on a "prisoner-day" basis with any period of incarceration from 1 to 24 hours counted as a prisoner-day. As most intoxicated prisoners were a municipal responsibility, and since these prisoners also formed a large portion of total "prisoner-days", the municipalities paid a major portion of the operation of lockups.

Beginning in April, 1977 a new system was instituted, based on a 9 A.M. count of prisoners (thus eliminating most drunks from the count) based on the following definitions:

Municipal Prisoners - persons in custody of the RCMP for offences committed within the municipality - from time of arrest to time of escort.

RCMP Prisoners - persons in custody of the RCMP for offences committed outside a municipality or "federal" offences committed within a municipality - from time of arrest to time of escort.

NOTE: Expenses for these prisoners will be paid by the RCMP who recover the appropriate share under the financial terms of the Provincial Policing Agreement.

Provincial Prisoners - include: i) prisoners serving sentences in RCMP lockups, ii) prisoners transferred from custodial institutions to RCMP lockups, iii) prisoners held in RCMP lockups longer than three days while awaiting escort by

Provincial Sheriffs.

NOTE: Expenses for these prisoners are paid by the RCMP and 100% of the cost billed monthly to the province. In addition to the above, the province is billed for those expenses outlined in paragraph 14 of the new Provincial Policing Agreement. (See Appendix 6.)

2. Municipalities With Their Own Police Force

Nine of the twelve municipalities with their own police forces currently operate lockups. Table VI-6 lists these nine municipalities, the number of full-time police officers assigned to lockups and any cost sharing arrangements which exist.

The other three municipalities with their own forces use facilities located elsewhere. Oak Bay and Esquimalt use the Victoria detention facilities and share costs as outlined in Table VI-6. Central Saanich presently takes prisoners to Sidney RCMP and is billed for meals and for guard costs if the RCMP have no prisoners of their own in the facility. By August, 1978 Central Saanich will have adequate lockup facilities in their new building.

It is the opinion of this Task Force that police responsibility should end once an arrest is made and a charge is laid. We recognize that very large budget and manpower expenditures would be required for the province to assume the administration of lockups. Also, the interrelationship of lockups with police operations, particularly in smaller communities would raise problems should the provincial government assume responsibility. However, the Task Force supports the philosophy of provincial responsibility for lockups.

Recommendations:

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.

TABLE VI-6

POLICE LOCKUPS IN MUNICIPALITIES WITH THEIR OWN POLICE FORCE

<u>Municipality</u>	<u>Number Of Full Time Sworn Members Involved</u>	
Delta	Nil	Police Department pays total cost; no reimbursement.
Matsqui	Nil	Police Department pays the cost. If they hold prisoners for immigration bill them for meals only. If they hold prisoners for court, bill Provincial Government for meals only.
Nelson	Nil	Nelson pays the cost in the first instance; bills the province for prisoners deemed a "provincial responsibility". (\$6,200 in 1976)
New Westminster	Nil	New Westminster pays the cost; no reimbursement.
Port Moody	Nil	Port Moody pays the cost.
Saanich	Nil	Facilities for 5 men in cells in Saanich. Prisoners are held overnight and transported to Victoria cells for first appearance in court. Saanich also shares in costs of Victoria detention facilities.
West Vancouver	Nil	West Vancouver pays costs and bills province quarterly for prisoners deemed "provincial responsibility". Billings to province include costs for guards and matrons, meals, mileage, sworn member manpower (estimate billing to province for 1978: \$12,000).
Vancouver	48 full time police members	Costs are paid by Vancouver City (total in 1977: \$1,131,000); immigration billed \$92,570, and sheriffs and provincial RCMP billed \$8,000 for prisoner meals in 1977. Negotiations presently underway to determine definition of "provincial responsibility" for prisoners.

Table VI-6, cont.

<u>Municipality</u>	<u>Number Of Full Time Sworn Members Involved</u>	<u>Cost Sharing Arrangements</u>			
Victoria	5 full time police members	Costs, including salaries and fringe benefits, are shared by billing all municipal departments and RCMP yearly on the following formula based on availability and usage:			
		<u>50% Availability</u>	<u>50% Usage</u>	<u>Total</u>	<u>1977 Costs</u>
		60.9	75.33	68.1	\$119,386.52
		5.0	7.93	6.5	11,395.19
		11.0	.85	5.9	10,343.32
		11.0	3.82	7.4	12,972.98
		12.1	12.07	12.1	21,212.58
					<u>\$175,310.59</u>
		Sheriff and immigration are charged \$10.00 prisoner-day use. 1977 charges - \$16,865.18. This was deducted from the total cost of the jail operation prior to billing the other municipalities and RCMP			

CHAPTER VII

SUMMARY OF POLICY OPTIONS AND
PRELIMINARY RECOMMENDATIONS

This summary includes five alternatives for equalizing the distribution of policing costs in British Columbia, (called "policy options"), and thirty-eight preliminary recommendations. The policy options have been developed from the various methods of generating cost-sharing formulae outlined in Chapter IV. The Task Force is not recommending any one policy option at this time, nor have we placed them in any order of priority.

The Task Force encourages interested parties to develop additional policy options and to comment on preliminary recommendations.

SUMMARY OF POLICY OPTIONS

POLICY OPTION A

Under this option, all municipal policing expenditures would be paid for by the province, with the exception of (a) any federal contributions toward municipal policing expenses, (b) the cost of accommodation, and (c) the cost of providing above standard police services. Funding would be generated from present or newly created provincial sources, and from taxes collected at an equal mill rate from all property owners in the province (including those in unorganized areas). The province would approve municipal police budgets and set standards for policing.

The basic principles of this option are:

1. All property in B.C. requires police protection or availability of police services.
2. However, policing is more than a service to property, it is also a service provided to people.

3. Every citizen in B.C. demands and requires police protection or access to police protection no matter where they may be in the province.
4. Most crimes occur within municipal boundaries; but policing problems, the nature of crime and criminals themselves do not recognize local borders.
5. It is important to maintain local control and involvement around police issues where that is a priority of the municipality.

Under this option the \$72,684,631 required in 1976 to provide the municipal portion of policing in B.C. would have been paid by the Provincial Government

- (a) through property taxation at a standard mill rate¹ throughout the province using assessment base taxable for hospital purposes (the mill rate would be lower than that paid currently for policing in most municipalities with populations over 5,000), and
- (b) through other forms of provincial revenue such as liquor sales and motor vehicle license fees.

It would be necessary to provide a provincial administrative body to control and monitor standards and expenditures. If municipalities chose to provide policing services in their community in addition to established standards, they could finance the cost of the additional services. Police boards would continue to serve their current function.

It should be recognized that this option may be seen by some as a radical departure from the current policing philosophy in B.C. There would exist a potential for much greater control by the province over municipal policing.

1. In Chapter IV, a mill rate of 5.1281 has been used.

POLICY OPTION B

Under this option, a grant would be given by the province to municipalities with their own police force using both population and total value of property as bases. In addition, a grant would be made to any municipality responsible for policing that requires more than a "standard" number of police in relation to its population. All property owners in unorganized territory and in municipalities under 5,000 population would be assessed directly for policing.

The following principles led to the development of this option:

1. Municipalities with their own police force should be receiving assistance from senior levels of government.
2. "Core cities" or "trading centers" with a daily influx of people for work or entertainment, and other municipalities experiencing high crime should receive assistance to meet the additional costs of policing.
3. All property and citizens in B.C. require police protection and therefore should contribute directly toward the costs.

Based on a grant of (a) \$5 per capita and \$1.50 per \$10,000 of property¹ for municipalities with their own force plus (b) grant on a population to police ratio basis of \$10,000 per sworn member, plus (c) assessing taxpayers covered by the Provincial Policing

-
1. Assessed at 100% of actual value for land and improvements including exempt property.

Agreement \$20 per capita, the effect of this option on provincial revenue and expenditures on 1976 costs would have been:

	<u>Provincial</u>	
	<u>Revenue</u>	<u>Expenditures</u>
Assess Taxpayers Covered by Provincial Contract (\$20 per capita)	\$12,036,500	
Grant to Municipalities With Own Force \$5 per capita PLUS \$1.50 per \$10,000 Property		\$3,981,685
Grant on a Population To Police Ratio Basis (\$10,000 per member)		3,840,722
		5,859,000
TOTALS	\$12,036,500	\$13,591,407
NET		\$ 1,554,907

POLICY OPTION C

If the province is reluctant to assess taxpayers now covered by the Provincial Policing Agreement then the Task Force proposes that the first 5,000 population everywhere be made a provincial responsibility.

Under this option, three types of grants would be paid: one to all municipalities over 5,000 that are responsible for policing, under which the province would pay each municipality's cost of policing the first 5,000 population; the second to any municipality that requires more than a "standard" number of police in relation to its population; and the third to municipalities with their own police force, using both population and total value of property as bases.

The same three principles outlined under Policy Option B would apply here as well, with the following addition:

4. If areas under the Provincial Policing Agreement are not contributing directly toward policing costs, and if the province is paying this cost, then other areas should receive a similar type of assistance.

Based on a grant of \$5 per capita and \$1.50 per \$10,000 of property¹ to municipalities with their own force, a grant on a population to police ratio basis of \$10,000 per sworn member, and the first 5,000 population a provincial responsibility, the effect on provincial expenditures would have been:

1. Assessed at 100% of actual value for land and improvements including exempt properties.

	<u>Provincial Expenditures</u> (1976)
Grants to Municipalities With Own Force	
\$5 per capita	\$3,891,685
PLUS	
\$1.50 per \$10,000 Property	3,840,722
Grant on a Population to Police Ratio Basis	5,859,000
First 5,000 Population a Provincial Responsibility	<u>7,769,456</u>
	\$21,360,863

POLICY OPTION D

Taxpayers in unorganized areas and in municipalities with populations less than 5,000 would be assessed 4 mills for policing under this option. In addition all municipalities responsible for policing would be reimbursed for 50% of their "eligible police costs"¹ in excess of 4 mills. All mill rates under this option would be calculated using assessment base taxable for hospital purposes.

The basic principles of this option are:

1. All property and citizens in B.C. require police protection and therefore should contribute directly toward the costs.
2. When developing cost sharing formulae, consideration should be given to a municipality's ability to pay.
3. Extra expenditures incurred by "core" cities, trading centers and other municipalities experiencing high crime should be taken into account.

1. This term would have to be clearly defined. For illustrative purposes, Chapter IV of this report uses total municipal portion of policing costs (excluding accommodation).

Based on 1976 costs, the effects of this option on provincial finances are outlined below and indicate that \$8,255,467 would have to be made up from provincial revenue other than that generated from the 4 mill assessment.

	<u>Provincial</u>
	<u>Revenue</u> <u>Expenditures</u>
Assess taxpayers 4 mills in unorganized areas and municipalities with less than 5,000 population	\$11,171,783
Reimburse municipalities responsible for policing for 50% of eligible police costs over 4 mills	\$ 19,427,250
NET	<u>\$ 8,255,467</u>

POLICY OPTION E

Under this option, all municipalities responsible for policing would be reimbursed by the province for 50% of "eligible police costs"¹ in excess of 6 mills (using assessment base taxable for hospital purposes).

-
1. This term would have to be clearly defined. For illustrative purposes, Chapter IV of this report uses total municipal portion of policing costs (excluding accommodation).

The basic principles here are:

1. When developing cost sharing formulae, consideration should be given to a municipality's ability to pay.
2. Extra expenditures incurred by "core" cities, trading centers and other municipalities experiencing high crime should be taken into account.

Based on 1976 costs, this option would have cost the province \$12,411,006.

SUMMARY OF PRELIMINARY RECOMMENDATIONS

Special Grants

(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

(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.

Trading Centres/Core Cities

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

Provincial Parks

(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.

Indian Reserves

(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.

Provincial Highways

(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.

Prisons

(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

(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 JF0/NCIS)
- Major Crime Unit

. . . continued

- 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

(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.

CONTINUED

4 OF 6

Amalgamation of RCMP Municipal Detachments

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

Regional Police Forces

(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.

Sheriff Services

(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.

Use Of Civilians

(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.

Court Overtime

(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".

Handling the Inebriated

(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.

Intermittent Sentences

(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.

Centralized Purchasing

(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.

Capital Cost of Accommodation and Major Equipment Items

(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.

Operation of Lockups

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.

APPENDIX 1

TERMS OF REFERENCE - TASK FORCE ON MUNICIPAL POLICING

The Ministry of Municipal Affairs and the B.C. Police Commission are proceeding to study municipal policing - cost sharing factors. The following are the terms of reference for the joint Task Force:

1. To examine the entire area of Federal-Provincial-Municipal cost sharing arrangements concerning law enforcement in British Columbia.
2. To clarify policy concerning special grants to assist with policing costs in recently amalgamated municipalities, and municipalities that become responsible for the first time to provide for policing.
3. To collect, analyze and compare cost sharing arrangements for municipal policing in other Canadian jurisdictions.
4. To examine the possibility of regional delivery of police services and the costing implications therein.
5. To examine special problems associated with maintaining high level police service in both high crime rate environments and in remote areas of the Province.
6. To recommend a cost sharing formula that would distribute the policing cost burden on a more rational and equitable basis throughout the Province, regardless of the type of police force presently providing services.
7. To define areas in which cost savings may be achieved, by relieving police officers of some responsibilities at present assigned to them which are not related to the traditional crime prevention and law enforcement roles of police.
8. To examine and recommend possible solutions to such problems as court overtime for police witnesses, handling of inebriated and mentally ill persons, and other matters for which police should not have primary responsibility.

CHAPTER VIII

APPENDICES

APPENDIX 2

Present Members Of Policy Board
Task Force On Municipal Policing Costs

Mr. C.L. Woodward (Co-Chairman)
Assistant Deputy Minister of The Municipal Affairs Section,
Ministry of Municipal Affairs and Housing

Commissioner R.A. Burrows (Co-Chairman)
B.C. Police Commission

Mr. R.W. Long
Deputy Minister of The Municipal Affairs Section,
Ministry of Municipal Affairs and Housing

Mr. R.H. Vogel
Deputy Attorney-General

Commissioner Geoff Mortimer
Acting Chairman, B.C. Police Commission

June, 1978.

APPENDIX 3

A. Written Submissions

Central Saanich Municipal Council
Greater Victoria Association For Amalgamation
Kitimat District Council
Mackenzie District Council
Maple Ridge District, Finance Office
Mission District Council
New Westminster Mayor
Oak Bay Police Board
Penticton City Council
Port Moody Council and Police Board
Powell River Municipal Council
Prince George City Council and Administration
Summerland District Council
Surrey Municipal Manager
Terrace Council
Vancouver Council
Victoria Police Board
Williams Lake Council

B. Meetings With Municipal And Regional District Councils

Abbotsford Council
Campbell River Council
Capital Regional District Representatives
Castlegar Council
Central Saanich Council and Police Board
Comox-Strathcona Regional District
Cranbrook Council and Mayors of Creston, Fernie and Kimberley
Esquimalt Council
Langley City, Mayor and Administrator
Langley Township Council
Nelson Council
North Cowichan Council
Port Moody Council and Police Board
Prince George Council
Richmond Township Administration
Terrace Council
Vancouver Council
Victoria City Mayor
West Vancouver Council
West Vancouver Police Board
Williams Lake Council

C. Meeting With Police Departments/Detachments

Campbell River RCMP Detachment
Castlegar RCMP Detachment
Central Saanich Police Department
Cranbrook RCMP Detachment
Duncan-North Cowichan RCMP Detachment
Esquimalt Police Department
Ladysmith RCMP Detachment
Langley RCMP Detachment
Nelson Police Department
North Vancouver RCMP Detachment

Oak Bay Police Department
Port Moody Police Department
Prince George RCMP Detachment
Saanich Police Department
Shawnigan Lake RCMP Detachment
Sidney RCMP Detachment
Terrace RCMP Detachment
Vancouver Police Department
Victoria Police Department
West Vancouver Police Department

D. Meetings With Police Organizations

B.C. Association of Chiefs of Police
B.C. Federation of Peace Officers
Canadian Police Services, Vancouver
Co-Ordinated Law Enforcement Unit, Victoria
R.C.M.P. - Commissioner
- E Division: Victoria
- District 1: Vancouver

E. Meetings With Other Organizations

Alcohol and Drug Abuse Commission
B.C. Assessment Authority
B.C. Justice Councils
Liquor Control Board
National Task Force on the Administration of Justice
Regional District Review Committee
Sheriff Services
Union of B.C. Municipalities
Committee on Intermittent Sentences, Police Lockups and Right of Access by Lawyers to Accused Persons in Lockups.

