THE CITY OF
Red Deer

Special Council Meeting

AGENDA

Tuesday, December 03, 2019 – Council Chambers, City Hall

Call to Order: 9:30 AM

1.   REPORTS

    1.1.   Policing Review

2.   ADJOURNMENT

December 3, 2019

Policing Review

Paul Goranson, Director of Protective Services

Report Summary & Recommendation

In 2018 Council directed Administration to undertake a Policing Review that was to include two components: a high level Service Review and a Governance Review that considers options for the delivery of policing services in Red Deer. This report highlights the key findings from the attached consultant's report and is provided to Council to inform decision making.

Preferred Model:

- Council has indicated they prefer not to have a recommendation from Administration regarding the preferred policing model.

Public Participation:

- Consultation has been done with key internal and external stakeholders to inform the Policing Review. Administration recommends Public Participation (P2) to take place once a decision is made in regards to the preferred policing model.

Proposed Resolution

Council's direction is requested.

Background

History of Policing Review:

Community safety continues to be a priority for The City and, as in the past, is identified as a key strategic goal in Council's 2019-2022 Strategic Plan.

The City initially developed the Crime Prevention and Policing Strategy in 2005, which was subsequently refreshed in 2011.

Resourcing studies were undertaken in 2009 and 2012 to ensure an appropriate level of resourcing to policing services to enable achievement of The City's strategic goals.

In 2018, Council directed Administration to undertake a review of policing services to explore the pros and cons of the various operating models and identify opportunities for improvement to the current services.

 Other influencing initiatives/activities:
- 2012 - 2016: Safety Charter
- 2014 - 2016: Implementation of the Policing Plan- The Way Forward
- 2016+: Community Safety Strategy
- 2016: Value for Money Framework

Prior Council Direction:

On June 25, 2018 Council approved the following resolution:

Resolved that Council of The City of Red Deer having considered the report from Protective Services dated April 4, 2018 re: Policing Review Resolution hereby directs;

1. *a Policing Governance/Delivery model review (option 2a) to be funded from Operating Reserve-Tax Supported to a maximum of $150,000 with Terms of Reference to be developed and approved by Council and options be presented without a formal recommendation; and*

2. *a high level review of service areas and levels be undertaken to determine those that are working well, that could be enhanced, or that should be discontinued or altered (RCMP and municipal services), to be funded from Operating Reserve-Tax Supported to a maximum of $50,000.*

Between July and November 2018, Administration worked with Council to develop a Scope of Work. On November 13, 2018 Council approved the following resolution:

Resolved that Council of The City of Red Deer having considered the report from Protective Services dated November 13, 2018 re: Police Review Scope of Work hereby approves the scope of work for the Policing Review as follows:

1. *Purpose of Review*

   Council has developed a general statement that reflects what the overall purpose of the review is as follows:

   Council is committed to a safe community. They recognize that there is a broad range of factors involved in community safety. This service and governance review focuses on enforcement[1] and will:

   - *Review how policing is currently delivered,*
   - *Review options for future delivery,*

- *Consider: current and future factors, cost, the context of Red Deer, legislation, governance, and the changing environment, and*
- *Present relevant and meaningful information and evidence to help make informed decisions*

[1] Enforcement in this context means all resources that support the enforcement continuum.

2. *Introduction*

The Introduction section provides context to why the review is being done and identifies some of the key questions that Council is looking to get answered as part of the review.

3. *Project Scope*

The Project Scope provides the more detailed expectations for the review and is broken into two separate but related parts: Part A Service Review, and Part B Governance Review. The predominant emphasis of the review is governance.

Part A Service Review will utilize the, Council adopted, Value Framework to review the main programs delivered through the Police Services Department. It will review both the RCMP and municipal employee responsibilities.

Part B Governance Review will review the governance differences, the cost differences, and the operational differences of the following models:

- *Current model (RCMP as police services provider with support from municipal employees),*
- *An independent municipal police force,*
- *A regional police force, or*
- *A hybrid of any of the above.*

The regional model will be looked at only from the perspective of what are factors to consider that would not preclude a regional model evolution sometime in the future.

4. *Expected Deliverables*

The Expected Deliverables are the products that Council is expecting to receive from this step of the Policing Review.

The Part A deliverable will provide recommendations for priority areas of focus, potential quick wins, strategic changes, and areas for long-term improvement and utilize The City's Value Framework.

The Part B deliverable will be a report that clearly articulates the opportunities and challenges of the policing service models supported by data, research, analytics, and expert opinion and is

tailored to Red Deer's local context and needs. It will not include a recommendation regarding a model.

Administration released a Request for Proposals in December 2018 and selected KPMG as the successful proponent in January 2019.

Strategic Alignment:

- One of the goal statements in Council's 2019-2022 Strategic Plan is, "Red Deer is a safe and secure community. Safety is strengthened through a focus on enforcement, as well as prevention, intervention and education".

Legislative Context:

- Red Deer's Policing Services are governed by the Royal Canadian Mounted Police Act, Alberta Police Act, Police Service Regulation and the Alberta Provincial Policing Standards. Collectively, these governing documents define the governance, oversight, and operations of Policing Services.

- The Governance Review identifies four considerations that may impact the options outlined in this report:
  - Changing environmental factors
  - Review of the Police Act
  - Unionization of the RCMP
  - Changes in Police Governance Practices

- On November 9, 2019 the Government of Alberta announced it would explore, through the Fair Deal Panel, the potential for establishing a provincial police service. The outcomes of the decision of this would have a significant impact on service delivery of policing in Red Deer.

Stakeholder Consultation:

The Service Review and Governance Review are informed by extensive consultation and engagement of both internal and external stakeholders. This consultation included:
- Conducting a customer experience survey
- Gathering data from 11 other municipalities
- Visiting neighbouring municipalities to gauge interest in a regional model
- Consulting with internal stakeholders including Information Technology Services, Legal Services, and Financial Services
- Conducting individual and group interviews with members of the Municipal Policing staff, RCMP (local and HQ), K Division and senior representatives from the Solicitor General's office

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- Conducting focus groups with over 20 agencies who work the closest with the RCMP
- Conducting 4 workshops with Council (April, June, July and October)
- Visiting Surrey to discuss lessons learned through their transition process

Key Findings:

PART 1 - SERVICE REVIEW

Per Council direction, a macro level Service Review was undertaken utilizing the City's Value for Money Framework. Key opportunities identified:

1. Expansion of a tiered policing model to manage labour and associated personnel costs
2. Alternative service delivery for police checks and collision reporting
3. Use of technologies to increase the efficiency of officers
4. Achieve full complement of planned officers or reallocate funding to other policing priorities
5. Greater use of community policing and investment in prevention
6. Expanded use of intelligence led policing
7. Establishment of service level standards
8. Monitoring and reporting of service level performance to counter perceptions and drive improvements

In addition to the above recommendations from KPMG it was identified that Red Deer has already begun to adopt leading practices in delivery of policing services:

- Intelligence-led policing (Pinpoint Program, crime map)
- Community collaboration (Community Safety Strategy, Systems Leadership Team)

PART 2 - GOVERNANCE REVIEW:

KPMG assessed the two most viable options, continue with RCMP led policing or a Municipal Police Service. Council identified 3 categories for key factors to be considered: Governance and Oversight, Operating and Capital Costs, and Operations Management. The key findings were:

- Governance and Oversight: The City, through a Police Commission could have greater municipal control over operational priorities by establishing an MPS however, an MPS would significantly increase the risk and liability to The City.
- Operating and Capital Costs: The RCMP model allows for better sharing of services and assets but comes with somewhat less flexibility in determining how services are delivered. Establishing an MPS would increase ongoing operating costs and require significant one-time funding. The 10% federal subsidy would be forgone.

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- Operations Management: The RCMP enables greater access to specialized units, training and additional resources but has more restrictions on exploring operational effectiveness than would an MPS. An MPS would have more ability to affect the level of service delivered to residents.

It is estimated that the total ongoing operating costs for policing services would increase by approximately 17% if the City moves to an MPS.

One-time transition costs are estimated at $12 million, consisting of capital costs of $5.8 million and $6.2 million in operating costs.

This report is not a transition plan. Overall, Policing Services would likely cost materially more with an MPS than with the RCMP contract. However, the final difference would be determined by designing and costing the desired MPS operating model. This would include determining the required resourcing to "right size" the MPS to The City's needs.

Operational Impacts

Financial:

Operating Budget impact – based on the cost estimates provided and assuming the equipment would be debt financed, the property tax increase required would be 5.8%

Capital Budget impact – the current capital plan funding sources are fully allocated therefore, introducing this new capital cost would require one of the following:

1. Removing an equivalent amount of capital costs
2. Increasing the debt limit

Transition Cost impact – the OR-TS is projected to have a balance of $31.6 million at the end of 2020. There is sufficient funding for the operating portion of the transition costs of $6.2 million. There is some risk to the reserve dependent on operating surpluses and other requests for funding from the reserve.

Other Risks:

- The intent of this study was not to provide detailed design and costing for a municipal police service. There will be some variability in the projected costs.

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Analysis

The attached Policing Review Final Report has been informed by internal and external stakeholder consultations and several touch points with Council. The detailed report outlines the pros and cons, as well as order of magnitude costs of the potential models.

In reviewing the four models it was determined that each one involved elements of a hybrid including a blend of locally-based policing services, tiered policing, and outsourced specialized services. It was also determined that, before further investigating a Regional Police Service, the City would need to decide if it wanted to implement a Municipal Police Service. Therefore, the focus on the review was the RCMP Contract and a Municipal Police Service.

Administration has identified the following options:

Option #1: Continue with RCMP contract and implement service improvements.

Under this option next steps include:
- Undertake public participation to support determination of service improvements
- Develop a Service Improvements Implementation Plan

**Option #2:** Transition to a Municipal Police Service.

Under this option next steps include:
- Undertake public participation to support design of the Municipal Police Service
- Develop a transition plan to transition to Municipal Police Service and give notice to the RCMP

Next steps:

The following chart identifies a potential decision path for Council in choosing a preferred operating model for policing services.

- The decision path starts with the question "can Council make a decision based on the information they have today".
- If yes, Options 1 and 2 are outlined above.
- If no, then Council will provide Administration with additional questions, which may include public participation, to inform their decision. Administration will determine if the support of a consultant is required to respond to Council's additional questions.
- Additional information will be provided to Council to enable a decision.
- Council may also choose to table a decision to allow for public comments to be submitted, and / or time for information to be provided by Administration if there are additional questions.
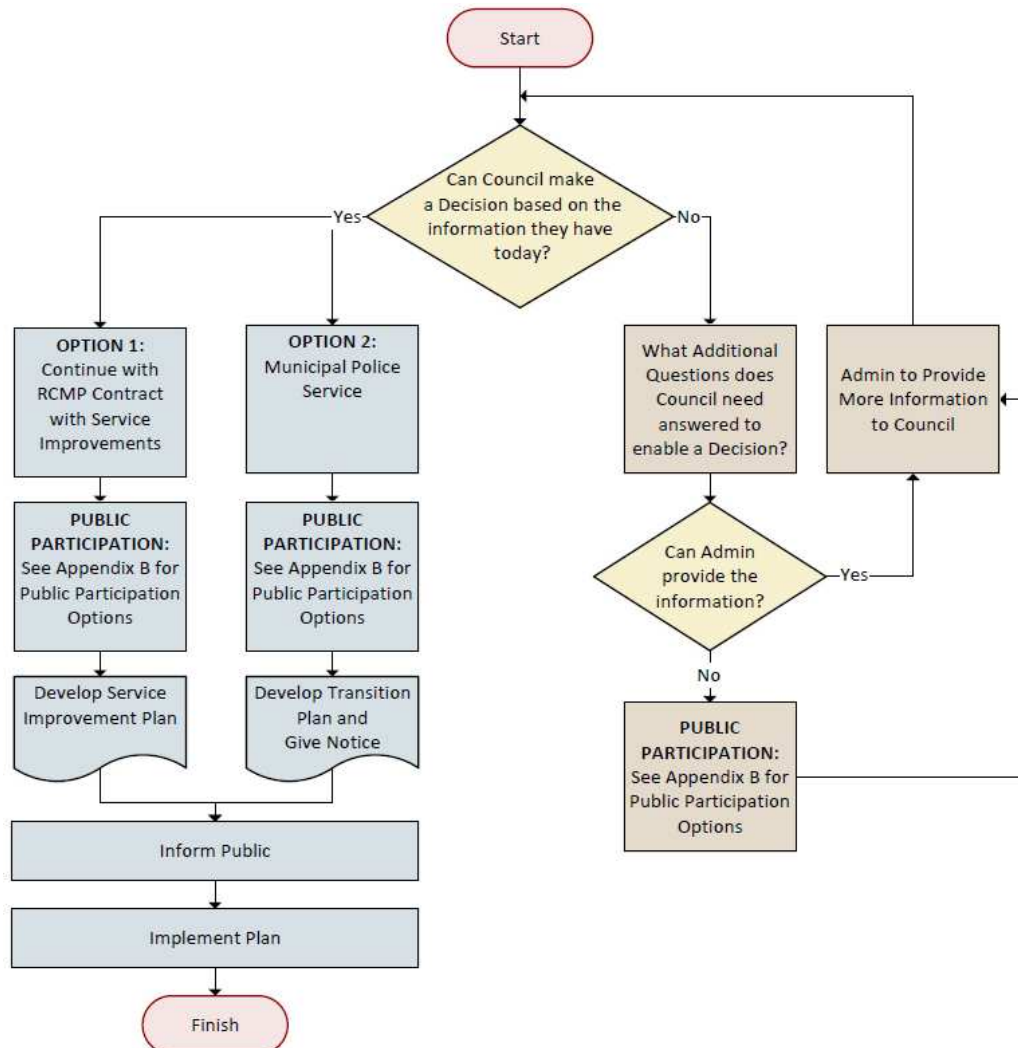
Recommendation:

Preferred Model:

- Council has indicated they prefer not to have a recommendation from Administration regarding the preferred policing model.

Public Participation:

- Appendix B outlines a more detailed Public Participation engagement strategy.
- The following outlines the options City Council is considering, along with options for public participation dependent on decision made. Communications & Strategic Planning recommends Public Participation (P2) to take place once a decision is made in regards to the Governance Review.

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Decision: OPTION 1 – RCMP Contract plus recommendations			
Public Participation Overview	**Techniques**	**P2 Level**	**Timing**
Public Participation would seek to inform the values and priorities for the next Annual Policing Plan, while also validating with the public the recommendations made as part of the Service Review. Public Participation Objectives: • To gather input on the value of the recommended service improvements and ideas for successful implementation. • To work with the public to determine priorities.	Potential Methods: - Surveys - In-person facilitated discussions	CONSULT	Q1 2020

Decision: OPTION 2 – Municipal Police Service			
Public Participation Overview	**Techniques**	**P2 Level**	**Timing**
Public Participation executed in a phased engagement approach that aligns with the transition work. Public Participation Objectives: • To work with the public to identify the concerns and opportunities with transitioning to a Municipal Police Service. *This objective is important to allow the public to voice their concerns around transition. This will support participation in the next phase of engagement activities.* • To work with the public to define	Broad public engagement to involve as many publics as possible.	INVOLVE	2-4 years (in step with transition work)

Decision: OPTION 2 – Municipal Police Service			
Public Participation Overview	**Techniques**	**P2 Level**	**Timing**
the vision and priorities for The City of Red Deer's Municipal Police Service. • To work with the public to shape the approaches for policing in Red Deer.			

ATTACHMENTS:
Appendix A – KPMG's Policing Review Report
Appendix B – Public Participation Options
Appendix C – Q&A

KPMG

City of Red Deer
Policing Review

**Service Review and
Governance Review Report**
November 25, 2019

Disclaimer

This report has been prepared by KPMG LLP ("KPMG") for the internal use of the City of Red Deer ("the City") pursuant to the terms of our engagement agreement with the City dated January 25, 2019 (the "Engagement Agreement") as part of the Review of Policing Services.

If this Document is received by anyone other than the City, the recipient is placed on notice that the attached Document has been prepared solely for the City for its own internal use. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on the Document.

The procedures we performed were limited in nature and extent, and those procedures will not necessarily disclose all matters about finances, functions, policies and operations of a policing service, or reveal errors in the underlying information. Our role included providing research and analysis pertaining to policing services delivery options. KPMG was not contracted for and provides no opinions, conclusions or recommendations on the options discussed herein.

Our procedures primarily consisted of research, comparison and analysis of City-provided information and data and data provided by the Royal Canadian Mounted Police, as well as data and information on other municipalities from publically-available sources and a survey, which was not exhaustive. Readers are cautioned that, in some cases, estimates are provided based on available information and assumptions for order of magnitude only.

The procedures we performed do not constitute an audit, examination or review in accordance with standards established by the Chartered Professional Accountants of Canada, and we have not otherwise verified the information we obtained or presented in this Document. We express no opinion or any form of assurance on the information presented in the Document, and make no representations concerning its accuracy or completeness.

KPMG expresses no opinion or any form of assurance on cost estimates associated with alternative service delivery models that the City may realize should it decide to pursue options contained within the Report. Readers are cautioned that the potential costs outlined in the Report are order of magnitude estimates only. Actual results achieved as a result of pursuing options would be dependent upon City decisions and external factors, and differences may be material. The City is responsible for its decisions to pursue an option and for considering its impacts. Implementation would require The City to plan and test any changes to ensure that the City would realize satisfactory results.

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Executive Summary

The City of Red Deer (City) engaged KPMG LLP (KPMG) to complete a Policing Review consisting of a macro-level Service Review and a Governance Review. The Service Review identified opportunities to improve the effectiveness and efficiency of its policing services. The Governance Review compared the relative merits of contracting the RCMP to deliver Policing Services compared to delivering them internally.

Introduction

The City of Red Deer is a mid-sized city, home to approximately 100,000 residents [1]. The City contracts the Royal Canadian Mounted Police (RCMP) to deliver its Policing Services.

The City and RCMP work collaboratively to provide policing services in Red Deer. The Red Deer RCMP Detachment, under contract to the City, has budgeted for 171 members [2], who perform core policing services. RCMP employees at the City are complemented with nearly 100 City employees, who perform a range of duties, including traffic and bylaw enforcement, public services, policing support and records management, dispatch of non-emergency calls, and crime analytics.

The operating expenses for the Policing Services in 2018 were approximately $36 million [3]. Between April 2017 and March 2019, the total RCMP costs borne by the City grew from $19.6 million to $24.7 million [4]. Increases in the number of RCMP members accounted for the largest portion of this increase.

Recently, the City expressed interest in determining whether its current Policing Services delivery model is the most efficient and effective for their community. In January 2019, the City engaged KPMG to conduct a Policing Review comprised of a macro-level Service Review and a Governance Review to support the City's interest in the following key questions:

- How are the current Police Services performing from a macro-level perspective, considering the City's Value-for-Money framework?

- Is the City of Red Deer's current approach and level of operational support staff for Police Services appropriate?

- Are there other ways to deliver Policing Services that would be more cost effective?

The Service Review

KPMG conducted a macro-level Service Review of Policing Services based on the City's Value for Money (VfM) Framework. The VfM Framework considers five value lenses (Economy, Efficiency, Effectiveness, Fairness and Environment) and is summarized in Appendix 1. At the direction of Council, this Review was conducted at a higher-level than other City service reviews, and focused on overall value in relation to costs.
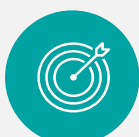
The Review defined criteria and indicators for each of the five value lenses in the City's VfM Framework. The evaluation framework was presented to Council and their feedback was incorporated. The evaluation framework is presented in Appendix 1.

The Service Review identified opportunities to improve service value from the City's Policing Services. The findings are based on information collected from various sources, including directly from the City and comparator municipalities and from Statistics Canada. Opportunities were identified based on

observations on the evaluation criteria and their indicators that were defined and agreed upon with the City.

In summary, the cost of the City's Policing Services are comparable to the average of nine other municipalities[1] selected for the Review. However, its crime rate is significantly higher than the average of the comparators and its clearance rate is lower.

Given the nature of the Review, it is not possible to conclude objectively whether or not the City is receiving value for money for its Policing Services, however the review did identify opportunities to improve the efficiency and effectiveness of Policing Services. These are outlined in the table below.

Lens	Evaluation	Opportunities
ECONOMY	The City compared favorably on a cost per capita basis on labour and facility costs, and negatively on fleet operations costs. Training and information and communications costs were in line with those of the municipal comparators. While costs appear to be in line with historical amounts and relative to comparators, the Review identified an opportunity to use less costly resources to deliver policing services.	• Expansion of a tiered policing model to help manage labour and associated personnel costs (e.g., training and equipment)
EFFICIENCY	Red Deer increased its RCMP member complement per capita over the past few years. As well, the City's non-emergency call volumes per FTEs were below those of other municipalities, and the number of police information checks per applicable FTE has decreased. The City has a high ratio of operational support staff to RCMP officers compared to the national average and other comparator municipalities. However, Red Deer also has a high volume of crime per operational support staff. In the context of the high case load, it is difficult to conclude that the number of operational staff are too high without conducting a more in-depth organizational review.	• Alternative service delivery for police checks and collision reporting • Use of technologies to increase the efficiency of officers
EFFECTIVENESS	Overall crime per capita and the crime severity index are significantly higher than comparator municipalities. The perception of the effectiveness of policing services from stakeholders was mixed. While the RCMP have national and divisional priorities, City and RCMP representatives	• Achieve full complement of planned officers, or reallocate funding to other policing priorities • Greater use of community policing and investment in prevention

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[1] Which included Medicine Hat, Grande Prairie, Regional Municipality of Wood Buffalo, Lethbridge, Strathcona County, Langley, Surrey, Edmonton, Calgary

Lens	Evaluation	Opportunities
	interviewed during the review did not identify examples of priorities that conflicted with those of the City. Policing services generally appear to be able to address the City's priorities. The Red Deer RCMP Detachment has also implemented measures consistent with emerging trends in policing.	• Expanded use of intelligence led policing
FAIRNESS	Generally, the perception of safety and experience with policing services were mixed, there are no defined levels of service for policing in Red Deer to be tracked against. A 2019 survey of citizens' satisfaction with City services [45] showed that they are concerned with crime, public safety, and policing. Citizens also have a lower satisfaction level with Policing Services and tend to think more that crime is the most important local issue than they did in previous years.	• Establishment of service-level standards • Monitoring and reporting of service level performance to counter perceptions and drive improvements
ENVIRONMENT	While the City could increase the involvement of its community partners in the setting of policing priorities, it has taken recent steps to address root causes of crime as part of a broad, community-wide initiative. A number of the City's community partners involved in crime reduction, safety and social services expressed a desire for the City to move to a more collaborative, integrated approach to addressing the systemic issues that are driving crime in the community. Community partners indicated that there are opportunities to leverage the insight from their groups into the development of policing priorities.	• No specific opportunities were identified

The Governance Review

KPMG conducted a Governance Review of delivery options for Policing Services, to aid Council in determining whether to continue to contract services from the RCMP, or to begin to explore the establishment of its own Municipal Police Service (MPS).

KPMG's role was to provide research and analysis, but has not provided any conclusions or recommendations on an appropriate delivery model for the City to pursue. Further, KPMG's work did not include the development of a target operating model, business case for any of the alternatives presented, stakeholder engagement activities beyond those conducted for the Service Review, or a detailed cost analysis of the alternatives.

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Council reviewed, validated and agreed on the evaluation criteria used to assess the service delivery options, and on the preliminary findings of the reviews.

In its initial Terms of Reference for the Review, the City identified four service delivery options for Policing Services that it wanted the Review to consider:

- Continue to contract Policing Services from the RCMP;

- Establish a Municipal Police Service;

- Establish a Regionally-Shared Police Service; and

- Employ a hybrid comprised of some combination of the above three options.

In June 2019 it was determined that the hybrid option was not materially different as a stand-alone option from those already being considered. Each option: the Contract with the RCMP, the Municipal Police Service, and the Regionally-Shared Police Service would involve a blend of locally-based policing services, tiered policing, and obtaining other specialized services from other Police Services. Council supported the removal of the hybrid option as a stand-alone option.

