THE CITY OF
GRANDE
prairie ALBERTA

The City of Grande Prairie
Policing Transition

Draft Final Report

February 14, 2023

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1 Executive Summary

1.1 Introduction

Grande Prairie (City or the City) is a growing mid-sized city with a vibrant and diverse population of approximately 64,141 residents. It acts as a regional hub serving an additional 281,000+ people across Northern Alberta, Northern British Columbia, and the Northwest Territories. It is the largest commercial centre north of Edmonton with an economic base consisting primarily of the oil, gas, forestry, agriculture, and retail industries. Over the next 25 years, the Government of Alberta projects Grande Prairie to have the largest population growth in the province. While the city thrives across many metrics, crime and safety are frequently reported as top areas of concern for residents. Crime Data confirms the public perception that crime is an issue in the city. The Crime Severity Index for Grande Prairie is significantly higher than both the provincial and national averages

1.2 Transition to a Municipal Police Service

The City initiated a Police Service Model Review (PSMR) in early 2022. The purpose of the PSMR was to analyze the current state of policing within the city and assess how the findings compared to alternative service delivery models. The PSMR concluded there is concern that the existing municipal policing arrangement with the RCMP may not be viable in the future due to the larger RCMP organization's challenges in providing a high level of contract policing services to a municipality the size of the City of Grande Prairie. This is attributed to its significant recruiting challenges, inability to retain senior members in the community, challenges associated with being sufficiently sensitive and responsive to local community needs, bureaucratic policies and procurement systems associated with such a large and complex organization, and ever-increasing costs.

Arising from the PSMR, City Council (Council) concluded that third-party analysis by way of a detailed transition plan (inclusive of in-depth stakeholder engagement) was warranted to assess the viability of transitioning to a municipal police service more fully. In October 2022, the City engaged MNP LLP to assist with the development of the Policing Transition Report (PTR) to be completed and publicly presented to Council in early 2023. This document and related attachments represent the PTR that is submitted for Council's consideration.

1.3 Governance and Oversight

In accordance with the Alberta *Police* Act, cities with a population over 5,000 are required to provide policing services for residents. Grande Prairie has a Municipal Police Service Agreement (MPSA) with the Government of Canada for the RCMP to provide the required policing services. Alberta Public Safety & Emergency Services sets the standards for effective policing across Alberta, while a municipality is responsible to oversee policing in their community, the degree of municipal oversight is dependent on who delivers policing services to the municipality.

Historically, a municipality that contracted the RCMP had an option to form a policing committee to meet the civilian oversight requirements of the Police Act. Council chose to establish a Municipal Police Advisory Committee (MPAC), not a Policing Committee under Part 3 of the *Police Act*. It is composed of seven voting members, including five members of the public, and two Councillors. The committee meets a minimum of four times annually and provides input and advice to senior members of the RCMP and Grande Prairie Enforcement Services (GPES).

In December 2022, the Minister of Public Safety and Emergency Services introduced Bill 6, the *Alberta Police Amendment Act* which subsequently received Royal Assent on December 15, 2022. The *Police Amendment Act*

contains several updates to the Police Act intended to modernize policing in Alberta. Changes to the police governance options available to municipalities policed by the RCMP are significant. Municipalities such as Grande Prairie with a population over 15,000 policed by the RCMP will now be required to establish local governance bodies. The impact of this new section to the City's current state policing oversight model will be the mandated establishment of a Policing Committee.

1.4   Current State Policing (RCMP)

1.4.1   Staffing

The City has approved annual staffing of 110 sworn police officers through their municipal policing contract with the RCMP. Currently, 104 sworn officer positions are funded by the City, which includes two positions within ALERT (Alberta Law Enforcement Response Teams). The intent of the additional six positions is to facilitate the transitioning of members in and out of the detachment. Historically, the RCMP has not achieved full utilization of approved positions as illustrated in the table below.

Table 1: Historical Utilization of Approved FTEs

	18-19	19-20	20-21	21-22	22-23 YTD	22-23 Forecast
Established Positions	106.00	108.00	110.00	111.00	110.00	110.00
Net Member FTE Utilization	95.92	97.84	94.83	97.82	95.62	104.00
Utilization (%)	90.5%	90.6%	86.2%	88.1%	86.1%	93.7%

In accordance with the terms of the MPSA, the City is responsible for providing, at its own cost, the support staff necessary to support RCMP municipal policing operations. As of May 2022, the Grande Prairie Detachment utilizes the equivalent of 57.4 municipal Full-time Employee positions. The City further supplements the RCMP through the Enforcement Services and Mobile Outreach departments which are expected to work in concert with the RCMP to support policing, law enforcement, and community safety in Grande Prairie. Enforcement Services is comprised of 29 Full-time Employees (growing to 33 in 2023) and Mobile Outreach has 13.5 Full-time Employees. The services provided by the RCMP, the Municipal Enforcement team, and Mobile Outreach differ and are designed to strategically complement each other.

1.4.2   RCMP Services

The RCMP provide the following core policing services to the City of Grande Prairie:

- General Duty Policing
- General Investigations (GIS)
  - o   Drug Enforcement Unit:
  - o   Specialized Investigative Unit (SIU):
  - o   Crime Reduction Unit
  - o   Police and Crisis Team (PACT)
- Traffic Services
- Community Engagement and Diversity

- Specialized Policing
- Alberta Law Enforcement Teams (ALERT)

1.4.3   Municipal Support Services

The Municipal Support Section supports the RCMP by providing services such as criminal record checks, court liaison, analytical support, budget and finance support, Canadian Police Information Centre (CPIC) operations, data quality, records management, exhibits coordination and general administrative support. Municipal support staff are divided into two categories, operational and administrative.

1.4.4   Municipal Enforcement Services

Enforcement Services Officers are appointed as Community Peace Officers (CPOs) by the Alberta Minister of Public Safety and Emergency Services. CPOs are legislated under the *Peace Officer Act* to enhance public safety. Grande Prairie Enforcement Services (GPES) CPOs are part of the City's Tiered Policing Model and can provide the following general services to the City of Grande Prairie:

- Emergency Response
- Bylaw Enforcement
- Provincial Enforcement
- Traffic Enforcement
- Commercial Vehicle Inspections
- Parking Control
- Vehicle for Hire Licensing
- Animal Control
- GPES Agent Program

1.4.5   Mobile Outreach Services

Mobile Outreach (MO) is a diversion program focused on mitigating the impacts of street level disorder, addiction, and public intoxication. Historically, RCMP members have been dispatched to these types of complaints, which takes policing resources away from other calls for service. MO outreach workers enhance community engagement and work proactively by taking a preventative approach to issues involving mental health and addictions, whilst reducing demands on the police.

1.4.6   Collision Reporting Centre

Grande Prairie residents may report non-injury motor vehicle accidents at the Collision Reporting Centre. This Centre contracts Accident Support Services International Ltd. (ASSI), which removes operational and financial responsibility from the City and reduces the administrative burden on RCMP police officers.

1.5   Community Engagement

This transition plan included a community engagement process with multiple channels that enabled broad inclusion and the opportunity to hear diverse perspectives. Community engagement efforts included stakeholder interviews, an online survey, and community open house events. The following sections describe these activities in more detail.

1.5.1 Stakeholder Interviews

MNP LLP was engaged by the City to conduct stakeholder engagement interviews. The use of an objective third party ensured anonymity and unbiased conversation and questions. MNP met with stakeholders in person the week of November 21, 2022 and followed up with virtual interviews where stakeholders were unavailable. These engagements consisted of both one-on-one interviews and small focus groups with City and external stakeholders such as community groups and local businesses.

1.5.2 Online Survey

The City of Grande Prairie conducted an online survey with public access through the City's engagement platform. The survey was open from December 6 – 23, 2022, and received a total of 758 responses. MNP hosted the survey separately and managed the results and analysis. The online survey consisted of 11 questions that were presented as a mix of multiple choice, open-ended, and rank-order formats. A full analysis of survey results is included in *Appendix 1: Online Survey Results*.

1.5.3 Open Houses

The City hosted two open house events on January 16th and 17th from 4:00pm to 8:00pm. The Open Houses were a drop-in format and available to all residents. The venue had multiple Informational posters, with members of the City, Transition Team and MNP available to answer questions. Following these discussions, attendees were encouraged to submit anonymous, written feedback and thoughts. Across the two days there were approximately 88 attendees, of which 39 submitted anonymous, written feedback and thoughts.

1.5.4 Community Engagement Themes

The various forms of community engagements were used to determine the community's current view on police: what they liked, didn't like, and wanted to see change. The above engagements each saw the following themes reflected by many community members:

- Current police are viewed as a net positive
- Policing needs to meet the needs of equity deserving groups
- Policing needs to better understanding and incorporate the effect of social factors into their operations
- RCMP are sometimes perceived to be bureaucratic
- General desire for localized approach to policing

The engagements with the community also highlighted the following misconceptions that exist regarding elements of a standalone municipal police service:

- There is the belief that a municipal police service would be trained to a lower standard than the RCMP, when training timelines and curricula are quite similar.
- There was the belief that a municipal service would be less impartial to local politics, however a municipal police service increases civilian oversight and reduces council involvement.
- How the police are funded was also commonly mistaken, for example, that the RCMP is 100% federally funded and that a municipal service would cost prohibitively more.

1.6   Legal and Regulatory Requirements

The following summary outlines the legal and regulatory requirements for municipalities seeking to change their police service delivery model.

Table 2 Legal and Regulatory Requirements for Policing Transitions

Legal and Regulatory Frameworks	Requirements
Police Act	• Obtain Ministerial approval to withdraw from their currently authorized policing model in accordance with Section 22 (4) of the Act. • Obtain Ministerial approval to establish a municipal police service in accordance with Section 28 (1) of the Act. • Create a Police Commission through municipal bylaw in accordance with Section 28 (2) and Section 59 (1) of the Act. • Once established, the Police Commission must appoint a Public Complaint Director in accordance with Section 28.1 (1) of the Act
Police Officer Collective Bargaining Act	• Municipal police officers below the rank of a commissioned officer (Chief, Superintendent, Inspector) are likely to form a bargaining unit. The Police Officer Collective Bargaining Act requires they form an association independent from any other work group or municipality.
Peace Officer Act	• The enhanced tiered policing model proposed for the municipal police service would see the City apply for enhance authorities including injury collision investigation (non-criminal) and minor criminal code (theft and mischief) authorities. The City will need to demonstrate the training and operational policies & procedures to support the request. Approval on such a request lies with the Law Enforcement & Oversight Branch of the Ministry of Public Safety & Emergency Services.
Police Amendment Act	• Requirement to have a Policing Committee and a Police Commission during the policing transition period. This can be one oversight body who serves both functions. Both the bylaw and policy & procedures will need to address this. • Additional requirement for the police to develop and action both community safety plans and diversity and inclusion plans. • Upon implementation of the Police Review Commission (PRC), there will no longer be a need for the Policing Committee/Police Commission to have a Public Complaint Director. Municipal Police Services will also no longer be required to conduct their own police conduct discipline investigations and hearings.
Law Enforcement and Oversight Branch	• Develop Policy and Procedures for the Police Commission which meet the Policing Oversight Standards. • Develop Policy and Procedures for the Municipal Police Service that meet the requirements of the Alberta Policing Standards.

1.7   Professional Standards

In accordance with the *Royal Canadian Mounted Police Act* (in the case of the RCMP) and the Alberta *Police Act* (in the case of municipal police), a police service must have policies in place that define the complaints and investigations process in accordance with applicable legislation. Professional Standards and Investigations ensure that police are responsible to the community and taxpayers and ensure competent levels of service. This provides avenues for monitoring police services and activities, complaint processes and independent reviews. The Director of Law Enforcement, Law Enforcement Review Board, and RCMP Review and Civilian Complaints Commissions provide oversight of policing standards and audits.

1.8   Strategic Considerations

Creating an environment for success involves several strategic elements that have been identified for consideration Implementing these elements will optimize efficiencies and objectives of the PTR.

- **Change management** is a systematic approach to helping individuals transition from a current state to a future state so that the organization can achieve the intended objectives and benefits of a change.
- **Enhanced employee health and wellness supports** for officers, civilian staff, and their families to maintain the mental health and wellbeing of all employees in a police service.
- **Equity, Diversity, and Inclusion (EDI) awareness and training initiatives** to demonstrate commitment to the active pursuit of a diverse and inclusive workforce, as well as creating equitable outcomes for members of the community.
- **Hiring for diversity** to represent the community in which the police services are provided.
- **Recruiting outreach** to enhance the pool of potential candidates.
- **Community consultation and engagement** to ensure all voices are heard and represented, especially those that are typically underserved and underrepresented.
- **Youth engagement** to set the tone for positive relationships and experiences with police.
- **Public and media relations** to establish a positive and open working relationship with the media as well as effectively utilize digital media for the transition and future information releases.
- **Shared service agreements** to clearly establish the roles and responsibilities of the respective parties, determine when payment for services is required, enhance communication, and remain viable regardless of changes in personnel or other changes**.**
- **Intelligence-led policing** to drive smart and strategic policing.

1.9   Future State Model (Municipal Police)

The PTR is designed to continue the previous work done by the City in the PMR. The PTR outlines the key milestones and considerations needed when transitioning from RCMP policing to a municipal police service.

The conceptual design of the Grande Prairie Police Service (GPPS) has been developed by the City's Municipal Police Transition Team (MPTT). The operating model proposed for the GPPS is comprised of four bureaus: Community Policing, Investigations and Operational Support, Community Safety, and Corporate Services, staffed with 100 police officers, 31 peace officers, 13 outreach staff and 76 civilian support staff. This progressive service model allows for a 'Tiered Community Response,' which focuses on deploying the most appropriate resource(s) based on required expertise, authorities, and equipment to best deal with a situation.

To fulfill the requirements of the *Police Act* and *Police Amendment Act*, the MPTT must create a Police Commission that will serve as a joint function Police Commission/Committee and both the Police Commission Bylaw and policy & procedures will reflect such.

Staffing will be staggered over a five-year transition period, with a gradual decline in RCMP officers and equal increase in municipal officers. Grande Prairie will specifically focus on recruiting experienced and high caliber officers who wish to stay in Grande Prairie. By 2026 the Grande Prairie Police Service will be fully transitioned and at full capacity by 2027.

While detailed workplans and timelines that consider staffing, equipment, infrastructure, and information technology requirements are included with the PTR, the following figure provides a high-level overview of the transition timeline.

Figure 1: High-level Overview of the Transition Timeline

Establish GPPS
- Create Municipal Police Commission
- Create Policies and Procedures
- Police association is established
- Recruit Chief of Police and other senior leadership positions

2024

2023

First Officers Deployed
- 41 Municipal police officers trained and deployed
- 31 peace officers Deployed
- Municipal police and RCMP share policing responsibilities

Expansion Continues
- 65 Municipal police officers and 31 peace officers deployed at year end

2026

2025

Policing Fully Transitioned to GPPS
- 89 Municipal police officers and 31 peace officers deployed at year end

GPPS Reaches Full Capacity
- 100 Municipal police officers and 31 peace officers deployed at year end

2027

1.10   Financial Projections

The City will incur transition costs over a period of five years to move from the current RCMP policing model to a fully established municipal police service. The table below provides six years of financial projections including five years during the transition period, and one year of normal operations following the transition. Subsequent tables and notes in the body of the report provide a more detailed breakdown of specific lines in the projections below. The financial projections include several core assumptions which are based on an analysis of historical City costs and comparator jurisdictions:

- All salaries and current expenses including RCMP policing costs are projected to increase at 2.0% annually
- Police Officer salaries for the municipal police service have been estimated using the Edmonton Police Service salary scale and adjusted for inflationary increases
- Total revenue and expenses related to Automated Traffic Enforcement (ATE) are excluded

All salaries and costing information is based on the transition staffing outlined under the Staffing section of this report.

Table 3: Transition Period Summary: 6-Year Financial Projection for Municipal Police Transition

	Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**	**Year 6**
Transition Period Summary	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Total Revenue	-$3,503,400	-$3,513,726	-$3,524,207	-$3,834,845	-$3,845,643	-$3,856,602
Total Expenses – Operational	$34,527,850	$35,187,875	$35,048,369	$34,646,152	$32,064,708	$33,806,174
Total Start-Up Costs	$3,141,000	$3,341,964	$4,148,123	$3,003,780	$2,244,952	$ -
Total Ongoing Capital Costs	$ -	$ -	$ -	$202,000	$202,000	$1,565,500
Total Expenses Less Revenue	**$34,165,450**	**$35,016,113**	**$35,672,285**	**$34,017,087**	**$30,666,018**	**$31,515,072**

1.11 Conclusion

In summary, this report details the process and considerations for transitioning from RCMP policing to a municipal police service in Grande Prairie, with the goal of reaching full capacity by 2027. The transition report covers topics such as necessary oversight and governance, staffing levels and strategies during the transition, financial projections, and a high-level timeline for transition to a municipal police service.

The move towards a municipal police service aligns with the trend of police modernization. The PTR highlights several potential benefits and opportunities available to the City of Grande Prairie through a transition to a municipal police service model including increased local oversight and efficiency, increased community sensitivity and responsiveness, direct accountability to the community and taxpayers, improved officer retention based on stronger community ties, overall financial transparency and viability, and community policing costs that are estimated to be similar to what is expected under continued RCMP contract policing. In addition, Grande Prairie would gain control over cost elements and could more readily direct costs with increased granularity than is available today.

2   Background

The City of Grande Prairie ("Grande Prairie", "the City" or "City") initiated a Police Service Model Review (PSMR) in early 2022. The purpose of the PSMR was to analyze the current state of policing within the city and assess and compare it to alternative service delivery models.

The PSMR concluded that a Grande Prairie municipal police service would represent an opportunity to increase local oversight and accountability, organizational efficiency, employee attraction and retention and perhaps most importantly, sensitivity and responsiveness to the dynamic needs of Grande Prairie as a community. In addition, the PSMR concluded that there is substantial evidence that a municipal police service could decrease the cost of police services in the community.

Arising from the PSMR, City Council (Council) concluded that third-party analysis by way of a detailed transition plan (inclusive of in-depth stakeholder engagement) was warranted to more fully assess the viability of a municipal police service. In October 2022, the city retained MNP LLP to assist with the development of the Policing Transition Report (PTR) to be completed and publicly presented to Council in early 2023. This document and related attachments represent the PTR that is submitted for Council's consideration.

2.1   Report Scope

The primary objective of the PTR is to provide information to support Council's decision whether to proceed with establishing a City of Grande Prairie municipal police service.

To ensure comprehensive and thorough consideration of a police service transition, the PTR project scope encompasses and includes:

- A comparative analysis of current municipal police service models, including associated municipal employees and services to enable meaningful assessment of viable options for the City of Grande Prairie.
- A robust, thorough, and objective community engagement strategy. This process must meet the expectations of the elected Council and the community in terms of genuine inclusion and must also incorporate a high caliber communication strategy to ensure visibility for stakeholders.
- A thorough and comprehensive financial analysis to assess the City's initial PSMR findings, including sensitivity and scenario analysis.
- High quality report preparation and delivery that instills confidence in stakeholders that this initiative was executed by well-informed, skilled, and knowledgeable people with the highest degree of integrity and commitment to the public interest.

2.2   Project Methodology

2.2.1   Community Consultation

A robust community engagement process enabled broad inclusion and the opportunity to hear diverse perspectives. The methods used for consultation focused on genuine, authentic, informed, and thorough community participation. Appropriate methods were deployed over several months during which the community and stakeholders provided meaningful insights of their perceptions, preferences, relative merits, and risks associated with transitioning to a local municipal police service. Engagement sessions were conducted through a multi-phase approach including:

- Stakeholder interviews
- Focus group sessions
- Community survey
- Community Open Houses

2.2.2   Internal Data

The methodology utilized within this report involved analytics based on a wide range of qualitative and quantitative data sources. It also involved a careful review of the relevant academic literature, including published peer-reviewed research on policing and the delivery of police services, as well as evaluations of best practices in both policing and community safety and well-being. Key sources of data included public-source data from Statistics Canada, call load data, and information regarding current Grande Prairie policing operations.

Data collected from the City of Grande Prairie, included detailed financial reports, assets inventories, staffing, employee mandates, and operational practices.

2.2.3   Cross Jurisdictional Review and Leading Practice Research

A cross-jurisdictional review of other Canadian municipal police services was conducted to collect best practices, organizational and operational structures, and innovations and trends as a basis for comparison to the City of Grande Prairie's current policing structure and processes under the contract model. Seven municipal police services and commissions in municipalities of a similar size were analyzed in depth as relevant analogs for Grande Prairie. An environmental scan across Canada was conducted to examine new or emerging models of policing and highlight learnings from published research as a further basis of comparison.

2.2.4   Financial Modelling

Financial modelling is instrumental in completing prudent, accurate, comprehensive, financial and risk analysis. Financial modeling was conducted utilizing a variety of program tools to comprehensively compile current and future financial information to enable the City of Grande Prairie in making informed decisions on police service delivery.

2.2.5   Third Party Assessment

The City of Grande Prairie engaged MNP LLP, a consulting firm with a national Community Safety and Wellbeing Consulting Practice, as an expert consultant to conduct community engagement sessions and provide independent input and oversight to the development of a Police Services Transition Plan. Consulting services were performed in accordance with an engagement letter with the City of Grande Prairie dated October 7, 2022 and are subject to the terms and conditions included therein. Subject matter input and methodology was utilized to assess the proposed operating models and related governance structures against policing models in other jurisdictions within Canada. Changes in circumstances, and thusly its underlying assumptions, after this report has been published, could affect the findings outlined in this report.

3   Environmental Scan

The following subsections provide context regarding the City of Grande Prairie as well as general policing trends. This current community safety and wellbeing paradigm in which a municipal police service would operate in, and its conditions should ultimately have direct effect on the respective elements of a police service design.

The following sections describe the unique characteristics of the City of Grande Prairie, such as the geography, social demographics, economic factors, and crime trends, that impact Grande Prairie's policing environment. Grande Prairie is a young city full of growth and opportunity, seeking to be a leader in innovation and resourcefulness. Policing, as well as overall community safety and wellbeing, play a key part in Grande Prairie achieving its future goals and vision.

3.1   City of Grande Prairie

3.1.1   Geography

Grande Prairie is in northwestern Alberta, primarily surrounded by farmland with boreal forest to the south. It is located on Treaty 8 Land, with Horse Lakes 152B, and Sturgeon Lakes 154 reserves nearby. Measuring 132.7 square kilometers in size, Grande Prairie is easily accessible to the rest of Alberta and Northern BC, by highway (Hwy 43, 40, 2), rail, and air. Located on the CANAMEX trade route, Grande Prairie has ready access to major economic opportunities.[1] Acting as a hub to rural communities creates unique opportunities and challenges, as many migrate in and out of Grande Prairie to access resources.

3.1.2   Demographics

In 2021, Grande Prairie was the 9th most populous city in Alberta with 64,141 residents within its municipal boundaries.[2] The Alberta government projects Grande Prairie to have the largest population growth in the province over the next 25 years (linear regression in Figure 1 estimates that the population has been increasing by approximately 1,500 people annually since 2001). Driving this population growth is youthfulness, where individuals under 14 years represent the largest age group (13,695 individuals), followed by those aged 25 to 34 (13,375 people).[3]

Grande Prairie is the youngest city in Canada, with a median age of 34. In Alberta, Grande Prairie has the 5th highest share of the working age population. Unlike other resource heavy regions, Grande Prairie's relative economic diversity reduces the skew towards males and the resulting population split is approximately 50.5% men and 49.5% women.

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[1] https://cityofgp.com/economic-development

[2] https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=grande%20prairie&DGUIDlist=2021A00054819012&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0

[3] https://www.point2homes.com/CA/Demographics/AB/Grande-Prairie-Demographics.html

Figure 2: Grande Prairie Population (2001 – 2021)

$y = 1555.1x + 39817$
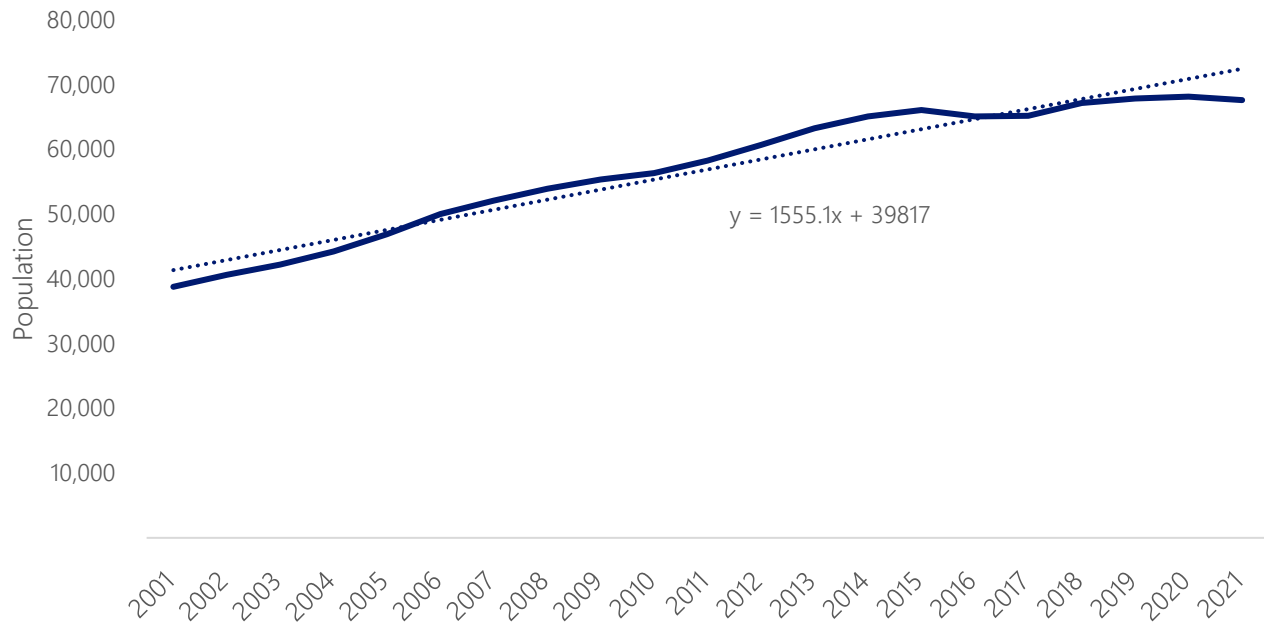
3.1.3   Diversity

Grande Prairie has a vibrant and diverse population, with representation from more than 80 different cultural and ethnic groups. As of 2021, visible minorities ("persons, other than aboriginal peoples, who are non-Caucasian in race or non-white in colour"[4]) comprised 16% of Grande Prairie's population with the largest group being Filipino (6.9% of population). Those identifying as Indigenous comprise 11.7% of the population, compared to the Alberta average of 6.5%.

These populations are represented and embraced through many different community and cultural groups such as the Grande Prairie Centre for Newcomers, the Grande Prairie Friendship Centre, the Filipino Association of Grande Prairie, the Chinese Association of Grande Prairie, the Grande Prairie Hindu Association, the East Indians in Grande Prairie group, the Islamic Association of Grande Prairie, and the French-Canadian Association (ACFA) Grande Prairie.

Over the past 20 years, Grande Prairie's population has experienced significant growth, with an increasingly larger share identifying as Indigenous or as part of a visible minority. As shown in Figure 3, the percentage of individuals identifying as Indigenous has increased from 7.1% in 2001 to 11.7% in 2021. Similarly, the Filipino population has increased from 0.7% of Grande Prairie's total population to 6.9% over the same 20-year period. Other visible minorities have also shown significant increases between 2001 and 2021.

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[4] https://www23.statcan.gc.ca/imdb/p3Var.pl?Function=DEC&Id=45152

Figure 3: Visible Minority and Indigenous Population as a Percentage of Total Population in Grande Prairie, 2001 and 2021

Percentage of Total Grande Prairie Population
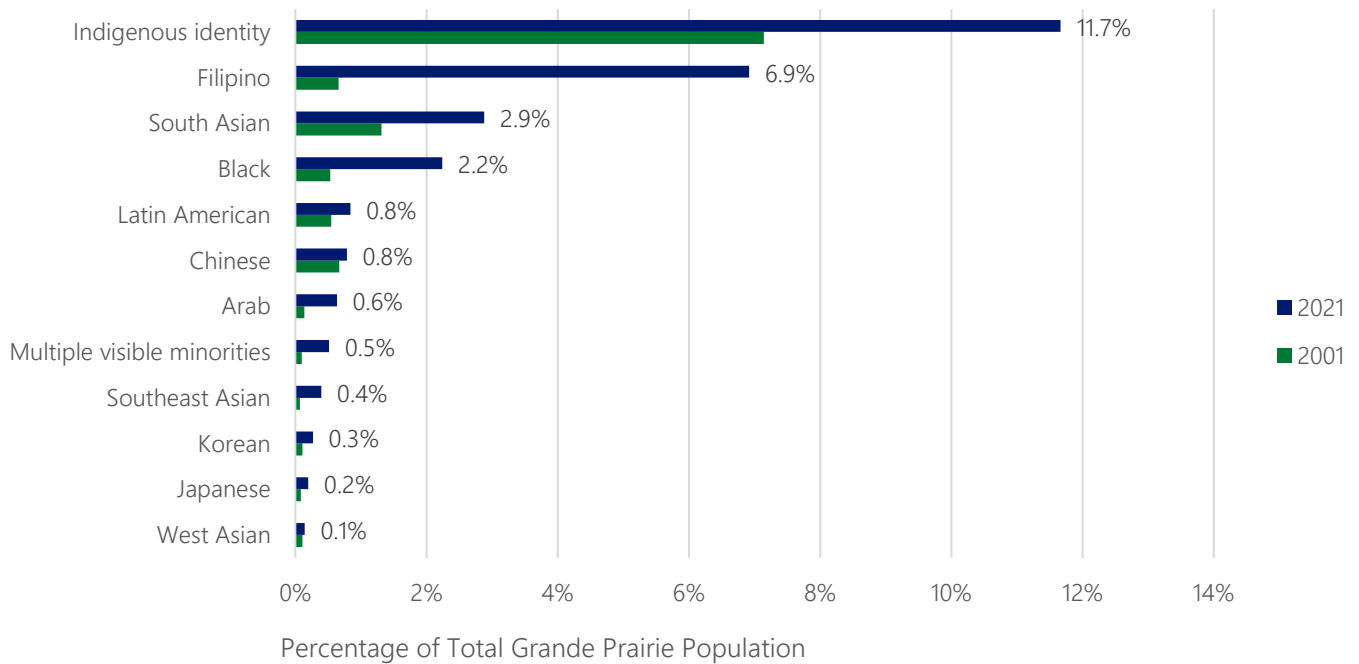
3.1.4   Development

Due to its geography along the CANAMEX trade route, Grande Prairie acts as a regional hub serving an additional 281,000+ people across Northern Alberta, Northern British Columbia, and the Northwest Territories. It is the largest commercial centre north of Edmonton based on key industries: Oil, gas, forestry, agriculture, and retail. The oil and gas sector in Grande Prairie is projected to produce over half of Canada's energy output by 2040, and its retail sector has spending activity valued at $4.7 billion.[5] Its economic sector is continuing to grow, with current developments and construction worth $8.25 billion invested in the city and future development announcements worth $16.2 billion on the way.[6] As a growing city, Grande Prairie continues to develop infrastructure to support its population. This includes a $730 million regional hospital and cancer centre, $109 million world-class aquatics and wellness facility, and a $30 million Downtown Streetscape Enhancement and Rehabilitation Project.[7]

3.1.5   Crime Trends

3.1.5.1   Benchmarking Comparators

The following subsections provide information regarding Grande Prairie's recent history across several nationally collected crime and police related statistics. To provide context, several other cities were included to provide a comparison. These statistics are often more meaningful when provided within the context of other cities. The cities

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[5] https://cityofgp.com/economic-development/key-sectors/energy-clean-technology

[6] https://globalnews.ca/news/8481657/alberta-grande-prairie-projects-energy-economy/

[7] https://cityofgp.com/sites/default/files/docs/ecdev/grande_prairie_economic_profile_-_2020-web_final.pdf

included for comparison include Medicine Hat, Lethbridge, Red Deer, and Edmonton. An Alberta average was also included.

