



Pre-Reading Package 2021 President's Summit

DATE:

Wednesday, February 17, 2021

3:00 to 6:00 p.m.

ENCLOSURES:

1. AUMA Letter to RCMP requesting information about federal subsidies for RCMP policing and RCMP response (page 2)
2. RMA Backgrounder on Provincial Investigation into Creating an Alberta Police Force (page 8)
3. Polling questions for President's Summit Session on February 17, 2021 (page 33)





AUMA Letter to RCMP requesting information about federal subsidies for RCMP policing and RCMP response





November 25, 2020

Deputy Commissioner Curtis Zablocki
Commanding Officer of the Alberta RCMP
11140 – 109 Street
Edmonton, AB T5G 2T4

Dear DC Zablocki:

As the Government of Alberta explores the feasibility of establishing a provincial police service, AUMA is in the process of conducting research and engaging our membership to help us develop a position on this issue.

Municipalities are experiencing severe fiscal constraints due to the COVID-19 pandemic, and as policing and public safety is often the largest item in a municipal budget, the costs of transitioning to a provincial police service is a key consideration for AUMA. I understand that the Government of Canada provides several subsidies that offset the overall costs of RCMP policing services in Alberta. To help inform AUMA's policy development and better understand the overall costs of policing, I am requesting and hoping that you can provide information on the details any federal financial contributions or subsidies for policing services in Alberta including, but not limited to, those incorporated in the Provincial Police Service Agreement (PPSA), the Municipal Police Service Agreements (MPSAs), and support for the Alberta Law Enforcement Response Teams (ALERT).

If you would like to discuss this matter further, please feel free to contact me by email at president@auma.ca or my cell phone at (403) 363-9224. I greatly appreciate your ongoing willingness to work with AUMA and its members to support public safety in our communities and province.

Sincerely,

Barry Morishita
AUMA President

Royal Canadian Mounted Police

Commanding Officer
"K" Division



Gendarmerie royale du Canada

Commandant
de la division "K"

December 11, 2020

Mr. Barry Morishita
President
Alberta Urban Municipalities Association
300, 8616 – 51 Avenue
Edmonton, AB T6E 6E6

Dear Mr. Morishita:

We have received your request for additional information on the details of federal financial contributions towards policing services in Alberta. Given the complex nature of policing and the associated costs, there are a number of factors that must be considered both from a financial and non-financial perspective. As such, I would like to offer the following information that may support your understanding and that of Alberta Urban Municipalities Association (AUMA) members through five categories, that you and your municipalities may consider.

1. Contract Policing

Through contracted policing services with Public Safety Canada, delivered by the Royal Canadian Mounted Police (RCMP), every municipality that has entered into a Municipal Police Service Agreement (MPSA) operates within a cost sharing agreement as per below.

	Contract Partner	Public Safety Canada
MPSA – population 5,000 to 14,999	70%	30%
MPSA – population 15,000 +	90%	10%

As per this cost sharing ratio, the aggregate federal share of the total 2019/20 billable costs for all Municipal < 15K contracts was \$18.9M and for all Municipal >15K contracts was \$14.5M.

The Provincial Police Service Agreement (PPSA) follows the cost sharing arrangement whereby Public Safety Canada covers 30% of billable expenditures and the Government of Alberta is responsible for the remaining 70%. This amounted to a federal contribution of \$112M towards the total billable costs in 2019/20 for the provincial police service. With the introduction of the Police Funding Model in 2020/21, the federal contribution will increase to \$119M.

Similarly, the Alberta Law Enforcement Response Teams (ALERT), who brings together Alberta's law enforcement resources to investigate everything from drug trafficking to child exploitation and gang violence, also follows this provincial cost sharing agreement for the RCMP members, support staff and municipally seconded personnel. The 2020/21 provincial budget for these resources is \$44.4M, of which the Government of Alberta is responsible for 70% of this cost and the federal government contributes the remaining 30% at \$11.4M.

2. Non-Billable Costs

There are several internal services expenditures that support all contract and non-contract RCMP activities in Alberta, that are not billed to contract partners. This includes departmental areas such as recruiting, departmental security, harassment prevention and conflict resolution, civil litigation, professional standards, employee management relations and discipline reviews, at approximately \$5.5M in 2019/20.

Furthermore, relocation/transfer allowances and costs, official languages training costs, legal services and compensation settlement claims are considered non-billable categories that are not charged back to municipalities. Approximately \$18.0M in expenditures were incurred by municipal partners in 2019/20, but not charged back. Although municipal partners are not billed for relocation and associated transfer costs, it should be noted that this is a billable expenditure within some contract policing areas and costs are also incurred within the non-contract programs.

3. Consolidated Services

Contract partners share several expenditures via the division administration charge, which ensures core administration costs, health services and medical costs are consolidated and proportionately distributed amongst partners based on regular member full-time equivalent (FTE) utilization levels. Through this charge, a single detachment will not be heavily impacted by a member going on special leave, as the cost of that member being on special leave is removed from direct billable costs and factored into the division administration rate.

4. Specialized Support Services

Through the PPSA, a number of provincially funded specialized units provide support to municipalities in Alberta, at no direct cost to municipal contract partners. This includes but isn't limited to the Operational Call Centres, Critical Incident Program, Air Services, Alberta Serious Incident Response Teams, Forensic Identification Services, Police Dog Services, Information Technology, Serious Crimes Branch, including Major Crimes, Homicides and General Investigations, Specialized surveillance and covert operations and Traffic Services. Services from these specialized teams with enhanced training are provided to all municipal partners.

5. Other

There are a number of activities at both the national level and at a regional level that support all business lines including all of contract policing. The costs of some of these activities are not charged to the contracts. While it is difficult to attribute a specific dollar amount for these activities, it is important that they are considered as part of the overall infrastructure supporting contract policing. This includes items such as:

National Administrative Services

Many services provided on a National basis provide much value to the organization. The size of the RCMP allows for the organization to make significant investments into policy and program design, conduct research and development on behalf of all Divisions, implement key human resource workplace programs, and capitalize on significant buying power via a national procurement strategy. These advantages support members throughout the country, whose members directly serve

communities in Alberta. Although an exact amount is difficult to determine, analysis would suggest these programs carry a significant value to every member within the organization.

This analysis includes National Administrative Services/Supports such as (but not limited to):

- Commissioner's Office and Public Affairs
- National Contract and Indigenous Policing (including items such as operational policy development, research and development around tactical options)
- Chief Financial Officer and Corporate Services
- Human Resource Management (Learning and Development, Workplace Programs and Services, Diversity and Employment Programs, National Staffing Coordination, etc.)
- Legal Services/Civil Litigation
- National Material Management and Procurement
- Professional Ethics Office
- Access to Information and Privacy Branch
- Corporate Systems and Strategic Integration

Organizational Costs

There are a number of very significant costs that are managed by the RCMP at the National level. These include items such as:

- Disability Pensions
- Survivor Income Plan and Pension Continuation Act C
- Class action lawsuits

Although a value can not be attributed to these items, these expenditures can be substantial and would have great impact on our municipal partners.

In addition to the identified five categories for consideration that are realized from being part of a larger, national organization, there are a number of contextual factors inherent in the services of the RCMP that I would like to raise for your awareness.

Consistency

Consistent policies, processes, procedures, standards and support structures are embedded within the RCMP organization to provide effective governance and accountability. The ability for municipalities to compare and assess their policing services against those of their peers across the province and country has significant value to ensure citizens of these communities are receiving optimal police services.

Economies of Scale

As a part of the broader federal government, the RCMP benefits from a number of peripheral advantages including economies of scale. Purchasing power is one example. The RCMP is able to utilize Request for Volume Discounts and other procurement tools that are not available to smaller organizations. It is near impossible to quantify this advantage, as it is realized at the micro level across the organization through equipment purchases such as laptops, radios or police vehicles.

Strategic Flexibility

The nature of the Provincial Police Services Agreement (PPSA) allows for strategic flexibility that may not otherwise be as readily available. A key component to the RCMPs service delivery model, is our ability to move and share policing resources across provincial and municipal jurisdictions in a timely and cost effective manner. Alberta has experienced numerous emergencies and natural disasters, such as wildfires and floods, that have threatened the security and safety of our citizens. The flexibility to swiftly

exercise PPSA strategies, such as obtaining support from neighboring provinces and territories, cannot be quantified, but is of obvious value to municipalities and their constituents.