F. Meetings In Ontario And Winnipeg

Halton Region: Regional Administration
Police Department
Local Mayors

Hamilton Wentworth Region: Regional Administration
City Administration
Police Commission
Police Department
Local Council Members

Kitchener-Waterloo Region: Police Department
Police Commission
Regional Administration

Metro Toronto: Police Department

Niagara Region: Regional Administration
Police Department
Local Mayors

Ontario Police Commission

Peel Region: Police Department

Task Force on the Federal Role in Law Enforcement

Winnipeg: Council Members
Former Council and Commission Members
Police Commission
Police Department

APPENDIX 4
MUNICIPAL POLICING AGREEMENT

FORM A

MEMORANDUM OF AGREEMENT

ENTERED INTO THIS 1st day of
APRIL, 1976

BETWEEN:

THE GOVERNMENT OF CANADA,
hereinafter referred to as "Canada"
OF THE FIRST PART

AND:

in the Province of British Columbia,
hereinafter referred to as "the
Municipality"
OF THE SECOND PART

AND:

THE GOVERNMENT OF THE PROVINCE
of BRITISH COLUMBIA,
hereinafter referred to as "the
Province"

OF THE THIRD PART

MUNICIPAL POLICING AGREEMENT

WHEREAS section 20 of the Royal Canadian Mounted Police Act provides that the Solicitor General may, with the approval of the Governor in Council, enter into arrangements with the government of any Province or, with the approval of the Lieutenant-Governor in Council of any Province, with any Municipality in the Province, for the use or employment of the Royal Canadian Mounted Police, or any portion thereof, in aiding the administration of justice in the Province or Municipality, and in carrying into effect the laws in force therein; and may, with the approval of the Treasury Board in any such arrangement, agree upon and determine the amount of money that shall be paid by the Province or Municipality for such services of the Force;

AND WHEREAS by section 19 of the Royal Canadian Mounted Police Act, members of the Force unless authorized by the Governor in Council, shall not be charged with any duties under or in connection with any Municipal By-laws;

AND WHEREAS the municipality is desirous of having the Municipality policed by the Royal Canadian Mounted Police and has requested that Canada enter into an agreement with the Municipality for the use or employment of the Royal Canadian Mounted Police in the policing of the Municipality;

AND WHEREAS section 18 of the Police Act, being Chapter 64 of the Statutes of British Columbia, reads as follows:

"18. (1) The council of a municipality required to provide policing under section 17 may enter into an agreement with the minister under which he will provide, by means of the provincial force, policing within the municipality.

(2) An agreement under subsection (1) shall contain such terms and conditions as the Lieutenant-Governor in Council may approve. 1974, c.64, s.18";

- (i) Municipal Police Services - means the aggregate of resources and members of the Force in the Municipality employed pursuant to this Agreement in the enforcement of the Criminal Code, Provincial Statutes and Municipal By-laws except resources, members and staff employed primarily in:
 - (i) the enforcement of Federal Statutes other than the Criminal Code,
 - (ii) National Police Service,
 - (iii) the maintenance of national security,
 - (iv) providing the security and protection of Federal Government property,
 - (v) services provided to or on behalf of Federal Government Departments,
- (j) Province - means the Province of _____,
- (k) Unit - means the members of the Royal Canadian Mounted Police designated by Canada to police the Municipality under this Agreement,

(1) Words in the singular include the plural and vice versa.

2. The internal management of the Municipal Police Services including the administration and application of professional police procedures shall remain under the control of Canada.

3. The member in charge of the Unit shall:

- (a) in enforcing By-laws of the municipality, act under the lawful direction of the Chief Executive of the Municipality, or such person as may be designated in writing for this purpose by the Chief Executive, and
- (b) report as often as requested to the Chief Executive of the Municipality, or to such person as may be designated in writing for this purpose by the Chief Executive, on the subject of law enforcement in the Municipality.

AND WHEREAS the execution of this Agreement has been approved by the Lieutenant-Governor in Council of the Province of British Columbia;

NOW THEREFORE THIS AGREEMENT WITNESSETH:

1. In this Agreement, unless the contrary intention appears,
 - (a) Attorney-General - means the Provincial Minister responsible for law enforcement in the Province,
 - (b) Chief Executive - means the Mayor, Reeve, Warden or other head of the Municipal Government, however designated,
 - (c) Commissioner - means the Commissioner of the Royal Canadian Mounted Police,
 - (d) Fiscal Year - means the period beginning on the first day of April in one year and ending on the 31st day of March in the next year,
 - (e) Force - means the Royal Canadian Mounted Police,
 - (f) Furnished - means supplied with office furniture such as desks, chairs, filing cabinets, bookcases and tables but does not include office machines such as typewriters, adding-machines, calculators, dictating equipment and copying equipment,
 - (g) Members - means officers, regular members, special constables and civilian members of the Royal Canadian Mounted Police appointed pursuant to the Royal Canadian Mounted Police Act, R.S.C. 1970, C. R-9 and Regulations made thereunder,
 - (h) Municipal Agreement - means an arrangement, pursuant to section 20 of the Royal Canadian Mounted Police Act, for the policing by the Force of a specific municipality,

4. (1) Subject to sub-paragraph 2, the Unit shall perform in the Municipality the normal duties of peace officers and render such services as are necessary to:
 - (a) preserve the peace, prevent crime and offences against the laws of Canada, and the laws in effect in the Province and Municipality, apprehend criminals and offenders and others who may be lawfully taken into custody;
 - (b) execute all warrants, and perform all duties and services in relation thereto, that may, under the laws of Canada, the Province or the Municipality, be executed and performed by peace officers;
 - (2) The Unit shall not be required to perform any non-police functions including the following:
 - (a) escort or guard any mental patient or runaway juvenile;
 - (b) act as Crown Prosecutors, Court Orderlies or Magistrates' Clerks;
 - (c) collect tax, license fee, fine or other monies, or sell or issue any license or notice on behalf of the Municipality;
 - (d) carry out inspections concerning licenses pursuant to any regulatory Act or By-laws;
 - (e) carry out inspections relating to health, sanitation, or fire prevention;
 - (f) impound any dogs, cattle or other animals or enforce curfew by-laws;
 - (g) serve civil processes;
 - (h) issue parking meter violations;
 - (3) Notwithstanding the foregoing, where non-police functions are now being performed by the Force they will be continued until alternate arrangements can be made by the Municipality, however, during the first and each succeeding year of this agreement all non-police duties being performed by Municipal Police Services in the Province will be identified by the Commissioner and discussed with the Attorney General with a view of determining and actioning alternatives that appear feasible.
- 5 (1) The Municipal Police Services shall be sufficient to ensure that the standard of policing shall not be less than the minimum standard as determined by the Commissioner in consultation with the Attorney General.

- (2) For the purposes of this agreement, the Unit shall consist of _____ members, and may be increased or decreased at the request of the Municipality but:
- (a) a decrease shall not reduce the Unit to a strength less than necessary, in the opinion of the Commissioner, to carry out the duties required under this agreement;
 - (b) Canada shall increase the Municipal Police Services on a request in writing from the Chief Executive of the Municipality to the Commissioner as soon as is possible but in no case beyond the expiration of one year from the date of the request;
 - (c) Canada shall not be required to fulfill any requested increase where the Solicitor General, in a report to the Chief Executive indicates that in his opinion it is impossible to do so.
- (3) Subject to the discretion of the Force, members shall not be replaced when attending training courses, on annual leave, or when ill except where such illness results in a member's absence in excess of thirty consecutive days;
- (4) A person charged with or convicted of an offence committed within the Municipality may be escorted to a place of trial or institution where his sentence is to be served, as the case may be, by a member of the Unit, and the Municipality shall not be entitled to any reimbursement for the loss of service of the member thereby incurred.
6. In the event that the Municipality desires the removal of any particular member of the Unit, a request for such removal, in writing, together with the reasons therefore, shall be forwarded by the Chief Executive of the Municipality to the Commissioner, Ottawa, Ontario, who shall give such request full consideration, and the Commissioner's decision thereon shall be final.
7. (1) When in the opinion of the Commissioner, an emergency exists outside the Municipality, but within the Province the Unit may be temporarily reduced, with minimum police services to be provided on a reciprocal basis by members from other Municipal units or from the Provincial Police Services. Such reduction shall not affect the financial arrangement unless a member is withdrawn for a period in excess of thirty days;

- (2) Where, in the opinion of the Commissioner, an emergency exists outside the Province requiring additional members of the Force to deal with such emergency, the Commissioner may, after consultation with the Attorney General, and advice to the Chief Executive of the Municipality, withdraw up to ten percent of the Municipal Police Services to meet such an emergency;
- (3) The Municipality shall not bear the cost of the pay and expenses incurred by those members performing emergency duties outside the Province;
- (4) Withdrawal of Municipal Police Service in accordance with paragraph 7(2) shall not exceed 30 days without further consultation with the Attorney General and advice to the Chief Executive of the Municipality.
8. (1) The Municipality shall provide and maintain at the request and to the satisfaction of the Commissioner, without cost to Canada, for the use of the Unit, the following facilities, namely:
- (a) furnished, heated and lighted office accommodation and janitor service together with telephone and water supply;
 - (b) heated and lighted jail cell accommodation together with bedding and water supply; and
 - (c) heated, when necessary, and lighted garage space;
- (2) In the event that Canada provides and maintains for the use of the Unit any or all of the facilities mentioned in sub-paragraph (1), the Municipality shall pay Canada an amount which, in the opinion of the Commissioner, the Municipality would reasonably have been required to spend if it had provided comparable facilities.

9. (1) The Municipality shall bear all expenses incurred by the Municipal Police Services in relation to:
- (a) hospitalization, medical examination or treatment, including mental, for any person in the custody of the Force except where the Force is acting in a specific Federal capacity;
 - (b) transportation, maintenance, escort, fees and costs for persons required as witnesses in criminal and civil proceedings and proceedings under Provincial laws;
 - (c) conveyance obtained by members of the Force for a disabled, injured, ill or deceased person, where the cost of the service is not paid by the person or his estate, for whose benefit the service was obtained;
 - (d) services of a solicitor to assist in conducting any prosecution for an offence alleged to have been committed within the Municipality;
- unless the Province accepts responsibility for these expenses;
- (2) The Municipality shall provide, without cost to Canada, stenographers and such other support staff as may be necessary to aid in carrying out the Municipal Police role.
10. (1) Canada shall supply equipment of a standard and quantity which, in the opinion of the Commissioner is necessary to carry out the responsibilities imposed by this Agreement;
- (2) In the event of termination of this Agreement, ownership of equipment purchased during the term of this Agreement for Municipal Police purposes may, at the request of the Municipality and with approval of the Commissioner, be transferred to them by that Municipality paying the net market value which shall be the amount remaining after applying the Municipal percentage contribution in the year of purchase to the current market value. Should the Municipality not acquire ownership then the Federal Government will credit that Municipality with the net market value which shall be the amount remaining after applying the Federal percentage contribution in the year of purchase to the current market value.

- (3) Equipment having an original cost of \$100,000 or more per unit, which was purchased during the term of this Agreement and subsequently sold or transferred from Municipal Police Services, and which has a market value, shall result in a credit to the Municipality determined by applying the Municipal percentage contribution in effect at the time of purchasing, to the current market value.
11. (1) For the purpose of this Agreement, the Municipality shall reimburse Canada in respect of the fiscal year 1976/77 an annual sum calculated on the following basis:
- (a) 52% for each of the first five members, and
 - (b) 77% for each additional member,
- of the average cost per member of maintaining and operating Municipal Police Services during the preceding fiscal year, plus the average cost of overtime per member as determined in sub-paragraph (5), providing that the amount to be paid by the Municipality is not less than the amount paid by the Municipality for the 1975/76 fiscal year. In respect to each subsequent fiscal year in which this Agreement continues in effect, the percentage of 52% for each of the first five members and 77% for each additional member will be increased by 1% until a maximum of 56% for each of the first five members and 81% of each additional member is reached in the fiscal year 1980/81;
- (2) For the purpose of this Agreement the average cost per member of maintaining and operating Municipal Police Services shall be determined on the basis of the total expenditures, excluding overtime, made by Canada to provide Municipal Police Services in all Municipalities under 25,000 population being policed by the Force in the Province calculated in accordance with the subsequent provisions of this paragraph, and divided by the number of members as of March 31 of the previous fiscal year employed to carry out the Municipal Police Services in such Municipalities;

- (3) This cost shall include the following:
- (a) the direct cost, excluding overtime, of Municipal Police Services, in all Municipalities under 25,000 population being policed by the Force in the Province that are attributable to the performance of those duties pursuant to this Agreement. These costs shall include all operation, maintenance and purchase of equipment expenditures up to an amount of \$100,000, but shall not include expenditures incurred to transfer members to or from Municipalities;
 - (b) the cost of pension contributions calculated as 12% of pay of members employed in the Municipal Police Services;
 - (c) an allocation of those categories of overhead cost incurred to sustain Municipal Police Services multiplied by the number of members employed in the Municipal Police Services, and determined as follows:
 - (i) the average cost per member of Divisional Headquarters administration, calculated by dividing the total cost of Divisional Headquarters administration in the Division, including the pension contribution calculated at 12% of pay of those members employed on that duty, by the total number of members in the Division as of March 31 of the previous fiscal year, excluding Divisional Headquarters administration manpower;
 - (ii) the average cost per member of recruit training calculated by dividing the total cost of such training, including 12% of members' pay for pension contributions, by the total number of members of the Force as of March 31 of the previous fiscal year;
 - (d) expenses for Municipal prisoners, at joint Municipal/Provincial Detachments;
 - (e) an amount equivalent to the straight line amortization of the capital cost of any equipment item costing \$100,000 or more that is acquired for Municipal Police Services, over the estimated life of such equipment not to exceed 10 years;

- (4) This cost shall exclude expenditures in connection with Civil actions, compensation claims, and ex-gratia payments;
 - (5) Notwithstanding any other provisions in paragraph 11, the Municipality shall reimburse Canada at the percentage rate stated in sub-paragraph (1), in respect of overtime costs incurred in the Municipality during the current fiscal year;
 - (6) The Commissioner shall provide the Attorney General with an annual statement of expenditures and revenue by the Municipal Police Services in a manner and form to be mutually agreed upon;
 - (7) As part of the Budget Planning Cycle, the Commissioner shall consult with the Chief Executive on or before October 1st of each year in order to establish the resources, members and support staff required to maintain an adequate level of Municipal Police Services, during the fiscal year commencing eighteen (18) months later;
 - (8) The Commissioner shall submit to the Chief Executive on or before November 1st of each year, a statement of the estimated cost, based on the current fiscal year Forecast of Expenditures of Municipal Police Services, to be borne by the Municipalities for the next fiscal year;
 - (9) Upon receiving reasonable notice, the Commissioner shall provide the Chief Executive with additional information relating to the cost of Municipal Police Services including overtime.
12. Where an increase or decrease in the strength of the Unit, pursuant to paragraph 5, results in a member thereof serving the Municipality for a period less than a fiscal year, the Municipality shall pay Canada in respect of the member a sum to be determined by dividing the figure 365 into the annual sum payable by the Municipality for one member of the Unit and multiplying the result by the number of days actually served by that member.
13. Notwithstanding anything in this Agreement, the Force may retain any fees and allowances allowed under any law to peace officers for work done and services rendered in connection with the administration of justice in the Province, which fees shall be remitted in accordance with Section 23 of the Royal Canadian Mounted Police Act.
14. All sums payable pursuant to paragraphs 8(2) and 11 of this Agreement shall be paid semi-annually by cheque drawn in favour of the Receiver General of Canada and sent by mail addressed to the Commissioner, Ottawa, Ontario.

15. All sums payable pursuant to paragraph 9 shall be paid within three months from the date a written request for payment is received by the Municipality.

16. Notwithstanding any other term of this Agreement, Canada shall have the right, in the event of default being made by the Municipality in payment of all or any part of any sums of money due under this Agreement, to cancel the Agreement without notice at any time after a period of three months from the date of such default.

17. This Agreement shall be deemed to have come into force and bind the parties from the 1st day of April, 1976, to the 31st day of March, 1981, unless previously terminated by either party giving to the other party twelve months' notice in writing; the notice shall be communicated as follows:

- (a) to Canada by personal service on the Commissioner or a Deputy Commissioner or by registered mail addressed to the Commissioner, Ottawa, Ontario; and
- (b) to the Municipality, by personal service on the Chief Executive of the Municipality or, in his absence, on the acting Chief Executive, or by registered mail addressed to the Chief Executive of the Municipality at the Municipality's principal place of business;
- (c) to _____ by registered mail, addressed to the Attorney General at _____.

IN WITNESS WHEREOF the Commissioner of the Royal Canadian Mounted Police for the Solicitor General has executed this Agreement on behalf of Canada, and the Municipality has caused its corporate seal to be hereunto attached, duly attested by the hands of its proper officers in that behalf, and the Attorney General of the Province of _____ has executed this agreement on behalf of _____.

SIGNED on behalf of Canada by)
the Commissioner of the Royal)
Canadian Mounted Police this)
_____ day of _____,)
19__, in the presence of)

Commissioner of the R.C.M.P.