As the Review explored the three remaining options, it became apparent that a regional model would not be viable for the following reasons:

- Rural municipalities and municipalities under 5,000 people do not pay for Policing Services, and municipalities between 5,000 and 15,000 people pay for 70% of their RCMP policing costs. The City's discussions with its regional neighbours determined that municipalities under 15,000 would not be interested in moving to a regional model and incurring the full cost of their share of Policing Services.

- Such a model presupposes that the City has first established its own Municipal Police Service.

The potential establishment of a Regionally-Shared Police Service would most likely be a secondary decision to the establishment of a Municipal Police Service. As such, only the RCMP Contract and the Municipal Police Service options were considered.

The Review did not conclude on which option the City should choose, however based on the research and analysis completed the following observations were made:

- It is not apparent from the Review how a community like Red Deer would outgrow a contracted policing service. There are several examples of municipalities that contract the RCMP that are comparable or larger than Red Deer (e.g., Regional Municipality of Wood Buffalo, Strathcona County, Burnaby, Richmond, and Coquitlam).

- In Alberta, urban centres with a municipal police service have had their services for at least 64 years, and most were established by 1905. The reason for their creation was historical.

- The Cities of Surrey and Richmond in British Columbia recently evaluated transitioning from their RCMP contracts to a new municipal police service. They cite governance, service levels / needs, and cost control as primary motivators for considering a municipal police service. These factors form part of the evaluation criteria used for Red Deer's review.

- A Municipal Police Service in Red Deer could result in greater local control over policing services and increased accountability, but with increased operational and financial risk to the City;

- The Red Deer RCMP Contract would likely be a less expensive delivery model as a result of a subsidy, resources sharing and economies of scale. However, a Municipal Police Service in Red Deer could have greater flexibility in how it delivers policing to achieve efficiencies. Based on analysis completed, operating costs could increase by up to 17% under a Municipal Police Service, based on assumptions agreed to by the City (as outlined in Appendix 7); and,

- A Municipal Police Service in Red Deer would be able to operate independently and still access resources from larger municipalities, but such services could be more costly to the City and involve greater coordination than under the RCMP Contract. A Municipal Police Service could also have greater flexibility in how it delivers policing to achieve desired service levels.

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Should the City decide to transition to a Municipal Police Service, it could expect to take up to four years to plan and execute the transition with an estimated cost of approximately $12 million (based on assumptions agreed to by the City, as outlined Appendix 7).

However, if the City decides to remain with the RCMP Contract, it should consider opportunities identified in the Service Review to improve the overall effectiveness of the current model. This includes exploring ways for the City and the RCMP Detachment to work more closely on defining and delivering expected levels of service, and collaborating across the policing continuum to reduce crime.

Introduction

Background

The City of Red Deer (City) is a mid-sized city, home to approximately 100,000 residents [1]. The City contracts the Royal Canadian Mounted Police (RCMP) to deliver its Policing Services. The City and the local Detachment, one of the larger municipal RCMP detachments in Canada, work hand-in-hand to make Red Deer safer for its residents.

Recently, the City has expressed interest to determine whether its current Policing Services delivery model is the most efficient and effective for their community for three reasons.

Firstly, relatively few municipalities of Red Deer's size contract Policing Services with the RCMP, raising questions at the City if a stand-alone municipal police force could better serve the City's law enforcement needs.

Secondly, the City's Community Safety Strategy has shifted the City's crime reduction efforts from an emphasis on law enforcement to also include education, prevention and intervention [5]. The City's efforts require Policing Services to work differently to reduce crime, enacting an integrated, whole-of-City approach that includes close collaboration with community partners.

Thirdly, the City has invested more in RCMP Policing Services since 2015, increasing its RCMP member complement by approximately 21 full-time equivalents (FTEs). Despite its investment in policing, Red Deer was rated among the top ten cities with the highest crime severity index in Canada [6]. This discrepancy between costs and results has prompted questions such as:

- How are the current Police Services performing from a high-level, value for money perspective?
- Is the City of Red Deer's current approach and level of operational support staff for Police Services appropriate?
- Are there other ways to deliver Policing Services that would be more cost effective?

To answer such questions, the City initiated a Policing Review comprised of a high-level Service Review and a Governance Review. In January 2019, the City engaged KPMG to conduct the Policing Review.

The Service Review

Approach

KPMG conducted a macro-level Service Review of Policing Services based on the City's Value for Money (VfM) Framework. The VfM Framework considers five value lenses (Economy, Efficiency, Effectiveness, Fairness and Environment) and is summarized in Appendix 1. At the direction of Council, this Review was conducted at a higher-level than other City service reviews, and focused on overall value in relation to costs. The Service Review assessed value using the following criteria:

1. **Economy**: Policing service input costs grow with inflation and the City's population growth, and are comparable with those of other municipalities.

2. **Efficiency**: The policing service model promotes an efficient use of resources to deliver services as compared to policing services in other municipalities.

3. **Effectiveness**: Policing services result in a safer community over time and when compared to other municipalities.

4. **Fairness**: Citizens have the policing services that they require.

5. **Environment**: Policing Services contribute to the City's desired community and social outcomes.

This Service Review report:

- Presents the evaluation of the City's current Policing Services using the City's VfM Framework; and
- Provides opportunities to increase the value the City receives from its Policing Services.

The Service Review was not an operational review. It focused on what the current policing service achieves as measured through a set of agreed upon performance indicators. ***The Service Review did not analyze potential underlying causes for the results observed.*** This would require a more in-depth study examining specific areas, which could include, for example, a criminology study to understand the social-economic determinants of Red Deer's crime rates, or an operational review to understand the amount of operational support needed by function to support policing services.

Overview of Methodology

KPMG followed four steps to conduct the macro-level Service Review. They are illustrated in the diagram below.

Overview of Service Review Methodology

Define	Quantify	Qualify	Evaluate
✓ Tailor the criteria in the Value Framework to be specific to policing ✓ Identify or define policing and related services ✓ Develop service profiles	Profile services in terms of: ✓ Capital and operating costs ✓ Assets employed ✓ Information and systems ✓ Performance measures and results	Understand services in terms of: ✓ Comparison to available benchmarks ✓ Municipal, stakeholder & citizen perceptions ✓ Changes resulting from previous review ✓ Changes in the municipal context	✓ Evaluate services against the criteria of the Value Framework ✓ Identify and prioritize opportunities to improve service value

The Review defined criteria and indicators for each of the five value lenses in the City's VfM Framework. The resultant evaluation framework was presented to Council and their feedback was incorporated. The evaluation framework is presented in Appendix 1 and summarized below.

Summary of Evaluation Criteria

City Definition	Criteria
Economy The cost of acquiring the service inputs that are used to generate desired outputs.	Policing service input costs grow with inflation and the City's population growth, and are comparable with those of other municipalities
Efficiency Efficiency is about using each resource optimally, delivering services in a timely manner, and 'doing things right".	The policing service model promotes an efficient use of resources to deliver services as compared to policing services in other municipalities, and over time
Effectiveness The achievement of outcomes in alignment with the City's Strategic Plan, department objectives, and "RISE" principles.	Policing services result in a safer community over time and when compared to other municipalities
Fairness The fairness of outcomes. Fairness is not about everyone having the same things – it's about everyone having what they need, when they need it.	Citizens have the policing services that they require.
Environment The impact on the context in which the City operates in terms of the short-to-medium term effects as well as long term sustainability.	Police services contribute to the City's desired community and social outcomes.

The Review incorporated perspectives and input from Council, citizens, staff, community partners, comparator municipalities and subject matter advisors. A list of stakeholders is provided in Appendix 3 and summary information on the comparator municipalities is summarized in a table in Appendix 4.

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Policing Services in Red Deer

The City and RCMP work collaboratively to provide policing services in Red Deer. The Red Deer RCMP Detachment, under contract to the City, has budgeted for 171 members [2], who perform core policing services. RCMP employees at the City are complemented with nearly 100 City employees, who perform a range of duties, including traffic and bylaw enforcement, public services, policing support and records management, dispatch of non-emergency calls, and crime analytics.

City Council and Administration work closely with the RCMP to establish policing priorities in the development of the Annual Policing Plan. Under the *Police Act*, Council has an option to operate a policing committee to, among other duties, oversee the administration of the agreement made with the RCMP, represent the interests of Council and work with the Officer In Charge to develop a yearly plan of priorities and strategies, and represent the interests and concerns of the public [7, p. 24]. Council has elected not to establish a policing committee and performs these duties itself. This decision was not evaluated as part of the Policing Review.

The operating expenses for the Policing Services in 2018 were approximately $36 million [3]. Between April 2017 and March 2019, the total RCMP costs borne by the City grew from $19.6 million to $24.7 million [4]. Increases in the number of RCMP members accounted for the largest portion of this increase.

Previous Reviews

In 2003, the City undertook the Crime Prevention and Policing Study which, for several years, provided strategy and direction for police services. Then, in 2011, the City conducted the Crime Prevention and Policing Study / Strategy Update and Policing Service Model Review which recommended to continue contracting with the RCMP since it was the most effective policing service model for Red Deer at that time. The 2011 review also resulted in recommendations regarding crime prevention and policing strategies, which have guided the City's police services and initiatives. In the past 8 years, the focus and priorities have changed in an effort to reflect best practices in Policing Services. Therefore, not all recommendations were implemented or continue to be relevant.
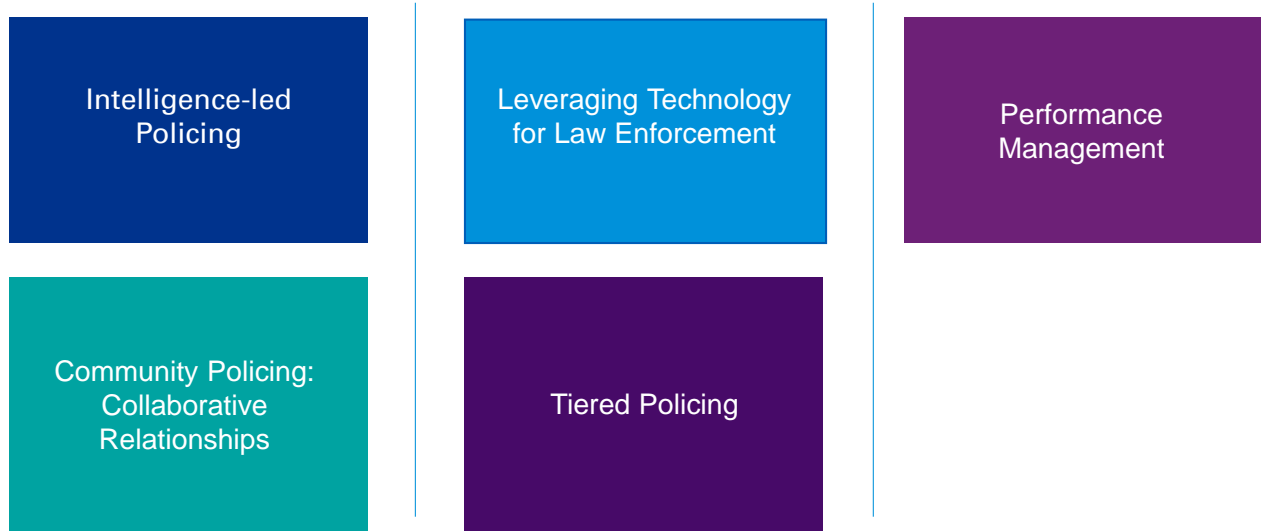
Some of the recommendations in the 2011 review have been implemented or are in the process of being implemented, resulting in significant improvements in several areas of policing services. For example:

- The creation and adoption of The Community Safety Strategy has enhanced the focus on education, prevention, intervention and enforcement [8].

- The definition of a governance / accountability model has provided clarity in roles as well as accountability related to reporting.

- The use of the Social Policy Framework (2016) has helped to prepare strategic plans and annual budgets that enable and promote a safer community [8].

- The active involvement of the Council in developing the Annual Policing Plan has resulted in a plan that is more oriented to the needs of the community [8].

- The launch of the Alcohol and Drug Strategy in 2015 has provided a framework to promote local approaches regarding use of alcohol and drugs.

Some of the recommendations have not been incorporated into police strategies and initiatives. These are generally no longer relevant, would require legislative changes, or are broader than policing services. They included the development of a performance measurement framework, the development of business cases to increase the number of resource officers dedicated to specific areas, and the use of emerging technologies to improve efficiency of policing services. A performance measurement framework and the use of emerging technologies are discussed as part of this review.

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Current and Emerging Approaches

A jurisdictional scan and research on leading practices was conducted to identify several emerging trends in policing services, some of which the City has already started to incorporate into its own Policing Services. Key themes from these emerging trends have been summarized below. These trends signal a general transition towards a focus on efficient operations, and a holistic, integrated approach to crime prevention and reduction.

Intelligence-led Policing	Leveraging Technology for Law Enforcement	Performance Management
Community Policing: Collaborative Relationships	Tiered Policing	

Intelligence-led Policing

Police agencies are investing in analytics capabilities to increase both the effectiveness of policing services, and the efficiency of service delivery. Intelligence-led policing (ILP) enhances harm-focused and problem-oriented policing with data analysis and predictive capabilities [9, 10, 11].

A publication commissioned by the Office of Community oriented Policing Services in the United States, considers problem-oriented policing to be effective against crime through the use of intelligence data to target enforcement and curtail interventions [12]. Intelligence-led policing identifies trends in crime, and locates specific hot spots by analyzing data on offenders, locations and targets.

Many jurisdictions are beginning to incorporate ILP. For example, analytics underpins the City's Pinpoint program (an initiative focused on targeting prolific offenders within Red Deer), the predictive policing system of the Vancouver Police Department [13], and the Operations Intelligence & Command Centre launched by the City of Edmonton in 2019 [14].

Data and analytics are also being used to increase the efficiency and effectiveness of internal operations. Evidence-based policing uses analytics to test and track the effectiveness of internal practices [15]. Compared to manual planning, the use of analytics supports demand-based shift scheduling and officer deployment models [16].

Through the use of software programs and models, including 'Managing Patrol Performance' (MPP), the General Duty Police Resourcing Model (GDPRM), Staff Wizard, and Police Resource Optimizing System (PROS), various municipalities analyze aspects of their internal policing services performance to enable further optimization of service delivery. Calgary and Waterloo, for example, use MPP to compare actual response times and the predicted response times as well as to measure, analyze, and report on factors related service [17] [11].

Additional examples include the Deployment Model used by the Ontario Provincial Police (OPP) [18] and the General Duty Police Resourcing Model (GDPRM) used by the RCMP to estimate the staffing levels required to provide services, such as frontline policing services and general duty [18].

Leveraging Technology for Law Enforcement

Complexity in policing services is growing with changing environmental trends and population growth in municipalities. Using emergent technologies to encourage more strategic and prevention-oriented policing may also help to achieve greater insights for decision making and increased productivity [10, 19, 11, 20].

There are technologies that can be embedded directly into the hand-held devices that are currently being used by police. A software program that works on smart devices can improve the efficiency of policing services and reduce operational risks. For example, the 'Smart Squad' in Lethbridge connects Canadian Police Information Centre (CPIC) and the records management system, captures live data, and allows for live scanning of drivers licenses, and printing of traffic tickets. This device has resulted in internal efficiencies by reducing the manual and administrative work associated with data collection, and increases data quality.

A common example of human error in data entry is with driving infractions. If information is entered incorrectly from a driver's license, the ticket may not be enforced. The Red Deer RCMP traffic unit utilizes e-ticketing software which allows driver's licenses to be scanned and tickets printed. This technology not only increases the ease of entering information, but also the quality of information received.

Innovation also enables police and citizens to exchange information on digital platforms and build safer cities. A recent example of integration between community and police through technology is the SafeCity YEG website which enables individuals to unofficially capture and share detailed information about places where they feel safe or unsafe in public places in Edmonton (the website is not a crime reporting tool) [21] [22]. Edmonton's use of technology and location data extends beyond this application; through detailed GIS tracking the City is able to produce an externally facing 'crime map' that enables the ability for residents to access information on crime in the City. Similarly, in July of this year, the City of Red Deer launched an online RCMP crime map that shows reported crime within the City during the previous 14 days. By informing residents about the nature of crime in their neighborhoods, they can be better prepared to prevent and reduce their risks [23].

Evolving Technology for Law Enforcement

The Calgary Police Service has implemented a body worn camera program which is used to collect evidence, enhance transparency, accountability, public trust, and confidence while protecting officers from unfounded allegations of misconduct [24]. In addition, drones have become an essential tool for law enforcement. The Remotely Piloted Aircraft System (RPAS) Program, for example, is used by the RCMP to capture images and videos in support of their operations [25].

Additional examples of how police forces are adopting smart technology to improve community safety and accountability include the Automated License Plate Recognition System (ALPR). The system is used by the municipalities in Ontario, such as the City of St. Thomas, as well as the City of Red Deer, to locate and extract vehicles plate information from images or videos [26]. Likewise, the use of social media to engage and communicate directly with communities has become a key factor of success in solving crimes and arresting suspects [27].

Community Policing: Collaborative Relationships

Community-oriented policing (COP) includes engaging communities and building networks with citizens, social and political leaders, and community-based organizations to collaborate to proactively address crime prevention and reduction [28]. A core component of COP is to gather the insight of the groups or residents to identify the core challenges facing the community.

This concept extends beyond policing services, rather, these relationships should extend to the fuller social ecosystem (such as social emergency, health services, etc.) as these organizations have direct experience with some of the systemic challenges linked to crime. Overall, COP has been linked to the prevention and reduction of criminal activity and reduced risk conditions [10]. Specifically, COP can increase community resilience and police legitimacy while encouraging prosocial interactions [29]. Recently, for example, Winnipeg published the Illicit Drug Task Force's final report which highlights the importance of community policing for prevention, education, treatment, enforcement, and disruption of

supply in order to reduce crimes committed to support drug dependence and drug trading [30].

Red Deer has begun to define this approach within their Community Safety Strategy, and held a Community Safety Summit in the summer of 2019 with the Systems Leadership Team (SLT) which is a team of community representatives. The SLT is focused on identifying gaps, developing solutions, and enabling a collaborative approach to challenges facing their community [31]. There are many jurisdictions who have begun to formalize processes to promote an integrated approach to service delivery that will identify and inform the key needs of communities.

In Canada, Toronto, Edmonton, and Ottawa are expanding or implementing a "Community Hub" model or "Situation Tables." The Community Mobilization Prince Albert (CMPA) initiative in Saskatchewan, for example, has been shown to be effective in decreasing overall crime [32]. The interplay of the two components of this initiative lead to evidence-based planning and policy change: The Hub focuses on immediate, coordinated, and integrated responses while the Centre of Responsibility (COR) addresses systemic and long-term issues around community safety and wellness [33]. While a leading trend in policing, there is limited evidence that community hubs are effective at preventing crime or victimization.

Tiered Policing

"Tiered policing"—also known as partnership policing—describes a policing model that uses a combination of sworn police officers and civilians. This involves a mix between traditional sworn police officers with outsourcing services, leveraging civilians in service delivery where possible either administratively or from a presence function, and the development of a full volunteer program [34].

Across Canada, some municipalities have adopted a tiered policing model in which police officers are complemented with Community Peace Officers (CPOs), auxiliary members (unarmed, specially trained volunteers) and community volunteers. In Alberta, the Province uses peace officers designated as Sheriffs to complement the Provincial Police Service, which is similar as CPOs being used to complement municipal police services.

The RCMP has three different Auxiliary Program tiers with training that increases gradually from level 1 to 3 [35]. Auxiliaries in tier 1 can provide non-enforcement support for public education initiatives and community fundraising events. Auxiliaries in tier 2 can provide disaster assistance, while auxiliaries in tier 3 can perform general duty patrol.

The synergy between private and public police is also growing as the number of companies providing security services in Canada has grown significantly [36]. Private security services are usually trained and used in specific areas, such as to guard crime scenes, conduct loss prevention investigations, provide security outside of courthouses, and monitor public order issues [36].

Adopting tiered policing can help with social control and meeting service demands without increasing cost [34, 10, 11]. In addition, it increases access to key resources and technologies, emergency planning capacities and preparedness, and training and development among different actors, such as police members, service providers, and community members [36].

Recently, drawing upon similar initiatives in Winnipeg and Vancouver, the 'Watch Program' in Lethbridge was kicked-off and has been receiving positive reviews [37]. The Vancouver Police Community Safety Officer Program (Vancouver), the "civilian" community program officer (New Brunswick) are some additional examples of tiered policing.

In addition, some forces are utilizing Community Peace Officers (CPO) to perform some functions that do not require a sworn police officer. Alberta has a program whereby municipalities can apply to employ CPOs under the *Peace Officer Act*. Lethbridge has recently hired 15 CPOs to conduct general patrols to provide police presence in targeted areas. While these CPOs are not be able to respond to criminal code offences, they are a 'uniformed presence' that can assist with crime deterrence and traffic enforcement.

Through the 'Alternative Reporting Program', these CPOs can respond to lower priority requests over the phone. This means that people will still receive an immediate response and the interaction is entered into CPIC, but does not require a uniformed officer. Lethbridge is training their CPOs through the same cadet training program that a sworn policer officer receives, to create a 'backfill' for officer vacancies. These

CPOs will be able to be expedited through the process to fill a vacancy if needed.

The City of Red Deer and the RCMP are currently exploring an opportunity to grant CPO's with enhanced authorities to support investigation of theft under $5,000, and wilful damage.

Performance Management

The way performance is measured in policing services has evolved in the last two decades. Many now measure response time, arrests, and clearance rates, but there are additional complexities to monitor. Police agencies are moving toward sophisticated methods and metrics for performance measurement that allows them to increase efficiency, maintain the quality and fairness of services, assess work environment, measure progress in focus areas, and effectively communicate amidst feedback from stakeholders [38]. As a result, they can increase accountability to the communities they serve, which in turn may grow public trust in policing services [10, 11].

Performance can be assessed from an operational, data-driven perspective, or through external feedback and insight from key stakeholders. Operational data can be gathered in a number of ways, particularly when leveraging technology to track location, response times, severity of incident, officer response, among others.

Examples of data collection instruments to obtain feedback from stakeholders include: (1) community surveys to assess perceptions of police effectiveness and police misconduct; (2) contact surveys to measure quality of service delivery, such as crime reports; and (3) officer surveys to evaluate work environment, training, and overall knowledge [38].

For example, in Canada, through the Managing Patrol Performance (MPP), the Waterloo Regional Police Service measures, reports, and improves a variety of factors related to service delivery [39]. Similarly, the City of Winnipeg has developed a performance measurement framework to assess police response, crime prevention, and traffic safety and enforcement [40].

Several Cities have increased the accessibility of information that is provided to the public through dashboards or interactive tools. The City of Edmonton has a complete online dashboard that reports key metrics on crime, community satisfaction, response times, and other indicators to inform the public.

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Key Findings and Recommendations

The cost of the City's Policing Services are comparable to the average of nine other municipalities selected for the Review[2], however, its crime rate is significantly higher than the average of the comparators and its clearance rate is lower. While it is not possible to conclude objectively whether or not the City is receiving value for money for its Policing Services, the review did identify opportunities to improve the value for money.

Our overall assessment of each of the five lenses is summarized in the table below based on KPMG's understanding of the current state of the City's policing services.

The following section provides a summary of the key findings, organised by these five value lenses. Specific findings for each performance indicator within the framework can be found in Appendix 5: Service Evaluation Details.

ECONOMY

Policing service input costs grow with inflation and the City's population growth, and are comparable with those of other municipalities.

EFFICIENCY

The policing service model promotes an efficient use of resources to deliver services as compared to policing services in other municipalities, and over time

EFFECTIVENESS

Policing services result in a safer community over time and when compared to other municipalities.

FAIRNESS

Citizens have the policing services that they require.

ENVIRONMENT

Policing Services contribute to the City's desired community and social outcomes

The findings are based on information collected from various sources, including directly from the City and comparator municipalities and from Statistics Canada. Data collected directly from the City and the participating comparator municipalities often include statistics from 2016 to 2018. At the time of this report, 2017 data was the most recent year for which Statistics Canada data was available.

The Service Review also identified opportunities to improve service value from the City's Policing Services. Although the opportunities noted below have been assigned to one of the value lenses, in some cases, an opportunity can address several categories. For example, implementing a community-hub policing model could positively impact economy, efficiency, and effectiveness.

