

Item 7.1

Board of Police Commissioners

December 14, 2022

January 11, 2023



Halifax District RCMP

Multi-Year Funding Request for Resources

2023-2026

Introduction

The RCMP is pleased to present this request to the HRM Board of Police Commissioners (BoPC) to secure new resources for Halifax District RCMP. This resource request is for sixteen (16) uniformed front-line officers (Regular Member). The Regular Members will directly support public safety efforts, improve officer safety, contribute to social and harm reduction priorities, as well as improve response times within the RCMP jurisdiction of HRM.

The rationale and total costing for this business case is outlined within the request and the following points should be taken into consideration:

- There has been significant residential, commercial and population growth in the last 10 years.¹
- Policing is a significant portion of citizens' tax base. Many neighborhoods of RCMP jurisdiction fall under the Urban Tax Rate (Brookline, Hammonds Plains, Sackville, Fall River, Cole Harbour).²
- Much of RCMP policed land mass are now considered as urban. These areas are not provided police resources in line with other urban tax rate areas of HRM (despite little or no separation between communities (i.e.: Bedford-Hammonds Plains, Brookline-Larry Uteck, Cole Harbour-Dartmouth).
- RCMP jurisdictions are experiencing new construction comprised of residential, commercial and multi-unit buildings at an increasing rate.³ New infrastructure and population growth provide new opportunities for crime and policing requirements such as new areas to patrol, increased volumes in traffic, construction thefts that all put increased pressure on existing resources.
- The RCMP is not part of any HRM committees to be able to provide input on Crime Prevention through Environmental Design for new infrastructure planning.

Complex Policing Pressures in Halifax District

The complexity of today's policing environment requires analysis into the causes and contributing factors of underlying community and societal problems. Pressures on police are more complex and resource driven more than ever before. Rather than simply responding to calls for service, police response now requires a broader approach where multiple partners and stakeholders provide support and work in collaboration. Many of the calls for service involve multiple resources due to the involvement of weapons, addictions or mental health issues.

Policing Pressure: Land Mass and Population Growth

The term "rural" has become an oversimplified, inaccurate, and outdated concept that often obscures its increasingly diverse and complicated reality. Despite its widespread use, there is no universal or commonly accepted definition.⁴

Many former rural residential areas in HRM have grown at an extraordinary rate in the last five years⁵. These communities are comprised of densely populated areas in large subdivisions, including diverse long-term care homes, seniors living, multi-unit dwellings, apartments or condominiums and commercial space adding population to HRM.

Residents in all communities of HRM, including those policed by the RCMP have an expectation that the communities they live in and contribute toward receive adequate, efficient and effective policing resources for the taxes they pay⁶. Residents of HRM also expect a service delivery model that responds with proportional amount of resources to meet their communities' specific needs, and response times that are comparable to other like populated areas. (i.e. Sackville vs Bedford, Hammonds Plains Proper – Kingswood, Brookline, Kingswood North vs Bedford West).

In 2021, the population of HRM was 439,819, of this, 188,864 residents or 43% are within RCMP jurisdiction (remaining 250,955 residents or 57% falling outside RCMP area). This separates policing jurisdictions by only 62,000 residents⁷. Halifax District RCMP

¹ See Appendix A – HRM Permit Map Trends 2016-2022

² See Appendix B - HRM Tax Area Map

³ See Appendix A - HRM Permit Map Trends 2016-2022

⁴ Community-Engaged Rural Policing: The Case for Reform and Innovation in Rural RCMP Policing