SIGNED on behalf of the)
_____)
of _____ in)
the Province of _____)
_____ and its)
corporate seal attached this)
_____ day of _____,)
19__, in the presence of)

Mayor, etc.

City Clerk, etc.

SIGNED on behalf of the)
Province of _____)
by the Attorney General of)
the Province this _____ day)
of _____, 19__, in the)
presence of _____)

Attorney General

MUNICIPAL POLICING AGREEMENT

MEMORANDUM OF AGREEMENT

FORM B

ENTERED INTO THIS 1st day of
APRIL, 1976

BETWEEN:

THE GOVERNMENT OF CANADA,
hereinafter referred to as "Canada"

OF THE FIRST PART

AND:

In the Province of British Columbia,
hereinafter referred to as "the
Municipality"

OF THE SECOND PART

AND:

THE GOVERNMENT OF THE PROVINCE
of British Columbia,
hereinafter referred to as "the
Province"

OF THE THRID PART

MUNICIPAL POLICING AGREEMENT

WHEREAS section 20 of the Royal Canadian Mounted Police Act provides that the Solicitor General may, with the approval of the Governor in Council, enter into arrangements with the government of any Province or, with the approval of the Lieutenant-Governor in Council of any Province, with any Municipality in the Province, for the use or employment of the Royal Canadian Mounted Police, or any portion thereof, in aiding the administration of justice in the Province or Municipality, and in carrying into effect the laws in force therein; and may, with the approval of the Treasury Board in any such arrangement, agree upon and determine the amount of money that shall be paid by the Province or Municipality for such services of the Force;

AND WHEREAS by section 19 of the Royal Canadian Mounted Police Act, members of the Force unless authorized by the Governor in Council, shall not be charged with any duties under or in connection with any Municipal By-laws;

AND WHEREAS the Municipality is desirous of having the Municipality policed by the Royal Canadian Mounted Police and has requested that Canada enter into an agreement with the Municipality for the use or employment of the Royal Canadian Mounted Police in the policing of the Municipality;

AND WHEREAS section 18 of the Police Act, being Chapter 64 of the Statutes of British Columbia, reads as follows:

"18. (1) The Council of a municipality required to provide policing under section 17 may enter into an agreement with the Minister under which he will provide, by means of the provincial force, policing within the municipality.

(2) An agreement under subsection (1) shall contain such terms and conditions as the Lieutenant-Governor in Council may approve. 1974, c.64, s.18":

AND WHEREAS the execution of this Agreement has been approved by the Lieutenant-Governor in Council of the Province of British Columbia;

NOW THEREFORE THIS AGREEMENT WITNESSETH:

1. In this Agreement, unless the contrary intention appears,
 - (a) Attorney-General - means the Provincial Minister responsible for law enforcement in the Province,
 - (b) Chief Executive - means the Mayor, Reeve, Warden or other head of the Municipal Government, however designated,
 - (c) Commissioner - means the Commissioner of the Royal Canadian Mounted Police,
 - (d) Fiscal Year - means the period beginning on the first day of April in one year and ending on the 31st day of March in the next year,
 - (e) Force - means the Royal Canadian Mounted Police,
 - (f) Furnished - means supplied with office furniture such as desks, chairs, filing cabinets, bookcases and tables but does not include office machines such as typewriters, adding-machines, calculators, dictating equipment and copying equipment,
 - (g) Members - means officers, regular members, special constables and civilian members of the Royal Canadian Mounted Police appointed pursuant to the Royal Canadian Mounted Police Act, R.S.C. 1970, C. R-9 and Regulations made thereunder,
 - (h) Municipal Agreement - means an arrangement, pursuant to section 20 of the Royal Canadian Mounted Police Act, for the policing by the Force of a specific Municipality,

- (i) Municipal Police Services - means the aggregate of resources and members of the Force in the Municipality employed pursuant to this Agreement in the enforcement of the Criminal Code, Provincial Statutes and Municipal By-laws except resources, members and staff employed primarily in:
 - (i) the enforcement of Federal Statutes other than the Criminal Code,
 - (ii) National Police Service,
 - (iii) the maintenance of national security,
 - (iv) providing the security and protection of Federal Government property,
 - (v) services provided to or behalf of Federal Government Departments,
- (j) Province - means the Province of _____
- (k) Unit - means the members of the Royal Canadian Mounted Police designated by Canada to police the Municipality under this Agreement,

(1) Words in the singular include the plural and vice versa.

2. The internal management of the Municipal Police Services including the administration and application of professional police procedures shall remain under the control of Canada.

3. The member in charge of the Unit shall:

- (a) in enforcing By-laws of the Municipality, act under the lawful direction of the Chief Executive of the Municipality, or such person as may be designated in writing for this purpose by the Chief Executive, and

- (b) report as often as requested to the Chief Executive of the Municipality, or to such person as may be designated in writing for this purpose by the Chief Executive, on the subject of law enforcement in the Municipality.
- 4.
- (1) Subject to sub-paragraph 2, the Unit shall perform in the Municipality the normal duties of peace officers and render such services as are necessary to:
 - (a) preserve the peace, prevent crime and offences against the laws of Canada, and the laws in effect in the Province and Municipality, apprehend criminals and offenders and others who may be lawfully taken into custody;
 - (b) execute all warrants, and perform all duties and services in relation thereto, that may, under the laws of Canada, the Province or the Municipality, be executed and performed by peace officers;
 - (2) The Unit shall not be required to perform any non-police functions including the following:
 - (a) escort or guard any mental patient or runaway juvenile,
 - (b) act as Crown Prosecutors, Court Orderlies or Magistrates' Clerks;
 - (c) collect any tax, license fee, fine or other monies, or sell or issue any license or notice on behalf of the Municipality;
 - (d) carry out inspections concerning licenses pursuant to any regulatory Act or By-laws;
 - (e) carry out inspections relating to health, sanitation, or fire prevention;
 - (f) impound any dogs, cattle or other animals or enforce curfew by-laws;
 - (g) serve civil processes;
 - (h) issue parking meter violations;

- (3) Notwithstanding the foregoing, where non-police functions are now being performed by the Force they will be continued until alternate arrangements can be made by the Municipality, however, during the first and each succeeding year of this agreement all non-police duties being performed by Municipal Police Services in the Province will be identified by the Commissioner and discussed with the Attorney General with a view to determining and actioning alternatives that appear feasible.
- 5.
- (1) The Municipal Police Services shall be sufficient to ensure that the standard of policing shall not be less than the minimum standard as determined by the Commissioner in consultation with the Attorney General.
 - (2) For the purposes of this agreement, the Unit shall consist of _____ members, and may be increased or decreased at the request of the Municipality, but:
 - (a) a decrease shall not reduce the Unit to a strength less than necessary, in the opinion of the Commission, to carry out the duties required under this agreement;
 - (b) Canada shall increase the Municipal Police Services on a request in writing from the Chief Executive of the Municipality to the Commissioner as soon as is possible but in no case beyond the expiration of one year from the date of the request;
 - (c) Canada shall not be required to fulfill any requested increase where the Solicitor General, in a report to the Chief Executive indicates that in his opinion it is impossible to do so;
 - (3) Subject to the discretion of the Force, members shall not be replaced when attending training courses, on annual leave, or when ill except where such illness results in a member's absence in excess of thirty consecutive days;

- (4) A person charged with or convicted of an offence committed within the Municipality may be escorted to the place of trial or institution where his sentence is to be served, as the case may be, by a member of the Unit, and the Municipality shall not be entitled to any reimbursement for the loss of service of the member thereby incurred.

6. In the event that the Municipality desires the removal of any particular member of the Unit, a request for such removal, in writing, together with the reasons therefore, shall be forwarded by the Chief Executive of the Municipality to the Commissioner, Ottawa, Ontario, who shall give such request full consideration, and the Commissioner's decision thereon shall be final.

7. (1) When in the opinion of the Commissioner, an emergency exists outside the Municipality, but within the Province the Unit may be temporarily reduced, with minimum police services to be provided on a reciprocal basis by members from other Municipal units or from the Provincial Police Services. Such reduction shall not affect the financial arrangement unless a member is withdrawn for a period in excess of thirty days;
- (2) Where, in the opinion of the Commissioner, an emergency exists outside the Province requiring additional members of the Force to deal with such emergency, the Commissioner may, after consultation with the Attorney General, and advice to the Chief Executive of the Municipality, withdraw up to ten percent of the Municipal Police Services to meet such an emergency;
- (3) The Municipality shall not bear the cost of the pay and expenses incurred by those members performing emergency duties outside the Province;
- (4) Withdrawal of Municipal Police Service in accordance with paragraph 7(2) shall not exceed 30 days without further consultation with the Attorney General and advice to the Chief Executive of the Municipality.

8. (1) The Municipality shall provide and maintain at the request and to the satisfaction of the Commissioner, without cost to Canada, for the use of the Unit, the following facilities, namely;
 - (a) furnished, heated and lighted office accommodation and janitor service together with telephone and water supply;
 - (b) heated and lighted jail cell accommodation together with bedding and water supply; and
 - (c) heated, when necessary, and lighted garage space;
 - (2) In the event that Canada provides and maintains for the use of the Unit any or all of the facilities mentioned in sub-paragraph (1), the Municipality shall pay Canada an amount which, in the opinion of the Commissioner, the Municipality would reasonably have been required to spend if it had provided comparable facilities.
9. (1) The Municipality shall bear all expenses incurred by the Municipal Police Services in relation to;
 - (a) hospitalization, medical examination or treatment, including mental, for any person in the custody of the Force except where the Force is acting in a specific Federal capacity;
 - (b) transportation, maintenance, escort, fees and costs for persons required as witnesses in criminal and civil proceedings and proceedings under Provincial laws;
 - (c) conveyance obtained by members of the Force for a disabled, injured, ill or deceased person, where the cost of the service is not paid by the person or his estate, for whose benefit the service was obtained;
 - (d) services of a solicitor to assist in conducting any prosecution for an offence alleged to have been committed within the Municipality;unless the Province accepts responsibility for these expenses;

- (2) The Municipality shall provide, without cost to Canada, stenographers and such other support staff as may be necessary to aid in carrying out the Municipal Police role.
10. (1) Canada shall supply equipment of a standard and quantity which, in the opinion of the Commissioner, is necessary to carry out the responsibilities imposed by this Agreement;
- (2) In the event of termination of this Agreement, ownership of equipment purchased during the term of this Agreement for Municipal Police purposes may, at the request of the Municipality and with approval of the Commissioner, be transferred to them by that Municipality paying the net market value which shall be the amount remaining after applying the Municipal percentage contribution in the year of purchase to the current market value. Should the Municipality not acquire ownership then the Federal Government will credit that Municipality with the net market value which shall be the amount remaining after applying the Federal percentage contribution in the year of purchase to the current market value;
- (3) Equipment having an original cost of \$100,000 or more per unit, which was purchased during the term of this Agreement and subsequently sold or transferred from Municipal Police Services, and which has a market value, shall result in a credit to the Municipality determined by applying the Municipal percentage contribution, in effect at the time of purchasing, to the current market value.
11. (1) For the purpose of this Agreement, the Municipality shall reimburse Canada in respect of the fiscal year 1976/77 an annual sum calculated on the following basis:
- (a) 52% for each of the first five members, and
(b) 77% for each additional member,
- of the average cost per member of maintaining and operating Municipal Police Services during the preceding fiscal year, plus the average cost of overtime per member as determined in sub-paragraph (5), providing that the amount to be paid by the Municipality is not less than the amount paid by the Municipality for the 1975/76 fiscal year. In respect to each subsequent fiscal year in which this Agreement continues in effect, the percentage

- of 52% for each of the first five members and 77% for each additional member will be increased by 1% until a maximum of 56% for each of the first five members and 81% of each additional member is reached in the fiscal year 1980/81;
- (2) For the purpose of this Agreement the average cost per member of maintaining and operating Municipal Police Services shall be determined on the basis of the total expenditures, excluding overtime, made by Canada to provide Municipal Police Services in the municipality calculated in accordance with the subsequent provisions of this paragraph, and divided by the number of members as of March 31 of the previous fiscal year employed to carry out the Municipal Police Services in such Municipality;
- (3) This cost shall include the following:
- (a) the direct cost, excluding overtime, of Municipal Police Services, in the Municipality that are attributable to the performance of those duties pursuant to this Agreement. These costs shall include all operation, maintenance and purchase of equipment expenditures up to an amount of \$100,000, but shall not include expenditures incurred to transfer members to or from the municipality;
- (b) the cost of pension contributions calculated as 12% of pay of members employed in the Municipal Police Services;
- (c) an allocation of those categories of overhead cost incurred to sustain Municipal Police Services multiplied by the number of members employed in the Municipal Police Services, and determined as follows:
- (i) the average cost per member of Divisional Headquarters administration, calculated by dividing the total cost of Divisional Headquarters administration in the Division, including the pension

- contribution calculated at 12% of pay of those members employed on that duty, by the total number of members in the Division as of March 31 of the previous fiscal year, excluding Divisional Headquarters administration manpower;
- (ii) the average cost per member of recruit training calculated by dividing the total cost of such training, including 12% of members' pay for pension contributions, by the total number of members of the Force as of March 31 of the previous fiscal year;
- (d) expenses for Municipal prisoners, at joint Municipal/Provincial Detachments;
- (e) an amount equivalent to the straight line amortization of the capital cost of any equipment item costing \$100,000 or more, that is acquired for Municipal Police Services, over the estimated life of such equipment not to exceed 10 years;
- (4) This cost shall exclude expenditures in connection with Civil actions, compensation claims, and ex-gratia payments;
- (5) Notwithstanding any other provisions in paragraph 11, the Municipality shall reimburse Canada at the percentage rate stated in sub-paragraph (1), in respect of overtime costs incurred in the Municipality during the current fiscal year;
- (6) The Commissioner shall provide the Attorney General with an annual statement of expenditures and revenue by the Municipal Police Services in a manner and form to be mutually agreed upon;
- (7) As part of the Budget Planning Cycle, the Commissioner shall consult with the Chief Executive on or before October 1st of each year in order to establish the resources, members and support staff required to maintain an adequate level of Municipal Police Services, during the fiscal year commencing eighteen (18) months later;

- (8) The Commission shall submit to the Chief Executive on or before November 1st of each year, a statement of the estimated cost, based on the current fiscal year Forecast of Expenditures of Municipal Police Services, to be borne by the Municipality for the next fiscal year;
- (9) Upon receiving reasonable notice, the Commissioner shall provide the Chief Executive with additional information relating to the cost of Municipal Police Services including overtime.
12. Where an increase or decrease in the strength of the Unit, pursuant to paragraph 5, results in a member thereof serving the Municipality for a period less than a fiscal year, the Municipality shall pay Canada in respect of the member a sum to be determined by dividing the figure 365 into the annual sum payable by the Municipality for one member of the Unit and multiplying the result by the number of days actually served by that member.
13. Notwithstanding anything in this Agreement, the Force may retain any fees and allowances allowed under any law to peace officers for work done and services rendered in connection with the administration of justice in the Province, which fees shall be remitted in accordance with Section 23 of the Royal Canadian Mounted Police Act.
14. All sums payable pursuant to paragraphs 8(2) and 11 of this Agreement shall be paid semi-annually by cheque drawn in favour of the Receiver General of Canada and sent by mail addressed to the Commissioner, Ottawa, Ontario.
15. All sums payable pursuant to paragraph 9 shall be paid within three months from the date a written request for payment is received by the Municipality.
16. Notwithstanding any other term of this Agreement, Canada shall have the right, in the event of default being made by the Municipality in payment of all or any part of any sums of money due under this Agreement, to cancel the Agreement without notice at any time after a period of three months from the date of such default.
17. This Agreement shall be deemed to have come into force and bind the parties from the 1st day of April, 1976, to the 31st day of March, 1981, unless previously terminated by either party giving to the other party twelve months' notice in writing; the notice shall be communicated as follows:

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- (a) to Canada by personal service on the Commissioner or a Deputy Commissioner or by registered mail addressed to the Commissioner, Ottawa, Ontario; and
- (b) to the Municipality, by personal service on the Chief Executive of the Municipality or, in his absence, on the acting Chief Executive, or by registered mail addressed to the Chief Executive of the Municipality at the Municipality's principal place of business;
- (c) to _____ by registered mail, addressed to the Attorney General at _____

SIGNED on behalf of the _____)
 Province of _____)
 by the Attorney General of the)
 Province this _____ day of)
 _____, 19__, in the)
 presence of _____)

Attorney General

IN WITNESS WHEREOF the Commissioner of the Royal Canadian Mounted Police for the Solicitor General has executed this Agreement on behalf of Canada, and the Municipality has caused its corporate seal to be hereunto attached, duly attested by the hands of its proper officers in that behalf, and the Attorney General of the Province of _____ has executed this agreement on behalf of _____.

