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January 29, 2021

Honourable Kaycee Madu
Minister of Justice and Solicitor General
424 Legislature Building
10800 - 97 Avenue NW
Edmonton, AB T5K 2B6

Dear Minister Madu:

On behalf of the Alberta Police Interim Advisory Board, please find attached the Board's report on recommendations for 2021-22 policing priorities. This report fulfills the following two mandate items from the Board's Terms of Reference:

- *Provide a report detailing the Interim Board's recommendations and advice on the JSJ/RCMP "K" Division Multi-year Financial Plan by January 31, 2021; and*
- *Provide a report detailing the Interim Board's recommendations and advice on provincial policing priorities by January 31, 2021.*

Please note that we have combined our recommendations on the multi-year financial plan and provincial policing priorities into the same document.

Thank you again for the opportunity to provide these recommendations. We would be happy to meet with you if you would like to discuss our recommendations in greater detail. The Board is now working on creating the governance recommendations for the operational Board to complete our final mandate items.

If you have any questions or suggestions at this time, please feel free to contact me at tthorn@okotoks.ca.

We look forward to engaging with you soon!

Sincerely,

A handwritten signature in black ink, appearing to read 'Tanya Thorn', with a long horizontal flourish extending to the right.

Tanya Thorn
Chair
Alberta Police Interim Advisory Board

cc: Paul McLaughlin, President, Rural Municipalities of Alberta
Barry Morishita, President, Alberta Urban Municipalities Association
Terry Coleman, Chair, Alberta Association of Police Governance
Deputy Commissioner Curtis Zablocki, "K" Division RCMP
Marlin Degrand, Justice & Solicitor General

Encl: (2)



ALBERTA POLICE INTERIM ADVISORY BOARD

Report on Municipal Policing Priorities

January 2021

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Executive Summary

The Alberta Police Advisory Board was created by the Minister of Alberta Justice and Solicitor General in spring 2020 to give municipalities served by the Provincial Police Service Agreement (PPSA) a strong voice in setting policing priorities. One of the Board’s mandated deliverables was to provide input into discussions on provincial policing priorities for the 2021/22 fiscal year. This report fulfills that mandate and is also intended to be used to inform the Government of Alberta/RCMP multi-year financial plan.

The Board has developed eight municipal policing priorities and related recommendations. These priorities and recommendations are of equal importance to municipalities.

Priority	Recommendations
Develop a coordinated, long-term strategy to ensure that all vacant frontline detachment positions are filled.	<ul style="list-style-type: none"> • Work with the Alberta Police Advisory Board to identify and prioritize vacancies and gaps in service in both Provincial Police Service Agreement (PPSA) and Municipal Police Service Agreement (MPSA) municipalities. This would include determining what factors should be considered in making resourcing decisions, as well as the relative importance of each factor. • Develop clear and consistent communication processes with municipalities around vacancies, including information on when and how they will be filled.
Update the detachment resourcing methodology to ensure that resourcing decisions reflect community needs.	<ul style="list-style-type: none"> • Work with the Alberta Police Advisory Board to review resourcing methodology to ensure it reflects community need, particularly at the local level. This may include both enhancing direct RCMP engagement with local communities, and working with the Alberta Police Advisory Board to refine resourcing methodology based on the local input gathered. • Work with the Alberta Police Advisory Board to improve communication with municipalities so that they understand how resources are allocated, as well as the value of centralized, specialized, and civilian positions.
Increase efforts to target repeat offenders committing crimes in rural and small urban municipalities.	<ul style="list-style-type: none"> • Collaborate with the Alberta Police Advisory Board to develop ways in which repeat offender-related strategies and information can be consistently and effectively communicated between detachments and municipalities or police advisory bodies, and how such discussions can then be further communicated to CRUs. • Improve reporting to municipalities and the public on what constitutes a “repeat offender” and the strategies being undertaken by the RCMP to address repeat offenders, especially in rural and small urban municipalities.
Work with municipal and community leaders to identify	<ul style="list-style-type: none"> • Collaborate with the Alberta Police Advisory Board to develop best practices and standards for detachments to follow to

<p>local priority enforcement areas and use this information to determine detachment and regional crime reduction strategies.</p>	<p>improve collaboration and engagement with small municipalities.</p> <ul style="list-style-type: none"> • Recognize different rural and urban crime priority areas and use this information to inform local, regional, and provincewide policing priorities and strategies.
<p>Continue to support detachments in conducting proactive policing and community engagement through the increased use of Crime Reduction Units, Call Back Units, and other resources that will allow frontline officers to increase their presence in the community.</p>	<ul style="list-style-type: none"> • Collaborate with the Alberta Police Advisory Board to develop meaningful definitions and measures of proactive policing and community visibility that are relevant in both urban and rural municipalities. • Determine how the continued growth of specialized units will directly support improved frontline policing (including proactive policing and community visibility) in rural and small urban municipalities. • Collaborate with the Alberta Police Advisory Board to develop messaging on how to better communicate the proactive policing initiatives already underway to support improved rural police services.
<p>Provide the Alberta Police Advisory Board with adequate and consistent financial and administrative support.</p>	<ul style="list-style-type: none"> • That Alberta Justice and Solicitor General allocate a portion of revenues collected annually through the police costing model to provide required administrative funding for the Alberta Police Advisory Board before transferring funding to the RCMP. • Collaborate with the Interim Board to determine long-term board costs and administrative requirements in order to inform the funding allocation.
<p>Work with the Alberta Police Advisory Board to develop best practices to enhance the quality and consistency of communication and collaboration between detachments and the municipalities that they serve.</p>	<ul style="list-style-type: none"> • Collaborate with the Alberta Police Advisory Board (possibly through the formation of a sub-committee involving RCMP, Government of Alberta, and Board members) to develop communication and collaboration best practices and approaches in the following areas: <ul style="list-style-type: none"> ○ How to form relationships with municipal leaders ○ How to effectively report to and update municipalities about policing in the community ○ How to work with municipalities to identify and engage community leaders, including those from racialized and/or under-represented communities ○ How to maintain collaboration following changes in detachment and/or municipal leadership
<p>Work with community and municipal leaders to address racism and other forms of discrimination in policing.</p>	<ul style="list-style-type: none"> • Develop measurable detachment-level requirements for engaging with local racialized and/or under-represented communities. • Collaborate with municipalities and other leading community organizations to raise awareness of and respond to local social justice issues.