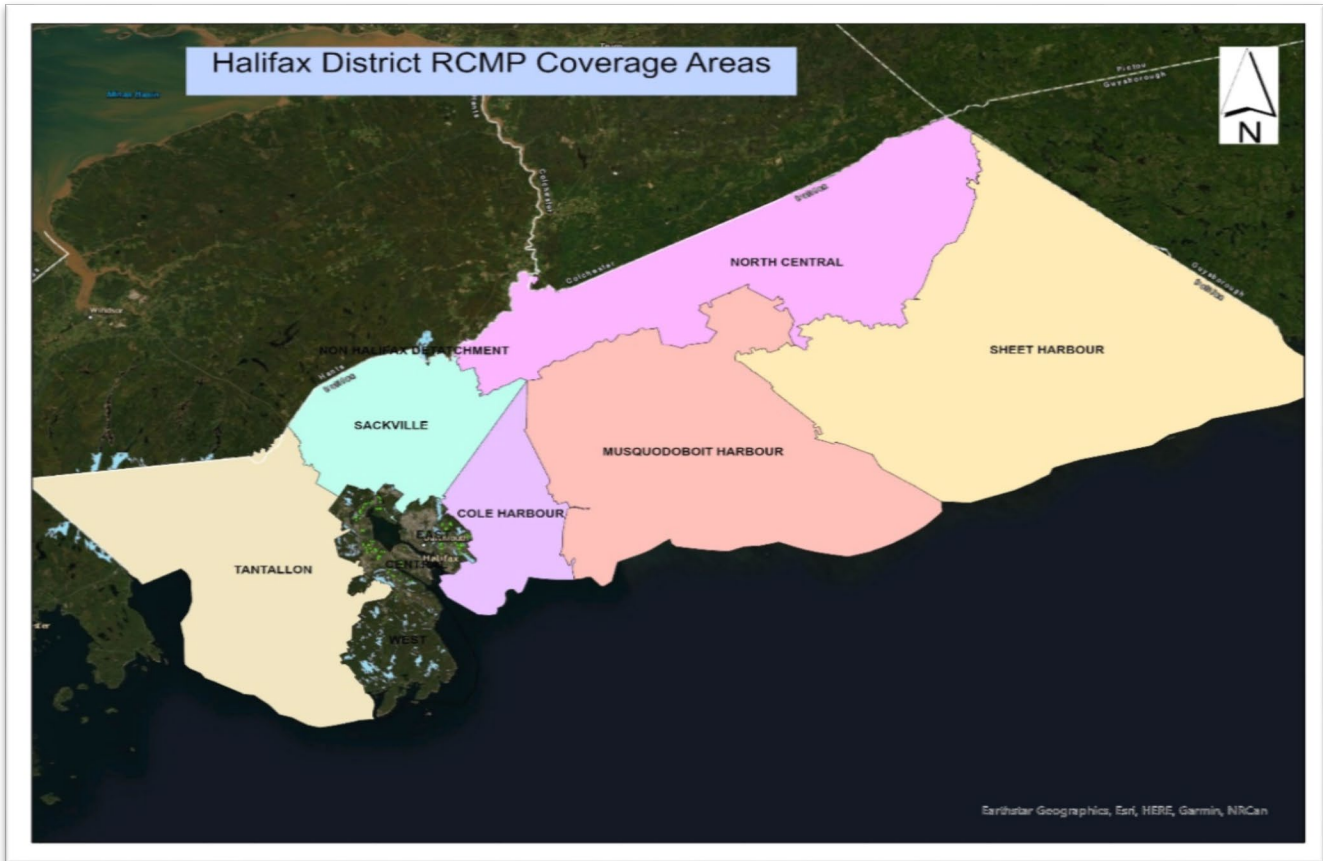
⁵ See Appendix A - HRM Permit Map Trends 2016-2022

⁶ <https://cdn.halifax.ca/sites/default/files/documents/home-property/property-taxes/Tax%20Area%20Map%202017.pdf>

⁷ **Source:** Statistics Canada, Canadian Centre for Justice and Community Safety Statistics, Uniform Crime Reporting (UCR) Survey. RCMP coverage area only.

has 183* officers that provide service to 5202 square kilometers (95%) of the overall HRM landmass which equates to 28.5 square kilometers per officer. The approximate number of residents served per RCMP officer in HRM is 1,032. The vast geography of Halifax District results in longer response times depending on the location of the call for service and the closest responding officer. (*183 Regular Member officers and 1 Civilian Member)

Policing is the number one cost in tax rates. Many RCMP policed areas are subject to HRM urban tax rates⁸ despite receiving less than half of the same policing coverage compared to other HRM residents. This creates disproportionate service levels in policing depending on where you reside: Urban, Suburban or Rural.