SIGNED on behalf of Canada by)
 the Commissioner of the Royal)
 Canadian Mounted Police this)
 _____ day of _____,)
 19__, in the presence of)
 _____)

Commissioner of the R.C.M.P.

SIGNED on behalf of the)
 _____)
 of _____ in)
 the Province of _____)
 _____ and its)
 corporate seal attached this)
 _____ day of _____)
 19__, in the presence of)
 _____)

Mayor, etc.

City Clerk, etc.

SIGNED of behalf of the
 Province of _____
 by the Attorney General of the
 province

APPENDIX 6

Provincial Policing Agreement

MEMORANDUM OF AGREEMENT

ENTERED INTO THIS 1st DAY OF
April, 1976.

BETWEEN:

THE GOVERNMENT OF CANADA,
HEREINAFTER REFERRED TO AS "CANADA"

OF THE FIRST PART

AND:

THE GOVERNMENT OF THE PROVINCE OF
BRITISH COLUMBIA
HEREINAFTER REFERRED TO AS "THE PROVINCE"

OF THE SECOND PART.

PROVINCIAL POLICING AGREEMENT

WHEREAS Section 20 of the Royal Canadian Mounted Police Act provides that the Solicitor General may, with the approval of the Governor in Council, enter into an arrangement with the Government of any Province for the use or employment of the Royal Canadian Mounted Police, or any portion thereof, in aiding the administration of justice in the Province and in carrying into effect the laws in force therein; and may, with the approval of Treasury Board in any such arrangement, agree upon and determine the amount of money that shall be paid by the Province for such services of the Force;

AND WHEREAS Section 16 of the Police Act, being Chapter 64 of the Revised Statutes of British Columbia 1960 reads as follows:

(1) Subject to the approval of the Lieutenant-Governor in Council, the minister, on behalf of the Crown in the right of the Province, may from time to time enter into, execute, and carry out agreements with the Crown in the right of Canada, or with a department, agency, or person on its behalf, authorizing the Royal Canadian Mounted Police to carry out such powers and duties of the provincial force as may be specified in the agreement;

AND WHEREAS Canada and The Province desire to enter into an agreement for this purpose;

NOW THEREFORE the parties hereto mutually covenant and agree as follows:

1. In this agreement, unless the contrary intention appears
 - (a) Attorney General - means the Provincial Minister responsible for law enforcement in the Province,
 - (b) Commissioner - means the Commissioner of the Royal Canadian Mounted Police,
 - (c) Division - means the organizational structure of the Force based in the Province,

- (d) Fiscal Year - means the period beginning on the first day of April in one year and ending on the 31st day of March in the next year
- (e) Force - means the Royal Canadian Mounted Police,
- (f) Members - means officers, regular members, special constables and civilian members of the Royal Canadian Mounted Police appointed pursuant to the Royal Canadian Mounted Police Act, R.S.C. 1970, C. R-9 and Regulations made thereunder,
- (g) Municipality - means any city, town, village or hamlet and any organized area designated as such by the laws of the Province,
- (h) Province - means the Province of British Columbia,
- (i) Provincial Police Services - means the aggregate of resources, members and support staff of the Force in the Province employed pursuant to this agreement in the enforcement of the Criminal Code, Provincial Statutes and Municipal By-Laws except resources, members and support staff employed primarily in:
 - (i) the enforcement of Federal Statutes other than the Criminal Code,
 - (ii) National Police Service,
 - (iii) the maintenance of national security,
 - (iv) providing the security or the protection of Federal Government property,
 - (v) services provided to or on behalf of Federal Government Departments,

- (j) Support Staff - means all persons employed by the Force in the Province as public servants and casual employees pursuant to this agreement,
 - (k) Words in the singular include the plural and vice versa.
2. Canada shall, for the purposes of this agreement and subject to the terms herein, provide and maintain Provincial Police Services within the Province during the term of this agreement.
 3. The internal management of the Provincial Police Services, including the administration and application of professional police procedures, shall remain under the control of Canada.
 4. (1) The Commanding Officer of the Provincial Police Services shall for the purposes of this agreement act under the direction of the Attorney General in the administration of justice in the Province.
(2) Nothing in this agreement shall be interpreted as limiting in any way the powers of the Attorney General, relating to the administration of justice within the Province.
(3) The Commanding Officer shall provide the Attorney General with information in possession of the Royal Canadian Mounted Police which affects the administration of justice in the Province. This will include information obtained by members employed in Federal duties and shall be provided in a manner and form to be mutually agreed upon between the Commanding Officer and the Attorney General.
 5. (1) The Provincial Police Services shall not, without the consent of the Commissioner, be required to perform any police duties in any municipality having a population of more than 5,000.
(2) Upon a request being received from the Attorney General for policing by Provincial Police Services of a municipality not over 5,000 population, police duties will be assumed in such municipalities as soon as such additional members and accommodation as are required for such duties are available.
 6. (1) The Provincial Police Services shall be sufficient to ensure that the standard of policing shall not be less than the minimum standard as determined by the Commissioner in consultation with the Attorney General.

- (2) A schedule of Provincial Police Services, listing all members and support service permanent positions by location, shall be provided to the Attorney General as of April 1, 1976 and thereafter on an annual basis at the beginning of each fiscal year.
- (3) The Provincial Police Services may be increased or decreased at the request of the Attorney General, but
- (a) a decrease shall not reduce the Provincial Police Services to a level less than necessary, in the opinion of the Commissioner, to carry out the duties required under this agreement;
 - (b) Canada shall increase the Provincial Police Services on a request in writing from the Attorney General to the Solicitor General for Canada as soon as is possible but in no case beyond the expiration of one year from the date of the request;
 - (c) Canada shall not be required to fulfill any requested increase where the Solicitor General, in a report to the Attorney General, indicates that in his opinion it is impossible to do so.
7. (1) Numbers and locations of detachments shall be as mutually agreed to by the Attorney General and the Commissioner.
- (2) Additional detachments shall be established by mutual agreement of the Attorney General and the Commissioner, provided that additional members and accommodation are available.
8. (1) Subject to sub-paragraph 2, the Provincial Police Services shall perform the normal duties of peace officers and render such services as are necessary to:
- (a) preserve the peace, prevent crime and offences against the laws of Canada and the laws in effect in the Province, apprehend criminals and offenders and others who may be lawfully taken into custody;
 - (b) execute all warrants and perform all duties and services in relation thereto that may, under the laws of Canada or the Province, be executed and performed by peace officers.
- (2) Provincial Police Services shall not be required to perform any non-police functions including the following:

- (a) escort or guard any mental patient or runaway juvenile;
 - (b) act as Crown Prosecutors, Court Orderlies or Magistrates' Clerks;
 - (c) collect any tax, licence fee, fine or issue any licence or notice on behalf of the Province;
 - (d) carry out inspections concerning licences pursuant to any regulatory Acts or By-Laws;
 - (e) conduct drivers' road tests or written examinations, confiscate drivers' or vehicle licences or issue parking meter tags;
 - (f) impound any dogs, cattle or other animals;
 - (g) enforce any Municipal By-Laws which do not relate to law and order, including curfew By-Laws;
 - (h) serve as Registrars of Vital Statistics;
 - (i) serve civil processes;
 - (j) transfer prisoners between Provincial institutions.
- (3) Notwithstanding the foregoing, where non-police functions are now being performed by the Force they will be continued until alternate arrangements can be made by the Province; however, during the first and each succeeding year of this agreement all non-police duties being performed by Provincial Police Services in the Province will be identified by the Commissioner and discussed with the Attorney General with a view to determining and actioning alternatives that appear feasible.
9. Notwithstanding any other provisions in this agreement, the Force will, at the request of the Attorney General, perform emergency police duties anywhere in the Province but the duration of such duties shall not in any place exceed thirty consecutive days without the express approval of the Commissioner.

10. Where, in the opinion of the Attorney General, an emergency exists within the Province requiring additional members of the Force to assist in dealing with such emergency, the Commissioner shall, at the written request of the Attorney General, increase the strength of the Provincial Police Services as requested if, in the opinion of the Solicitor General for Canada, having regard to the other responsibilities and duties of the Force, such increase is possible.
11. (1) Where, in the opinion of the Commissioner, an emergency exists outside the Province requiring additional members of the Force to deal with such emergency, the Commissioner may, after consultation with the Attorney General, withdraw up to ten percent of the Provincial Police Services to meet such an emergency.
- (2) The Province shall not bear the cost of the pay and expenses incurred by those members performing emergency duties outside the Province.
- (3) Withdrawal of Provincial Police Services in accordance with sub-paragraph (1) shall not exceed thirty days without further consultation with the Attorney General.
12. (1) For the purpose of this agreement the Province shall reimburse Canada in respect of the fiscal year 1976/77 for 52% of the cost of Provincial Police Services in that Province for the fiscal year commencing April 1, 1975 and determined on the basis of calculations outlined in the subsequent provisions of this paragraph, provided that the amount to be paid by the Province is not less than the amount paid by the Province for the 1975/76 fiscal year. In respect of each subsequent fiscal year in which this agreement continues in effect, the percentage of 52% shall be increased by one percent until a maximum of 56% is reached in the fiscal year 1980/81 and each such percentage shall be applied to the cost of Provincial Police Services as calculated on the basis of cost data pertaining to the previous fiscal year.

- (2) This cost shall include the following expenditures made by Canada:
- (a) the direct cost of Provincial Police Services in the Province pursuant to this agreement. These costs shall include all operation and maintenance expenditures, including the purchase of equipment up to the amount of \$100,000 per unit, but shall exclude the cost of construction of buildings and the cost of inter-divisional transfers, and be reduced by refunds for expenses which were originally paid as a direct cost;
- (b) the cost of pension contributions calculated as 12% of pay of members employed in Provincial Police Services;
- (c) an allocation of those categories of overhead cost incurred to sustain Provincial Police Services determined as follows:
- (i) the cost of Divisional Headquarters administration, calculated by dividing the total cost of Divisional Headquarters administration in the Division including the pension contribution at 12% of pay of those members employed on that duty by the total number of members in the Division as of March 31 of the previous fiscal year, excluding Divisional Headquarters administration members, and multiplied by the number of members employed on Provincial Police Services;
- (ii) the cost of recruit training calculated by dividing the total cost of such training, including 12% of members' pay for pension contributions by the total number of members of the Force as of March 31st of the previous fiscal year and multiplied by the number of members employed on Provincial Police Services;

- (d) the cost of accommodation for which the Force is not paying rent shall be calculated by multiplying such space as of March 31st of the previous fiscal year by the rate of \$2.00 per square foot. Such space shall include the gross interior living quarters and operational area of all Federally owned buildings in the Province but exclude:
- (i) separate married quarters;
 - (ii) buildings occupied exclusively by Federal manpower;
 - (iii) the portion of Division Headquarters administration buildings not occupied by Provincial Police Services as calculated on a ratio basis relative to other occupants;
 - (iv) space occupied by the Innisfail Dog Training Kennels;
 - (v) any other space which, in the future, is not used for Provincial Police Services in the Province;
- (e) An amount equivalent to the straight line amortization of the capital cost of any equipment item costing \$100,000 or more, that is acquired for Provincial Police Services, over the estimated life of such equipment not to exceed 10 years.
- (3) This cost shall exclude expenditures in connection with civil actions, compensation claims and ex-gratia payments.
- (4) This cost shall be reduced by the revenue received from quarters deductions from members employed in the Provincial Police Services and revenue received from Municipalities for accommodation.
- (5) The Commissioner shall provide the Attorney General with an annual statement of expenditures and revenue by the Provincial Police Services in a manner and form to be mutually agreed upon.

- (6) As part of the Budget Planning Cycle, the Commissioner shall consult with the Attorney General on or before October 1st of each year in order to establish the resources, members and support staff required to maintain an adequate level of Provincial Police Services, during the fiscal year commencing eighteen (18) months later.
- (7) The Commissioner shall submit to the Attorney General on or before November 1st of each year, a statement of the estimated cost, based on the current fiscal year Forecast of Expenditures of Provincial Police Services, to be borne by the Province for the next fiscal year.
- (8) Upon receiving reasonable notice, the Commissioner shall provide the Attorney General with additional information relating to the cost of Provincial Police Services including overtime.
13. (1) Canada shall supply equipment of a standard and quantity which, in the opinion of the Commissioner is necessary to carry out the responsibilities imposed by this agreement.
- (2) Canada is under no obligation to maintain any jails but, where necessary and convenient to the Force, may hold prisoners in lockups maintained by the Force. The number of lockups presently being maintained by the Force will not be reduced without prior consultation with the Attorney General. Persons remanded in custody by the Court or sentenced to imprisonment may, subject to the discretion of the Force, be placed in Provincial or County jails without cost to Canada for the duration of such remand or sentence.
- (3) In the event of termination of this Agreement, ownership of equipment purchased during the term of this Agreement for Provincial Police purposes may, at the option of the Province, be transferred to them by that Province paying the net market value which shall be the amount remaining after applying the Provincial percentage contribution in the year of purchase to the current market value. Should the Province not wish to acquire ownership then the Federal Government will credit that Province with the net market value which shall be the amount remaining after applying the Federal percentage contribution in the year of purchase to the current market value.

- (4) Equipment having an original cost of \$100,000 or more per unit, which was purchased during the term of this Agreement and subsequently sold or transferred from Provincial Police Services, and which has a market value, shall result in a credit to the Province determined by applying the Provincial percentage contribution, in effect at the time of purchasing, to the current market value.

14. The Province shall bear all expenses incurred by the Provincial Police Services in relation to:

- (a) hospitalization, medical examination or treatment, including mental, for any person in the custody of the Force except where the Force is acting in a specific Federal capacity;
- (b) transportation, maintenance, escort, fees and costs for persons required as witnesses in Criminal and Civil proceedings and proceedings under Provincial laws;
- (c) conveyance obtained by members of the Force for a disabled, injured, ill or deceased person where the cost of the service is not paid by the person or his estate for whose benefit the service was obtained.

15. Where pursuant to paragraph 10 Canada increases the strength of the Provincial Police Services, the Province receiving such increased help shall pay all expenses, including pay, incurred by reason of such increase including transportation and maintenance of all additional Provincial Police Services.

16. Notwithstanding anything in this agreement, the Force may retain any fees and allowances allowed under any law to peace officers for work done and services rendered in connection with the administration of justice in the Province, which fees shall be remitted in accordance with Section 23 of the Royal Canadian Mounted Police Act.

17. (1) All sums payable to Canada under this agreement shall be paid by cheque drawn in favour of the Receiver General of Canada and shall be sent by registered mail to the Commissioner, Ottawa, Ontario, or as otherwise directed.

- (2) The Provincial payments required by paragraph 12 shall be made semi-annually, the first payment being due on the first day of October, 1976.

- (3) The Provincial payments required by paragraphs 14 and 15 shall be made within three months from the date a written request for payment is received by the Attorney General from the Division. All sums payable to Canada under this sub-paragraph shall be paid by cheque drawn in favour of the Receiver General of Canada and shall be sent by registered mail to the Division Headquarters.

18. On or after March 31, 1979, and prior to the expiry of this agreement, this agreement may be renewed for an additional five years, upon terms that are mutually agreeable.

19. (1) This agreement shall be deemed to have come into force on the first day of April, 1976 and shall continue in force until the thirty-first day of March, 1981.

- (2) Notwithstanding sub-paragraph (1), this agreement may be terminated on the 31st day of March in any year by either party hereto giving the other party notice of such termination 24 months prior to the date of termination.

20. Any notice that is required or permitted under this agreement, to be given by one party to the other party, shall be given in writing and shall be communicated as follows:

- (a) to Canada, by registered mail, addressed to the Solicitor General at Ottawa, Ontario, and
- (b) to the Province, by registered mail, addressed to the Attorney General at Parliament Buildings, Victoria, British Columbia, V8V 4S6.

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7

IN WITNESS WHEREOF The Honourable _____
_____, Solicitor General of Canada, has hereunto set
his hand on behalf of Canada and the Honourable _____
_____, Attorney General of British Columbia
has hereunto set his hand on behalf of the Province.