	<ul style="list-style-type: none">• Collaborate with the Alberta Police Advisory Board to develop initiatives that will support detachments in undertaking this action.
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As the role of the Alberta Police Advisory Board is to provide recommendations to the RCMP and Alberta Justice and Solicitor General, it is ultimately the responsibility of the provincial government and “K” Division leadership to decide whether to accept the Board’s recommendations, and if so, how to integrate them into existing planning processes and strategic initiatives.

The Board would be pleased to meet with RCMP and Alberta Justice and Solicitor General leadership to discuss the priorities identified in this report, and how all three groups can work together towards effective implementation.

Introduction

The Minister of Justice and Solicitor General established the Alberta Police Advisory Board in spring 2020 to give municipalities served by the Provincial Police Service Agreement (PPSA)¹ a strong voice in setting policing priorities. As the order of government closest to its citizens, municipalities are well-positioned to help the RCMP identify and address community policing² and public safety issues. The Board can therefore play an important role in ensuring that policing reflects the needs and concerns of Albertans across the province.

The Alberta Police Advisory Board is being implemented in two phases: in the first year, an interim Board is developing the Board's structure and scope. On the completion of the interim Board's mandate, the work of the operational Board will begin for a four-year term. As per the Terms of Reference developed by Alberta Justice and Solicitor General (Appendix 1), the Interim Board is made up of four representatives from the Rural Municipalities of Alberta (RMA) Board, four representatives from the Alberta Urban Municipalities Association (AUMA) Board, and one representative from the Alberta Association of Police Governance Executive. A list of the current interim Board members is provided in Appendix 2.

The Interim Board has been mandated to:

1. Develop the scope and terms of reference for the operational Board.
2. Develop a recruitment and selection process for operational Board members.
3. Develop governance documents for the operational Board, including at minimum, a Competency Matrix for Board member appointments and review, a Code of Conduct, and a Mandate and Roles Document.
4. Provide input, advice, and recommendations to the provincial government and RCMP "K" Division on the buildup of the provincial police service.
5. Provide input into discussions on provincial policing priorities for the 2021/22 fiscal year to facilitate engagement during transition to the operational Board.

This report contains the Interim Board's recommendations and advice on provincial policing priorities for the 2021/22 fiscal year (Mandate Item 5). The report is also intended to be used to inform the Government of Alberta/RCMP Multi-Year Financial Plan.

¹ Under the *Police Act*, the Government of Alberta is responsible for providing police services to urban municipalities with populations of 5,000 or less and all municipal districts and counties. The provincial government meets this obligation by contracting the RCMP to deliver police services to these municipalities through the Provincial Police Service Agreement (PPSA). This agreement is negotiated and signed by the provincial and federal governments.

² Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Stakeholder Engagement

Since its establishment, the Alberta Police Interim Advisory Board has been engaging with key stakeholders to gather information and develop recommendations on policing priorities.

The Board distributed a survey to municipalities in fall 2020 to learn more about municipal perspectives on policing (see survey questions in Appendix 3). This survey received 209 responses from 160 different municipalities. The Board also solicited input from municipalities through email and in person at RMA and AUMA events. Municipal feedback provided the foundation for the recommendations in this report.

Additionally, the Board met multiple times with RCMP “K” Division and Alberta Justice and Solicitor General to learn about current policies and processes related to planning, budgeting, and resource allocation for the provincial police service. This included reviewing the policing priorities and performance measures identified by the RCMP and Alberta Justice and Solicitor General in their 2018-2021 Joint Business Plan.

Engagement Themes: What We Heard

The Alberta Police Interim Advisory Board received a wide range of feedback from municipalities on how to enhance policing in Alberta. While quantitative analysis of survey results has been invaluable in helping the Board determine policing priorities for municipalities, several broader themes also emerged through qualitative analysis. Some of these themes highlight broad, societal issues that the RCMP cannot resolve alone, but should consider in both their strategic planning and day-to-day operations. Other themes focus on specific policing areas that the RCMP can address directly. The Board was pleased to note that these themes are generally aligned with some of the priorities outlined in the existing Alberta Justice and Solicitor General/RCMP 2018-2021 Joint Business Plan, indicating a degree of agreement between municipalities, the provincial government, and the RCMP on future goals and directions for policing in Alberta.

Systemic Resource Constraints

Municipalities have consistently highlighted resource constraints in the provincial health, policing, and justice systems as a key barrier to effective policing. Municipalities do not expect to have a hospital, police detachment, and courthouse in every community in Alberta; however, all Albertans must have equitable access to health, police, and justice services and these services must be appropriately resourced in order to be effective. While the RCMP is now in a position to increase its resources as a result of additional funding raised through the new police costing model, their effectiveness will continue to be limited as long as there are vacancies and gaps in the health and justice systems. It is important to note that both the justice and healthcare systems fall under provincial jurisdiction, and municipal governments have a limited role in provincial policy, planning, and decision-making for these systems. Additionally, given fiscal constraints and limited mechanisms for raising revenue, municipalities are not able to fill in gaps in provincial funding.