Map: areas in color are RCMP areas of jurisdiction.

In 2021, the enumerated total population of Halifax Regional Municipality Census Metropolitan Area (CMA) increased 9.1 % from the 2016 Census. Within the RCMP jurisdiction, 188,864 citizens or 43% of the population of HRM increased 11.15 % from the 2016 Census.⁹

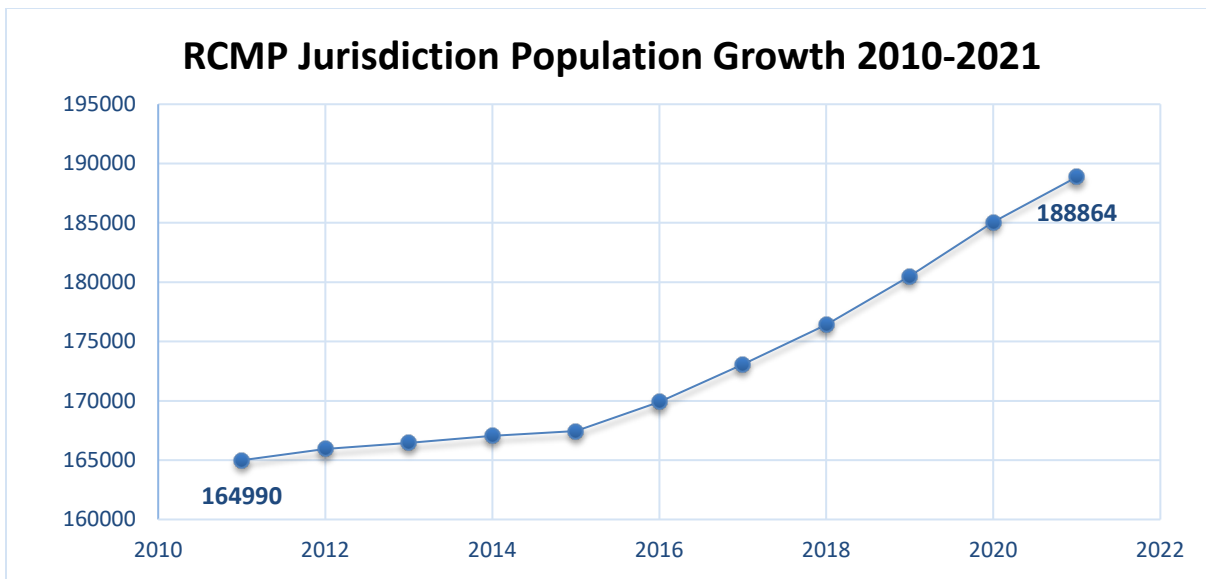
RCMP also has jurisdictional police responsibility of the HRM First Nations Indigenous lands (Cole Harbour 30, Sheet Harbour 36, Beaver Lake 17, Wallace Hills 14, and Shubenacadie 13).

There is substantial new construction development throughout the municipality including Lower Sackville, Tantallon and Cole Harbour¹⁰.