SIGNED on behalf of Canada by)
the Honourable _____)
_____, Solicitor General)
of Canada in the presence of)
_____)

Solicitor General of
Canada

SIGNED on behalf of the)
Province of British Columbia)
by the Honourable _____)
_____, Attorney General)
for the Province in the)
Presence of _____)
_____)

Attorney General of the
Province of

APPENDIX 7

Statistics On Estimated Police Costs and Cost Sharing For
Municipalities With RCMP Contract¹ (1977 Data)

A. Summary

Municipality	Estimated "Total" Cost Of Policing	Municipal Portion		Federal Portion		Cost Per Capita ² (Based on Municipal Pop. in 1976)		
		\$	%	\$	%	Mun. Portion	Fed. Portion	Total
Abbotsford	471,602	305,762	64.83	165,840	35.17	\$32.16	\$17.45	\$ 49.61
Burnaby	6,309,799	4,566,883	72.38	1,742,916	27.62	34.70	13.25	47.95
Campbell River	687,948	412,390	59.94	275,558	40.06	34.16	22.83	56.99
Chilliwack Municipality	535,628	335,844	62.70	199,784	37.30	38.67	23.01	61.68
Chilliwack Township	757,875	504,682	66.59	253,193	33.41	17.76	8.91	26.67
Coquitlam & Pt. Coquitlam	3,123,139	2,185,062	69.96	938,077	30.04	27.52	11.82	39.34
Courtenay	317,714	178,609	56.22	139,105	43.78	23.10	17.99	41.09
Cranbrook	654,778	421,762	64.41	233,016	35.59	31.22	17.25	48.47
Dawson Creek	580,935	369,679	63.64	211,256	36.36	35.11	20.07	55.18

1. Six municipalities responsible for policing for the first time in 1977 listed at the end of each table. Data for all municipalities based on estimates of actual costs. Cost of accommodation excluded from all calculations.
2. Calculated using 1976 census data.

Appendix 7, cont. A. Summary

<u>Municipality</u>	<u>Estimated "Total" Cost Of Policing</u>	<u>Municipal Portion</u>		<u>Federal Portion</u>		<u>Cost Per Capita</u> (Based on Municipal Pop. in 1976)		
		<u>\$</u>	<u>%</u>	<u>\$</u>	<u>%</u>	<u>Mun. Portion</u>	<u>Fed. Portion</u>	<u>Total</u>
Ft. St. John	537,739	319,568	59.43	218,171	40.57	\$35.72	\$ 24.38	\$ 60.10
Kamloops	2,977,857	2,064,751	69.34	913,106	30.66	35.41	15.66	51.07
Kelowna	2,006,569	1,417,938	70.66	588,631	29.34	27.29	11.33	38.62
Kimberley	330,840	167,246	50.55	163,594	49.45	23.52	23.01	46.53
Kitimat	478,360	328,038	68.58	150,322	31.42	27.44	12.57	40.01
Langley Twsp.	1,372,311	916,519	66.79	455,792	33.21	25.00	12.43	37.43
Maple Ridge	1,121,981	784,432	69.91	337,549	30.09	26.62	11.46	38.08
Merritt	261,509	148,596	56.82	112,913	43.18	26.16	19.88	46.04
Mission	646,334	428,870	66.35	217,464	33.65	28.60	14.50	43.10
Nanaimo	1,578,606	1,108,000	70.19	470,606	29.81	27.47	11.67	39.14
N. Cowichan	598,066	375,357	62.76	222,709	37.24	23.52	13.96	37.48
N. Vancouver City & Dist.	3,703,066	2,649,115	71.54	1,053,951	28.46	27.76	11.05	38.81
Penticton	908,311	560,909	61.75	347,402	38.25	26.28	16.28	42.56
Pt. Alberni	940,233	616,425	65.56	323,808	34.44	31.48	16.53	48.01
Powell River	569,618	378,046	66.37	191,572	33.63	27.61	13.99	41.60
Pr. George	2,879,238	1,956,011	67.94	923,227	32.06	32.64	15.40	48.04
Pr. Rupert	890,655	559,860	62.86	330,795	37.14	37.95	22.42	60.37

Appendix 7, cont. A. Summary

Municipality	Estimate "Total" Cost Of Policing	Municipal Portion		Federal Portion		Cost Per Capita (Based on Municipal Pop. in 1976)		
		\$	%	\$	%	Mun. Portion	Fed. Portion	Total
Quesnel	475,200	288,964	60.81	186,236	39.19	\$37.84	\$24.38	\$62.22
Richmond	3,403,475	2,481,754	72.92	921,721	27.08	31.01	11.52	42.53
Salmon Arm	326,422	194,894	59.71	131,528	40.29	20.75	14.01	34.76
Squamish	387,128	236,620	61.12	150,508	38.88	28.28	17.98	46.26
Summerland	199,405	113,435	56.89	85,970	43.11	16.87	12.79	29.66
Surrey	5,487,161	4,019,412	73.25	1,467,749	26.75	34.50	12.60	47.10
Terrace	652,837	385,652	59.07	267,185	40.93	37.62	26.07	63.69
Trail	447,010	272,636	60.99	174,374	39.01	27.33	17.48	44.81
Vernon	732,356	446,104	60.91	286,252	39.09	25.43	16.31	41.74
White Rock	615,802	406,848	66.07	208,954	33.93	32.56	16.72	49.28
TOTAL	47,967,507	32,906,673	68.60	15,060,834	31.40	30.29	13.86	44.15
<u>12 Month Estimates For Municipalities Newly Responsible for Policing¹</u>								
Castlegar	229,715	143,952	62.67	85,763	37.33	23.02	13.71	36.73
Comox	164,618	84,005	51.03	80,613	48.97	15.68	15.04	30.72
Langley City	417,819	322,374	77.16	95,445	22.84	31.84	9.43	41.27
Mackenzie	188,303	100,597	53.42	87,706	46.58	18.85	16.43	35.28
Sidney	260,844	152,632	58.51	108,212	41.49	22.67	16.08	38.75
Williams Lake	301,274	160,947	53.42	140,327	46.58	25.96	22.64	48.60
Total	1,562,573	964,507	61.73	598,066	38.27	24.11	14.95	39.06

1. Based on costs incurred for 9 month period from April 1 - December 31, 1977.

Statistics On Estimated Policing Costs and Cost Sharing For
Municipalities With RCMP Contracts (1977 Data)

B. Breakdown of Municipal and Federal Portions

<u>Municipality</u>	<u>TOTAL</u>	<u>MUNICIPAL PORTION (1977)</u>			<u>FEDERAL PORTION (1977)</u>	
	Estimated "Total" Cost of Policing (1977)	RCMP Contract	Other Costs To Municipality	Total Municipal Portion	Estimated Actual Cost To RCMP To Provide Policing	Estimated Actual Federal Portion (Actual Cost To RCMP To Pro- vide Policing Minus Municipal Portion Of RCMP Contract)
Abbotsford	471,602	254,241	51,521	305,762	420,081	165,840
Burnaby	6,309,799	3,921,856	645,027	4,566,883	5,664,772	1,742,916
Campbell River	687,948	352,647	59,743	412,390	628,205	275,558
Chilliwack Mun.	535,628	274,691	61,153	335,844	474,475	199,784
Chilliwack Twsp.	757,875	434,097	70,585	504,682	687,290	253,193
Coquitlam & Port Coquitlam	3,123,139	1,785,352	399,710	2,185,062	2,723,429	938,077
Courtenay	317,714	150,040	28,569	178,609	289,145	139,105
Cranbrook	654,778	386,512	35,250	421,762	619,528	233,016
Dawson Creek	580,935	276,253	93,426	369,679	487,509	211,256
Ft. St. John	537,739	269,030	50,538	319,568	487,201	218,171

Appendix 7, cont. B. Breakdown of Municipal and Federal Portions

<u>Municipality</u>	<u>TOTAL</u>	<u>MUNICIPAL PORTION (1977)</u>			<u>FEDERAL PORTION (1977)</u>	
	Estimated "Total" Cost of Policing (1977)	RCMP Contract	Other Costs To Municipality	Total Municipal Portion	Estimated Actual Cost To RCMP To Provide Policing	Estimated Actual Federal Portion (Actual Cost To RCMP To Pro- vide Policing Minus Municipal Portion Of RCMP Contract)
Kamloops	2,977,857	1,650,144	414,607	2,064,751	2,563,250	913,106
Kelowna	2,006,569	1,141,301	276,637	1,417,938	1,729,932	588,631
Kimberley	330,840	143,465	23,781	167,246	307,059	163,594
Kitimat	478,360	253,938	74,100	328,038	404,260	150,322
Langley Twsp.	1,372,311	703,131	213,388	916,519	1,158,923	455,792
Maple Ridge	1,121,981	662,221	122,211	784,432	999,770	337,549
Merritt	261,509	136,445	12,151	148,596	249,358	112,913
Mission	646,334	336,967	91,903	428,870	554,431	217,464
Nanaimo	1,578,606	992,588	115,412	1,108,000	1,463,194	470,606
North Cowichan	598,066	324,748	50,609	375,357	547,457	222,709
North Vancouver City & District	3,703,066	2,186,859	462,256	2,649,115	3,240,810	1,053,951
Penticton	908,311	482,064	78,845	560,909	829,466	347,402
Port Alberni	940,233	531,504	84,921	616,425	855,312	323,808

Appendix 7, cont. B. Breakdown of Municipal and Federal Portions

Municipality	TOTAL	MUNICIPAL PORTION (1977)			FEDERAL PORTION (1977)	
	Estimated "Total" Cost of Policing (1977)	RCMP Contract	Other Costs To Municipality	Total Municipal Portion	Estimated Actual Cost To RCMP To Provide Policing	Estimated Actual Federal Portion (Actual Cost To RCMP To Provide Policing Minus Municipal Portion Of RCMP Contract)
Powell River	569,618	317,716	60,330	378,046	509,288	191,572
Prince George	2,879,238	1,706,893	249,118	1,956,011	2,630,120	923,227
Prince Rupert	890,655	520,998	38,862	559,860	851,793	330,795
Quesnel	475,200	242,964	46,000	288,964	429,200	186,236
Richmond	3,403,475	2,041,591	440,163	2,481,754	2,963,312	921,721
Salmon Arm	326,422	163,095	31,799	194,894	294,623	131,528
Squamish	387,128	202,068	34,552	236,620	352,576	150,508
Summerland	199,405	91,777	21,658	113,435	177,747	85,970
Surrey	5,487,161	3,301,412	718,000	4,019,412	4,769,161	1,467,749
Terrace	652,837	296,148	89,504	385,652	563,333	267,185
Trail	447,010	222,963	49,673	272,636	397,337	174,374
Vernon	732,356	400,122	45,982	446,104	686,374	286,252
White Rock	615,802	316,780	90,068	406,848	525,734	208,954
TOTAL	\$ 47,967,507	\$ 27,474,621	\$ 5,432,052	\$ 32,906,673	\$ 42,535,455	\$ 15,060,834

Appendix 7, cont. B. Breakdown of Municipal and Federal Portions

9 Month Totals For Municipalities Newly Responsible For Policing	TOTAL	MUNICIPAL PORTION (1977)			FEDERAL PORTION (1977)	
	Estimated "Total" Cost Of Policing (1977) (9 Mo.)	RCMP Contract (9 Mo.)	Other Costs To Municipality (9 Mo.)	Total Municipal Portion (9 Mo.)	Estimated Actual Cost To RCMP To Provide Policing (9 Mo.)	Estimated Actual Federal Portion (Actual Cost To RCMP To Pro- vide Policing Minus Municipal Portion Of RCMP Contract) (9 Mo.)
Castlegar	172,286	85,964	22,000	107,964	150,286	64,322
Comox	123,464	57,379	5,625	63,004	117,839	60,460
Langley City	313,364	173,024	68,756	241,780	244,608	71,584
Mackenzie	141,227	70,920	4,528	75,448	136,699	65,779
Sidney	195,633	105,574	8,900	114,474	186,733	81,159
Williams Lake	<u>225,956</u>	<u>113,082</u>	<u>7,629</u>	<u>120,711</u>	<u>218,327</u>	<u>105,245</u>
TOTAL	1,171,930	605,943	117,438	723,381	1,054,492	448,549

Statistics On Estimated Policing Costs and Cost Sharing For
Municipalities With RCMP Contracts (1977 Data)

C. Ratios Related To Costs

<u>Municipality</u>	<u>Police Cost Per Capita¹ (Total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate¹</u>	<u>Population To Police Ratio</u>
Abbotsford	\$49.61	\$ 31,440	\$12.78	107.5	633.8
Burnaby	47.95	30,780	14.63	111.0	641.9
Campbell River	56.99	32,759	12.60	201.6	574.9
Chilliwack Mun.	61.68	33,477	26.20	228.9	542.8
Chilliwack Twsp.	26.67	30,315	11.16	85.7	1,136.8
Coquitlam & Pt. Coquitlam	39.34	32,875	16.18	94.3	835.7
Courtenay	41.09	35,302	17.55	152.1	859.2
Cranbrook	48.47	29,763	22.78	131.8	614.1
Dawson Creek	55.18	36,308	31.96	160.5	658.0
Ft. St. John	60.10	35,849	38.30	170.6	596.5
Kamloops	51.07	34,626	20.73	147.8	678.0
Kelowna	38.62	32,364	14.77	104.9	838.0

1. Calculated using 1976 census data.

Appendix 7, cont. C. Ratios Related to Costs

<u>Municipality</u>	<u>Police Cost Per Capita¹ (Total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate¹</u>	<u>Population To Police Ratio</u>
Kimberley	\$ 46.53	\$ 36,760	\$ 17.63	84.0	790.1
Kitimat	40.01	34,169	8.44	116.8	854.0
Langley Twsp.	37.43	37,089	13.97	60.5	894.1
Maple Ridge	38.08	31,166	15.48	132.6	818.4
Merritt	46.04	32,689	28.51	198.8	710.0
Mission	43.10	34,018	15.48	101.7	789.3
Nanaimo	39.14	32,062	14.12	120.3	733.4
N. Cowichan	37.48	33,226	9.09	69.6	886.4
N. Vancouver City & Dist.	38.81	31,923	11.40	91.7	822.5
Penticton	42.56	33,641	15.58	177.8	790.5
Pt. Alberni	48.01	32,422	16.00	111.1	675.3
Powell River	41.60	31,645	11.58	111.1	760.8
Pr. George	48.04	31,296	16.29	158.9	651.4
Pr. Rupert	60.37	31,809	17.30	149.1	526.9
Quesnel	62.22	33,943	17.48	181.4	545.5
Richmond Twsp.	42.53	31,514	11.19	113.9	741.1
Salmon Arm	34.76	32,642	7.39	107.0	939.1
Squamish	46.26	32,261	13.06	136.1	697.3
Summerland	29.66	33,234	11.97	55.0	1,120.7
Surrey	47.10	31,902	17.75	125.4	677.3

1. Calculated using 1976 census data.

Appendix 7, cont. C. Ratios Related to Costs

<u>Municipality</u>	<u>Police Cost Per Capita¹ (Total)</u>	<u>Police Cost Per Sworn Member</u>	<u>Police Cost Per \$10,000 Property (Market Value)</u>	<u>Crime Rate¹</u>	<u>Population To Police Ratio</u>
Terrace	\$ 63.69	\$ 38,402	\$ 30.42	161.0	603.0
Trail	44.81	34,385	13.42	86.0	767.4
Vernon	41.74	33,289	15.42	163.6	797.5
White Rock	49.28	34,211	19.21	86.4	694.3
TOTAL/AVERAGE	\$ 44.15	\$ 32,301	\$ 14.89	118.7	731.6
 <u>New RCMP Contract Municipalities in 1977 (12 Month Est.)</u>					
Castlegar	36.73	28,714	10.33	94.2	781.9
Comox	30.72	27,436	15.06	76.3	893.2
Langley City	41.27	24,578	12.22	186.6	778.7
Mackenzie	35.28	26,900	8.42	75.4	762.6
Sidney	38.75	28,983	15.72	100.8	748.0
Williams Lake	48.60	30,127	17.06	253.4	619.9
TOTAL/Average	\$ 39.06	\$ 27,114	\$ 12.60	138.5	701.9

1. Calculated using 1976 census data.

APPENDIX 8

Comparison Of Individual Municipalities' Percentage Share
Of Grants, Using Six Different Granting Methods

(1976 Data)

	<u>METHOD 1</u> Percentage of Police Costs	<u>METHOD 2</u> Per Capita Basis	<u>METHOD 3</u> Equalized Assessment Basis	<u>METHOD 4</u> Crime Rate Basis	<u>METHOD 5</u> Population to Police Ratio Basis	<u>METHOD 6</u> First 5,000 a Provincial Responsibility
Abbotsford	.383%	.510%	.638%	- %	- %	1.886%
Burnaby	5.585	7.057	7.459	-	3.670	1.985
Campbell River	.580	.647	.945	11.118	.495	2.246
Central Saanich	.345	.398	.472	-	-	2.178
Chilliwack Mun.	.471	.466	.354	13.496	.580	2.535
Chilliwack Twsp.	.603	1.524	1.174	-	-	.992
Coquitlam	2.864*	2.974	2.386	-	-	1.680
Courtenay	.231	.414	.313	-	-	1.398
Cranbrook	.581	.724	.497	5.141	-	2.012
Dawson Creek	.418	.565	.314	10.717	-	1.856
Delta	3.112	3.458	3.190	-	-	2.257
Esquimalt	.776	.807	.818	-	1.178	2.410
Ft. St. John	.442	.480	.243	3.115	.529	2.311
Kamloops	2.438	3.127	2.485	1.825	1.058	1.956
Kelowna	1.548	2.786	2.349	-	-	1.393

* Includes Port Coquitlam for Method 1 only.