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[2] Which included Medicine Hat, Grande Prairie, Regional Municipality of Wood Buffalo, Lethbridge, Strathcona County, Langley, Surrey, Edmonton, Calgary

Economy

Economy is represented as the cost of acquiring the service inputs that are used to generate desired outputs.
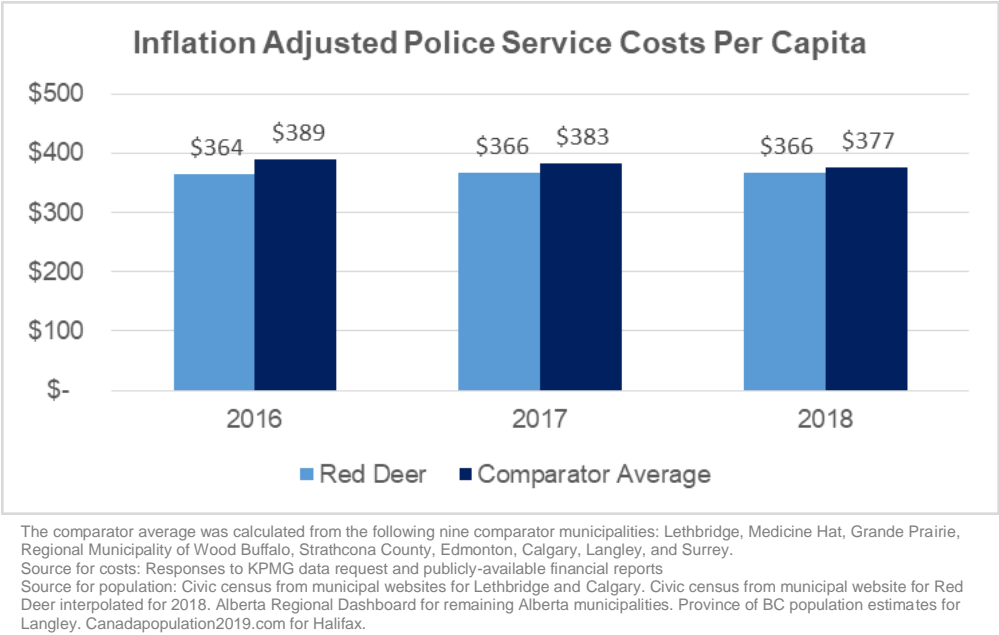
In terms of Policing Services, the criteria that was assessed for the City was whether policing service input costs grow with inflation and the City's population growth, and are comparable with those of other municipalities. To assess this criterion, the Review explored:

- Salary trends

- Training, fleet operating, facility, and information and communications technology (ICT) costs per FTE and trends

- Administration costs, including as percentage of Policing Services budget.

Overall assessment

Most economy criteria were fully or partially met. The City's costs were relatively comparable to other jurisdictions and have not increased significantly since 2016 when adjusted for inflation. Fleet costs and technology costs were higher than other jurisdictions.

From 2016 to 2018, Red Deer's inflation adjusted policing services cost per capita grew by less than 1% and remained close to the costs of comparator municipalities. In 2018, the City also compared favourably on a total cost per Policing Services FTE (see the chart on the following page).

The comparator average was calculated from the following nine comparator municipalities: Lethbridge, Medicine Hat, Grande Prairie, Regional Municipality of Wood Buffalo, Strathcona County, Edmonton, Calgary, Langley, and Surrey.
Source for costs: Responses to KPMG data request and publicly-available financial reports
Source for population: Civic census from municipal websites for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for remaining Alberta municipalities. Province of BC population estimates for Langley. Canadapopulation2019.com for Halifax.

Information and communications technology costs increased substantively (approximately 17%) (Operational Support and RCMP) and the RCMP costs allocated to "Division Administration" increased by more than $1 million (38% increase) from 2015 to 2017. Fleet operating costs, largely driven by the RCMP, increased 9% from 2016 to 2017; however, fleet costs compromise only 2% of the total Police Services costs.

Cost increases were partially offset by cost reductions over the same time period. Facility (-1.5%), training (-21%), and administrative and support costs (-14%) each declined over the same period of time.

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The City compared favorably on a cost per capita basis on labour and facility costs, and negatively on fleet operations costs. Training and information and communications costs were in line with those of comparators.

Average Total Cost per FTE (2018)
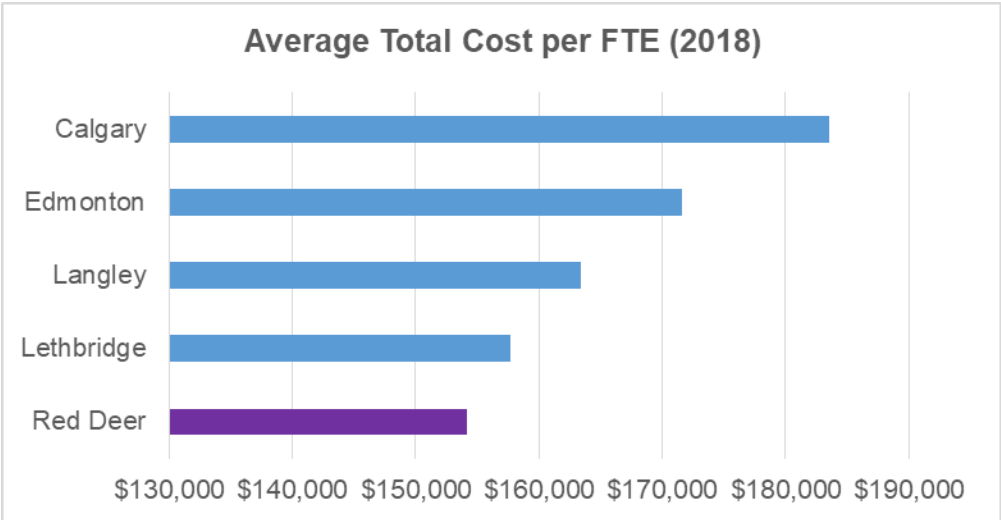
Source for costs: Responses to KPMG data request for Red Deer and Lethbridge; Publicly-available financial reports for Edmonton, Calgary and Langley
Sources for FTEs: Responses to KPMG data request

The City has attempted to manage costs by using a tiered policing model. The City employs CPOs to provide a greater uniformed presence within the City, and lower-risk activities such as traffic and bylaw enforcement. CPOs have a lower salary and associated cost to outfit a CPO. Red Deer RCMP see potential to work more closely with the CPOs, deploying them in ways that better support their projects and goals.

The RCMP in Red Deer operate an auxiliary program with approximately 14 volunteers, although the program is currently on hold pending a review.

While costs appear to be in line with historical amounts and relative to comparators, the Review identified an opportunity to use less costly resources to deliver policing services. This is described below. In addition, the Review identified a number of opportunities to reduce costs through efficiency gains. These are addressed in the next section.

Opportunity: Expand use of tiered policing model	
Description	Recent investments in maintaining a presence, particularly in the downtown core, have been directed at increasing RCMP police officers. Less expensive resources could be used to support future increases in delivering a presence. This could include expanding its complement of CPOs, increasing the size and use of its RCMP auxiliary, establishing a municipal volunteer program, or strengthening support and coordination with Red Deer City Citizens on Patrol program. The use of CPOs could be more effective if they were better integrated with the RCMP. For example, RCMP in Strathcona County are responsible for deploying CPOs and use them strategically to support their rural crime reduction initiatives.
Impact	The increased use of CPOs and auxiliary members, in line with CPO granted Provincial authorities, could reduce the average salary cost for low-risk policing

Opportunity: Expand use of tiered policing model	
	functions. In addition, vehicle and technology costs for CPOs are lower than those for RCMP members.
Recommendation	When the City decides to increase its investment in Policing Services, it should look for opportunities to increase its CPO complement and work with the RCMP to increase the use of the RCMP auxiliary or a municipally-led volunteer program to perform low-risk policing functions, such as supplementing the RCMP police members in providing a general presence within the City. The RCMP should be encouraged to work more closely with the CPOs by directing their activities to support RCMP policing activities. This could include involving the CPOs in daily briefings. This would be aided by the City's application to increase the authorities of the CPOs to include the ability to respond to calls for theft under $5,000 and mischief.

Efficiency

Efficiency is about using each resource optimally, delivering services in a timely manner, and 'doing things right'.

In terms of Policing Services, the criteria that was assessed for the City was whether or not the policing service model promotes an efficient use of resources to deliver services as compared to policing services in other municipalities, and over time.

Labour is both the primary input to Policing Services, and the primary driver of other costs (e.g., equipment, vehicles, and training). To assess this criterion, the Review explored efficiency indicators related to output per FTE, including:

- Population served
- Criminal record and vulnerable sector checks performed
- Call volumes by priority
- Traffic and bylaw violation tickets issued, and
- Criminal code case burden.

Overall assessment

In general, the Review found that the efficiency criteria were partially met. Red Deer increased its RCMP member complement per capita between 2016 and 2018. The City's non-emergency call volumes per FTEs were below those of other municipalities, and the number of police information checks per applicable FTE has decreased.

In response to Council priorities, the total number of Red Deer RCMP members has increased in recent years. In January 2018, City Council invested $1.53 million for 10 additional RCMP members. Four of these members were allocated to a new downtown policing unit [41].

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From April 2017 to March 2019, actual RCMP full-time equivalent positions (FTEs) grew from 133 to 155 FTEs. Operational Support Staff supporting policing decreased from 101 to 93 FTEs [42].

In 2018, Red Deer had fewer actual police officer FTEs per capita than Calgary, Edmonton and Lethbridge. However, the City had approved 171 RCMP police members, which would be higher than the average of its comparators.
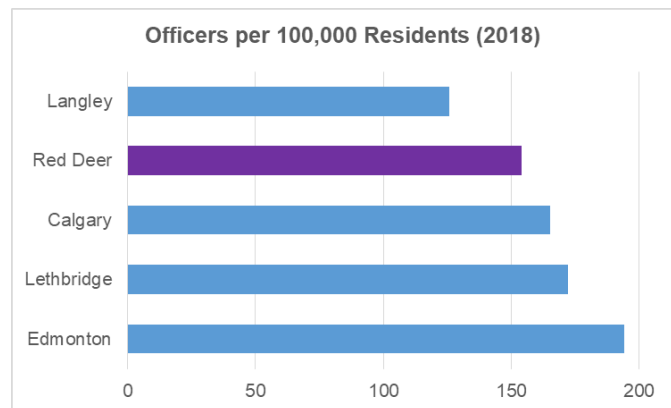
Over the last two years, the number of Operational Support employees and CPOs supporting the City's Policing Services has declined. However, based on information provided by comparator municipalities, the City had more Operational Support employees per police officer in 2018.

Officers per 100,000 Residents (2018)

Source for officers: Responses to KPMG data request
Source for population: Civic census from municipal website for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for Edmonton. Province of BC population estimates for Langley.

For example, Langley had approximately 33% more sworn officers per Operational Support and CPO FTE than the City. Even if the City had its full complement of budgeted RCMP police officers, the ratio of police officers to Operational Support employees and CPOs would be significantly lower than the average of the comparators.
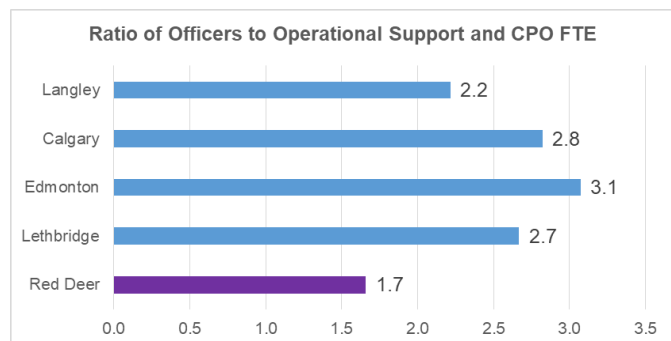
The City's 2018 ratio of 1.7 officers to Operational Support and CPO staff compares to a national average of 2.2. The national average has steadily declined over many years and policing services increasingly use civilian staff to perform non-core policing functions [43].

Red Deer's high ratio of Operational Support employees per officer may in part be attributable to its use of civilian employees to perform activities that either free police officers to focus on policing, or increase the effectiveness of officers by supporting them with data and analytics. Red Deer's average number of criminal cases for 2017 and 2018 per Operational Support employee higher than that of Calgary, Edmonton and Langley, and similar to that of Lethbridge. This suggests that the City's Operational Support FTEs are in line with other jurisdictions in terms of their criminal caseloads. A higher number of Operational Support employees may be helping the City to operate with fewer police officers per capita than some municipalities, or that the high case volume necessitates significant operational support to process.

Ratio of Officers to Operational Support and CPO FTE

Source: Responses to KPMG data request

2017-18 Average Criminal Cases per Operational Support FTE

Source for criminal cases: Statistics Canada
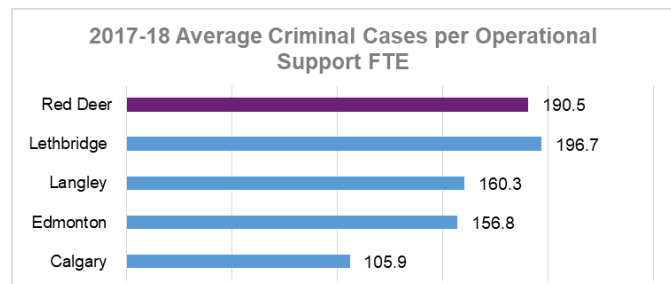Source for FTEs: Responses to KPMG data request

To determine if there are too many Operational Support personnel or too few, the City may consider undertaking an operational review to evaluate workloads and the allocation of effort amongst employees across the Operational Support functions.

Overall in 2018, the nominal total per capita spend on Policing Services in Red Deer was approximately $380. This was lower than the $391 per capita average of the nine comparator municipalities for which financial data was available.

Source for costs: Responses to KPMG data request and publicly-available financial reports
Source for population: Civic census from municipal websites for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for remaining Alberta municipalities. Province of BC population estimates for Langley. Canadapopulation2019.com for Halifax.

Costs associated with a higher than average number of Operational Support employees appear to offset the cost savings from a lower than average number of police officers. Red Deer's total cost per case in 2018 was the second lowest when compared to the 11 comparators.

Source for costs: Responses to KPMG data request and publicly-available financial reports
Source for criminal cases: Statistics Canada
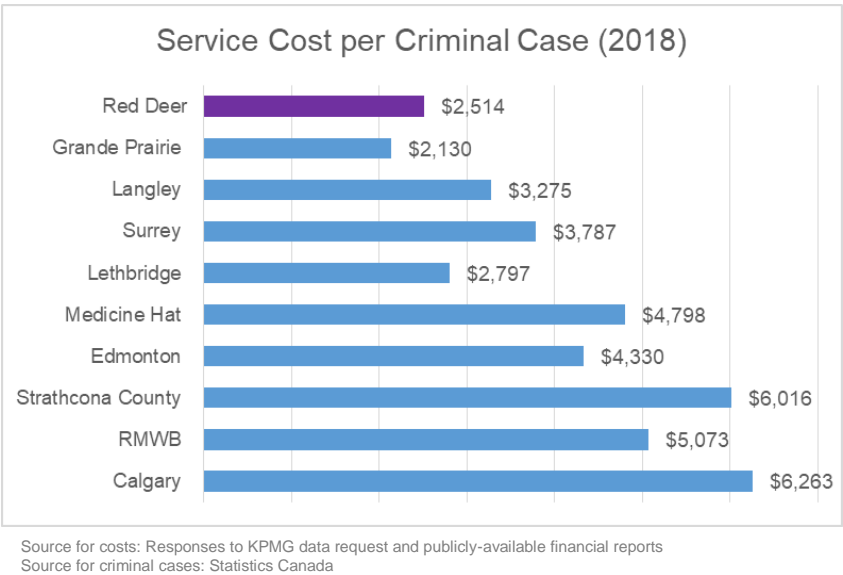
The Review identified two opportunities to increase the efficiency of Policing Services in Red Deer:

- Alternative delivery models for police information checks and accident reporting, which would help to primarily improve the efficiency of Operational Support employees providing these services.

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- Use of technology to help police officers be more efficient so that they can focus greater attention on the important task of policing and less on administration.

These two opportunities are described below.

Opportunity: Consider alternative service delivery for police checks and collision reporting	
Description	Currently, Operational Support employees process police information checks and receive collision reports from the public.
	The time and effort to perform these tasks can be substantial, as they require front desk staff to serve public and subsequent effort to enter and search records.
	Alternative delivery models are already being used in other jurisdictions, such as privatized services for collision reporting and criminal record checks (for example, Red Deer already refers some basic checks to Commissionaires).
Impact	The use of alternative service providers could result in a lesser requirements for Operational Support employees, which could be redeployed to higher value-add activities. In addition, one study cited that alternative service providers may have customer service working knowledge and more appropriate skills to perform these tasks [17]. In addition, some private providers have delivered higher service levels by reducing processing time [17].
Recommendation	The City should consider alternate service delivery models for police information checks and collection reporting to increase efficiency and customer service. Alternative service delivery for collision reporting would require working with the RCMP to get their support in implementing changes that would allow data from third parties to be automatically entered into PROS following required security and data integrity measures.

Opportunity: Employ new technologies to support officers in the field	
Description	Police officers are required to complete reports at the RCMP detachment. Often, this requires officers to return to the detachment, complete the reports and redeploy. This reduces the time officers are in the field.
	Red Deer RCMP are exploring the use of a PROS data centre that would allow officers to call-in reports from their vehicles using standard scripts. Operational Support employees would be needed to transcribe recorded reports into PROS, but for non-urgent files, this could be done during normal business hours. It is expected to reduce the time that police officers are occupied with reporting.
	Other similar technologies further support reporting in the field by allowing officers to directly enter information into their phone, or record interviews / interactions and have the information automatically dropped into a scene file. This increases the quality and amount of information that is provided.
	The use of these technologies may enable greater quality of reporting. For instance, officers are able to input information as it is happening or just shortly after, while this information is still top of mind and accessible to them. Capabilities such as GPS could enable greater data collection with location and response times linked to the information that is provided in the reports.

Opportunity: Employ new technologies to support officers in the field	
	Lethbridge launched 'Smart Squad,' which is a software program that works on smart devices and connects to CPIC and the records management system. In addition to live recording of data, interviews and interactions, this software has an e-ticketing app that allows for a driver's license to be swiped, and the ticket to be automatically printed, reducing human errors in issuing tickets. This information is accessible to Courts for evidence. All information is geo-tracked and fed back into their computer aided dispatch system. They estimate that administrative time spent by front-line officers has been reduced by 3.3 FTEs, and by 1.8 support staff FTEs. [3]
Impact	The use of this technology could improve officer efficiency, and augment or improve the information collected on scene. The use of these technologies could enable decreased effort for Operational Support employees who currently provide support for these processes.
Recommendation	The City should consider working with the RCMP to use technologies that will increase the ease and accuracy of the reporting process for officers in the field.

Effectiveness

Effectiveness is about the achievement of outcomes in alignment with the City's Strategic Plan, department objectives, and "RISE" principles. Effectiveness is about achieving organizational goals, meeting stakeholder expectations, and 'doing the right things".

In terms of Policing Services, the criteria that was assessed for the City was whether Policing Services are delivered in such a manner as to support a safer community over time and when compared to other municipalities.

To assess this criterion, the Review explored direct outcome measures related to crime, the achievement of intended objectives, and informed perspectives of effectiveness. These included indicators, such as:

- Weighted clearance rate, total criminal case crimes, and traffic accidents per capita

- Practices employed as compared with other municipalities, and leading practice

- Determination and incorporation of City priorities in policing plans and allocation of policing resources

- Reporting on the effectiveness of policing services and progress against priorities, and

- Perceptions of Policing Services management, and community stakeholders on effectiveness.

Overall assessment

The Review found that most effectiveness criteria were partially to generally met. Overall crime per capita and the crime severity index are significantly higher than comparator municipalities. Criteria related to the perception of the effectiveness of policing services was mixed. Policing services generally appears to meet the criteria around addressing City priorities.

Senior City and RCMP stakeholders interviewed for this Review describe the relationship between the City, Council and the RCMP as generally positive. They are satisfied that City priorities have been effectively reflected in the RCMP's Annual Policing Plan and in the allocation of policing resources.

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[3] Lethbridge Police Service: https://www.lethbridgepolice.ca/news/smart-squad-transforms-day-day-policing-operations-increase-officer-efficiency

Although the number of serious and fatal traffic accidents has decreased over the last three years, overall crime rates are higher and clearance rates are lower compared to other jurisdictions. Criminal code charges in Red Deer have increased in recent years, followed by a decline in 2018 [44].

The City's weighted clearance rate is lower than the majority of the 11 municipal comparators. This lower clearance rate indicates that Red Deer is clearing fewer cases (i.e., less charges or 'other' clearances conducted). Red Deer's weighted clearance rate may be linked to other factors that prevent officers from clearing cases, such as call volumes, or the nature of the cases. Low value property crimes are typically difficult to clear and do not justify extensive resources to clear.

Weighted Clearance Rate

Source: Statistics Canada

The City's violent weighted clearance rate in 2018 was 53% compared with 58% for the province overall. Red Deer's crime severity index in 2018 was 170 compared with the provincial index of 112 [6]. The City is clearing serious cases despite its high crime severity index.

The City has indicated that there is currently a review of the process for collecting data used to calculate the weighted clearance rate, to review the accuracy and validity of the City's weighted clearance rate statistic.

As depicted in the table and chart following, of the 12 municipalities included as comparators in the study, the City consistently had the highest rates of criminal code crimes per capita from 2014 through 2018 even though crime rates and severity index decreased in 2018.

Crimes per 100,000 Residents

Source: Statistics Canada

Preliminary data from the first six months of 2019 compared to the first six months of 2018 suggests that crime has increased by around 20% [45]. Crime rates are not a direct function of the effectiveness and efficiency of policing efforts. While policing efforts strive to reduce crime; unemployment, poverty, and other social and economic factors as well as health determinants, such as mental illness and substance abuse, can influence crime rates in a way that is not directly related to policing services [38].
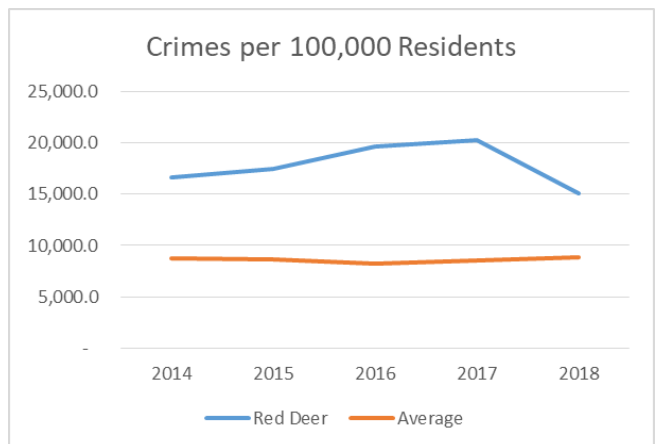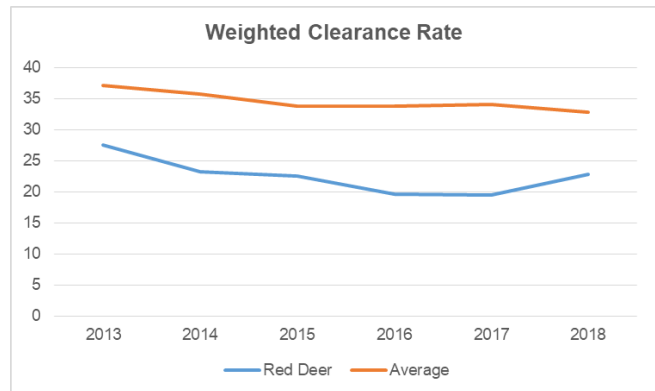
**Total Criminal Code Violations per 100,000 Residents**

	2014	2015	2016	2017	2018
Red Deer	16,679	17,434	19,694	20,307	15,132
Lethbridge	11,048	11,198	11,410	12,424	13,582
Medicine Hat	6,886	7,371	8,716	8,395	7,852
Grande Prairie	19,593	18,779	13,446	15,670	16,758
RMWB	10,768	8,734	7,200	8,685	9,760
Strathcona County	3,549	3,922	3,947	4,174	4,103
Edmonton	8,173	8,798	9,500	10,036	10,444

	2014	2015	2016	2017	2018
Calgary	4,570	5,621	5,775	6,003	6,677
Halifax	6,254	5,619	5,374	5,644	5,751
Richmond	6,435	6,180	6,054	5,747	5,708
Langley	9,221	9,053	9,987	9,419	9,269
Surrey	10,190	9,945	9,267	8,300	7,676
Average (of 11 comparators)	8,790	8,656	8,243	8,591	8,871

Source for crime statistics: Statistics Canada

Source for population: Civic census from municipal websites for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for remaining Alberta municipalities. Province of BC population estimates for Langley. Canadapopulation2019.com for Halifax.