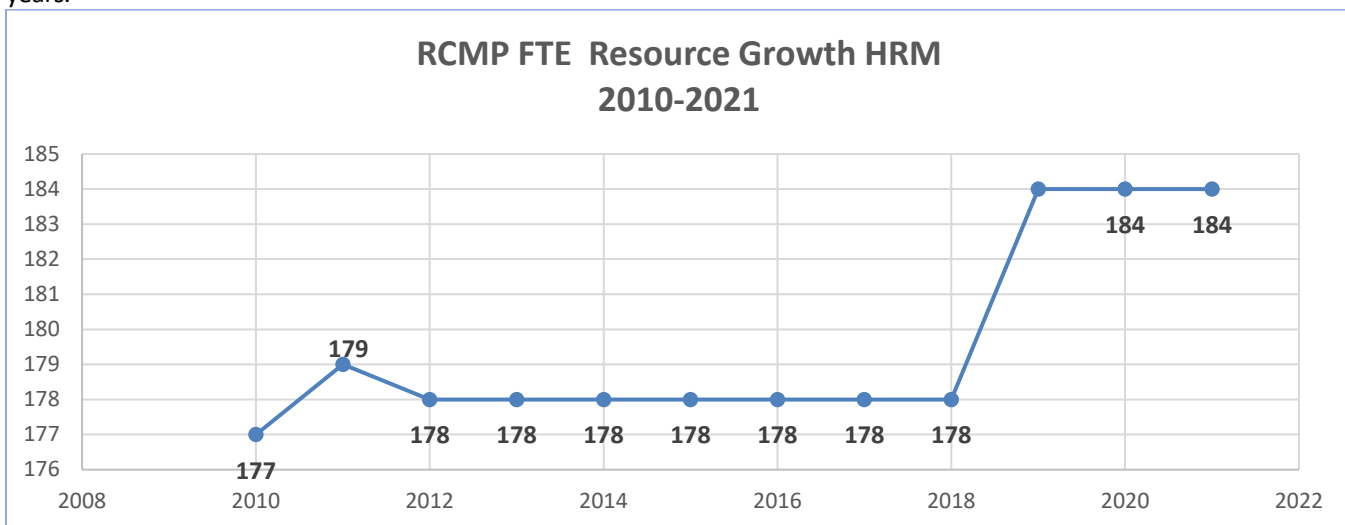
⁸ <https://cdn.halifax.ca/sites/default/files/documents/home-property/property-taxes/Tax%20Area%20Map%202017.pdf>

⁹ Source: Statistics Canada, Canadian Centre for Justice and Community Safety Statistics, Uniform Crime Reporting (UCR) Survey.

¹⁰ See Appendix A - HRM Permit Map Trends 2016-2022



Population: From the graph below, population growth in RCMP coverage area has increased 8.23% in the last ten (10) years.¹¹



Resource Growth: The number of RCMP officers for Halifax District area has only grown by seven (7) FTE resources over the last ten (10) years or less than 1%, while the population has increased by 8.23% for RCMP area in that same time.¹²

Policing Pressures: - Mental Health – Social Issues

One in five Canadians have some form of mental health illness¹³, and in HRM between 2014 and 2019 Mental Health Act occurrences and wellness checks increased by almost 70%¹⁴. Disproportionate amounts of officer’s time is spent at health facilities with persons experiencing a mental crisis requiring medical assistance when arrested under the Nova Scotia Involuntary Psychiatric Treatment Act (IPTA). When a person in custody is deemed a danger to themselves or others, and arrested under the IPTA, the officer is required by law to remain with the client as they are in custody according to IPTA Legislation¹⁵. This places significant pressure on existing front-line general duty resources left to respond to calls for service