3.1.5.2   Crime Severity index (CSI)

The Crime Severity Index tracks changes in the severity of police-reported crime by accounting for both the amount of crime reported by police in each jurisdiction and the relative seriousness of these crimes. Each type of offence is assigned a seriousness "weight" derived from actual sentences handed down by courts in all provinces and territories. More serious crimes are assigned higher weights, less serious offences lower weights. Offences that tend to be subject to incarceration upon conviction are generally considered more serious than those that are not. Each occurrence of a particular offence is assigned the same weight regardless of the specific outcome of any individual case. For example, all robberies reported by police carry the same weight in the Index, regardless of the specific characteristics of each incident[8].

Grande Prairie's CSI has been increasing, albeit slightly, during the period of 2011 – 2021 inclusive. Linear regression reveals that the CSI has been increasing by approximately 3.15 points annually. The general CSI adheres closer statistically to the non-violent component of CSI in Grande Prairie, although both violent and non-violent components to track together over years providing more reflection on the differences between activity in any year, not the difference between violent and non-violent activity.

It is, however, important to note that crime rates in general fell across the country due to the results of the global pandemic. Although it has been generally reported that some specific crimes became more problematic during the pandemic, crime rates in Canada fell significantly across the country in general. Grande Prairie's rates have followed this trend with significantly lower rates in 2020 and 2021. The increase in violent crime also reflects general pandemic influences based on the increase in certain violent crimes.

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[8] https://www150.statcan.gc.ca/n1/pub/85-004-x/2009001/part-partie1-eng.htm

Figure 4: Grande Prairie Violent vs Non Violent CSI

$y = 3.1525x + 145.5$
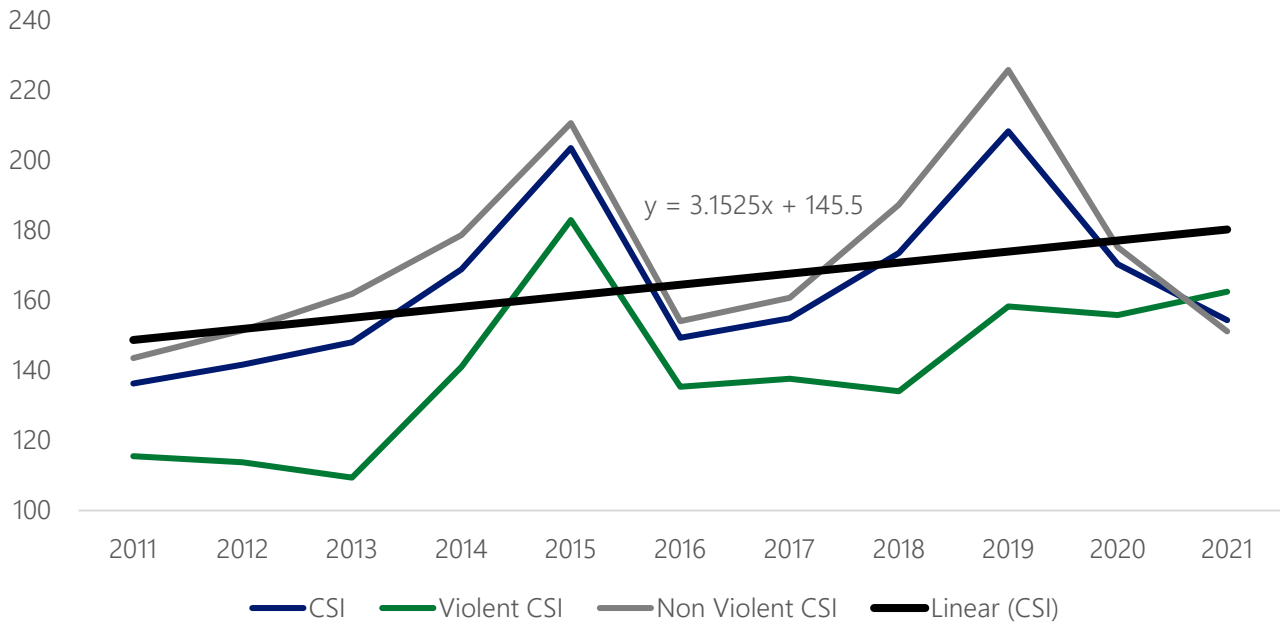
Overall, Grande Prairie's CSI is significantly higher than Alberta's average and is higher than most of the comparator cities except Red Deer.

Figure 5: Crime Severity Index for Grande Prairie and Selected Cities (2011 – 2021)
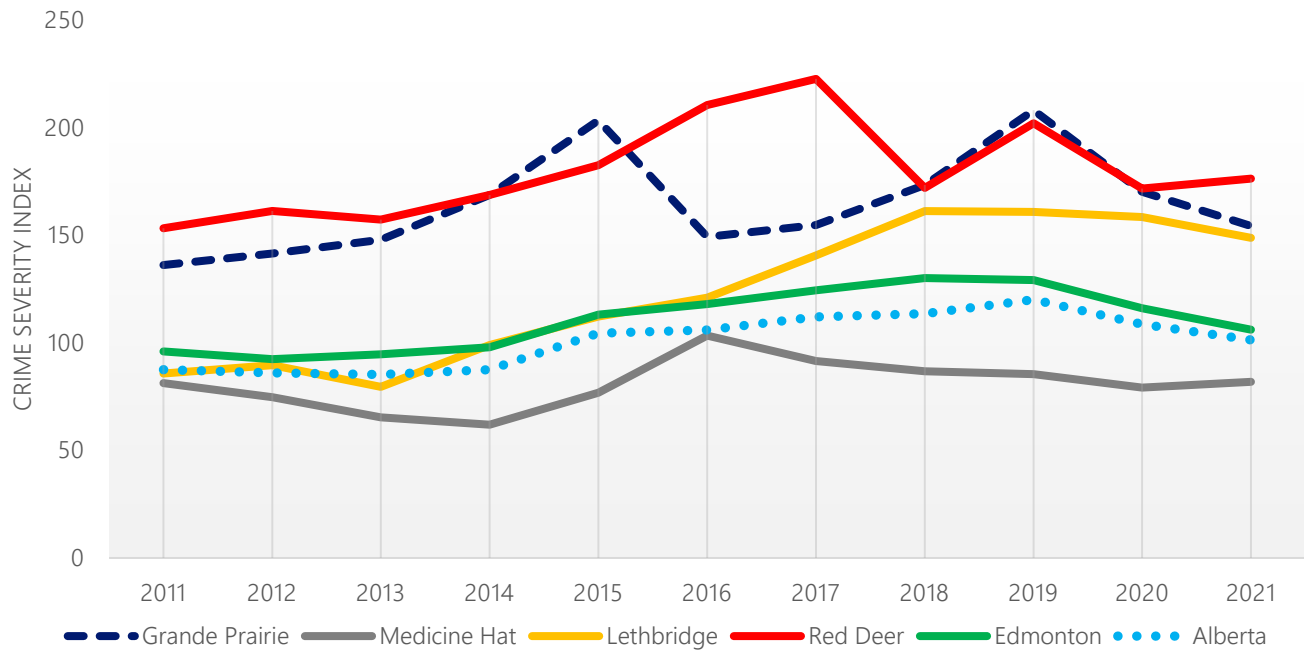
Figure 6: Violent Crime Severity Index for Grande Prairie and Selected Cities (2011- 2021)
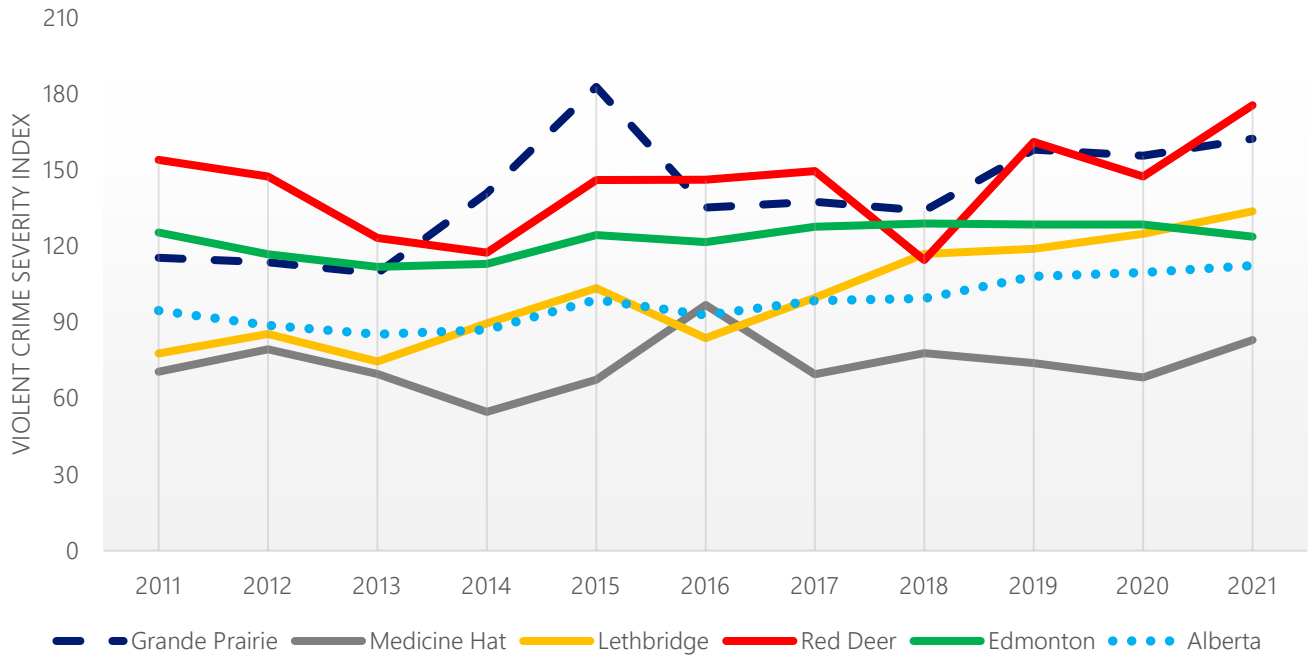
Figure 7: Non-Violent Crime Severity Index for Grande Prairie and Selected Cities (2011 – 2021)
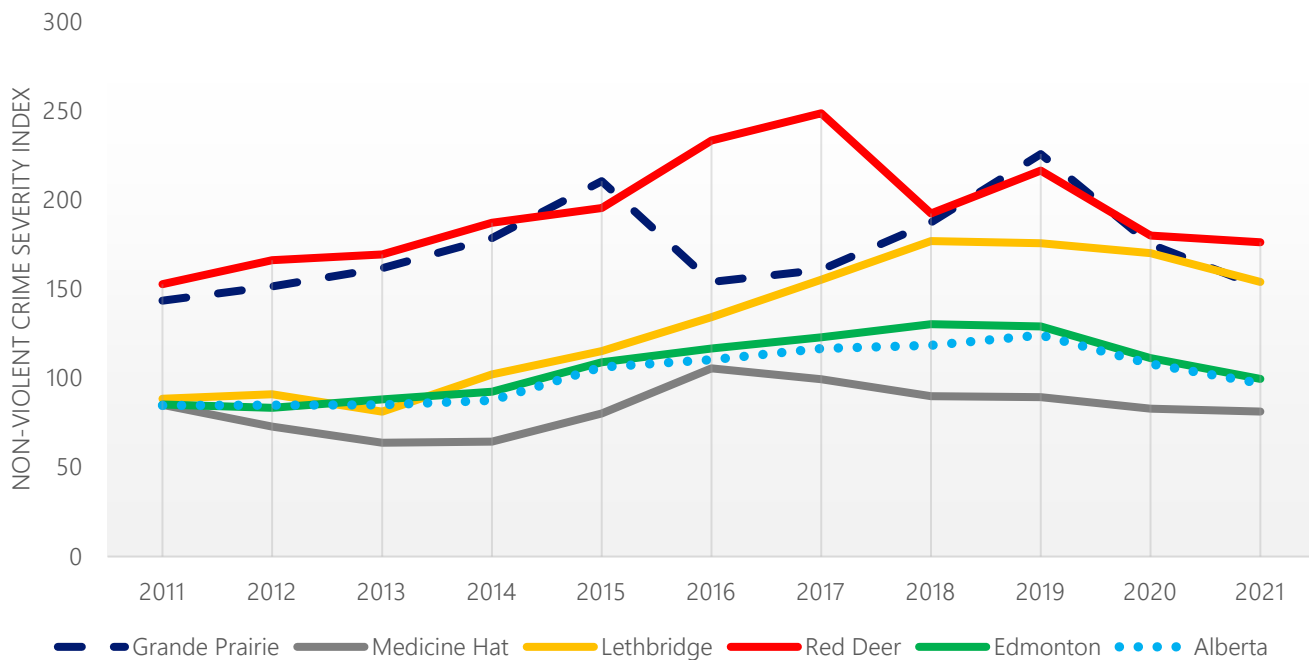
3.1.5.3   Criminal Incident Rate

The "incident" is the basis for counting reported crime in Universal Crime Reporting (UCR). An incident is the set of connected events usually constituting an occurrence report. One incident can include more than one offence. For incidents involving multiple offences, only the most serious offence in the incident is counted. In categorizing

offences according to seriousness, generally the Criminal Code maximum penalties are used, excepting that violent offences always take precedence over non-violent offences. Except for robbery, violent crime counts reflect the number of victims in the incident, whereas non-violent crime counts (and robberies) reflect the number of incidents or occurrences of crime[9].

Overall, the frequency of criminal incidents is on a declining trend in Grande Prairie, declining by approximately 135 incidents per 100,000 population over the period 2011 – 2021 inclusive (based on linear regression). However, the incident rate remains significantly higher than the Albertan average. In 2021, Grande Prairie had 17,244 incidents per population of 100,000 compared to the Albertan 8,306 incidents per 100,000.

Additionally, the decrease in incidents must also taken into the COVID pandemic context. The volume of criminal incidents in Grande Prairie had risen approximately 27.5% from 2016 – 2019, from approximately 14,200 incidents to 18,150 incidents. This increase in activity was quelled only by the decrease in overall activity the pandemic provided.

Grande Prairie has the highest incident rates per 100,000 out of all compared jurisdictions, surpassing Victoria in 2018 (Figure 9: Incident Rate Per 100,000 Comparison). All the jurisdictions reached a peak in 2019, and a decline the following year.

Figure 8 Grande Prairie Incident Rate per 100,000

$y = -135.32x + 18616$

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[9] https://www150.statcan.gc.ca/n1/pub/85-002-x/2010002/definitions-eng.htm#c1
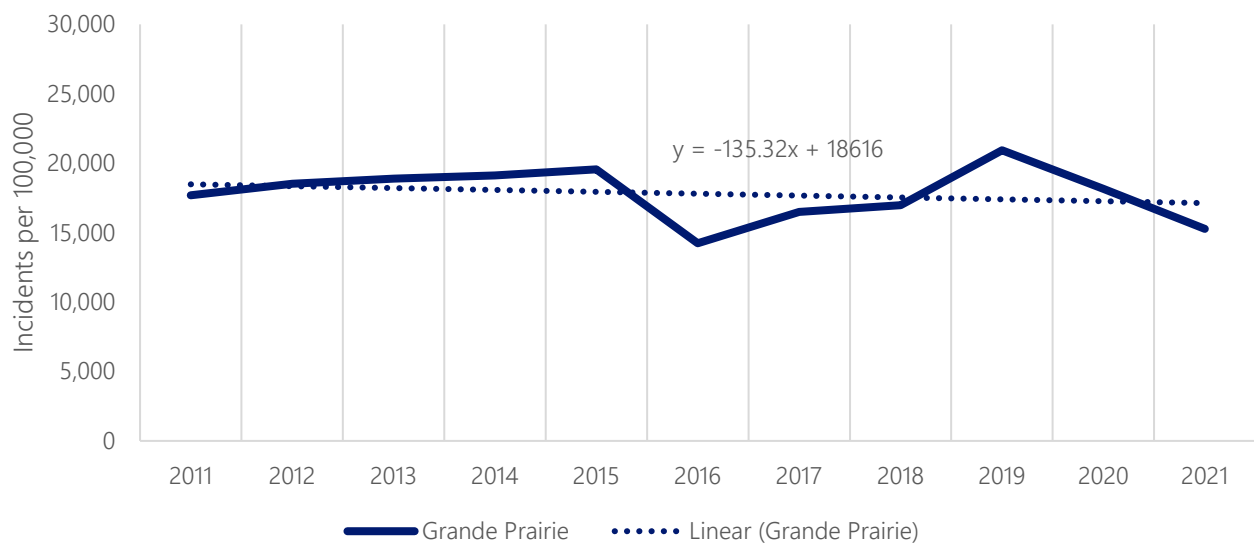
Figure 9: Incident Rate Per 100,000 Comparison
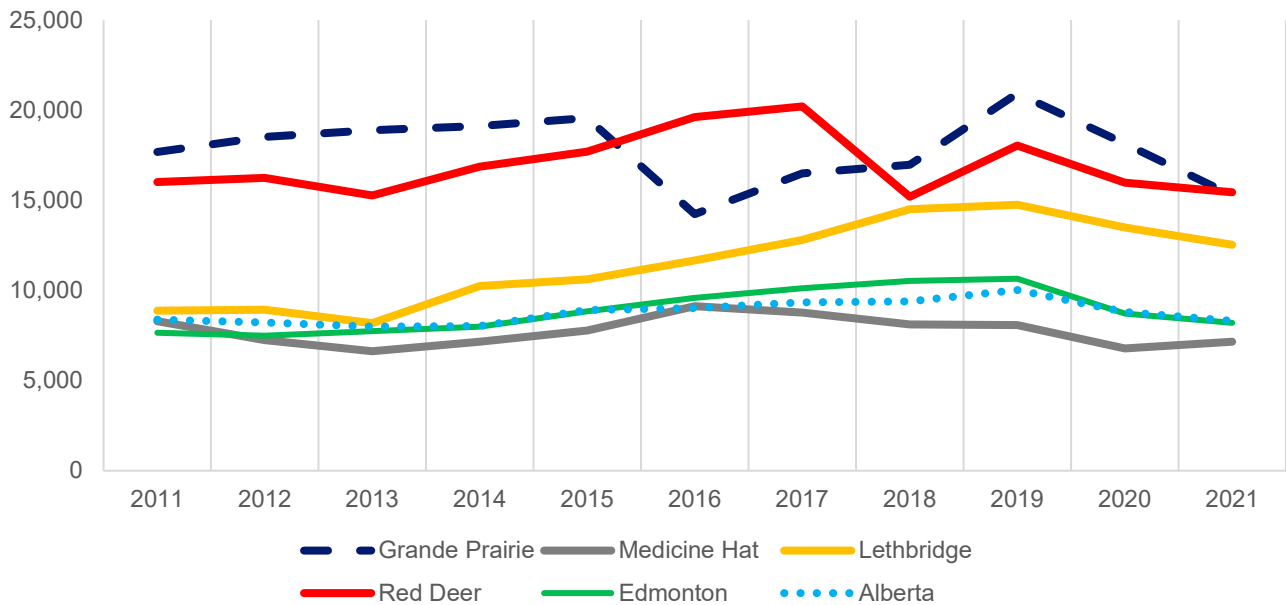
3.1.6   Summary

Grande Prairie is a uniquely young, growing, diverse and vibrant community fuelled by a tremendous level of economic and development related activity. The city's young population is growing more diverse as residents migrate there to take advantage of Grande Prairie's unique offerings.

Despite the vibrance, Grande Prairie has relatively high and growing crime rates (despite the decreases in criminal rates due to the pandemic). As Grande Prairie continues to grow, its community safety and wellbeing paradigm needs to be unique and nimble enough to not only maintain and attract further investments and immigration (both nationally and internationally), but to increase the quality of life and wellness for all its residents and visitors.

3.2   Policing Landscape

This section identifies trends in the policing landscape which impact the delivery of policing in the City of Grande Prairie. These trends affect a broad set of communities across Canada but have also been identified as significantly affecting the City of Grande Prairie.

3.2.1   Modern Policing

The context in which police work and the resulting demands on them are constantly changing. Police services must be adaptable to different needs and evolving knowledge. While police were originally institutionalized to provide public safety in Canada, there is now an ever-increasing social wellbeing network with many non-police service providers. Modern policing requires dealing with issues such as social disorders in ways that consider intersectional factors such as mental health, diverse and marginalized identities, homelessness and more.

3.2.2   Homelessness

Grande Prairie has been facing increased homelessness, indicated by emergency shelters reporting full capacity. Much of this is often attributed to increased migration to the city due to the "hub" nature of Grande Prairie.[10] In 2018, the City of Grande Prairie conducted its sixth bi-annual Point in Time Count of homelessness, recording 228 people experiencing homelessness, a 79.5% increase from 2016. That is a per capita rate of 36 homeless individuals per 100,000 – the highest in Alberta.[11]

An increase in homelessness increases strain on resources such as healthcare services, police and emergency service response and affects the perception of public safety and wellbeing. The city is currently addressing this increase through emergency shelter programs, transitional housing, and long-term supportive housing initiatives.[12]

3.2.3   Opioid Crisis and Substance Use

Grande Prairie is experiencing the opioid crisis more intensely that most other regions in Alberta, with per capita drug related deaths of 31.1 per 100,000 in July 2022, compared to the Alberta rate of 25.2 per 100,000 during the same period.[13] In response to the ongoing opioid epidemic, North Reach Society, a not-for-profit harm reduction agency in Grande Prairie, opened a supervised consumption site (SCS) in March 2019, and has facilitated 321 individuals through 17,499 visits.[14] Of these visits, the SCS intervened in 209 overdoses, plus an additional 50 offsite. The SCS refers individuals to supports such as detox, opioid dependency therapy, residential treatment, medical care, and housing programs. The Community Opioid Response Team is a multidisciplinary group that works to address the community efforts in responding to the opioid crisis. The group focuses on data reporting, education and awareness, and advocacy based on the pillars of prevention, harm reduction, treatment, and recovery, and first responders.

3.2.4   Mental Health

Mental health challenges often exasperate or are interrelated with substance use disorders. While police are not mental health professionals, the *Mental Health Act* does not grant mental health therapists the authority to apprehend individuals suffering from a mental health crisis and transport them to a designated facility; this is granted to peace and police officers.[15] The Canadian Association of Police Governance and the Canadian Association of Chiefs of Police have both identified mental health as a significant challenge to policing and a priority for police services. Police officers will regularly respond to persons experiencing a mental health crisis without proper supports. Grande Prairie school divisions recently received $500,000 in mental health support from Alberta Education. The schools will be creating a total of four new positions for dedicated addictions counsellors.

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[10] https://https://everythinggp.com/2022/07/12/more-young-people-among-citys-homeless-population/

[11] https://homelessnesslearninghub.ca/wp-content/uploads/2021/06/Grande-Prairie-Everyone-Counts-2018-Point-in-Time-Count.pdf

[12] https://cityofgp.com/sites/default/files/2022-01/homelessness_strategy_2021-2023.pdf

[13] https://www.mygrandeprairienow.com/100149/featured/three-lives-lost-to-fatal-drug-overdoses-in-grande-prairie-in-july/

[14] https://everythinggp.com/2021/03/11/grande-prairie-supervised-consumption-site-shares-successes-to-mark-two-year-anniversary/

[15] https://www.edmontonpolice.ca/communitypolicing/communityinitiatives/navigationservices/mentalhealth

3.2.5   Alberta Law Enforcement Framework

The Law Enforcement Framework was created in 2010 by the Province of Alberta. It provides the foundation for a new vision for the future of law enforcement in Alberta.

The Framework recognizes that effective law enforcement requires that communities have the flexibility to address their local policing needs as effectively and efficiently as possible. The Framework sets out nine strategic directions. Four strategic directions are relevant to a police service transition and include:

- Capable, flexible, and responsive operational policing will be the foundation of modern law enforcement in Alberta. At the local level, communities should have the flexibility to address their local policing needs as effectively and adequately as possible. Community policing forms the foundation of effective law enforcement.
- The full continuum of law enforcement delivery will be utilized to provide flexibility in policing approaches throughout the province. Communities can distribute law enforcement functions beyond police officers to other personnel, such as peace officers.
- All Alberta municipalities will have adequate, transparent, and meaningful community input into local policing needs and priorities.
- Alberta communities will be safer through a balance between traditional enforcement activities and community led prevention initiatives aimed at reducing crime over the long term.

4 Current State (RCMP)

The Royal Canadian Mounted Police (RCMP) is the City of Grande Prairie's municipal police contractor. The Grande Prairie RCMP Detachment is in a municipally owned building in downtown Grande Prairie. Policing in the City is further supported by supplemental resources such as the Municipal Support Section, Enforcement Services and Mobile Outreach.

Partnerships between law enforcement and community stakeholders are essential to public safety. Grande Prairie RCMP community partners include organizations such as Grande Prairie & District Victim Services, PACE Centre, Grande Prairie and Area Safe Communities, Grande Prairie Technical Search and Rescue, STARS Air Ambulance and several others.

4.1 Municipal Policing Agreement

The City of Grande Prairie, with a population over 5,000, is required by the *Police Act* to provide policing services for its residents.

In response, the City has signed a Municipal Police Service Agreement (MPSA) with the Government of Canada for the RCMP to provide the required policing services. The Grande Prairie MPSA forms a contract between the City and the Government of Canada and authorizes the RCMP to carry out the powers and duties of the municipal police service in accordance with the Agreement.

The MPSA provides for local engagement and input in setting objectives, priorities, and goals of the RCMP in its contract policing role in concert with the annual RCMP planning cycle. Further, it outlines those services the RCMP will and will not provide to the municipality, and in turn, what support and resources the municipality has agreed to provide the RCMP to support local operations, such as support staff and accommodation.

The current MPSA came into effect on April 1, 2012 and remains in effect until March 31, 2032. The agreement may be terminated on March 31 in any year, by either party giving notice not less than 24 months prior to the date of the intended termination.

4.2 Governance

In accordance with the *Police Act*, Alberta Public Safety & Emergency Services sets the standards for effective policing across Alberta, while a municipality is responsible to oversee policing in their community. The forms in which municipal oversight is provided depends on who delivers policing services to the municipality. Historically, a municipality that contracted the RCMP had an option to form a policing committee to meet the civilian oversight requirements of the *Police Act*. Members of a policing committee are usually citizens from the local community but often include a small number of city employees and/or council members. If no policing committee is established in an RCMP policed municipality, the MPSA identifies the mayor as the de facto oversight body.

4.2.1 Municipal Police Advisory Committee

The City of Grande Prairie has chosen not to establish a formal Policing Committee under Part 3 of the *Police Act* and has instead created a more informal Municipal Police Advisory Committee (MPAC).

A Police Advisory Committee (PAC) is different from a Policing Committee or Commission. MPAC has very limited, if any, true authority. It is not a police governance body, as compared to a police commission or even a Police Committee, and as its name suggests, functions only in an advisory capacity to Council. It is an alternative option for RCMP policed municipalities who do not wish to delegate their policing oversight responsibilities away from Council, but still desire enhanced public transparency and participation in local policing matters. A PAC does not hold official status under the *Police Act* and its membership and mandate is determined by Council in consultation with the RCMP Officer in Charge.

The City of Grande Prairie MPAC was created through a City Bylaw to act as a Committee of Council, guided by the Boards and Committees Bylaw. It is composed of seven voting members, including five members of the public, and two Councillors. The committee meets a minimum of four times annually and provides input and advice to senior members of the RCMP and Grande Prairie Enforcement Services (GPES).

 The MPAC has been assigned the following mandate:

- Make recommendations to Council and Administration, through the appropriate Standing Committee, on policy matters relating to the maintenance of law and order within the City regarding the Royal Canadian Mounted Police (RCMP) and Grande Prairie Enforcement Services (GPES).
- Provide community feedback to the RCMP, GPES, and Administration on policing, strategies, and activities.
- In consultation with the RCMP, GPES and Administration, provide input with the development of respective annual plans of priorities and strategies for municipal policing.
- Carry out any further duties and powers as Council may from time to time assign by resolution.

4.2.2   Alberta Police Amendment Act, 2022

In December 2022, the Minister of Public Safety and Emergency Services introduced Bill 6, the Alberta *Police Amendment Act* which subsequently received Royal Assent on December 15, 2022. The *Police Amendment Act* contains several updates to the *Police Act* intended to modernize policing in Alberta including significant changes to the police governance options available to municipalities policed by the RCMP.

Municipalities such as the City of Grande Prairie, with a population over 15,000 and policed by the RCMP, will now be required to establish local governance bodies. The impact of this new section to the City's current state policing oversight model will be the mandated establishment of a Policing Committee. Council has previously chosen to only establish a Police Advisory Committee, not a Policing Committee.

4.2.3   Policing Committee

A Policing Committee has the following provisions:

- City Council must appoint no fewer than 3, and no more than 12, members to the Committee
  - If 4 or fewer members are appointed, one of them may be a member of Council or an employee of the municipality.
  - If 5 or more members are appointed, 2 of them may be members of the Council or employees of the municipality.
- The term of office of a person appointed to a policing committee is 3 years, or 2 years if fixed by bylaw.
- Members of the Policing Committee shall, at the first meeting of the committee in each year, elect from among its members a chair and one or more vice-chairs. A member who is a member of Council or an employee of the municipality, is not eligible to be elected as chair or vice-chair.

- A member of the committee is eligible for reappointment if the reappointment does not result in more than 10 consecutive years of service by that member.
- If a person is a member of both Council and the committee, that person's appointment to the committee terminates on that person's ceasing to be a member of Council.
- The appointment of a member to the policing committee may not be revoked by the council except for cause.

A Council that has established a municipal policing committee may provide payment of reasonable remuneration, gratuity, or allowance to members of the committee in accordance with the regulations.

The Policing Committee will have the powers and perform the duties and functions as set out in new Regulations, which are as yet unavailable. However, it is anticipated these regulations may mirror those previously outlined in (the repealed) Section 23 of the *Police Act*, as below:

- Oversee the administration of the policing agreement;
- Assist in selecting the Officer in Charge (OIC);
- Represent the interests of Council to the OIC;
- In consultation with the OIC, develop a yearly plan of priorities and strategies for local municipal policing;
- Issue instructions to the OIC respecting the implementation and operation of the yearly plan:
- Represent the interests and concerns of the public to the OIC; and
- Assist the OIC in resolving complaint.

4.2.3.1   Community Safety Plans

All Policing Committees and Police Commissions will be required to develop community safety plans and report annually on their progress. The stated intent of the community safety plans is to encourage police services to work more closely with civilian partners, with enhanced focus on alternatives to enforcement and targeting root causes of crime such as addiction treatment, housing and employment supports.

4.2.3.2   Diversity and Inclusion Plans

All Policing Committees and Police Commissions will also be required to develop diversity and inclusion plans to encourage police services to reflect the communities they serve and to train officers about the distinct cultural needs of the community.

4.3   Staffing Levels

4.3.1   RCMP

The City of Grande Prairie has approved an "authorized strength" or annual staffing of 110 sworn police officers through their municipal policing contract with the RCMP. Currently, 104 sworn officer positions are funded by the City, which includes two positions within ALERT (Alberta Law Enforcement Response Teams). The intent of the additional six position numbers is to facilitate the transitioning of members in and out of the detachment. Historically, the RCMP has not achieved a full utilization of authorized strength in Grande Prairie.

Table 4: Historical Utilization of Approved FTEs – Grande Prairie RCMP

	18-19	19-20	20-21	21-22	22-23 YTD	22-23 Forecast
Established Positions (FTE)	106.00	108.00	110.00	111.00	110.00	110.00
Net Member FTE Utilization	95.92	97.84	94.83	97.82	95.62	104.00
Utilization (%)	90.5%	90.6%	86.2%	88.1%	86.1%	93.7%

4.3.2   Municipal Support

In accordance with the terms of the MPSA, the City of Grande Prairie is responsible for providing, at its own cost, the support staff necessary to support RCMP municipal policing operations. As of May 2022, the Grande Prairie Detachment utilizes the equivalent of 57.4 municipal Full-time Employee positions.