The following diagram shows crime rates in Red Deer alongside the unemployment rate for Alberta
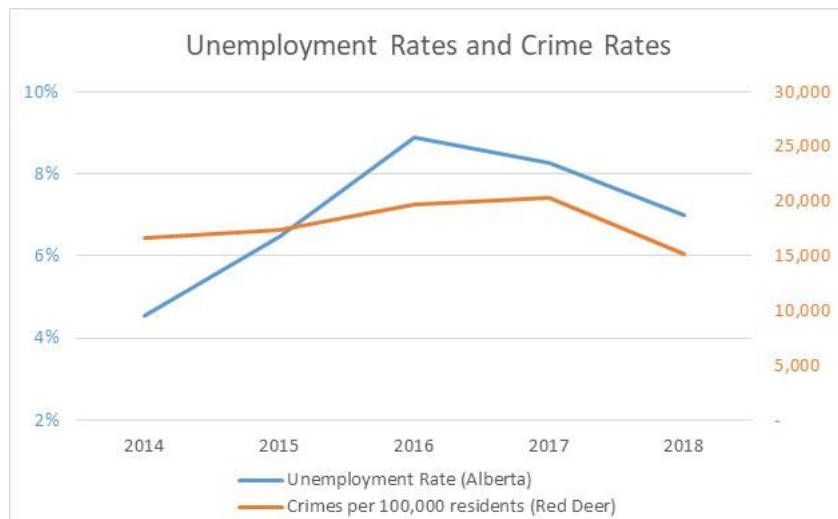
Source for unemployment: Alberta Economic Dashboard
Source for criminal cases: Statistics Canada

Red Deer RCMP have implemented strategic initiatives to target and reduce crime. Most notably, they created a Crime Reduction Unit (CRU) targeting high crime areas and prolific offenders. The CRU is supported by a crime analytics team that helps to identify potential targets, and evaluate the effectiveness of projects and practices. Although there is typically a delay between the policing initiatives and a sustained decrease in crime, the combined effect of these two teams may have contributed to the marked decline in crime in 2018. Based on the early success of the first CRU, Red Deer RCMP have established a second CRU.

Results from citizen satisfaction surveys show crime is the top priority for Red Deer's citizens over the last three years. In 2018, crime as a public priority was at an 8-year high, while public perception of the effectiveness of City's policing services was at a 10-year low [46].

Community partners expressed a desire for greater collaboration with Policing Services. They expressed concern that recent additions in officers are focused on enforcement instead of crime prevention through community-based crime prevention. They believe that a greater emphasis on the social and environmental causes that lead to increases in crime rates will be more effective at reducing crime. While they acknowledge they have consistently positive interactions with many of the City's officers, they believe there is opportunity to collaborate more formally, starting with more meaningful involvement of community

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partners in the process of setting policing priorities.

The City's Policing Services employs practices that are consistent with those of other policing services, for example, it has a crime reduction unit, and a domestic violence unit. Its Project Pinpoint program is an example of problem-oriented policing, which the Red Deer RCMP credit with helping them make a significant difference in identifying and targeting prolific offenders. In addition, the City has developed significant data and analytics capabilities with three full time data analysts, which exceeds the capabilities of many policing services of a similar size.

The City is exploring or initiating practices that are emerging in the field of policing. It has plans to implement a community-hub to support a more proactive approach to reducing crime, and is investigating the use of technologies to improve the efficiency of officers in the field.

To help address these findings and increase the effectiveness of Policing Services, the Review identified three opportunities related to:

- Reducing vacancies in police officers to achieve full complement

- Greater use of community policing and investment in prevention, and

- The expanded use of intelligence-led policing.

Each of these opportunities is described below.

Opportunity: Reduce vacancies in police officers to achieve full complement or reallocate funding to vacant positions in other areas or towards other priorities.	
Description	Currently, there are challenges filling vacancies for both Operational Support employees and RCMP police officers due to recruiting and training, and security clearances. Policing Services operates with less than its full complement of approved positions. In 2018, 171 FTEs were approved, and it operated with 155 FTEs.
	There is a significant lead time required for new officers. The RCMP does not recruit and start to train new officers until it has a firm commitment from the municipalities it serves. Once it receives a firm commitment, it requires a minimum of 12 months to recruit and train new officers.
	In addition, injuries, illness and other leaves prevent Policing Services from consistently operating with its full complement.
	However, the Red Deer RCMP are confident that core services, such as enforcement are still being met. There may be an opportunity to reallocate the vacant positions to increase effort in other areas, such as analytics and prevention, or to increase the complement of CPOs.
Impact	Vacancies present challenges in the ability of Policing Services to address additional initiatives or priorities. Core services, such as enforcement, continue to be performed amidst vacancies, but the capacity of Policing Services to address Council and community priorities, including providing greater presence or engaging in prevention-oriented activities may be limited.
Recommendation	The City should consider developing an integrated resourcing plan for both RCMP and ME FTEs to determine whether filling the vacant positions with police officers would be the most cost effective use of resources. If the City believes police officers are required, it should consider working with the RCMP to approve and budget required FTEs up to a year in advance, and should include an allowance

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Opportunity: Reduce vacancies in police officers to achieve full complement or reallocate funding to vacant positions in other areas or towards other priorities.	
	for leaves.

Opportunity: Increase use of community policing and invest in crime prevention	
Description	Per capita crime rates in Red Deer remain high compared to other Canadian municipalities. Although the City's police complement has increased in the past few years, these trends may suggest a need for more emphasis on crime prevention, not just crime reduction.
	The City currently focuses on a traditional, incident-based enforcement model for policing services. This type of model is reactive to the crime and incidents that are occurring within the community. For example, the addition of the downtown team was in reaction to increased levels of crime and social disorder in the downtown area.
	Emerging practice and insights from community groups suggest that investing more in community-centric policing and prevention may be more effective at addressing the root causes of crime, such as the abuse and trade of drugs. This would require Policing Services to work more with the social, emergency, and health groups in the region to provide an integrated approach to systemic causes of crime.
	A key component of this approach is the inclusion of the insights and perspectives of these community groups into determining policies priorities. These groups provide an important perspective on the needs of their groups, and the communities they represent, which may directly inform the broader needs that policing services are trying to meet.
	The City is early in the implementation of its Community Safety Strategy, which envisions this approach.
	Red Deer RCMP identified a specific application of coordinated community effort to support prolific offenders after they are released from prison. This target group is at high risk of re-offending, and a focused effort on successfully reintegrating them into the community could help reduce prevent their involvement in crime.
Impact	Even though it requires a long-term commitment, a greater emphasis on crime prevention and an integrated approach to addressing crime could help the City as a whole better achieve its community and social outcomes, and may be effective at reducing crime.
	In addition, community policing could increase police legitimacy in the eyes of the public or public trust and confidence in the police [47].
Recommendation	In addition to the current allocation of resources dedicated to law enforcement, the City should continue the implementation of its Community Safety Strategy, which may require greater allocation of Policing Services resources to community policing and prevention initiatives over traditional enforcement.
	This would require the City to play a leadership role in coordinating the City's broader investment in social programs, and advocating for support from provincial programs. Policing Services is an important player in community hubs, but cannot

Opportunity: Increase use of community policing and invest in crime prevention	
	effectively pursue this recommendation on its own.

Opportunity: Expand use of intelligence-led policing	
Description	The City currently employs 3 Operational Support FTEs as criminal analysts to provide intelligence support to the RCMP. However, Policing Services has been challenged to maintain its full complement of crime analysts to continue to build this function within the City, and as a result, has not benefited from this capability to the full extent planned. In addition to providing crime analysis, the use of Policing Services' data and analytics capability could be extended to support operational decisions such as resource deployment.
Impact	Increasing the use of intelligence led policing may lead to greater effectiveness, by promoting the use of resources to meet the highest needs of communities. This proactive approach to policing may result in reduced crime rates. The use of intelligence led policing may also lend to increased efficiencies, through the optimized use of resources to meet demand.
Recommendation	The City should take measures to operate with its full complement of data and analytics resources, and consider expanding its use of intelligence-led policing to support operational decisions.

Fairness

Fairness is about the fairness of outcomes. It is not about everyone having the same things – it is about everyone having what they need, when they need it. This takes into account how services are funded, acquired and distributed across the City's geographies and demographics.

In terms of Policing Services, the criteria that was assessed for the City was whether policing services address the needs of all the communities within the City, and policing services are perceived by those communities to be delivered in a fair manner. To assess this criterion, the Review explored criterion such as:

- Stakeholder engagement in the design of policing services and priorities
- Diversity in policing;
- Police training in diversity and cultural awareness;
- Public perception of police fairness, and
- Public perception of safety.

Overall assessment

Generally, criteria regarding the perception of safety and experience with policing services were partially met. Levels of service are not tracked.

92% of people surveyed after receiving front-counter services or calling the non-emergency police number were satisfied or very satisfied with their experience according to a survey conducted for this Service

Review (see Appendix 2).

However, a 2019 survey of citizens' satisfaction with City services [48] showed that they are concerned with crime, public safety, and policing. Citizens also have a lower satisfaction level with Policing Services and tend to think more that crime is the most important local issue than they did in previous years[4].

However, it is not possible to measure Policing Services delivery of services to the City's expectations as there are no defined service levels. The City has not determined expected service levels for matters such as response times and processing times.

Opportunity: Establish service level standards	
Description	Service levels, such as processing times, response times, and response rates are not currently defined or communicated to the public. By comparison, for example, the City of Edmonton has defined levels of service for its policing services. These are summarized below: *(table below)* *Note: Sample of Edmonton Police Service levels of service have been presented here. There are additional, non-time sensitive service levels tracked as well.* Service levels are important to agree upon acceptable services, allocate resources and evaluate performance. Service levels are a mechanism to agree upon the services that will be delivered, so that policing services and stakeholders are aligned on what the outputs of service delivery will be. Defined levels of service will allow for policing services to manage their resources according to level of service. Once service levels are set, the level of resources required to meet these service levels can be understood. Any changes to the level of service, then, should precipitate an assessment of resource implications. Service levels are also an important tool in measuring the performance of policing services. Performance is discussed further in the following opportunity.
Impact	Defined service levels will enable greater alignment around expectations from stakeholders. Service levels also enable better decision making by providing transparency into trade-offs (costs, resources required) associated with changes to the levels of services. This will help confirm that the service being delivered is fair and acceptable to the City and its citizens.

Priority Code	Definition	Response Time Target (80% of the time)
1	In Progress Person at Risk	< 7 minutes
2	In Progress Property at Risk	< 12 minutes
3	Just Occurred	< 17 minutes
4	Nature of Occurrence is Time Sensitive	< 40 minutes
5	General Service – Not Time Sensitive	< 180 minutes

[4] There was no statistical difference in satisfaction level.

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Opportunity: Establish service level standards	
Recommendation	The City should consider working with the RCMP to establish service level standards.
	Alongside, the City should consider the design and implementation of a communication strategy to prepare staff for operationalizing service level standards, communicate service expectations and City responsibilities to the different stakeholders, and develop mechanisms to foster sharing of best practices.
	As a result of increasing the engagement between police and community, individuals' could improve understanding of (1) the role of the police, policing initiatives, and results; (2) their rights and responsibilities with respect to community safety; and (3) how the police and justice services work. Such increase in awareness and understanding may improve public trust and confidence in the police department.

Opportunity: Monitor and report service level performance to counter perceptions and drive improvements	
Description	Metrics for processing times, response times, and customer satisfaction for front-desk services are not tracked. Without the ongoing monitoring of these metrics, it is difficult to evaluate how policing services are performing, or where resources can be invested to improve performance.
	The City could use performance information to identify gaps, and determine how service could be improved. For example, if they are not able to meet priority 1 calls, perhaps they do not have enough police officers deployed geographically close enough at peak times to enable a response within the established service standard.
	Performance management is a leading practice to support operational improvements and decision making, especially around resource allocations. Utilizing performance management to inform operational decision making requires both the collection of performance data, but also the processes that formalize the ongoing review and analysis of performance data. This will highlight the key gaps in performance. By comparison, the City of Edmonton has extensive reporting processes that capture performance against the service levels, which are reported both internally (for operations) and publically, through a dashboard.
	The public reporting of performance can assist with communicating to stakeholders about the delivery of services. Public satisfaction is largely based on perception, which may or may not reflect facts. Utilizing tools that provide the facts to stakeholder may not only change public perception, but may also communicate important information about operational trade-offs that need to occur.
	Technology can also be leveraged to assist with the capturing of standard performance data. In addition, there is technology that other jurisdictions are using that automatically track response times. Providing this technology to officers on the field provides quality data that does not require manual input into the system.
Impact	Ongoing measurement and evaluation of performance has the potential to improve real and perceived service levels.

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Opportunity: Monitor and report service level performance to counter perceptions and drive improvements	
Recommendation	The City should consider formalizing the processes to collect and evaluate performance data, and integrate this information into decision making processes.

Environment

Environment is about the impact on the context in which the City operates – on the local community, natural surroundings, social system, economic development, etc. in terms of the short-to-medium term effects as well as long-term sustainability.

In terms of Policing Services, the criteria that was assessed for the City was whether police services contribute to the City's desired community and social outcomes. To assess this criterion, the Review explored criterion such as whether the City's outcomes and strategic objectives were reflected in the design of policing services and priorities.

Overall assessment

While the City could increase the involvement of its community partners in the setting of policing priorities, it has taken recent steps to address root causes of crime as part of a broad, community-wide initiative.

A number of the City's community partners involved in crime reduction, safety and social services provided input to the Service Review through focus groups. They were generally positive in their assessment of Policing Services when it comes to enforcement activities, and recognized the involvement of RCMP members with a number of their agencies. However, they expressed a desire for the City to move to a more collaborative, integrated approach to addressing the systemic issues that are driving crime in the community. Community partners indicated that there are opportunities to leverage the insight from their groups into the development of policing priorities.

A Community Safety Summit was held in the summer of 2019. Community leaders from the Red Deer area gathered to discuss community safety and collectively address gaps, develop solutions, and build a collaborative approach to ensuring the safety of all Red Deerians. The team, known as the Systems Leadership Team, is dedicated to creating a safe place for everything in the community [31], and is comprised of the City, the RCMP, Alberta Health Services, Alberta Children's Services, the school districts Community Corrections and the Urban Aboriginal Voices Society. The SLT is an innovative forum to address community safety in a holistic manner and focus on the social determinants of crime.

The Service Review identified opportunities to improve the Policing Services under the existing contracted delivery model. The potential for improvements in efficiency and effectiveness of the current model should be considered as City evaluates the options to deliver Policing Services as part of the Governance Review.

The Governance Review

Approach

KPMG conducted a Governance Review of delivery options for Policing Services to aid Council in evaluating the pros and cons of continuing to contract services from the RCMP, or establishing a Municipal Police Service (MPS).

KPMG's role was to provide research and analysis, but has not provided any conclusions or recommendations on an appropriate delivery model for the City to pursue. Further, KPMG's work did not include the development of a target operating model or business case for any of the alternatives presented, stakeholder engagement activities beyond those conducted for the Service Review, or a detailed cost analysis of the alternatives.

The methodology, approach, and key activities undertaken to conduct the Governance Review are illustrated in the diagram below.

Phase 1 – Define	Phase 2 – Quantify	Phase 3 – Qualify	Phase 4 – Evaluate
✓ Compare practices employed by other jurisdictions ✓ Define service delivery options in terms of governance and reference model ✓ Develop evaluation criteria for options analysis	✓ Estimate resource implications of each option in relation to the current state baseline: ✓ Operating and capital costs ✓ Transition costs	✓ Compare options in relation to the current state baseline in terms of their potential impact on: ✓ Oversight and governance ✓ Operations management and capabilities	✓ Evaluate options against the criteria based on their potential increase or decrease in value over the current state

Council reviewed, validated and agreed on the evaluation criteria used to assess the service delivery options, and on the preliminary findings of the reviews.

Over the course of these reviews, stakeholders from the City of Red Deer, the Red Deer RCMP Detachment, RCMP Divisional headquarters and Alberta Justice and Solicitor General were consulted for their perspectives and insights. A full list of the stakeholders engaged is provided in Appendix A.

Framework Overview

KPMG assessed the Policing Services delivery options using research and analysis related to a set of evaluation criteria. The criteria pertained to considerations regarding how different delivery models would impact ongoing operations and what kind of transition implications would result from a new service delivery model. The table following outlines the detailed evaluation criteria used to guide the research and analysis.

Governance Review Evaluation Criteria

Value Criteria		
Oversight & Governance	**Operating and Capital Costs**	**Operations Management**
– **Municipal control and decision making** – Degree to which City is able to set priorities and priorities are operationalized	– **Resource sharing** – Degree to which the option promotes sharing of indirect costs and assets within the city or region	– **Specialized training and resources** – Degree to which option enables access to specialized units, training, and national or provincial resources
– **Liability and risk** – Degree to which the City is able to minimize or mitigate liability and risk	– **Service delivery optimization for efficiency** – Degree to which the option provides flexibility in how services are delivered to improve efficiency	– **Service delivery optimization for effectiveness** – Degree to which option supports flexibility in how services are delivered to improve effectiveness (e.g. use of alternative policing models)
– **Accountability** – Degree to which the option promotes clear roles and responsibilities, and enables measurement of service levels and financial performance	– **Economy of services** – Degree to which option affects operating costs	– **Level of Service** – Degree to which the option affects levels of service delivered to residents

Transition Criteria				
Cost	**Time**	**Staff**	**Public Relations**	**Infrastructure & Data**
– **One-time transition and capital costs** – Costs associated with transitioning from the current delivery model	– **Time to implement** – Total time required to fully achieve full implementation of the option	– **Labour relations** – Implications on existing labour and union relations	– **Public perception** – Impact on the public's perception of the cost and effectiveness of policing services	– **Asset considerations** – Asset requirements (e.g. fleet, equipment) and transfers – **System and data implications** – Implications of implementing information technology and communications infrastructure, and migrating existing data

Policing Services in Alberta

Policing Services in Alberta are governed by:

- Alberta *Police Act* [49];

- Alberta *Peace Officer Act* [50];

- Police Service Regulation [51]; and,

- Alberta Provincial Policing Standards [52].

In addition, the *Royal Canadian Mounted Police Act* applies to municipalities policed by the RCMP [53].

Collectively, these governing documents define the governance, oversight, and operations of Policing Services.

Municipalities with populations of 5,000 persons or greater are required to provide policing services for their community. The *Police Act* defines three options for municipal policing services:

- **Municipal policing by another police service.** A service that contracts with the RCMP or another municipal service for the provision of policing services, and the option that the City currently uses. A contracted policing service is managed by a municipality's Council, or at Council's choosing, a Policing Committee. The contracted service provider is accountable for operating policing services within the contract, but with its own operating policies, and using its own policing resources;

- **Municipal police service.** A municipally-run police service governed by a Commission as defined in the *Police Act* (see Appendix 6), operating within its own policies and using municipally-employed policing resources, or contracting for specific services; and,

- **Regional police service.** A police service that serves two or more communities and is governed by a regional police commission.

The Provincial Policing Standards allow policing services to enter into mutual aid agreements or shared service agreements with other policing services, or contract third-parties to meet the provincial standards. This provision is intended to give communities access to training and a range of other specialized services. For example, Camrose Police Service has a mutual aid agreement with the RCMP for police dog services from Wetaskiwin, and conducts cadet training through the Edmonton Police Service.

Governance Policing Services

The Government of Alberta is responsible for providing support and setting the direction for the delivery of local Policing Services. This is achieved through legislation, regulation, standards, and policies, as well as strategic frameworks, accountability mechanisms, performance expectations, cooperation guidelines, and funding initiatives. [49, p. 5] [54, p. 17].

A municipality's selected option for delivering policing services dictates how policing services are governed. The table following describes the governance models by service delivery option.

Governance Models in Alberta Municipal Policing

	Contracted Police Service	Municipal Police Service	Regional Police Service
Governing Body	Council, with an option to establish a Policing Committee	Police Commission	Regional Police Commission
Composition and Appointment (per the *Police Act*)	*For Policing Committees:* 3 – 12 Committee members If 4 or fewer Committee members, 1 Committee member can be a Councillor or a municipal employee If more than 4 Committee members, 2 Committee members can be Councillors or municipal employees Committee members are appointed by Council for a 2-3 year term	3 – 12 Commission members If 4 or fewer Commission members, 1 Commission member can be a Councillor or a municipal employee If more than 4 Commission members, 2 Commission members can be Councillors or municipal employees Commission members are appointed by Council for a 2-3 year term	As determined by a regional police service agreement
Examples of Composition and Appointments	**Rocky Mountain House** Committee of 5 voting members (2 Councillors and 3 public members) **Innisfail** Committee of 7 voting members (2 Councillors and 5 public) **Canmore** Committee of 5 – 7 (1 Councillor and 4 – 6 public members) Was dissolved in October 2019	**City of Lethbridge** 9 Commission members (2 Councillors and 7 public members) **City of Medicine Hat** 9 Commission members (2 Councillors and 7 public members) **City of Edmonton** 11 Commission members (2 Councillors and 9 public members) **City of Calgary** 11 Commission members (2 councillors and 9 public members)	**Lakeshore Regional Police Service** 5 Commission members (1 from each of the 5 member First Nations)

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	Contracted Police Service	**Municipal Police Service**	**Regional Police Service**
Primary Responsibilities	Oversee administration of the policing agreement Assist in selection of the Office in Charge Represent interests of Council and the public Develop a yearly plan with the Officer-in-Charge Set priorities and determine the number of officers in consultation with the Officer-in-Charge Provide instructions with respect to the annual plan Assist in resolving complaints and appoint a Public Complaint Director	Establish and maintain an adequate and effective police service, which includes: — Submitting a budget and plan to Council (including setting priorities and determining number of officers) — Establish policies providing for efficient and effective policing — Ensuring sufficient resourcing — Appointing a Police Chief, subject to Council ratification — Resolving complaints.	Establish and maintain an adequate and effective police service as agreed under a regional agreement.
Operating Responsibility	Officer-in-Charge of contracted service	Chief of Police	Chief of Police

Source: *Police Act*, Municipal police services' websites

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Considerations for Municipal Policing

The Review identified the following four considerations that may be relevant to the City as it considers alternative delivery models for Policing Services;

- Changing environmental factors

- Review of the *Police Act*

- Unionization of the RCMP

- Changes in police governance practices

Each of these identified issues are discussed briefly, in the following subsections.

Changing Environment

The Government of Alberta's Law Enforcement Framework provides an overview of key factors influencing Police Services in Alberta, including:

- **Diversity** – Cultural and ethnic diversity of the Alberta population intensifies the complexity of the relationship between police and the communities they serve;
- **Intraregional disparity** – Risk of service inequities in rural and remote communities with decreasing population;
- **Changing crime trends** – Sophistication of crime tactics and the increased use of technology in committing criminal offences; and
- **Administrative changes** – Increasing complexity of legal and administrative requirements [54].

Responding to these challenges at a municipal level has required policing services to become more responsive to the priorities and interests of their communities, and employing more innovative and flexible tactics in how they address crime and deliver services.

Review of the *Police Act*

The Government of Alberta (Government) is currently reviewing the 31-year-old Alberta *Police Act* to reflect the contemporary expectations of Albertans, changes in the policing environment and to incorporate the changing requirements of municipalities [55]. In response to the recommendations developed by the Alberta Association of Chiefs of Police (AACP) [56], a working group called the Alberta *Police Act* Working Group (Working Group) was created to conduct a comprehensive review of the Alberta *Police Act*. This review includes broad consultations with several stakeholders and to provide recommendations for improving Policing Services and community safety [57].

