



**City of Richmond**

**Report to Committee**

*To Closed Council - Sept 25, 2006* <sup>Closed</sup>  
*To Closed General Purposes - Sept 18/0*

**To:** General Purposes Committee

**Date:** September 1, 2006

**From:** Ward Clapham  
Officer in Charge

**File:** 09-5350-08-01/Vol 01

**Re:** RCMP Serious and Emergency Challenges and Resource Requirements

**Staff Recommendation**

That the resource requirements related to RCMP serious and emergency challenges be considered as part of the 2007 budget process.

Ward Clapham  
Officer in Charge  
(4741)

<b>FOR ORIGINATING DEPARTMENT USE ONLY</b>		
<b>CONCURRENCE OF GENERAL MANAGER</b> 		
<b>REVIEWED BY TAG</b>	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
<b>REVIEWED BY CAO (ACTING)</b>	YES <input checked="" type="checkbox"/> <i>KE.</i>	NO <input type="checkbox"/>

## Staff Report

### Statutory Closed Meeting Criteria:

This report meets the following statutory closed meeting criteria:

90(1)(f) law enforcement, if the council considers that disclosure could reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment

90(1)(k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public

### Recommendation on Disclosure

Public disclosure of this matter is not anticipated.

### Origin

This report is provided in response to a request from Community Safety Committee for information outlining Richmond's policing pressures, and in preparation for discussions with respect to resource requirements for policing during the 2007 budget process.

### Analysis

The City of Richmond currently benefits from a police service that not only responds to public calls for service but also directs a great deal of time to efforts aimed at crime prevention, building community partnerships, youth mentoring/development and community root problem solving. This has resulted in Richmond experiencing a crime rate much lower than the surrounding jurisdictions. Compared to Vancouver, Surrey, and Burnaby, the rate is at least 20% lower. In terms of violent crime, our rate is approximately half of the average of the other three.

However, there are pressures coming to the forefront with respect to population growth and new crime realities which may impact this level of service. The pressures have been categorized as immediate and long term. The purpose of this report is to create a broad awareness of these pressures. Subsequent reports on particular areas with more in-depth analysis and specific recommendations will be brought forward over time, with immediate pressures as a priority.

### Immediate pressures and concerns

**Resourcing/Overtime** - According to Statistics Canada (2004), Richmond has the second lowest police to population ratio of the 30 largest municipal police forces in Canada. In 2002 the detachment strength was 189. At that time, the detachment presented to Council the 2003-2008 RCMP Policing Services Plan, which outlined policing priorities and resources requirements. Although it was not formally adopted by Council, it has been referenced during budget discussions in subsequent years. The Plan identified the need for additional members in order to keep pace with Richmond's growing population through a ratio of 1 police officer for 900 residents. The 1:900 ratio stems from a historical statistic dating back 10 years; which is a

service level the City of Richmond has become accustomed to. Police to population ratios are also used by the Solicitor General in their annual reporting.

Using this ratio the detachment estimated an increase in police strength by 2008 of 29 officers, 1 crime analyst and 18 municipal employees. This year, the detachment has an authorized strength of 193 sworn police officers. The actual increase in resources from 2003 to the present is 4 regular members, 1 civilian member (crime analyst), and 5 municipal employees. In addition, to these resources the City has provided funding equivalent to six resources for IHIT and the equivalent of 2.93 resources for the LMD ERT team. The human resources utilized by Richmond by ERT or IHIT are not used in the calculations when determining police/population ratio's. These resources are indirect support services called upon in times of extreme emergencies that complement our front line officers. Their presence when called upon does not significantly reduce our manpower requirements when it relates to homicides, barricaded persons or other serious crime within Richmond.

In addition to the municipal detachment, there is a detachment of 24 officers at YVR (fully cost recovered from YVR), whose responsibility is airside security. However, the municipal detachment is accountable for policing on the landside of the airport. This is no different than any other police force's responsibilities to an airport within their jurisdiction. This policing is achieved through 12 municipal officers that police the airport exclusively. If these 12 officers were excluded from the current detachment complement of 193 then the correct complement of 181 would result. This has a negative impact on the police to population ratio; which would then be 1 officer for 1042 residents. With this ratio, Richmond would then have the lowest police to population ratio of the 30 largest municipal police forces in Canada.