The City further supplements the RCMP through the Enforcement Services and Mobile Outreach departments who are expected to work in concert with the RCMP to support policing, law enforcement, and community safety in Grande Prairie. Enforcement Services is comprised of 29 Full-time Employees (growing to 33 in 2023) and Mobile Outreach has 13.5 Full-time Equivalents.

Table 5 provides a detailed breakdown of the number of Fulltime Equivalent Employees (FTE's) for the RCMP, Municipal Support Section, Enforcement Services and Mobile Outreach for 2022.

Table 5: 2022 FTE Count by Section

Rank / Position Title	Sworn or Civilian	# of Staffed FTEs
RCMP – Municipal		
Superintendent	Sworn	1
Inspector	Sworn	1
Staff Sergeant	Sworn	3
Sergeant	Sworn	9
Corporal	Sworn	19
Constable	Sworn	71
Total RCMP Municipal		**104**
Municipal Support Section		
Manager	Civilian	1
Assistant Manager	Civilian	10
Supervisors	Civilian	1
Coordinators	Civilian	3.5

Rank / Position Title	Sworn or Civilian	# of Staffed FTEs
Customer Service Representatives	Civilian	1
Administrative Staff	Civilian	3
Operational Support	Civilian	24
Jail Guards	Civilian	8
Custodial	Civilian	4
Total Municipal Support Section		**57.4**
Enforcement Services		
Superintendent	Peace Officer	1
Sergeant	Peace Officer	2
Community Peace Officer	Peace Officer	21
Operational Support Supervisor	Civilian	1
Operations Support	Civilian	1
Administrative Services	Civilian	2
Court Liaison	Civilian	1
Total Enforcement Services		**29**
Mobile Outreach		
Manager	Civilian	1
Case Workers	Civilian	3
Outreach Workers	Civilian	8
Needle Mitigation Specialist	Civilian	1
Administrative Services	Civilian	0.5
Total Mobile Outreach		**13.5**
	Total FTE	**203.9**

4.4   Service Provision

The services provided by the RCMP and the Municipal Enforcement team differ and are designed to strategically complement each other. The City also provides the RCMP with civilian staff that support the RCMP in a variety of operations and administrative capacities.

4.4.1   RCMP

The RCMP provide the core policing services to the City of Grande Prairie as follows:

General Duty Policing

- Proactive patrol duties
- Respond to all policing public safety matters (I.e., calls for service and investigate violations)

General Investigations (GIS)

- Investigate serious and complicated offences
- Conducts investigations that are prolonged and labor-intensive
- Coordinate and assist intelligence gathering related to serious crime

GIS consists of four units:

1. Drug Enforcement Unit:
   - Enforcement and intelligence gathering related to drug activity and trafficking
   - Target-focused investigations
2. Specialized Investigative Unit (SIU):
   - Investigate all sexual assaults and high-risk domestic violence offences
3. Crime Reduction Unit
   - Develop strategies to address community crime problems such as motor vehicle thefts, break and enter and all other property-related crime
   - Monitor local prolific offenders
4. Police and Crisis Team (PACT)
   - Crisis response comprised of an RCMP officer and Registered Psychiatric Nurse
   - Integrated intervention to ensure proper determination of care and referral and decrease potential escalation of situation(s) and/or criminal charges
   - Intervene, assess, and support people having a mental health crisis
   - Apprehend and transport an individual to hospital under the Alberta Mental Health Act, if necessary

Traffic Services

- Enforce the Alberta *Traffic Safety Act* and impaired driving legislation
- Respond to collisions and investigate serious injury or fatal motor vehicle collisions
- Coordinate and assist intelligence gathering on the driving behaviors which cause serious injury and fatal collisions as well as the locations where those collisions occur
- Participate in criminal interdiction, which includes the detection and seizure of all types of contraband during regular traffic stops

Community Engagement and Diversity

- Conduct education and liaison activities within schools
- Liaise with community and welfare groups
- Respond to requests for RCMP participation in community events and activities, crime prevention presentations

Specialized Policing

Specialized policing services in Alberta are required to be maintained by the Provincial Police Service. Since the Province of Alberta contracts the RCMP as the Provincial Police Service, the RCMP is responsible for providing the following specialized police services to Alberta's communities through the Provincial Police Service Agreement (PPSA), which includes Grande Prairie, when required.

Table 6: RCMP Specialized Policing Services

RCMP Specialized Policing Services	
Emergency response teams (SWAT)	Explosive disposal
Public order units	Police dog services
Major crimes	Undercover operations
Air services	Underwater recovery
Collision reconstruction	Forensics

Depending on the size of community and frequency of use, some specialized policing services may be included in the municipal policing operation. In Grande Prairie the following specialized policing services are embedded in the City's municipal policing operation:

Forensic Identification Section (FIS)

Forensic identification members assist at crime scenes by searching for, recording, collecting, comparing, analyzing, and identifying physical evidence which may include crime scene photography; fingerprints, footwear and tire-track examinations, bloodstain pattern analysis, and the collection of DNA samples.

Police Dog Section (PDS)

Two police dogs provide services to the city. They are used to search for and/or apprehend suspects, search for lost persons, and search for narcotics, explosives, and lost property.

4.4.2 Alberta Law Enforcement Teams (ALERT)

ALERT is an independent policing organization that combats organized and serious crime such as drug trafficking, gang violence and child exploitation across Alberta. ALERT is a not-for-profit Part 9 corporation which receives federal and provincial funding and operates pursuant to the terms of a Memorandum of Understanding (MOU) between the RCMP, the seven municipal police services, the three First Nations police services, and the Alberta Sheriffs. All parties to the MOU second staff to ALERT. ALERT has an office in Grande Prairie which includes one Corporal and one Constable from the local RCMP detachment.

ALERT's four public safety priorities are to:

1. Promote Intelligence-Led Policing
2. Disrupt and Dismantle Organized Crime
3. Reduce Harm and Help Vulnerable Victims
4. Enhance Law Enforcement Capacity

ALERT is comprised of the below operational areas:

Table 7: Breakdown of ALERT Operations

ALERT Operational Areas	Description of Service Provisions
Organized Crime and Gang Teams	Investigate, disrupt, and dismantle organized and serious crime in both urban and rural areas. Teams are in Calgary, Edmonton, Fort McMurray, Lethbridge, Medicine Hat, Red Deer, and Grande Prairie.
Internet Child Exploitation (ICE) Unit	Investigates the sexual exploitation of children via the Internet.
Criminal Intelligence Service Alberta (CISA)	Acts as a central hub for strategic analysis and intelligence sharing on serious and organized crime in Alberta.
Alberta Specialized Law Enforcement Training (ASLET)	Supports police and other stakeholders by providing specialized training to enhance the knowledge and operational ability of law enforcement in Alberta.

4.4.3 Municipal Support Section

The Municipal Support Section supports the RCMP by providing services such as criminal record checks, court liaison, analytical support, budget and finance support, Canadian Police Information Centre (CPIC) operations, data quality, records management, exhibits coordination and general administrative support. Municipal support staff are divided into two categories, operational and administrative.

Table 8: Municipal Support Staff

Operational Support Staff	Administrative Support Staff
Exhibit Coordinator	PROS Database Reviewer
Video Coordinator	CPIC Maintenance
Crime Analyst	Typing
Court Liaison	Budget Coordinator
Shift Assistant	Administrative Support
Call Centre	Records Management
Front Counter	Criminal Record Checks
Facilities	
Jail Guards	

4.4.4   Enforcement Services

Enforcement Services Officers are appointed as Community Peace Officers (CPOs) by the Alberta Minister of Public Safety and Emergency Services. CPOs are legislated under the *Peace Officer Act* to enhance public safety. Grande Prairie Enforcement Services (GPES) CPOs are part of the City's Tiered Policing Model and can provide the following general services to the City of Grande Prairie:

Emergency Response

Most GPES Officers have enhanced authorities allowing them to respond to emergency calls. An "emergency response" is restricted to:

- Injury Collisions
- Providing backup to Police or Peace Officers where there is a reasonable belief that the officer is in danger and the Peace Officer is the closest assistance available
- Attending a fire or medical situation at the request of Fire or EMS, except for routine co-response
- Any emergency when requested by a police service to assist in an emergency response capacity

Bylaw Enforcement

Bylaw Enforcement Officers enforce City bylaws created under the *Municipal Government Act* to maintain the health, safety, and wellness of the community. Common bylaw enforcement includes:

- Traffic Bylaw
- Animals and Responsible Pet Ownership Bylaw
- Noise, Nuisance and Public Disturbances Bylaw
- Minimum Property Standards Bylaw

Provincial Enforcement

- Animal Protection Act
- Dangerous Dog Act
- Environmental Protection and Enhancement Act
- Gaming, Liquor and Cannabis Act
- Highways Development and Protection Act
- Insurance Act
- Provincial Administrative Penalties Act
- Provincial Offences Procedure Act
- Petty Trespass Act
- Tobacco, Smoking and Vaping Reduction Act
- Tobacco Tax Act
- Traffic Safety Act
- Trespass to Premise Act

Traffic Enforcement

GPES Officers enforce the Alberta Traffic Safety Act, as part of the annual Grande Prairie Enforcement Services Traffic Safety Plan with the following objectives:

- Reduce traffic collisions and resulting injuries
- Facilitate safe and expedient flow of vehicle and pedestrian traffic

Commercial Vehicle Inspections

- Ensure commercial vehicle compliance with provincial and federal statutes
- Conduct checks in accordance with the Commercial Vehicle Safety Alliance (CVSA)

Parking Control

- Enforces prohibited parking
- Respond to abandoned vehicles
- Provides residential parking permits
- Conduct school zone parking enforcement

Vehicle for Hire Licensing

- GPES Officers enforces the Vehicle for Hire Bylaw as it relates to taxis, limousines, shuttle services, designated driving services and transportation network companies.

Animal Control

GPES Officers help owners ensure their pets are a positive addition to the community by:

- Providing education and programs
- Mediating neighbour disputes
- Providing licensing
- Enforcing provincial statutes and the Animals and Responsible Pet Ownership Bylaw
- Operating the Regional Animal Care Facility
- Investigating municipal bylaws and select provincial legislation complaints

GPES Agent Program

- This program provides GPES Peace Officers specific delegated authority to assist community stakeholders with trespassing issues by promptly enforcing trespass legislation on private property

4.4.5   Mobile Outreach

The Mobile Outreach (MO) is a diversion program focused on mitigating the impacts of street level disorder, addiction, and public intoxication. Historically, RCMP members have been dispatched to these types of complaints, which takes policing resources away from other calls for service. MO outreach workers enhance community engagement and work proactively by taking a preventative approach to issues involving mental health and addictions, whilst reducing demands on the police.

4.4.6   Collision Reporting Centre

Grande Prairie residents may report non-injury motor vehicle accidents at the Collision Reporting Centre. This Centre contracts Accident Support Services International Ltd. (ASSI), which removes operational and financial responsibility from the City and reduces the administrative burden on RCMP police officers.

4.5   Current State Financials

The City of Grande Prairie currently receives policing services under contract from the RCMP. Civilian staff who are part of a Municipal Support Section support the activities of the RCMP under the RCMP policing contract. Additional community safety services are provided by the Enforcement Services Department and Mobile Outreach

Departments. Each of these programs contribute to policing service delivery in Grande Prairie where the demand and expense of providing that service would shift to one of the others if the provider were to cease operations.

The figure below illustrates the share of the City of Grande Prairie's community safety expenses associated with each service provider based on the 2022 budget.

Figure 10: Proportionate Breakdown of City of Grand Prairie Community Safety Expenses - 2022
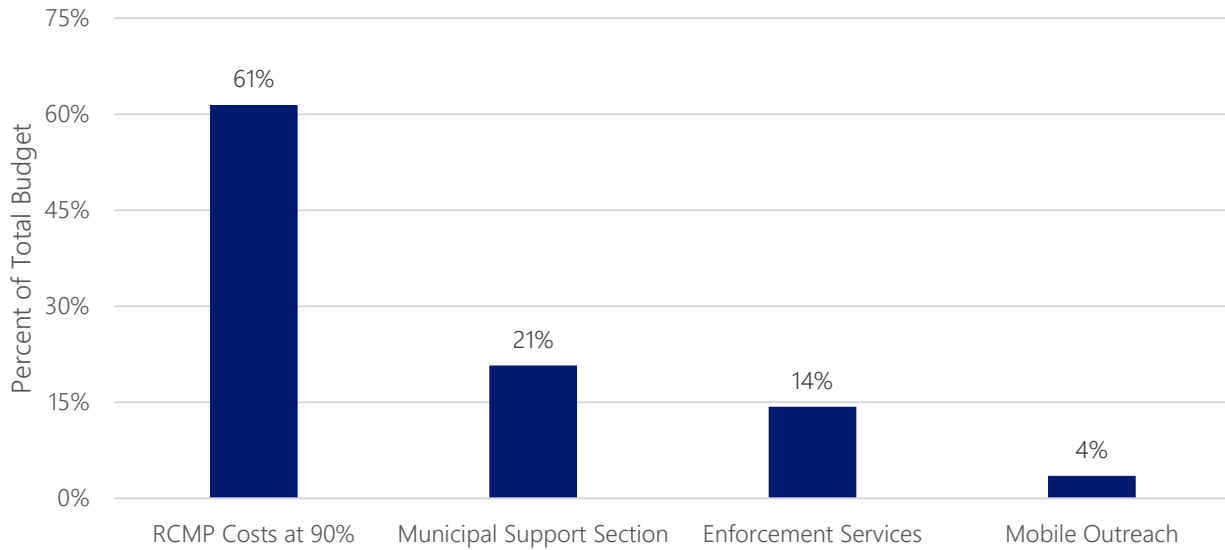
In accordance with the MPSA, the Government of Canada pays 10% of the costs for RCMP policing services provided to the City of Grande Prairie, and the City pays the remaining 90%. These service costs include operating and maintenance costs such as salaries, benefits and indirect costs, transportation and equipment, professional services, repairs, utilities, supplies, and miscellaneous operational expenses.

The City of Grande Prairie is also responsible for providing and maintaining accommodation, i.e., the detachment and related spaces, for the RCMP municipal policing resources at 100% cost. This accommodation includes furnished office space, cellblock facilities, and garage space. Table 9 provides a comparison of the costs incurred by the City of Grande Prairie for RCMP policing services.

Table 9: Costs Incurred by the City for RCMP Services

The City of Grande Prairie Pays 90% of these Costs	The City of Grande Prairie Pays 100% of these Costs
RCMP Officer pay and allowances	Police buildings
Employer contributions to pensions and benefits	Police jail cells and guarding
Police vehicle purchase, maintenance, and operations	Municipal support staff
Professional and special services	Office furniture and equipment
Equipment	
Operations	
Recruit Training	
Divisional Administration	

Table 10 provides a summary of policing, mobile outreach, and enforcement services revenue and expenses between 2018 and 2022. The financials below exclude both revenue and expenses related to Automated Traffic Enforcement (ATE) since these services are managed solely under contract and are separate from other community safety activities. Additionally, ATE revenues and expenses have shown significant year-to-year variations which can obstruct the other financial trends visible in the financials.

Table 10: Historical Financials for Policing and Enforcement Services

	2018	2019	2020	2021	2022 (Budget)
Revenue					
Policing Revenue	2,217,632	2,483,842	1,890,337	2,103,449	2,118,379
Enforcement Services Revenue	-3,179,067	-2,727,291	-1,977,955	-1,332,509	-3,474,191
Total Revenue	**-$5,396,699**	**-$5,211,133**	**-$3,868,292**	**-$3,435,958**	**-$5,592,570**
Expenses					
RCMP Enforcement Contract	16,189,689	15,263,774	15,886,739	17,556,335	19,325,125
Civilian Salaries and OT	4,531,513	4,681,036	4,511,541	4,360,287	4,742,424
Civilian Benefits	1,114,071	1,098,629	1,048,875	951,090	1,031,477
Other Civilian Expenditures	598,079	636,554	543,913	735,282	748,627
Enforcement Services Salaries and OT	2,635,397	2,484,327	2,610,571	2,684,807	2,766,339
Enforcement Services Benefits	648,982	589,681	600,677	578,701	601,678
Other Enforcement Services Expenditures	1,016,742	787,533	1,419,218	1,151,717	1,140,044
Mobile Outreach Salaries	-	-	-	-	823,873
Mobile Outreach Benefits	-	-	-	-	179,192
Other Mobile outreach Expenditures	-	-	-	-	102,408
Total Expenditures	**$26,734,472**	**$25,551,533**	**$26,621,534**	**$28,018,219**	**$31,461,187**
Total Expenses less Revenue	**$21,337,773**	**$20,340,400**	**$22,753,241**	**$24,582,261**	**$25,868,617**

5 Community Engagement

This project included a community engagement process with multiple channels that enabled broad inclusion and the opportunity to hear diverse perspectives. Community engagement efforts included stakeholder interviews, an online survey, and community open house events. The sections below describe these activities in more detail.

5.1 Stakeholder Interviews

MNP LLP was engaged by the City of Grande Prairie to conduct stakeholder engagement interviews. The use of an objective third party ensured anonymity and unbiased conversation and questions. MNP met with stakeholders in person the week of November 21, 2022 and followed up with virtual interviews where stakeholders were unavailable. These engagements consisted of both one-on-one interviews and small focus groups.

Stakeholders interviewed consisted of City of Grande Prairie Internal members such as:

- City Council
- Corporate Leadership Team
- Grande Prairie Emergency Regional Partnership
- RCMP Municipal Administrator
- Grande Prairie Fire Department
- Community Social Development
- Mobile Outreach
- Indigenous Advisor

External members of the community were also interviewed from groups such as:

- Grande Prairie RCMP
- Alberta Health Services
- Homeless Shelters
- Addictions and Mental Health Service Providers
- Neighbourhood Associations
- Grande Prairie Public School Division
- Grande Prairie Catholic School Division
- Francophone Schools for NW Alberta
- Private Security Companies

Those who were contacted but did not respond or declined to participate included:

- Canadian Mental Health Association
- Grande Prairie Centre for Newcomers
- Islamic Association
- Grande Prairie Local Immigration Partnership
- Paladin Security
- John Howard Society
- Grande Prairie Crown Prosecutors Office

Those who did not participate in the first phase of engagement activities, but subsequently followed up for engagement included:

- Downtown Association
- Chamber of Commerce

5.2   Online Survey

The City of Grande Prairie conducted an online survey with public access through the City's <u>engagement platform</u>. The survey was open from December 6 – 23, 2022, and received a total of 758 responses. MNP hosted the survey separately and managed the results and analysis.

The online survey consisted of 11 questions that were presented as a mix of multiple choice, open-ended, and rank-order formats:

1. In the past 3 years, have you or your organization engaged with or received policing services within the City of Grande Prairie? If so, which services?

2. What is your top priority for the police to provide greater focus on and/or greater efforts towards, in Grande Prairie?

3. In your opinion, what are the most important police activities? Please rank the following police activities in order of importance to you.

4. What do you currently like about policing services in the City of Grande Prairie?

5. What improvements would you like to see to policing services in the City of Grande Prairie?

6. The City of Grande Prairie is looking at ways to improve crime reporting. What are your views on using an online tool to report crime?

7. Equity-seeking groups refers to groups of people who face collective challenges participating in society including a lack of access to learning resources, employment, affordable housing, health care, and social connections and interactions. These groups experience discrimination and barriers to equal access based on age, ethnicity, disability, gender, nationality, race, economic status, sexual orientation, etc.

    a. How can the police better meet the needs of equity-seeking groups?

8. The City of Grande Prairie is exploring options to improve its communication and delivery of public safety news. What is your primary source for local public safety news?

9. Which social media platforms do you use most frequently? (Please select up to two)

10. Moving forward, how would you like to interact or communicate with the police service?

11. Do you have any other comments or feedback for us?

A full analysis of survey results is included in *Appendix 1: Online Survey Results.*

5.3   Open Houses

The City of Grande Prairie hosted two open house events on January 16th and 17th from 4:00pm to 8:00pm. The Open Houses were a drop-in format and available to all residents. The venue had multiple informational posters, with members of the City of Grande Prairie, Transition Team and MNP available to answer questions. Following these discussions, attendees were encouraged to submit anonymous, written feedback and thoughts. Across the two days there were approximately 88 attendees, of which 39 submitted anonymous written feedback.

5.4   Community Engagement Themes

The various forms of community engagements were used to determine the community's current view on police: what they liked, didn't like, and wanted to see change. The above engagements each saw the following themes reflected by many community members:

Current Police Are Viewed as a Net Positive: The current police are viewed as professional and respectful. They are generally perceived to respond quickly to high priority calls and hold offenders accountable. However, input was also provided regarding a lack of response to some call types, and a lack of trust the police would show up or follow up on those calls. Input also included that the community appreciated having access to the RCMP's specialized services and partnerships such as PACT.

Need To Meet the Needs of Equity Deserving Groups: There was a belief amongst community members that police do not generally understand the impact that their current biases have on policing or are at least unable to incorporate these acknowledgments into their practices. There was a desire for the police to receive training in this area, increase community engagement to get to know these underrepresented groups and create more representation of these groups within the police service.

Understanding Social Factors: The community perceives that the current police do not necessarily understand the social factors that lead to crime, such as addictions and mental health or are at least limited in their ability to put these understanding into practice. This was one of the top policing concerns of community members. The community expressed an interest in the increased use of partnerships and collaboration and information sharing to help bridge perceived gaps in the system.

Bureaucratic Challenges: The community perceives that the RCMP are subject to bureaucratic challenges. The most notable, keeping officers in Grande Prairie for extended periods before transfer and replacing them with officers not familiar with or to the community.

Localized Approach: Community members generally expressed a desire to have a more localized approach to policing. An increase in municipal control over strategic direction and budget use, community engagement, increased civilian oversight and focus on keeping officers who are familiar with Grande Prairie in Grande Prairie.

Existing Misconceptions: Throughout engagements with the community, misconceptions were apparent regarding current policing governance, funding, and operations as well as with what a municipal police service would look like, be governed, etc. Some indicated the belief that a municipal police service would be trained to a lower standard than the RCMP, when training timelines and content are quite similar (training will be expanded on in this document and fall in line with Alberta Policing Training Standards). There was the belief that a municipal service would be less impartial to local politics, however a municipal police service increases civilian oversight and reduces council involvement. How the police are funded was also commonly mistaken, for example, that the RCMP is 100% federally funded and that a municipal service would cost prohibitively more.

6   Legal and Regulatory Requirements

A municipality that desires to make changes to their municipal police service delivery model are subject to specific legislated requirements, contractual obligations, and regulatory approvals. This section summarizes these as they would specifically pertain to the City of Grande Prairie and the creation of a new municipal police service.

6.1   Municipal Government Act

Municipalities are governed by the *Municipal Government Act* (MGA). Under the MGA, municipal councils are required to provide policing for the communities they serve. The options for providing this service are described in the *Police Act*.

The MGA permits a council to pass bylaws and create offences for municipal purposes, including "the safety, health and welfare of people and the protection of people and property." The *Police Act* specifies that a municipality who has municipal police service or who has the approval of a Minister to create a police service shall establish a police commission. Further, the *Police Act* specifies that subject to regulations a council shall prescribe the rules governing the commission and appoint the members of the commission.

6.2   Police Act

The *Police Act* defines how policing, and the administration of policing, operates in Alberta. The Act identifies the responsibility of ministers, government, and municipalities for policing. It also sets the population threshold whereby a municipality must take responsibility to provide its own municipal policing, and the various options for that service.

The *Police Act* outlines that cities, towns, and villages with a population over 5,000 must provide their own police service. These municipalities have the following options for policing:

    I.   a stand-alone police service,
    II.   a regional police service, or
    III.   contracting for the services of an existing police service

The policing model chosen by a municipality will affect what other requirements such as governance and public complaints are applicable to the police service for that community.

Section 22 (4) specifies that if a municipality has entered into a policing agreement with either the RCMP or another municipality, that it shall not, without the prior approval of the Minister, withdraw from or alter the type of policing service that it is receiving.

6.2.1   Minister of Public Safety & Emergency Services

Police services and police officers act under the direction of the Minister of Public Safety & Emergency Services in respect of matters concerning the administration of the *Police Act*. The Minister may, subject to the regulations:

- Establish standards for police services, police commissions, and policing committees and ensure that standards are met.

- Exempt any part of Alberta from the operation of all or any provision of the act and make any arrangements or agreements the Minister considers proper for the policing of that part of Alberta exempted, including appointing police officers.

6.2.2   Director of Law Enforcement

The Director of Law Enforcement is usually the Assistant Deputy Minister of the Public Security Division of the department of Public Safety & Emergency Services. The Director is responsible for specific activities related to the monitoring of police services and commissions. The duties of the Director are outlined in section 8 of the *Police Act.*

Section 8 lists the following duties of the Director:

- monitoring police services to ensure that adequate and effective policing is maintained both municipally and provincially;
- monitoring the handling by chiefs of police and commissions of complaints;
- developing and promoting crime prevention and restorative justice programs;
- developing and promoting programs to enhance professional practices, standards and training for police services, commissions, and policing committees; and
- assisting in the co-ordination of policing services.

6.3   Police Officers Collective Bargaining Act

The *Police Officers Collective Bargaining Act* governs labour relations for all municipal police services in Alberta. It creates bargaining units for police officers and allows only single-municipality police associations eligible to act as bargaining agents. It excludes from collective bargaining such issues as the statutory responsibilities of a chief of police, and discipline and discharge, which are dealt with by regulations under the *Police Act*. The Act prohibits strikes and lockouts and substitutes compulsory binding arbitration. The Act is administered by Alberta Employment and Immigration, which also has jurisdiction over strikes and lockouts under this act.

6.4   Peace Officer Act

The Alberta *Peace Officer Act* and *Peace Officer Regulation* enables the Province to designate agencies authorization to employ Peace Officers, and grant individuals Peace Officer status for specific job functions. Peace Officers are authorized under the act by way of individual Peace Officer Appointments. These appointments grant legal authority to perform a variety of specified law enforcement roles to supplement the work of police officers in maintaining the peace.

6.5   Police Amendment Act

In December 2022, the Minister of Public Safety and Emergency Services introduced Bill 6, the Alberta *Police Amendment Act* (PAA) which subsequently received Royal Assent on December 15, 2022. The PAA contains several updates to modernize policing in Alberta. The changes significant to the City of Grande Prairie's current and proposed future-state policing models are detailed in the following subsections.

6.5.1   Guiding Principles for Police

Eight guiding principles for Alberta police services based on the principles of policing developed in England in 1829 by Sir Robert Peel.

1.   Policing should be guided by the need to ensure the safety and security of all persons and property in Alberta.

2.   Policing should safeguard the fundamental rights guaranteed by the Canadian Charter of Rights and Freedoms, and the Alberta Human Rights Act.

3.   There should be co-operation between the providers of police services and members of the communities they serve.

4.   When providing policing services to the public, it is desirable for police officers to consider the health-related situations, conditions or impediments affecting an individual.

5.   It is desirable that policing services be provided in a manner that recognizes the history and cultures of First Nations, Inuit, and Métis peoples in Alberta.

6.   Police services should strive to reflect the pluralistic character of society and the communities they serve.

7.   Police officers at all levels should promote a culture of accountability within their roles as police officers.

8.   Policing complaint processes should be objective and transparent and should promote public confidence in the complaints process.

The Act enables the Minister to set provincial policing priorities to help foster consistency in policing across Alberta. Police Commissions will also need to create their own policing priorities, taking the provincial priorities under consideration, and report whenever they change. Police Services will need to report annually on their progress, which will increase accountability and transparency with the community they serve.

The Act creates formal governance bodies for all communities policed by the RCMP in Alberta. Municipalities such as the City of Grande Prairie with a population over 15,000 policed by the RCMP will be required to establish local governance bodies (Policing Committees).

The Police Amendment Act has made changes to the composition of municipal police commissions and has given the minister authority to appoint members to commissions. The appointment of a member to a commission may not be revoked by Council except for cause. However, the appointment of a member to a commission appointed by the Minister may not be revoked by the council but may be revoked by the Minister at the discretion of the Minister.

All Policing Committees and Police Commissions will be required to develop community safety plans and report annually on their progress. The stated intent of the community safety plans is to encourage police services to work more closely with civilian partners with enhanced focus on alternatives to enforcement to target root causes of crime such as addiction treatment, housing and employment supports.

All Policing Committees and Police Commissions will also be required to develop diversity and inclusion plans to encourage police services to reflect the communities they serve and to train officers about the distinct cultural needs of the community.

The responsibilities of a police commission under section 31 have been amended by the Police Amendment Act and now read, "where a commission has been established, the commission shall, in the carrying out of its responsibilities, oversee the police service and shall do the following:"

- Establish the priorities of the police service, taking into account the priorities for policing in the province and report these priorities and any modification of them to the Minister within 30 days of establishing or modifying them.
- Report annually, or on request, to the Minister on the implementation of programs and services to achieve the priorities of the police service.
- Allocate the funds provided by Council.
- Establish policies providing for efficient and effective policing.
- Issue instructions, as necessary, to the Chief of Police in respect of the policies.
- Ensure that sufficient persons are employed for the police service for the purposes of carrying out the functions of the service.
- Develop a community safety plan in conjunction with the police service that includes a plan for collaboration with community agencies, and report annually to the Minister on the implementation of and any updates to the plan.
- Develop a diversity and inclusion plan in conjunction with the police service; and exercise other powers and perform other duties and functions specified by the regulations.

Creation of the Police Review Commission (PRC). The PRC will be an independent agency with sole responsibility for receiving police conduct complaints, carrying out investigations, and conducting disciplinary hearings in Alberta.

- A newly formed investigations unit within the PRC will handle all police misconduct complaints involving police officers employed by a municipal or First Nations police service. Discussions are still ongoing with the RCMP and Public Safety Canada to determine the extent of the RCMP's ability to participate in the new PRC complaints process.
- The Alberta Serious Incident Response Team (ASIRT) will become part of the PRC, with an expanded mandate. Currently, ASIRT investigates cases of death and serious injuries involving all police services in Alberta, as well as serious and sensitive allegations of misconduct. The new Act expands ASIRT's mandate to include deaths and serious injury involving peace officers employed by provincial organizations (i.e. Alberta Sheriffs) as well as Community Peace Officers working at the municipal level such as those within Grande Prairie Enforcement Services.
- The Act creates new standardized categories of complaints and establishes new processes for the handling of complaints. It also distinguishes between police misconduct and employee performance, ensuring police services can better handle performance issues through their human resources and collective bargaining processes.

The PAA has made changes to the role of both the Lieutenant Governor and Minister in the creation of Regulations under the *Police Act*.

6.6   Law Enforcement and Oversight Branch

This branch within the Public Security Division, reports to the Director of Law Enforcement, and develops standards and oversees police and public security services. Their activities include:

- Creating law enforcement standards and conducting audits
- Operating an Investigative Services Team

- Managing the Peace Officer Program
- Managing Security Services and Investigators Program
- Managing the RCMP Provincial Police Service Agreement
- Managing the Indigenous Policing Program
- Supporting and training police commissions and RCMP policing committees

6.6.1   Policing Oversight Standards for Policing Committees and Commissions

The Policing Oversight Standards (Standards) are administered under the authority of the *Police Act*. The Standards were developed in consultation with policing oversight agencies and the Alberta Association of Police Governance (AAPG). The purpose of the Standards is to facilitate the provision of adequate and effective policing through community oversight.

To meet the Standards, Policing Committees and Police Commissions should develop and meet policy in the following areas:

1. **Framework**
   - Intent
   - Legislative Obligations
   - Mission Statement
   - Vision Statement
   - Values

2. **Policies for the Commission**

   - Selection and Appointment of Members
   - Commission Responsibilities
   - Policy Review
   - Commission Member Conduct
   - Conflict of Interest
   - Renumeration
   - Orientation of New Members
   - Roles and Responsibilities of Chair and Vice-chair
   - Role of the Public Complaint Director
   - Commission Personnel
   - Formation of Committees
   - Legal and Professional Services
   - Meetings
   - Records Management and Access to Information
   - Communication
   - Commission Annual Plan
   - Complaints

3. **Policies for Governance and Oversight of the Police Service**

   - Approach to Policing
   - Management of the Police Service
   - Jurisdiction
   - Personnel
   - Reporting
   - Financial
   - Police Service Policies

6.6.2   Alberta Provincial Policing Standards

The Alberta Provincial Policing Standards are intended to ensure that police services across the province are delivered effectively, efficiently, and impartially to all persons, and conducted in a manner that maintains the trust and respect of the public. Topics covered in the manual include roles and responsibilities, organizational management, personnel administration, and support services.