¹¹ Statistics Canada, Canadian Centre for Justice and Community Safety Statistic

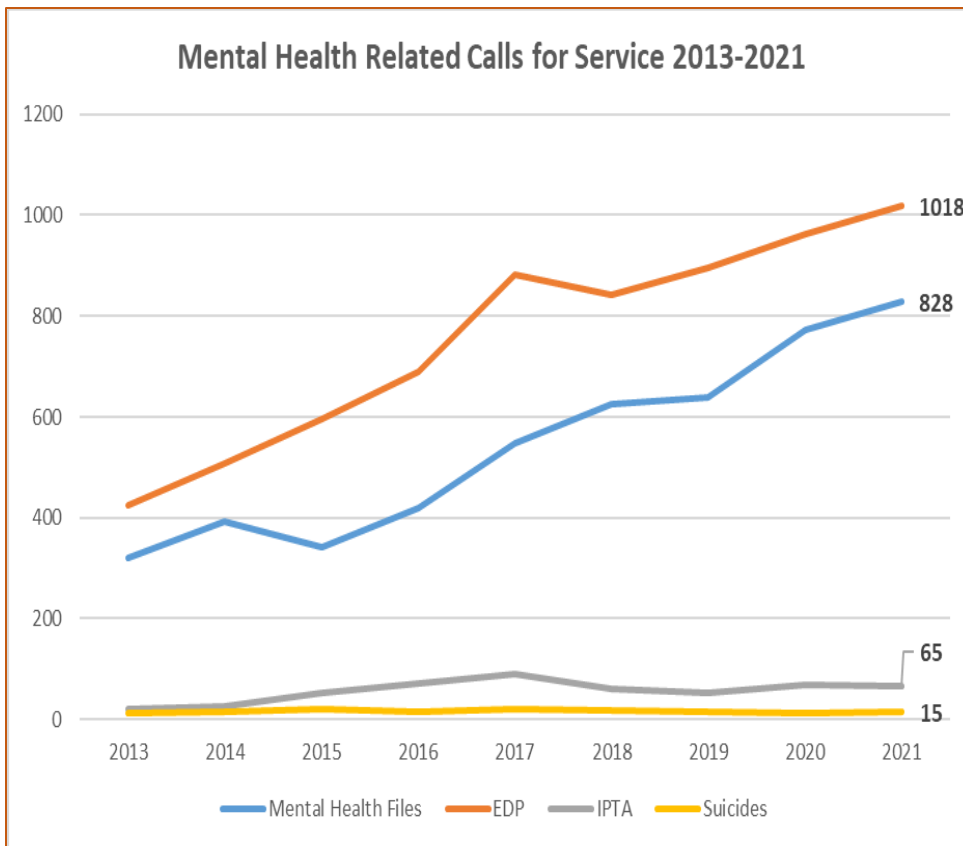
¹² H Division Planning The last increase in FTE’s was Six (6) constable positions in 2018.

¹³ Pearson, C. Janz, T. & Ali, J (last modified 2015) Mental and substance use disorders in Canada. Statistics Canada Catalogue # 82-624-X. Available at: <https://www150.statcan.gc.ca/n1/pub/82-624-x/2013001/article/11855-eng.htm>

¹⁴ HRM Versadex EDP&IPTA Text Documents

¹⁵ <https://nslegislature.ca/sites/default/files/legc/statutes/involuntary%20psychiatric%20treatment.pdf>

while the arresting officer is waiting in the health care facility with the individual in custody. Recidivist behavior calls to police for many social, behavioral, and/or mental health incidents also consumes police resources.