In addition, we have the ability to move detachment members as required to manage resourcing short-falls or short-term vacancies due to special and medical leaves. Our model also allows our municipal partners to have the ability to cost share amongst a large group to minimize fluctuating costs related to health/medical costs, via the division administration rate mentioned previously. The operational and cost flexibility in these areas is not always simple to identify, but we know there's significant value to managing our community policing services collaboratively with our municipal partners as a group, while still catering to individual community needs.

Sustainability

Ongoing support services provided to operations can be maintained more effectively and efficiently, thereby ensuring the sustainability of these services. Numerous units within the national organizational structure provide services to all contract partners. Although some of these services are charged to municipalities, such as police dog services training, the structure of the MPSAs ensures municipalities are only charged a fraction of the cost. Replacement of these services at a municipal level would require dedicated resources to meet these same requirements, yet would still not provide the level of sustainability that is achieved through a larger national structure.

I hope this response provides sufficient information to support your research, but please don't hesitate to contact me as per below if you have additional questions. We look forward to continued work with AUMA and its membership.

Yours truly,



C. M. (Curtis) Zablocki, M.O.M.
Deputy Commissioner
Commanding Officer Alberta RCMP
11140 – 109 Street
Edmonton, AB T5G 2T4

Telephone: 780-412-5444
Fax: 780-412-5445



RMA Backgrounder on Provincial Investigation into Creating an Alberta Police Force



ISSUE BACKGROUNDER

Date: January 20, 2020

Provincial Investigation into Creating an Alberta Police Force

EXECUTIVE SUMMARY

In May 2020, Alberta's Fair Deal Panel (FDP) released a final report comprised of 25 recommendations "for actions that Alberta can take to get fair treatment within Confederation." One of the recommendations from the report was to "Create an Alberta Police Service to replace the RCMP." The Province accepted the recommendation as a recommendation "where there is support to conduct further analysis". Starting in the fall of 2020 the province has moved quickly on this recommendation and through the Justice and Solicitor General department, established a new Provincial Police Services Transition Secretariat. Subsequently, PriceWaterhouseCooper (PwC) was selected to undertake the "Alberta Provincial Police Service Transition Study". The study is scheduled to be completed by April 30, 2021.

RMA has not specifically supported or opposed the creation of a provincial police service, but has instead focused its advocacy to both the Fair Deal Panel and now Alberta Justice and Solicitor General on three areas:

- ♦ Municipalities should not face increased costs to support the shift to a provincial police service.
- ♦ A provincial police service should provide the same or an increased level of service to what is currently provided by the RCMP.
- ♦ A provincial police service should provide the same or an increased level of municipal and community input into police to what is currently provided by the RCMP.

The FDP Final report acknowledges Alberta would lose the current 30% federal RCMP funding cost share of \$112 M with a transition to a provincial police force. Initial RMA analysis also indicates numerous other costs required to form a large new force to add to the cost impact. Additionally, jurisdictional policing salary comparisons suggest salary savings would not be probable due to the current low comparative pay of the RCMP. Recent detailed Alberta polling by the National Police Federation is shared that contrasts the FDP's one survey question that addressed support for a provincial police service. The FDP's survey question asked respondents to rank several options being reviewed by the panel based on the extent to which each would improve Alberta's place in Confederation. Among the 13 options that received rankings, a provincial police service ranked 11th, ahead of only Alberta separating from Canada and the appointment of a provincial Chief Firearms Officer. The National Police Federation poll in contrast showed substantial satisfaction for the RCMP through various questions and asked a specific question about opinions on forming a provincial police force. Only 6% of respondents in communities served by RCMP supported replacing the RCMP with a provincial police service.

Next steps are projected with the only thing known for sure that is that PwC Alberta Provincial Police Service Transition Study is expected to be complete by April 30, 2021. It is anticipated that a referendum question asking Albertans whether to create an Alberta Police Service to replace the RCMP might be added to the October 2021 municipal election ballot with other provincial referendum questions being considered.

BACKGROUND

Fair Deal Panel Engagement

Beginning in December 2019, the Fair Deal Panel (FDP) consulted with individual Albertans and stakeholder organizations through town hall sessions, targeted consultations with organizations, a request for electronic submissions from organizations and individuals, and a public survey.

According to [Premier Kenney's November 9, 2019 mandate letter to the FDP](#), panelists had a broad mandate to consider a range of ideas that would "strengthen the province's economic position, give us a bigger voice within Confederation, or increase provincial power over institutions and funding in areas of provincial jurisdiction." The letter also listed a series of specific ideas and initiatives that the FDP was to research and determine whether they would advance the province's interests. Included in this list was the establishment of a provincial police force.

RMA submitted written input to the FDP on several initiatives identified in their mandate letter that impact rural municipalities. This included the formation of a provincial police service. RMA's input to the panel was regarding a provincial police force was as follows:

Rural municipalities across Alberta are currently facing high crime rates, with the situation reaching a crisis point in some areas of the province. High rural crime rates are driven by several factors, including a downturn in Alberta's economy, limited rural mental health and social services, an under-resourced provincial justice system unable to address repeat offenders, and a lack of policing capacity to monitor rural areas and respond to rural property crimes in a timely manner.

While rural policing in Alberta faces several challenges, it is unclear to RMA how the establishment of a provincial police force would improve public safety in rural areas, given that ending the Alberta Police Service Agreement would presumably result in a reduction or elimination of the federal financial contribution to policing in Alberta. Under the current Alberta Police Service Agreement, Canada contributes 30% of the costs of operating provincial police services in areas of the province governed by the Agreement. Additionally, under a provincial policing model, Alberta would be required to assume greater administrative and oversight responsibilities which would also carry added costs. This shift in cost responsibilities would not only compromise policing service levels, but also likely will divert funding from enhancing the Alberta's broader criminal justice system, such as the addition of Crown prosecutors, that may be more impactful in reducing rural crime than any change to current police funding or operations.

The likely higher costs associated with a provincial policing approach may be worthwhile if they are accompanied by improved frontline police service in rural areas and enhanced local input into policing. However, the Government of Alberta has already shown that they can increase service levels under the current system if they are willing to assume (or pass on to municipalities) the additional costs required to do so. In December 2019, the Government of Alberta announced that municipalities who currently receive funding under the Agreement will be required to contribute 10% of the province's costs (increasing to 30% in 2023) to support an additional 300 RCMP officers and 200 administrative staff.

Given that the Government of Alberta already has the ability to increase the investment in policing, procure additional RCMP resources, and work with the RCMP to determine where they should be assigned under the current Agreement, RMA would require additional information as to how a provincial police force would enhance the Government of Alberta's control over policing to an extent that would justify the likely increased cost (particularly given the loss of federal funding should Alberta end the Alberta Police Service Agreement), and

how such a shift would improve frontline services. Further, details on recruitment to support necessary service needs of a newly established provincial police force need to be clarified.

Fair Deal Panel Final Report

In May 2020, Alberta's Fair Deal Panel (FDP) released a [final report](#) comprised of 25 recommendations "for actions that Alberta can take to get fair treatment within Confederation."

Recommendation 14 of the report stated the following – "Create an Alberta Police Service to replace the RCMP."

**(See full copy of Recommendation 14 of the report attached to this backgrounder)*

The FDP supported their recommendation based on several issues they associated with current RCMP service. Specifically, the panel identified a lack of community familiarity among RCMP officers due to frequent transfers, bureaucracy and a lack of responsiveness to local community needs associated with the centralization of RCMP decision-making in Ottawa, and the inefficient use of Albertans' financial contributions to policing, as in the words of the panel, a provincial police service "would send a message to Ottawa that Alberta was in charge of its destiny, and that it would rather to spend its own money on its own men and women, rather than paying for a bloated Ottawa bureaucracy." The panel also identified chronic understaffing of RCMP detachments, particularly in smaller communities, as an issue.

The FDP argued that although some input supported maintaining the RCMP, "they seemed motivated either by a sentimental attachment to the RCMP or a concern about the extra cost and red tape associated with creating a provincial police force." In other words, the FDP suggested that few respondents indicated that the RCMP was policing the province effectively, and that only sentimentality or the complexity of replacing them were reasons given for maintaining their role.