One of the areas of focus for the Working Group is to set the stage for establishing a new, more equitable funding model to reduce the costs of policing. In doing so, their work included collecting data on policing costs across municipalities; recommending human resource management principles and processes, as well as quality frameworks; and proposing options for a new funding model that could meet the needs of the modern Policing Services [57]. In August 2019, the Government hosted a webinar with Alberta municipalities to obtain feedback on a draft funding model that would see communities take on a greater responsibility for the costs of frontline policing services, specifically communities with populations under 5,000 and 15,000. Under the current funding model, these communities pay 0% and 70% respectively of the cost of contracted policing services [58].

The review of the *Police Act* suggests that the legislation is likely to be updated in the future; the resulting changes to the *Act* will affect the key factors from the Government's Law Enforcement Framework, which may influence the evaluation of any of the service delivery options for the City of Red Deer. These factors include governance, police operations, and costs. For example, the Alberta Association of Police Governance is advocating that the *Police Act* make Policing Committees mandatory for municipalities with a population greater than 10,000 [59].

Unionization of the RCMP

In 2019, the RCMP membership unionized, and stakeholder interviewees speculate that the newly formed union will start negotiating for a collective agreement in 2020. According to the Globe and Mail [60], RCMP members have salaries that are not competitive with other large Police Services in Canada. It is likely that the union will negotiate for significant salary increases, which would increase the cost of contracting RCMP services to municipalities.

Other items that are likely to be negotiated include an increase in staffing levels and improvement of working conditions, such as equipment, transfers between municipalities, and both access to and quality of training [61].

The unionization of the RCMP suggests that the costs of Policing Services delivered by the RCMP may increase in the near future, but may also suggest that RCMP members could remain for longer periods of time in the same municipality, be better trained, and have better equipment, which could lead to a greater level of service.

Police Governance

As Policing Services in Alberta evolve to include a greater diversity among the types of personnel who perform police functions, there is an increasing need to incorporate principles of effective governance to clarify the roles, responsibilities, and boundaries of governing bodies [54].

The Canadian Association of Police Governance (CAPG) suggests that to improve the effectiveness of governing Police Services, Police Commissions and Boards need more robust governance frameworks, access to specialists, and collective research and information [62].

The Town of Rocky Mountain House [63] has begun to adopt the guidelines suggested by Alberta Justice and Solicitor General [64], through the development of a new policy manual for its Policing Committee.

A Policing Committee policy manual establishes the general structure, roles, and responsibilities to help the committee operate in an ethical, informed, transparent, and timely manner [64].Similar to the City of Red Deer, the Town of Olds has recently undertaken a governance review for Policing Services in order to understand and explore how to best govern and structure their policing functions [65].

Policing in Red Deer

The RCMP provides Policing Services to the City through a Municipal Police Service Agreement (MPSA) that is negotiated between the RCMP (through Public Safety Canada, on behalf of the Government of Canada) and the City. The current agreement has a 20-year term, running from April 2012 to March 2032.

Council governs Policing Services in Red Deer and has the option to delegate some of its governing authority to a Policing Committee in accordance with Section 23 of the Alberta *Police Act* [7]. The City has not elected to use this option.

The MPSA names the Mayor as the City's Chief Executive Officer with authorities and responsibilities within the agreement, and the Mayor has delegated responsibility for overseeing the MPSA to the City Manager, and in turn, to the Director of Protective Services.

Under the MPSA, the City pays 90 percent of their RCMP policing costs. The Federal Government pays the remaining 10 percent [66, p. 14]. In addition, expenses such as recruiting, information systems, and legal services are paid on a cost-sharing basis with other municipalities that contract the RCMP [66, p. 17]. For example, if there were $100 of shared costs and the Red Deer RCMP Detachment represented 10% of RCMP members, then they would pay $10. Some costs are shared federally, and some costs are shared within the Division.

The MPSA specifies the services that the RCMP provides, as well as financial, operational, and administrative roles and responsibilities for both the RCMP and the City. For example, the RCMP provides the number of members requested by the City, and the City provides operational support staff to support the Red Deer RCMP Detachment. [66, p. 10]. RCMP members remain employees of the RCMP and as such are subject to transfers in and out of the detachment. The average turnover of RCMP members in the Red Deer RCMP Detachment from 2017 to 2018 was 10%. The average number of years worked in the Detachment by RCMP members is currently 3.8 years, 32 members have more than 5 years' service. Of these, nine members have been with the Red Deer RCMP Detachment for over 10 years [67].

The City works with the Red Deer RCMP Detachment to set priorities, goals, resourcing, and an annual budget. Priorities are reflected in an Annual Policing Plan and in the City's Police Services Service Plan. Current policing priorities for Red Deer include [68]:

- Supporting the implementation plan of the community safety strategy and crime prevention;
- Continuing implementation and monitoring of the annual policing plan;
- Examining feasibility and opportunity for the establishment of a downtown police storefront location,
- Increasing focus on the use of the community standards bylaw;
- Continuing monitoring the automated traffic enforcement program;
- Identifying potential police resources required for the child advocacy centre;
- Examining models for implementation of electronic voice entry (eve);
- Investigating CCTV cameras for downtown;
- Creating a "downtown unit", and
- Investigating new bylaws (i.e. pawn shops, anti-idling of vehicles with keys in ignition).

Policing Services in Red Deer is a contracted service between the City (as the client) and the RCMP (as the service provider). However, the relationship between the City and the RCMP has demonstrated significant collaboration—both in setting priorities and in supporting operations.

Service Delivery Options

In its initial Terms of Reference for the Review, the City identified four service delivery options for Policing Services that it wanted the Review to consider:

- Continue to contract Policing Services from the RCMP;

- Establish a Municipal Police Service;

- Establish a Regionally-Shared Police Service; and

- Employ a hybrid comprised of some combination of the above three options.

In June 2019 it was determined that the hybrid option was not materially different as a stand-alone option from those already being considered. Each option: the Contract with the RCMP, the Municipal Police Service, and the Regionally-Shared Police Service would involve a blend of locally-based policing services, tiered policing, and obtaining other specialized services from other Police Services. Council supported the removal of the hybrid option as a stand-alone option.

As the Review explored the three remaining options, it became apparent that a regional model would not be viable for the following reasons:

- Rural municipalities and municipalities under 5,000 people do not pay for Policing Services, and municipalities between 5,000 and 15,000 people pay for 70% of their RCMP policing costs. The City's discussions with its regional neighbours determined that municipalities under 15,000 would not be interested in moving to a regional model and incurring the full cost of their share of Policing Services.

- Such a model presupposes that the City has first established its own Municipal Police Service. Given the relatively large size of the City compared to other municipalities in the area, the City would need to host the majority of services, and provide full corporate and operational support. As well, the majority of policing resources would need to be dedicated to the City. For a small municipality to have control over the Policing Services it receives from the City, it would most likely expect to enter into a contract that included service level expectations with the City.

The potential establishment of a Regionally-Shared Police Service would most likely be a secondary decision to the establishment of a Municipal Police Service. The results of the current *Police Act* review may impact the regional option as well. The refinement of options is illustrated in the diagram below.

Refinement of Service Delivery Options for Policing Services

Initial Options	Working Options	Sequencing of Options	
RCMP Contract	RCMP Contract	RCMP Contract	
Municipal Police Service	Municipal Police Service	A Municipal Police Service	
Regionally-Shared Police Service	Regionally-Shared Police Service		B Regionally-Shared Police Service
Hybrid			
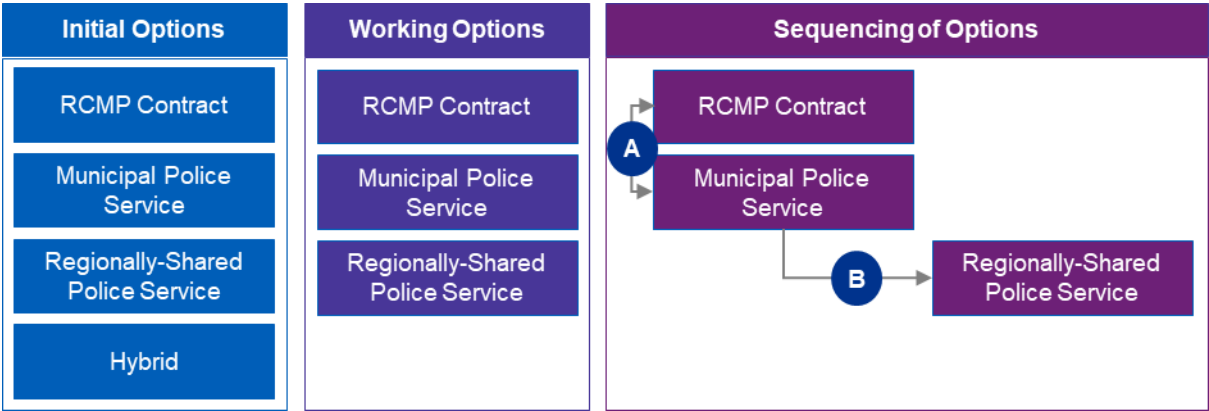
The RCMP Contract and Municipal Police Service options are summarized in the table on the following page and further explored thereafter.

	Option 1: RCMP Contract	Option 2: Municipal Police Service
Description	Continuation with the RCMP contract with support from the City.	The City would operate its own municipal police service. Most police service functions would be delivered by municipal police resources. Specialized services would be obtained from the RCMP or other municipalities, or the private sector.
Authority	Section 22(3a) of the *Police Act*	Section 27 of the *Police Act*
Governing Body	Council or Policing Committee as service recipient	Police Commission
Police Oversight	Alberta Justice and Solicitor General	Alberta Justice and Solicitor General
Police Management	Officer-in-Charge reporting to K Division	Police Chief reporting to Commission
Police Member Employment	Federal Government employees	City of Red Deer employees
Examples	City of Red Deer, Regional Municipality of Wood Buffalo, City of Grande Prairie, Strathcona County	City of Lethbridge, City of Edmonton, City of Calgary, City of Medicine Hat

Option 1: RCMP Contract

Option 1 envisions continuing to contract Policing Services with the RCMP, while seeking to improve the efficiency and effectiveness of Policing Services by pursuing the opportunities identified in the Service Review.

Under this option, the RCMP would continue to deliver core, local Policing Services and access specialized services from within the RCMP Division, as required. The City would continue to provide corporate and operational support to Policing Services. The allocation of responsibilities between the RCMP and the City is summarized in the table below.

Service	City	RCMP
Direct Services		
Community peace officers (CPOs)	◆	
Client Services (e.g., service provided by front-counter staff)	◆	
Community Services (e.g., school programs)		◆
Policing support services (e.g., operational support)	◆	

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Service	City	RCMP
Analytics	◆	
Communications & dispatch (non-emergency)	◆	
Communications & dispatch (emergency calls)		◆
General duty policing		◆
General investigations		◆
Major crimes		◆
General forensic identification		◆
Tactical capabilities		◆
ALERT		◆
Professional standards, complaints and investigations		◆
Specialty services (e.g., behavior sciences, air services, technical support for covert operations, additional tactical capabilities)		◆
Corporate Services		
Human Resources (City service with embedded specialists)	◆	◆
Finance (City service with embedded specialists)	◆	◆
Legal		◆
Information Technology (City service with embedded specialists)	◆	◆
Procurement	◆	◆
Facilities	◆	
Fleet Services	◆	◆

Option 2: Municipal Police Service

Option 2 consists of establishing a standalone Municipal Police Service (MPS). Core Policing Services would be delivered locally by MPS resources. Specialized services would be contracted from the RCMP or other, larger municipalities through Shared Service Agreements or Mutual Aid Agreements (MAA) as specified in the Alberta Policing Standards.

In accordance with Section 28 of the *Police Act* [7], as part of establishing its own MPS, the City would

need to establish a police commission that would provide governance and oversight for the MPS. The police commission could have up to two representatives from Council or Administration so long as these appointees represented a minority of the Commission's members.

The City would approve the MPS budget and identify its desired outcomes to the Commission, but the Commission would direct the allocation of the budget, and set policing priorities and strategy. The City would fund all expenses associated with the MPS, including potential costs associated with services provided to the City by other Police Services.

The table following shows the assumed allocation of responsibilities for service delivery as agreed to by the City for the purposes of this initial assessment. Alternative allocations may become apparent should the City proceed with the development of a target operating model for a Municipal Police Service under this option.

Service	MPS	Other Police Service	City
Direct Services			
Community peace officers (CPOs)	◆		
Client Services (e.g., service provided by front-counter staff)	◆		
Community Services (e.g., school programs)	◆		
Policing support services (e.g., operational support)	◆		
Analytics	◆		
Communications & dispatch (non-emergency)	◆		
Communications & dispatch (emergency calls)	◆		
General duty policing	◆		
General investigations	◆		
Major crimes	◆		
General forensic identification	◆		
Tactical capabilities	◆		
ALERT	◆		
Professional standards, complaints and investigations	◆		
Specialty services (e.g., behavior sciences, air services, technical support for covert operations, additional tactical capabilities)		◆	

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Service	MPS	Other Police Service	City
Corporate Services			
Human Resources (City service with embedded specialists)	◆		◆
Finance (City service with embedded specialists)	◆		◆
Legal			◆
Information Technology (City service with embedded specialists)	◆		◆
Procurement			◆
Facilities			◆
Fleet Services			◆

Options Assessment

In this section, the two options for Policing Service delivery were assessed against the evaluation criteria (as previously stated on page 4 of this report). The evaluation criteria focus on determining which option would deliver greater value in the following areas:

- Oversight and governance;

- Operating and capital costs; and,

- Operations management.

The purpose of this analysis is to support the City in deciding how to proceed with the consideration of a different delivery model for Policing Services. The analysis does not provide conclusions or recommendations on which delivery model is better on an overall basis.

For each of these criteria, tables summarize the assessment using shaded dots to indicate whether the option:

- Strongly supports the criteria (●)

- Partially supports the criteria (◉) or,

- Does not support the criteria (○).

Oversight and Governance

Criterion 1. Municipal control and decision making: Degree to which City is able to set priorities and priorities are operationalized

Defining priorities for law enforcement is critical to delivering a high standard of policing for communities. This can be considered in terms of the Municipality's control in setting priorities and budgets, controlling the scope of priorities, and appointing the leader of the Policing Services.

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Priority and Budget Setting	◉ Council sets policing priorities, approves budget and can designate budget for enhanced services	● Council would appoint Commission members, be represented on the Commission and approve the MPS budget. The Commission would set priorities and allocate the budget
Scope of Priorities	◉ RCMP Detachment receives priorities from RCMP K Division that are separate from those of the City, but are reported to be of a more directional nature and not in conflict with municipal policing priorities	● MPS would not have any external priorities, although it would cooperate on provincial initiatives

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	1. RCMP Contract	2. Municipal Police Service (MPS)
Appointment of Management	◉ Council can influence, but not directly control the appointment of the Officer in Charge	● The City's Police Commission would hire and manage a Police Chief. The appointment of the Police Chief must be ratified by Council

Within the RCMP contract, the City has significant influence over setting policing priorities, budgeting and resourcing, and the appointment of an Officer-in-Charge (OIC) for Policing Services. In practice, the City could continue to explore opportunities to work more closely with the local RCMP Detachment to set priorities and determine appropriate resourcing.

However, an MPS would give the City greater and more direct control over priority-setting and budgets. Control, while within the City of Red Deer, would be divided between Council and an arms-length Policing Commission. With a Commission, Council would have less direct influence over priority setting and the allocation of policing resources, and less interaction with the Police Chief than it does with the current OIC under the RCMP contract.

Overall, the City, through a Police Commission, would have more direct control over Policing Services with an MPS, although in practice, the City already has significant influence.

Criterion 2. Liability and risk: Degree to which the City is able to minimize or mitigate liability and risk

Liability and risk can be considered in terms of risks that arise from operations, personnel and financial volatility. Operational and personnel risks can be considered in terms of policing operations and the operations of CPOs and support staff.

	1. RCMP Contract	2. Municipal Police Service (MPS)
Police Operational Risks	● RCMP is responsible for risks associated with police operations, including liabilities, data security / privacy, custody of assets and police conduct	○ City would be responsible for all police operational risks including liabilities, data security / privacy, custody of assets and police conduct
CPO and Operational Support Risks	○ City is responsible for operational risks associated with operational support and CPOs	○ City would be responsible for all operational support and CPO operational risks
Police Personnel Risks	● RCMP is responsible for personnel risks associated with members, such as liability, turnover and leaves	○ City would be responsible for all police personnel risks

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	1. RCMP Contract	2. Municipal Police Service (MPS)
CPO and Operational Support Personnel Risks	○ City is responsible for personnel risks associated with Operational Support and CPOs	○ City would be responsible for all personnel risks associated with Operational Support and CPOs
Financial Volatility	● RCMP allocation of costs for specialized services avoids costs spikes associated with major events	○ City would absorb the full cost of major events at the time of their occurrence

Under the RCMP contract, the RCMP assumes the risk and liability associated with policing operations and personnel. In addition, the method by which the RCMP invoices for some shared services, such as Major Crimes and the Emergency Response Team, reduces the risk of a significant financial cost associated with a major incident in Red Deer in a given year.

The RCMP allocates the costs of shared divisional services based on the number of members serving each municipality. Costs associated with major, unplanned events requiring the support of shared units would be pooled and shared proportionately across all municipalities served within the RCMP Division. Under a Red Deer MPS, the City would bear the full responsibility for financing the police response to any major and/or unplanned event where additional resources from other policing services are called upon for help.

On balance, the City would assume more risk and liability if it established its own MPS.

Criterion 3. Accountability: Degree to which the option promotes clear roles and responsibilities, and enables measurement of service levels and financial performance

Accountability is considered in terms of accountability for service delivery and costs. Accountability is facilitated by clear and direct reporting relationships.

	1. RCMP Contract	2. Municipal Police Service (MPS)
Reporting Relationship	◉ RCMP Detachment reports to K Division, with a dotted line or service provider relationship with the City	● MPS would report to a Red Deer Police Commission
Service Level Accountability	○ Community priorities are not reflected in service level standards that are measured and adhered to by the RCMP	● The City, through the Police Commission, would be able to reflect priorities in service level standards and monitor the MPS's achievement of the standards

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	1. RCMP Contract	2. Municipal Police Service (MPS)
Financial Accountability	○ The RCMP is not accountable to the City for the full cost of service While the RCMP provides cost transparency in its invoices, it is not directly accountable to the City for Divisional administration and other indirect costs The City is accountable for operational support and CPO costs	● The Police Commission would be accountable to Council to spend within the approved budget, and the MPS would be accountable to the Commission for working within the approved allocation of the budget

The formal reporting relationship between the local RCMP Detachment and the City is as a service provider accountable to a service recipient. As a contractual relationship, the RCMP has a level of accountability to the City, although this accountability is not as strong as the direct reporting relationship between an MPS and its Police Commission.

The RCMP may be open to discussing service level standards; however, to date, the Red Deer RCMP Detachment has not demonstrated a strong interest in implementing service level standards and being held accountable to them. In contrast, a Police Commission could establish service level standards and hold the Police Chief accountable to meeting them over time.

Finally, while the RCMP provides cost information to support their invoices to the City, there remain portions of the invoices that contain allocated costs. The RCMP is not directly accountable to the City for managing indirect and allocated costs. An MPS would be accountable for all costs of Policing Services.

An MPS would increase the accountability of Policing Services to the City through the Commission. However, through the RCMP contract, the RCMP has some accountability to the City for service delivery and costs.

Operating and Capital Costs

Criterion 4. Resource sharing: Degree to which the option promotes sharing of indirect costs and assets within the City or region

The ability to share resources across Policing Services reduces any individual MPS's need to establish and operate internal capabilities for all possible requirements. Resource sharing can be considered in terms of sharing of specific services that require specialized expertise, equipment, or assets, and the sharing of information systems and data.

	1. RCMP Contract	2. Municipal Police Service (MPS)
Sharing of Services	● Local RCMP Detachment accesses shared Policing Services from RCMP provincially and nationally (e.g., emergency response team, major crimes, dispatch, training, air support, etc.)	○ MPS would need to internalize services that are currently shared, such as major crimes and dispatch, but more specialized services (e.g., air support) could be still be accessed from larger Police Services as required
Sharing of Systems and Data	● Local RCMP Detachment shares information systems and data with RCMP nationally	○ MPS would not be able to share data and information systems with other Police Services as readily

The local RCMP Detachment benefits from being able to share resources with the rest of the RCMP Division and even nationally. This includes being able to call upon Divisional services that are shared across the province, such as the Major Crimes Unit, and using common information systems. This results in cost efficiencies as these services do not need to be replicated in Red Deer.

An MPS would need to have capabilities that the local RCMP Detachment does not currently have. It would need to create capacity for services that would be integral to its operations and called upon on a regular basis. For example, it would require its own dispatch and major crimes capabilities, as well as increased capabilities in forensics and police standards. This would add to the operating costs of the City's Policing Services.

However, an MPS would still be able to access more specialized services from larger Police Services such as the Edmonton Police Service, the Calgary Police Service or the RCMP on a cost-recovery basis. This would minimize the number of additional services it would require.

Information technology for Policing Services, most notably Computer Aided Dispatch (CAD) and Records Management Systems (RMS), are shared nationally by the local RCMP Detachment. There are economies of scale associated with licensing and operating these systems. An MPS would need to implement and operate its own systems.

The provincial and national scope of the RCMP results in the local RCMP Detachment being able to reduce costs by sharing services and information systems. An MPS could access some specialized services from larger jurisdictions, but it would bear the cost of local services and information systems.

Criterion 5. Service delivery optimization for efficiency: Degree to which the option provides flexibility in how services are delivered to improve efficiency

The ability to optimize service delivery for efficiency requires the flexibility to implement different delivery models, and to employ equipment and systems that enable more efficient operations.

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Service Delivery Options	⦿ City is able to work with the RCMP to improve service efficiency to an extent. RCMP policies or systems limit the ability to explore third-party service delivery, the use of some new technologies, and the full adoption of a tiered policing model	● The MPS would be able to explore more service efficiency opportunities
Equipment and Systems	○ City does not have direct control over procuring equipment or systems that may promote operational efficiencies	● The MPS would be able to procure equipment and systems that may promote operational efficiencies

The Red Deer RCMP Detachment has demonstrated that it is able to implement innovative practices, mostly to increase its effectiveness. However, its ability to implement practices that significantly improve efficiency and reduce costs has been limited by RCMP systems and policies. For example, the Service Review noted the RCMP's inability to fully adopt a tiered policing model, and to realize the full benefit of using private service providers for collision reporting. In addition, the RCMP records management system, PROS, limits the Policing Services' ability to adopt more recent technology systems that offer features to increase police officer productivity.

An MPS would not be constrained by RCMP policies and existing systems, and would have more flexibility to explore new service delivery models and technologies to increase efficiency.

Criterion 6. Economy of services: Degree to which the option affects operating costs

The economy of services primarily reflects input costs. For Policing Services, this includes the cost of the RCMP contract as offset by the Federal subsidy, the cost of labour as affected by unionization and the impact of purchasing power on the costs of goods and services. Also reflected in this criterion is the overall impact on operating costs of the two options.

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Subsidy	● RCMP costs are subsidized 10% by the RCMP and include the cost of shared and specialized services such as dispatch and major crimes	○ The City would be responsible for the full cost of Policing Services (net of provincial grants), including the cost of additional internal functions, and the cost of specialized services.
Unionization	○ RCMP labour costs are expected to increase with unionization	○ The City would need to offer competitive salaries with unionized Police Services

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Purchasing Power	⦿ RCMP purchases equipment nationally and realizes purchasing advantages	⦿ City would be able to procure jointly with other municipalities
Overall Cost Impact	⦿ There would be no significant change in the existing costs except for anticipated increases associated with the RCMP members unionizing	◯ Overall, as a result of transitioning to an MPS, operating costs of Policing Services would increase

An MPS, assuming the same level of service, would likely cost more than the RCMP contract. An MPS would operate without a subsidy and would have the additional costs associated with delivering services and capabilities itself. For example, it would need to add staff to perform the services currently performed by RCMP members not attached to the local detachment. While the RCMP has economies of scale in its purchasing, the MPS would have similar opportunities to make joint purchases of some items with other municipalities.