Appendix 8, continued

	<u>METHOD 1</u> Percentage of Police Costs	<u>METHOD 2</u> Per Capita Basis	<u>METHOD 3</u> Equalized Assessment Basis	<u>METHOD 4</u> Crime Rate Basis	<u>METHOD 5</u> Population to Police Ratio Basis	<u>METHOD 6</u> First 5,000 a Provincial Responsibility
Kimberley	.196	.381	.325	-	-	1.291
Kitimat	.494	.641	.981	-	-	1.933
Langley Twp.	.903	1.966	1.699	-	-	1.152
Maple Ridge	.934	1.580	1.254	-	-	1.483
Matsqui	1.427	1.672	1.519	-	-	2.141
Merritt	.227	.305	.159	6.363	-	1.872
Mission	.620	.804	.722	-	-	1.935
Nanaimo	1.162	2.163	1.934	.285	-	1.347
Nelson	.537	.495	.368	-	.290	2.719
New Westminster	3.060	2.059	1.861	3.282	5.769	3.728
N. Cowichan	.473	.856	1.137	-	-	1.387
N. Vancouver City	3.329*	1.712	1.905	1.122	.751	2.086
N. Vancouver Dist.		3.404	3.712	-	-	1.404
Oak Bay	.759	.947	.978	-	-	2.012
Penticton	.726	1.145	1.008	13.312	-	1.592
Port Alberni	.800	1.050	1.016	.151	.324	1.910

* North Vancouver City and District combined for Method 1 only.

Appendix 8, continued

	<u>METHOD 1</u>	<u>METHOD 2</u>	<u>METHOD 3</u>	<u>METHOD 4</u>	<u>METHOD 5</u>	<u>METHOD 6</u>
	<u>Percentage of</u> <u>Police Costs</u>	<u>Per Capita</u> <u>Basis</u>	<u>Equalized</u> <u>Assessment</u> <u>Basis</u>	<u>Crime Rate</u> <u>Basis</u>	<u>Population</u> <u>to Police</u> <u>Ratio Basis</u>	<u>First 5,000</u> <u>a Provincial</u> <u>Responsibility</u>
Port Coquitlam	Combined With Coquitlam	1.283	.952	-	-	1.705
Port Moody	.730	.625	.672	-	.939	2.933
Powell River	.519	.734	.851	-	-	1.772
Prince George	2.240	3.214	3.057	3.784	-	1.749
Prince Rupert	.717	.791	.890	-	1.417	2.273
Quesnel	.341	.410	.470	14.903	.307	2.091
Richmond Twsp.	2.943	4.292	5.261	-	-	1.720
Saanich	3.958	3.935	3.563	-	1.400	2.523
Salmon Arm	.286	.504	.763	-	-	1.422
Squamish	.322	.449	.513	-	.137	1.802
Summerland	.114	.361	.288	-	-	.796
Surrey	4.965	6.247	5.345	.033	-	1.993
Terrace	.521	.550	.371	2.997	.563	2.377
Trail	.385	.535	.576	-	-	1.803
Vancouver	37.841	21.997	24.406	.402	69.654	4.315
Vernon	.564	.941	.821	5.174	-	1.503
Victoria City	4.930	3.354	3.772	2.679	9.660	3.686
West Vancouver	2.128	1.992	2.663	-	1.280	2.679
White Rock	.473	.670	.554	-	-	1.772
TOTAL	100%	100%	100%	100%	100%	100%

APPENDIX 9

Comparison Of Municipalities With Their Own Force To Show
Percentage Share of Grant, Using 3 Granting Methods
(1976 Data)

	<u>METHOD 1</u> <u>Percentage Of</u> <u>Police Cost</u>	<u>METHOD 2</u> <u>Per Capita</u> <u>Basis</u>	<u>METHOD 3</u> <u>Equalized</u> <u>Assessment Basis</u>
Central Saanich	.579	.952	1.065
Delta	5.222	8.286	7.204
Esquimalt	1.301	1.934	1.847
Matsqui	2.394	4.006	3.430
Nelson	.901	1.187	.832
New Westminster	5.134	4.933	4.203
Oak Bay	1.274	2.269	2.208
Port Moody	1.225	1.497	1.519
Saanich	6.640	9.428	8.046
Vancouver	63.489	52.701	55.117
Victoria	8.271	8.036	8.518
West Vancouver	<u>3.570</u>	<u>4.772</u>	<u>6.013</u>
TOTAL	100%	100%	100%

APPENDIX 10

METROPOLITAN TORONTO POLICE¹

The metropolitan Toronto Police Department provides police protection for the entire Toronto Metropolitan area, which includes 241 square miles, nearly 2 million people, and 13 incorporated municipalities including the City of Toronto.

When the Municipality of Metropolitan Toronto was created in 1954, policing was a separate responsibility of each of the 13 area municipalities. The reporting structure of the individual police departments differed somewhat, in that some reported to a Board of Police Commissioners and others reported to the council of the area municipality.

To understand the development of the metropolitan police department, it is necessary to briefly examine the formation of the Municipality of Metropolitan Toronto. The prime reason for the establishment of a metropolitan government was that suburban areas were increasingly unable to supply certain services themselves, and a series of intermunicipal agreements had proven inadequate to the task. A study in the early 1950's recommended the establishment of a Federal Government with jurisdiction over matters of common concern to the 13 municipalities. The Ontario Provincial Legislature passed the Act creating the Municipality of Metropolitan Toronto, to take effect January 1, 1954. Law enforcement was not one of the original functions of the metropolitan government.

In September, 1954 Metro Council established a special Committee of Council to study and report on the advisability of unifying the police forces throughout Metropolitan Toronto. Despite arguments against amalgamation of policing by nine of the affected municipalities, the Committee recommended the merger, and its recommendation was accepted by the Provincial Government. On January 1, 1957, the area municipality police departments were amalgamated into a single police force.

1. Sources: Royal Commission on Metropolitan Toronto Report; The President's Commission on Law Enforcement and Administration of Justice: Task Force on the Police, U.S., 1969.

The basic organization of the Metropolitan Toronto police has not changed fundamentally since 1957 even though it has grown to a strength of 4,640 men and women, 3,760 of whom are constables (1975 figures). In addition, 220 members of the Auxiliary Police serve in Metropolitan Toronto.

Has the consolidated police department been effective? One measure is the rate of crime clearances. In 1957, the clearance rate for major offenses was 39.5%; in 1965 it was 46.2%. While police costs have risen 140% in 10 years (1956 - 1966), total expenditures for fire protection, still a municipal function, have risen by a greater percentage.

Organizational Relationships

The Metropolitan Toronto Police Force does not report to an elected council. The Chief of Police, who heads the force, reports to the Board of Commissioners of police which is responsible for setting policy.

Budgetary control is exercised by the council of the Municipality of Metropolitan Toronto. The only formal ties between the metropolitan police force and the Municipality of Metropolitan Toronto are on matters of budget, finance and taxation.

APPENDIX 11 *

ARGUMENTS FOR AND AGAINST UNIFICATION OF THE 13 POLICE DEPARTMENTS IN THE METROPOLITAN TORONTO AREA INTO A METROPOLITAN POLICE DEPARTMENT^a

Arguments Against:

1. Police administration would be removed from the close contact with the residents of local municipality.
2. The local police force has a much better appreciation of local problems, and the means whereby they may be solved.
3. The present arrangements are satisfactory and adequate.
4. Police protection in the suburban municipalities is not less sufficient than in the city of Toronto.
5. The concentration of all calls through one communication center would result in the "jamming" of such center with consequent delays.
6. The formation of a metropolitan Toronto police force was not recommended by the Ontario Municipal Board in the recent amalgamation proceedings, and this decision should not now be interfered with in any summary or less exhaustive review.
7. All area municipalities do not have the same police problems, and therefore, local police forces can best deal with local situations and enjoy the pride of local residents.
8. Transfers of personnel to distant divisions would result in hardship for such personnel due to excessive traveling.
9. It would be too difficult to unify police services of the entire area in one operation and if the proposal is considered at all it should be done by degree.

^a Source: "Report No. 1 of the Special Committee Re(garding) Unification of the Police and Fire Departments in the Metropolitan Area: For Consideration by the Council of the Municipality of Metropolitan Toronto" (Toronto: Municipality of Metropolitan Toronto, Sept. 29, 1955), pp. 2-4.

* This is Appendix D from the Task Force on The Police: The President's Commission on Law Enforcement and Administration of Justice.

Arguments For:

1. Duplication of police services would be eliminated.
2. A central communications department would remove costly delays which now exist in emergency and critical situations where speed is an important factor in apprehending an offender.
3. A properly equipped crime laboratory could be established which would provide expert witnesses for court actions.
4. A proper system of centralized records of offenders would be available to the entire area and eliminate delays involved in searches of several police files.
5. Uniform control of traffic would result from direction received from a central traffic bureau.
6. Specialized bureaus could be established which would operate over the entire metropolitan area and release personnel for the very important and too often neglected duties of foot patrol.
7. The entire metropolitan area would have the benefit of central (a) morality branch, (b) traffic branch, (c) criminal investigation branch, (d) criminal identification branch, (e) training school, and (f) transportation of prisoners.
8. Substantial savings to the taxpayer through central control of purchasing would result.
9. Policing the metropolitan area would be more efficient, and the costs of such policing would be equalized over the various municipalities.
10. A unified police force would provide better control over those criminals who operate as receivers and disposers of stolen goods by making it possible to provide adequate surveillance of such persons.
11. The number of unsolved crimes in the metropolitan area indicates that a change in police organization is necessary.
12. Differences that presently exist in wage schedules for police officers doing similar work in different municipalities would be eliminated.

13. Local councils should no longer attempt to direct and administer the activities of a local police force.
14. Adequate finances would be available to properly equip a unified force.
15. There would be one police commissioner who would administer the entire metropolitan area in an impartial manner resulting in a uniform enforcement of police regulations and the criminal code, free from the possibility of local political interference.
16. Unification and modernization of police departments by the formation of a metropolitan police force would result in greater benefits to every municipality.

APPENDIX 12

SHERIFF SERVICES PROGRAM

The following summary is based on information contained in two reports about the Sheriff Services Program - one, an internal document, Report of the Task Force on Sheriff Services by Frank Hodgson et al (May, 1977), and the second by John Dogherty et al of the Court Services, Sheriff Services Program Inventory and Review, completed September, 1977.

A. HISTORY OF SHERIFF SERVICES

Before 1974, the prime role of Sheriff Services in B.C. was the service of process in civil causes, the execution of orders of the court in civil causes and the selection and administration of juries. In 1974 there were 66 sheriffs and deputy sheriffs employed as public servants under the Public Service Act.

In 1974, there was a reorganization of court services and the role of the sheriff in the courts was expanded to include a range of duties associated with criminal cases, previously the responsibility of police agencies. These new duties included the service of documents, courtroom security and arrests, and escort of accused, convicted, and mentally ill persons. According to both Dogherty and Hodgson the rationale for the expanded role of the sheriffs stemmed from a need:

1. To reallocate police resources from court related activities to law enforcement duties for which they were trained.
2. To assign the duty of carrying out the orders of the court to a neutral body removed from association with the prosecution.
3. To establish a stabler and larger staff to handle court related duties, created by an increase in matters before the courts, a mounting backlog of actions awaiting trial, and increased number of transfers of accused in custody.

In its expanded role, the aim of Sheriff Services is: "To protect all members of society from harmful and dangerous conduct through the fair and efficient performance of court-appointed duties".¹

1. Hodgson et al, Report of the Task Force on Sheriff Services, Ministry of the Attorney General, 1977, p.1.

Dogherty stated that:

The replacement of police by lower paid sheriff officers was never expected to result in a cost savings to the province. Rather it would allow the highly-trained police to carry out the law enforcement functions for which they were trained, as well as separate them from the court setting. Initial studies at the conception of the sheriff services indicated that costs would be at least equal to the previous system because the extent of services offered by the new service would be greater.¹

B. CURRENT STRENGTH AND OFFICES

Studies in 1975 indicated a need for approximately 444 persons to perform sheriffs' duties, a level of staffing that has never been reached. In February, 1977 there were 364 sheriffs and deputies with an additional 54 support staff. Also, civilian process servers were used in several locations for civil documents.

It was always the intention that the RCMP would continue to carry out sheriffs' duties in isolated areas where it was not economically feasible to set up sheriffs' offices.² In other locations where no sheriff's office existed, partial service has been provided by sheriffs from neighbouring offices with the remaining services provided by RCMP and municipal police.

Sheriff Services are utilized in the six justice regions; a breakdown of staff and offices by region is indicated in Table VIII-1.

1. Dogherty, J., Sheriff Services Program Inventory and Review, Court Services, Ministry of the Attorney General, 1977, p.4.

TABLE VIII-1
Sheriff Staff¹ and Offices

<u>Region</u>	<u>Sheriffs and Deputy Sheriffs</u>	<u>Support Staff</u>	<u>Total Staff</u>	<u>Sheriff Offices</u> ²	<u>Other Locations</u> ³	<u>RCMP Locations</u> ⁴
1	51	13	64	7	0	11
2	140	9	149	2	1	3
3	69	10	79	11	0	2
4	20	3	23	6	3	7
5	49	9	58	11	1	8
6	38	8	46	7	3	15
H.Q.	3	2	5	-	-	-
TOTAL	370	54	424	44	8	46

1. As of February 1977.
2. Established offices with staff.
3. Locations with no office but receiving Sheriff services.
4. Locations serviced primarily by R.C.M. Police.

(SOURCE: Dogherty et al, op cit)

According to Dogherty:

There are 99 communities in the province where the courts sit, 70 of which have full-time court administration staff. Sheriffs' offices are located in 44 of these communities and offer full service in 8 further locations. The RCMP service 24 small isolated communities with the exception of civil executions and some escorts which are carried out by Sheriffs in all locations. The remaining 23 communities are presently serviced by a combination of sheriffs and police, but a viable service could be fully offered by the sheriffs with increased manpower and new officers.¹

C. ADDITIONAL STRENGTH REQUIRED

According to Hodgson, sheriffs' offices have not been opened in several locations where police spend a significant amount of time in court related duties.²

Dogherty³ stated that 13 new offices would be required to provide complete sheriff services to the 23 communities which were receiving limited service from sheriffs' staff. In addition, he stated that these 13 offices would serve 5 other nearby locations. According to the same report, 6 additional communities could be served from existing offices with added manpower. He indicated that in the 24 isolated communities policed by the RCMP, the police would continue to provide services performed by sheriffs in other places.

1. Ibid, p.7.

2. Hodgson, p.28.

3. Dogherty, p.7.

Dogherty estimated that to operate new offices and to offer full services from existing offices would require an additional \$790,000 per year.

D. ADMINISTRATION

Sheriff's services is one of three services administered by the Director of Court Services in Victoria. The six Justice Regions in the province are each administered by a Regional Manager. The Regional Sheriff is responsible for direct supervision of sheriff services, reporting to the Regional Manager.

E. EXPENDITURES

According to Dogherty, in the 1976/77 fiscal year expenditures by the Sheriff Services totalled \$9,815,000.¹

The average cost per sheriff for 1976/77 was estimated by Dogherty² at \$26,455 per annum including support staff, automobiles, uniforms, training and program expenditures, headquarters and all administrative expenditures; Dogherty also estimated the average annual cost for an RCMP constable to be \$30,405³ and \$29,514 for a municipal police officer.⁴ He stated that part of the difference in annual costs between sheriffs and police could be accounted for by the higher base pay received by police.

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1. Dogherty et al. p.5. In addition Dogherty notes that this figure includes all regional expenditures, headquarters and training costs, as well as approximately \$500,000 for keep of prisoners (in lockups) borne by the sheriff services. It does not include the costs incurred by the RCMP while carrying out sheriff's duties.
 2. Ibid. p.5.
 3. Dogherty noted that the average annual cost per member for the RCMP in 1976-77 was based on the average annual cost for 1975-76 of \$28,028 increased by 8.44%, estimated to be the average RCMP pay increase for all constables, non-com. officers and other members of the RCMP staff.
 4. Dogherty noted that the average annual cost per sworn member for the municipal police in 1976-77 is based on the average annual 1975-76 cost per member of \$27,328 with an estimated pay increase of 8%.

F. EFFECTIVENESS OF SHERIFFS REPLACING POLICE

Hodgson et al dealt with the effectiveness of sheriffs replacing police, and concluded that the ratio was essentially one to one, when consideration was given for new duties assumed by sneriffs, increased volumes, and changes in the work week. A more complete summary of their findings follows.

According to initial estimates, the replacement ratio was 1.5 to 1 of sheriffs to police. This ratio, according to Hodgson, has been altered now but has resulted in myths about the effectiveness of sheriff services in relieving police members of duties.