Following their summary of the weaknesses associated with current RCMP service, the panel summarized what, in their view, would be the advantages of a provincial police service. These included increased local control over policing, increased nimbleness in shifting resources throughout the province in relation to crime trends and changing regional needs, greater stability for police and community members, and increased local knowledge on the part of officers.

The FDP's final report acknowledges that a shift to a provincial police service would come with a cost. Specifically, cancelling the current agreement between the Government of Alberta and RCMP would result in the province taking on responsibility for covering the \$112.4 million that the federal government currently contributes to RCMP policing in Alberta annually. The report also briefly acknowledges implementation costs in addition to losing federal funding but explains them away by stating that "short-run costs could be absorbed by efficiencies of scale and scope across policing regions within the province." Interestingly, the report also specifically references the potential cost impacts that the transition to a provincial police force may have on municipalities, stating that "any extra costs incurred by Alberta [through a shift to a provincial police service] should not be passed on to municipalities without their consent."

Although summaries of the written and verbal input provided to the FDP is not publicly available, the FDP's final report includes a summary of the results of the 42,134 online surveys completed by Albertans and public opinion research based on input from 1000 Albertans. Only one survey question addresses support for a provincial police service. The question asks respondents to rank several options being reviewed by the panel based on the extent to which each would improve Alberta's place in Confederation. Among the 13 options that received rankings, a provincial police service ranked 11th, ahead of Alberta separating from Canada and the appointment of a provincial Chief Firearms Officer.

Government of Alberta Response to Fair Deal Panel Final Report

In June 2020 the government published their responses to the recommendations of the report (see [Government of Alberta's response to the Fair Deal Panel report](#)). The responses fell under four categories:

1. Recommendations where the work is already underway.
2. Recommendations which are agreed to in principle.
3. Recommendations where there is support to conduct further analysis.
4. Recommendations where modifications are required to align with government platform and/or policy direction.

The formation of a provincial police force fell under the third recommendation category.

The province has since moved quickly on this recommendation. In September 2020 the Government of Alberta, through Alberta Justice and Solicitor General, established a new Alberta Provincial Police Services Transition Secretariat for a two-year term and recruited internal staff. In addition it issued a tender for a contractor to presumably conduct a study on the potential costs, benefits and logistics of replacing RCMP services with a provincial police service (See [Alberta pursuing detailed study on creating provincial police service](#)). Subsequently, later in the fall the province selected PriceWaterhouseCooper (PwC) to undertake the "Alberta Provincial Police Service Transition Study". The study is scheduled to be completed by April 30, 2021.

On a related note, the Justice and Solicitor General Department enacted the Referendum, Senate Election and Local Authorities Election Forms Regulation on December 2, 2020. This regulation provides the legislative ability for the province to add provincial referendum questions to this fall's municipal election ballot.

Premier Kenney has stated that [Alberta will hold a referendum on equalization payments](#), one of the recommendations of the FDP report, and that other recommendations from the report would also require Albertans' approval by referendum to be considered. It is anticipated that once the current Alberta Provincial Police Service Transition Study is complete this spring, that a decision will be made as to whether the provincial police force FDP recommendation, and other FDP recommendations, will be added to this October's municipal ballot as additional referendum questions.

RMA Input to current Alberta Provincial Police Service Transition Study

In late 2020, Minister of Justice and Solicitor General Kaycee Madu invited RMA board members, along with representatives from other municipal associations, to participate in a provincial police service "envisioning exercise." The organizers of the exercise, the Alberta Provincial Police Services Transition Secretariat staff and PwC Canada, made it clear that its intent was not to discuss whether a provincial police service was a good or bad idea, but rather to brainstorm the "ideal" characteristics of a provincial police force to assist PwC in developing a delivery model. The costs of a provincial police service (including how cost responsibilities would be allocated) were identified as beyond the scope of the session.

These scope restrictions made it difficult for RMA to provide input into the envisioning exercise, as separating services from their costs is a challenging task for municipal leaders, especially as the Government of Alberta has already shown a recent interest in shifting costs for policing onto municipalities. Despite this, RMA participated in discussions related to areas such as workforce and culture, operational capabilities, data and technology, and governance, accountability and regulatory frameworks related to a potential provincial police service.

Through this process the RMA reiterated its position statements made to the Fair Deal Panel regarding a Provincial Police Force:

- ♦ Municipalities should not face increased costs to support the shift to a provincial police service.

- ♦ A provincial police service should provide the same or an increased level of service to what is currently provided by the RCMP.
- ♦ A provincial police service should provide the same or an increased level of municipal and community input into police to what is currently provided by the RCMP.

ANALYSIS AND CONSIDERATIONS

At this point, all the questions related to a provincial police service raised in RMA's initial input to the FDP remain unanswered. Of particular importance to RMA are two assumptions built into the FDP's recommendation for the formation of a provincial police service:

- ♦ That the current service provided by RCMP would be improved through a provincial police service.
- ♦ That any cost increases resulting from the creation of a provincial police service would be offset by administrative efficiencies or, failing this, would not be downloaded to municipalities without their consent.

Service Level Considerations

The FDP's final report indicates that the majority of those that supported maintaining RCMP service did so only based on sentimentality or concerns about the complexity of launching a provincial police force; not because they believe that the RCMP is providing quality police service in Alberta.

Unfortunately, publicly available data does not provide details on the input gathered by the FDP that indicated dissatisfaction with RCMP service quality. However, RMA and its members have frequently advocated for improvements to rural policing, including the need for faster response times to rural property crimes, more consistent processes for following up on and investigating rural property crimes reported by residents after they occur, and more focus on repeat offenders that target isolated rural areas.

While service levels and responsiveness continue to be a concern in rural areas, the RCMP (in conjunction with the Government of Alberta) has made improvements to rural policing in recent years. This began with the Rural Crime Action Plan in 2018, which included the formation of crime reduction units focused on prolific offenders in rural areas, the creation of increased police intelligence capacity related to prolific offenders and organized crime, enhanced civilian support to reduce the administrative responsibilities of frontline officers, and other initiatives. According to the RCMP and Government of Alberta, the Rural Crime Action Plan contributed to an 11% reduction in rural property crime between April 2018 and September 2018.

In 2019, the province and RCMP introduced additional actions, including the expansion of responsibilities of peace officers through the formation of RAPID Force, as well as other non-policing related initiatives. The RCMP has also added 76 new regular member positions (62 of which have been filled as of December 2020), as well as 57 public service positions (15 of which have been filled as of December 2020) directly linked to the new police costing model implemented in early 2020. While the costing model has significant concerns for RMA members (which will be addressed in the next sub-section), it does indicate that the Government of Alberta and RCMP can increase service levels by hiring additional resources under the current model. The issue with both the current model and a potential provincial police service is how added capacity is funded.

Clearly, service levels can and do change under the current RCMP model. The key outstanding questions are whether recent initiatives to improve service levels are adequate, and whether a provincial police service will take rural policing to the "next level" without further downloading costs onto municipalities. At this point, the information available on the potential transition to a provincial police service simply lacks this level of detail.

There are also questions about the extent to which Albertans are unsatisfied with the RCMP, as suggested in the FDP final report. In October 2020, the National Police Federation (NPF), which serves as the bargaining agent for regular members and reservists of the RCMP below the rank of inspector, used Polara Strategic Insights to poll 1300 Albertans randomly selected from urban and rural areas across the province on their perceptions of the RCMP in the province.

**(See ‘Introduction to National Police Federation to Albertans’ and “Alberta polling results re RCMP and Provincial Police Service” attached to this backgrounder)*

Seventy-eight percent of respondents in communities served by the RCMP indicated that they had “somewhat favorable” or “very favorable” impressions of the RCMP. Similarly, among those served by RCMP, 81% were “somewhat satisfied” or “very satisfied” with the service they receive. Among rural respondents, over 80% believe that the RCMP sets a positive example for young people, and approximately 70% view RCMP officers as accountable to the community, as having a personal connection with the community, and as effectively dealing with civil disobedience. Rural respondents are less pleased with the ability of RCMP to promptly respond to 911 calls, and also less confident that the RCMP has adequate resources to police its territory, with roughly 60% of respondents indicating satisfaction in these areas. Perceptions of the ability of RCMP to effectively deal with those experiencing mental health issues and in policing Indigenous communities was lowest, with satisfaction hovering at approximately 50% in both areas.