The table following provides an estimate of costs if the City were to establish its own MPS. The costs shown are indicative and would need to be further refined through a detailed planning and costing exercise should the City decide to explore the MPS option further. Significant notes and assumptions for the estimates are provided in Appendix 7.

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Estimate of Municipal Police Service Operating Costs
(-30%/+50%. Based on 2017 Actual Expenditures)

Current cost per capita	$	380	
Current operating cost estimate	**$**	**38,252,000**	**Policing Services Cost with RCMP Contract**
Changes			
RCMP Subsidy		2,741,000	Loss of the 10% subsidy on the cost of services provided by the RCMP
Administration		(1,550,000)	Decreases in RCMP division administration costs and pension costs partially offset by increases in corporate services (purchasing, legal services, human resources, recruiting, information technology support), insurance, benefits for police officers (health benefits, pension, disability insurance and WCB), and costs to operate a Police Commission
Equipment		0	No material change to annual equipment costs
Facilities		0	No material change to annual facility costs
Information and Communication Technology		1,064,000	Increases in computer repair and maintenance and amortization of radios, IT equipment and system implementation costs, and licensing fees for new dispatch and records management systems, partially offset by capitalization of computer equipment and licensing fees for existing records management systems
Operations		4,586,000	Increases associated with increased internal forensics and professional standards capacities, new tactical response capabilities, procuring specialized services from other police services on a cost-recovery basis and expanding the communications centre to receive and dispatch emergency calls
Training		(291,000)	Decrease in training due to actual usage following initial recruitment and training of cadets in advance of transition
Vehicles		(32,000)	Decrease in annual purchasing and changeover of vehicles due to capitalization largely offset by higher depreciation costs
Pro forma estimate of MPS costs	**$**	**44,770,000**	**Note: Refer to significant assumptions agreed by the City provided in Appendix C.**
Pro forma estimate of cost per capita	$	445	
Percent change		17%	

Source: KPMG analysis of the City's assumptions as per Appendix 7

The estimate above indicates that Policing Services costs could increase by approximately 17% ($6,518,000) under the MPS model. This is based on detailed assumptions, agreed to by the City, as outlined in Appendix 7.

Actual costs under both models would likely be higher than shown due to higher salaries with unionization. A rough projection of costs for both models inflated to the approximate time of a transition are provided in Appendix 8. The cost differential between the two options would be expected to remain the same.

The estimated cost increase under an MPS would result in a higher per capita cost for Policing Services compared to other MPS' in Alberta. Red Deer's current costs are greater than Lethbridge and Medicine Hat, which may be potentially attributable to the City's higher per capita staffing levels stemming from higher crime rates and case volumes. The actual variation between Red Deer's and other municipality's cost structures was not explored through this review. Further work would need to be done by the City in defining its target operating model for an MPS and a consideration for the operating model of other MPS' in Alberta.

If the City were able to operate an MPS at the average cost per capita of other large Alberta MPSs, the Red Deer MPS costs would be roughly 1% higher than its current costs before the RCMP subsidy. Operating at that level may involve changing the City's level of service provided by Policing Services. Operating costs would be dependent upon the level of service that Council sets for Policing Services and how the City designs its Policing Services to meet the community's needs.

Comparison of Estimated Costs with other Alberta Municipal Police Services

Approximate Annual Operating Budget for Municipal Policing Models per Capita				
	Per Capita Cost	% of Red Deer with RCMP Contract (without Subsidy)	Crime Severity Index (2018)	FTEs per 100,000 Population (2018)
Red Deer with RCMP Contract	$ 380	93%	169.8	246.8
Red Deer with RCMP without subsidy	$ 407	100%	169.8	246.8
Red Deer with MPS (estimated)	**$ 445**	**109%**	**169.8**	**246.8**
Edmonton	$ 489	120%	128.6	257.7
Calgary	$ 411	101%	89.5	224.1
Medicine Hat	$ 374	92%	86.3	230.8
Lethbridge	$ 374	92%	158.7	237.0
Average of Edmonton, Calgary, Medicine Hat and Lethbridge	$ 412	101%		

Source for population: Civic census from municipal websites for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for Edmonton.
Source for comparator costs: Responses to KPMG data request and publicly-available financial reports
Source for Red Deer costs: Source: KPMG analysis based on assumptions agreed to by the City, as outlined in Appendix 7
Source for Crime Severity Index: Statistics Canada
Source for FTEs per population: Information provided by municipalities

The estimated increase in cost of the City's Policing Services under an MPS is also high when compared to expected increases from two other jurisdictions that studied the transition from an RCMP contract to an MPS. In its analysis, the City of Surrey estimated an increase of approximately 11% and the City of Richmond estimated an increase of between 5% and 9%. Both of these jurisdictions have larger populations and operating cost bases.

The cost estimate prepared for this Review, using the City's assumptions, is intended to determine the potential cost difference between the two options. Overall, Policing Services would likely cost materially more with an MPS than with the RCMP contract. However, to more accurately project the difference in costs between the two models, the City would need to prepare and cost a detailed design of the potential MPS operating model. This would include determining the required resourcing to "right size" the MPS to the community's needs, and considering any opportunities for operating efficiencies.

Operations Management

Criterion 7. Specialized training and resources: Degree to which the option enables access to specialized units, training, and national or provincial resources

Having access to specialized training and resources is important for a mid-sized Policing Service to operate effectively. An MPS would require specialized training and resources to support normal operations, to accommodate major planned events, and to respond to critical events.

	1. RCMP Contract	2. Municipal Police Service (MPS)
Resources for Normal Operations	● RCMP have seamless access to training, and specialized units and services at the national and provincial levels (e.g. emergency response team, police dogs, and air support)	◉ An MPS would be able to access specialized services at a cost. Non-emergency services may not be available when required (e.g., cadet training)
Resources for Planned Events	● RCMP have seamless access to resources to support planned events (e.g., Canada Winter Games)	◉ An MPS would need to request and coordinate resources from other Police Services to support planned events
Resources for Critical Events	● RCMP have seamless access to resources to support large-scale, critical events	◉ An MPS would need to request and coordinate resources from other Police Services to support critical events

The RCMP Detachment is able to draw upon a wide-array of specialized services from within the RCMP. An MPS would be expected to have capabilities to handle most situations on an ongoing basis. However, infrequently used services that require highly specialized resources would not be economical for the MPS. For these, it would need to request support from other larger Policing Services, such as the Calgary Police Service, Edmonton Police Service and the RCMP. Such services would include:

- New cadet training

- Air support

- Forensic identification specialists

- Behavioural analysts

- Critical incident team

- Commercial crime

- Covert technical support, and

- Additional support for core services (e.g., additional tactical support or police dog support).

Policing services use Mutual Aid Agreements and Shared Service Agreements to specify how costs for such services would be recovered by the service provider, and would include liability and indemnification clauses. Costs for specialty services are charged on a full cost recovery basis, although there are many examples of Policing Services providing minor support to each other with no cost recovery. Liability to the City for damage or injury to equipment or personnel obtained through mutual aid would typically arise only as a result of negligence on the part of the City's MPS (e.g., dispatching error).

Cadet training could be accessed through the larger Policing Services. For example, Camrose's cadets join Edmonton Police Services classes. It would not be necessary for the City to establish a training facility and capabilities of its own. It has facilities to provide ongoing classroom training and weapons certifications. For long gun and shotgun re-certifications, smaller Policing Services arrange with local shooting ranges for access.

The RCMP is able to mobilize significant resources from other detachments, as required, to support special events (e.g., major hosted events) and critical events (e.g., mass casualty event or large-scale pursuit). In these instances, an MPS would likely be able to receive support from other jurisdictions, and in the case of critical events, the Minister of Justice and Solicitor General has the authority to require policing

services throughout the province to provide resources on a cost-recovery basis. Regardless, the MPS would need to invest significant effort in requesting, coordinating, and tracking provided resources.

Criterion 8. Service delivery optimization for effectiveness: Degree to which option supports flexibility in how services are delivered to improve effectiveness (e.g. use of alternative policing models)

As with optimizing for efficiency, the ability to optimize service delivery for effectiveness requires the flexibility to implement different delivery models.

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Service Delivery Options	⊙ City is able to work with the RCMP to improve service effectiveness to an extent. RCMP policies or systems limit the ability to explore full adoption of a tiered policing model (e.g., to increase responsiveness on low-priority calls)	● An MPS would have fewer restrictions on exploring service effectiveness opportunities

As with the case with their ability to explore service delivery options for efficiency, the local RCMP Detachment is limited in its ability to explore opportunities focused on effectiveness. RCMP policies and systems constrain some options, such as the ability to use tiered policing more effectively. However, the local RCMP Detachment has demonstrated that it can be innovative and has introduced a number of programs aimed at improving effectiveness. Its use of data analytics, electronic license reading, and its crime reduction strategy are examples. While an MPS may have additional options, Policing Services under the existing RCMP contract are still able to pursue service delivery optimization.

Criterion 9. Level of Service: Degree to which option affects levels of service delivered to residents

The impact on level of service is considered in terms of the ability to set and manage to a level of service, and the availability of required staffing to deliver the desired level of service.

	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Determination of Service Levels	⊙ The RCMP does not set and manage to service level standards	● An MPS would be able to set and manage to service level standards

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	1. RCMP Contract	**2. Municipal Police Service (MPS)**
Staffing Complement	◉ RCMP are challenged to deliver the staff complement requested by the City in a timely manner	◉ An MPS may be challenged to fill vacancies without a broader pool of officers to draw from. It may be challenged to attract and retain officers to the City from larger Police Services

The local RCMP Detachment has not historically used service level standards to help manage operations. Further, the use of service level standards for municipal policing does not appear to be a widespread practice within RCMP contracted policing in Alberta.

Interviewees from the RCMP Detachment and Divisional headquarters expressed an openness to discussing the potential use of service levels to define expectations, manage resources, and monitor results, and cited an example of their use in the Kamloops RCMP Detachment. With an MPS, the City's Police Commission would be able to implement service level standards without first seeking acceptance from a contracted service provider.

Achieving service levels are in part a function of the number of officers available to deliver services. There is currently a significant delay between when the City approves additional officers and when the RCMP Detachment is able to deliver them. This is due to the lead-time required to recruit, train, and relocate officers. It is not apparent that an MPS would be able to hire officers in a timelier manner. It would similarly face a lead-time to recruit and train new cadets, and may face additional challenges with backfilling existing positions when officers leave or are on leave. Unlike the RCMP, an MPS would not have other sources of officers to draw from to address critical vacancies.

Transition Considerations

Establishing an MPS would be a significant change for the City. The Review identified transition considerations related to:

• Costs

• Time

• Staff

• Public relations

• Infrastructure and data

These considerations are discussed further in the following sections.

Costs

The City would incur capital and one-time costs to acquire equipment and technology, and prepare for the transition. The table following shows indicative estimates of these costs. Costs would need to be refined through a detailed planning and costing exercise should the City decide to explore the MPS option further. Significant notes and assumptions for the estimates, as agreed to by the City, are provided in Appendix 7.

Estimate of Municipal Police Service Transition Costs (-30%/+50%)

Municipal Police Service Transition Cost Estimates		
Capital Costs		
Vehicles	$ 360,000	Existing fleet is assumed to transfer to MPS. MPS would require three additional vehicles to support tactical capabilities.
Information and communication technology	5,489,000	Includes purchasing radios for police officers as well as CPOs to be on a common platform; purchasing and implementing a records management system, purchasing and implementing a computer aided dispatch system, purchasing dispatch workstations, installing telecommunication lines to support expanded dispatch centre, and purchasing computer equipment to replace that purchased by the RCMP
Total capital costs	$ 5,849,000	
One-time Costs		
Equipment	1,002,000	Includes personal kit, hand guns, long guns, shot guns, and tasers
Training and recruiting	1,750,000	Includes cadet training for approximately 25% of required force, and recruitment costs for experienced hires of another 25% of required force
Rebranding of vehicles and signage	250,000	Includes cost to rebrand patrol cars and an allowance to change signage
RCMP phase out	775,000	Allowance for RCMP investigation members to continue files in progress
Transition management	2,400,000	Includes costs to design and cost operating model, engage stakeholder, manage transition and change, and develop operating procedures
Total one-time costs	$ 6,177,000	
Total transition costs	**$ 12,026,000**	**Note: Refer to significant assumptions agreed by the City provided in Appendix C.**

Source: KPMG analysis based on assumptions agreed to by the City, as outlined in Appendix 7

The transition costs assume that equipment purchased by the RCMP for the Red Deer Detachment have already been paid for by the City and would be transferred to the City at the time of transition in accordance with Article 14 of the Municipal Police Service Agreement [66]. However, it is assumed that the City would need to replace radios and weaponry due to their age at the time of transition, acquire heavy-duty vehicles, and replace some computer equipment.

These costs assume that the cutover to the new MPS would occur on a specific date. Prior to then, the City would need to start to hire staff, prepare systems, and develop operating procedures. The estimate of transition costs does not reflect the timing costs, and there may be some additional cost associated with police officers hired in advance. Some of these costs would be offset by vacancies in positions post cutover, as the City continues to work towards achieving a full target complement.

Total estimated transition costs would equate to $120 per capita (or $12 million in total). By comparison, the Cities of Richmond and Surrey estimated their per capita transition costs at $91 and $69 respectively (approximately $20 million and $39 million total) for transitioning from an RCMP contract to an MPS. Both jurisdictions have significantly larger populations than Red Deer, which may partially account for their lower per capita transition costs.

The transition cost estimate prepared for this Review is intended to provide an order of magnitude of the potential costs associated with transitioning to an MPS. More accurate projected transition costs would

need to be determined by preparing and costing a detailed design of the potential MPS operating model and developing a transition plan.

Time

The MPSA requires two years notice to terminate the contract. Prior to deciding definitively to terminate the contract, the City would likely want to explore the MPS option in detail. It would want to prepare a target-operating model for Policing Services and develop more refined cost estimates based on the operating model. In addition, the City would want to conduct stakeholder engagement. These activities would likely take one to two years to complete. Therefore, it is estimated that transitioning to an MPS Policing Service would take three to four years from the time of this Review.

Staff

It is expected that a significant portion of the current members of the Red Deer RCMP Detachment, particularly at more senior levels, would remain with the RCMP and need to be replaced. However, early indications in Surrey are that many members will want to stay as they have become more established in the community. For estimating purposes, the Review estimates that 50% of the members would remain in Red Deer and join an MPS. The City would need to recruit the rest, along with roughly 9 additional officers and 13-16 operational support FTEs to meet the requirements of internalized services (e.g., major crimes, expanded forensics and professional standards, dispatch, IT, and HR).

Other important staffing considerations associated with the transition would be:

- **Negotiation of a collective agreement.** Police officers typically have their own police associations that represent them in negotiating an agreement. Police associations in Alberta receive support from the Alberta Federation of Police Associations;

- **Expanded human resource capabilities and benefits.** Due to the unique nature of policing, the Policing Services would require human resource consultants within the MPS, as well as at least one recruiter. An MPS would also require disability coverage, which for costing purposes has been assumed to be procured from an insurance provider; and,

- **Change management.** The transition would require significant change management support for operational support staff, police officers as well as some corporate staff. Change management would need to be a significant component of the transition plan.

Public Relations

Surveys of Red Deer residents have shown that they are concerned about safety and crime rates [46]. Residents have not been consulted about a potential transition to an MPS and so it is unknown if such a transition would be viewed favourably. It would seem logical that if a transition to an MPS could be shown to offer tangible benefits that would address concerns about safety and crime, it may be perceived positively. Conversely, the public may be concerned about the transition costs and on-going higher costs of policing under the MPS option.

As part of further exploring the MPS option, the City would want to consider engaging public stakeholders.

Infrastructure and Data

The City owns or has a right to the required physical assets to support an MPS either directly (e.g., facilities) and through the MPSA. The MPSA requires that, upon termination, assets be transferred to the City at their fair market value less the value already invoiced to the City. The Review assumed that the fair market value of assets does not exceed the value paid.

The City would likely need to acquire radios that would be used by both their CPOs and police officers to replace radios expected to be nearing end of life at the time of transition, replace weaponry that has reached end of life, and acquire three heavy duty vehicles to support an emergency response (tactical) team.

The most significant assets that the City would need to acquire relate to information technology and systems. The City would require a records management system to replace the RCMP system (PROS) and a computer aided dispatch system to internalize the dispatch function. It would also require local hardware to support both systems, including up to five additional consoles for dispatch.

Implementation of a records management system, in particular, would be a significant undertaking as the City and RCMP would be required to develop and implement a data migration plan. Once transitioned, the MPS would not have access to RCMP data in PROS. The MPS would share information with other jurisdictions through electronic bulletins, and could consider business intelligence software that facilitates secure collaboration on investigations.

Summary of Analysis

The following tables summarize the analysis of the two policing services delivery model options based on the discussion presented previously in this report.

Summary of Options Assessment

Criteria	1. RCMP Contract	2. Municipal Police Service (MPS)
Oversight and Governance		
1. Municipal control and decision making	◉ Council sets priorities, approves budget and influences appointment of Officer in Charge. Local Detachment receives additional priorities from K Division	● Council would appoint a Commission to oversee Policing Services, but would still approve the budget. The Commission would hire the Police Chief
2. Liability and risk	◉ No change from current state: RCMP has liability and risk for policing; City has liability and risk for CPOs and operational support. Many costs of major events is shared across municipalities served by K Division	○ The City would have full liability and risk associated with Policing Services and would absorb the full cost of major events at the time of their occurrence
3. Accountability	◉ RCMP Detachment is accountable to the City as a service provider through the contract but has line accountability to K Division	● The City, through a Police Commission, would be able to establish clear accountabilities, including accountability to meet levels of service, and full accountability for costs
Operating and Capital Costs		
4. Resource sharing	● Seamless sharing of services and assets currently exists within the RCMP	○ Sharing of services and assets would be possible with some limitations, but the City would need to internalize some key services

Criteria	1. RCMP Contract	2. Municipal Police Service (MPS)
5. Service delivery optimization for efficiency	◉ Working with the RCMP, the City has some ability to determine how policing services are delivered	● The City, through a Commission, would have has full ability to determine how policing services are delivered
6. Economy of services	◉ The RCMP contract is subsidized by 10%. The RCMP have significant purchasing power	○ Reviews by other municipalities have shown municipal police services to cost more. The Review estimates that the City could pay 17% more for Policing Services under an MPS
Operations Management		
7. Specialized training and resources	● The RCMP has timely access to specialized units, training and resources at no incremental cost	◉ The City would have access to specialized units, training and resources at a cost with possible delays on some services such as training
8. Service delivery optimization for effectiveness	◉ City is able to work with the RCMP to improve service effectiveness to an extent. RCMP policies or systems limit the ability to explore full adoption of a tiered policing model	● An MPS would have fewer restrictions on exploring service effectiveness opportunities
9. Level of service	◉ The RCMP does not set and manage to service level standards and are challenged to deliver the staff complement requested by the City	● The City is able to set and manage to service level standards, but may be challenged to fill resource vacancies needed to meet standards

Summary of Transition Considerations

Criteria	Considerations for a Municipal Police Service
1. One-time transition and capital costs	There would be significant capital and one-time costs associated with procuring fleet, equipment and information technology, and associated with training, implementing operating model and managing the transition. This Review estimates transition costs could be $12 million.
2. Time to implement	A transition could take three to four years to plan and execute. The RCMP contract requires two years termination notice.

Criteria	Considerations for a Municipal Police Service
3. Labour relations	A transition would requires hiring and training new staff, negotiating a collective agreement, and managing change. It would also require additional human resource capabilities and benefits.
4. Public perception	The public may be concerned about the transition and operating costs, but may also view the change positively if they perceive that it will have a significant impact on public safety and crime.
5. Infrastructure and data	Many assets would transfer to the City at the time of transition, however, it would still need to purchase equipment and some vehicles. The largest investments would be in acquiring additional dispatch capability, establishing a common radio system across police and CPOs, and a records management system. An MPS would need to address data migration from PROS.

Appendix 1 – Service Review Evaluation Framework

	Economy	Efficiency	Effectiveness	Fairness	Environment
City Definition	The cost of acquiring the service inputs that are used to generate desired outputs.	Efficiency is about using each resource optimally, delivering services in a timely manner, and 'doing things right".	The achievement of outcomes in alignment with the City's Strategic Plan, department objectives, and "RISE" principles. Effectiveness is about achieving organizational goals, meeting stakeholder expectations, and 'doing the right things".	The fairness of outcomes. Fairness is not about everyone having the same things – it's about everyone having what they need, when they need it.	The impact on the context in which the City operates in terms of the short-to-medium term effects as well as long term sustainability.
Criteria	A. Policing service input costs grow with inflation and the City's population growth, and are comparable with those of other municipalities.	B. The policing service model promotes an efficient use of resources to deliver services as compared to policing services in other municipalities, and over time.	C. Policing services result in a safer community over time and when compared to other municipalities.	D. Citizens have the policing services that they require.	E. Policing Services contribute to the City's desired community and social outcomes.
1. Overall	Overall service cost per capita (over time and benchmarked)	Per capita FTEs overall and by category (over time and benchmarked)	Weighted clearance rate per capita (over time and benchmarked)	Public perceive the City to be safe (absolute and over time)	Design of policing services and priorities reflect the City's outcomes and strategic priorities
			Total criminal crimes per capita (over time and benchmarked)	Public are satisfied with their policing service experience (absolute)	
			Crimes against persons per capita (over time and benchmarked)		

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	Economy	Efficiency	Effectiveness	Fairness	Environment
			Property crimes per capita (over time and benchmarked)		
			Serious and fatal traffic accidents per capita (over time and benchmarked)		
			Simple traffic accidents per capita (over time and benchmarked)		
			Youth crime per capital (over time and benchmarked)		
			Weighted clearance rate (over time and benchmarked)		
			Crime severity index (over time and benchmarked)		
2. People & Structure	Average salary (by category of employee—uniformed member, municipal employee, CPO, etc.) (over time and benchmarked)	Population served per FTE (1 / per capita FTE) (by category of employee) (over time and benchmarked)			
	Training costs per FTE (over time and benchmarked)				
3. Process & Delivery	Fleet operating costs per unit (over time and benchmarked)	Criminal record and vulnerable sector checks per applicable FTE (over time and benchmarked)	Policing management perceive policing services to be effective	Policing services meet stated service levels (e.g., response times) (absolute and over time)	

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	Economy	Efficiency	Effectiveness	Fairness	Environment
	Vehicles per FTE (over time and benchmarked)	Service call volume by priority per applicable FTE (over time and benchmarked)	Community stakeholders perceive policing services to be effective	Number of complaints received per capita (over time and benchmarked)	
	Facility costs per FTE(over time and benchmarked)	Complaint volume per applicable FTE (over time and benchmarked)	Policing services are comparable to those offered by other municipalities	Average processing times for criminal record and vulnerable sector checks	
	Administration and support costs per FTE (over time and benchmarked)	Traffic violation tickets issued per applicable FTE (over time and benchmarked)	Assessment of effectiveness of policing methods employed as available in literature	Average response times by priority type (over time and benchmarked)	
	Administrative and support costs as a percentage of service budget (over time and benchmarked)	Bylaw violations issued by FTE (over time and benchmarked)	The City collaborates with policing services community partners to meet the needs of citizens.		
		Criminal code case burden by FTE (over time and benchmarked)			
4. Information Technology	ICT costs per FTE (over time and benchmarked)				
5. Regulation & Policy			Council & City priorities are reflected in policing plans		Design of policing services and priorities reflect the City's outcomes and strategic priorities
			Council & City priorities are reflected in the allocation of police resources		

	Economy	Efficiency	Effectiveness	Fairness	Environment
			Council and Administration receive reporting on the effectiveness of policing services and progress against priorities		

Appendix 2 – Satisfaction Survey

Overview

Using KPMG's internal survey tool, a short quantitative survey[5] was developed to collect the perspectives from citizens on service performance. The survey focused on citizens' experiences with Policing Services. The survey was initially designed with the City's input and tested with up to 10 residents for ease of completeness.

The survey was conducted by two means: walk-ins and call-ins. Participants were either citizens that visited the Red Deer City detachment asking for services, such as criminal records check, police certificate, and report of a crime; or citizens who called the non-emergency RCMP.

Results

Results from both versions of the survey are summarized in the table below.