Crime Reduction and Prevention

As crime and the costs of policing continue to be a key issue in both rural and urban communities, municipalities have identified the need to focus on crime prevention and reduction by resolving the root causes of crime. There is considerable research showing that early intervention and prevention with youth, families, and schools reduces violent crime in a cost-effective way: crime can be prevented by responding as soon as possible when people have risk factors such as addiction, loss of employment, or mental illness. While most early intervention and prevention programs fall under provincial jurisdiction, there is a role for the RCMP to play in cross-agency collaboration with various stakeholders and levels of government to identify the root causes of crime at a community level, pool resources, and coordinate responses. Municipalities do play a role in delivering preventative social supports through the Family and Community Support Services (FCSS) program; in fact, more than half of the municipalities participating in this program pay more than the required municipal cost share for the program. However, municipalities are limited by legislation that prevents FCSS programs from duplicating any provincial services.

Outcome Accountability

Municipalities expect the RCMP to operate according to prescribed accountability and governance frameworks. Many municipalities identified the need for a more transparent, collaborative approach to assessing RCMP performance that is based on the identification of policing and public safety goals through a closer working relationship between the RCMP and their primary stakeholders, particularly municipalities, which are well-positioned to identify community safety issues. Once such goals are identified, appropriate indicators should be created for assessing whether progress is being made towards achieving these goals, and regular reporting processes should be established. Municipalities are cognizant of the additional resources required to support organizational effectiveness and outcome accountability, and they acknowledge the tension inherent in balancing corporate support and centralized positions with “boots on the ground”. However, a collaborative and transparent approach to RCMP performance assessment that engages stakeholders more directly in goal identification and outcome measurement can lead to more successful, responsive, and accountable policing.

Social Justice

Recent events such as the National Inquiry into Missing and Murdered Indigenous Women and Children, the Black Lives Matter movement, and the Merlo-Davidson settlement underscore the need to address systemic discrimination in civil society, and the role of police in both perpetuating this discrimination and combatting it. All civil institutions, including municipal governments and police services, must work in partnership with marginalized populations to address discrimination both internally and in their interactions with the citizens they serve. To ensure public confidence in policing, municipalities support improved civilian oversight and transparency, particularly for complaints and disciplinary reviews, as well as recruitment and training initiatives that focus on diversity and inclusion.

Municipal Policing Priorities

Based on stakeholder feedback, the Alberta Police Interim Advisory Board has developed eight municipal policing priorities and related recommendations to inform discussions on provincial policing priorities for the 2021/22 fiscal year. These priorities and recommendations are of equal importance to municipalities and are grouped by the themes identified in the previous section.

Systemic Resource Constraints

Priority 1: Develop a coordinated, long-term strategy to ensure that all vacant frontline detachment positions are filled.

Albertans need to feel safe and protected in their communities. AUMA, RMA, and the Alberta Association of Police Governance have consistently heard from their members that RCMP vacancy rates and long response times contribute to the perception that some communities are not safe. This feedback has been validated by the responses to the Board's fall 2020 municipal survey, which identified the following three service issues as the most important for municipalities:

- Filling vacancies and providing full coverage service
- 911 response times
- Community visibility

Only cities were likely to indicate an "other" issue as most important; otherwise, all sizes, districts, and types of municipalities agreed on the above issues as their most important.

These service issues reflect an overall lack of resources; accordingly, the Board supports allocating additional police resources to improve policing services; address rising crime rates; and enable community crime prevention and diversion initiatives. The Board was therefore pleased to see the RCMP's announcement that the new police costing model will result in additional resources for the RCMP for 2020/21, specifically 76 new police officers and 57 new civilian support positions. Additionally, the RCMP has shared information with the Board on potential resourcing initiatives that include:

- 24-hour coverage in all PPSA locations
- The creation of a relief team to be deployed to detachments that are experiencing short term human resource shortages
- District general duty resources that would provide district commanders with the flexibility to deploy resources to areas of need

RECOMMENDATIONS:

- Work with the Alberta Police Advisory Board to identify and prioritize vacancies and gaps in service in both Provincial Police Service Agreement (PPSA) and Municipal Police Service Agreement (MPSA) municipalities. This would include determining what factors should be considered in making resourcing decisions, as well as the relative importance of each factor.
- Develop clear and consistent communication processes with municipalities around vacancies, including information on when and how they will be filled.

Priority 2: Update the detachment resourcing methodology to ensure that resourcing decisions reflect community needs.

The RCMP currently determines how to allocate policing resources by analyzing each detachment's workload. This analysis takes several factors into account, including travel time, call volume, type of crimes occurring in the area, amount of time required for investigations, size of detachment, and time available for proactive policing. When asked to rank which factors were most important to their municipality, survey respondents identified travel time as by far the most significant factor (43%), followed by the types of crime in the area (29%), then time available for proactive policing (12%). Call volume, detachment size, and investigative time required were seen as less important. Rural and small urban municipalities (municipal districts, villages, and summer villages; populations under 5,000) tended to prioritize travel time over type of crime when compared to larger urban municipalities (cities and towns; populations over 5,000), although both were considered important. This likely reflects the fact that rural and small urban municipalities tend to be further away from detachments than larger municipalities.

Additionally, 70% of respondents either agreed or strongly agreed that resource allocation should be balanced between frontline officers and centralized, specialized, or civilian positions.

RECOMMENDATIONS:

- Work with the Alberta Police Advisory Board to review resourcing methodology to ensure it reflects community need, particularly at the local level. This may include both enhancing direct RCMP engagement with local communities, and working with the Alberta Police Advisory Board to refine resourcing methodology based on the local input gathered.
- Work with the Alberta Police Advisory Board to improve communication with municipalities so that they understand how resources are allocated, as well as the value of centralized, specialized, and civilian positions.

Crime Reduction and Prevention

Priority 3: Increase efforts to target repeat offenders committing crimes in rural and small urban municipalities.

Repeat offenders are a major issue in rural and small urban municipalities across Alberta. Anecdotally, many municipal leaders have indicated that most of the criminal activity occurring within their communities is due to a small group of individuals that frequently re-offend. Survey results highlight the importance that municipal leaders place on addressing repeat offenders, particularly in rural municipalities and specialized municipalities. This may indicate a specific link between repeat offenders and property crimes common in rural areas with a limited police presence.