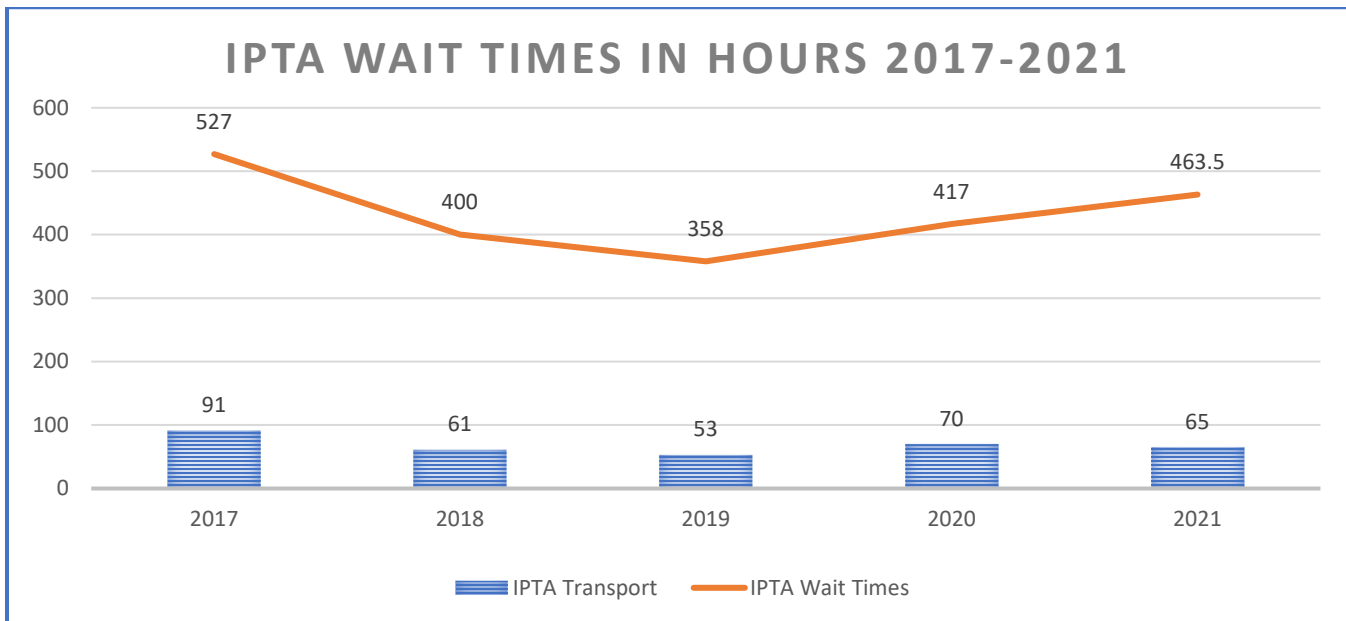


Many municipalities, including HRM, have additional services for mental health, addictions or social problems that can respond to some emergency calls, (i.e. Mobile Mental Health MMHT); however, the response is inconsistent and not always available due to availability and resources. “Police calls responding to someone in crisis and/or with mental illness are not always routine and can vary in complexity.”¹⁶ RCMP officers are encouraged to focus on protecting those involved and/or those at risk through crisis intervention, de-escalation, and avoiding use-of-force in these situations when ever possible. In HRM, officers have utilized “use of force” in HRM less than 1% of the time over the last 10 years.¹⁷ Halifax District RCMP are committed to working with the HRM Public Safety Office and external partners and stakeholders in ensuring safe communities.

There is currently a lack of alternatives for the public experiencing a mental health crisis and police become the de-facto responder. Many police agencies have some form of Mobile Mental Health practitioners; however, an armed response is still required by Toronto Police, Vancouver Police and many other agencies to ensure public safety of civilians that are part of a Mobile Mental Health Crisis Team. Calls for service shown below, exemplify the significant increases in mental health related calls for service over the last several years including Mental Health occurrences, Emotionally Disturbed Person (EDP), Suicides and *Involuntary Psychiatric Transport Act* (IPTA) and the associated hours consumed by RCMP Halifax District waiting in hospitals. In the 365 days of 2021, for Halifax District Calls for Services, there were only 14 days with no mental health related call(s) for service. In the first 273 days of 2022, up to Sept. 30th 2022 there have been only 5 days with no mental health related calls for service.¹⁸

¹⁶ NPF – National Police Federation – as quoted to “Defunding the Police: Defining the way forward in HRM
¹⁷ See Appendix C - RCMP Use of Force
¹⁸ Versadex EDP, IPTA , Mentally Ill Persons Unload

Wait times on Mental Health IPTA related calls: Average wait time in hours for 340 transports over the last 5 years is 6.3 hours or ½ an officer shift per call waiting in emergency rooms.



Halifax District RCMP have been proactively responding to community needs as first responders and support the concepts that social programs require more funding. Policing in HRM is changing, particularly for health and social issues, as seen by the recent report *Defunding the Police: Defining the Way Forward for HRM*. This has heavily influenced the mandate of Community Policing Officers, School Resource Officers, Front-line Police officers and Halifax District RCMP’s service delivery to its clients in HRM. Halifax District RCMP understands the future of policing is to collectively build social policing initiatives with community engagement relationships that will aim to lessen the load on frontline first responding members and actually reduce calls for service.