When respondents from all of Alberta were asked the specific question “Do you support the Fair Deal recommendation to create an Alberta police service to replace the RCMP” 29% indicated support. This respondent group, however, included the over half of Alberta’s population not served by RCMP (i.e. Calgary, Edmonton, Lethbridge, Medicine Hat). Among all respondents in communities actually served by RCMP, just 6% of respondents supported replacing the RCMP with a provincial police service, though a number (36%) supported maintaining RCMP service with “significant improvements.” Support for replacing the RCMP completely was highest in the rural north, at 11% support, but lowest in the rural central and south, at 3% support. Respondents from both Edmonton and Calgary supported replacement at a rate of 4%.

What the NPF polling shows is that although there are concerns with the performance of the RCMP in Alberta, the FDP’s argument that Albertans broadly support replacing the RCMP with a provincial police service is an oversimplification. Additionally, the general level of satisfaction with RCMP service levels in the NPF polling contrasts with the Fair Deal panel’s comments that those that support maintaining the RCMP do so only based on sentimentality or due to concerns about the complexity of forming a provincial service.

More discussion is required around how a provincial police service will improve service in rural Alberta. This will hopefully be addressed in Alberta Provincial Police Service Transition Study.

Cost Considerations

The current Alberta-Canada Provincial Police Service Agreement (PPSA), which runs until 2032, establishes that frontline policing costs for RCMP services in urban municipalities with populations below 5000 and rural municipalities are split 70/30 between the Government of Alberta and Government of Canada. This equates to an annual provincial contribution of \$262.4 million per year, and a federal contribution of \$112.4 million per year.

Under the new police costing model, introduced in early 2020, municipalities that receive policing under the PPSA are now required to contribute directly to frontline policing costs. This provincial program requires municipalities to collectively contribute \$15.4 million to provincial policing in 2020, increasing to \$60.3 million in 2023. Cumulatively, PPSA municipalities will contribute over \$200 million under the police costing model between 2020 and 2024. RMA and

its members have expressed concerns with the model, including the fact that there is no link between increased costs and improved local service delivery or input into policing.

Aside from forfeiting the \$112.4 million currently contributed by the Government of Canada under the PPSA, there is a wide range of current RCMP or Government of Canada assets, infrastructure, and processes, some of which are likely not addressed through the current PPSA, that would become the sole responsibility of the province. These include but are not limited to:

- ♦ Staffing (both frontline and administrative)
- ♦ Training facility
- ♦ Development of training curriculum
- ♦ Forensics facility and equipment
- ♦ IT system
- ♦ Equipment (vehicles, uniforms, weapons, facilities)
- ♦ Policy and procedure development
- ♦ Legislation and regulation modification or development
- ♦ Indemnification

In simple language significant money would be required to purchase facilities, equipment, vehicles, and new support systems all at once in addition to a large effort required to set up a large new police force organization. Similar to service levels, the Alberta Provincial Police Service Transition Study may consider whether the benefits of a provincial police service will outweigh the financial strain that such set up costs would place on the province.

Jurisdictional Cost Comparisons

As a large-scale, province-wide shift away from the RCMP to a provincial police service has not taken place in modern history (the Ontario Provincial Police, Sûreté du Québec, and Royal Newfoundland Constabulary have all been in place since at least the early twentieth century), it is very difficult to accurately project the full costs of a transition. However, a recent decision by the City of Surrey, B.C. to replace the RCMP with a municipal police force was estimated to carry a transition cost of \$45 million, which has since increased to nearly \$64 million as the transition proceeds. This increase also factors in costs reductions related to a new IT system. An initial proposal to develop a standalone municipal police IT system was estimated to cost \$27 million. This has been replaced with a decision to share the RCMP's IT system – an approach that has never before been taken and will still cost \$7.5 million.

Similar discussions took place in the City of Red Deer in recent years, with city leaders ultimately deciding to maintain RCMP service. Transitioning Red Deer to a standalone police service carried an estimated transition cost of \$12 million with limited expected differences in the quality of frontline services.

Comparing cities like Surrey and Red Deer to policing Alberta is impossible. Complexities in geography, socio-economic issues, crime rates and patterns, and many other factors are more pronounced in a large and diverse province such as Alberta as opposed to two individual cities. However, the costs, concerns, and opportunities faced by Surrey and Red Deer are relevant to Alberta's situation and may require further research.

In addition to up-front costs, it is unclear how salary levels for officers serving on a provincial police force would compare to wages earned by RCMP officers and those serving in other municipal and provincial police services across the country. In general, RCMP officers earn less than their counterparts in most other Canadian police services. In 2017, an RCMP member earned 14.4% less than comparable police officers in other police services in terms of overall compensation. In 2019, a new RCMP officer earned an annual salary of approximately \$53,000. This is roughly \$16,000

less than new officers in Edmonton, \$6000 less than in Halifax, and \$17,000 less than in Toronto and Vancouver. It is likely that to attract new officers, a provincial police service would be required to offer compensation at levels in line with the municipal police services mentioned above, as opposed to the compensation currently available to RCMP members. Again, the details of how wages and compensation could be determined are not available, but evidence suggests that the RCMP is likely not an accurate starting point for a provincial police force.

The costs of a provincial police force are extremely complex, currently unknown, but likely much higher than the current RCMP model, both in terms of up-front costs and long-term costs related to employee compensation and ensuring that service levels are enhanced compared to the status quo delivered by the RCMP. Although the FDP report indicates that added costs associated with a provincial police service should not be downloaded to municipalities without their consent, the Government of Alberta has a recent precedent of doing just that in relation to the police costing model, which suggests that municipalities may face further cost increases linked to a provincial police service.

NEXT STEPS

At this point, RMA's best guess of the next steps in the process for determining the feasibility of a provincial police force is as follows:

- January and February 2021: RMA and AUMA update their members on the issue to provide background knowledge and stimulate dialogue on this upcoming 2021 issue. Both associations seek member input on direction beyond positions taken to date.
- April 2021: PwC's Alberta Provincial Police Service Transition Study is completed. It is currently unknown whether it will be shared with Cabinet first or be made publicly available immediately.
- Spring/Summer 2021: Provincial decision as to pursue, consult with municipalities before making the decision to pursue, and/or add the forming of a provincial police force as a provincial referendum question on the October 2021 Municipal election ballot.
- Summer/Fall 2021: If this issue is posed as a referendum question, municipalities may field questions from residents on the issue, including requests for additional information. For awareness, one advocacy group that supports all the FDP recommendations as written is currently fundraising for a province-wide campaign to influence voters leading up to election day.
- Fall 2021/Winter 2022: If decision is made to proceed, the Alberta Provincial Police Services Transition Secretariat will establish an implementation process for the provincial police force, including how costs will be recovered, etc. The province must provide the RCMP two years notice to terminate service.

All that is definitively known at this point is that PwC Alberta Provincial Police Service Transition Study is expected to be complete by April 30, 2021.

ASSOCIATION CONTACT:

Wyatt Skovron
Senior Policy Advisor
780.955.4096
wyatt@RMAAlberta.com

Tasha Blumenthal
Director of Advocacy and External Relations
780.955.4049
tasha@RMAAlberta.com

REPORTS/DOCUMENTS:

1. Fair Deal Panel Final Report – Recommendation 14
2. National Police Federation AB – Introduction Document
3. National Police Federation – Alberta Polling Results re RCMP and Provincial Policing

RECOMMENDATION 14

Create an Alberta police service to replace the RCMP

The panel heard from many Albertans, especially those in rural Alberta, about the challenges facing law and order in their communities. Several expressed their appreciation of local RCMP officers but their frustration with the bureaucracy of the RCMP. Several expressed their disappointment with how many of the fine men and women who served in their community would be transferred to another town after having settled in and becoming familiar with the community. This lack of continuity means that knowledge and experience never accumulate properly within local law enforcement. This results in criminals having the upper hand.

While some expressed frustration with the courts and delays in prosecutions, Albertans outside Edmonton and Calgary generally called for greater local control over law enforcement, and most certainly not from Ottawa.