Although a complete strategy to effectively focus on and reduce the rate of prolific and repeat offenders includes reforms to social supports and the justice system that are beyond the scope of the Alberta Police Advisory Board, there are ways in which policing approaches at the detachment, regional and province-wide level could better address repeat offenders.

The Alberta Justice and Solicitor General/RCMP 2018-2021 Joint Business Plan includes a key initiative under the "crime reduction" priority to establish "specialized crime reduction units focused on targeting

repeat offenders.” It is the Board’s understanding that the first crime reduction unit (CRU) was formed in Alberta in 2017 as a pilot project, and four CRUs are currently in place in the province. The Board supports the CRU model as a key tool to address prolific offenders and appreciates that the RCMP has identified expanding the use of CRUs as a potential 2021 resourcing initiative.

According to the Civilian Review and Complaints Commission’s (CRCC) March 2020 *Review of the RCMP’s Crime Reduction-Type Units*, Alberta’s CRUs collaborate “with the provincial agencies responsible for health, housing, addictions and human services both at the working and senior levels, including the provincial deputy minister level.” While this collaboration between CRUs and provincial agencies is a positive, the report lacks any reference to CRUs attempting to work with municipalities, municipally operated social service organizations (such as Family and Community Support Services), community peace officers, or local non-profit agencies that may provide support to those at high risk of becoming repeat offenders. As many rural and small urban communities have little or no direct provincial agency presence, it is imperative that CRUs increase their collaboration with non-provincial entities that may play a role in both preventing individuals from becoming repeat offenders and helping to identify possible repeat offenders within these communities.

RECOMMENDATIONS:

- Collaborate with the Alberta Police Advisory Board to develop ways in which repeat offender-related strategies and information can be consistently and effectively communicated between detachments and municipalities or police advisory bodies, and how such discussions can then be further communicated to CRUs.
- Improve reporting to municipalities and the public on what constitutes a “repeat offender” and the strategies being undertaken by the RCMP to address repeat offenders, especially in rural and small urban municipalities.

Priority 4: Work with municipal and community leaders to identify local priority enforcement areas and use this information to determine detachment and regional crime reduction strategies.

Survey results showed that while some categories of criminal activity are priorities in municipalities of all types, sizes, and regions of Alberta, there are noticeable differences in how important other types of crime were viewed by different survey respondents. For example, although “major property crime” was clearly identified as the most important crime category for Alberta’s municipalities overall, it was ranked as relatively low among town and city respondents (larger urban municipalities) and as very high among rural municipalities, summer villages, and villages. Conversely, towns and villages ranked drug-related offences as a much higher priority than respondents representing rural and small urban municipalities. Similarly, family violence was ranked as a higher priority by larger municipalities, while property crime was less of a priority.

What these results suggest is that while both drug offences and property crimes impact communities of all types and sizes, the **direct** impacts of each likely differ. This data could be interpreted to suggest that individuals committing drug crimes in towns and villages (where they likely live) may be travelling to rural and small urban municipalities to commit property crimes linked to drug sales or use. This is a significant assumption, but it speaks to the larger issue: crime is a major concern in communities across the province, but its specific impacts differ based on municipal size and type.

While the survey results indicate broad differences in priority crime areas among municipalities of different types and sizes, it is likely that priority issues vary by individual municipality. For this reason, ongoing, quality collaboration between detachments and municipal/community leaders is essential to ensure that those policing the community understand the concerns and priorities of community residents and businesses. In larger municipalities where both police and municipal governments may have the time and capacity to regularly interact, this may be straightforward. However, in smaller municipalities, limited police and municipal capacity may mean that collaboration is more difficult. The impacts of municipal size on collaboration are supported in the survey results. The table below contrasts the overall survey responses to the responses of municipalities with a population below 2,000 on several questions related to police/municipal collaboration.

Question	Alberta overall	Municipalities with population below 2,000	Municipalities with population above 2,000
Does your municipality have a police oversight body?	27.5% said yes	19.4% said yes	36.0% said yes
How often does your municipality/police oversight body meet with your detachment commanders?	58.6% meet two times or more	39.6% meet two times or more	77.1% meet two or more times
Do you consider your current meeting frequency with RCMP detachment commanders sufficient?	65% said yes	56% said yes	73.0 said yes
Does your RCMP detachment provide you with a copy of their annual performance plan (APP)?	66% said yes	59% said yes	74.2% said yes
Is your municipality or police oversight body involved in developing the detachment's APP?	55% said yes	35% said yes	60.2% said yes
Does your municipality or police oversight body receive regular reporting from your detachment?	82% said yes	70% said yes	95.3% said yes

What the results above suggest is that collaboration between small municipalities and their detachments is consistently lower than collaboration between detachments and municipalities in general. This inconsistency likely flows upwards into the policing-related priorities of small and rural municipalities being under-considered in RCMP regional and province-wide priority-setting.

While Alberta's *Police Act* places the onus on municipalities to form police committees as a formal means to collaborate with their local detachment, it is not the only way. The results above clearly show that detachments often meet with municipal councils regardless of whether the municipality has a standalone police committee. However, the results also show that the level of engagement requires improvement, especially in small municipalities, nearly half of which consider their current meeting frequency with their detachments to be insufficient.

RCMP and Alberta Justice and Solicitor General should emphasize the development of detachment standards for engagement with the municipalities they serve. Alberta Police Interim Advisory Board members have regularly heard from municipal leaders that municipal-detachment engagement is often “personality-driven,” as it is almost entirely dependent on the willingness of a particular detachment commander to take the time to work with municipal leaders. In many cases, municipalities have formed strong relationships with a detachment, only to see them evaporate when the detachment’s leadership shifts.

The Alberta Justice and Solicitor General/RCMP 2018-2021 Joint Business Plan makes some indirect references to improving community engagement, including the need to develop strategies for “local partnerships” within detachment Annual Performance Plans, and “improve the way in which the RCMP connect with, involve, and inform communities to ensure the public is receiving a prompt response to criminal complaints and a positive service experience.” However, neither of these initiatives specifically addresses the need to better inform and engage municipalities, which is especially important in small communities in which the municipality is often most knowledgeable of local concerns and trends.