The difference between the 300 deputy sheriffs hired in 1974, and the approximately 240 policemen relieved is explained by Hodgson in the following ways:¹

1. Deputy sheriffs work a 35 hour week; police officers work a 40 hour week.
2. There have been significant increases in workload volumes including increases in the volume of civil documents, the numbers of courtrooms, and generation of higher volume of prosecutions and court appearances by the police released for law enforcement duties.
3. Commitments have been expanded. For example, Sheriff Services usually provide security whenever a court is in session.
4. Facilities have changed. For example, there has been a trend away from courtrooms located in the same building as police lockups increasing the need for escort of custody persons.

Hodgson noted that:

In a meeting held in November, 1976 it was agreed by representatives of sheriff services, the RCMP and CLEU that replacement by sheriff services of the police has been very close to a 1 to 1 ratio,² bearing in mind the above factors.

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1. Hodgson et al, p.184.
 2. Ibid, p.185.

G. DESCRIPTION OF PROGRAMS

The following summary of services is based on a description contained in the report by Dogherty et al.¹

1. Civil Process - Notification of defendant that the plaintiff has started legal action against him; fees are generally paid to sheriffs by parties involved.

10.8% of total program expenditures

2. Executions - Sole responsibility of sheriffs; frequently involves the seizure and sale of debtor's goods or assets.

7.7% of total program expenditures

3. Jury Management - eg. Forming a panel, summoning and paying jurors. Sheriffs are performing this responsibility in all major court centers where jury trials are held.

6.1% of total program expenditures

The above three areas have always been the responsibility of sheriffs. The following programs were added as part of the 1974 expansion:

4. Court Security - Sheriffs have been responsible since 1974 for the protection of all persons appearing in court. Police have continued to provide court security in 47 communities in B.C. 13 additional deputies would be required for sheriffs' service to assume this responsibility in 23 of the 47 locations according to Dogherty.

20.2% of total program expenditures

5. Escorts - includes, among other tasks, the transport of accused in custody and prisoners after sentencing as well as the escort of mental health patients to institutions.

1. Dogherty et al pp.8-27.

According to Dogherty:

All escorts with the exception of local lock-ups to court escorts in isolated communities, could be carried out by sheriffs. When an accused in custody or prisoner is being escorted out of an isolated community, an RCM Police officer will escort him or her to a major center and then return unaccompanied. This will leave a small detachment short staffed for up to 2 days. On the other hand a sheriff could go into the community and return with the prisoner. The time and travel expenses involved would be the same but the salary cost would be slightly less, since sheriffs are paid less, and the community would not suffer the loss of police protection A more detailed study would be required to determine the number of escorts that this expansion of service would involve.¹

There are two types of mental health escorts: (1) those persons in the custody of the court escorted primarily to and from the Forensic Psychiatric Institute at Coquitlam and (2) patients under the Mental Health Act, escorted mainly to Riverview Hospital in Coquitlam; as well, patients under the Mental Health Act are escorted between local psychiatric units. Dogherty raises the question of whether the sheriffs' service is the appropriate organization to provide this duty, as it requires special skills for which sheriffs are not adequately trained. As well, he notes that security measures used to minimize risk of incidents are a serious cause of humiliation and a possible breach of civil rights.

1. Dogherty, p. 14.

Dogherty commented that:

A special problem exists with respect to clopee or "walkaway" patients who have been confined under the Mental Health Act. This problem is serious in the Lower Mainland where the major mental health institutions are located and a large burden is placed on sheriffs to provide escort or taxi service for the return of these patients. In 1976, 598 absentee patients were reported requiring 480 additional escort trips by sheriffs and police.¹

Court related escorts have been conducted primarily by sheriffs except where manpower constraints make this duty impossible, or the area is not served by sheriffs. In both instances police perform the escort duties. With regard to transport of mentally ill individuals, Dogherty believed that mental health workers would be better able to handle the mentally ill but felt significant cost saving would not result.

33.7% of program expenditures
(largest program commitment)

6. Criminal Document Process - Includes criminal summonses, subpoenas to witnesses, reissued summonses dealing mainly with traffic matters, Traffic Ticket Information and Traffic Violation Reports, notices of analysis for breathalyzer tests and narcotic offences. While sheriffs have taken on this duty in most places since 1974, the police continue to provide this service in some areas. Dogherty stated that an additional 9 sheriffs would be required to provide this service in all locations intended to be serviced by sheriffs.

10.4% of program expenditures

1. Dogherty, p.15.

7. Witness Management and Court Liaison - According to Dogherty:

With the exception of some courts in the Lower Mainland and Victoria, no formal programs for witness management and court liaison exist for sheriff services. While the sheriffs do informally assist with these tasks in some courts elsewhere in the province, they do not generally perform these function on a regular basis. The police maintain court liaison officers for their own management purposes because of their heavy involvement in criminal cases and they frequently assist with witness management along with registry staff and sheriffs.¹

3.3% of program expenditures

8. Motor Vehicle Suspensions - picking up suspended driver's licenses and seizing motor vehicle licence plates under instructions from the Motor Vehicle Branch.

9. Coroner's Court - Sheriffs will attend inquests when court security is necessary for orderly proceedings; primarily, sheriffs carry out this responsibility in the Lower Mainland.

.1% of program expenditures

Dogherty did not recommend increased police involvement in any of the above described program areas.

He did note that two changes would result if police provided any services presently the responsibility of sheriffs:

1. Dogherty et al p.17.

CONTINUED

5 OF 6

Indications are that general program expenditures would increase given the higher salary level of police relative to sheriffs. Moreover, the burden of payment itself would change with the shift varying in weight among Provincial, Municipal and Federal Governments, depending upon the type of police operating at the court location.¹

H. INVOLVEMENT OF SHERIFF SERVICES IN LOCKUPS

Hodgson et al reached the following conclusions about the scope and costs of sheriffs services becoming responsible for lockups:

1. Very large budget and manpower expenditures would be required to assume lock-up administration. The number of lock-ups and the need for 24 hour attendance are enormously costly.
2. Supervision of local lock-ups by police personnel is a very efficient use of manpower as duty officers, who are required regardless, provide this function simultaneously.
3. Only in a few urban centers (Victoria) Vancouver, Kamloops, Prince George) does it appear that the scale of lock-up activity lends itself to an efficient potential takeover by sheriff services.
4. In all areas, including the above urban centers, the overnight harboring of impaired persons not charged with an offence is a major proportion of lock-up occupancy. The custody of persons not charged with an offense, other than mental patients, was not in the scope of the sheriff duties.²

1. Dogherty et al p.28.

2. Hodgson et al p.101.

Because of the above factors, the Director of Sheriff Services and Hodgson et al deferred further consideration of taking over lockups. However, they did note that the staffing of lockups by sheriff services would be "an appropriate extension of sheriffs' neutral posture in justice administration".

Municipalities Which Indicated Some Limitation in the
Extent of Sheriff Services¹

<u>Municipality</u>	<u>Comment</u>
Abbotsford	- escorting of prisoners provided by Sheriffs Service and RCMP. Needs improvement.
Delta	- escorting of prisoners provided by Sheriff Service and police department. Needs improvement.
Kimberley	- escorting of prisoners partially provided by RCMP.
Mackenzie	- escorting of prisoners done by all police members and assisted by Sheriff Service.
Maple Ridge	- "greater use of Provincial Sheriffs would reduce RCMP member prisoner escort, serving summons, mental patient transfer, court prisoner detail, etc."... - sheriffs recently assumed all out of town and local escorts; however, late night escorts and assistance to mental patients are still done by RCMP detachment.
Mission	- RCMP provide majority of escorts
Oak Bay	- weekend arrests escorted and guarded by police department personnel

1. Very limited survey only, and does not take into account the whole range of sheriffs services and the extent to which they are delivered in various municipalities. "Escorts" was the primary service under discussion.

APPENDIX 13, cont.

Port Moody	- not getting Sheriffs Services for summons, escort or motor vehicle suspensions.
Salmon Arm	- escorting of prisoners by Sheriff Services in most instances - however, inadequate and requires assistance.
Sidney	- RCMP provides escort of prisoners.
Squamish	- RCMP provides escort of prisoners.
West Vancouver	- Escorting of prisoners provided by the Sheriff Services. There is no problem when the service is available but the availability should be extended.

APPENDIX 14

REGIONAL SHERIFF'S LIST

<u>LOCATION</u>	<u>ADDRESS</u>	<u>TELEPHONE</u>
<u>Victoria Region 1</u>	Sheriff W. A. Lee Sheriff's Office Victoria Law Courts 850 Burdett Avenue Victoria, B.C. V8W 1B4	387-5341
<u>Vancouver Region 2</u>	Sheriff D. S. Duncan Sheriff's Office #302 - 1190 Melville Street Vancouver, B.C.	668-2304
<u>Lower Fraser Valley - Region 3</u>	Sheriff W. J. Wunderlich Sheriff Services #302 - 522 - 7th Street New Westminster, B.C.	525-7701
<u>Region 4</u>	Sheriff D. W. Sutton Sheriff Services Room 209, Courthouse Cranbrook, B.C. V1C 2P2	489-2311
<u>Region 5</u>	Sheriff W. D. Cameron Sheriff Services 1176 Battle Street Kamloops, B.C. V2C 2N5	374-3684
<u>Region 6</u>	Sheriff J. Needham Sheriff Services Room 40, Courthouse 1600 Third Avenue Prince George, B.C. V2L 3G6	562-8131

APPENDIX 15

Tasks Performed by Civilians Within Job Types

A. Communications*

Receives and/or transmits information
 Gives general information to citizens
 Maintains location of all police units
 Determines if situation requires police action
 Notifies other emergency units
 Operates switchboard
 Monitors interdepartmental radio
 Performs clerical functions of above
 Trains new communications personnel

*Telephone operators and/or dispatchers

B. Identification

Fingerprint Technician
 Takes fingerprints
 Lifts latent prints
 Classifies, searches, verifies prints
 Communicates with other agencies
 Operates microfilm reader
 Performs clerical function of above actions
 Photography Technician
 Takes photographs
 Gathers physical evidence at crime scene
 Performs field identification of disaster victims
 Makes plaster and rubber casts
 Processes film
 Prepares slides
 Prepares pictorial evidence

B. Identification (cont.)

Takes motion pictures
 Operates video equipment
 Operates drying, enlarging and copying equipment
 Mixes chemicals
 Stores and safeguards developing equipment
 Minor camera repair
 Instructs officers in use of equipment

Other

Performs paraffin tests
 Operates mobile crime investigations
 Uses Intoxometer for breath tests
 Receives, catalogs and preserves property
 Prepares property for disposition
 Operates teletype
 Packages and mails evidence
 Gathers physical evidence of persons
 Prepares court room evidence
 Testifies in court
 Develops and maintains training program

C. Detention*

Receives inmates and others awaiting trial
 Transports inmates
 Searches, fingerprints and photographs inmates
 Responsibility for well-being of inmates:
 Allowing one telephone call
 Health
 Property safekeeping
 Feeding
 Rehabilitation

APPENDIX 15, cont.

C. Detention (cont.)

Educational Programs
 Recreational Programs
 Screens visitors
 Security check of facilities
 Provides court security
 Enforces discipline from inmates
 Processes release
 Operates computer
 Checks Identification Department
 Analyzes Intoxometer
 Serves as witness in court*
 Investigates in facility:
 Accidents
 Deaths
 Contraband evidence
 Irregular incidences
 Preserves evidence
 Plans, coordinates, supervises work assignments of inmates
 Trains and instructs other correctional officers
 Prepares records and reports
 Recommends new and revised policies and procedures

*Jailers

(SOURCE: Schwartz et al, 1975)

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 APPENDIX 16
Police Overtime Costs¹
 (Provincial & Municipal Policing)

	Overtime Costs	Members ²	Overtime Costs per Member
<u>Provincial Policing</u>	\$1,564,388	\$1,748	\$1,254
<u>Municipalities With RCMP Detachments</u>			
Kelowna	51,840	58	\$ 894
Kamloops City	85,737	84	1,021
Maple Ridge	38,077	34	1,120
Richmond	133,765	103	1,299
Surrey	174,072	168	1,036
N. Vancouver City	76,697	47	1,632
N. Vancouver District	94,988	68	1,397
Burnaby	258,144	197	1,310
Chilliwack Twsp.	25,511	22	1,160
Nanaimo	54,820	46	1,192
Prince George	83,831	85	986
Coquitlam	72,177	66	1,094
Port Coquitlam	32,325	29	1,115
Langley Township	38,792	35	1,108
All Others (under 25,000 population)	430,115	380	1,132
Total (Mun. With RCMP)	\$1,650,891	1,422	\$1,161
<u>Municipalities With Their Own Police Force</u>			
Central Saanich	8,604	10	860
Delta	27,030	88	307
Esquimalt	18,522	27	642
Matsqui	20,339	35	470
Nelson	37,776	14	2,698
New Westminster	51,518	85	606
Oak Bay	20,557	22	934
Port Moody	-	21	-
Saanich	155,051	106	1,463
Vancouver	1,293,404	955	1,354
Victoria	95,132	140	680
West Vancouver	53,834	57	944
Total (Mun. with Own Force)	\$1,781,767	1,560	\$1,142

1. Figures for Provincial and Municipal RCMP based on 1976/77 fiscal year costs; Figures for municipalities with own police force based on 1976 costs.

2. Using member strength, March 31, 1977 for RCMP and December 31, 1976 for Municipal Police Forces.

(Source: Correspondence from RCMP "E" Division; correspondence with individual municipalities with own police force - Dec. 2-8, 1977.)

APPENDIX 17

Estimate Of 1977 Court Overtime Costs
For Municipalities With RCMP Detachments

The figures noted below represent "call back" overtime for regular members. According to E-D1 overtime personnel, these figures represent something in excess of 70% of all court overtime. (The balance is incurred in the "before duty" and "after duty" categories. A breakdown of this portion is not available.)

Location	Eligible Claimants	Hours Overtime (Court Call-Back)	Estimated Cost (9.10 Per Hr.)	Estimated Per Capita Cost (Per Eligible Claimant)
Coquitlam	63	2,371	\$ 21,576.10	\$342.48
N. Vancouver Dist.	67	1,803	16,407.30	244.89
N. Vancouver City	47	1,458	13,267.80	282.29
Langley City	13	273	2,484.30	191.10
Langley Twsp.	28	1,134	10,319.40	368.55
Abbotsford	15	695	6,324.50	421.63
Chilliwack Mun.	17	395.5	3,599.05	211.71
Mission	19	618	5,623.80	295.99
Squamish	12	658.5	5,992.35	499.36
Chilliwack Twsp.	25	711	6,470.10	258.80
Maple Ridge	35	1,396.5	12,708.15	363.09
Surrey	166	5,035	45,818.50	276.02
White Rock	18	562.5	5,118.75	284.38
Burnaby	203	4,447	40,467.70	199.35
Port Coquitlam	29	1,498	13,631.80	470.06
Richmond	106	2,486.5	22,627.15	213.46
SUB-TOTAL (Dist. 1)	(863)	(25,542.5)	(\$232,436.75)	(\$269.34)
Estimated Cost for "before duty" & "after duty" overtime			58,109.00	67.33
TOTAL - Dist. 1	863		290,546	336.67
Estimate - Dist. 2	631		212,439*	
TOTAL (Dist. 1&2)	1,494		502,985	

* Based on 631 x \$336.67.

APPENDIX 18

Court Overtime

(In Dollars Calculated On The Basis Of Claimed Hours)¹

(1976 Data)

	Jan. 1 - March 31/76 Court Overtime	Estimate For 1976	% Of Time Evidence Was Given	Estimate Wastage
<u>RCMP Detachments (Selected)</u>				
Burnaby	\$11,354	\$ 45,416	-	\$ -
Cranbrook	5,119	20,476	69	6,348
Kamloops	5,083	20,332	57.9	8,560
Kelowna	7,540	30,160	78	6,635
Langley	3,423	13,692	69	4,245
N. Vancouver	2,498	9,992	-	-
Penticton	3,868	15,472	40.18	9,255
Port Alberni	1,469	5,876	80	1,175
Prince George	1,065	4,260	46	2,300
Richmond	7,018	28,072	54	12,913
Surrey	7,572	30,288	46.5	16,204
SUB-TOTAL		\$224,036		\$ 67,635
Est. Total for 38 Mun. With RCMP Contract ²		\$372,800		\$ 160,500
<u>Municipalities With Own Force (Selected)</u>				
Central Saanich	1,003	4,012	38	2,487
Delta	5,944	23,776	27.15	17,321
Esquimalt	1,361	5,444	92.6	403
Matsqui	6,349	25,396	46	13,714
New Westminster	19,930	79,720	40.8	47,194
Port Moody	4,813	19,252	59.3	7,836
Saanich	9,702	38,808	41	22,897
Vancouver	235,717	942,868	30	660,008
Victoria	11,490	45,960	37	28,955
West Vancouver	4,189	16,756	46.7	8,931
SUB-TOTAL		\$1,201,992		\$809,746
Est. Total For 12 With Own Force ²		\$1,245,000		\$838,700

1. This is not actual dollar expenditures as some of the overtime was taken as time off in lieu of pay.

2. Based on additional populations in other municipalities.

(Source: Based on 3 month survey "Analysis of Court Costs: for the period Jan. 1 - Mar. 31, 1976". Conducted by the Vancouver Police Department.)