The complete list of standards includes:

1. **Roles and Responsibilities**

   - Statement of Principles
   - Adequacy and Effectiveness
   - Guideline and Directives
   - Shared Services and Liaison with Other Agencies
   - Overseeing Police Services
   - Accountability

2. **Organizational Management**

   - Community Policing
   - Organization and Direction
   - Planning
   - Financial Management
   - Internal Audits

3. **Personnel Administration**

   - Recruitment
   - Selection of Members
   - Training
   - Performance Evaluation
   - Promotion
   - Grievances
   - Professional Standards
   - Employment Conditions
   - Volunteers

4. **Operations**

   - Crime Prevention
   - Traffic
   - Patrol
   - Motor Vehicle Pursuit
   - Criminal Intelligence
   - Bringing Evidence Before the Court
   - Disaster/Contingency Planning
   - Use of Force
   - Intimate Partner Violence
   - Sexual Violence

5. **Support Services**

   - Victim/Witness Assistance
   - Communications
   - Crime Analysis
   - High Risk Incident Response Units
   - Forensic Identification Services
   - People in Custody
   - Transportation of People in Custody
   - Records
   - Management of Evidence and Property in Police Control
   - Facilities and Equipment
   - Media Relations

6.7 Summary of Legal and Regulatory Requirements Associated to a Policing Transition

The following summarizes the legal and regulatory requirements associated with a potential policing transition such as the one proposed in Grande Prairie, as provided in the preceding subsections.

1. **Police Act**

   A municipality seeking to change their police service delivery model are required by the *Police Act* to:

   a. Obtain Ministerial approval to withdraw from their currently authorized policing model in accordance with Section 22 (4) of the Act.
   b. Obtain Ministerial approval to establish a municipal police service in accordance with Section 28 (1) of the Act.
   c. Create a Police Commission through municipal bylaw in accordance with Section 28 (2) and Section 59 (1) of the Act.

d. Once established, the Police Commission must appoint a Public Complaint Director in accordance with Section 28.1 (1) of the Act

2. **Police Officer Collective Bargaining Act**
Municipal police officers below the rank of a commissioned officer (Chief, Superintendent, Inspector) are likely to form a bargaining unit. The Police Officer Collective Bargaining Act requires they form an association independent from any other work group or municipality.

3. **Peace Officer Act**
The enhanced tiered policing model proposed for the municipal police service would see the City apply for enhance authorities including injury collision investigation (non-criminal) and minor criminal code (theft and mischief) authorities.
The City will need to demonstrate the training and operational policies & procedures to support the request. Approval on such a request lies with the Law Enforcement & Oversight Branch of the Ministry of Public Safety & Emergency Services.

4. **Police Amendment Act**
Due to the changes made to the *Police Act* because of the Police Amendment Act the following implications affect the City of Grande Prairie:
- Requirement to have a Policing Committee and a Police Commission during the policing transition period. This can be one oversight body who serves both functions. Both the bylaw and policy & procedures will need to address this.
- Additional requirement for the police to develop and action both community safety plans and diversity and inclusion plans.
- Upon implementation of the Police Review Commission (PRC), there will no longer be a need for the Policing Committee/Police Commission to have a Public Complaint Director. Municipal Police Services will also no longer be required to conduct their own police conduct discipline investigations and hearings.

5. **Law Enforcement and Oversight Branch**

To meet the requirement of the Law Enforcement and Oversight Branch the City will need to complete the following activities:
- Develop Policy and Procedures for the Police Commission which meet the Policing Oversight Standards.
- Develop Policy and Procedures for the Municipal Police Service that meet the requirements of the Alberta Policing Standards.

7 Professional Standards and Investigations

According to both legislation and regulation, police officers are required to administer the law in a just and impartial manner, exercise self-discipline, and protect the dignity of all people. To maintain public trust and confidence in policing, police services are required to respond to and investigate complaints against member conduct, service delivery, and policy in a timely manner.

In accordance with the *Royal Canadian Mounted Police Act* (in the case of the RCMP) and the Alberta *Police Act* (in the case of municipal police), a police service must have policies in place that define the complaints and investigations process in accordance with applicable legislation. Professional Standards and Investigations ensure that police are responsible to the community and taxpayers and ensure appropriate levels of service. This provides avenues for monitoring police services and activities, complaint processes and independent reviews. The below agencies are relevant to police services in Alberta.

7.1.1 Director of Law Enforcement

The Director of Law Enforcement is usually the Assistant Deputy Minister of Policing and Police Oversight in Alberta's Ministry of Public Safety and Emergency Services. The Director is responsible for specific activities related to the monitoring of police services and commissions. The duties of the Director are outlined in Section 8 of the *Police Act*.

7.1.2 Law Enforcement Review Board

The Law Enforcement Review Board (LERB) is an independent, quasi-judicial tribunal established under the Alberta *Police Act*. It is a public agency and therefore must comply with the *Alberta Public Agency Governance Act*.

In Alberta, police officers serving with a municipal or First Nations police service are subject to a public complaints process through the *Police Act*. The *Police Act* provides that the chief of police is initially responsible for the disposition of such complaints. However, individuals who have filed complaints about the actions of a police officer and are not satisfied with the disposition of their complaint by the chief of police may appeal the decision to the LERB. The Board also hears appeals by police officers resulting from any disciplinary findings, or action taken against them, arising from a complaint.

The LERB cannot award compensation because of an appeal, and it cannot withdraw criminal charges. The board can vary the decision of the chief, vary the punishment of an officer, direct the chief to investigate the matter again, conduct a disciplinary hearing, lay a charge under the Alberta Police Service Regulations, or take any other action it considers appropriate.

LERB appeal hearings typically last one day and are public. The LERB decision is final, unless it appears the board has misinterpreted the law. In that case, the decision may be appealed to the Court of Appeal within 30 days (with the court's permission).

The board is composed of not fewer than three members appointed by the Lieutenant Governor in Council for a term of not more than three years. The Chair must be an active member of the Law Society of Alberta. The Chair is accountable to the Minister of Public Safety and Emergency Services for the effective management and operation of the LERB. The Minister in turn reports to the Legislature with regards to the LERB.

7.1.3   RCMP Civilian Review and Complaints Commission

The public complaint process for the RCMP is different and separate from that for standalone municipal and First Nations police services in Alberta. The *Royal Canadian Mounted Police Act* (RCMP Act) prescribes a Civilian Review and Complaints Commission (CRCC) for the RCMP. The CRCC is an independent agency, established by the Canadian Parliament, responsible for examining complaints of improper on-duty conduct by members of the RCMP. The commission consists of a chairperson and not more than four other members, appointed by the Governor General in Council.

Any individual may make a complaint concerning the conduct of any person who, at the time the conduct is alleged to have occurred, was a member or other person appointed or employed under the RCMP Act (police officers and civilian employees). Such a complaint may be filed with the Public Complaint Director of the relevant policing committee (if there is one), the local detachment commander, the Provincial Public Complaint Director, or to the CRCC. Complaints must be submitted in writing within one year of the incident.

A complainant who is not satisfied with a complaint investigation can appeal to the CRCC for a review. The CRCC will review the complaint, the RCMP's response and all other relevant material, such as witness statements, transcripts, police reports and RCMP policies and procedures. Once the document review is complete, the complaint can be concluded, or the review may involve further investigation or a public hearing. If a hearing is scheduled, it is normally open to the public and held in the community where the complaint arose. After the hearing, the commission will prepare a report with legally non-binding findings and recommendations. After the review is completed, the commission will inform the complainant of the results.

The CRCC may also independently initiate a complaint if the Chair believes there are reasonable grounds to investigate the conduct of a member of the RCMP. The RCMP investigates unless the commission conducts its own investigation or calls a hearing. The Chair can also initiate a public interest investigation about incidents already in the public domain.

The Commission may, at the request of the Minister of Public Safety & Emergency Services or on its own initiative, conduct a review of specified activities of the RCMP and provide a report to the minister and the RCMP Commissioner.

Table 11: Comparative Analysis of Policing Standards and Audits

RCMP	Municipal Police
Standards: • The administration and application of professional policing procedures, remains under the control of the Government of Canada. • The RCMP establishes and maintains national standards and policies. • RCMP policing standards are considered by the provincial government to be in alignment with the Alberta Provincial Policing Standards.	**Standards:** • The police service is held accountable to the Alberta Provincial Policing Standards for police services. • The police commission is held accountable to the Alberta Provincial Policing Oversight Standards.
Audits: • The RCMP 'Internal Audit, Evaluation and Review' branch is responsible for determining	**Audits:** • The Provincial government monitors compliance with the Provincial Policing Standards through

RCMP	Municipal Police
compliance with national standards and policies. • The Provincial government monitors compliance with the Provincial Policing Standards through scheduled independent audits conducted by a provincial government department.	scheduled independent audits conducted by a provincial government department.

Table 12: Comparative Analysis of Police Conduct Complaints Processes

RCMP	Municipal Police
Administration: • The RCMP public complaint process is overseen and managed federally by the Civilian Review and Complaints Commission (CRCC) located in Ottawa. This process lacks local and transparent oversight regarding office conduct complaints. • The RCMP public complaint process is separate from that of municipal police services in Alberta. • Neither the Province nor the Municipality contracting the services of the RCMP have legal oversight over RCMP officer conduct.	**Administration:** • The Government of Alberta is creating a Police Review Commission (PRC). The PRC will be an independent agency with responsibility for receiving police conduct complaints, carrying out investigations, and conducting disciplinary hearings in Alberta. • The PRC will handle all police conduct complaints involving police officers employed by a municipal police service. • The Chief of Police must report to the police commission and the PRC any complaint concerning the policies, or service provided by the police service.
Serious Incidents: • The Alberta Serious Incident Response Team (ASIRT) will become part of the PRC and will continue to investigate cases of death and serious injuries involving all police services in Alberta, as well as serious and sensitive allegations of misconduct.	**Serious Incidents:** • The Alberta Serious Incident Response Team (ASIRT) will become part of the PRC and will continue to investigate cases of death and serious injuries involving all police services in Alberta, as well as serious and sensitive allegations of misconduct.
Appeals: • The CRCC also serves as the appeal body if a complainant is dissatisfied with the outcome of the RCMPS's investigation of a complaint. • The CRCC's decision cannot be appealed to the provincial Law Enforcement Review Board	**Appeals:** • Decisions made by the PRC regarding complaints about the actions of police officers may be appealed to the Law Enforcement Review Board which is an independent tribunal body with jurisdiction over all municipal police services.

8   Strategic Considerations

Further to the input for a potential transition provided in the preceding sections, the following subsections provide additional general considerations related to the planning, development, implementation, and operation of a police service in Canada, regardless of location or service delivery model.

8.1   Change Management

Change management is a systematic approach for accelerating sustainable business results by focusing on the people side of change – it is the application of specific skills and processes to help individuals adapt to a change so that the organization can achieve the intended objectives and benefits of a change. Importantly, it is a practice through which the contributions that staff and leaders make to the success of an organization are honored, and respectful relationships are maintained while an organization undergoes change.

Workplace changes generally center on implementing new technology, business processes, policies, or changing organizational structures. What makes these changes unique from one another is not the outputs of the project but rather the effect the change has on individuals and the organization. According to the global Association of Change Management Professionals, "what makes each change truly unique is that it affects unique value systems, cultural norms, histories, experiences with past changes, leadership styles, and levels of competency in managing change."

Change is a journey in which people transition from a current state to a future state. Change management supports this transition by helping to:

- Understand the challenges associated with a change
- Address the concerns of people who will be impacted by a change to help foster commitment to the change
- Build capacity in leaders and impacted individuals to bring about the change

There are many different change management toolkits and methodologies available for use (see Appendix 2). Despite their differences, most change management methodologies follow the same general process for implementing change management.

8.2   Employee Health & Wellness

Police officers are disproportionately affected by mental illnesses. The Canadian Association of Mental Health reports that 36.7% of municipal and provincial police and 50.2% of Royal Canadian Mounted Police (RCMP) report current symptoms of mental illness of which 52% reported moderate to severe stress, 88% reported moderate to severe anxiety, 87% reported moderate to severe depression, and 29% were in the clinical diagnostic range for Post-Traumatic Stress Disorder.[16] Canadian studies have also found that the prevalence of suicidal ideation and planning were higher for municipal and provincial police and RCMP compared to the general population. Sources of stress for police officers can be categorized as operational stress (trauma and stressful events encountered in the

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[16] The Centre for Addiction and Mental Health. (October 2018). Police mental health: A discussion paper. Retrieved February 14, 2023, from https://www.camh.ca/-/media/files/pdfs---public-policy-submissions/police-mental-health-discussion-paper-oct2018-pdf.pdf?la=en&hash=B47D58B5ACBE4678A90907E3A600BB447EE134BF

course of their work), and organizational stress (characteristics of the workplace such as poor leadership, understaffing, toxic culture, and challenges with promotion and rewards systems).

It is important to note that civilian members within a police service are not immune to the same mental health risks. It is recommended to offer enhanced psychological support services to officers, civilian staff, and their families to maintain the mental health and wellbeing of all employees in a police service. Several ways to support the mental health and wellness of police and civilian staff include but are not limited to:

- Training in mental preparedness, resiliency, and anti-stigma
- Management training on recognizing the signs of deteriorating mental health
- Addressing and reducing organizational stressors
- Policies and presumptive legislation
- Effective data collection and analysis for monitoring and evaluating mental health initiatives
- Developing and promoting leaders who champion mental health
- Benefits coverage for mental health and addictions
- Extended benefits such as health spending accounts, wellness and personal leave, bereavement, and compassion leave
- Employee assistance programs for counselling services offered at no cost, and confidential and available to all employees
- Foster workplace culture that promotes well-being, open communication, and a supportive environment

8.3   EDI Awareness & Training

To demonstrate commitment to a safer, more inclusive community, a police service should design initiatives that align with the active pursuit of a diverse and inclusive workforce, as well as creating equitable outcomes for members and the communities served. An Equity Diversity and Inclusion (EDI) plan and policies can assist in this regard.

Collecting EDI (race-based and gender-based) data and creating benchmarks is advantageous to a police service to improve understanding and knowledge of EDI within their organization. It provides an easy way to track data year over year and follow EDI trends in comparable municipal police services. This is often accomplished through a voluntary EDI survey distributed to all police and civilian members of a police service. To ensure privacy concerns are met, all surveys should be anonymous and voluntary. In addition, more employees are likely to respond if they understand the importance of the survey and how their response will help create a more equitable, diverse, and inclusive workplace. Therefore, the survey should explain why collecting EDI information is important, and how the information will be used to improve EDI within the police service.

Formalizing EDI best practices and key performance indicators (KPIs) within a police service's strategic plans, reporting standards, and recruiting and hiring processes is a formative part of EDI culture in policing organizations. This also requires designing and evaluating all policies to ensure they align with EDI best practices. By completing routine policy reviews with an EDI lens, a police service will ensure their policies are non-discriminatory and inclusive and are not creating systemic barriers to EDI.

As a starting point, the Government of Canada's Gender-Based Analysis Plus (GBA+) policy tool can be leveraged when completing policy reviews. This analytical tool is used to assess the potential impacts of policies, programs, services, and other initiatives on diverse groups of women, men, and people with other gender identities. The "plus" highlights that this tool goes beyond gender and includes the examination of a range of other intersecting identity factors (such as age, sexual orientation, disability, education, language, geography, culture, and income). Policy

audits can be time consuming, however they are critical for integrating EDI. The GBA+ policy tool is a five-module course with literature and video content that takes approximately two hours to complete (see <u>Appendix 3</u> for reference). Modules include content regarding sex, gender, equity, equality, GBA+ purpose, functionality, and application. Police services should leverage this free resource tool, which includes a needs assessment, training and tools, pilot initiative, policy statement, monitoring and a responsibility center framework. Additionally, providing accredited EDI and sensitivity training to police and civilian employees can improve EDI and encourages involvement within the EDI space. A police service may also establish an EDI working group to increase accountability and ensure the above initiatives are implemented.

8.4   Hiring for Diversity

It is important that the police represent the community they serve. This allows the police to create meaningful relationships, have more successful outreach to multiple communities and promote innovative initiatives from different lived experiences. The creation of a new municipal police service provides the unique opportunity to actively recruit those who are traditionally underrepresented in policing, as well as community members who have existing relationships to these groups. Desired skills should include language, intersectional life experiences and cultural competencies required to effectively communicate with a variety of communities.

As an example, the Edmonton Police Service (EPS) has been focusing on recruiting female police officers, and in 2021 has 22% of their officers identifying as female. Initiatives include the "Run with Recruiter Program" where women, members of the 2SLGBTQSIA+, and other equity-deserving groups interested in policing run and train with a member of the EPS recruiting team representing their community.

8.5   Recruiting Outreach

While some jurisdictions interviewed, particularly midsized police services (Brandon, Medicine Hat, Sault Ste, Marie, North Bay) did not report having significant recruitment issues, it is a trend across Canada that large police services are struggling with recruitment and retention. This makes outreach an even larger part of the recruitment strategy. Outreach can be completed through social media and in-person, community engagement.

The EPS Recruiting Team has its own website, Instagram, YouTube, and Facebook page. Social media allows for the promotion of events, photos, messaging, and other engaging marketing tools. It also allows for direct communication with interested individuals to gain a better understanding of the EPS, what the recruiting process is like and frequently asked questions. This allows for broad interactions, but it is equally important to engage with the community in-person for more effective, targeted relationship building. The EPS hosts information sessions, runs the "Recruiter Applicant Mentorship Program" which provides one on one mentorship for select interested individuals, the "Run with Recruiters" program, attends career fairs and attend public events in Edmonton to increase visibility an exposure to community members.

Outreach initiatives will be incredibly important for a new municipal service. Initiatives will have to be created both for potential new officers and experienced officers who may be interested in employment.

8.6   Community Consultation & Engagement

Community engagement and consultation must be structured to hear all voices, especially those that are typically underserved and underrepresented. Strategies to achieve this include personal communications and initiatives

targeted at these communities. It is important to note that members from these communities must be involved in the planning of these initiatives to ensure feelings of respect and collaboration.

Another key community engagement strategy is to build relationships, interact and network with community groups and organizations and any other relevant organizations in the private and public sector. The City of Grande Prairie has begun this in their consultation and the practice should continue with the municipal police. For best practices in community consultation and engagement, see Appendix 4 and Appendix 5.

8.7   Youth Engagement

Youth engagement is particularly important in Grande Prairie due to the relatively young overall age of the population. Positive experiences early in life can set the tone for relationships with police indefinitely. For consultation with young people to be successful, rapport building is essential. If youth feel unsupported or uneasy, they are unlikely to open up. Give them your complete attention. Make it clear that you are trustworthy, want to hear them and get to know them. Be receptive and non-judgmental as you listen. Specific initiatives may include:

- Consult with the City of Grand Prairie's Youth Advisory Council (YAC)
- Host youth listening sessions or focus groups to talk about their questions about police and community safety concerns
- Develop a youth ride-along program
- Serve as a mentor in a local mentoring program
- Host and present at youth seminars on topics of interest such as social media
- Participate in afterschool activities and clubs
- Participate in workforce and career development programs
- Participate in Community Drives (clothes, shoes, back to school, etc.)
- Host a Community Block Party

8.8   Public and Media Relations

It is essential for police services to establish a positive and open working relationship with the media and as well as effectively utilize digital media for the transition and future information releases. As per the Alberta Policing Standards, guidelines need to be established to ensure there is a balance between the public's right to be informed and the police services' need to manage information. Leveraging a variety of public relations methodologies will be key to raising awareness of the transition to a municipal police service in Grande Prairie.

A recent public survey indicates that social media and radio are the primary sources of media used by Grande Prairie residents to access public safety news. Once information has been released to the selected media sources, the engagement rate must be monitored to score the effectiveness of each outlet. This includes monitoring the reach, impressions, and interactions the shared content receives. Monitoring the performance of traditional media includes tracking the pages, websites, channels, or time(s) and day(s) by which the information was shared, and how many times (by times in a day and for what duration of time). This process is necessary for the City to communicate effectively with the community to raise awareness, show perspective on the forces driving the change and provide updates and recent developments and support change management initiatives.

8.9 Shared Services Agreements

There is a strong spirit of co-operation among police services. They assist each other and share special expertise, even when there are no formal agreements for doing so. However, joint planning and the development of formal service agreements are strongly recommended to enhance effective police service delivery.

Written agreements, discussed and planned, clearly establish the roles and responsibilities of the respective parties, determine when payment for services is required, enhance communication, and remain viable regardless of changes in personnel or other changes that might affect informal arrangements. Formal agreements between police services and individuals or other non-police organizations also provide effective options for addressing specific organizational needs such as providing specialized expertise and services.

The Provincial Policing Service Agreement (PPSA) has replaced most of the requirements that were originally met through MOU's. The PPSA provides Albertans with specialized policing services such as tactical response, forensic examination and identification, major and organized crime investigation, surveillance, communications, and air support.

8.10 Intelligence Led Policing

The use of intelligence-led policing strategies is essential to smart and strategic policing. Progressive police services use analytics technologies to predict and prevent criminal activity, evaluate the effectiveness and adequacy of police service delivery, and inform daily operational decisions to optimize policing resources. Common methodologies used in intelligence-led policing include hotspot and time series analysis, however, automation tools generate analytics into police operations without the need for large teams of data and intelligence analysts. For predictive techniques to be accurate and effective, police services need to ensure that required data is available, relevant, accessible, and in a functional format.

Common basic data collection parameters include details regarding calls for service (number of dispatched calls, call types and priority, response times, units available for dispatch, utilization, travel times), officer workloads (time spent on reactive and proactive policing), and proactive policing activities. Additionally, the outputs of predictive analytics must be reviewed and refreshed on an ongoing basis to preserve the effectiveness of intelligence-led policing interventions and initiatives.

With effective data and analytics, police services can achieve the following:

- Guard against the escalation of events by predicting which events are most likely to escalate
- Deploy personnel to where they are needed most, improving prevention capability, and controlling costs
- Conduct and focus new investigations more efficiently
- Discover patterns in data that suggest areas for further investigation
- Explore security threats by studying the people, events, locations, and organizations involved
- Deliver information to the field, where and when it is needed
- Manage Police Transition Requirements Associated to the MGA

9　Future State (Municipal Police Service)

The conceptual design of the Grande Prairie Police Service (GPPS) has been developed by the City's Municipal Police Transition Team (MPTT). The MPTT is comprised of City staff who have extensive experience in policing, government, and social services. To develop the police service design, the MPTT completed a cross-jurisdictional review of other Canadian municipal police services, law enforcement agencies, and regulatory bodies to collect best practices, organizational and operational structures, and innovations and trends as a basis for the development of the GPPS.

The GPPS is proposed to be staffed with 100 police officers, 31 peace officers, 13 outreach staff and 76 civilian support staff. The Police Service is designed to provide a wide spectrum of core policing services including general duty, investigations, traffic safety, community engagement, forensics, police dogs, training section, tactical response capacity and an integrated public safety dispatch.

This progressive service model allows for a 'Tiered Community Response,' focused on deploying the right resources, to the right place, at the right time, to meet the specific needs of the incident and achieve the best outcome possible for all involved. In response to the specific levels of risk, complexity, and urgency, the GPPS will be able to deploy the most appropriate resource(s) based on required expertise, authorities, and equipment to best deal with that situation. A sworn police officer may be the best response, but equally, it may not.

9.1　City of Grande Prairie

The GPPS will be an organizational unit of the City of Grande Prairie with legislated oversight and governance provided by a community member-led Police Commission. The financial processes, risk & legal responsibilities, and human resource activities of the GPPS will be conducted in accordance with City policy & procedures. The GPPS will have access to the larger City of Grande Prairie corporate capacity when it is either required or desirable.

Existing City employees working withing the Mobile Outreach Department, Enforcement Services Department, and RCMP Municipal Support Section will retain their current positions and be amalgamated into the GPPS. The Chief of Police will have overall management responsibility for the amalgamated staff.

9.2　Governance

9.2.1　Governance During Transition

During the policing transition period (5 years) the City will be required to provide civilian oversight and governance for both the RCMP and the GPPS as both services will operate together within the city during that period. The *Police Act* and *Police Amendment Act* prescribes that a municipal RCMP contract will be overseen by a Policing Committee, while a municipal police service is overseen by a Police Commission. While there are many similarities between a committee and commission, the commission ultimately carries more responsibility.

To meet the requirements of the *Police Act*, the Police Commission will serve as a joint function Police Commission/Committee and both the Police Commission Bylaw and policy & procedures will reflect such.

9.2.2   Police Commission

The Grande Prairie Police Commission (GPPC) will be established by municipal bylaw. The GPPS will be directly accountable to the GPPC which will provide governance and oversight, represent the community, establish policing priorities, and ensure financial accountability.

The GPPC will consist of between 3 to 12 members. If there are fewer then 4 members on the council, one of the members may be employed by the City of Grande Prairie or an elected member of council. If there are 5 or more members, 2 members may be employed by the city or an elected member of council. Recruitment of the GPPC membership can be City led or alternatively outsourced to an executive recruitment firm. Selection of the members is made by City Council, although up to 40% of the Committee may be Provincially appointed. A person appointed to the commission will serve terms of 3 years (or as determined by City Council). The GPPC will elect a chair and vice-chair at its inception meeting. Elected members of Council and City employees are prohibited from holding the chair or vice-chair role.

The GPPC will also establish a person as the Public Complaint Director (PCD), who will receive complaints against police officers and refer them to the Chief of Police, act as a liaison between the complainant and other necessary bodies, perform duties assigned to the commission regarding complaints, review investigations during and at the conclusion, decide the appropriate manners to resolve complaints and provide reports to the commission. The PCD may be a member of the commission (but not an elected official) or another person, other than a member of the council, who in the opinion of the commission or policing committee is qualified to serve in that capacity. The PCD role is expected to conclude in the later part of 2024 when the newly announced Alberta Police Review Commission becomes operational.

A key responsibility of the GPPC will be the selection of the Chief of Police. The GPPC in collaboration with the Chief will develop the police service strategic direction, business plans and annual reports. The Chief will report back on the implementation of these goals and plans, along with relevant key performance indicators on an ongoing basis.

9.2.3   Executive Director of the Police Commission

The proposed GPPC model anticipates that the City will recruit and assign an employee to serve as the Police Commission Executive Director (ED). The ED will be responsible for developing administrative policies and procedures on matters of governance and obligations created through provincial and federal legislation, managing the flow of information, documentation and creating meeting agendas and materials, prepares and monitors the commission's budget, and conducts research amongst other duties.

The ideal candidate will have a university degree in a relevant field of study such as business, finance, administration or equivalent. They will have experience working in a senior role in a not-for-profit or provincial/national association, senior level role within a police service or the police oversight sector or senior management experience in the private sector related to financial management and other internal operations. They must have proven leadership and relationship building skills. They will also have financial acumen, familiarity with organizational structures roles and responsibilities of police services. Other necessary skills include effective communication, innovative thinking, strategic thinking, and decision-making skills.

9.3   Services

The operating model proposed for the GPPS is comprised of four bureaus: Community Policing, Investigations and Operational Support, Community Safety, and Corporate Services.

9.3.1   Organizational Chart

For reference, the proposed GPPS organizational structure is summarized by the following organizational chart.

Figure 11: GPPS Organizational Chart
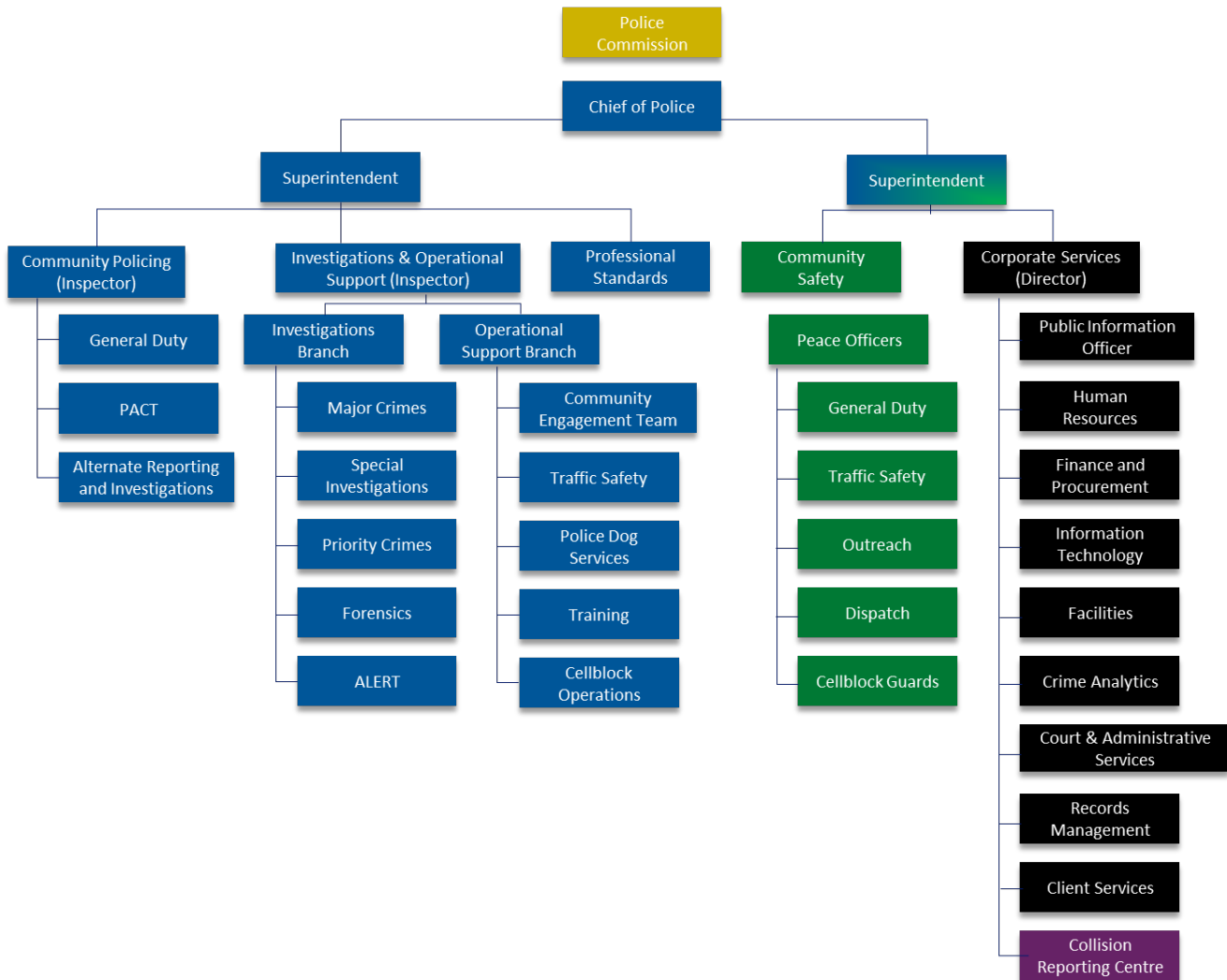
9.3.2   Community Policing Bureau

Community Policing emerged as a world-wide phenomenon in the 1980's, in response to widespread public dissatisfaction with the traditional methods of the mid-1900's. During that time, police were more emergency-oriented and crime-focused; measuring success in terms of quantitative metrics like response times and solve rates. The public generally valued that service but saw it as incomplete and wanted more from their police. Community Policing resonates with a wide variety of communities and cultures because it emphasizes the importance of a healthy relationship between the community and its police. Police agencies around the world have adopted a community policing philosophy and it remains an integral component of almost every policing service delivery model, in one form or another. The advantages of Community Policing include:

- Focusing on a wide range of neighbourhood problems, from serious crime to public disorder
- Preventing and not simply reacting to events that have already occurred
- Collaborating through partnership with other agencies
- Engaging with citizens at multiple levels and in a variety of ways

9.3.2.1   General Duty Section

The officers of the General Duty Section are the mainstays of around-the-clock policing. Their duties vary from emergency and non-emergency initial response, investigation and enforcement of Criminal Code and Provincial offices, to patrolling city streets and back alleys. They are also responsible for traffic enforcement, proactive policing through intelligence-led, evidence-based activities for the purpose of preventing and reducing crime. The intent of General Patrol is to provide protection of life and property, preserve peace and order, prevent crime, detect, and apprehend offenders, and enforce laws. Members working in General Patrol also play an integral role in engaging with the community to build and maintain trusting relationships, solve problems specific to the community, protect vulnerable populations from themselves and others, and maintain and enhance the GPPS brand. The generalist nature of this section allows flexibility for its members to engage in both proactive and reactive policing that is essential to providing 24/7 service coverage.