While a few people expressed their wish to keep the RCMP in Alberta, they seemed motivated either by a sentimental attachment to the RCMP or a concern about the extra cost and red tape associated with creating a provincial police force. Even supporters of a provincial police force were not against what the RCMP represented historically. Rather, they felt that the RCMP has become too bureaucratic to respond flexibly to the needs of small communities. A few also felt that Alberta controlling its own law enforcement would send a message to Ottawa that Alberta was in charge of its destiny, and that it would rather to spend its own money on its own men and women, rather than paying for a bloated Ottawa bureaucracy.

The panel notes that the RCMP in Alberta perennially struggles with having enough RCMP officers to adequately staff smaller municipalities. Posting officers in a small communities, then relocating them anywhere in Canada, is a disincentive for many applicants. Indeed, in 2006, Alberta created the Alberta Sheriffs to help with traffic enforcement, surveillance, communications, and security at the courthouse and the legislature. However, in many small towns, sheriffs have become the backbone of local law enforcement when RCMP staffing is inadequate.

In 2011, then Premier Ed Stelmach renewed Alberta's contract with the RCMP for 20 years, from April 1, 2012, to March 31, 2032. The contract contains a termination clause, which allows the agreement to be terminated on March 31 of any year by either party, giving the other party at least twenty-four months' notice. In other words, Alberta could, when this report is issued, terminate its agreement with the RCMP effective March 31, 2022. The contract could be terminated even earlier if the federal government concurred.

Alberta pays \$262.4 million annually for RCMP service, with the federal government paying \$112.4 million annually. If Alberta canceled the agreement and created its own new provincial police service, the current federal contribution would have to be fully or partially absorbed by the province and municipalities.³³

³³ Municipalities will be responsible for \$15.4 million of policing costs in 2020, and \$60.3 million in 2023. The total contributions from small and rural municipalities will be \$200.6 million by 2024.

That being said, the panel believes, based on feedback from various stakeholders, that Alberta communities would benefit greatly from having a provincial police service. An Alberta Police Service would enable local control over law enforcement. Regional policing districts could pool resources to tackle crime depending on where and when criminals operate. This could happen without waiting for prior approval from Ottawa every time a new initiative is needed to tackle crime. A stable police service that allowed members to stay grounded in local communities would be attractive to men and women considering law enforcement as a career. Officers would become more invested in their local settings, allowing them to better connect with local citizens and gain insights into where and how criminal elements operate in each community. Such local knowledge would be retained in the community and allow for more effective policing.

RECOMMENDATION | Create an Alberta Police Service to replace the RCMP.

Short-run costs could be absorbed by efficiencies of scale and scope across policing regions within the province. In provinces such as Ontario and Québec, provincial police forces are in charge of regions outside metropolitan areas. Indeed, Alberta had its own police service called the Alberta Provincial Police until 1932.

Under the current contract with the RCMP, Alberta sets the objectives, priorities and goals of the RCMP in Alberta.³⁴ Meanwhile, Canada controls internal management, including administration, professional police standards and procedures.³⁵ The current contract only provides police services in rural areas. Municipalities with over 5,000 people have their own agreements with the RCMP and are not covered by the agreement with the provincial government.³⁶

The panel recommends that Alberta should make the case for switching to an APS very clearly to municipalities that currently use the RCMP. Any extra costs incurred by Alberta should not be passed on to municipalities without their consent. Protocols regarding governance and recruitment should be in place prior cancelling existing contracts. Alberta should assess the long-term benefits of moving to its own APS. Regions and municipalities that would be significantly affected by any switch need to know how this change would impact citizens.

In many communities, the panel heard about a “revolving door” to the courthouse for individuals charged with serious crimes only to be released on bail. Sometimes charges against the accused are dismissed due to delays in prosecution. While criminal law is the jurisdiction of the federal government, the province has some control over the administration of justice. This includes the appointment of provincial court judges and Crown prosecutors. Alberta can also take steps to speed up trials by prioritizing violent crimes over non-violent ones. The panel notes that Alberta is committed to hiring more Crown prosecutors. The panel also recommends that Alberta hire more provincial court judges who will bring a sense of fairness and expediency to the administration of justice.

³⁴ Article 6.1 of the Provincial Police Service Agreement.

³⁵ Article 6.2 of the Provincial Police Service Agreement.

³⁶ Article 10 of the Provincial Police Service Agreement.

**NATIONAL
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**FÉDÉRATION
DE LA POLICE
NATIONALE**

Introducing the National Police Federation

The National Police Federation (NPF) is the sole certified bargaining agent representing close to 20,000 Members of the Royal Canadian Mounted Police (RCMP) across Canada, including approximately 4,500 Members in Alberta. The NPF is the largest police labour relations organization in Canada and is the first independent national association to represent RCMP Members. The NPF is focused on improving public safety in Canada and on increasing resources, equipment, training and supports for our Members. Better resourcing and support for the RCMP will enhance community safety and livability in the communities we serve, large and small, across Canada.

The NPF in Alberta

We've been on the ground in Alberta since 1873 and are very much part of the provincial fabric and history. As "boots on the ground", our Alberta Members have a very credible point of view and a unique perspective of local policing issues. This underpins an important mandate to facilitate communication between policymakers and front-line RCMP Members who bring unparalleled knowledge of local community safety issues to the fore.

Our Members are part of the communities they serve. They entered policing to make a positive difference and want to improve the way police services are resourced and delivered in Alberta. They are engaged in community activities, provide a positive role model to youth, and participate in anti-drug initiatives, youth education against gangs, anti-bullying programs, as well as volunteering to coach sports teams, and lead local youth organizations. They are woven into the community fabric and serve with dedication. Our Members are the public face of policing for many Alberta communities and understand their issues.

The NPF and the Government of Alberta share important priorities

We both want safe, livable communities. Recent polling* shows 81% of communities are happy with RCMP policing and 88% support increased resources for RCMP detachments, citing petty crime and police under-resourcing as issues to be addressed. Like these citizens and their elected representatives, the NPF wants the resources, equipment, education, training and supports to ensure police can maintain and improve public safety. We want to work together to find innovative solutions to policing issues.

The NPF is aligned with and supports provincial government efforts to consider ways to better deliver police services. Issues raised by the Fair Deal Panel are not new and are issues RCMP Members have raised over the years.

A New Provincial Police Service?

The Fair Deal Panel recommended the Government of Alberta investigate the possibility of creating a new provincial police service. We understand that the recently announced feasibility study by PWC is a first step to a larger conversation about policing in Alberta, and that if it recommends the creation of a

* Please contact us for more details of polling conducted by Pollara Research and others

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DE LA POLICE
NATIONALE**

provincial police service, Albertans could ultimately vote on that change through a referendum.

Our polling shows us that this issue is not a concern for the average Albertan. In fact, only six per cent of respondents support an outright change, and the majority said replacing the RCMP was the least helpful measure proposed by the Fair Deal Panel to improve Alberta's position in Canada. Support for the RCMP presence in Alberta was very high*.

Several larger Alberta communities already have their own police services. Other communities have undertaken reviews on transitioning to one. The City of Red Deer recently conducted a review and ultimately decided that it was not in the best interest of the community, was costly, and not what the community wanted.

Consequently, at a time when Alberta's economy is hurting, and against the backdrop of COVID-19, ***an important conversation must take place with all Albertans and their elected officials***. The NPF believes a transition to a provincial police force would result in an unnecessary investment that could be more strategically applied to resolve issues raised in the communities our Members serve.

Our Members

NPF Members are proud to work in Alberta; they want to keep supporting their communities as the provincial police service. They may not all be from Alberta, but once they arrive here, they very quickly establish deep roots and become active community members and that's why we want to improve the way police services are resourced and delivered throughout Alberta.

Our first priority has always been, and will continue to be, keeping all Albertans safe. Our success in achieving that priority has been due to the strong partnerships and relationships we have built with those we serve. We remain committed to working closely with those citizens and communities.

Conclusion

We want to engage in further conversations with Albertans and elected officials, municipal organizations, and community leaders to hear their thoughts and ideas firsthand. We want to encourage everyone to participate fully in the provincial government's deliberations on the idea of a provincial police service to ensure we are not trying to fix something that isn't broken, or invest scarce funds in creating a new service that could be better employed to improve the one we have.