RECOMMENDATIONS:

- Collaborate with the Alberta Police Advisory Board to develop best practices and standards for detachments to follow to improve collaboration and engagement with small municipalities.
- Recognize different rural and urban crime priority areas and use this information to inform local, regional, and provincewide policing priorities and strategies.

Priority 5: Continue to support detachments in conducting proactive policing and community engagement through the increased use of Crime Reduction Units, Call Back Units, and other resources that will allow frontline officers to increase their presence in the community.

The Alberta Justice and Solicitor General/RCMP 2018-2021 Joint Business Plan includes a strategy to create specialized units, along with the Police Reporting and Occurrence System (PROS) data centre, to increase the amount of time available to frontline police officers for proactive policing and community engagement.

The Alberta Police Interim Advisory Board is highly supportive of this existing strategy and recommends that the RCMP continue to dedicate resources to forming and expanding the use of specialized units to address and respond to crime, which will allow local officers to increase their presence in the communities they serve more strategically.

However, both the concepts of proactive policing and community visibility, as well as their importance, are not homogeneous across Alberta, but rather differ across municipal size and type. For example, in urban municipalities, community visibility may look like police consistently appearing at and participating in community events to build relationships with residents. In isolated rural areas of the province, visibility may be as simple as having a police officer physically visit a resident who was the victim of a property crime, rather than only follow up over the phone. In other words, the threshold for what constitutes an effective level of community visibility differs significantly across the province, meaning that a single definition or measure of community visibility is unlikely to exist.

Similarly, the importance of proactive policing varies across the province. In urban communities that are typically located near a detachment and have short response times, proactive policing is more of a

priority, likely because it is seen as the “next step” in enhancing community safety beyond the core policing aspects of actually responding to calls for service. Conversely, rural municipalities rank response time as having much higher importance than community visibility, likely because current response times in rural areas are much longer than urban communities.

The survey reflects some of the differences in how urban and rural municipalities view proactive policing. The question below shows the relative importance that representatives of different municipal types assigned to travel time and time available for proactive policing in terms of how much importance each should have determining RCMP resourcing allocations (note that a higher number indicates a higher level of importance).

Municipal Type	Travel time importance	Proactive policing importance
City	1.71	4.29
Town	3.89	3.45
Village	4.80	3.75
Summer village	5.12	4.35
Rural municipality	4.97	2.89

What these results suggest is that larger urban municipalities that are likely to host a detachment are less concerned about travel time (which is likely already adequate), while villages, summer villages and rural municipalities, which are less likely to be near detachments, view travel time as a major concern. Interestingly, while all four urban municipal types shown above view proactive policing as relatively important, it is much less so in rural municipalities. This should not be viewed as an assumption that rural municipalities are not interested in having enhanced proactive policing in their area, but rather that response times (or reactive policing) is such a major concern in rural areas that rural expectations for anything beyond basic response is currently quite low.

These results also suggest that the RCMP must more effectively report on their rural proactive policing efforts, in the form of Crime Reduction Units, Call Back Units, and other initiatives, and their link to seeking to improve both police availability and community visibility in rural communities. It is likely that many rural residents (and municipalities) may be unaware of the proactive and strategic initiatives being undertaken by the RCMP with the end goal of increasing police presence and response in rural areas.

RECOMMENDATIONS:

- Collaborate with the Alberta Police Advisory Board to develop meaningful definitions and measures of proactive policing and community visibility that are relevant in both urban and rural municipalities.
- Determine how the continued growth of specialized units will directly support improved frontline policing (including proactive policing and community visibility) in rural and small urban municipalities.
- Collaborate with the Alberta Police Advisory Board to develop messaging on how to better communicate the proactive policing initiatives already underway to support improved rural police services.

Outcome Accountability

Priority 6: Provide the Alberta Police Advisory Board with adequate and consistent financial and administrative support.

The Alberta Police Advisory Board fills an important gap in the current RCMP-Alberta Justice and Solicitor General planning and priority setting process by ensuring that small and rural communities have some level of representation in the process. The current interim Board is supported by RMA and AUMA, along with additional assistance from Alberta Justice and Solicitor General and RCMP staff. Moving forward, RMA and AUMA expect to have a lesser role in the Board, as board members will no longer exclusively be RMA and AUMA representatives, but rather broader municipal and community representatives from rural and small urban municipalities.

To ensure that the Board functions effectively in the long-term, a portion of the funds currently collected through the new police costing model should be used to support the expenses and administrative requirements of the board. This includes board member costs and per diems and board administrative and capacity requirements, such as minute-taking, report writing, survey construction and analysis, and other specialized skills that the board will require but that cannot continue to be provided on RMA and AUMA on a no-cost basis. Proactively confirming that the operational Board will be adequately supported is crucial to supporting member recruitment, long-term planning, and ensuring the board can focus on policing, rather than on how to remain operational with limited provincial support.

RECOMMENDATIONS:

- That Alberta Justice and Solicitor General allocate a portion of revenues collected annually through the police costing model to provide required administrative funding for the Alberta Police Advisory Board before transferring funding to the RCMP.
- Collaborate with the Interim Board to determine long-term board costs and administrative requirements in order to inform the funding allocation.

Priority 7: Work with the Alberta Police Advisory Board to develop best practices to enhance the quality and consistency of communication and collaboration between detachments and the municipalities that they serve.

The RCMP has been a consistent and helpful partner for the Alberta Police Interim Advisory Board since its establishment in early 2020. The interim Board will be in place until the end of November 2021. Moving forward, the operational Board will likely consist of a variety of municipal and community representatives from rural and small urban municipalities across Alberta. In addition to providing input and recommendations to the RCMP and provincial government on behalf of municipalities, it is expected that the Board will play an important role in enhancing local engagement and partnership between the RCMP and municipalities across the province.