Another metric which is used is case burden, however it is difficult to compare Richmond with other agencies because of differences in the operational environment and policing philosophy. Case load as a metric does not measure how much time is spent responding to and dealing with calls for service. For instance, motor vehicle collisions require multiple units to respond and deal with public safety issues, but are not reflected in the case load statistic unless a criminal charge results from the collision. However, calls for service have increased by 10,932 between 2002 and 2005. This means that on average, there are almost 30 more calls for service per day than in 2002.

The detachment has not kept pace with population growth and the corresponding calls for service. As a result, Richmond is beginning to experience significant internal stress in maintaining the high level of police service expected by Council and the community. The most noticeable indicator is the impact on the overtime budget in order to maintain minimum staffing levels. The detachment has a minimum staffing requirement, which ensures 10 General Duty police officers are on patrol within Richmond on every shift. To maintain the minimum 10 general duty members on patrol, the detachment is required to call in 1-3 members on overtime for every shift. The minimum 10 general duty members on shift is mandated by several factors all of which relate to officer safety.

There are two concerns with the use of overtime to ensure minimum staffing. The detachment's total overtime 2006 budget, for all units is \$1,048,300 (fiscal year April 2006-March 2007). The reliance on overtime to ensure minimum staffing has resulted in a General Duty overtime expenditure of \$451,387 (from April 2006 to September 2006).

Given the overtime realities of general duty, other unit requirements and the serious crime investigations Richmond is experiencing (kidnappings, missing persons) Richmond is spending approximately \$177,449 a month in overtime costs. At this rate, it is anticipated that the total overtime expenditure for 2006 will be \$2,129,988, an over-expenditure of \$1,081,088. A very small percentage of the increased costs related to overtime are a result of short term sickness, with a six month average of 1.85%. Staff shortages can be attributed to the high number of junior cadets, officers on graduated work return, paternity, maternity, pregnant members off the road, and long term medical.

The continued use of calling in staff on overtime is resulting in staff burnout making it increasingly difficult to ensure sufficient numbers of police are on patrol every shift. Detachment management is looking at different ways to mitigate this staff burnout. This includes identifying certain security and safety services utilizing police officers on overtime (paid by the event organizers), for example special event coverage, raves, night market, movie shoots and festivals. Eliminating these proactive services may provide initial relief with respect to staff burnout; however, it would not alleviate the impact on the overtime budget.

The issue of overtime and resourcing will be the subject of a more detailed report in the near future.

**Casino** – Circumstances, timing and media attention have brought this issue to the forefront of the community and Council attention. Although the detachment was aware there would be an impact on policing as a result of the Casino expansion, it did not anticipate the extent to which serious crimes such as kidnapping and extortion would increase. This has resulted in major investigations requiring significant overtime. The one kidnapping investigation to date shows an overtime expenditure of \$102,220. The one missing person investigation to date shows an overtime expenditure of \$107,230. Both of these amounts will increase when the final finance documents are completed. In addition a kidnapping/extortion file from this past weekend is anticipated to exceed \$100,000 in overtime costs.

Richmond Detachment is determining the feasibility of a dedicated unit charged with investigating these types of crimes, as well as illegal gaming issues within the City. This unit would not only provide a reactive response through investigations, but would also include a prevention and education component with respect to gambling.

**High Risk Realities/Investigations** – the City is no longer a small suburban community, and like other communities in the lower mainland is beginning to experience crime that is generally associated with large urban centres. Investigations ensuing from this type of crime have a high degree of complexity and require more person-hours to complete. As a result, there is greater accountability on the part of the detachment to ensure these investigations are successfully carried out. Recent IHIT statistics identify Richmond as having the second highest number of homicides out of 22 municipalities. This places Richmond second to Surrey. Richmond now averages 6 homicides per year compared to 1.5-3.0 homicides per year in the 1980's and 1990's.

Although IHIT has enabled Richmond to investigate homicides on a different level, Richmond is still required to supply manpower and overtime to assist in these investigations in the initial instance as well as maintaining the primary responsibility for investigations of all other serious crimes that occur within the city.

This is evident in the recent rash of kidnappings and extortions which Richmond has been investigating, again placing significant pressures on resources and budget. Two of these investigations within a one month period required the quick deployment of up to 200 resources. In our most recent file of this nature, resources were brought in from the Integrated Gang Task Force, the Combined Forces Special Enforcement Unit, Crisis Negotiation Unit, Special "O" surveillance team, Special "I", Coquitlam Serious Crimes Unit, The Asian Probe team, ERT, the Legal Application Support Team, Langley Serious Crimes Unit, and IHIT to support the local resources of the Richmond Serious Crimes Unit, Richmond Drugs, Richmond Green Team, Richmond Economic Crime Unit, Richmond Crime Reduction Unit and Richmond General Duty resources. Any of the outside resources that were not on duty at the time of the call in would submit overtime claims for their services.