Appendix 19

Court Overtime Study

Victoria City Police

(1976)

	Jan. 1st - Mar. 31st ¹	May 15th - Aug. 27th	Aug. 30th - Dec. 31st	Total (10.5 Months)
Court Overtime in Claimed Hours ²	1,481	729	894	3,104
Hours When Evidence NOT Given (Claimed)	933	392	536	1,861
Hours When Evidence WAS Given (Claimed)	548	337	358	1,243
Estimated Cost of Court Overtime	\$11,493 ³	\$5,657	\$6,937	\$24,087
Estimated Wastage	\$ 7,240 ³	\$3,042	\$4,159	\$14,441
Average % of Time Evidence Was Given				40.0%

1. From Analysis of Court Cost for the Period January 1 to March 31, 1976, conducted by the Vancouver Police Department.
2. The number of hours coming to an officer for court appearances as designated by the union.
3. An average wage rate for all overtime was calculated at \$7.76 per hour.

(Source: Victoria City Police, February 7, 1978)

APPENDIX 20

WEST VANCOUVER POLICE DEPARTMENT

WITNESS MANAGEMENT PROGRAMME

With reference to the above, please be advised that our Witness Management Programme entails the following steps:

- (1) The Report to Crown Counsel is forwarded to the Provincial Court staff.
- (2) The Provincial Court staff makes up a file folder (see attached item A)
- (3) File folder is returned to the police member responsible for Witness Management.
- (4) Witness Management member, utilizing a rubber stamp, marks the face of the file folder (see attached item B).
- (5) The Witness Management member reviews the information on the face of the file folder, in the attached item B is noted:
 - a) the accused committed a Criminal Code Driving offense (this means that should a trial be held, the hearing would take place on a Tuesday, Wednesday, or Friday)
 - b) the principal police witness is Constable Green (this means that the Witness Manager is interested in the Shift Schedule covering "D" Platoon - Constable Green's Platoon)
 - c) the accused's first court appearance is January 26th, 1978, and he was released on a Promise to Appear.
- (6) With the information obtained from the above item, reference is made to the Departmental shift schedule (see attached item C), which is normally colour coded for easy reference. From the shift schedule it is observed that Constable Green is available for Court on:

February 23rd, March 2nd, April 20th, and April 27th, June 15th and 22nd, August 10th and 17th, October 5th and 12th, November 30th, December 7th.

(When item B was marked, we were utilizing only Thursdays for court dates.)

- (7) Simultaneously with step #6, the Witness Manager refers to the Department Holiday list (see attached item "D"). The holiday list is not normally colour coded - I have marked Constable Green's holidays for your benefit.
- (8) Utilizing the Shift Schedule and the Holiday list, Constable Green's first six available day shifts are marked as shown on Item B.
- (9) The marked file folder is then returned to the Provincial Court staff.

It is our opinion that the reason for the success of our programme is that it allows Crown Counsel to have a quick ready reference for establishing court dates. Two additional reasons for the success of the programme are the close proximity of the Police and Court facilities (both in the same building) and a dedication by both the police and court staffs to the principle of reducing the cost of operating the courts.

By utilizing the programme, we have reduced our court witness overtime 3,771.5 hours in 1976 to 2,382.5 in 1977. This represents a saving of approximately 36% on our court overtime bill.

(Source: Correspondence from West Vancouver Police Department, January 20, 1978.)

WEST VANCOUVER PROVINCIAL COURT

ACCUSED: G. Blue

CHARGED: Drive while over .08 - Sec. 236 CCC

Cst. R. Green

26 Jan. (PTA)

ITEM "A"

WEST VANCOUVER PROVINCIAL COURT

ACCUSED: G. Blue

CHARGED: Drive while over .08 - Sec. 236 CCC

Cst. R. Green

26 Jan. (PTA)

POLICE WITNESS

COURT DATES

DEFENDANT

- 1. Feb. 23
- 2. Mar. 2
- 3. Apr. 20
- 4. Apr. 27
- 5. June 15
- 5. June 22

ITEM "B"

17 Platoon		LEAVE SCHEDULE		1978	
Jan.	3-6	July	6-9		
	11-14		14-17		
	19-22		22-25		
	27-30	30 - Aug 2		Brown	
Feb.	4-7	Aug.	7-10	Green	
	12-15		15-18	Green	
	20-23		23-26	Orange	
28 - Mar. 3	White	31 - Sept 3		(1st, 2nd & 3rd)	
Mar.	8-11	Sept.	8-11	Brown	
	16-19		16-19	(16th, 17th) (19th)	
	24-27		24-27	Brown	
Apr.	1-4	Oct.	2-5		
	9-12		10-13	Black	
	17-20		18-21	Black	
	25-28		26-29	Black	
May	3-6	Nov.	3-6	Black	
	11-14		11-14	Black	
	19-22 (19th)		19-22	(19th) Black	
	27-30		27-30		
June	4-7	Dec.	5-8	(5th)	
	12-15		13-16	White (16th)	
	20-23		21-24		
28 - Jul. 1		29 Jan 1/79		Brown	

ITEM "D"

APPENDIX 21

Comparison Data on SIPP¹s And Crimes
For All B.C. Municipalities With Populations

Greater Than 5,000
(1977 Data)²

Municipality	Population (1976 Census)	No. Of SIPPs 1977	SIPPs Per 1,000 Pop (1977)	1977 Crime Rate (1976 Pop.)
Abbotsford	9,507	325	34.18	107.5
Burnaby	131,599	710	5.40	111.0
Campbell River	12,072	490	40.59	201.6
Castlegar	6,255	150*/200	31.97**	94.2**
Central Saanich	7,413	18	2.43	73.8
Chilliwack Mun.	8,684	454	52.28	228.9
Chilliwack Twsp.	28,421	215	7.56	85.7
Comox	5,359	31*/41	7.65**	76.3**
Coquitlam	55,464	313	5.64	84.5
Courtenay	7,733	154	19.91	152.1
Cranbrook	13,510	316	23.39	131.8
Dawson Creek	10,528	435	41.32	160.5
Delta	64,492	86	1.33	85.6
Esquimalt	15,053	19	1.26	78.1
Ft. St. John	8,947	952	106.40	170.6
Kamloops	58,311	2,803	48.07	147.8
Kelowna	51,955	1,332	25.64	104.9
Kimberley	7,111	16	2.25	84.0
Kitimat	11,956	181	15.14	116.8
Langley City	10,123	25*/33	3.26**	186.6
Langley Twsp.	36,659	21	.57	60.5

Municipality	Population (1976 Census)	No. of SIPPs 1977	SIPPs Per 1,000 Pop. (1977)	1977 Crime Rate (1976 Pop.)
Mackenzie	5,338	85*/113	21.23**	75.5**
Maple Ridge	29,462	121	4.11	132.6
Matsqui	31,178	211	6.77	104.8
Merritt	5,680	365	64.26	198.8
Mission	14,997	257	17.14	101.7
Nanaimo	40,336	728	18.05	120.3
Nelson	9,235	148	16.03	119.2
New Westminster	38,393	602	15.68	134.8
North Cowichan	15,956	85	5.33	69.6
N. Vancouver City	31,934	416	13.02	124.5
N. Vancouver Dist.	63,471	299	4.71	75.2
Oak Bay	17,658	28	1.59	63.3
Penticton	21,344	265	12.42	177.8
Port Alberni	19,585	492	25.12	111.1
Port Coquitlam	23,926	231	9.65	117.2
Port Moody	11,649	190	16.31	107.9
Powell River	13,694	114	8.32	111.1
Prince George	59,929	4,706	78.53	158.9
Prince Rupert	14,754	286	19.38	149.1
Quesnel	7,637	368	48.19	181.4
Richmond Twsp.	80,034	156	1.95	113.9
Saanich	73,383	289	3.94	88.1
Salmon Arm	9,391	299	31.84	107.0
Sidney	6,732	64*/85	12.68**	100.9**
Squamish	8,368	167	19.96	136.1
Summerland	6,724	1	.15	55.0

Municipality	Population (1976 Census)	No. Of SIPPs 1977	SIPPs Per 1,000 Pop. (1977)	1977 Crime Rate (1976 Pop.)
Surrey	116,497	232	1.99	125.4
Terrace	10,251	786	76.68	161.0
Trail	9,976	173	17.34	86.0
Vancouver	410,188	13,234	32.26	122.4
Vernon	17,546	908	51.75	163.6
Victoria City	62,551	1,413	22.59	165.8
West Vancouver	37,144	109	2.93	77.4
White Rock	12,497	200	16.00	86.4
Williams Lake	6,199	1,232*/1,643	265.04**	253.4**
TOTAL/AVERAGE	1,904,789	38,834	20.39	117.4

* 9 months.

** Estimate taken from the first 9 months of 1977.

1. State of intoxication in a public place (not included in Crime Rate as no charge is laid).

2. Based on 1976 census population.

3. Crime Rate Taken from total number of Criminal Code Offences.

(Source: Criminal Justice Monthly Reports, 1977)

APPENDIX 22

Repetitive SIPP Arrests
Vancouver, 1977

No. Of Times Arrested (Males) In Any One Month

	1	2	3	4	5	6	7	8	9	10	11	Female	Total
January	605	50	17	6		1		1				125	919
February	632	56	15	13	6	1		1				147	1,032
March	662	68	10	5	2			1				132	998
April	698	77	14	8	8	1		2		1		143	1,141
May	652	78	20	13	1	1	4			1	1	144	1,124
June	828	91	20	8	5	9	1	2	1			173	1,386
July	819	62	31	7	6	5	3	1	-	1	1	142	1,317
August	839	72	26	9	5	4						179	1,325
September	821	59	29	8	7	4		3		1		124	1,275
October	491	45	75	8	1	1		2				94	959
November	595	41	9	2		1		1				122	848
December	685	52	15	4	4			1				143	1,021
TOTAL	8,327	751	281	91	45	28	8	15	1	4	2	1,668	13,345

(SOURCE: Vancouver Court Probation Office)

APPENDIX 23

SERVICE OF INTERMITTENT SENTENCES

An overview of the current situation regarding service of intermittent sentences at police lockups reveals a number of problems which these sentences present to the police forces involved. Based on information obtained from the RCMP¹ and individual municipalities with their own police force,² the following sections summarize the current practices and problems associated with this type of sentence.

1. Types of Offenses Where Intermittent Sentences are Given

Included in the wide range of offences for which the courts utilize intermittent sentences are:

- Impaired Driving (over .08)
- Driving While Disqualified
- Dangerous Driving
- Narcotic Control Act (possession and trafficking)
- Assault/Assault Police Officer
- Fraud/False Pretenses
- Prowling by Night
- Breach of Probation
- Possession of Stolen Property
- Break, Enter and Theft
- Causing a Disturbance
- Theft
- Willful Damage/Mischief
- Possession of Dangerous Weapon
- Indecent Assault
- Sexual Intercourse With a Female 14-16 years

However, it should be noted that the majority of intermittent sentences are for drinking driving offenses.

2. Problems Related to Intermittent Sentences

a) Conduct of Prisoners Serving Intermittent Sentences

Problems raised associated with conduct of prisoners included:

- prisoners arrive late to serve their intermittent sentences or failed to appear at all,

-
1. Correspondence from RCMP "E" Division, Sept. 21, 1977.
 2. Correspondence of municipalities with B.C. Police Commission, Oct. 1977.

- in many instances, prisoners arrive intoxicated. These prisoners tend to be argumentative and create a hostile situation between themselves and guards/members.
- it is not unusual to recover drugs when prisoners are searched at the time they are booked in,
- instances of contraband and messages brought to remand prisoners by the person serving his intermittent sentence,
- prisoners request special health diets and bring medication with them that must be administered by guard/member.

It was noted that many prisoners serving intermittent sentences are not pleased with the situation, and complain of crowded conditions and lack of adequate facilities as well as noise from intoxicated persons.

b) Adequacy of Facilities

According to the RCMP, overcrowding of cell facilities is the most frequently encountered problem with intermittent sentences. Space is generally not confirmed by courts and overcrowding frequently necessitates transportation of juveniles and females elsewhere, removing police from their regular duties. A similar concern was expressed by municipalities with their own police force. As an example, consider the following statement by a small police department: "Due to the limited number of cells available, prisoners on intermittent sentences must share cells with drunks and other overnight custody cases".

A second problem related to facilities is lack of exercise areas and toilet facilities for persons serving intermittent sentences. Many local lockups are simply not suited for holding prisoners except for a short time. As an example, consider the following quote: "We would discourage utilization of our facility for intermittent sentences as we do not have proper exercise or hygiene facilities".

c) Court-Related Problems

There are two major problems involving the role of the courts:

1. courts sentence prisoners to serve intermittent sentences in other jurisdictions. As an example, consider the following two quotes: "Nanaimo has received prisoners from Courtenay, Parkesville, and Duncan with no prior enquiry or regard for the already severely taxed accommodation at the detachment. We have had instances where prisoners have shown up at detachments to serve their intermittent sentences unannounced to the detachment involved; documentation and warrants were not received from the court administration." ("E" Division, RCMP) And from the Port Moody Police: "In our case the offence was committed in New Westminster, tried and dealt with in that City, yet sentence was to be completed at Port Moody police cells, with no prior notice being given to this Department nor any enquiries conducted with this Department prior to its selection to determine if our facilities were suitable for this type of sentence."
2. internal rules of provincial jails regarding admission hours have caused problems - eg. "no admission after 4PM Friday".

3. Cost of Intermittent Sentencing

In B.C., the RCMP paid approximately \$96,500 in 1976/77 for costs related to prisoners with intermittent sentences. The RCMP have projected costs of approximately \$300,000 in 1977/78 for this service.

More specifically, the RCMP estimates that meals generally cost \$2.50 to \$5.50 depending on the area, and guards and maintenance personnel are paid approximately \$5.05 an hour. Consider a prisoner serving an intermittent sentence for one weekend:

a) in Smithers the cost would be:

48 guard hours @ \$5.37/hr.	= \$257.76
o meals @ \$3.50	= \$ 21.00
	<u>\$278.76</u>

- b) In Dawson Creek (where guards are always on duty) the cost for a weekend prisoner would be \$16/day.

As another example, consider the cost of one female incarcerated for weekends totalling 21 days.

In Terrace the cost would be: one matron in attendance for a cost of \$2,475 plus meals.

Costs for serving intermittent sentences in municipalities with their own police force ranged from \$50 - \$60/day (in Matsqui) to \$231.47/day (in Delta).

4. Conclusions and Possible Implications

The RCMP have stated that while they support the concept of intermittent sentences for certain offences, they strongly recommend that RCMP cell accommodation should not be used for intermittent sentences because of the previously described problems. Correspondence with individual municipalities with their own police force indicates a similar position that intermittent sentences should not be served in local lockups.

There are several implications of the current policy and practices regarding intermittent sentences.¹

First, if the basic purpose of police cells is the temporary custody of accused persons, then holding convicted prisoners reduces cell space available to the police.

Second, it is likely that provincial judges are aware that police cells are not appropriate for intermittent sentences, but continue to use this alternative to deliberately put pressure on the system in the hope of forcing the province to provide proper facilities.

Third, one alternative is to have prisoners serving intermittent sentences report to the local sheriff who in turn should transport them to the nearest provincial jail.

¹ Based on correspondence to B.C. Police Commission from Corrections. June 8th, 1977.

APPENDIX 24

RECOMMENDATIONS OF THE COMMITTEE ON INTERMITTENT SENTENCES

1. Police lockups and holding units should not be used for intermittent sentencing.
2. This committee supports the recommendation of the Uniformity Law Conference of Canada (Criminal Law Section) which recommends that:

"Criminal Code s.663(1) (c) be amended to impose the following precedent to granting an intermittent sentence: Where the judge is satisfied on the basis of information received, from the Provincial authority that there is a designated facility available in order that the order can be enforced".
3. Intermittent sentences should only be served in designated Correctional Centres closest to the place of residence of the sentenced person. In the two areas of the Province (the Kootenays and the Peace River areas), and in other areas where the need is identified, the Regional Corrections Director should assume the responsibility of providing suitable programs for intermittent sentencing.
4. Community Service Sentences should be encouraged rather than Intermittent Sentences particularly in areas where there is no Correctional facility.
5. Probation Order or Recognizance under s.663(1) (c) should be mandatory as part of the Intermittent Sentence. A guide outlining suggested terms and conditions of probation to overcome documented problems is attached (Appendix I).
6. The maximum period of time for an Intermittent Sentence should be 30 days and should consist of consecutive weekends.

END