As explained under Priority 4, the effectiveness of local detachment-municipal engagement and collaboration varies by municipal size and type. A core focus of the work undertaken by the RCMP and Board should be to improve the consistency of local communication and collaboration, particularly in small municipalities, through the creation and implementation of best practices and policies that can be

used by both detachments and municipalities to encourage engagement in cases where a lack of time and resources may prevent the use of more “official” approaches such as police committees.

Such approaches should be flexible to meet the differing needs and capacities of municipalities, and should be grounded in the idea that an ongoing relationship should exist between each detachment and all of the municipalities it serves, but that this relationship should not necessarily look the same across the province.

RECOMMENDATIONS:

- Collaborate with the Alberta Police Advisory Board (possibly through the formation of a sub-committee involving RCMP, Government of Alberta, and Board members) to develop communication and collaboration best practices and approaches in the following areas:
 - How to form relationships with municipal leaders
 - How to effectively report to and update municipalities about policing in the community
 - How to work with municipalities to identify and engage community leaders, including those from racialized and/or under-represented communities
 - How to maintain collaboration following changes in detachment and/or municipal leadership

Social Justice

Priority 8: Work with community and municipal leaders to address racism and other forms of discrimination in policing

Alberta’s communities are diverse, and many Albertans have had negative experiences with police that have shaped their perceptions of policing and the role of police in their communities. Incidents across Canada and the United States over the past year have brought into sharp focus the concerning relationship between police and racialized groups that has existed for decades. It is critical that the RCMP engage with racialized and Indigenous communities, and other marginalized groups across the province to understand their perspectives on systemic discrimination in policing, and to ensure that all Albertans are effectively served by police.

While the Alberta Justice and Solicitor General/RCMP 2018-2021 Joint Business Plan includes a priority related to better serving Indigenous communities, a similar priority is required for other marginalized groups. Additionally, although the business plan includes a strategy to develop cultural awareness, diversity and inclusion training for all employees, action must go beyond simply requiring employees to take a single diversity training course. This focus should extend to the detachment level and require each detachment to take concrete, measurable steps to learn about and engage with racialized and vulnerable groups within the communities they serve. The Alberta Police Advisory Board can play a role in supporting this relationship-building by working with municipalities to identify those in small and rural communities that are members of or represent racialized or vulnerable populations.

RECOMMENDATIONS:

- Develop measurable detachment-level requirements for engaging with local racialized and/or under-represented communities.
- Collaborate with municipalities and other leading community organizations to raise awareness of and respond to local social justice issues.

- Collaborate with the Alberta Police Advisory Board to develop initiatives that will support detachments in undertaking this action.

Next Steps and Implementation

As the role of the Alberta Police Advisory Board is to provide recommendations to the RCMP and Alberta Justice and Solicitor General, it is ultimately the responsibility of the provincial government and “K” Division leadership to decide whether to accept the Board’s recommendations, and if so, how to integrate them into existing planning processes and strategic initiatives.

Many of the recommendations above build on actions already reflected in planning documents, and mainly focus on the need to accelerate implementation or collaborate with the Alberta Police Advisory Board to a greater extent around certain existing initiatives.

The Board would appreciate an opportunity to meet with the leadership of the RCMP and Alberta Justice and Solicitor General to discuss the priorities identified in this report, and how all three groups can work together towards effective implementation.

Appendix 1

ALBERTA POLICE INTERIM ADVISORY BOARD

TERMS OF REFERENCE

BACKGROUND

The Minister heard that Albertans wanted more of a voice into the setting of provincial policing priorities. The Minister of Justice and Solicitor General (Minister) is establishing the Alberta Police Advisory Board (Board) in support of the provincial government and Minister's mandate and responsibilities respecting the provision of adequate and effective policing in Alberta and in support of the participation and input of Albertans.

The Board will be implemented in two phases:

1. Within the first year, an Interim Board will develop the structure and scope of the Advisory Board (Phase One).
2. On completion of the Interim Board's mandate, the work of the Advisory Board will then commence for a four-year term (Phase Two).

MANDATE / RESPONSIBILITIES

On behalf of all provincial police service (PPS) municipalities and Albertans, the Interim Board will collaborate with the Ministry of Justice and Solicitor General (JSG) and those PPS municipalities to:

- develop the scope and terms of reference for the operational Board;
- develop a recruitment and selection process for operational Board members;
- develop governance documents for the operational Board, including at minimum, a Competency Matrix for Board member appointments and review, a Code of Conduct, and a Mandate and Roles Document;
- provide input, advice and recommendations to the government and Royal Canadian Mounted Police (RCMP) "K" Division on the buildup of the provincial police service related to funds raised by the Police Funding Model; and
- provide input into discussions respecting the provincial policing priorities for the 2021/22 fiscal year to facilitate engagement during transition to the operational Board.

SCOPE

While the Interim Board will provide input to the buildup of the PPS and to the development of provincial policing priorities during Phase One, the interim Board will be primarily development-focussed to ensure the efficient and effective, structure, participation and contribution of an Advisory Board.

In relation to the development of provincial policing priorities during Phase One of the Board, the Interim Board will conduct the necessary consultation, research, and analysis of current and anticipated policing issues as well as the priorities of significance and importance to Albertans and Alberta municipalities to support their role. Priorities and issues identified by the Board might include, but are not limited to:

- Community Safety and Well-being;
- Crime Reduction and Prevention; and
- Cross Jurisdictional Crime.

The Interim Board may also make recommendations and provide advice to the Minister with respect to the JSG/RCMP joint business plan, annual performance plans and multi-year financial plan as appropriate during the interim year, and ensuring the input is reflective of all PPS municipalities.

MEMBERSHIP

The Interim Board is comprised of:

- Four representatives from the Executive or Board of the Rural Municipalities of Alberta (RMA);
- Four representative from the Executive or Board of the Alberta Urban Municipality Association members (AUMA); and
- One representative from the Executive of the Alberta Association of Police Governance (AAPG).