NPF Contacts

Brian Sauve, President

bsauve@npf-fpn.com

Sarah Nolan, Director, Government Relations

snolan@npf-fpn.com

** Please contact us for more details of polling conducted by Pollara Research and others*



NPF – National Police Federation – Alberta



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October, 2020

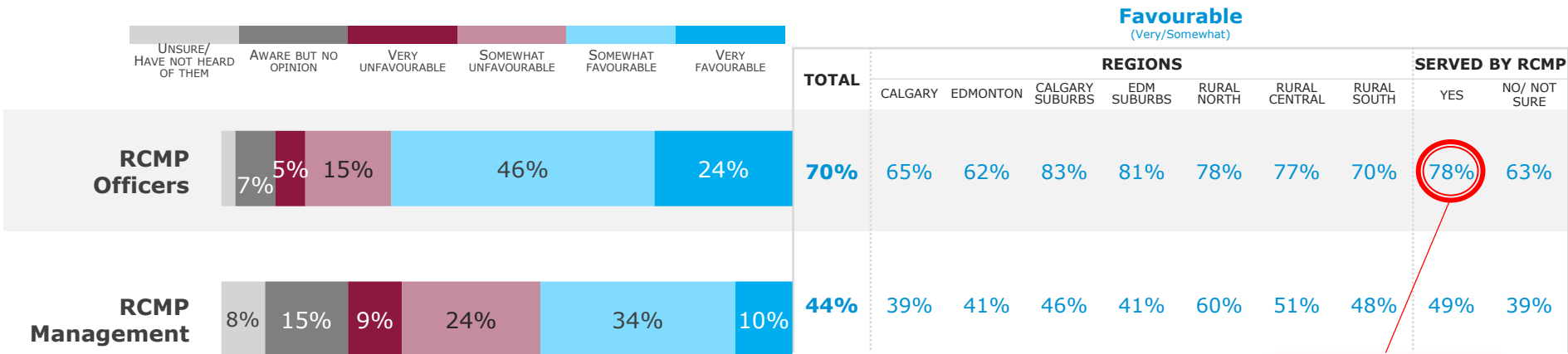
Methodology

- **Methodology/Sample:** Online survey of randomly-selected sample of **1,300** adult (18+) Alberta residents
- **Field Window:** October 21 to 28, 2020
- **Reliability:** Non-probability samples cannot be assigned a margin of error. *As a relative guideline, we have provided margins of error for a probability sample of this size. Data has been weighted by region, age and gender to be representative of the population of Alberta

Region	Number of Interviews	Margin of error*
CALGARY	202	±6.9%
EDMONTON	208	±6.8%
CALGARY SUBURBS	100	±9.8%
EDMONTON SUBURBS	100	±9.8%
RURAL CENTRAL	242	±6.3%
RURAL NORTH	226	±6.5%
RURAL SOUTH	222	±6.6%
ALBERTA	1,300	±2.7%

Over two-thirds of Albertans have favourable impression of RCMP officers

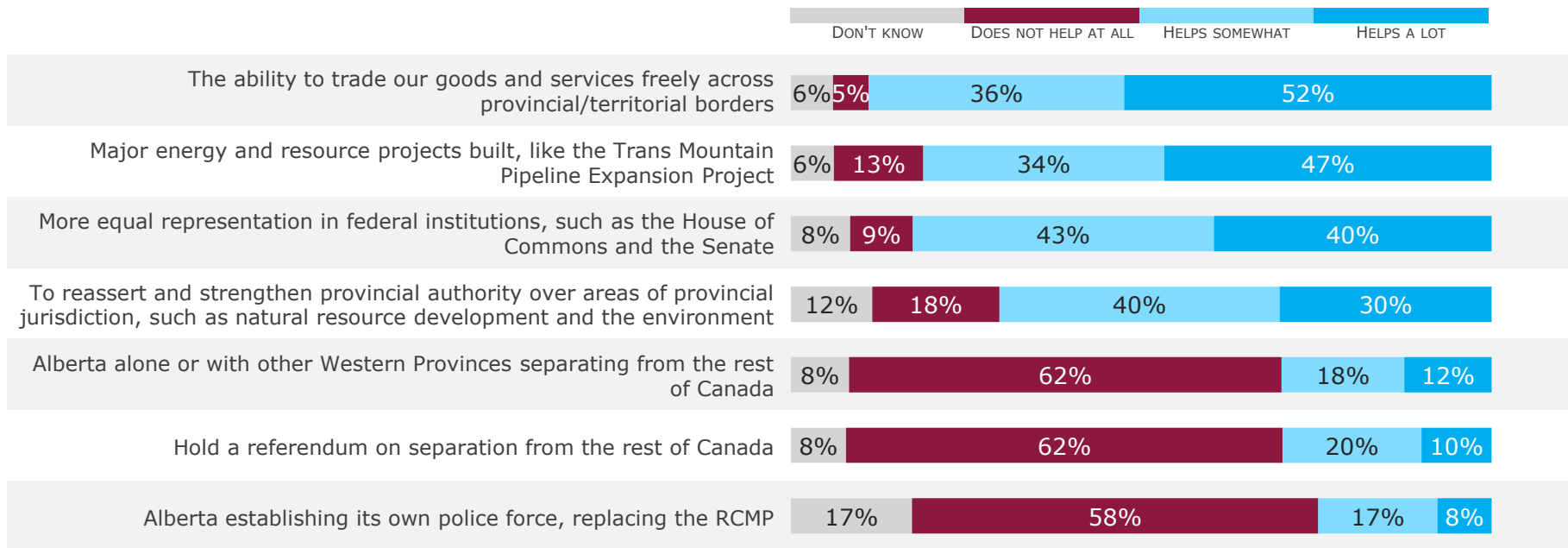
- Favourable impressions of RCMP officers rise to over three-quarters (78%) in communities served by the RCMP, consistent with June 2020 tracking
- Regionally, favourable impressions of RCMP officers are highest in Calgary suburbs (83%) and Edmonton suburbs (81%)



June 2020:
81% favourable
impressions of RCMP
officers in RCMP-served
communities

Replacing the RCMP viewed as least helpful measure tested to improve Alberta's place in Canada

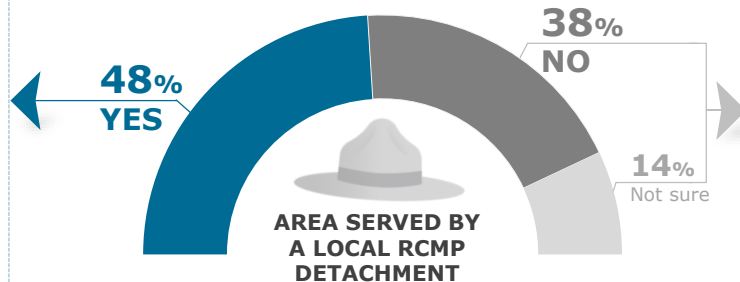
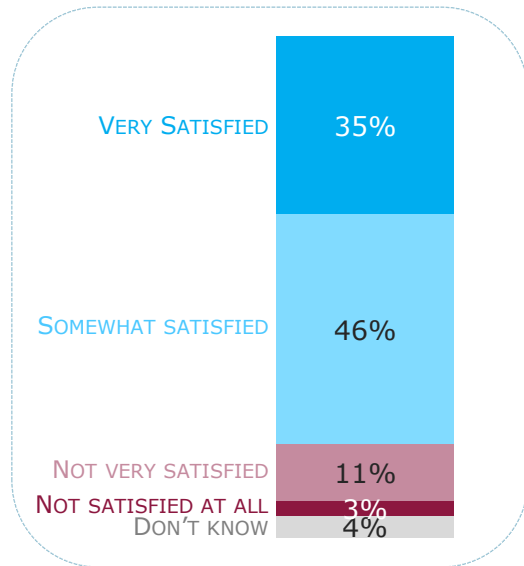
- Only 8% say replacing the RCMP helps “a lot”, while about half say trading goods freely (52%) and energy and resource projects (47%) help “a lot”
- The measures tested were also part of the Fair Deal Panel consultation