As these files require committed 24/7 attention until some resolution is achieved these events are very costly and could reach up to half a million dollars in overtime. Although, IHIT has been beneficial in terms of allowing the detachment to concentrate more resources on other serious crimes against persons and property crime, it does not negate all of the criminal investigation pressures on the detachment.

**YVR** - YVR is the second busiest airport in Canada, with an average of 47,500 passengers every day passing through the Airport. This is in addition to the 59,844 Sea Island and YVR employees. The Airport can be characterized as a city within a city. Due to its location within the City's boundaries it is another high risk reality for which the detachment is accountable. Since 9/11 that accountability has increased significantly, therefore the detachment spends significant time and energy being aware of trends around the world and gathering intelligence related to terrorism, more so than adjacent detachments. Richmond detachment is working in partnership with E Division Headquarters on a resourcing formula for YVR.

#### Long term pressures

**Canada Line** - Using the experience of other police jurisdictions with light rapid transit in the lower mainland and research conducted locally, the detachment is expecting an increase in calls for service in response to certain types of crime. The increase in calls for service and crimes committed is evident in Burnaby which has a rapid transit line. Statistics show that an increase in crimes committed, increased in areas within a 1.0 kilometre radius of the stations. This increase was evident in crimes such as; commercial break and enters, theft from auto, theft of auto and assaults.

The detachment is already working with Canada Line to ensure the design of stations in Richmond considers CPTED (Crime Prevention Through Environmental Design). In anticipation of the 2008 opening of the line, the detachment is working in partnership with other agencies and organizations (eg. City, YVR, River Rock) on proactive measures, such as the construction of a new RCMP storefront at the YVR Canada Line terminus, built at YVR's expense. The detachment is also developing a strategy in partnership with GVTAP (Greater Vancouver Transit Authority Police) to identify crime hotspots, types of crimes anticipated and strategies to be implemented.

**2010 Olympics** -The 2010 Winter Olympics will take place during a two week period in February, 2010. During that time there will be significant pressures on the local detachment to provide safety and security to the community, as well as align their operations with the police resources dedicated to the Olympic Games. However, this is only a minor part of the

detachment's obligations to 2010. Over the next three and a half years the detachment estimates up to 10 members being involved for various periods of time in the security planning and preparation for the Games.

The Richmond Detachment is working with the Richmond Olympic Committee regarding strategic planning for the 2010 Olympics. The planning will include projected resources.

**Increased Calls for Service** - The detachment has experience with policing the developing city attractions; including, Steveston Village, Silver City, and the River Rock Casino complex and therefore is aware of the pressures they bring. These "draw" areas cause an influx of people on a daily basis. This increases the daily population; therefore, the detachment experiences an increase in calls for service and ultimately more crimes being committed. According to Richmond's crime analyst, for every 1000 people, 104 crimes will be committed and therefore investigated. For every additional 1000 people, the calls for service increases by 151 new calls. Resources are required to ensure we have the manpower to attend and investigate these additional files.

After the 2010 Olympics the Oval will be the site of large events several times throughout the year. The large numbers of attendees attending the site and utilizing other services in Richmond will increase calls for service and create additional pressures on policing. The service delivery is not only affected at the event, but from the spill-over effects of increased traffic and opportunities for victimization of the attendees.

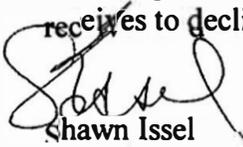
From previous experience with the River Rock Casino and the other "draw" areas in Richmond, the detachment is looking ahead at the impact the long term pressures( Canada Line, 2010 Olympics and the Oval) will have on the daily population and the challenges they too will bring. The reality is that the Richmond RCMP does not only police and investigate the files generated by the residential population but the true, inflated population of the City on a daily basis.

### **Financial Impact**

The financial impact with respect to resourcing requirements to address the serious policing challenges identified in this report will be addressed in a subsequent report to be brought forward.

### **Conclusion**

There are serious challenges facing the detachment at present, in the immediate future and over the long term. Richmond is lagging behind other jurisdictions with the lowest police to population ratio of the 30 largest municipal police forces in Canada. The impact of this resourcing shortfall is causing increased costs for overtime and burnout of officers on general duty. As the City continues to grow, the increase in population in conjunction with the resultant external pressures will worsen this issue and cause the level of service the community currently receives to decline.

  
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