It is important to note that members' capacity for proactive policing is variable and dependent on their reactive (citizen-generated) workloads. The GPPS model has taken this into consideration by establishing other service sections for community engagement and outreach to support and supplement proactive policing initiatives.

9.3.2.2   Police And Crisis Team (PACT)

For decades, citizens have called 911 when they are experiencing an emergency or need assistance. While this can be an effective and convenient way to deploy first responders, whether the police, fire or paramedics, many communities feel that many off these situations could be better handled by health and social services professionals.

Municipalities are re-imagining their approach to public safety by investing in community responder programs that position police officers with health and mental health professionals and, in some instances, community members that are trained in crisis response and intervention. These approaches have emerged as effective ways to improve outcomes for people in need, whether they require information or are in crisis. One of the intents of these programs, especially through a law enforcement lens, is to reduce reliance on the police to respond to calls for service that they are not best suited to and, as a result, increase the chances of better outcomes for the people at the centre of the crisis. It also frees the police up to perform their other duties, ones that only they have the authority to perform.

Grande Prairie Police and Crisis Team (PACT) will provide a joint mental health and police team available for response to mental health crises. This is an integrated intervention model which ensures proper determination of care and referral. The team is called to assist in situations where mental health and/or concurrent mental health and addictions issues contribute to the individual's crisis to decrease potential escalation of the situation and/or criminal charges.

PACT was first implemented by Alberta Health Services in the City of Grande Prairie from May 2009 to June 2014. During 2011-2012, 1,014 clients were assisted (475 females and 539 males). Of these, 384 (39%) of the calls involved individuals deemed a danger to themselves, 307 (30%) of the calls involved individuals with various personality disorders, 305 (30%) of the calls involved drug and/or alcohol, and 444 (44%) of clients had previous contact with

PACT. The SROI ratio, which is based on the total value created divided by the total investment, indicates that over the three-year pilot, the average social value of investment for PACT was $3.56 for every dollar invested.

The PACT section of the proposed GPPS model would consist of four teams, each composed of a police member and Registered Psychiatric Nurse, providing 24/7 service coverage.

9.3.2.3   Alternative Reporting and Investigations

There are increasing demands on police services to balance high priority cases with service-related responsibilities, leading to strain on policing resources. Some non-emergency calls for service may be best handled through alternative means to increase efficiency in the delivery of police services.

The Alternative Reporting and Investigations Section is a future-state initiative. Members of this section will review and investigate criminal incidents of a minor or sensitive nature that are reported through an online tool. The online reporting tool will encourage reporting of crimes that have historically been under-reported. This will help the police service analyze trends to identify suspects and improve data collection on crime statistics and trends in support of intelligence-led enforcement.

9.3.3   Investigations & Operational Support Bureau

9.3.3.1   Investigations

A core function of a police service is to investigate crime. The Investigations Division is comprised of five sections: General Investigations, Special Investigations, Priority Crimes, Forensics, and ALERT. The Government of Alberta has set standards that relate to functions performed by investigation members. To be compliant with the provincial policing standards, GPPS must maintain policy and procedures on the following:

- Capability to respond to complex investigations in a timely manner
- Case management system and model
- Investigation of hate bias motivated crime and technological crimes
- Criminal negligence in the context of a workplace
- Cross-jurisdiction investigations and information sharing with other law enforcement agencies and regulatory bodies
- Use of polygraph and other truth verification systems
- Reporting requirements of the Violent Crime Linkage Analysis Systems (ViClas)
- Missing persons investigations in compliance with Alberta Missing Persons Act and regulations, and the Missing Persons Police Advisory Committee (MPPAC)
- Collection, protection, and release of criminal information, member skills and competencies
- Human source management system of a CISA Level 1 police agency
- Bringing evidence before the court

9.3.3.1.1   Major Crimes Section

Members of the Major Crimes Section conduct general, complex, and sensitive criminal offence investigations such as drug and gang related crime, economic crime, violent crime, and homicide as well as partnering with ALERT as required. These investigations are typically prolonged and labor-intensive in nature.

This section will also coordinate and assist in intelligence gathering related to serious crime investigations. In accordance with Alberta Policing Standards a member from the General Investigations Section will act as the criminal intelligence liaison designate.

9.3.3.1.2   Special Investigations Section

Members of the Special Investigations Section will be responsible for investigations into domestic violence, exploitative crimes, missing persons, crimes against children, and sexual assaults and other sex crimes. Members in this section will have specialized training to handle the sensitive nature of these types of investigations.

9.3.3.1.3   Priority Crimes Section

The Priority Crimes section will be responsible for combatting and investigating local crime trends that cause the most concern in the community through targeted enforcement operations. Priority crimes may include volume crimes such as robbery, breaking and entering, and vehicle theft, drug investigations, and prolific offender management. This section will replace what is formerly known as the crime reduction and drugs unit under RCMP.

9.3.3.1.4   Forensics Section

Forensic members assist other police units in the investigation of crimes by conducting crime scene and other forensic examinations by searching for, recording, collecting, comparing, analyzing, and identifying physical evidence such as fingerprints, DNA, blood, footwear impressions, and tire-tracks. Forensic investigators use numerous techniques including photography, alternate light sources, bloodstain pattern analysis, fingerprint examination, three-dimensional digital scanning, firearm projectile analysis, and reconstruction. In addition to these duties, forensic investigators are often required to present detailed crime scene evidence during court proceedings. Forensic Investigators are required to be detailed, thorough, and objective, and complete training from the Canadian Police College.

As the world of forensic science changes and advances as new technologies and techniques emerge, forensic investigators require ongoing training. When forensics identification is provided internally rather than through a specialized services agreement, it creates operational benefits and sophistication in police services. However, it is anticipated that GPPS forensics may need to rely on specialized services for more complex forensic analysis where equipment, resource, or training limitations exist.

Forensics is traditionally staffed with sworn officers, however, as police services undergo modernization, the norm has changed. To move towards continuity, it is proposed this section be staffed with qualified civilian members. Civilian hires with the right skillset and additional training are more likely to stay in these positions longer, which will reduce turnover costs, and increase forensic expertise and experience.

9.3.3.1.5   Alberta Law Enforcement Response Teams (ALERT)

Established by the Government of Alberta in 2006 to combat organized and serious crime, ALERT brings 400 municipal police and RCMP officers together in teams to investigate everything from drug trafficking to child exploitation to gang violence. There is an ALERT office located in Grande Prairie. The GPPS intends to assign staff to ALERT to continue their work in both Grande Prairie and surrounding areas.

9.3.3.2   Operational Support Division

9.3.3.2.1   Community Engagement Team (CET)

Effective dialogue with the community is an essential ingredient in meeting the public's needs and expectations. Police and the community often have different priorities and perspectives based on their roles. Police tend to focus on problems which are criminal in nature, especially those crimes that are violent and predatory. While these issues are important, they are also concerned with other problems that affect people's quality of life, including disruptive nuisance behaviours and public disorder.

There are other areas of concern that the public have that fit somewhere in the middle, such as pedestrian and traffic safety through enforcement. It's not enough for the police, public safety professionals, to assume they know what matters to the community. The unique concerns for each community must be seen through the eyes and described by those who live there. Police are seen as legitimate by the community, deemed worthy of their trust only when they believe that the police care, are listening and are truly focusing as well as they can on their public safety priorities. Mere presence alone is not enough for police to conduct meaningful connections, they must authentically engage on a personal level. In practical terms, the police need to be clear on their level of commitment to the community and that this promise goes beyond words.

The CET will provide community outreach as a support and supplement to community policing. Effective dialogue with the community is an essential ingredient in meeting the public's needs and expectations. The CET will work with community groups, attend community events, provide school liaison activities, deliver crime prevention presentations, and conduct high-visibility community patrols.

Legitimacy and trust are key ingredients for building a relationship with the community, which cannot be garnered by simply dispatching a cruiser car through a neighborhood on the way to a call. The community outreach section of this report provides strategies that the CET can utilize to meet their objectives.

9.3.3.2.2   Traffic Safety Unit (TSU)

The TSU will provide both general and dedicated traffic services by enforcing laws under the Traffic Safety Act and impaired driving legislation, responding to collisions, investigating serious injury or fatal motor vehicle collisions, coordinating and assisting intelligence gathering on the driving behaviors which cause serious injury and fatal collisions as well as the locations where those collisions occur, conducting criminal interdiction measures which include the detection and seizure of all types of contraband during regular traffic stops, responding to community complaints, and developing and implementing traffic safety strategies.

The three E's – enforcement, engineering, and education aim to improve public safety on the city roads. Partnerships with provincial government and other traffic safety stakeholders are essential to developing effective traffic safety plans and meeting strategic objectives.

Peace Officers will have primary responsibility over traffic safety activities in the GPPS model such as responding to injury and non-injury collisions.

9.3.3.2.3   Police Dog Services

Police Dog (K-9) Services is a specialized group of law enforcement officers who use service dogs to perform the responsibilities of a general police officer. In addition to their usual duties, each K-9 Officer is also a dog handler, meaning that they must train and care for their canine partner. A police dog is trained to assist police and other law enforcement officers. Their duties include searching for drugs and explosives, locating missing people, finding crime scene evidence, protecting people, and apprehending criminals who are fleeing from or attacking police officers.

9.3.3.2.4   Training Section

The Training Section will coordinate the delivery of recruit training, in-service training, mandatory recertifications, specialized service training, and professional development to sworn and civilian members of GPPS to ensure they have the skills and competencies to effectively complete their responsibilities. This training commences upon hiring and continues throughout the careers of members, civilians, and volunteer personnel. This team will be tasked with the following objectives:

Figure 12: Training Section Mandate

01 Research, design, and ensure proper delivery of all in service training and professional development for sworn, civilian, and volunteer personnel. Arrange training courses, positions, and course load candidates.

02 Prepare annual refresher training programs.

03 Select instructors and develop training courses.

04 Ensure attendance of all mandatory training programs is recorded.

05 Maintain employee training records.

06 Implement in-service and roll-call training programs.

07 Provide resources and instructors for any required remedial training.

08 If remedial training is not met, submit a recommendation to the Training Unit Sergeant for sanctions, who will consult with the Office of the Chief.

09 Project training requirements and submit budget requests for sufficient funding.

10 Prepare and/or forward registration, travel authority and claim forms.

9.3.3.2.5   Cellblock Operations Section

Cellblock operations are a vital but complex aspect of a modern Canadian municipal police service. This section will provide oversight to cell block guards and all activities within the cellblock area to ensure a safe custody environment where arrested persons can be processed and held until released or transported to court.

A police officer who arrests an individual and elects not to release them at the scene must transport the arrested person to the cellblock. By law, it must be determined within a 24-hour period that an arrested person be released from the cellblock or held for court. An arrested person passes through a series of legal and practical processes after arriving at the cellblock.

Figure 13: Cellblock Operational Processes

Booking
Collection of various information and details about the prisoner

Duty of Care
Provision of necessities such as food, clothing, and medical care

Canadian Charter of Rights and Freedoms
Access to legal counsel, usually by telephone

Release or Show Cause
Decided upon within a 24-hour period

Identification
Collection of fingerprints and photograph, if warranted

Transportation
If a court appearance is warranted, and to a detention centre if the court decides to hold a person in custody without bail

Investigation
Interview conducted by a Detective or Special Investigations

Liaise
Other law-enforcement agencies to involve, if necessary

9.3.3.2.6   Specialized Policing

The GPPS will have an in-house tactical emergency response capacity through the provision of training to appropriate frontline and supervisory members to limit reliance on outside agencies. Those specialized policing functions outside the capacity of the GPPS such as air support, an enhanced or prolonged tactical response, hostage rescue, and witness protection will be sought from the RCMP under Section 2.4 of the Provincial Police Service Agreement which states: "*The Provincial Minister, in consultation with the Commanding Officer, may require the Provincial Police Service from time to time to temporarily provide assistance or special expertise to other police agencies in the province.*" This is a currently standard practice for other police services in Alberta, except for the Edmonton Police Service and the Calgary Police Service due to their scale and own internal capacity.

In the event the provincial Alberta Police Service is established, the GPPS will engage with the new provincial service to enter into a similar agreement for the provision of some specialized policing services.

9.3.4   Professional Standards

Reporting direct to the Superintendent, Professional Standards provide internal oversight and coordination of code of conduct complaints/investigations and liaises with the Public Complaint Director as necessary.

9.3.5 Community Safety Bureau

9.3.5.1 Peace Officer Section

The Peace Officer Section, formerly known as Enforcement Services, will fall under the Community Safety Bureau. Municipal Peace Officers are appointed as Community Peace Officers (CPOs) by the Alberta Minister of Public Safety and Emergency Services. CPOs are legislated under the *Peace Officer Act* to enhance public safety. CPOs are a vital part of the projected tiered policing model and will provide the following general services to the City of Grande Prairie:

General Duty Section

- Investigation of minor criminal code violations (such as mischief and thefts)
- Response and investigation of motor vehicle collisions
- Attend escalated calls involving social disorder, public intoxication, and trespassing that may not be appropriate for the outreach teams
- Response to calls for service and proactive enforcement of provincial statues and municipal bylaws
- Crime prevention patrols and community engagement
- Assist police officers and outreach workers as required

Traffic Enforcement Unit

- Proactive traffic enforcement to ensure the safe and efficient flow of vehicles and pedestrians
- Conduct operations in alignment with the City's Traffic Safety Plan
- Commercial vehicle inspections

Bylaw Enforcement Unit

- Primary investigators for more time intensive bylaw complaints
- Enforce community standards bylaws such as property standards and animal control
- Animal services (dogs/cats)

9.3.5.2 Community Outreach Section

Formerly known as Mobile Outreach, the Community Outreach Section will house all functions within GPPS that are directly related to community outreach in Grande Prairie. Its overall objective is to improve utilization of police resources and increase crime prevention, and public safety and wellbeing. This team will be responsible for developing and maintaining relationships with various interest groups, diverse and vulnerable communities in the city with the goal of reducing over-representation within the justice system, over-victimization, under-reporting of crimes, fear of crime, and encouraging participation in investigations and in court as victims or witnesses.

This is as an alternative response for social disorder, mental health, and addictions related issues. Outreach and Case workers can enhance community engagement and work proactively by taking a preventative approach to issues involving mental health and addictions, whilst reducing demands on the police.

Table 13: Community Outreach Responsibility Matrix

Outreach Workers	Case Workers
Lead community safety initiatives, engage with vulnerable people to provide proactive support and intervention for a variety of common community concerns such as trespassing, loitering, public intoxication, and illegal encampments.	Support Outreach Workers through case management and facilitating an individual's access to local shelters, health care, addiction treatment and housing.

9.3.5.3 Integrated Public Safety Communications (IPSC)

The IPSC responsibility is to provide a trusted lifeline between members of the community and the public safety services they require. It is the responsibility of this unit to process incoming telephone calls from the public and coordinate the dispatch for all GPPS resources including police, peace officers, bylaw, outreach, and PACT, and actively monitor the status of deployed personnel to ensure officer/employee safety.

The IPSC center will be located within Grande Prairie and police dispatch will utilize the same system infrastructure as Grande Prairie 911. IPSC will have full interoperability between police and other local first responders. A real time operations centre will be attached to dispatch and will include 24/7 staffing. This will provide live situational awareness and analytical assessment of public safety in the City of Grande Prairie.

This is a change from current state dispatch operations in which RCMP are dispatched from the Edmonton-based Northern Alberta Operational Communications Centre (NAOCC), which does not allow for dispatch interoperability or Grande Prairie specific real time crime operations. To demonstrate compliance with Alberta's provincial policing standards, GPPS must maintain communication policy on the following:

- Personnel and outside organizations responsible for IPSC
- Skills and competencies of personnel responsible for IPSC
- Continuous and reliable access to 24-hour emergency coverage
- Contingencies such as system interruptions
- Tracking on-duty members
- Radio, telephone, and data communication procedures
- Prioritizing response level to calls for service
- Recording, playback, and retention of radio transmissions and emergency telephone conversations

9.3.5.4 Cellblock Guards Section

The basic function of the cellblock is to provide a temporary custody facility where arrested persons can be processed and held until, released, or transported to court. A police officer who arrests an individual and elects not to release them at the scene must transport the arrested person to the cellblock. An arrested person passes through a series of legal and practical processes after arriving at the cellblock, some of which fall into the role and responsibility of Cellblock guards. Cellblock guards fulfil an important role in ensuring the police service fulfils its duty of care responsibilities for persons held in the cellblock. The cellblock is operational 24 hours a day, 7 days a week, 365 days a year. For information on cellblock operations, see Section 9.3.3.2.5 under the Operational Support Division.

9.3.6   Corporate Services Bureau

The Corporate Services Bureau will support the business of the GPPS. This division will be staffed with civilian employees to manage internal business processes and systems, ensure that GPPS operations and officers are supported, and community needs are addressed. GPPS will require the same corporate services as the RCMP, however the resource requirements will be specific to the needs of GPPS.

The following responsibility matrix for the Corporate Services Division is proposed in accordance with the areas that are outlined in the City of Grande Prairie's Police Model Review:

Table 14: Corporate Services Responsibility Matrix

Department/Position Title	Description of Responsibility
Public Information Officer	Develops internal and external communications on behalf of the Chief of Police, coordinates information sharing with the police commission and on-line public reporting of service performance measures, strategic plans, annual reports, and financial accounts.
Human Resources and Wellbeing	In addition to traditional HR responsibilities, leads the development of internal policy to ensure a safe, respectful working environment and support the highest levels of employee physical and mental health and wellbeing.
Information Technology	Ensure the integrity of all IT, radio, video, and digital evidence storage systems and identify new technology to improve officer safety and service delivery.
Finance and Procurement	Provide financial and procurement support to the service and the oversight and coordination of the vehicle fleet and other equipment.
Facilities	Provide facility maintenance and custodial services.
Crime Analysts	Gather intelligence and provide analytical information in direct support of policing operations, including in real-time within the IPSC, to improve response and ensure public and officer safety.
Court and Administrative Services	Provide budgeting, finance, and technological support, perform typing and general administrative support functions and court liaison duties.
Records Management	Provide direct support to front line members, conduct CPIC checks, complete PROS files reviews, exhibit coordination and manage the central document filing system.
Client Services	Assist the public at the front counter with general information, receive initial complaints and collision reports, and coordinate requests for Criminal Records checks.
Collision Reporting Centre	Accident Support Services International Ltd staff assist members of the public file a collision report, take pictures of any damage, provide a 'damage reported to police' sticker, and initiate the insurance process.

10 Infrastructure

10.1   Police Headquarters

Once the GPPS becomes the Police Service of Jurisdiction (anticipated to be 2026), it is proposed the GPPS will locate their headquarters at 10202 99 Street, in downtown Grande Prairie. This building opened in 2005 and is the current home of the Grande Prairie RCMP and the City's Municipal Support Section.

The building has been designed to a high security standard that will meet the needs of the GPPS. Key features of the building include secure evidence storage, forensic identification facilities, and a large detention centre.

Auxiliary office space is likely to be required to accommodate the entire GPPS staffing compliment. Existing City of Grande Prairie office allocation has been identified to meet this need.

10.2   Fleet

To replace the existing compliment of police vehicles assigned to the Grande Prairie RCMP, the City will need to procure up to 47 vehicles over the 5-year transition period. Under the RCMP model, the City of Grande Prairie has paid 90% of the cost of assets including police vehicles, and the MPSA allows for the transfer of these assets to the City at a cost of 10% of fair market value. Alternatively, the City can take payment from the Government of Canada at 90% of fair market value.

Police vehicles have a relatively short lifecycle and are typically only in service approximately 30 – 36 months. As such, many of the current RCMP vehicles will require replacing during the transition period, and the cost to refit and re-identify these vehicles likely exceeds their value. Thus, it is assumed that the municipal police service will need to purchase all vehicles new and will receive 90% of the fair market value of RCMP vehicles when they are no longer needed.

The City currently purchases and outfits police vehicles in support of the existing Peace Officer Program and has a clear and informed understanding of the cost and logistical considerations associated with this procurement.

10.3   Equipment

There is a significant volume of uniform and operational equipment required to properly outfit both police officers and the police service.

Required equipment includes items such as:

- Uniforms
- Duty belts
- Duty bags
- Gloves
- Footwear
- Body armour (Soft and Hard)
- Firearms
- Batons

- OC spray
- Conductive energy devices
- Radios
- Radars/Lidars
- Breaching tools
- Medical kits
- Traffic control devices
- Observation drones

The MPTT has developed equipment lists that identify the anticipated equipment requirements, item quantities, unit costs, potential suppliers, and procurement timelines. All uniforms and equipment will meet provincial standards and City procurement policy will be followed for all such purchases.

11 Information Technology

11.1 Technology Framework for Municipal Police

Hardware, software, network, and security architecture are foundational components for any police service. Police Services are a repository of sensitive and confidential information and therefore it is critical that the information technology (IT) used adheres to standards, policies, and best practices. This section will outline the current IT standards and inventory, as well as the transition requirements and considerations.

11.1.1 Category 1 Agencies

The Criminal Intelligence Service Canada (CISC) investigates activities suspected of constituting threats to the security of Canada and takes measures to reduce threats in accordance with well-defined legal requirements and Ministerial direction. CISC collects and analyzes threat-related information, which is typically disseminated to member agencies through intelligence reports and other intelligence products. CISC classifies member agencies into three categories:

Table 15: Agency Categories Under the CISC Network

Agency Category	Type	Description
Category I	Police Agency	Agency has full police officer authority provided under a Canadian federal or provincial *police act*. The primary role of the agency is law enforcement, and the agency contributes to the criminal intelligence process.
Category II	Agency with Specific Law Enforcement Role	Agency has specific but limited law enforcement responsibilities. Its authority is provided under specific federal or provincial legislation (e.g., Customs Act, Immigration Act, Provincial Wildlife Act). Category II Membership may be granted to a foreign law enforcement or intelligence agency if, as determined by the respective Provincial Executive Committee, it is deemed to be in the best interest of the broader criminal intelligence community.
Category III	Agency with Role Complementary to Law Enforcement	Agency has no direct law enforcement authority but aids law enforcement agencies.

GPPS will be classified as a Category 1 police agency, subject to the approvals and regulatory requirements from CISC, Canadian Police Information Centre (CPIC), and RCMP.

11.1.2 National Police Services Network

Police agencies in Canada connect to the National Police Services Network (NPSNet) to access specialized support services and resources such as CPIC, the Canadian Criminal Real Time Identification Services (CCRTIS), the National Sex Offender Registry, the Violent Crime Linkage Analysis System (ViCLAS), and the Alberta Motor Vehicles System (MOVES). NPSNet provides a multi-purpose and secure communication pathway for all law enforcement and

criminal justice agencies. It is the responsibility of all independent police agencies that use NPSNet to adhere to minimum security standards. The integrity of NPSNet depends on the security policies and practices of each agency.

One important consideration is many of these databases are managed by the RCMP on behalf of the law enforcement community in Canada and can only be accessed by devices certified by the RCMP. These certified devices must be installed and configured according to RCMP requirements and the Treasury Board of Canada security standards, which govern access to criminal information and records. As there are no fees associated with using the various police applications and databases, IT costs reflect the cost of the infrastructure that is required to access the police applications.

Another consideration is new police agencies are required to submit a Net Connection Authorization Change Request (NCACR) application to establish compliance with RCMP IT policies. NCACRs must be submitted every two years to ensure compliance is maintained. NCACR submissions are complex, lengthy, and expensive if non-compliant IT processes and infrastructure are implemented. It is essential to have subject-matter-experts involved in the review and compliance of IT practices for NCACR submissions.

11.1.3   Other IT Standards

It is imperative that continuity and integrity of services, data, and information are maintained throughout the entire information lifecycle of the police agency. More specifically, network infrastructure and security must qualify as restricted, secure, and independent without uncontrolled or unauthorized access. As the City of Grande Prairie transitions to a municipal police service, it will be important to maintain all network architecture, security, and identity and access management standards for the individual agency and law enforcement community.

Additional standards for the management of facilities, equipment, and records are outlined in the Alberta Provincial Policing Standards. This document states facilities, equipment, and systems belonging to a police service must be properly maintained, controlled, and take privacy and security precautions in accordance with relevant policy and legislation. Compliance with these standards requires the development of policies, procedures, and operational proof as set forth in the Alberta Provincial Policing Standards. To stay informed on best practices and policing standards in information technology, a GPPS representative will participate in various policing IT management working groups.

11.2   IT Transition Framework

The primary objective of transitioning IT responsibilities from RCMP to GPPS is to complete the transition within scope, time, and budget without disruption in service. Public safety and law enforcement rely heavily on accurate, timely, and reliable communication and information sharing systems to provide uninterrupted service 24 hours a day, 7 days a week. Disruption in service of communication and information systems puts the safety of the public and first responders at risk.

As oversight and finances are key drivers in transitioning to a municipal police service, the transition of IT products and services must be controlled within scope, time, and budget. To mitigate risk in this area, an inventory of current RCMP and City IT infrastructure and Records Management Systems (RMS) systems is being collected. A gap and impact analysis will be required to determine if replacement products or systems are needed. Costs and time for transfers, authorizations and replacement of IT infrastructure have been addressed in the overarching transition work plan and financial modelling. Due to limited information available on RCMP current state IT inventory, some assumptions have been made to develop workplans and financial projections.

To ensure an orderly transition that meets the above objectives, existing IT systems will need to be maintained throughout the transition until replacement systems are fully integrated and operational. This will help ensure the availability, integrity, and security of all information assets. Collaboration between the City, RCMP, and Government of Alberta will be essential for this transition to occur seamlessly.

11.2.1   IT Considerations

Cross-jurisdictional analysis was conducted on seven comparable municipal police services: Edmonton, Lethbridge, Medicine Hat, Sault Ste. Marie, North Bay, Brandon, and Surrey. The City of Grande Prairie facilitated discussions with each municipal police services regarding their IT transitions and the corresponding lessons learned.

One of the observed challenges was potential IT and security standards changes during transition. New police services were not eligible to be grandfathered in the former standards, and therefore had to comply with the current standards. As a result, meeting current standards was more costly than historical standards. Grande Prairie Police transition plan addresses this risk through financial modelling, risk assessment, and the workplan. The Government of Alberta has provided support and ongoing guidance to ensure GPPS is compliant with all standards and can meet the approval criteria. Additionally, the City of Grande Prairie has developed close working relationships with other municipal police services such as Edmonton and Medicine Hat for guidance in navigating IT and security requirements.

Another consideration is the benefit of having a subject-matter-expert on IT and security as part of the transition team. The City of Grande Prairie should consider contracting an IT specialist to manage implementation, and further advise on, plan, design and install of information technology systems required for the transition. Having an IT specialist focused on this area of the transition will provide the experience required for managing and setting up replacement systems and contracts, software licenses and agreements, networks, hardware warranties, and service agreements, as well as migrating existing IT systems and assets from the RCMP to GPPS.

Lastly, GPPS will need to determine how they share IT and security infrastructure with the City, if at all. Three options have been identified:

A) The municipal police service's operates IT separate and independently from the City with in-house or contracted IT resources.

B) The municipal police service is fully integrated into the City and leverages City IT systems and personnel for business and policing applications.

C) The municipal police service accesses City IT for business applications and maintains policing applications independent from the City (hybrid model).

Following discussions with other municipal police services, it is proposed that GPPS pursues Option C. The hybrid model will leverage the City's phone system, public broadcast/live streams applications, computer equipment and accessories, MS licensing, and current Oracle system for business applications such as Human Resources, Finance, Procurement, Payroll, and Fleet, while maintaining policing applications independently within GPPS. It is important to note that the City's current IT systems and infrastructure exceed the current security standards making this a viable option. This model provides GPPS with the insulation to maintain control over policing systems, while gaining the benefits of integration with the City.

11.3   Required Administrative Systems

Phones

There are currently no shared phone services or equipment - the RCMP currently use the City of Grande Prairie's phone system. The City will need to deploy cell phones (x100), which has been incorporated into the GPPS IT budget. GPPS is likely to join the City's existing contract for cellular services.

Hardware

Currently, the RCMP detachment (City-owned building) is equipped with both City-provided computers and an RCMP-provided computer with relevant equipment and accessories. The City computer will be retained and the RCMP computer will be removed. The City has planned to replace the existing RCMP IT hardware and network through their multi-year transition plan.

Software

Software pertains to Microsoft licencing, enterprise resource planning (ERP) systems, and other business applications. GPPS will leverage licenses on City software and systems where appropriate, with additional guidance and direction from the Government of Alberta.

Payroll, procurement, HR, and other financial functions are all housed within the City's Oracle ERP. Oracle licensing is based on the number of users, and therefore, the City will increase the number of Oracles licenses required to support the GPPS.

Network

The Grande Prairie RCMP detachment has both City and RCMP IT network infrastructure. The RCMP infrastructure is provided by Shared Services Canada. With limited information available on whether any of the Shared Services Canada infrastructure can or should be transferred or used by the GPPS, it has been assumed the network will be replaced by new GPPS equipment and connections. The appropriate provincial and federal authorizations will need to be obtained to support this direction.

11.4   Required Policing Systems

Records Management System (RMS)

RMS is an agency-wide system that provides for the storage, retrieval, retention, and viewing of information and records pertaining to law enforcement operations. RMS covers the life cycle of a records development— from the initial generation to its completion.

RMS is limited to records directly related to law enforcement operations. Such records include incident reports, arrests, violation tickets, warrants, case management, field contacts, intelligence, and other operations-oriented records. RMS does not address the general business functions of a law enforcement agency, such as budget, finance, payroll, purchasing, and human resources functions.

Considerations for the GPPS

The RCMP manage and utilize an RMS solution called the Police Reporting and Occurrence System (PROS). During the multi-year transition the GPPS should seek permissions to utilize PROS as it contains both the current and

historical case files related to Grande Prairie municipal police activities and would be the platform most familiar to the hybrid workforce. Following the policing transition, the GPPS may consider an upgrade to an alternative RMS solution such as EPROS, an upgraded version of PROS with several enhanced features. Both PROS and EPROS are provided by Niche Technology Inc. which could facilitate an easier transition process if the GPPS were to upgrade systems.

Both Enforcement Services and Mobile Outreach have legacy RMS which will be deactivated and their files brough onto the GPPS RMS moving forward. Business processes and policies will also require modifications to align with the adoption of the RMS.

Police Reporting and Occurrence System (PROS)

Established in 2005, PROS is the RMS for the RCMP and a solution for consolidated and timely exchange of criminal intelligence on a national basis. PROS automates the ability to create, store, update, maintain, retrieve, sequester, purge, and dispose of information. Authorized users will have the ability to record and manage details of court proceedings from the time the original charges are laid through the disposition of charges.