Non-voting members of the Interim Board include:

- Executive Director, Law Enforcement and Oversight Branch, JSG
- Director, Contract Policing and Policing Oversight, JSG
- Manager, Policing Oversight and Contract Policing, JSG
- One administrative representative from RMA
- One administrative representative from AUMA

Interim Board Representation

Interim Board voting members have been selected to ensure broad representation, perspectives and diversity from all PPS municipalities and, where possible, representation aligns with each of the four RCMP districts (i.e. Central Alberta District, Eastern Alberta District, Southern Alberta District, and Western Alberta District).

Voting members of the Interim Board represent the broadest possible municipal and public interests across the PPS municipalities. A preference has been given to those who are engaged in or knowledgeable in matters related to policing. Voting members are not currently employed in law enforcement and policing. The organizations have determined voting members of the Interim Board having regard to any personal, professional or business interests or relationships that could reasonably be considered to represent an actual or perceived conflict of interest in relation to Interim Board work.

Any concerns respecting the selection and representation of an Interim Board member or of an Interim Board member's failure to conduct member duties and responsibilities in a manner consistent with this Terms of Reference will be addressed in a timely manner as appropriate, up to and including, the replacement of the Interim Board member.

It is important that all Interim Board voting members attend the meetings to ensure continuity and to maximize the efficiency and productivity of the Interim Board.

Non-voting members of the Interim Board will be in attendance at Interim Board meetings in an advisory, observational, and support capacity to the work of the Interim Board and to share information.

Chair

An Interim Board Chair (Chair) will be elected by the Interim Board using voting procedures of this Terms of Reference. The Chair is responsible for the overall leadership of the Interim Board, management of Interim Board meetings, sharing of information, and communication of Interim Board matters with the JSG. The Chair will collaborate and consult with Interim Board members to establish Agendas, Work Plans, Records of Discussions and other materials, as required.

The Interim Board will also elect an Alternate Chair from the Interim Board to act as Chair if the Chair is unable to attend Interim Board meetings.

Secretary

An Interim Board Secretary will be elected by the Interim Board using voting procedures of this Terms of Reference. The Secretary will ensure that a record of meeting agendas, meeting attendees, and any recommendations made by the Interim Board are kept. Copies of these records will be provided to JSG, and the respective organization's Chairs, Presidents and Executive Directors.

RESPONSIBILITIES

Conduct

The members of the Interim Board must, at all times, observe the highest standards of integrity and objectivity in their duties. Interim Board members must declare any direct or indirect personal, professional or business interests or relationships which could reasonably be considered to represent an actual or perceived conflict of interest in relation to Interim Board work. If a conflict of interest declaration is made by a member, the Interim Board must decide, having regard to the nature of the relationship, if the member must withdraw from membership on the Board.

Duties

Members of the Interim Board are required to consult and liaise with the PPS municipalities (councils and local policing committees/advisory committees) in order to bring those perspectives to discussions by the Interim Board and to determine the most efficient and effective Advisory Board structure. Engagement and work conducted as an Interim Board will be conducted in a transparent manner with the organizations and JSG to enable accountability of the Interim Board.

The Interim Board will engage with the Minister, JSG, and the Commanding Officer of RCMP “K” Division as necessary and required to discuss matters related to the Interim Board’s mandate, ongoing policing issues and concerns, to receive updates on the progress of policing initiatives, and to provide updates on the Interim Board’s work.

Meetings

Meetings are expected to be held monthly, at minimum, either through face-to-face meetings or teleconference to ensure the Interim Board is prepared to transition to the Advisory Board by April 1, 2021.

Meeting agendas will be distributed at least one week in advance of each meeting by the Chair. Copies will be maintained as records.

Reporting

Municipalities

Within the context of the Terms of Reference Confidentiality provisions, the Interim Board:

- will report to their respective organizational members following any Interim Board decisions; and
- will keep their organizational members and municipalities (councils and local policing committees/advisory committees) apprised of government policing priorities and initiatives respecting policing priorities and Interim Board mandate matters.

Minister and JSG

The Interim Board is accountable to the Minister and is required to report in writing to the Assistant Deputy Minister, Public Security Division, as follows:

1. To provide a final, Interim Board approved, Terms of Reference for the Advisory Board by January 1, 2021;
2. To provide a report detailing the Interim Board’s recommendations and advice on the buildup of PPS resources from Police Funding Model revenue by the end of Interim Board term;
3. To provide a report detailing the Interim Board’s recommendations and advice on the JSG/RCMP “K” Division Multi-year Financial Plan by January 31, 2021; and
4. To provide a report detailing the Interim Board’s recommendations and advice on provincial policing priorities by January 31, 2021.
5. To provide any other report or document as determined necessary and appropriate by the Minister, JSG, or in consultation with the Minister and JSG.

A record of meeting agendas, meeting attendees, and of any recommendations made by the Interim Board will be provided to JSG, and the respective organization’s Chairs, Presidents and Executive Directors.

Quorum

Quorum is required to conduct a meeting and for any Interim Board business. Quorum must include the Chair or Alternate Chair. Quorum is set at a minimum of 60 per cent of Interim Board members.

Interim Board business does not include the operational work necessary for Interim Board members to consult with their respective organizations or municipalities.

Voting

Elections and votes taken respecting any Interim Board business requires a majority vote by those Interim Board members in attendance to pass.

EXPENSES

Expenses necessarily incurred in the performance of duties as a member of the Interim Board will be reimbursed in accordance with the rates set out in the Travel, Meal and Hospitality Expenses Directive (Treasury Board Directive 1/2015) as amended from time to time, or any directive made in substitution, as if they were employees of the Government of Alberta.