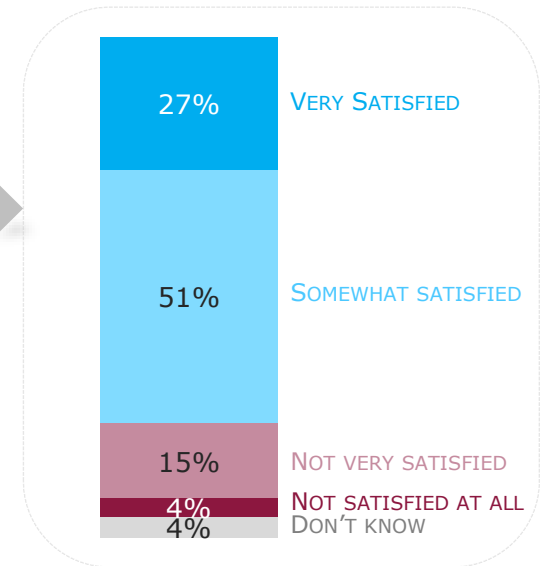
Over 4-in-5 satisfied with policing in RCMP-served communities; similar in non-RCMP communities

- Over 4-in-5 (81%) satisfied with RCMP policing in RCMP-served communities, unchanged since June 2020 (n=132)
- The level of those “very satisfied” is higher (35%) in RCMP-served communities than non-RCMP served communities (27%). Overall, satisfaction levels are comparable between RCMP-served (81%) and non-RCMP-served (78%)

SATISFIED WITH RCMP’S POLICING



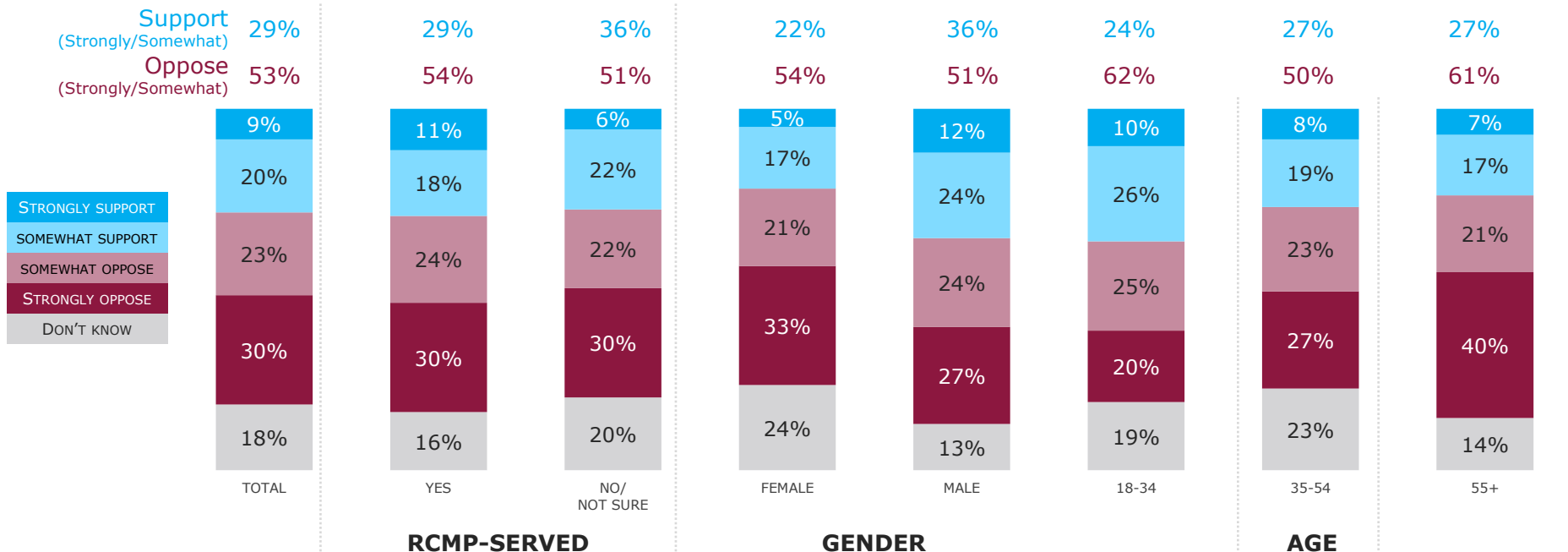
SATISFIED WITH POLICING IN COMMUNITY



Q5. Is your municipality or local area served by a local RCMP detachment? (Total N=1300)
Q6. How satisfied are you with the RCMP's policing of your community? (Yes at Q5 N=809)
Q7. How satisfied are you with the policing in your community? (No or Not Sure at Q5 N=491)

Majority oppose Fair Deal recommendation to create an Alberta police service to replace the RCMP

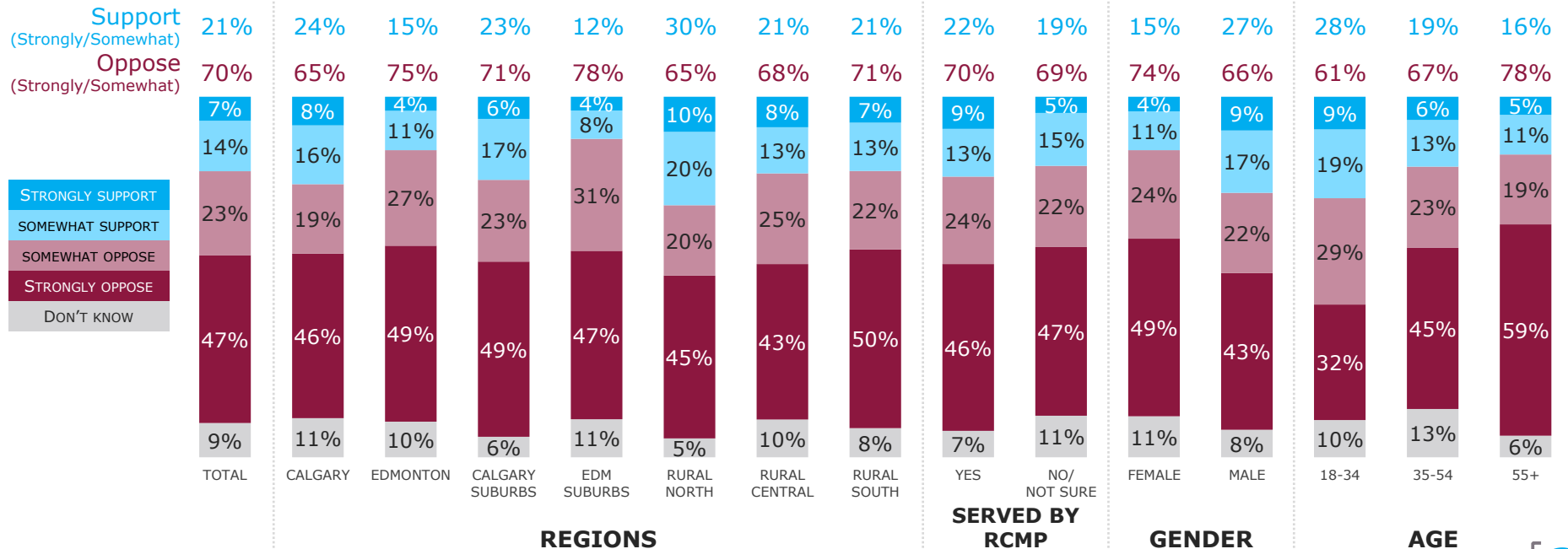
- 55+ voters more opposed (61%) than 18-34 voters (45%)



Q10. One of the Fair Deal Panel recommendations is to create an Alberta Police service to replace the RCMP. The RCMP polices almost all communities in Alberta outside of Calgary, Edmonton, Medicine Hat, and Lethbridge. Do you support or oppose this recommendation? (Total N=1300)

After hearing arguments, opposition to replacing RCMP rises from about half to over two-thirds

- Opposition to replacing RCMP rises from 53% in pre-test to 70% in post-test, while support decreases from 29% to 21%



Q12. Now that you reviewed additional information, do you support or oppose replacing the RCMP with an Alberta Police Service? (Total N=1300)



Rural/ RCMP Communities

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Highest satisfaction level with RCMP as role models, accountable to community, and personal connection