	No opinion	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree
I received the service I requested, or was referred to a more appropriate service provider.	3%	83%	8%	0%	7%
The staff member treated me with respect and fairness.	1%	91%	3%	0%	5%
The staff member was helpful and knowledgeable.	1%	89%	5%	0%	6%
The staff member helped me resolve my issue.	16%	65%	11%	1%	7%
The staff member told me what would happen next.	5%	80%	6%	5%	6%
The staff member clearly explained procedures and requirements.	11%	71%	10%	2%	6%
I was satisfied with the time it took to receive service.	3%	84%	7%	1%	7%
Overall, I am satisfied with the services I received.	1%	88%	4%	1%	6%
Average	**5%**	**81%**	**7%**	**1%**	**6%**

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[5] The survey was not intended to be statistically significant, but rather, another form of input to help assess the City's Policing Services.

Appendix 3 – Stakeholder Engagement

KPMG engaged the following stakeholders during the Policing Review:

City of Red Deer - Steering Committee

Paul Goranson, Director of Protective Services	Scott Tod, Municipal Police Manager
Joanne Parkin, Revenue and Assessment Services	Karen Smilar, Divisional Strategist, Corporate Services

City of Red Deer –Advisor to Steering Committee

Tracey McKinnon, Corporate Controller	

City of Red Deer – Interviewees

Jeremy Bouw, Divisional Strategist	Bart Rowland, Acting Municipal Policing Services Superintendent
Kandice Cuthbert, Municipal Policing Services Supervisor	Jesse Smith, Divisional Strategist
Holly Guenther, Municipal Policing Services Supervisor	Randy Smith, Operational Enforcement Officer
Tricia Hercina, Social Planning Manager	Dean Stengler, Supervisor of IT Services (Operations)
Dan Newton, Manager of IT Services	Jason Taylor, Divisional Strategist
Nicole Puttee, Municipal Policing Services Supervisor	Doug Toepfer, Business Support Applications Coordinator
Tracy Robertson, Administrative Clerk	Ky-Lee Wilson, Executive Assistant

Red Deer RCMP Detachment

Gerald Grobmeier, Officer in Charge	Jeff McBeth, Operations Officer (Acting)
Dean LeGrange, Operations Support Officer	Jay Peden, Operations Support Officer (Acting)

RCMP K Division

Mike Good, Officer in Charge, Operations Strategy Branch	Scott Merrithew, Officer in Charge, Policing Agreement Section
Raj Gill, Chief Superintendent, Administration and Personnel Officer	Shane Ramteemal, Inspector

Alberta Justice and Solicitor General

Bill Sweeney, Senior Assistant Deputy Minister, Director of Law Enforcement	Marlin Degrand, Executive Director, Law Enforcement and Oversight Branch

Red Deer Community Stakeholders

Alberta Health Services	Red Deer Citizens on Patrol
Central Alberta Co-op, Loss Prevention Officer	Red Deer High Risk Working Group / Government of Alberta
Central Alberta Crime Prevention Centre	Red Deer Neighborhood Watch
Central Alberta Crime Stoppers	Red Deer Primary Care Network - Police and Crisis Team
Crown Prosecutor	Red Deer Public School District
Heritage Assessment and Counselling Services	Red Deer Youth Justice Committee
John Howard Society of Red Deer	Strengthening Positive Assets and Resiliency in Communities
Red Deer Area Domestic Violence Collaborative Program	Turning Point Society of Central Alberta
Red Deer Catholic Regional Schools	Vantage Community Services

Appendix 4 – Comparator Municipality Information

Except for columns noted as coming from Statistics Canada (StatsCan), information shown was provided by the jurisdictions for the Service Review in response to an information request. Not all selected municipalities provided data in response to the information request. Data that was provided from comparator municipalities was used as it more accurately conformed to definitions used for this Review. For example, Statistics Canada data on the number of officers likely reflects budgeted positions and vacancies. The data used for the Review was based on actual Full Time Equivalents (FTEs). In Red Deer's case, the difference between these two sources is significant (i.e., 155 FTEs as provided by the City, and 179 officers as provided by Statistics Canada).

Municipality	Population	Police Service Provider	Police Service FTEs	Police Officer FTEs	Non-Police FTEs including CPOs	Police Officers (StatsCan)	2018 Total Cost (in millions)	2018 Cost Per Capita	Crime Severity Index 2018 (StatsCan)
Red Deer	**100,610**	**RCMP**	**248**	**155**	**93**	**179**	**$38.3**	**$380**	**169.8**
Medicine Hat	65,426	Municipal	n/a	n/a	n/a	107	$24.5	$374	158.7
Grande Prairie	67,085	RCMP	n/a	n/a	n/a	100	$28.7	$429	86.3
RMWB	71,905	RCMP	n/a	n/a	n/a	147	$44.5	$619	172.7
Lethbridge	99,769	Municipal	237	172	65	168	$37.3	$374	93.7
Strathcona County	103,030	RCMP	n/a	n/a	n/a	88	$25.1	$244	57.2
Langley	154,867	RCMP	283	195	88	203	$46.2	$298	128.6
Richmond	216,300	RCMP	n/a	n/a	n/a	229	n/a	n/a	89.5
Halifax	424,931	Integrated	n/a	n/a	n/a	533	n/a	n/a	67.3
Surrey	569,065	RCMP	n/a	n/a	n/a	784	$161.1	$283	80.3
Edmonton	1,004,947	Municipal	2,590	1,954	636	1,882	$491.1	$489	85.8
Calgary	1,267,344	Municipal	2,840	2,097	743	2,006	$521.2	$411	89.5

Source for FTEs: Responses to KPMG data request and publicly-available financial reports

Source for population: Civic census from municipal websites for Lethbridge and Calgary. Civic census from municipal website for Red Deer interpolated for 2018. Alberta Regional Dashboard for remaining Alberta municipalities. Province of BC population estimates for Langley. Canadapopulation2019.com for Halifax.

Source for StatsCan data: Statistics Canada

Appendix 5 – Service Evaluation

KPMG evaluated the policing services against the criteria of the Value Framework, considering the impact of changes that resulted from the 2011 recommendations. This section represents KPMG's understanding of the current state of the City's policing services. Indicators that relate to the evaluation criteria are shown along with KPMG's observations and a rating of whether or not the indicator suggests the City's current policing model generally supports, partially supports or does not support the criteria.

The table below displays a high-level summary of observations for each indicator. The findings are based on information collected from various sources, including directly from the City and comparator municipalities and from Statistics Canada. Data collected directly from the City and the participating comparator municipalities often include statistics from 2016 to 2018. At the time of this analysis, 2017 data was the most recent year for which Statistics Canada data was available.

Indicators	Observations	Rating
Economy		
The City's overall service cost per capita does not increase over time and is comparable to other municipalities.	The City's inflation-adjusted service costs per capita have not materially changed over the last three years, and are in line with the average of municipal comparators.	Generally supports criterion 🟢
Average salary (by category of employee—uniformed member, municipal employee, CPO, etc.) does not increase beyond inflation over time and is comparable to other municipalities.	The City's inflation adjusted average salaries increased by 6% for Operational Support employees from 2016 to 2018. The average salary for RCMP members did not materially change from 2016 to 2017. Salary data for the comparator municipalities was not available.	Partially supports criterion 🟡
Training costs per FTE does not increase beyond inflation over time and is comparable to other municipalities.	The total inflation adjusted training costs[6] per FTE for all policing services decreased by 21% from 2016 to 2017. Training costs per RCMP FTE decreased from $1,878 to $1,506 from 2016 to 2017, and training costs per Operational Support employee FTE decreased from $1,037 in 2016 to $770 in 2017. Red Deer's training costs per all FTEs in 2017 at $1,223 were higher than 2018 training costs for Edmonton and Calgary ($865 and $641 respectively).	Partially supports criterion 🟢

[6] Training costs do not include costs associated with Depot

Indicators	Observations	Rating
Fleet operating costs per unit do not increase beyond inflation over time and are comparable to other municipalities.	The inflation adjusted fleet operating costs per vehicle for Red Deer Policing Services (RCMP and City vehicles) increased by 7% from 2016 to 2017. Of the three municipalities for which the Review was able to compare fleet operating costs (Calgary, Edmonton, and Red Deer), Red Deer had the highest fleet operating costs per vehicle; 13% higher than the average costs for Calgary and Edmonton.	Does not support criterion 🔴
Vehicles per FTE does not increase over time and is comparable to other municipalities.	The total number of vehicles per FTE used by the policing services grew slightly 2016 to 2018 (0.33 per FTE to 0.35 per FTE). In 2018, Red Deer had a comparable number of vehicles per FTE as Edmonton (0.32) and a lower number of vehicles than Calgary (0.53)	Partially supports criterion 🟡
Facility costs per FTE does not increase over time and is comparable to other municipalities.	The City's inflation adjusted facility costs per FTE decreased from both 2016 to 2017 and from 2017 to 2018. Of the select comparator municipalities for which facility cost data was available (Calgary, Edmonton, Lethbridge, Langley, and Red Deer), Red Deer had the second lowest facility cost per FTE in 2018. Red Deer's facility cost per FTE in 2018 at $2,197 is lower than the average facility cost (of available comparators), which was $3,972 (2018).	Generally supports criterion 🟢
Administration and support costs per FTE does not increase over time and is comparable to other municipalities.	The City's inflation adjusted administration and support costs per applicable FTE[7] decreased by 18% from 2016 to 2017 and again by 8% from 2017 to 2018[8]. Comparable data from other municipalities was not available.	Generally supports criterion 🟢
Administrative and support costs as a percentage of service budget do not increase over time and are comparable to other municipalities.	Administrative and support costs as a percentage of overall service budget decreased from 2016 to 2018 (from 11.6% to 10.9%)[9]. Comparable data from other municipalities was not available.	Generally supports criterion 🟢

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[7] Applicable FTE = RCMP + CPO

[8] Participating comparators did not provide detail expenses in a way that would allow for a meaningful comparison

[9] Same as above

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| Indicators	Observations	Rating
ICT costs per FTE does not increase over time and is comparable to other municipalities.	The City's inflation adjusted ICT costs per CPO and RCMP FTE increased by 5% from 2016 to 2018. In 2017, the City of Red Deer's ICT costs per applicable FTE were slightly higher than those of Edmonton ($4,236 compared to $3,456), but significantly less than those of Calgary ($9,469).	Partially supports criterion 🟡
Efficiency		
Per capita FTEs overall and by category does not increase over time and is comparable to other municipalities. Or Population served per FTE (1 / per capita FTE) does not decrease over time and is comparable to other municipalities.	Red Deer's Operational Support employee FTEs per 100,000 residents have decreased in each of the last two years, by 5% from 2016 to 2017 and by 4% in 2017 to 2018. Red Deer RCMP FTEs per 100,000 residents increased from 133 to 155 from 2016 to 2017, and remained at 155 from 2017 to 2018. Red Deer total FTEs per 100,000 residents have grown from 235 to 251 in 2016 – 2017, but decreased to 247 in 2018. Among selected comparator municipalities, Red Deer had the second highest value for 2018 total FTEs per 100,000 residents, which was 247, compared to 258, 238, 224, and 183 for Edmonton, Lethbridge, Calgary, and Langley respectively.	Partially supports criterion 🟡
Criminal record and vulnerable sector checks per applicable FTE does not decrease over time and is comparable to other municipalities.	The number of criminal record checks per applicable FTE in Red Deer (Police records Management FTE) decreased from 2016 to 2018, from 7.5 to 6.1. The number of vulnerable sector checks per applicable FTE in Red Deer decreased slightly from 2016 to 2018, from 28.3 to 27.8 vulnerable sector checks per applicable FTE. Comparable data from other jurisdictions was not available.	Partially supports criterion 🟡
Service call volume by priority per applicable FTE (RCMP member) does not decrease over time and is comparable to other municipalities.	The City's emergency service call volumes per RCMP member decreased by 25% from 2016 to 2017 and then by 5% from 2017 to 2018. This decrease in emergency service calls was largely replaced by non-emergency calls. In 2017, Red Deer had the highest emergency service call volumes per applicable RCMP member of select comparator municipalities at 156.6, compared to 70.3, 99.8, and 52.4 emergency calls per FTE for Edmonton, Calgary, and Langley, respectively. Comparator data for 2018 was not received.	Generally supports criterion 🟡

Indicators	Observations	Rating
Complaint (non-emergency) volume per applicable FTE (RCMP member and CPO) does not decrease over time and is comparable to other municipalities.	The City's non-emergency service call volumes per applicable RCMP member and CPO increased by 18% from 2016 to 2017 and then again by 1% from 2017 to 2018. In 2017, Red Deer had the lowest non-emergency service call volumes per RCMP member and CPO of select comparator municipalities at 124.3, compared to 239.0, 162.8, and 196.6 complaint calls per FTE for Edmonton, Calgary, and Langley, respectively. Comparator data for 2018 was not received.	Does not support criterion 🟡
Traffic violation tickets issued per applicable FTE does not decrease over time and is comparable to other municipalities.	Traffic violation tickets issued per RCMP member and CPO increased by 55% from 2016 to 2018 (note: 2017 had the highest rate of tickets issued per FTE of the three years). CPO data was not received to allow comparison with other jurisdictions.	Generally supports criterion 🟢
Bylaw violations issued by FTE does not decrease over time and is comparable to other municipalities.	According to data provided by the City, CPOs issued nearly 90% of total bylaw violations tickets in 2017 and 2018. There was a marked increase in tickets issued per CPO between 2017 and 2018. On average, CPOs issued 20 tickets per FTE in 2017 as compared to 60 tickets per FTE in 2018. Data prior to 2017 and comparable data from other jurisdictions was not available.	Generally supports criterion 🟢
Criminal code case burden per applicable FTE[10] does not decrease over time and is comparable to other municipalities.	The total number criminal cases per applicable FTE (RCMP) in Red Deer decreased by 2% from 2016 to 2017 [44]. In both 2016 and 2017, Red Deer had the highest rate in new criminal code cases per Officer of any of the comparator municipalities. Red Deer's criminal case burden per FTE was 114 in 2017, while the average was 60.7 (2017).	Generally supports criterion 🟢
Effectiveness		
Weighted clearance rate increases over time and is comparable to other municipalities.	The City's weighted clearance rate decreased each year from 2014 to 2017 [6], from 23.2 down to 19.4, then increased to 22.8 in 2018. The City's violent clearance rate also decreased from 2014 to 2017, from 48.1 to 45.1, then increased to 53.2 in 2018. Red Deer's weighted clearance rate of 22.8 in 2018 is lower than the average weighted clearance rate of comparator municipalities at 32.8 in 2018.	Does not support criterion 🔴

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[10] Sworn Officers

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Indicators	Observations	Rating
Total criminal crimes per capita decreases over time and is comparable to other municipalities.	The City consistently had higher criminal code crimes per capita than the average of the comparator municipalities from 2014 to 2018. In 2018, the total criminal code crimes per 100,000 residents in Red Deer was almost 2.5 times more than the comparator average. In 2018, while the City's per capita criminal code crimes are higher than the average of other municipalities, the total number of criminal code crimes decreased by 23%.	Does not support criterion 🔴
Crimes against persons per capita decreases over time and is comparable to other municipalities.	Red Deer consistently had the highest crimes against persons per capita of the comparator municipalities from 2014 to 2018. Red Deer's crimes against persons per capita in 2018 was 27.3, while the average was 13.4 in 2018. However, crimes against persons in Red Deer decreased annually from 2014 to 2018, with the largest decrease (7.3%) occurring from 2017 to 2018. [44]	Partially supports criterion 🟡
Property crimes per capita decreases over time and is comparable to other municipalities.	The City of Red Deer consistently had the highest rates of property crime per capita of the comparator municipalities from 2014 to 2018. The City's per capita property crimes in 2018 was 0.12, which is higher than the average of the comparator municipalities at 0.05. The City saw an annual increase in the number of property crimes per capita from 2014 to 2017 (13,041 – 16, 871), followed by a slight decrease in 2018 (12,172). [44]	Does not support criterion 🔴
Serious and fatal traffic accidents per capita decreases over time and is comparable to other municipalities.	Red Deer's serious and fatal traffic accidents per capita went down 15% from 2016 to 2018. Red Deer ranked the lowest out of the comparator municipalities (Red Deer, Lethbridge, Medicine Hat, Edmonton, Calgary, and Langley) in the lowest number of serious traffic accidents per capita in 2018. Red Deer had 93 serious and fatal traffic accidents per capita, while the average was 750.6.	Generally supports criterion 🟢
Minor simple accidents per capita decrease over time and are comparable to other municipalities.	The number of simple traffic accidents per capita in Red Deer increased by 22% from 2016 to 2018. Red Deer ranked 3rd out of 6 comparator municipalities (Lethbridge, Medicine Hat, Edmonton, Calgary, and Langley) in the lowest number of simple traffic accidents per capita in 2017. Red Deer's rate of simple traffic accidents per capita (2,832 in 2018) is lower than the average (15,187 in 2018).	Partially supports criterion 🟡

Indicators	Observations	Rating
Youth crime per capita decreases over time and is comparable to other municipalities.	Red Deer's number of youth crimes per capita decreased by 30% from 2015 to 2016, and then again by 17% from 2016 to 2017. In 2017, Red Deer had the fourth lowest rates of youth crime of the comparator municipalities [44].	Generally supports criterion 🟢
Crime severity index decreases over time and is comparable to other municipalities.	From 2013 to 2017, the crime severity index in the City increased each year (from 159 – 222). However, in 2018 the crime severity index decreased to 170. In 2013, 2016 and 2017, the City had the highest crime severity index number amongst the comparator municipalities. In both 2016 and 2017, the City's crime severity index was more than 2 times the average of the comparator municipalities [6]. In 2018, Red Deer's crime severity index of 170 was higher than the average of the comparator municipalities, at 101.	Does not support criterion 🔴
Policing management perceive policing services to be effective	Red Deer's policing management indicated that, due to environmental factors, it is hard to objectively determine how effective Policing Services is. However, they perceive that the effectiveness of the City's crime reduction initiative, Project Pinpoint, and the greater policing presence, particularly in the downtown core, has been increasing the overall effectiveness of Policing Services.	Partially supports criterion 🟡
Community stakeholders perceive policing services to be effective	Red Deer's community stakeholders generally perceive policing services to range from moderately effective to effective, with some areas for improvement [69]. A common comment during the community stakeholder sessions that were held during this Service Review, was that the effectiveness of policing services is often officer dependent; the majority of officers who interact with community stakeholder are effective but there are currently a number of officers who are perceived to be less effective than others. Generally, community stakeholders felt that relationships with the community partners were not as strong today as they had been in recent years.	Partially supports criterion 🟡
Policing services are comparable to those offered by other municipalities	The Policing Services offerings in Red Deer are generally comparable to those offered by other municipalities. However, differences do exist in the service delivery methods. For example, Red Deer does not utilize privatized or outsourced services as extensively as other municipalities (e.g. outsourced criminal record checks). On the other hand, Red Deer appears to be stronger than many at the use of data and analytics.	Generally supports criterion 🟢

Indicators	Observations	Rating
Assessment of effectiveness of policing methods employed as available in literature	The 2019-2020 Annual Policing Plan of the City of Red Deer is partially aligned with the City's community policing style. It has included objectives related to strengthening the relationship between police and communities, such as using proactive approaches, increasing citizens' involvement to reduce and prevent crime, and delivering a positive service experience. Conversations with community stakeholders revealed that, although the relationships with local community organisations are still relatively good, they have weakened in recent years. Other key trends in policing literature speak to the use of intelligence-led policing, which the City uses, and the use of technologies, which the City is currently investigating. Service levels and performance management remain important practices in literature on key policing trends, but are not utilized in Red Deer.	Partially supports criterion 🟡
The City collaborates with policing services community partners to meet the needs of citizens.	Community stakeholders generally expressed that there was not enough collaboration between policing services and community partners. Many stakeholders agreed that they would like to see a movement towards a more community-based crime prevention strategy that addresses the social and environmental causes that lead to increases in crime rates, rather than simply an increase in policing [69]. At the same time, many community stakeholders expressed that they have had consistent positive interactions with many of the City's officers and policing staff, and that there are currently some very good relationships between Policing Services and community stakeholders that are benefiting residents. Stakeholders also felt that they used to be consulted more closely on the design of the Annual Policing Plan priorities, and would like to have more opportunities to share their opinions on policing to the appropriate audiences [69].	Partially supports criterion 🟡
Council & City priorities are reflected in policing plans	City and RCMP staff indicated that Council is increasingly involved in the development of policing priorities since 2014, and is now very involved in the development of policing priorities. The RCMP develop initiatives annually to address the City's priorities, which are captured in the Annual Policing Plan. The language in the Annual Policing Plan is agreed upon by Council and the RCMP. The Chief District Officer is required to sign off on the Annual Policing Plan. The RCMP reports back to Council quarterly on the progress towards meeting the objectives were set to address City priorities.	Generally supports criterion 🟢

Indicators	Observations	Rating
Council & City priorities are reflected in the allocation of police resources	City and RCMP staff indicated that Council approves FTE numbers on an annual basis. The RCMP allocates new FTEs granted by the City to specific units that address Council priorities.	Generally supports criterion 🟢
Council and Administration receive reporting on the effectiveness of policing services and progress against priorities	According to City employees, there is a quarterly report to council on progress towards goals set out in the Annual Policing Plan as well as updates on crime statistic.	Generally supports criterion 🟢
Fairness		
Public perceive the City to be safe (absolute and over time)	According to the results of a 2018 community survey, crime was the most important local issue for residents and was rated as the highest "priority for the City to address", scoring higher in both categories than in any of the previous 8 surveys [46].	Does not support criterion 🔴
Public are satisfied with their policing service experience (absolute)	According to the results of a 2018 community survey, residents were generally satisfied with the quality of policing services: 82% of respondents said they were either "very satisfied" or "somewhat satisfied" while 18% said that they were either "not very satisfied" or "not at all satisfied" [46]. However, this 82% satisfaction rate is tied (with the 2008 survey) for the lowest satisfaction level for policing services in the last 11 surveys.	Partially supports criterion 🟡
Policing services meet stated service levels (e.g., response times) (absolute and over time)	According to City employees, service levels are not fully established or tracked, and there is currently no good statistical tracking system against level of service.	Does not support criterion 🔴
Number of complaints about policing received per capita decreases over time and is comparable to other municipalities.	The City's complaint volumes per capita decreased significantly in both 2017 and 2018. In 2018, the City's complaints per capita were the lowest of the select comparable municipalities (Edmonton, Calgary, and Langley) for which data was available.	Generally supports criterion 🟢

Indicators	Observations	Rating
Average processing times for criminal record and vulnerable sector checks decrease over time.	Policing staff mentioned anecdotally that criminal record and vulnerable sector checks in Red Deer take between 3 to 4 weeks to be returned. Recent survey results [70] did not indicate that citizens were dissatisfied with the processing times.	Does not support criterion 🔴
Average response times by priority type do not increase over time and are comparable to other municipalities.	Employees indicated that this information is currently not tracked effectively by the RCMP or the City. While there was a system set in place to track this information, it is not being followed consistently. City employees indicated that there were no key performance indicators present that relate to service levels. Other jurisdictions (e.g. Edmonton) set target response times and use technology to help track emergency call response times by priority type.	Partially supports criterion 🟡
Environment		
Design of policing services and priorities reflect the City's outcomes and strategic priorities	The current design of policing services and priorities does not reflect the City's outcomes and strategic priorities. Leading practices [10], and feedback from local community groups [69] agree that to address crime, a community-based, prevention-oriented approach is more effective than an increase in police officers focused on increasing traditional enforcement.	Does not support criterion 🔴

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Appendix 6 - Police Service Models

The following is a description of the two most common models through which local policing services are delivered in Alberta:

1. **Municipal Police Services**, wherein a municipality establishes its own police force;
2. **Contracted Policing**, where a municipality contracts another provider, typically the RCMP or a regional police service, to deliver Policing Services.

1. Stand-alone Police Services

According to Section 27(1) and 28(1) of the *Police Act* [49, p. 23], when a municipality decides to establish a standalone municipal police service, it is mandatory that the City Council must create a police commission. Specifically, the *Police Act* [49, p. 23] states:

> 27(1) A municipality that has assumed responsibility for establishing a municipal police service under section 4(2)(d) or (5)(c) shall establish and maintain an adequate and effective municipal police service under the general supervision of a municipal police commission.