Police agencies may request authorization and installation of PROS as their official Records Management System (RMS) in their respective locations. Police agencies using PROs are subject to a Memorandum of Understanding (MOU) which outlines the terms and conditions specific to the access of the contributing agency, and a signed copy of the MOU will be provided to the respective Privacy Commissioner or Ombudsman. Each police agency is required to secure feedback on their proposal from their Provincial Privacy Commissioner or Ombudsman on the use of PROs as their official RMS. Police agencies requesting PROS access and are required to complete a Privacy Impact Assessment and forward it to their respective privacy office for comment and Federal retention and disposal regulations. Once approved and scheduled for PROS implementation, the MOU and an addendum will be submitted to the Office of the Privacy Commissioner of Canada for review and comment.[17]

Computer Aided Dispatch (CAD)

CAD software is used by public safety agencies to initiate calls for service, dispatch, and maintain the status of responding resources in the field. It is generally used by emergency communications dispatchers, call-takers, and 911 operators in centralized, public-safety communication centers.

CAD systems consist of several modules that provide services at multiple levels in a dispatch center and in the field of public safety. The CAD system used in the City of Grande Prairie is pre-determined as it is currently being used by fire and 911. Mapping and integration within the City is already complete and, as such, GPPS will be integrated onto the current CAD system. The City of Grande Prairie will work with a subject matter expert on communications and dispatch centers to draft the scope, benefits, and risks of the transition.

Canadian Police Information Centre (CPIC)

CPIC provides information about crimes and criminals regarding persons, vehicles, marine vessels, property, driver's licenses, warrants, criminal records, fingerprints, firearms registration, surveillance, inmates, and the Automated Canada / United States Police Information Exchange System (ACUPIES). It is the only national information-sharing system that links criminal justice and law enforcement partners across Canada and internationally.

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[17] https://www.rcmp-grc.gc.ca/en/police-reporting-and-occurrence-system-pros

Law enforcement agencies can become registered users of CPIC to access more detailed information and reports. However, as CPIC is managed by the RCMP on behalf of the law enforcement community in Canada, it can only be accessed by devices certified by the RCMP.[18]

Criminal Intelligence Service of Canada (CISC)

CISC is responsible for the delivery of criminal intelligence products and services to the national law enforcement community and other stakeholders responsible for public safety. CISC provides oversight and maintenance of a criminal intelligence databank on organized crime that is used by the CISC member agencies across Canada. CISC consists of a Central Bureau that is stewarded by the RCMP, and Provincial Bureaus that operate independently guiding the collection, analysis, and production of criminal intelligence products and services within their respective provinces while maintaining national service delivery standards.[19]

Canadian Criminal Real Time Identification Services (CCRTIS)

Canadian Criminal Real Time Identification Services (CCRTIS) maintains the National Repository of Criminal Records. Information in this database includes biographic information, charges, and dispositions, supported by fingerprints taken in accordance with the *Identification of Criminals Act* (ICA). Individuals may be required to obtain a criminal record check or vulnerable sector check for employment, volunteer work or as part of other screening processes. These checks are completed by conducting a search by name and date of birth or fingerprints, in various police databases, including the National Repository of Criminal Records. However, this database and related processes have limitations. There is no requirement for police services to send information to the RCMP for inclusion in the National Repository, except for information pertaining to 'young persons." Therefore, CCRTIS may not have the same information available as police records at a local level such as strictly summary offences, provincial offences, or adverse information. Therefore, additional searches may be required from the police of local jurisdiction. Additionally, the ICA restricts the collection of fingerprints to indictable (or hybrid) offences, and therefore, the information available in the National Repository is limited to these types of offences. Straight summary offences are not contained in the National Repository.[20]

National Sex Offender Registry (NSOR)

In partnership with provinces and territories, the Government of Canada created the NSOR to provide police services access to vital information on convicted sex offenders. NSOR provides police agencies with the ability to monitor the location of convicted sex offenders and assist police in responding to and investigating serious incidents of a sexual nature. The NSOR is comprised of the following:

1. The legislative framework of the *Sex Offender Information Registration Act* (SOIRA)
2. An electronic sex offender database administered by the RCMP
3. Administration and enforcement of the legislation by police agencies

NSOR database contains the following personal information on sex offenders and is to be retained indefinitely:

- Name
- Date of birth

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[18] https://www.cpic-cipc.ca/about-apropos-eng.htm

[19] https://cisc-scrc.gc.ca/about-ausujet/index-eng.htm

[20] https://referencesandmoreservices.com/wp-content/uploads/Criminal-Record-Checks-Fact-Sheet-EN.pdf

- Gender
- Primary and secondary residence
- Employment type and title
- Employer name and address
- Volunteer type, title, and organization
- Vehicle description
- Phone numbers
- Height and weight
- Photograph and identifying marks (e.g., tattoos, scars)
- Offence for which the offender has been convicted and method of operation
- Drivers' licence
- Passports
- Information about travel outside of Canada

The NSOR is secured to Protected "B" level, uses Government of Canada Public Key Infrastructure Entrust enabled, and operates on a stringent and internal role-based access control (RBAC) mechanism. The database resides in Ottawa at the Application Development Branch (ADB) of the Chief Information Officer (CIO) sector of the RCMP.[21]

Violent Crime Linkage Analysis System (ViCLAS)

The Violent Crime Linkage Analysis System (ViCLAS) helps to identify serial crimes and criminals by focusing on the linkages that exist among crimes committed by the same offender. ViCLAS relies on police services to submit data about violent crimes to ViCLAS for specialists to analyze and interpret the data to find patterns and connections. The ViCLAS system captures the following data:

- All solved or unsolved homicides and attempts
- All solved or unsolved sexual assaults or attempts
- Familial/domestic assaults with a unique or significant physical, sexual, or verbal behaviour
- Missing persons where foul play is suspected
- Unidentified human remains where foul play is suspected
- All non-parental abductions and attempts
- False allegations of sexual assault or attempted murder
- All solved or unsolved or attempted child luring

There are nine ViCLAS centres in Canada operated by different police agencies. All nine of the ViCLAS centres perform data entry, quality reviews, file and linkage processing, and behavioural analysis.[22]

Justice Online Information Network (JOIN)

JOIN is a docket system used in in the Provincial Court and the Court of King's Bench which contains information on criminal and youth cases such as:

- Information about the Court and judicial centre
- Docket or court file number

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[21] https://www.rcmp-grc.gc.ca/en/privacy-impact-assessment-national-sex-offender-registry-nsor

[22] https://www.rcmp-grc.gc.ca/en/violent-crime-linkage-analysis-system

- Names and roles of parties
- Names of lawyers of record
- Names of judicial officers
- Nature of the case
- List and corresponding filing dates of documents in the court file or court record
- Hearing dates
- Dispositions and their corresponding dates

Evidence Management System

Digital evidence management solutions streamline a police service's ability to collect, manage, share, and retrieve digital evidence from body worn cameras, fleet, interview rooms, mobile devices, drones, and operations communication centres. These systems automate evidence management processes which increases data accuracy and officers' efficiency, enables supervisors to manage evidence more effectively, and ensures evidence complies with the appropriate retention periods and other policies and standards.

12 Human Resources

12.1 Municipal Police Transition Team

The current Municipal Police Transition Team (MPTT) consists of the Executive Director, and the Strategic Projects Manager (Police Subject Matter Expert) from the Emergency & Enforcement Services Division for the City of Grande Prairie. If City Council proceeds with a municipal police service the MPTT will expand to include (1) Senior Executive Advisor, (1) Human Resources Advisor, (1) Communications Specialist, (1) Information Technology Specialist and external consultants and legal counsel.

The MPTT will work to advance the policing transition while recruitment and on-boarding of the Police Commission, and later the Chief of Police occurs. It is anticipated that following the Chief of Police taking office, some members of the MPTT will become the first civilian employees of the Municipal Police Service.

12.2 Civilian Staffing

It is anticipated that existing Municipal Support Section, Enforcement Services, Mobile Outreach, and Municipal Police Transition Team will form the civilian side of the GPPS.

12.3 Police Staffing

The GPPS will recruit and on-board 100 police officers over the 5-year transition period. A detailed breakdown of the specific recruitment targets across each can be found in the Transition Section of this report.

12.4 Employment and Collective Agreements

Out of Scope

Inside workers of the GPPS are considered out-of-scope employees and will have their employment conditions governed by the City of Grande Prairie. Inside workers are understood to include employees who are not performing field-based work.

CUPE

It is anticipated that Peace Officers, outreach workers, and custodial staff of the GPPS will be covered under the terms of the collective agreement between the City of Grande Prairie and CUPE Local 787. These employees will continue to be managed as they are currently.

Police Association (Future)

The initial GPPS non-commissioned officers (below the rank of Inspector) will be employed under an interim employment agreement until as such time as they chose to form a Police Association, in accordance with the Police Officer Collective Bargaining Act, and negotiate their first collective agreement with the City.

The interim employment agreements will largely mirror the collective agreements of Alberta's existing municipal police services.

12.5   Pensions

Special Forces Pension Plan (SFPP)

Police Officers of the GPPS will join the SFPP, unless exempted. SFPP is a defined benefit pension plan for police officers employed by local authorities in Alberta. SFPP is administered by Alberta Pensions Services Corporation (APS).

The SFFPP has transfer agreements with the RCMP Pension Plan and the Local Authorities Pension plan, meaning members of these associated services may transfer the associated benefit entitlement into SFPP. The calculation to determine the SFPP amount is based on many factors such as pensionable service.[23] Members of other registered pension plans may also qualify for recognition of pensionable service through a buy-back arrangement.

Local Authority Pension Plan (LAPP)

Permanent civilian employees of the GPPS will join LAPP, unless exempted. LAPP is a defined benefit pension plan for employees of local authorities. LAPP is also administered by the APS.

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[23] https://www.sfpp.ca/page/transfers-into-sfpp

13 Police Recruitment

The GPPS will commit to a recruitment process which ensures the highest quality of applicant is selected for employment. The process will abide by the Alberta Standards for Police Recruit Selection and will inform an applicant inquiring about employment and what is required for the position. The process also examines all aspects of the applicant, including cognitive abilities, integrity, lifestyle, written communication ability, physical fitness level and psychological profile. The GPPS will be committed to providing equal employment opportunities to all applicants.

Members assigned to Recruitment and Selection Process duties will be knowledgeable in personnel matters affecting the management and operations of the Grande Prairie Police Service. These include:

a) GPPS Recruitment needs and commitments
b) The local community and its needs
c) Basic requirements of the applicant
d) GPPS applicant selection process,
e) Disqualification characteristics,
f) Career opportunities of the GPPS and the associated salaries, benefits, and training opportunities
g) Federal and Provincial human resource requirements (i.e., Employment Law. Human Rights Legislation)
h) Cultural awareness, equity, and equal opportunity legislation and best practice

13.1 Recruitment Team

The Office of the Chief will oversee and set strategic direction of recruitment activities and will approve the final selection of recruits.

The Recruitment Team will consist of members of the GPPS, selected by the Office of the Chief, who will receive appropriate training to carry out their responsibilities. During the initial years of the transition, this team is forecasted to include a Staff Sergeant, Sergeant, and Human Resources Advisor. Secondary recruitment support will come from the Chief, Superintendents, Training Sergeants, Public Information Officer, and additional resourcing as required.

13.2 Recruitment Strategy

The GPPS recruiting strategy will be guided by a 'Recruit in Grande Prairie, for Grande Prairie' approach; augmented by broader provincial and national searches to ensure highest practicable competencies are achieved, especially in key positions. This will focus on hiring most roles from the people who are knowledgeable, sensitive and 'at home' in Grande Prairie, those who have a connection with and plan to stay in the community. This is designed to enhance retention as most municipal police officers spend their entire careers with the same services. This allows for the development of deep understanding of and commitment to the community, therefore increasing trust and relationships between the police service and the community. The GPPS will partner with educational institutions through career fairs, job boards, speaking opportunities and other potential initiatives, youth cadet programs to enhance the pool of potential applicants.

13.3   Experienced Officer Recruitment

It is important that the GPPS be an attractive employer for experienced officers to establish maturity and experience in the police service. Due to the invaluable benefit experienced officers bring, GPPS will create a streamlined pathway for experienced officers to apply and will be flexible in accepting equivalent certifications/assessments, for example the PARE assessment rather than the A-PREP. Current plans anticipate bonuses and benefits up to a value of $25,000. These officers should be prioritized, given they meet the minimum standards, are currently working with a Canadian Law Enforcement agency (or have within the past 3 years). This shortened process will encourage experienced officers to join and allow more officers to be hired in a shortened amount of time.

14   Police Training

Training is an integral part to the development of the GPPS. The Training Section will be tasked with developing and facilitating training to its officers and civilian members. The GPPS will ensure its training plan meets all mandatory training requirements and follows best practices. The Training Section will also ensure that the GPPS meets the established training timeline is ready on launch in accordance with the transition workplan.

To meet the needs of the community, the knowledge and skill sets of police officers need to adapt to the constant changes within society. Police work can change as expectations of the public change, technology and equipment evolve and new laws and court decisions are enacted. A police service maintains the responsibility to ensure its police officers are appropriately trained.

There is a strong spirit of co-operation among police services and partner organizations to meet the necessary police training needs. Some key providers of this training include:

Common Police Training Providers	
Canadian Police College	National Law Enforcement Training Unit
Canadian Police Knowledge Network	International Association of Chiefs of Police
Accredited Training Organizations	Provincial Associations of Chiefs of Police
Other Police Services	Post-Secondary Institutions

Alberta-specific police cadet training is anticipated to be delivered in Grande Prairie through an agreement with a post-secondary institution with a well established and accredited police training curriculum. Additional training opportunities will be provided through Lethbridge College – Police Cadet Training Program and various partnerships, such as other police services, alongside in-community training. The purpose is to ensure training is timely and cost efficient and logistical feasibly to provide ongoing training to members.

14.1   Police Cadet (Recruit) Orientation and Training

The orientation and pre-deployment training are the foundational steps for in-experienced officers joining the GPPS. The orientation will be 1-week in duration and will introduce new officers to the organization, allow for uniform and equipment distribution, and outline the roles and responsibilities for both officers and the police service. Following orientation, the new officers will begin 24 weeks of police cadet training. This intensive course will provide the skills and experience necessary for their future deployment to general policing duties under the direction of an experienced field training officer.

The Police Cadet Training Program is planned to be delivered in Grande Prairie through an agreement with a post-secondary institution who presently delivers a well establish and accredited police training curriculum to other Alberta police services. The training curriculum meets the Alberta Provincial Policing Standards for training, and includes courses such as:

- Legal Studies
- Police Investigations

- Police Operations
- Reasonable Officer Response
- Law Enforcement Firearms
- Police Defensive Tactics
- Emergency Vehicle Operations
- Client Centred Services
- Emerging Public Safety Issues
- Call and patrol simulation training

14.2   Experienced Police Officer Training

Many of the initial hires are expected to be experienced police officers, expediting their initial training process. The GPPS will ensure these officers are deployable as soon as possible while at the same time having appropriate familiarity with GPPS vision and values, policy & procedures, and wellness programs. A legal studies refresher will be provided and will include both Alberta and Grande Prairie specific legislation. Finally, training and qualifications will be required on several pieces of equipment and processes to ensure proficient competency in alignment with the Alberta Policing Standards

14.3   Mandatory Police Training

Some police training is mandatory as required by standards set by the Province and other governing bodies. While the Alberta Policing Standards create uniformity amongst police forces across Alberta, it also allows for flexibility in its execution. GPPS officers will require training from qualified instructors in the use of force, intimate partner violence, and crisis intervention. These standards require regular recertification.

15   Transition

15.1   Transition Framework

The following actions are required for the City, Police Commission, and Police Service to meet the necessary legal, regulatory, and contractual obligations to first receive approval to establish a municipal police service and later become the police service of jurisdiction for the City.

I.   Submission of a Policing Transition Plan (PTP) to the Director of Law Enforcement. The PTP includes at minimum:
   a.   Overview of the current policing state
   b.   Overview of the proposed policing model
   c.   Transition workplan
   d.   Supporting documents
      i.   Police Commission Bylaw (Draft)
      ii.   Police Commission Policy & Procedures (Draft)
      iii.   Police Service Policy & Procedures (Draft)
      iv.   Proposed Human Resources Plan during the Transition (Draft)
II.   Following a tentative approval from the Director of Law Enforcement the City will need to submit a request to the Minister of Public Safety & Emergency Services requesting the following actions:
   a.   Ministerial approval to change the policing service delivery model for the City of Grande Prairie in accordance with Section 22 (4) of the *Police Act*.
   b.   Ministerial approval to establish a municipal police service in accordance with Section 28(1)(b) of the *Police Act*.
   c.   The establishment of a Tripartite Committee consisting of municipal, provincial, and federal representatives to plan the mobilization of the municipal police service and the demobilization of the RCMP.
III.   Upon receiving successful approvals to establish a municipal police service the City would issue a notice of termination to the Government of Canada as per the requirements of the Municipal Police Service Agreement.
IV.   The City would then create a joint function Police Commission/Committee through adoption of a Municipal Bylaw in accordance with Section 23, Section 28 (2) and Section 59 (1) of the *Police Act*. Once the Police Commission/Committee is formed the following steps are required:
   a.   Recruitment and selection of the members
   b.   Recruitment and selection of a Police Commission Executive Director (Recommended)
   c.   Orientation and training of Commission members
   d.   Appointment of a Chair, Vice Chair, and Public Complaints Director
   e.   Adoption of Commission/Committee policy & procedures
   f.   Recruitment of the Chief of Police
V.   The municipal Police Chief assumes their office and works with the Municipal Police Transition Team to build out the initial police service staffing.
VI.   The police chief approves the initial police service policy & procedures.

VII.   The municipal police service seconds police officers to the Grande Prairie RCMP until such time as the municipal police service meets the full requirements of the Alberta Policing Standards and receives authorization from the Director of Law Enforcement to assume responsibility as the Police Service of Jurisdiction for the City of Grande Prairie.

15.2   Transition Timeline

The following figure provides a high-level overview of key events and milestones throughout the transition period.

Figure 14: High-level Overview of the Transition Timeline

Establish GPPS
- Create Municipal Police Commission
- Create Policies and Procedures
- Police association is established
- Recruit Chief of Police and other senior leadership positions

2024

Expansion Continues
- 65 Municipal police officers and 31 peace officers deployed at year end

2026

GPPS Reaches Full Capacity
- 100 Municipal police officers and 31 peace officers deployed at year end

2023

First Officers Deployed
- 41 Municipal police officers trained and deployed
- 31 peace officers Deployed
- Municipal police and RCMP share policing responsibilities

2025

Policing Fully Transitioned to GPPS
- 89 Municipal police officers and 31 peace officers deployed at year end

2027

15.3   Transition Staffing

As Grande Prairie transitions to its own municipal police service, it will be growing its police service and moving away from RCMP supports. The first year of hiring will focus on governance and senior leadership, such as the Chief and Superintendents, a Police Commission Executive Director, and Police Subject Matter Expert (SME) as seen in Table 16.

Table 16 Transition Staffing Summary

	Municipal Police Service Staff	End of Year Staffing Numbers				
		2023	2024	2025	2026	2027
		Year 1	Year 2	Year 3	Year 4	Year 5
Senior Leadership	Chief	1	1	1	1	1
	Superintendent (One Civilian)	2	2	2	2	2
	Total Senior Leadership	**3**	**3**	**3**	**3**	**3**
General Duty	Inspector		1	1	1	1
	Staff Sergeant			4	4	4
	Sergeant		4	4	4	4
	Corporal		4	4	4	8
	Constable		24	32	32	32
	Total General Duty		**37**	**45**	**45**	**49**
Investigations	Inspector				1	1
	Staff Sergeant	1	1	1	1	
	General Investigations					
	Sergeant				1	1
	Corporal			1	1	1
	Constable			1	4	4
	Special Investigations					
	Corporal			1	1	1
	Constable			1	4	4
	Drugs					
	Corporal				1	1
	Constable				4	4
	Crime Reduction					
	Corporal			1	1	1
	Constable			2	4	4
	ALERT (CFSEU)					
	Sergeant				1	1
	Constable				3	3
	PACT					

	Municipal Police Service Staff	End of Year Staffing Numbers				
		2023	2024	2025	2026	2027
		Year 1	Year 2	Year 3	Year 4	Year 5
	Constable			2	4	4
	Total Investigations	**0**	**1**	**10**	**31**	**31**
Specialized Services	Staff Sergeant	1	1	1	1	1
	Community Policing					
	Sergeant (Training)	2	2	2	2	2
	Corporal		1	1	1	2
	Constable				3	4
	Traffic					
	Corporal			1	1	1
	Constable					
	Peace Officer	4	4	4	4	4
	Cellblock					
	Corporal			2	2	2
	Police Dog Services					
	Constable				2	2
	Forensics					
	Sergeant					1
	Corporal					2
	Internal Investigator					
	Sergeant	1	1	1	1	1
	Total Specialized Services	**8**	**9**	**12**	**17**	**22**
Community Safety	**Bylaw Enforcement**					
	Peace Officer Bylaw Sergeant	2	1	1	1	1
	Peace Officer	20	10	10	10	10
	General Duty					
	Peace Officer Supt. - Discontinued	1				
	Peace Officer		14	16	16	16
	Outreach					
	Outreach Manager	1	1	1	1	1

	Municipal Police Service Staff	End of Year Staffing Numbers				
		2023	**2024**	**2025**	**2026**	**2027**
		Year 1	**Year 2**	**Year 3**	**Year 4**	**Year 5**
	Outreach Worker	8	8	8	8	8
	Case Workers	3	3	3	3	4
	Dispatch					
	Supervisor	1	1	1	1	1
	Dispatchers	3	3	8	8	8
	Cellblock Guards					
	Supervisor	1	1	1	1	1
	Guards	8	8	8	8	8
	Total Community Safety	**48**	**50**	**57**	**57**	**58**
Corporate Services	Director	1	1	1	1	1
	Client Services Manager	1	1	1	1	1
	Operational Support Supervisor	1	1	1	1	1
	Finance & Procurement					
	Finance Coordinator	1	1	1	1	1
	Finance Clerk		1	1	1	1
	Fleet & Equipment Coordinator	1	1	1	1	1
	Human Resources					
	HR Advisor	1	1	1	1	1
	Public Information					
	Public Information Officer	1	1	1	1	1
	Information Technology					
	IT Specialist	1	1	2	3	4
	Video Coordinator	1	1	1	1	1
	Facilities					
	Custodians	4	4	4	4	4
	Crime Analysts					
	Tactical Analysts	2	2	2	2	2
	Other Civilian Staff					
	Police SME	1				

	Municipal Police Service Staff	End of Year Staffing Numbers				
		2023	2024	2025	2026	2027
		Year 1	Year 2	Year 3	Year 4	Year 5
	Police Commission Executive Director	1	1	1	1	1
	Chief Executive Support	1	1	1	1	1
	Total Corporate Services	**18**	**18**	**19**	**20**	**21**
Court & Administrative Services	Administrative Unit	6	6	6	6	6
	Admin Typing	4	4	4	4	4
	Court Liaison	4	4	4	4	4
	Records					
	Supervisor	1	1	1	1	1
	CPIC Unit	5	5	5	5	5
	Shift Assistants	8	8	8	8	8
	PROS Reviewer	1	1	1	1	1
	File Clerk	2	2	2	2	2
	Client Services					
	Supervisor	1	1	1	1	1
	Front Counter	7	7	7	7	7
	Criminal Record Checks	2	2	2	2	2
	Total Court & Admin Services	**41**	**41**	**41**	**41**	**41**
	Total: All Municipal Positions	**118**	**159**	**187**	**214**	**220**
	Total: Municipal Sworn Officers	6	45	65	91	100
	Total: Peace Officers	27	29	31	31	31
	Total: RCMP Sworn Officers	104	80	57	28	0
	Total Combined Staffing	**222**	**239**	**244**	**242**	**225**

Table 17 provides a summary of municipal police officer FTE staffing broken down across the transition period. Partial FTE result from officers joining the municipal police service midway through the calendar year.

Table 17 Sworn Officer and Peace Officer FTE Summary by Classification

	2023	2024	2025	2026	2027	2028
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Constable 4	0.0	9.0	12.0	12.0	12.0	11.0
Constable 3	0.0	0.0	9.0	12.0	12.0	12.0
Constable 2	0.0	0.0	0.0	9.0	12.0	12.0
Constable 1	0.0	0.0	0.0	0.0	9.0	12.0
Sr. Cst I (8 years)	0.0	8.3	11.3	14.3	15.3	14.0
Total Constable FTE	**0.0**	**17.3**	**32.3**	**47.3**	**60.3**	**61.0**
Corporal	0.0	3.9	7.3	11.3	13.8	19.0
Sergeant	0.5	6.7	7.0	7.5	9.3	10.0
Staff Sergeant	0.3	1.3	3.0	6.0	6.0	6.0
Inspector	0.0	0.3	1.0	1.3	2.0	2.0
Superintendent	0.3	1.0	1.0	1.0	1.0	1.0
Chief	0.4	1.0	1.0	1.0	1.0	1.0
Total FTE: Sworn Officers	**1.4**	**31.4**	**52.5**	**75.3**	**93.3**	**100.0**
Peace Officer (0-4 yrs)	0.0	3.0	7.0	8.0	8.0	5.0
Peace Officer (5-9 yrs)	0.0	0.0	0.0	0.0	0.0	3.0
Peace Officer (10+ yrs)	24.0	24.0	22.0	22.0	22.0	22.0
Peace Officer Sgt	2.0	1.3	1.0	1.0	1.0	1.0
Peace Officer Supt	1.0	0.0	0.0	0.0	0.0	0.0
Total FTE: Peace Officers	**27.0**	**28.3**	**30.0**	**31.0**	**31.0**	**31.0**

15.4   Transition Workplan

The following transition workplan lays out detailed quarterly milestones and deliverables for the transition to a municipal police service.

Table 18: GPPS Transition Work Plan

GPPS Transition Work Plan	
2023 Q1	
Milestones	• Complete Phase 3 of community engagement • Completed plan for GPPS to achieve compliance with Alberta Policing Standards • Ministerial approval to form the GPPS • Creation of the Municipal Police Commission • Initiated GPPS IT system design
Deliverables	• Community open houses (Jan 16-17) • Secure funding support necessary to start-up and transition from the RCMP to the GPPS

GPPS Transition Work Plan
• Deliver a report on Municipal Police Transition to Council Committee of the Whole (Feb 21)
• Council resolution to transition municipal policing responsibility in the City from the RCMP to a soon to be developed GPPS (Mar 6)
• Receive tentative Provincial approval on plan to achieve policing standards compliance (March)
• Receive Ministerial approval to form a municipal police service
• Pass a City Bylaw to create the Grande Prairie Police Commission (added)
• Provide Public Safety Canada and the RCMP a notice of termination for the MPSA (March 31)
• Set up of interim IT infrastructure to support the COGPO Municipal Police Transition Team
• Hire a consultant and initiate an NCACR application to gain access to critical National Police Service Databases

2023 Q2	
Milestones	• COGP Municipal Police Transition Team (MPTT) staffing is expanded • Police Commission membership recruited • Police Commission Executive Director recruited • Police Commission initial training completed • Chief of Police recruitment commenced • Legal Support engaged • Human Resources Plan for the GPPS • Procurement commenced for Year 1 GPPS equipment and materials
Deliverables	• Additional civilian transition team members to include Executive Support, Human Resources, Procurement, Public Information Officer, and Information Technology • City recruitment and secondment of an Executive Director for the Police Commission • City recruitment and selection of the Grande Prairie Police Commission membership • On-going engagement with legal counsel on applicable matters from the Police Commission and GPPS • Commence recruitment for the Chief of Police • Establish tri-party committee (Federal, Provincial, Municipal) to be tasked with overseeing the orderly dissolution of the MPSA • Establish interim employment conditions for police officers • Procurement to secure vendors and orders for police uniforms, equipment, materials, and fleet

2023 Q3	
Milestones	• Chief of Police hired • Police officer recruitment commenced • GPPS partnerships and agreements completed

GPPS Transition Work Plan
• Membership in relevant police associations

Deliverables	• Selection and on-boarding of the Chief of Police
	• Prepare shared service agreements, contracts, and pension agreement. Includes seeking access to provincial motor vehicle database and court database
	• Commence recruitment for (16) experienced, (12) non-experienced officers, and (4) peace officers
	• Procure necessary equipment to support the first deployment of police officers
	• Apply for membership with the Alberta Association of Chiefs of Police (AACP) and the Canadian Association of Chiefs of Police (CACP)

2023 Q4

Milestones	• The police officer side of the Municipal Police Transition Team (MPTT) is on-boarded
	• GPPS and Police Commission policy & procedures finalized
	• On-going police officer recruitment

Deliverables	• Select successful candidates to join the MPTT including the Police Superintendent, Staff Sergeant (1), and Training Sergeant (2)
	• Hold police candidate testing both locally, provincially, and possibly nationally
	• NCACR application approved

2024 Q1

Milestones	• Enforcement Services, Mobile Outreach, and RCMP Municipal Support are amalgamated into the GPPS but still support the RCMP through the transition
	• Selection and on-boarding of experienced police officers
	• Selection of candidates for police cadet training to be held in Q2/Q3
	• Selection and on-boarding of community peace officers
	• Procurement commenced for Year 2 GPPS equipment and materials
	• Build out of GPPS standalone IT Infrastructure

Deliverables	• Staff from Enforcement Services, Mobile Outreach and RCMP Municipal Support are transferred to the GPPS. Overall management of these staff and their functions will fall to the Chief of Police
	• Experienced Officer - Class #1 (12 officers) is commenced
	• Newly hired Peace Officers complete Peace Officer Induction Training
	• Candidates for Police Cadet Training – Class #1 are selected
	• Procurement and deployment of necessary GPPS standalone IT network, hardware, software, and security

2024 Q2

Milestones	• Police Officer secondments to the GP RCMP coinciding with the concurrent demobilization of RCMP resources
	• Police Cadet Training Program commences
	• On-going police officer recruitment

Deliverables	• Deploy Class #1 of experienced officers (12) to the GP RCMP as secondments

GPPS Transition Work Plan	
	• Police Cadet Training – Class #1 commences with (12) candidates
2024 Q3	
Milestones	• On-going police officer recruitment • Selection of experienced police officers
Deliverables	• Hold police candidate testing both locally, provincially, and possibly nationally • Candidates for Experience Officer – Class #2 are selected
2024 Q4	
Milestones	• Experienced officer training • Police Officer secondments to the GP RCMP • On-going police officer recruitment
Deliverables	• Experienced Officer - Class #2 (11 officers) is commenced • Deploy Class #1 police cadet graduates (12) to the GP RCMP as secondments • Deploy Class #2 of experienced officers (11) to the RCMP as secondments • Hold police candidate testing both locally, provincially, and possibly nationally
2025 Q1	
Milestones	• On-going police officer recruitment • Selection of candidates for police cadet training to be held in Q2/Q3 • Procurement commenced for Year 3 GPPS equipment and materials
Deliverables	• Candidates for Police Cadet Training – Class #2 are selected • Procurement of necessary dispatch centre hardware and software
• 2025 Q2	
Milestones	• On-going police officer recruitment • Police Officer training • Increase to GPPS IT staffing
Deliverables	• Police Cadet Training – Class #2 commences with (12) candidates • IT specialist (1) recruited and on-boarded
2025 Q3	
Milestones	• On-going police officer recruitment • Selection of experienced police officers • Recruitment of police dispatchers
Deliverables	• Hold police candidate testing both locally, provincially, and possibly nationally • Candidates for Experience Officer – Class #3 are selected • Dispatcher (8) recruited and on-boarded
2025 Q4	
Milestones	• On-going police officer recruitment • Officer orientation • Police Officer secondments to the GP RCMP
• Deliverables	• Experienced Officer - Class #3 (12 officers) is commenced

GPPS Transition Work Plan
• Deploy Class #2 police cadet graduates (12) to the GP RCMP as secondments • Deploy Class #3 of experienced officers (12) to the RCMP as secondments • Hold police candidate testing both locally, provincially, and possibly nationally

2026 Q1	
Milestones	• On-going police officer recruitment • Selection of candidates for police cadet training to be held in Q2/Q3 • Procurement commenced for Year 4 GPPS equipment and materials
Deliverables	• Candidates for Police Cadet Training – Class #3 are selected

2026 Q2	
Milestones	• GPPS becomes the Police Service of Jurisdiction. • On-going police officer recruitment • Increase to GPPS IT staffing
Deliverables	• Police Cadet Training – Class #3 commences with (12) candidates • Remaining RCMP are seconded under the operational direction of the GPPS in accordance with the Triparty Agreement • IT specialist (1) recruited and on-boarded

2026 Q3	
Milestones	• On-going police officer recruitment • Selection of experienced police officers
Deliverables	• Hold police candidate testing both locally, provincially, and possibly nationally • Candidates for Experience Officer – Class #4 are selected

2026 Q4	
Milestones	• On-going police officer recruitment • Police Officer orientation • Police Officer deployment
Deliverables	• Experienced Officer - Class #4 (12 officers) is commenced • Deploy Class #3 police cadet graduates (12) • Deploy Class #4 of experienced officers (12) • Hold police candidate testing both locally, provincially, and possibly nationally

2027 Q1	
Milestones	• On-going police officer recruitment • Selection of candidates for police cadet training to be held in Q2/Q3 • Procurement commenced for Year 5 GPPS equipment and materials
Deliverables	• Candidates for Police Cadet Training – Class #4 are selected

2027 Q2	
Milestones	• Police Officer training • Increase to GPPS IT staffing
Deliverables	• Police Cadet Training – Class #4 commences with (11) candidates

GPPS Transition Work Plan	
	• IT specialist (1) recruited and on-boarded
2027 Q3	
Milestones	• No significant milestones in this quarter
Deliverables	• No significant deliverables in this quarter
2027 Q4	
Milestones	• Police Officer deployment
Deliverables	• Deploy Class #4 police cadet graduates (11)

16   Financial Projections

The City of Grande Prairie will incur transition costs over a period of five years to move from the current RCMP policing model to a fully established municipal police service. The tables below provide six years of financial projections including five years during the transition period, and one year of typical post transition operations. Subsequent notes provide a more detailed breakdown of specific lines in the projections below. The financial projections include several core assumptions which are based on an analysis of past costs to the City of Grande Prairie and comparator jurisdictions:

- All salaries and current expenses including RCMP policing costs are projected to increase at 2.0% annually
- Police Officer salaries for the municipal police service have been estimated using the Edmonton Police Service salary scale and adjusted for inflationary increases

All salaries and costing information is based on the transition staffing outlined under the Staffing section of this report.