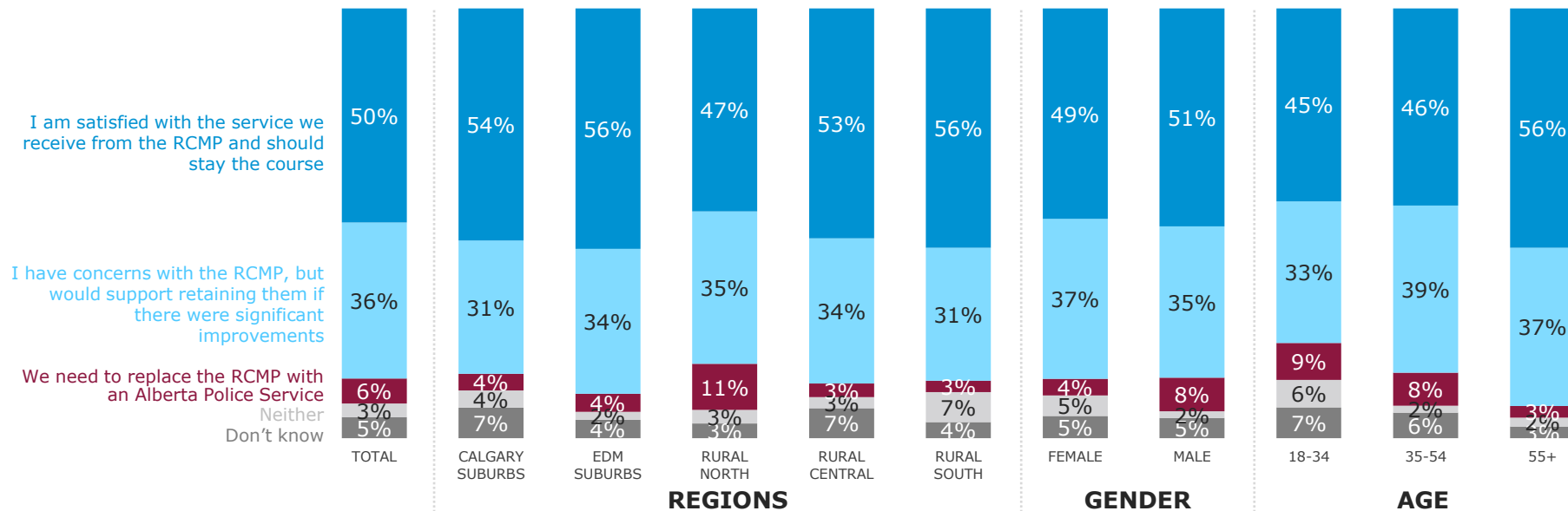
- Responding to 911 calls has second highest level of those “very satisfied”
- Lower levels of satisfaction re: adequate resources to police its territory, policing of remote rural areas, dealing with mental health and addiction issues, and policing of indigenous communities



						Satisfied (Very/Somewhat)					
	DON'T KNOW	NOT SATISFIED AT ALL	NOT VERY SATISFIED	SOMEWHAT SATISFIED	VERY SATISFIED	TOTAL	CALGARY SUBURBS	EDM SUBURBS	RURAL NORTH	RURAL CENTRAL	RURAL SOUTH
RCMP officers set a positive example for young people	9%	2%	12%	44%	33%	76%	63%	82%	82%	81%	86%
RCMP officers are accountable to my community	12%	4%	13%	43%	28%	71%	74%	72%	73%	67%	73%
RCMP officers have personal connection with the community	10%	5%	15%	49%	22%	71%	72%	74%	72%	72%	72%
RCMP officers are trained effectively to deal with civil disobedience	12%	4%	14%	50%	20%	69%	76%	62%	70%	75%	70%
My local detachment responds promptly to 911 calls	20%	4%	11%	34%	30%	64%	64%	69%	65%	59%	62%
My local detachment has adequate resources to police its territory	16%	6%	20%	39%	19%	58%	62%	51%	59%	60%	68%
RCMP policing of remote rural areas	15%	8%	20%	37%	20%	57%	57%	37%	63%	52%	69%
RCMP officers are trained effectively to deal with those with mental health and/or addiction issues	15%	9%	24%	38%	13%	51%	51%	40%	55%	54%	50%
RCMP policing of indigenous communities	31%	7%	19%	31%	13%	44%	40%	40%	47%	41%	47%

Only 6% choose outright replacement of RCMP

- Majority (50%) say “stay the course” with the RCMP, with highest levels in Edmonton suburbs, Calgary suburbs, Rural South and among 55+ age group
- Over one-third (36%) support retaining RCMP “with significant improvements”, with highest level among 35-54s (39%)
- Only 6% choose replacing the RCMP among these options, with highest level among Rural North (11%) and 18-34s (9%)

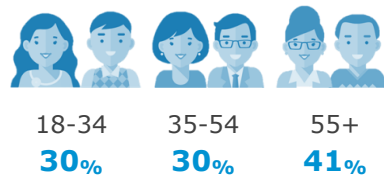


Demographic Profile

GENDER



AGE

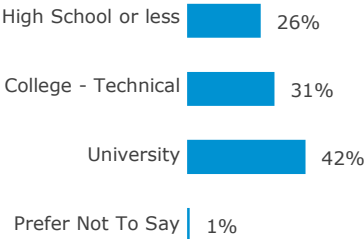


PROVINCIAL RIDING

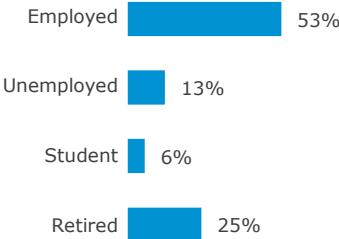


CALGARY	30%
EDMONTON	23%
CALGARY SUBURBS	7%
EDMONTON SUBURBS	10%
RURAL CENTRAL	13%
RURAL NORTH	9%
RURAL SOUTH	8%

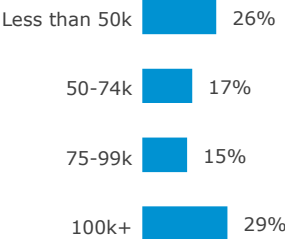
EDUCATION



EMPLOYMENT



INCOME



ETHNICITY

INDIGENOUS	4%
CAUCASIANS	67%
VISIBLE MINORITIES	35%



Craig Worden

CraigWorden@pollara.com
(416) 921-0900

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Polling questions for President's Summit Session on February 17, 2021



Polling Questions on a Provincial Police Service for President's Summit on Policing – February 17, 2021

1. **Polling:** What is the most important consideration for your municipality with respect to policing?
 - a. Cost
 - b. Level of service
 - c. Oversight and ability to influence local policing priorities
 - d. A, B, and C are all equally important
2. **Polling:** My municipality would be willing to pay more for policing if it means we will have better service and improved oversight.
 - a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree
3. **Polling:** When considering operating costs, I believe that an independent provincial police service could better meet my community's needs than the current RCMP policing model.
 - a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree
4. **Polling:** When considering service levels, I believe that an independent provincial police service could better meet my community's needs than the current RCMP policing model.
 - a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree
5. **Polling:** When considering oversight and ability to influence local policing priorities, I believe that an independent provincial police service could better meet my community's needs than the current RCMP policing model.
 - a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree

6. **Polling:** Based on what I have learned today, I believe the best policing model for my community would be:
 - a. An independent Alberta provincial police service
 - b. The current RCMP policing model
 - c. An RCMP policing model with improvements to oversight and service levels
 - d. Undecided

7. **Polling:** My council has enough information to decide whether we support or oppose establishing a provincial police service:
 - a. Strongly agree
 - b. Agree
 - c. Neither agree nor disagree
 - d. Disagree
 - e. Strongly disagree

8. **Polling:** If you answered "Disagree" or "Strongly disagree" to the previous question, please select what additional information your Council would need to make a decision. You may select multiple responses.
 - a. Details of the funding/billing model and costs to municipalities
 - b. Details of how an independent Alberta Police Service will be governed and how municipalities will provide input on local policing priorities
 - c. Details of the levels of services that will be provided in municipalities
 - d. Details of transition times and costs
 - e. Other

9. **Polling:** If you answered "Other" as one of the responses to the previous question, please use to chat box to enter what type of information you believe is missing from the list.