CONFIDENTIALITY

The members of the Interim Board must maintain as confidential any information brought before them in the conduct of their work. Any information and knowledge learned, acquired or shared with by the Interim Board from the Minister, JSG, the RCMP "K" Division, or the RCMP generally, as a result of membership on the Interim Board or in relation to Interim Board work and its mandate will not be further communicated, disseminated or shared beyond the Interim Board without express permission from the originator of the information.

Any information and knowledge shared by the Interim Board to its respective organization's Chairs, Presidents and Executive Directors will be governed by the same confidentiality provisions as noted the interim Board and its members.

Members of the Interim Board must sign a confidentiality agreement as a condition of their appointment and participation on the Interim Board.

RMA, AUMA, and AAPG Chairs, Presidents and Executive Directors must also sign a confidentiality agreement in respect of any information and knowledge learned or acquired from the Interim Board and Interim Board members.

Appendix 2 – Alberta Police Interim Advisory Board Membership

Tanya Thorn	Board Chair	Councillor, Town of Okotoks
Kara Westerlund	Alternate Chair	Councillor, Brazeau County
Tom Burton	Board Member	Councillor, Municipal District of Greenview
Terry Coleman	Board Member	Board Chair, Alberta Association of Police Governance
Angela Duncan	Board Member	Deputy Mayor, Village of Alberta Beach
Tyler Gandam	Board Member	Mayor, City of Wetaskiwin
Trina Jones	Board Member	Councillor, Town of Legal
Kathy Rooyakkers	Board Member	Councillor, County of Wetaskiwin
Jason Schneider	Board Member	Reeve, Vulcan County

Appendix 3 – Alberta Police Interim Advisory Board Survey

1. Name of Municipality
2. Our municipality is a:
 - City
 - Town
 - Village
 - Summer Village
 - Specialized Municipality
 - County/Municipal District
 - Other (please specify)
3. We represent a population:
 - Under 2,000
 - 2,000 - 5,000
 - 5,001 - 10,000
 - Over 10,000
4. Our municipality receives RCMP services from the following detachment(s): (fill in)
5. Please provide a contact name, in case there is a need to follow up with your municipality to clarify feedback or get more detailed information regarding interesting ideas or collaborations (optional).

Engagement with RCMP

6. Does your municipality have a police oversight body?
 - Yes
 - No
7. How often does your municipality or municipal/community police oversight body meet with your RCMP detachment commander(s)?
 - Four times a year or more
 - 2-3 times a year
 - Once a year
 - Less than once a year
 - We've never met formally
8. Do you consider your current meeting frequency with the RCMP detachment commander(s) to be sufficient?
 - Yes
 - No
9. Does your RCMP detachment(s) provide you with a copy of their annual performance plan(s)?

Yes

No

10. Is your municipality or municipal police oversight body involved in developing the detachment's annual performance plan (APP)?

Yes

No

11. Does your municipality or municipal police oversight body receive regular reporting (such as information on statistics, trends, and detailed crime rates) from your local detachment(s)?

Yes

No

If yes, what type of information *do you* receive?

Is there any other type of information you would like to receive that is not currently provided?

If no, what type of information *would you like* to receive?

12. Please share any examples of effective collaboration between your detachment(s) and your municipality/community members.

13. How could your detachment(s) improve engagement with your municipality/community members?

14. Do you think that processes for providing input on local policing priorities should be formalized and standardized? For example, independent municipal, community police oversight bodies, which are currently optional, could be mandated in legislation.

Yes

No

If yes, what is your preferred mechanism for doing so?

Policing Priorities

15. Rank the policing priorities below in the order of importance for your municipality in 2021/22.

Traffic enforcement (i.e. aggressive driving, distracted driving)

Family violence (i.e. domestic abuse and threats)

Illegal drug-related offenses (i.e. possession, trafficking)

Impaired driving (drugs, alcohol)

Crimes against persons (i.e. assaults, threats)

Minor property crime (i.e. vandalism, theft from motor vehicles, theft under \$5,000)

Major property crime (i.e. break and enters, theft of motor vehicles, theft over \$5,000)

Proactive/community policing (i.e. school resource officers, patrols)

Increased focus on prolific offenders

Other (fill in)

16. Rank the RCMP service issues below in the order of importance for your local RCMP detachment to resolve in 2021/22.

- 911 response times
- Community visibility
- Filling vacancies and providing full coverage service
- Engaging with the municipality (reporting, setting priorities, communication on service changes, etc.)
- Communication with community members and other stakeholders
- Other (fill in)

Rollout of New Police Resources

The RCMP currently determines how to allocate additional and/or new policing resources by analyzing each detachment’s workload. This analysis takes the following factors into account:

- Travel time
- Call volume
- Type of crimes occurring in the area
- Amount of time required for investigations
- Size of detachment
- Time available for proactive policing (patrols, community engagement, visiting schools, and attending community events).

17. Rank the order of importance of these factors to your municipality.

18. Are there any other factors that should be considered?

Revenue collected through the new costing model will be reinvested into policing, leading to an increase in the number of RCMP officers and civilian positions throughout the province. This investment prioritizes adding uniformed patrol officers in rural RCMP detachments, but will also add police officers to centralized RCMP units that work to address province-wide issues such as organized crime, drug trafficking, and auto and scrap metal theft. A portion of the revenue will also be used to fund new civilian positions to assist with administrative tasks and provide investigative support. These administrative roles are intended to improve response times and help ensure officers have the support they need to protect Albertans by spending more time in their communities.

19. Do you agree that RCMP resource allocation should balance frontline officers with centralized, specialized, and/or civilian positions? (Strongly agree to strongly disagree)

Police Costing Model

20. Have you engaged in conversations with your local detachment around whether any new police resources arising from the new costing model may affect policing in your municipality?

- Yes
- No

If yes, what information did you receive from your detachment on new police resources?

21. Has the information provided by the Government of Alberta on the new police costing model been sufficient to ensure your council and staff understand the new model, including how costs are determined and how the additional funding could be used?

Yes

No

If no, what additional information do you require on the new police costing model?