> 28(1) A council, other than one that is party to an agreement entered into under section 22 or 24, that (a) has a municipal police service, or (b) has the approval of the Minister to establish a municipal police service, shall establish a police commission.

According to Statistics Canada [71], in 2017, there were 141 stand-alone Police Services at the municipal level across Canada. Examples of municipalities in Alberta with their own policing services include Calgary, Camrose, Edmonton, Medicine Hat, Lethbridge, Lacombe, and Taber.

Municipal Police Commission

As stated by Section 28(2) of the *Police Act* [49, p. 23], the Council is responsible for appointing the members and defining the rules that govern the commission. In addition, Section 29(3) [49, p. 27] indicates that the Council is responsible for establishing the total budget for Police Services and Section 31(7) [49, p. 29] states that the Council is liable for any legal liability incurred by the Police Commission.

However, as stated in Section 31(5), where a Municipal Police Commission exists, City Council must not:

> (a) perform any function or exercise any power in respect of the police service that the commission is empowered to perform or exercise, or (b) issue any instructions to a police officer. [49, p. 29]

According to Section 29(1) and 31(1) of the *Police Act* [49, pp. 27,28], the Municipal Police Commission is responsible for preparing budgets and strategic plans in consultation with the Chief of Police, and for allocating financial resources provided under the budget. The Municipal Police Commission is also responsible for defining and implementing policies to provide efficient and effective Police Services, providing directions for Police Services, and ensuring that enough human resources exist to carry out strategic and operational police plans. Specifically, the Alberta Policing Oversight Standards for Municipal Police Commissions [72] establishes that a Police Commission must carry out its responsibilities as follows:

- Elect, from amongst its members, a Chair and one or more Vice Chairs;

- In consultation with the Chief of Police produce an estimated budget and yearly plan specifying the level of police service and programs to be provided in respect of the municipality, and shall submit those estimates and plans to the council;

- Allocate and monitor the budgeted funds that are provided by council;

- Assist the Chief of Police in establishing policies providing for efficient and effective policing;

- Issue instructions, as necessary, to the Chief of Police in respect of the established policies;

- Determine that sufficient persons are employed for the police service to carry out its functions;

- Appoint a Chief of Police, subject to the ratification of the municipal council; and

- Appoint a Public Complaint Director to fulfil the duties set out in the Police Act.

In putting into place effective policies regarding the role and responsibilities of the Municipal Police Commission, municipalities should establish a Police Commission Policy and adopt the recommendations of the Companion Guide to the Sample Policy Manual [73].

In summary, the Council has the power to establish the police commission and appoint its members and the Council is liable for any legal liability incurred by the Police Commission. Nevertheless, the Police Commission is independent and is only responsible for issuing directions to the Police Services through the Chief of Police.

2. Contract Policing

Most municipalities that contract policing services do so with the RCMP per the *Police Act*:

- Municipalities may enter into a Municipal Policing Agreement with the RCMP to provide municipal Policing Services (*Police Act* Section 22(3)). This is the most common municipal policing model in Alberta [54, p. 13].

Policing Committees

Under the RCMP contracting model, the City Council "may establish a Policing Committee" for the purposes of governance and oversight (*Police Act* Section 23(2)). If a Policing Committee is not established, Council itself oversees the contracted services.

Similar to Municipal Police Commission, the Alberta *Police Act* [49, p. 20] establishes that City Council is responsible for appointing Policing Committee members and defining the rules that govern the committee (*Police Act* Section 23(3)) by creating a corresponding bylaw. In addition to a bylaw, the implementation of a Policing Committee policy manual is highly recommended to further establish the "rules" by which the Policing Committee operates [64, p. 2]. In doing so, municipalities adopt the recommendations of the Alberta RCMP Policing Committee Handbook [64].

As suggested in Section 24(14) of the Alberta *Police Act* [7], the Policing Committee is responsible to:

> (a) oversee the administration of the agreement made under section 22,(b) assist in selecting the officer in charge,(c) represent the interests of the council to the officer in charge, (d) in consultation with the officer in charge, develop a yearly plan of priorities and strategies for municipal policing, (e) issue instructions to the officer in charge respecting the implementation and operation of the yearly plan, (f) represent the interests and concerns of the public to the officer in charge, (g) assist the officer in charge in resolving complaints, and (h) appoint a Public Complaint Director.

Policing Advisory Committees

In order to provide additional oversight, some municipalities establish a less formal body known as Policing Advisory Committee or Community Consultative Groups. The Policing Advisory Committees have a more specific scope than the Policing Committees and is defined by the municipalities in consultation with the local RCMP detachment. The scope of a Policing Advisory Committee might include working collaboratively to establish Annual Performance Plans and supporting the provision of policing in the municipality. For example, Police Advisory Committee of Red Deer County aims to enhance the relationships between the community, the RCMP and local government [74]. Models of Policing Advisory Committees are diverse, including the formation of a non-profit society (as in the Town of Olds), ad-hoc committees, and appointments by the Detachment Commander [59].

Appendix 7 – Significant Financial Assumptions

This appendix outlines the significant assumptions used to estimate the costs of transitioning to and operating an MPS that were agreed to by the City.

Financial estimates contained in this report are based on assumptions current as of October 2019 and are outlined in this appendix. Estimates must be considered in light of the reasonability of their underlying assumptions. Actual results will be different from estimates and differences may be material. The estimates are intended to meet the requirements of this Review and are suitable for assessing the potential feasibility of alternative policing models. Estimates should be considered indicative in nature with an accuracy in the range of - 30% to + 50%.

Costs used for this analysis are 2017 actual costs provided by the City and 2018 actual costs provided by the RCMP. The most recent costs available from the RCMP at the time of the information request were those from the RCMP's fiscal year ending March 31, 2018. Nine months of these costs overlapped with the City's 2017 fiscal year. As such, RCMP 2018 costs were added to the City's 2017 costs to create a composite set of annual costs suitable for analysis. Cost estimates have not been inflated to reflect the potential costs at the time of transition. For illustrative purposes, Appendix 8 provides an estimate of overall costs if the transition were to occur in 2023, accounting for assumed inflation.

The City removes depreciation from its costs of Policing Services. Depreciation costs would be part of the total cost of policing and have been added back for this analysis.

General Assumptions

1. For analysis purposes, the City would maintain the level of service as provided by under the current model.

2. Delivering the current level of service would require maintaining the 2018 complement of RCMP officers (155 full-time equivalents) to perform those policing functions currently performed by the City of Red Deer RCMP Detachment.

3. There would be no change to the number of CPOs and operational support staff currently paid for by the City for the services currently performed.

4. Capital amounts currently expensed (e.g., vehicle purchases and changeovers, and some equipment) would be capitalized and depreciated.

5. The assumed allocation of responsibilities for service delivery for the purposes of this initial assessment is documented as part of the description of Option 2: Municipal Police Service in the body of this document. Alternative allocations may become apparent should the City proceed with the development of a target operating model for Policing Services under this option.

Additional Services and Capabilities

1. Under an MPS, the City would require additional staff or external service providers to perform activities that are currently delivered by the RCMP regionally and included within their contract. These services and the assumptions associated with them are listed in the table following.

Service	Operating Cost Assumptions
Communications and dispatch for priority calls	13 FTEs to staff three additional work stations 24 hours a day
	Dispatch software with annual license fees totalling $100,000
	Telecommunication costs totalling $6,000 per year
	Depreciation of dispatch software implementation, communications workstations and telecommunication installation totalling $196,500 per year
Internalized or enhanced specialized services (forensics, major crimes, emergency response, collision investigation and professional standards)	Staff would be cross-trained and specialty units within the MPS would operate in an integrated manner consistent with the operations of other mid-sized Police Services
	9 additional FTEs to supplement existing forensic and internal investigation FTEs, and add major crimes investigators
	Allowance for equipment and expenses of $490,000 per year
Externally-sourced specialized services	The City will access services from larger Police Services such as the City of Calgary, City of Edmonton and the RCMP for behavioural sciences, air support, covert operations technical support and critical incident support. These services would be procured on a cost-recovery basis at an estimated $1,166,000 per year
Training	The City would use its own facilities to deliver on-going training, including weapons training. The City would access long gun and shot gun ranges using private ranges within central Alberta at a nominal cost
	The City would train cadets through the City of Edmonton, City of Calgary or the RCMP at $40,000 per cadet plus travel. The City would train cadets equal to approximately 5% of its officer complement annually based on Alberta provincial and other municipal recruitment rates
Policing Commission	The City would establish a Policing Commission with an annual operating budget of $100,000

Labour Costs

2. With the recent unionization of the RCMP, RCMP salaries would increase to levels similar to those paid by Alberta municipalities that have unionized Police Services. This would occur by the time the City commissions its own MPS. However, at the time of commissioning, there would be no difference between the salary costs of officers between the RCMP and the MPS. Total salary cost would increase from current RCMP levels, but the amount of increase is unknown. For illustrative purposes, officer salary costs have been inflated at 2.5% per year from 2017 to 2019 based on the City's expectation for RCMP salary increases, and 2% thereafter based on the Bank of Canada target inflation rate.

3. RCMP pension costs would be replaced with an MPS benefits package inclusive of health benefits, disability insurance, pension, Canada Pension Plan, Employment Insurance and Workers'

Compensation approximately 26% of salary costs for police officers.

Other Operating Costs

4. Records management and related software (currently including the RCMP's PROS and the City's Report Exec) would be replaced with a single system with annual operating costs of approximately $620,000.

5. Human resource costs would be approximately $908,000 including $200,000 for recruiting.

6. City costs associated with information technology support and the repair and maintenance of computer equipment are assumed to increase proportionately to the increase in City employees that would result with the inclusion of police officers under an MPS model.

7. Costs for legal service would increase to $500,000 per year under an MPS model based on the experience of other municipal Police Services.

8. Liability insurance would cost $125,000 based on preliminary estimates received from the City's insurance provider.

9. RCMP overhead allocations would no longer be applicable in an MPS model.

10. Procurement and banking allocations would increase by approximately 300% to reflect to the increased value of expenses managed by the City for Policing Services (i.e., including the costs previously managed and invoiced by the RCMP).

11. The City would continue to use existing facilities and City-owned equipment to support an MPS.

12. There would be no change in general and administrative operating costs except as noted in elsewhere in the assumptions.

Transition Costs

13. It is assumed that RCMP weaponry and radios would be near or at end of life at the time of transition and would not be replaced by the RCMP prior to then. The City would need to acquire new radios and weaponry.

14. One-time officer outfitting costs would be as follows:

Item	Cost Assumptions
Personal kit	$5,000 per officer for uniform and basic kit
Hand guns	$1,000 per officer
Tasers	One per watch member plus spares at $1,500 each
Long guns	12 at $2,000 each
Shot guns	12 at $1,000 each

15. 50% of the MPS officer complement would come from existing RCMP members wanted to transfer, 25% would be experienced hires, and 25% would be new recruits. Recruitment costs of $200,000 and training costs of $1,550,000 are assumed.

16. Transitioning of case files would require RCMP effort of approximately 50% of the current General Investigative Services team for one year on a cost-recovery basis.

17. Rebranding of patrol vehicles and signage would be required and an allowance of $250,000 has been included. This includes $5,000 per vehicle.

18. The current fleet of vehicles is representative of the number and value of vehicles at the time of transition.

19. Three new heavy-duty vehicles would be required to support tactical capabilities. These are assumed to cost $120,000 each.

20. The City will have paid for all Detachment equipment already purchased by the RCMP and that equipment would be transferred to the City at no additional cost as per the Municipal Police Service Agreement.

21. Transition management, including designing an operating model for the MPS and preparing detailed cost estimates, conducting public consultation, managing the transition, including change management, and developing operating procedures would be significant and is estimated at $2,400,000.

22. Computer equipment for officers would equal $315,000, the three-year total spend on such equipment, assuming a three-year lifespan. This equipment is assumed to be nearing end of life at the time of transition and would need to be replaced.

23. Based on City estimates and estimates from internal sources, additional communication workstations would be $575,000, dispatch software license and implementation costs would be $750,000 and the installation of additional telecommunication lines would be $65,000.

24. The City would want common radios for Police and CPOs. Radios would be replaced at a ratio of one unit per every two officers to allow for spares and repairs. Total capital costs would approximate $684,000.

25. Licensing and implementation of a records management system and related components would be approximately $3,100,000.

Appendix 8 – Projected Costs

The cost estimates contained in the Review have not been inflated to reflect the potential costs at the time of transition. The Review focuses on the potential differences in costs between the two options evaluated. However, for illustrative purposes, the table below provides an estimate of overall costs if the transition were to occur in 2023, accounting for assumed inflation.

Police officer salaries in the cost estimates are based on current RCMP salaries. Following unionization of the RCMP, the City expected that RCMP salaries will increase at a rate higher than inflation to catch up to salaries of other policing services. In the project below, a rate of 2.5% a year was applied to policing salaries, and the Bank of Canada target inflation rate was applied to all other costs.

Estimates of Costs in 2023 (-30%/+50%)

RCMP Contracted Operating Costs	$43,755,000
MPS Operating Costs	$50,899,000
Transition Costs	$13,583,000

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This report has been prepared by KPMG LLP ("KPMG") for the internal use of the City of Red Deer ("the City") pursuant to the terms of our engagement agreement with the City dated January 25, 2019 (the "Engagement Agreement") as part of the Review of Policing Services.

If this Document is received by anyone other than the City, the recipient is placed on notice that the attached Document has been prepared solely for the City for its own internal use. KPMG does not accept any liability or responsibility to any third party who may use or place reliance on the Document.

The procedures we performed were limited in nature and extent, and those procedures will not necessarily disclose all matters about finances, functions, policies and operations of a policing service, or reveal errors in the underlying information. Our role included providing research and analysis pertaining to policing services delivery options. KPMG was not contracted for and provides no opinions, conclusions or recommendations on the options discussed herein.

Our procedures primarily consisted of research, comparison and analysis of City-provided information and data and data provided by the Royal Canadian Mounted Police, as well as data and information on other municipalities from publically-available sources and a survey, which was not exhaustive. Readers are cautioned that, in some cases, estimates are provided based on available information and assumptions for order of magnitude only.

The procedures we performed do not constitute an audit, examination or review in accordance with standards established by the Chartered Professional Accountants of Canada, and we have not otherwise verified the information we obtained or presented in this Document. We express no opinion or any form of assurance on the information presented in the Document, and make no representations concerning its accuracy or completeness.

KPMG expresses no opinion or any form of assurance on cost estimates associated with alternative service delivery models that the City may realize should it decide to pursue options contained within the Report. Readers are cautioned that the potential costs outlined in the Report are order of magnitude estimates only. Actual results achieved as a result of pursuing options would be dependent upon City decisions and external factors, and differences may be material. The City is responsible for its decisions to pursue an option and for considering its impacts. Implementation would require The City to plan and test any changes to ensure that the City would realize satisfactory results.

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Policing Review – Appendix B
Public Participation

Executive Summary:
Council directed Administration to undertake a Police Governance Review to inform Council's decision about the future delivery of police services for The City of Red Deer. Administration has completed a review of existing services provided by both municipal employees and the RCMP, delivery options, current context and future factors. Depending on the direction Council chooses, there are opportunities for public participation to inform the implementation of the decision made. This public engagement strategy provides high-level guidance on recommended P2 approaches.

Background:
Crime and safety is The City of Red Deer's top priority and it's been a top issue for a number of years.

Crime & Community Safety Public Meetings
In November 2019, The City hosted public meetings where citizens discussed issues and actions that different groups (including The City of Red Deer and the RCMP) can take to improve community safety, with the goal of participants understanding that community safety is a shared responsibility.

Governance Review
As part of the Governance Review, consultation was done with key publics from The City of Red Deer, the Red Deer RCMP Detachment, RCMP Divisional headquarters, and the Ministry of Justice and Solicitor General.

Service Review
A Service Review was also conducted as part of this process, with recommendations for Council to consider.

Annual Policing Plan
Public Participation is a component of determining the priorities as part of the Annual Policing Plan. The next Annual Policing Plan is anticipated for April 2020.

In summary, there are currently four initiatives underway related to policing, crime and safety at the City. Residents may feel that they have already been consulted and not understand that there are multiple initiatives and decisions currently being made related to crime, safety and policing at The City. There is also potential opportunity to coordinate engagement activities for the Governance Model, Service Review and the Annual Policing Plan to reduce confusion and engagement fatigue.

Decision Making + Public Participation Opportunities

The following outlines the options City Council is considering, along with options for public participation dependent on decision made. Communications & Strategic Planning recommends Public Participation (P2) to take place once a decision is made in regards to the Governance Review.

Decision: OPTION 1 – RCMP Contract plus recommendations			
Public Participation Overview	**Techniques**	**P2 Level**	**Timing**
Public Participation would seek to inform the values and priorities for the next Annual Policing Plan, while also validating with the public the recommendations made as part of the Service Review. Public Participation Objectives: • To gather input on the value of the recommended service improvements and ideas for successful implementation. • To work with the public to determine priorities.	Potential methods: - Surveys - In-person facilitated discussions	CONSULT	Q1 2020

Decision: OPTION 2 – Municipal Police Service			
Public Participation Overview	**Techniques**	**P2 Level**	**Timing**
Public Participation executed in a phased engagement approach that aligns with the transition work. Public Participation Objectives: • To work with the public to identify the concerns and opportunities with transitioning to a Municipal Police Service. *This objective is important to allow the public to voice their concerns around transition. This will support participation in the next phase of engagement activities.* • To work with the public to define the vision and priorities for The City of Red Deer's Municipal Police Service. • To work with the public to shape the approaches for policing in Red Deer.	Broad public engagement to involve as many publics as possible.	INVOLVE	2-4 years (in step with transition work)

If City council requires more information to inform their decision on the Governance Model and public participation can provide that information, options could look like the following:

Public Participation Overview	Techniques*	P2 Level	Timing
Public Participation will target specific publics that Council identifies they need to hear from. City Council is the decision-making authority to determine the best governance model for policing in Red Deer. Because this is not a decision that the public is making, the purpose of engagement would be: • To work with the public to understand the value, consequences and trade-offs of different police service delivery models. There may be additional objectives, depending on what specific information Council indicates they are looking for.	**Broad Public Engagement:** Seek to understand the perspectives from diverse audiences and bring the wider public into this decision. This would look like multiple public workshops and an online deliberative tool. Or… **Targeted Engagement:** Seek to understand perspectives from either a specific target audience or a representative sample of the wider public. This would look like targeted workshops or meetings, or focus groups.	INVOLVE	8 months 5 months
Risks to doing Public Participation before a decision is made: • Taking two options to the public sets it up for a polarized and divisive conversation that may lead to blaming and criticism of one model and organization over the other. • Complex factors involved in determining the best police service delivery method. • Importance of police services and the heightened level of concern regarding crime in the city.			

* The approach will need to be carefully considered to ensure the discussion does not become polarized and that the public does not perceive themselves to be making a choice or decision. For example, Scenarios Testing could be used, where the two different solutions to the problem along with details, impacts and costs of each are presented and the public evaluates and deliberates on the pros, cons and considerations for success.

November 25, 2019

Appendix C - Police Review: Service Review and Governance Review

In November 2018, City Council directed Administration to undertake an independent review of policing services for Red Deer. The review comprises of two parts, a Governance Review that identifies the opportunities and challenges with various policing operating models, as well as a macro Service Review with service recommendations for the existing model with the RCMP contract.

The budget for the Police Review was approved at $200,000.

Governance Review:

1. **What policing operating models were evaluated as part of the Governance Review?**
   The review looks at police governance options highlighting the opportunities and challenges with the existing RCMP contract and a Municipal Police Service.

   At the onset of the review, additional governance options were considered. These included a hybrid model and a regionally-shared police service, however both were removed as standalone options in June 2019. The regionally-shared police service was considered a future expansion of a Municipal Police Service, and the hybrid option was not materially different than the contract with the RCMP or a Municipal Police Service.

   Both the RCMP contract and the Municipal Police Service offer opportunities for hybrid policing through tiered policing and obtaining other specialized services from other police services.

2. **How were the models evaluated under the Governance Review?**
   City Council identified three categories to be considered for evaluation: governance and oversight, operating and capital costs, and operations management. Each model (both the contract with RCMP and the Municipal Police Service) were evaluated with this criteria.

3. **Does the Governance Review make a recommendation in favour of one model?**
   No, the Governance Review does not recommend one model over another. The report identifies challenges and opportunities with both models.

   For example, under governance and oversight, the report indicates that The City of Red Deer, through a police commission could have greater local control over operational priorities with a Municipal Police Service. However, under the RCMP model, The City has significantly less risk and liability.

   For operating and capital costs, The City, with the RCMP model, currently receives a 10 per cent federal subsidy. If a Municipal Police Service was established, the subsidy would be eliminated and there would be one time transition costs as well as a higher ongoing operating

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cost.

Under operations management, the RCMP model allows for access to specialized units, training and additional resources. With a Municipal Police Service, these services would be provided internally or through agreements with other police services.

4. **What are the cost differences between the two policing models?**
   The RCMP operating costs are projected to be $43,755,000 in 2023. A Municipal Police Service operating costs are projected to be $50,899,000 with transition costs projected at approximately $13,583,000. These numbers are estimates only and could change based on a variety of factors.

Service Review:

5. **How does Red Deer compare to other detachments?**
   The cost of policing in Red Deer is comparable to other similar sized cities, however the Red Deer detachment has higher caseloads per full time equivalent employee. Red Deer budgets for 171 RCMP members, which are complemented by approximately 100 City employees with duties that range from traffic and bylaw enforcement, public services, policing support, records management, dispatching calls, and crime analytics.

6. **A customer satisfaction survey was included as part of the Service Review, what were the results?**
   In spring 2019, customers who either visited the detachment in person or called the police non-emergency line were asked to participate in a short survey about their satisfaction. Participants were asking for services, such as criminal record checks, police certificate or to report a crime. Overall, 92 per cent of respondents indicated that they were either satisfied or very satisfied with the services received.

7. **What recommendations were made as part of the Service Review?**
   The consultant identified the following opportunities to consider as ways to enhance services provided under the RCMP contract:
   - Expansion of a tiered policing model to manage labour and associated personnel costs
   - Alternative service delivery for police checks and collision reporting
   - Use of technologies to increase the efficiency of officers
   - Achieve full complement of planned officers or reallocate funding to other policing priorities
   - Greater use of community policing and investment in prevention
   - Expanded use of intelligence led policing
   - Establishment of service level standards
   - Monitoring and reporting of service level performance to counter perceptions and drive improvements

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Further cost study and approval would be required by City Council prior to implementation of some of the above opportunities.

For more information contact:

Paul Goranson
Director of Protective Services
The City of Red Deer
403-406-8805

Communications & Strategic Planning
The City of Red Deer
403-342-8147

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Council Decision – December 3, 2019

DATE: December 4, 2019

TO: Paul Goranson, Director of Protective Services

FROM: Frieda McDougall, Legislative Services Manager

SUBJECT: Policing Review

Reference Report:
Protective Services, dated December 3, 2019.

Resolution:
At the Tuesday, December 3, 2019 Special Council Meeting, Council passed the following Resolution:

> Resolved that Council of The City of Red Deer having considered the report from Protective Services dated December 3, 2019 re: Policing Review hereby agrees to table consideration until Q1 2020 to allow for public feedback and to request administration provide additional information and timeline on the work done to date and the status of the following items:
> - Collision Centres
> - Auxiliary policing
> - Crime Mapping
> - CPOs enhanced authorities
> - Technology – Voice Recorders
> - Annual Policing Plan re: service level standards
>   - and to further clarify recommendations on the Deployment of officers as it relates to recommendations within the report.
>
> And further directs Administration to provide information on the following:
> - Delineating the current salaries of average municipal police versus average RCMP members at the same/comparable position
> - Copies of executive summary of transition plans/studies of Surrey and Richmond
> - Past 10 years of Maclean's Crime Severity Rankings noting whether those are RCMP or municipal policing services
> - Additional scenarios for post unionized RCMP wages
>
> And further directs Administration to bring back additional information on the following:
> - current Annual Policing Plan and existing police service levels/programs.

Report back to Council:
Yes.

Comments/Further Action:
Administration will report to Council in Q1 2020 as detailed in the above resolution.

Frieda McDougall
Manager