The table below outlines the expected revenues under the municipal police service across the first six years. As indicated in the notes section, Automated Traffic Enforcement (ATE) revenues are excluded from this table.

Table 19: Revenue: 6-Year Financial Projections for Municipal Police Transition

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Revenue	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Goods & Services	-881,000	-881,000	-881,000	-881,000	-881,000	-881,000
Searches & Certificates	-208,400	-211,526	-214,699	-217,919	-221,188	-224,506
Court Fines - Police	-480,000	-487,200	-494,508	-501,926	-509,455	-517,096
Buildings	-184,000	-184,000	-184,000	-184,000	-184,000	-184,000
Provincial Grants	-300,000	-300,000	-300,000	-300,000	-300,000	-300,000
Secondary PSAP Grant				-300,000	-300,000	-300,000
Enforcement Services Revenue (Note 1)	-1,450,000	-1,450,000	-1,450,000	-1,450,000	-1,450,000	-1,450,000
Buildings	-184,000	-184,000	-184,000	-184,000	-184,000	-184,000
Total Revenue	**-$3,503,400**	**-$3,513,726**	**-$3,524,207**	**-$3,834,845**	**-$3,845,643**	**-$3,856,602**

Table 20 provides a summary of the operational expenses projected through the transition period. All officer and civilian salary and operating costs are represented, including both municipal and RCMP policing costs during the transition period.

Table 20: Expenses – Operational: 6-Year Financial Projections for Municipal Police Transition

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Expenses - Operational	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Police Officer Salaries	479,452	4,022,037	6,471,762	9,375,919	11,852,676	13,032,800
Police Officer Overtime	19,178	160,881	258,870	375,037	474,107	521,312
Police Officer Benefits	126,678	1,018,718	1,634,067	2,361,331	2,983,627	3,279,067
Peace Officer Salaries	2,715,782	2,802,228	3,008,906	3,167,135	3,230,478	3,301,203
Peace Officer Overtime	81,473	84,067	90,267	95,014	96,914	99,036
Peace Officer Benefits	678,945	700,557	752,227	791,784	807,620	825,301
Civilian Salaries & Overtime (Note 3)	5,497,529	5,500,353	5,971,718	6,459,738	6,234,621	6,153,182
Civilian Benefits	1,264,432	1,265,081	1,373,495	1,485,740	1,433,963	1,415,232
Mobile Outreach Salaries	840,350	857,157	874,301	891,787	909,622	927,815
Mobile Outreach Benefits	193,281	197,146	201,089	205,111	209,213	213,397
Police O & M (Note 4)	50,000	303,537	510,972	742,819	973,799	1,023,682
Peace Officer O & M (Note 5)	822,165	838,608	855,380	872,488	889,938	907,736
Civilian O & M	763,600	778,872	794,449	810,338	826,545	843,076
Mobile Outreach O & M	104,456	106,545	108,676	110,850	113,067	115,328
Dispatch O & M (Note 6)	-	-	-	525,000	535,500	546,210
Insurance (Note 7)	42,650	63,000	73,350	83,700	94,050	94,050
IT Expenses (Note 8)	78,000	192,720	225,454	258,203	298,968	307,747
Legal Expenses				100,000	100,000	200,000
RCMP Policing Costs (Note 9)	20,769,880	16,296,367	11,843,385	5,934,159	-	-
Total Expenses – Operational (Note 10)	**$34,527,850**	**$35,187,875**	**$35,048,369**	**$34,646,152**	**$32,064,708**	**$33,806,174**

Table 21 provides a summary of the projected start-up costs associated with the transition to a municipal police service. These costs include upfront capital costs and other expenses that only occur during the start-up and transition phase. Ongoing capital replacement costs are detailed in a separate table below.

Table 21: Start-Up Costs: 6-Year Financial Projections for Municipal Police Transition

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Start-Up Costs (Note 11)	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
New Officer Equipment Costs (Note 12)	262,500	300,000	300,000	300,000	137,500	
Specialized Equipment	50,000	75,000	75,000	100,000	500,000	
Vehicle Fleet (Note 13)	777,000	646,170	659,093	672,275	685,721	
Technology (Note 14)	328,000	588,800	247,676	255,874	162,573	
Dispatch Upgrades			1,000,000			
Recruiting (Note 15)	550,000	425,000	425,000	425,000	100,000	
Officer Training	100,000	200,000	200,000	200,000	200,000	
Rent for Temporary Office Space	250,000	250,000	250,000	250,000		
Transition O & M	100,000	100,000	100,000	100,000		
Professional Services & Other Expenses	200,000	200,000	200,000	200,000	85,000	
Contingency (Note 16)	523,500	556,994	691,354	500,630	374,159	
Total Start-Up Costs	**$3,141,000**	**$3,341,964**	**$4,148,123**	**$3,003,780**	**$2,244,952**	**$ -**

Table 22 provides a summary of the projected ongoing capital costs associated with a municipal police service. Due to the purchase of all new equipment during the transition and start-up phase, ongoing capital costs are low or non-existent in the early years with Year 6 reflecting normal ongoing operations.

Table 22: Ongoing Capital Costs: 6-Year Financial Projections for Municipal Police Transition

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Ongoing Capital Costs (Note 17)	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Operational Equipment						545,400
Police IT				202,000	202,000	434,300
Vehicle Fleet						585,800
Total Ongoing Capital Costs	**$ -**	**$ -**	**$ -**	**$202,000**	**$202,000**	**$1,565,500**

Table 23 provides a summary of the 6-year financial projections for the transition to a municipal police service. Year 1 through Year 5 reflect the costs of the transition between RCMP and municipal policing, while Year 6 reflects the expected costs of the municipal police service under normal operating conditions.

Table 23: Transition Period Summary: 6-Year Financial Projections for Municipal Police Transition

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Transition Period Summary	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Total Revenue	-$3,503,400	-$3,513,726	-$3,524,207	-$3,834,845	-$3,845,643	-$3,856,602
Total Expenses – Operational	$34,527,850	$35,187,875	$35,048,369	$34,646,152	$32,064,708	$33,806,174
Total Start-Up Costs	$3,141,000	$3,341,964	$4,148,123	$3,003,780	$2,244,952	$ -
Total Ongoing Capital Costs	$ -	$ -	$ -	$202,000	$202,000	$1,565,500
Total Expenses Less Revenue	**$34,165,450**	**$35,016,113**	**$35,672,285**	**$34,017,087**	**$30,666,018**	**$31,515,072**

16.1   Financial Notes

The following notes correspond to the notes indicated in the above financial projections and add further detail and clarification to the financial projections.

Note 1: Enforcement Services Revenue

The enforcement services revenue shown in the financial projections does not include revenue from Automated Traffic Enforcement (ATE). Similarly, contract expenses for ATE are excluded from the expenses shown in the financial projections. ATE operates on a contract basis and is operationally separate from the current Peace Officer program and proposed municipal police service.

Note 2: Total Revenue

The total revenue shown in the financial projections does not include revenue from the sale of RCMP assets or any transition-related funding sources. Under the current RCMP policing contract, the City of Grande Prairie owns 90% of Grande Prairie RCMP assets. The City of Grande Prairie is entitled to receive 90% of the fair market value of these assets when they are sold or transferred back to the RCMP. While many current assets are expected to be used by the RCMP during the transition period, a significant number of assets such as patrol vehicles and officer equipment will retain some value at the point of transition. This value is difficult to estimate in advance but may result in a one-time benefit to the City of Grande Prairie.

Note 3: Civilian Salaries & Overtime

Civilian salaries & overtime are indexed to increase on a 2% annual rate for inflation. Despite this, salaries slightly decrease in Year 5 and Year 6 of the transition period. This results from the absorption of several civilian positions which were established during the transition period. City of Grande Prairie management has advised that there is

sufficient capacity in existing departments to absorb some of the increased workload associated with the municipal police service. As a result, the number of civilian support staff peaks in Year 4 with several positions absorbed over the next two years. The overall reduction of several positions will be accomplished through attrition and the City of Grande Prairie will still retain more civilian support staff at the end of the transition period as compared to the start.

Note 4: Police O & M

Police O & M includes police operational expenses such as vehicle repairs, fuel, travel expenses, officer clothing and kit, and other miscellaneous expenses. The current RCMP 2022-23 forecast for Police O & M is $800,000 for an authorized complement of 104 FTE. An initial estimate of Police O & M is provided for Year 1 followed by a prorated rate per officer FTE in Year 2 through 6. Prorated Police O & M costs are based on a cost of $9,000 per officer FTE in 2022 with a 2% annual cost escalation in each subsequent year.

Note 5: Peace Officer O & M

Peace Officer O & M costs are based on the budgeted 2022 Peace Officer O & M costs with a 2% cost escalation added across all projected years.

Note 6: Dispatch O & M

Annual dispatch O & M costs have been estimated for the first year of operations with a 2% cost escalation in subsequent years. The budgeted Dispatch O & M costs include but are not limited to the following items:

- Radio consoles and encryption
- 911 phone pods
- CAD dispatch licenses
- Mobile CAD licenses
- Mobile responder licenses
- Viewer licenses
- GPS licenses
- Hardware including PCs and modems
- CPIC, RMS, and E-Ticket CAD interfaces
- EFD interface, certification, and licensing

Note 7: Insurance

Based on preliminary information received by the City of Grande Prairie from an insurance provider, the following amounts have been budgeted:

- $1,150 per police vehicle for vehicle insurance, plus
- $30,000 to insure the police service in Year 1
- $40,000 to insure the police service in Year 2 through 6

Note 8: IT Expenses

Table 24 provides an itemized budget for IT expenses related to new staff added under the municipal police service and transition plan. IT expenses related to current civilian staff and Peace Officers are included as part of the O & M projection line items.

Table 24: IT Expenses Relating to New Staff

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
IT Expenses	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
RMS Licensing	10,000	40,000	60,000	80,000	106,000	110,000
MS Software Licensing	2,000	16,000	28,000	40,000	54,000	58,000
Cyber Security	10,000	50,000	50,000	50,000	50,000	50,000
Oracle ERP licenses	21,000	21,420	21,848	22,285	22,731	23,186
Firewalls and End Points	20,000	50,000	50,000	50,000	50,000	50,000
Hypervisor	15,000	15,300	15,606	15,918	16,236	16,561
Total IT Expenses	**$78,000**	**$192,720**	**$225,454**	**$258,203**	**$298,968**	**$307,747**

Note 9: RCMP Policing Costs

To accurately represent the expected cost of RCMP policing through the transition period, RCMP policing costs have been broken down on a per member basis. Current per-member costs have been escalated at a 2% rate through the transition period and adjusted for differences between the RCMP and City of Grande Prairie's fiscal year. Table 28 provides a summary of the expected drawdown in RCMP FTE throughout the transition period along with the corresponding estimated per-officer cost in each year.

Note 10: Total Expenses – Operational

As indicated in Note 1, Automated Traffic Enforcement (ATE) expenses and revenues have been excluded from the financial projections due to the separate nature of these activities with all services provided under contract. Additionally, the City of Grande Prairie expects to owe the RCMP a lump sum payment for retroactive pay in past years. Table 25 provides an estimate of the retroactive pay which the City of Grande Prairie must pay the RCMP for non-commissioned officers. An estimate of retroactive pay owing for commissioned officers has not yet been provided by the RCMP. While the amounts owing in retroactive pay are significant, they have been excluded from financial projections to better reflect the expected costs of policing. Additionally, the City of Grande Prairie has set aside reserve funds to cover the expected financial impact of the retroactive pay, removing this impact from the general operating budget.

Table 25: Calculation of Estimated Retroactive Pay

	Amount Owing
Estimated Retroactive Pay to December 31, 2020	3,840,539
Estimated Retroactive Pay for January 1 – March 31, 2021	499,550
Total Estimated Retroactive Pay to March 31, 2021	**$4,340,089**

Note 11: Start-Up Costs

The expenses outlined in the start-up cost table are one-time costs associated with the transition period and exclude the associated staffing. For example, officer equipment costs are included as start-up costs since all new

equipment is purchased when officer FTE are added to the police service. Following the start-up period, officer equipment is replaced on a regular capital replenishment cycle rather than all at once. Officer salaries during the start-up period are included under the Expenses – Operational table rather than Start-Up Costs as these salaries continue after the transition period.

Note 12: New Officer Equipment Costs

New officer equipment costs are budgeted at approximately $12,500 per officer which includes purchasing new equipment for all officers joining the municipal police service. Officer equipment includes but is not limited to:

- Duty belts and all related equipment such as handcuffs, flashlights, batons, and holders
- Officer uniforms and outerwear
- Body armour
- Pistol
- Radio

Note 13: Vehicle Fleet

Vehicle fleet costs include the purchase of new patrol vehicles and the fit-up of those vehicles. This category also includes the purchase of moving radar equipment. Purchase costs are allocated based on the years when equipment will be purchased including 11 vehicles in Year 1, and 9 vehicles in Year 2 through 5.

Note 14: Technology

Table 26 provides a breakdown of capital spending on technology during the start-up period. Ongoing licensing and operating costs are captured under operational expenses.

Table 26: Start-Up Technology Costs

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
Start-Up Technology Costs	**2023**	**2024**	**2025**	**2026**	**2027**	**2028**
Mobile Devices	21,000	24,480	24,970	25,469	11,907	
Body Cameras	63,000	73,440	74,909	76,407	35,720	
Rugged Laptops (MWS)	80,000	61,200	62,424	63,672	64,946	
Desktop Computers	34,000	34,680	35,374	40,326		
NCACR Application	80,000					
Switches		45,000				
Data Centre - Primary		250,000				
Data Centre - Secondary		50,000				
Technology Contingency	50,000	50,000	50,000	50,000	50,000	
Total Start-Up Technology Costs	**$328,000**	**$588,800**	**$247,676**	**$255,874**	**$162,573**	**$ -**

Note 15: Recruiting

Recruiting costs can be broken down into several categories including, but not limited, to the following:

- Reimbursement for moving costs
- Recruitment bonuses for experienced officers
- Costs associated with recruitment activities such as job fairs

Note 16: Contingency

A 20% contingency has been added for all projected start-up costs due to the potential for unanticipated cost escalations and as protection against unknown costs. While reasonable efforts have been taken to identify all significant cost drivers, a contingency is prudent to ensure unexpected costs can be accommodated without impacting the overall transition process.

Note 17: Ongoing Capital Costs

Ongoing capital costs have not been included early in the policing transition due to the purchase of all new equipment for the police service. Costs have been estimated based on historical RCMP costs, projected RCMP capital expenditures, and the replacement costs of equipment purchased during the transition period.

17   Risk and Mitigation

The MPSA between the City and the Government of Canada may be terminated on March 31 in any year by either party giving notice not less than 24 months prior to the date termination. The MPSA goes on to state that in the event of termination, all Parties agree to cooperate and assist each other to affect an orderly transition of service. However, despite this there are risks that exist in transitioning to a new police service. The table that follows identifies the risks associated with the transition plan, assesses the likelihood and severity, and offers mitigation strategies for each risk.

Table 27: Risk Assessment for Police Transition

Identified risk	Risk? (Yes/No)	Likelihood the risk will occur (Low/Medium/High)	Severity of consequence if risk occurs (Low/Medium/High)	Identified strategies to mitigate risks
Changes in cost, scope, or time, to meet the transition plan may occur.	Yes	Low	Medium	Document and communicate changes to the transition team.
Assumptions have been made that, if not true, could affect the transition.	Yes	Low	Medium	Any assumptions made should be supported by conclusive research and data.
Funding or budget may not be available for all phases of the transition plan.	Yes	Low	Medium	Plan work breakdown structure and sufficient budget, implement budget control, request additional funding, set priorities, and redistribute funding/budget accordingly.
Expenditure estimates may be hard to establish.	Yes	Medium	Medium	Research comparators and add margin to estimates.
Government of Alberta or City of Grande Prairie's goals/objectives may change.	Yes	Low	High	Comply with Provincial Policing Standards and receive written approval prior to commencing activities in the transition plan.

Identified risk	Risk? (Yes/No)	Likelihood the risk will occur (Low/Medium/High)	Severity of consequence if risk occurs (Low/Medium/High)	Identified strategies to mitigate risks
Some deliverables require a high degree of dependency on external sources.	Yes	High	Medium	Build partnerships with the province and other police agencies. Inquire with vendors on timelines and known supply chain issues.
A deviation in the transition plan timeline could impact other factors and/or business objectives.	Yes	High	Medium	Factor additional lead time into the transition plan.
There are no proven records of success for this type of police service model.	No	Low	High	Complete robust jurisdictional research on comparable municipal police services.
It will be difficult to evaluate the performance of the new municipal police service.	No	Low	Medium	Ongoing data collection and community engagement to monitor the performance of the new service model.
There may be resistance from community and/or RCMP members to adopt a municipal police service.	Yes	Medium	Medium	Complete robust community engagement to ensure all voices have an opportunity to be heard and considered.
There is increased liability borne by the City concerning the conduct of GPPS and its members.	Yes	Low	High	A municipal police service may come with increased risk and liability, but it also comes with increased input and local oversight from Council and Commission to reduce the likelihood of conduct issues occurring. This risk is insurable, and

Identified risk	Risk? (Yes/No)	Likelihood the risk will occur (Low/Medium/High)	Severity of consequence if risk occurs (Low/Medium/High)	Identified strategies to mitigate risks
				the cost of insurance is included in the financial projections.
The administrative needs of GPPS may exceed the capacity of the City's administrative resources.	Yes	Medium	Low	Identify the current capacity of civilian support staff and ensure that all staff are working at their full capacity before hiring additional administrative support. Identify any bottlenecks which can be removed to increase the capacity of current staff.
GPPS may experience recruitment challenges similar to other police agencies across Canada.	Yes	Medium	High	Execute on the 'Recruit in Grande Prairie, for Grande Prairie' strategy, and partner with educational institutions and youth cadet programs to enhance the pool of potential candidates.
Inefficiencies and change fatigue may surface in the absence of change management processes.	Yes	Medium	High	Develop a change management plan to complement the police transition plan.

18   Benefits

The following sections highlight benefits and opportunities available to the City of Grande Prairie through a transition to a municipal police service model.

18.1   Modernization and Efficiency

Similarly, to the release of the *Police Amendment Act*, modernizing police services is part of a wider and ongoing effort to reform and reimagine policing in Alberta. A municipal police service in Grande Prairie would have the benefit of agility to quickly develop policies, programs, and initiatives at the local level to respond to changing public safety needs, procure and implement leading-edge equipment and technology. Some additional modernization activities that will be considered in the new model include expanded online incident reporting, a new interactive police service website, online criminal record checks, and a police service mobile app for the public.

Several recent studies and committees across Canada and globally have indicated that replacing traditional policing response with a tiered call-response model will improve community safety and policing efficiency. The integrated design of the proposed GPPS fully embraces this direction and will provide integrated public safety through the merging of police, peace officers, healthcare, social welfare, and outreach personnel under one leadership system. This provides a modernized approach to ensure collaboration and increase efficiency and effectiveness by deploying the right resources, to the right place, at the right time. The benefit of developing a 'Tiered Community Response' within a new organization is reduced barriers to past practice, workplace culture and existing collective agreements.

The Integrated Public Safety Centre further improves efficiency, enhances service, reduces costs, and allows these services to respond in line with the City's service level expectations without the reliance on a third party. The GPPS will have the ability to respond to the policing and public safety needs of the community and continue to refine its policies, practices, and policing services more quickly. It will be able to research and introduce new technology, training, and other innovative practices quicker than the RCMP due to its smaller size and more nimble processes. As the first new municipal police service in Alberta (excluding First Nations Police Services) since the 1950's the GPPS will benefit from being able to incorporate lessons learned and best practices in policing from inception.

18.2   Local Oversight, Sensitivity and Accountability

The Grande Prairie Police Service will be directly accountable to a municipal police commission which will provide true local governance and oversight, represent the local interests of the community, ensure financial accountability on behalf of taxpayers, and set local policing priorities.

The commission is appointed by the local elected City Council and is responsible for selecting the Chief of Police and, in consultation with the Chief, develops and approves the services' annual business plans, annual reports and long-term strategic plans. The Chief reports back to the commission regularly on the implementation of the strategic goals, objectives, or any other key performance indicators, ensuring transparency and spending accountability at the local level. Although the Chief of Police does not directly report to the Mayor or Council, they must also work closely with Mayor and Council to help determine and enact the city's priorities for policing. By this governance model, policing is sensitive and accountable to local authorities, but is kept at a prudent arms-length from local government to prevent undue political influence on policing.

Police officers within the GPPS will be governed by the provincial *Police Act* and *Police Service Regulation*, not federal legislation. This aligns them with all other municipal police service members across the province and increases local and provincial accountability concerning code of conduct complaints, particularly with the Government of Alberta's recent establishment of the new Police Review Commission under the *Police Amendment Act*. The municipal police service will be an integral part of the community, locally accountable, focused on community policing and able to respond effectively to ever-changing community needs.

18.3   Recruitment and Retention

Most police services spoken to within Alberta and British Columbia during the review process did not report significant recruitment challenges, as experienced by the RCMP. There was a general acknowledgement that police recruiting needed to further evolve.

Municipal Police Services can provide residents with consistent staffing levels and can better plan for attrition and requirements for new recruits, as they are not impacted by large volumes of officer transfers or deployments to support other agencies. Further, the GPPS strategy to 'Recruit in Grande Prairie, for Grande Prairie' is augmented by broader provincial and national searches to ensure highest practicable competencies are achieved, especially in key positions, and enhance employee retention. Most municipal police officers spend their entire careers with the same police service. These officers develop a deep understanding of the specific needs of the community they serve and provide long-term stability, continuity, local knowledge, and community relationships and partnerships. This will build the public's confidence and trust in their police service, support community focused policing, and improve overall public safety.

Additionally, an independent municipal police service can implement innovative approaches to recruit and retain officers. For example, several municipal police services have developed permanent part-time officer positions to attract more women and persons with diverse needs into policing. Opportunities also exist for volunteers to participate in enhancing public safety and crime prevention activities in the community.

18.4   Financial Viability

Based on financial modeling using similar assumptions, the municipal policing model is projected to be financially viable with a similar cost to RCMP policing following the 5-year transition period. The assumptions used include a 2% annual cost escalation for RCMP, municipal police, and civilian expenses and are based on 2022 budgets. Additionally, under the municipal model, city management has provided guidance that several new administrative positions added in the transition period can be absorbed into the total administrative workforce resulting in a civilian staffing peak in Year 4. Management has a clear plan to accomplish this absorption and it is assumed that this can be accomplished smoothly. Other unanticipated risks have not been included in a financial comparison and may affect the financial viability of either model depending on their nature.

While both the municipal and RCMP policing models involve financial risk, the municipal model includes more opportunities for the City of Grande Prairie to exercise control over the costs of policing. Under the RCMP model, the City of Grande Prairie can agree to change the authorized policing FTE but has limited control over policing costs outside of this change. Under the municipal policing model, the City of Grande Prairie can exercise greater control of costs at several levels including staffing, operational, and capital costs.

Appendices

Appendix 1: Online Survey Results

The City of Grande Prairie conducted an online survey with public access through the https://engage.cityofgp.com/ website. The survey was open from December 6 – 23, 2022, and received a total of 758 responses. MNP hosted the survey separately and managed the results and analysis.

Figure 15 shows the results to question 1 asking respondents what type of policing services they have received in the past three years. Respondents could select more than one option. The most common reason for receiving policing services was to report a crime, followed by obtaining a security clearance or criminal record check. Respondents who selected 'Other' were given the option to specify the reason. The most common description given for 'Other' responses indicated that they had been stopped by police for a traffic infraction. Figure 2

Figure 15: Survey Question 1: In the past 3 years, have you or your organization engaged with or received policing services within the City of Grande Prairie? If so, which services? (Select all that apply)

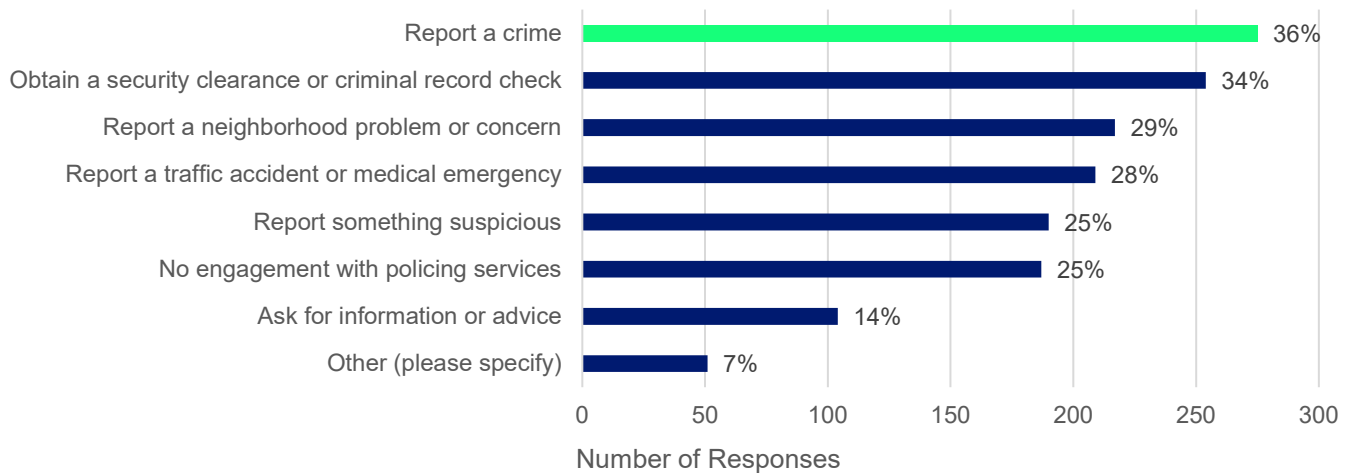### Policing Services Received in the Past 3 Years

Figure 16 describes respondents' top priority for police to focus on more. As shown below, property crime ranked as most important for police for focus on more with 71% of respondents selecting this option. Long-answer responses gathered from those who selected 'Other' varied widely but included multiple responses asking for a greater focus on community engagement and public outreach.

Figure 16: Survey Question 2: What is your top priority for the police to provide greater focus on and/or greater efforts towards, in Grande Prairie?

Where Should Police Put a Greater Focus?
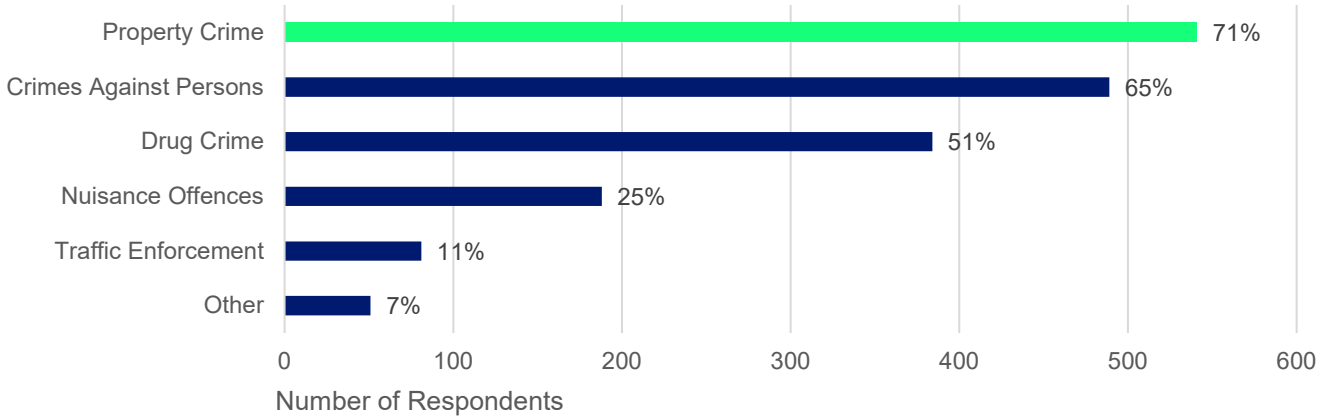
Survey question 3 asked respondents to rank a list of police activities based in order which they believe are the most important police activities. Table 28 shows the ranked results of Question 3 including the number of 1st through 4th place votes for each response option. As shown below, responding promptly to calls was ranked as the most important police activity, followed by conducting criminal investigations.

Table 28: Survey Question 3: In your opinion, what are the most important police activities? Please rank the following police activities in order of importance to you.

Answer Choices	Score	Ranking (Number of votes)			
		1st Choice	2nd Choice	3rd Choice	4th Choice
Responding promptly to calls	9.9	465	113	46	49
Conducting criminal investigations	8.7	101	266	131	93
Concentrated effort on drug dealers	7.7	51	113	153	157
Concentrated effort on gang enforcement	7.1	22	68	162	139
Keeping peace and order on the streets	6.4	23	56	56	82
Crime prevention	6.4	43	55	64	69
Community visibility	5.1	17	23	39	53
Traffic enforcement	4.6	9	22	39	45
Providing victim services	4.3	3	14	32	30
Providing crime education and safety in schools	3.1	6	12	9	16
Community partnerships and engagement	2.7	8	8	15	14

Table 29 provides a summary of responses to survey question 4 asking respondents what they currently like about policing services in the City of Grande Prairie. While there were a wide variety of responses received, a large portion of responses reflect the answers in the table below. In addition to these responses, many respondents also

indicated that they did not like anything about the current policing services in the City of Grande Prairie, or highlighted aspects that they did not like.

Table 29: Summary of Responses to Survey Question 4: What do you currently like about policing services in the City of Grande Prairie?

Summary of What Respondents Like About Current Grande Prairie Policing
• Visible presence of RCMP in the community • The RCMP are professional, dedicated, and have a good reputation • PACT mental health crisis team was noted as a success • Some people feel safe overall in their neighborhoods and have seen a reduction in major crime • The RCMP are well-trained • RCMP have positive relationships with EMS and GPFD • The ability of the RCMP to work on crime in a larger geographic area, not only in the city. • Drinking and driving initiatives • School Resource Officers and school engagement activities • Community involvement at events

Table 30 provides a summary of what policing service improvements respondents would like to see in the City of Grande Prairie. The responses received spanned a wide range of improvements and are categorized by topic in the table below. As noted below, the most frequent response was to hire more police officers.

Table 30: Summary of Responses to Survey Question 5: What improvements would you like to see to policing services in the City of Grande Prairie?

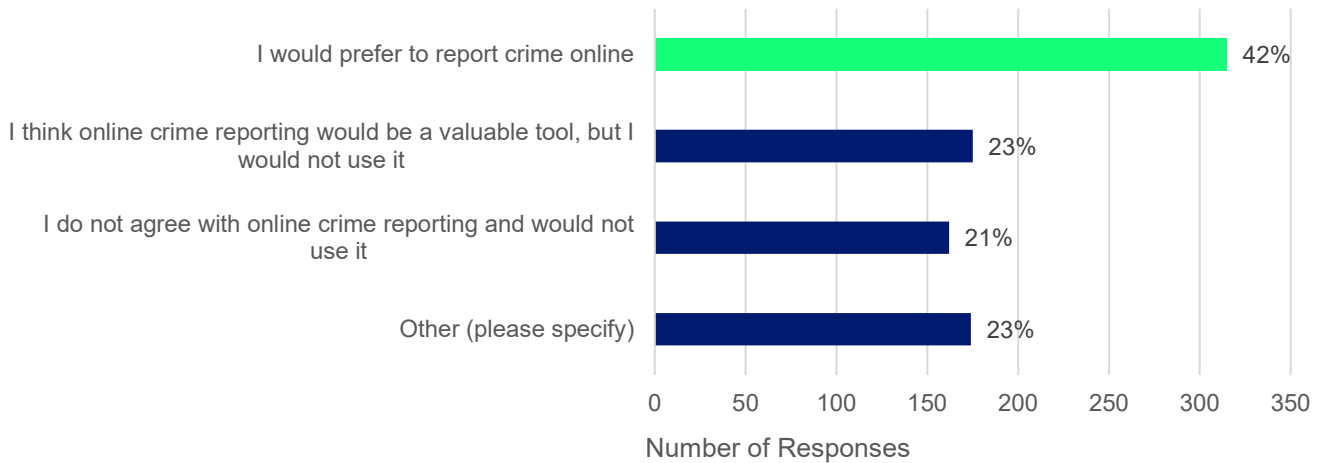| Response Topic	What improvements would you like to see to policing services in the City of Grande Prairie?
Strategic Focus	• Increased efforts to address property theft • Continued focus on organized crime contributing to drug crime • A focus on tackling the root cause of problems instead of just symptoms. • More emphasis on crime prevention and addressing the issues of drugs and homelessness
Resources	• Hire more officers (most common response for Question #5) • More funding and resources, including updated communication systems, body cameras, and resources to address issues such as homelessness, drugs, and theft • Victim services needs liaison officers trained in trauma to sit with families and guide them through procedures and processes required following a crime or serious incident that results in death, injury, property damage, assault • More investment in preventative programs and social programs
Training	• More training for officers • Training for officers in dealing with mental health, substance use, and trauma-related issues, and a shift away from a "military" feel towards a more community-oriented approach • More professionalism and training for officers when dealing with disabled people
Community Wellbeing	• Greater attention to issues of racial equality and non-discrimination of minorities. • More focus on crime prevention and working with support agencies to address social issues such as homelessness, mental illness, and drug addiction • Have a different team respond to mental health and wellness checks, and homeless concerns to free up police resources for actual crimes

Response Topic	What improvements would you like to see to policing services in the City of Grande Prairie?
	• More community involvement from police officers, with officers who stay in the community for longer periods of time • More capacity to handle persons in crisis due to mental health issues, addiction, homelessness, and have counselors available to advise and provide service once police have determined no danger to others or criminal activity • Focus on partnerships with city and community agencies to provide a multi-disciplinary approach and direct, ongoing influence on policing strategies from the City of Grande Prairie. • More community partnerships with businesses and organizations, especially in problem areas. • More enforcement of removing homeless camps and drug addicts from the streets
Operational	• More visibility of police officers in the community, including increased neighborhood patrols and community policing zones • More property crime follow-up • Easier contact method and better response times for calls for less serious crimes. • Greater focus on criminal enforcement, with less emphasis on traffic enforcement, and more patrols in neighborhoods. • Faster response times and better call wait times after-hours • More presence and enforcement of traffic laws, with a focus on using Peace Officers for traffic enforcement to allow the RCMP to focus on more important crimes • More emphasis on de-escalation by officers • More visibility in the schools • More proactive approach to petty crime • Improve the behavior of peace officers (currently perceived as rude, arrogant, lacking training and professionalism as compared to the RCMP) • More outreach to help prevent crime, with more hours on weekends or in the evening. • Improved follow-up times • Better integration of bylaw and RCMP services • Dispatch a female officer on all domestic dispute calls so the women involved have someone they feel can feel safe with and heard by • Have dispatch be handled in the city, not a centralized office in some other city • Publish a weekly report of number of responses, arrests, investigations, etc.
Communication	• More transparency and communication with the public about local crime • More coordination (like PACT team) and communication between existing services to enhance public safety • Improved public engagement and interaction with the police, including better people skills and more sensitivity to the needs of women and minority groups • More visibility and engagement with the community, including increased connection with community organizations that serve vulnerable people.
Accountability	• Move away from the RCMP and build a city police department with more accountability and oversight from Council and community members
Other	• Form a municipal police service • Less red tape and an Alberta agenda-driven law enforcement • The removal of photo radar

Response Topic	What improvements would you like to see to policing services in the City of Grande Prairie?
	• Reduce officer turnover • Provide more community oversight on issues specific to the city

The remaining questions in the survey focus on specific topics that can contribute to the better delivery of policing services. For example, the City of Grande is looking at ways to improve crime reporting. Figure 17 summarizes the responses to survey question 6 and respondents' views on using an online tool to report crime. As shown, most respondents feel an online crime reporting tool would be valuable, and at least 42% would prefer this reporting method.

Figure 17: Survey Question 6: The City of Grande Prairie is looking at ways to improve crime reporting. What are your views on using an online tool to report crime?

Views on Online Crime Reporting

I would prefer to report crime online	42%
I think online crime reporting would be a valuable tool, but I would not use it	23%
I do not agree with online crime reporting and would not use it	21%
Other (please specify)	23%

Number of Responses

23% of survey respondents selected the 'Other' option on question 6 indicating their response did not fully meet one of the prescribed answer options. Table 31 provides a summary of these 'Other' responses and categorizes the nature of the responses as general feedback, concerns about online reporting, implementation feedback, or additional comments. As noted, respondents were generally supportive of online reporting but repeatedly stressed the need for online reporting to only be one option of many, with in-person and phone reporting remaining standard options.

Table 31: Survey Question 6: Summary of 'Other' responses describing views on online crime reporting

Response Topic	What are your views on using an online tool to report crime?
General Feedback	• Many respondents supported online crime reporting if it's not replacing other reporting options • A combination of reporting tools should be used depending on the circumstances. For example, online reporting is good for petty crime, but in-person reporting is needed for serious crime. • Online reporting would be a good option for persons with disabilities
Concerns	• Respondents identified the following concerns relating to online crime reporting: • Some people are concerned about not receiving confirmation that their report was received • Crime has nuance not available to online reporting • Some people are afraid that reporting crimes online could put them at risk • Online crime reporting could be prone to abuse • Not everyone uses a computer, so online reporting should be accessible to everyone • Some people prefer speaking directly with someone when reporting a crime so everyone should have the right to choose to report online, by phone, or in-person • Online crime reporting is a waste of valuable time • The elderly will not use online crime reporting • An online form would take up too much time when they can talk directly to a person • An online tool would leave people feeling like the police will not respond in a timely manner • Validating online claims will take just as much time and effort as other reporting methods • Online reporting is good in theory but needs resources to deal with it promptly • Online reporting allows the reporter to be invisible and not necessarily truthful • It's better to have a face-to-face conversation as you can pick up more information
Implementation Feedback	• Online reporting needs to be user-friendly • The usefulness of online reporting may depend on the timeliness of responses to crime reports • Online crime reporting should have oversight and report on the resolution of a crime report • Online crime reporting should provide follow-up information on what happens after a person reports a crime • Online reporting should require a person's name and number for verification to prevent abuse
Additional Comments	• Some people want to be able to report serious traffic offenses online and receive a call back • Adding a text option would be useful • Some people want to use whichever reporting method gets a response quickest

Survey question 7 consisted of the following question:

Equity-seeking groups refers to groups of people who face collective challenges participating in society including a lack of access to learning resources, employment, affordable housing, health care, and social connections and interactions. These groups experience discrimination and barriers to equal access based on age, ethnicity, disability, gender, nationality, race, economic status, sexual orientation, etc.

How can the police better meet the needs of equity-seeking groups?

Table 32 provides a summary of constructive suggestions in response to survey question 7 based on the topics and categories which the responses fell under.

Table 32: Summary of Responses to Survey Question 7

Response Topic	How can the police better meet the needs of equity-seeking groups?
Training	Training ranked as one of the most frequently suggested improvements in response to this question. Respondents noted a need for the following types of training: • Training to provide knowledge of the different social programs available within the province and city • Education of officers and community members on the topic of discrimination • Provide ongoing training for all staff, including officers, administrative, and civilian staff, on how to interact with and assist equity-seeking groups • Increase education and knowledge of support services for equity-seeking groups among police officers • Provide harm reduction and naloxone training to all officers • Implement mandatory annual sensitivity training for police officers related to equity-seeking groups, with oversight from a local agency to ensure standards are being met • Provide better training on mental health, trauma, and suicide prevention • Ensure that officers have psychiatric training and learn how to approach mental health and danger without escalation • Police need to be better trained to assist the deaf/hard of hearing community
Partnerships	• Policing and support must be provided in partnership • Connect with and build partnerships with community organizations, non-profits, and charities • Collaborate with social services agencies to provide wrap-around services • Develop partnerships and collaborations between police and community organizations • Partner with social workers, medical staff, and mental health workers to assist in dealing with equity-seeking groups • Partner with FCSS and Social Services
Representation	• Hire officers and leadership that are representative of equity-seeking groups • Hire from different minorities such as cultural, youth, seniors, religious backgrounds. These could be full-fledged officers or could be ambassadors to our community with community liaison duties. • Ensure that police force have representatives from equity-seeking groups and receive training and education to identify and address barriers faced by those groups • Encourage the police force to be more diverse and representative of the community they serve

Response Topic	How can the police better meet the needs of equity-seeking groups?
Relationship Building	• Need more programs that interact with equity-seeking groups before a crime occurs and more school programs like officers assigned to each school • Meeting people where they are at, by having more presence at places like Wapiti House, Friendship Center, etc. • Implement community policing strategies to build trust and positive relationships with equity-seeking groups • Connect and build trust with street-engaged communities and provide real-time support to vulnerable populations • Use community presence and patrols, such as foot and bike patrols, to build trust and positive relationships • Engage with community leaders and build relationships to ensure they feel comfortable with the police and reporting issues within their community • Attend individual association meetings and functions, and make friends with members of equity-seeking groups • Improve communication and talk with group leaders in their own forums, rather than official conferences
Organizational Design	• Develop a Diversity, Equity, and Inclusion Advisory Committee • Creating a separate unit to address the needs of equity-seeking groups and to lead partnerships with community resources • Employ trained social workers on staff • Create a mental health division
Operational	• Need better enforcement of handicapped parking spaces and accessibility in buildings • Provide police officers with tools and resources to direct equity-seeking groups to appropriate support services • Have more access to social workers and psychologists, and consider having them accompany the police on calls
Other Comments	• Increase funding for social programs for equity seeking groups • Prioritize and address social issues that contribute to the needs of equity-seeking groups • Provide more resources and assistance to equity-seeking groups to help redirect them before they require police intervention • The police should be more hands on with the community to try and work with the community instead of against it

Survey question 8 asked respondents to indicate their primary sources for local public safety news. As shown in Figure 18, 76% of survey respondents use social media as a primary source of public safety news, followed by radio and news apps or websites. Of the respondents who selected the 'Other' option, several other channels including email and the city website were mentioned.

Figure 18: Survey Question 8: The City of Grande Prairie is exploring options to improve its communication and delivery of public safety news. What is your primary source for local public safety news?

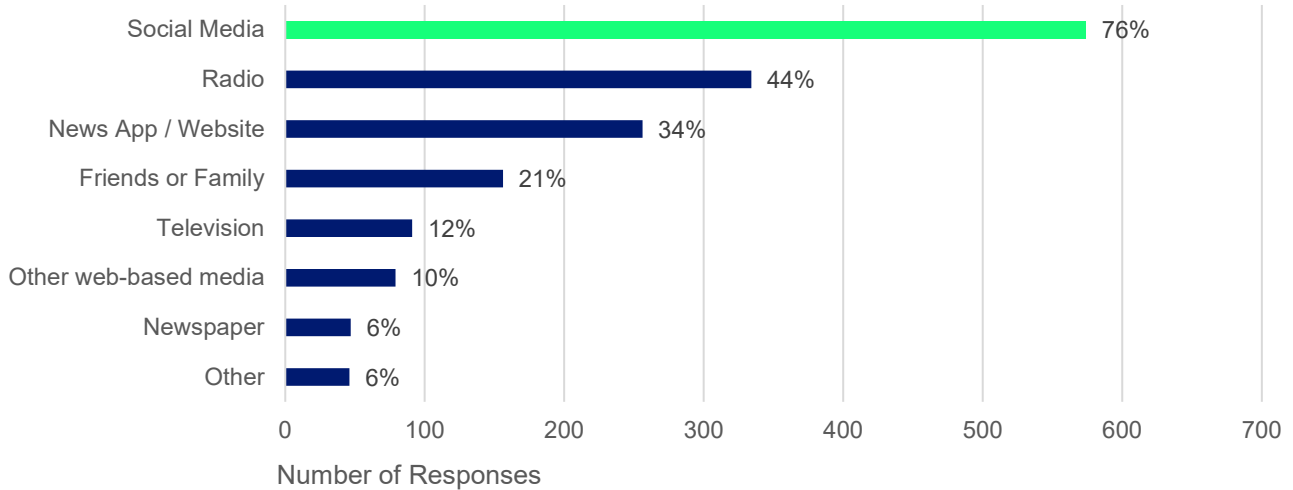## Primary Source of Public Safety News

Figure 19 provides a breakdown of the social media platforms respondents use most frequently. As shown, Facebook is the most used platform by a wide margin, followed by Instagram. Of those who selected 'Other' as their response, most indicated they do not use social media and rely on other media for information.

Figure 19: Survey Question 9: Which social media platforms do you use most frequently? (Please select up to two)

Social Media Platforms Used Most Frequently
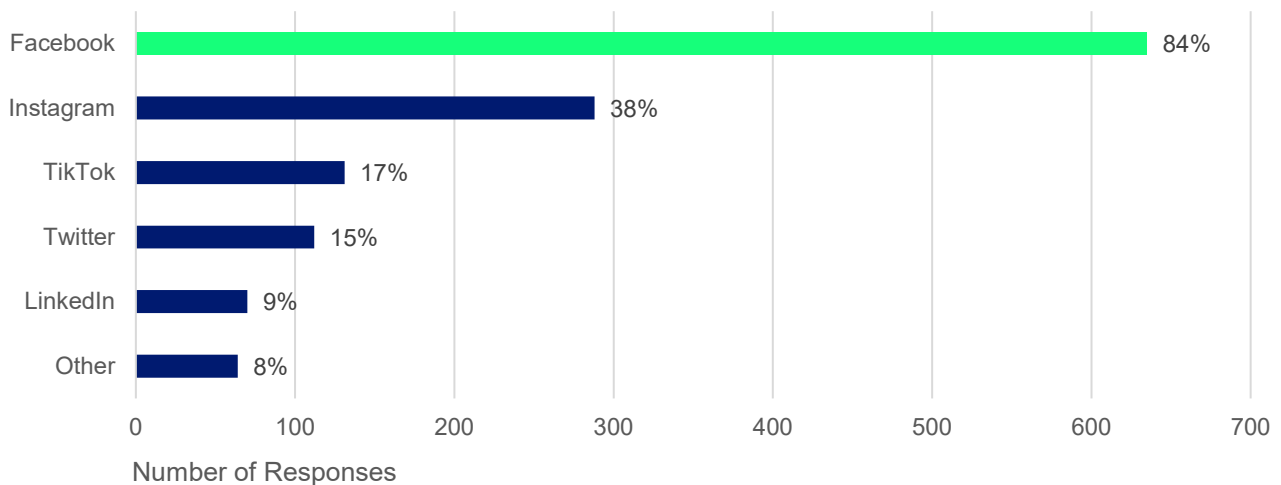
Figure 20 shows how respondents would like to interact or communicate with the police service in the future. Unlike public safety news where respondents consume information by social media and radio, respondents mostly want to interact with police services over the phone, followed by an app or website option. Most respondents who selected 'Other' indicated that they would like to interact with police in-person, or to have multiple options available for interaction.

Figure 20: Survey Question 10: Moving forward, how would you like to interact or communicate with the police service?

How Would You Like to Interact with the Police Service?
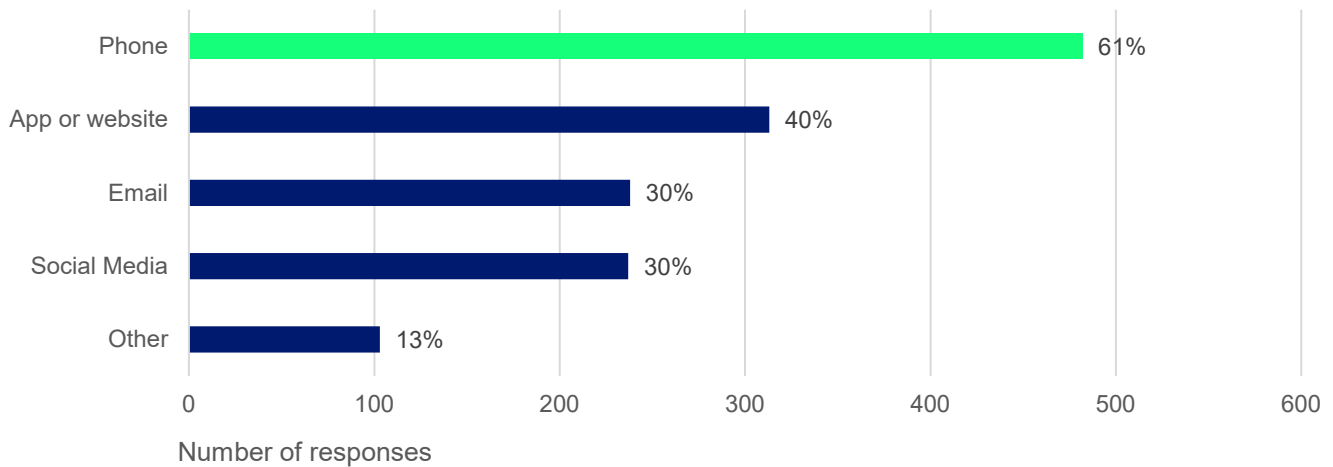
The analysis of survey responses identified several myths held by survey respondents relating to the potential formation of a municipal police service. These myths are outlined in **Error! Reference source not found.**Table 33 to better inform a communications strategy around implementation of a municipal police service.

Table 33: Potential Myths About a Municipal Police Service

Myths Held by Some Survey Respondents
• A municipal police service would be trained to a lower standard than the RCMP • A municipal police service could be influenced by local politics while the RCMP are more impartial • RCMP services are federally funded. Enforcements services is municipally funded. • A municipal police service would just give out a lot of fines like the peace officers • Existing RCMP officers won't want to join a municipal police service and lose their pension • A municipal police service will cost significantly more than RCMP policing

If a municipal police service is going to be implemented by the City of Grande Prairie, survey respondents indicated through long-answer responses that they would like to see more information in the following areas:

- What is the funding model for a municipal police service?
- What training do municipal police officers receive? How does is compare to the RCMP?
- What improvements can citizens expect from a municipal police service and are they worth switching for?

Appendix 2: Change Management Best Practices

A change management plan is the core component of any change management strategy, which should accompany any transition plan. Effective change management plans should define specific activities related to each of the six change levers, which are principles for managing change effectively:

- **Communication**: Identify key audiences, messages, timing, and delivery method/packaging for ongoing communication

- **Stakeholder Engagement**: Identify stakeholder groups and the impact of the change on each group, and outlines opportunities to engage stakeholders to provide meaningful input into the change and feedback on how leaders can best manage the people-side of change

- **Change Leadership / Sponsorship**: Prepare key leaders to lead the change through coaching and activities dedicated to supporting leaders in the fulfillment of their role

- **Resistance Management**: Diagnose the root causes of resistance, both upfront and as they arise, and reassess the communication and coaching strategies to support the change, including creating an environment in which individuals feel they can safely express their concerns, seek information and take the time they need to learn

- **Knowledge Transfer & Training**: Identifies the skills people will need during the change (dealing with transition) and after the change (technical and professional skills and knowledge) and providing training and other knowledge transfer activities and products to meet these needs

- **Culture Alignment:** Recognizing the impact culture will have on the organization's ability to change, and when needed, defining plans and methods to shift the culture to better align with and support the change

Based on this overarching standard for change management, below is a five-phase process for managing the development and delivery of change management plans.
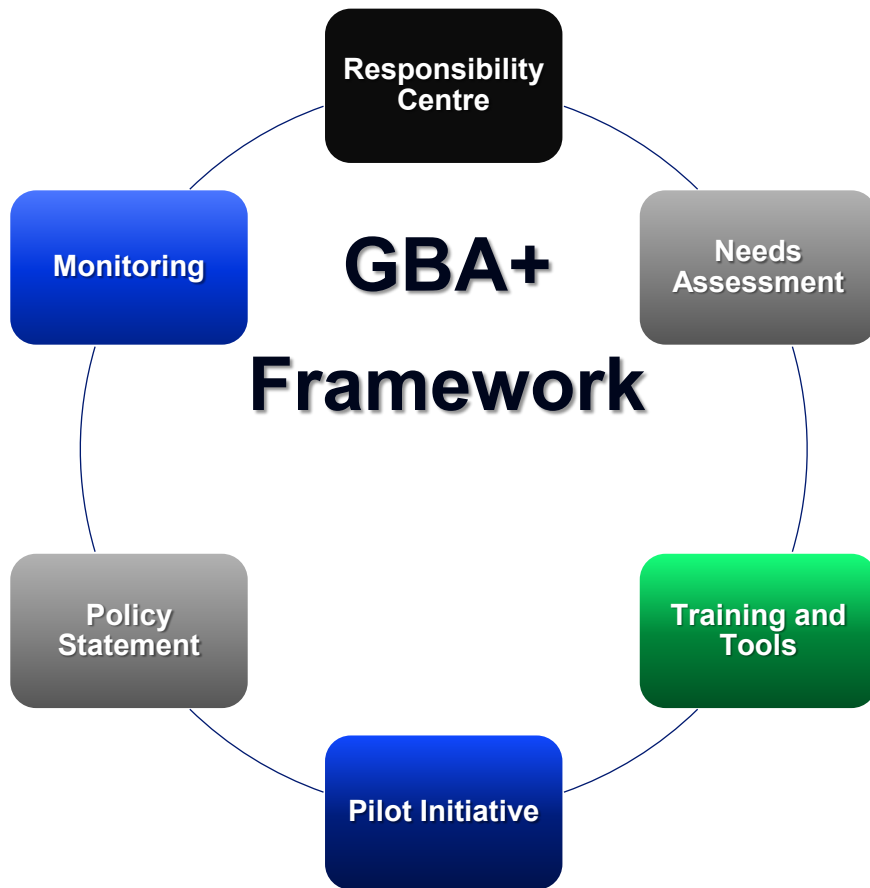
Table 34: Five-Step Change Management Process

Step	Focus	Key Activities
1. Assess	Determine the goals of the change and who will be impacted by the change and how. Understand how ready people are for the change and what change readiness challenges will need to be managed.	- Identify the scope and objectives of the change. - Articulate the vision and case for change. - Determine who will be part of leading the change and supporting change management activities. - Identify all impacted stakeholders. - Analyze the impact the change will have on each stakeholder group. - Assess how ready stakeholders are for this change. - Assess implications of the stakeholder analysis, impact assessment and change readiness assessment for change management planning.

Step	Focus	Key Activities
2. Strategize & Plan	Develop the change management strategy and plan that will guide the change management efforts for the project - document the communication, leadership, stakeholder engagement, resistance management and knowledge transfer/training activities that will be carried out to manage the change.	• Develop a change management strategy that outlines the overall methodology that will be used for change management and general approaches to be used for communication, leadership, stakeholder engagement, resistance management, knowledge transfer and training, and culture alignment. • Develop a thoughtful and proactive plan for managing the people side of the change o Ensure the plan covers all change levers (communication, engagement, leadership, transition support, knowledge transfer and training, and culture alignment). • Review the strategy plan with change leaders (Executive Sponsors and project leaders) to get commitment to the plan and their role within in.
3. Manage	Guide the organization through readiness for and adoption of the change.	• Launch the change with stakeholders. • Implement the activities of the change management plan developed in the previous step. • Assess what is working in the change management approach and what is not. • Adjust the change management plan as needed to address any gaps or new challenges identified through your assessment.
4. Wrap-Up	Recognize the efforts that people have put into designing and implementing the change and celebrate accomplishments. Reflect on lessons learned from the change management approach that was used.	• Recognize people's contributions and celebrate achievements. • Evaluate the change management effort. o Document lessons learned o Determine what outstanding change management issues (if any) need to be addressed as part of sustaining the change post-implementation
5. Sustain	Develop and implement a final change sustainment plan to ensure the change sticks for the long term.	• Develop a plan to sustain the change.

Appendix 3: GBA+ Framework

Figure 21: GBA+ Tool

Appendix 4: Best Practices for Effective Community Consultation

There are some common principles inherent in credible consultation processes:

- The involvement of those who may be affected by a decision is actively sought
- Individuals have the information they need to meaningfully participate
- Participants trust that their contributions will influence the decision and will know how their input affected the decision

The methods used for consultation must also take into consideration what is trying to be achieved through stakeholder participation, and what degree of inherent commitment is being made in return. This is illustrated below on the IAP2 Spectrum for Public Participation, a framework used numerous times in the development and implementation of public engagement processes.

Figure 22: Increasing Meaningful Engagement Strategies

Increasingly Meaningful Participation				
Informing	**Consultation**	**Deciding Together**	**Acting Together**	**Supporting Independent Initiatives**
Telling people about plans / initiatives and what the benefits will be	Offering a number of options and listening to the feedback	Encouraging others to provide their own ideas and join in deciding the best way forward	Not only do different interests decide together what is best but they form a partnership to carry it out	Helping others do what they want

The table below provides examples of techniques and participation initiatives that can be used at each level of the IAP2 Spectrum for Public Participation.

Table 35: Participation Initiatives

Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions	To obtain public feedback on analysis, alternatives and/or decisions	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution	To place final decision-making in the hands of the public

Promise to the Public	We will keep you informed	We will keep you informed, listen to, and acknowledge your concerns and aspirations, and provide feedback on how public input influenced the decision	We will keep you informed, listen to, and acknowledge your concerns and aspirations, and provide feedback on how public input influenced the decision	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide
Example Technique`	1. Fact sheets 2. Web sites 3. Open houses	1. Public comment 2. Focus groups 3. Surveys 4. Public meetings	1. Workshops 2. Deliberative polling	1. Citizen advisory committees Consensus building 2. Participatory decision-making	1. Citizen juries 2. Ballots 3. Delegated decision
	Inform	**Consult**	**Involve**	**Collaborate**	**Empower**

Critical to the credibility of the resulting strategic plan is the engagement and participation of those stakeholders that will be the most affected by the decisions that will result from it. Therefore, we must make all stakeholders aware of the initiative and the process and how they can participate. MNP will work with the City of Grande Prairie to develop a communication plan to promote widespread awareness and incentivize participation. We will build on existing methods of communication with the community and discuss methods of communication we have used in other large-scale consultation processes:

- Posts on the Grande Prairie Police Service website
- Traditional radio and print advertising (depending on budget)
- Twitter, Facebook, Instagram, and YouTube strategies (Please note: This type of social media can also be used to generate feedback)
- Advertising through social media

Appendix 5: Generating Feedback

Maximizing engagement with different stakeholder groups requires different methods. The following table depicts the various methods of engagement and their advantages and limitations:

Table 36: Feedback Generation Strategies

Strategies	Overall Purpose	Advantages	Challenges
Surveys (Representative sampling or open availability)	• When the need is to quickly and/or easily get significant information from people in a non-threatening way • When advantageous to be able to claim "everyone had opportunity to participate" • When statistically representative sampling is advantageous • Provides quantitative data	• Can complete anonymously • Inexpensive to administer • Easy to compare and analyze • Objective data obtained	• Difficulty in getting sufficient participation • Might not get careful feedback • Wording can bias client's responses • Are impersonal • Limited room for subjective feedback • Distribution and collection challenges
Interviews	• When you want to fully understand someone's feelings, impressions or experiences • Provides qualitative data	• Get a full range and depth of information • Develops relationship with stakeholder – face to face • Can be flexible with stakeholder • Subjective information	• Time-consuming • Can be hard to analyze and compare • Can be costly • Interviewer can bias stakeholder responses
Focus Groups	• Explore a topic in depth through group discussion, e.g., about reactions to an experience or suggestion, understanding common complaints, etc., useful in evaluation • Provides qualitative data	• Quickly and reliably get common impressions • Can be an efficient way to range and depth of information in short time • Subjective information	• Can be hard to analyze responses (anecdotal) • Can be difficult to schedule • Comfort of stakeholder may be an issue if not grouped appropriately • Requires effective facilitator
Town Halls	• These in person engagements are regularly	• Town Halls can help identify community priorities and action	• Turn out can vary based on topic of discussion or current events

Strategies	Overall Purpose	Advantages	Challenges
	scheduled, and event/topic specific. • Allows for questions from the public	steps for police and community partners. • Can facilitate information to a high quantity of participants	• Facilitators may not be able to establish an open/neutral environment for all views to be shared

In addition to gaining feedback, it is important for the Grande Prairie PS to be developing relationships with the community. Below are strategies to aid with getting to know the community and vice versa.

Table 37: Engagement Strategies

Strategy	Overall Purpose	Advantages	Challenges
Social Media	• Releasing clear and frequent messages on social media platforms and other media outlets is a simple way for agencies to keep communities informed and receive feedback.	• Good for Traffic updates, requests for assistance identifying suspects, announcement of community events, sharing positive stories. • Can target specific audiences, such as youth. • Can be combined with the promotion of other strategies. • Engagement tools such as polls and contests.	• Platform limits on type/quantity of content (Ex. Character limits, images only etc.). • Requires time to create content.
Website	• The website will operate as an information hub for the Grande Prairie Police Service.	• Inexpensive way to engage the public. • Having information easily accessible increases transparency and builds trust in the public. • Public can easily access contact details. • FAQ page can quickly answer questions and provide clarification.	• Content should be easy to read and be visually appealing • Requires thoughtful webpage design to engage with the public.
Open Houses	• Participants are welcome to come and go as they please and browse	• Open houses allow for casual conversations with no agenda.	• Lack of topic may make it difficult for participants to think of questions.

Strategy	Overall Purpose	Advantages	Challenges
	information packets and ask questions.	• Foster small group or one on one conversations.	• Difficult to document input.
Structured Agency Programs	• Structured programs are facilitated ways to address concerns and built relationships with the community. Activities can involve joint problem solving, answering questions and education and volunteering.	• Citizen patrol programs and other volunteer opportunities allow citizens to engage in public safety. • Structured activities can engage those who may not have specific questions.	• It is important to establish policy and procedures before implementing these programs.
Speeches and Public Addresses	• Periodic in-person updates by invitation of key stakeholder groups.	• Allows for targeted messaging to groups of community leaders.	• With group speeches it is difficult to reach as many community members as other engagement strategies.