These relationships and initiatives will be pivotal to assist with repeat offenders’ or client management in an effort to steer individuals with addictions, housing, social and/or mental health issues away from a punitive approach and towards a healing approach.

Road Safety Pressures

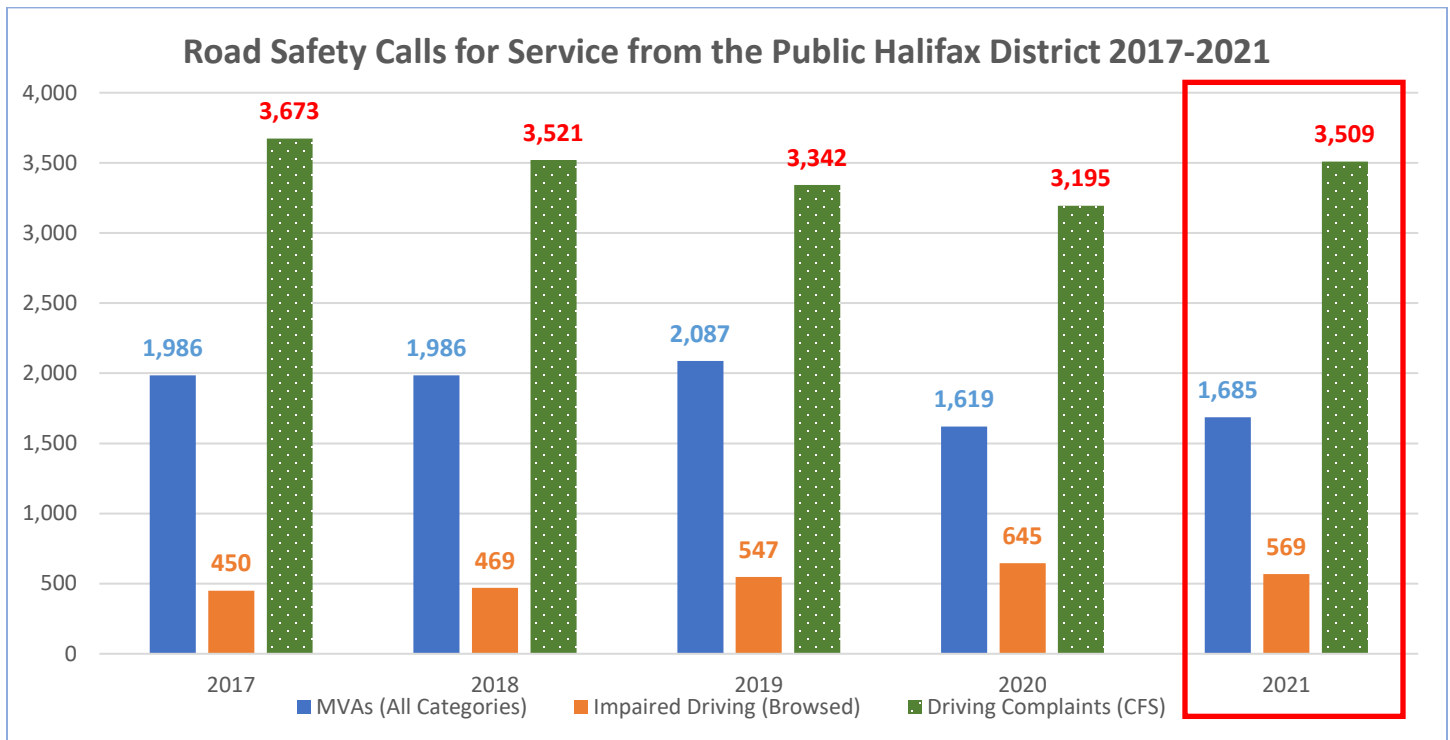
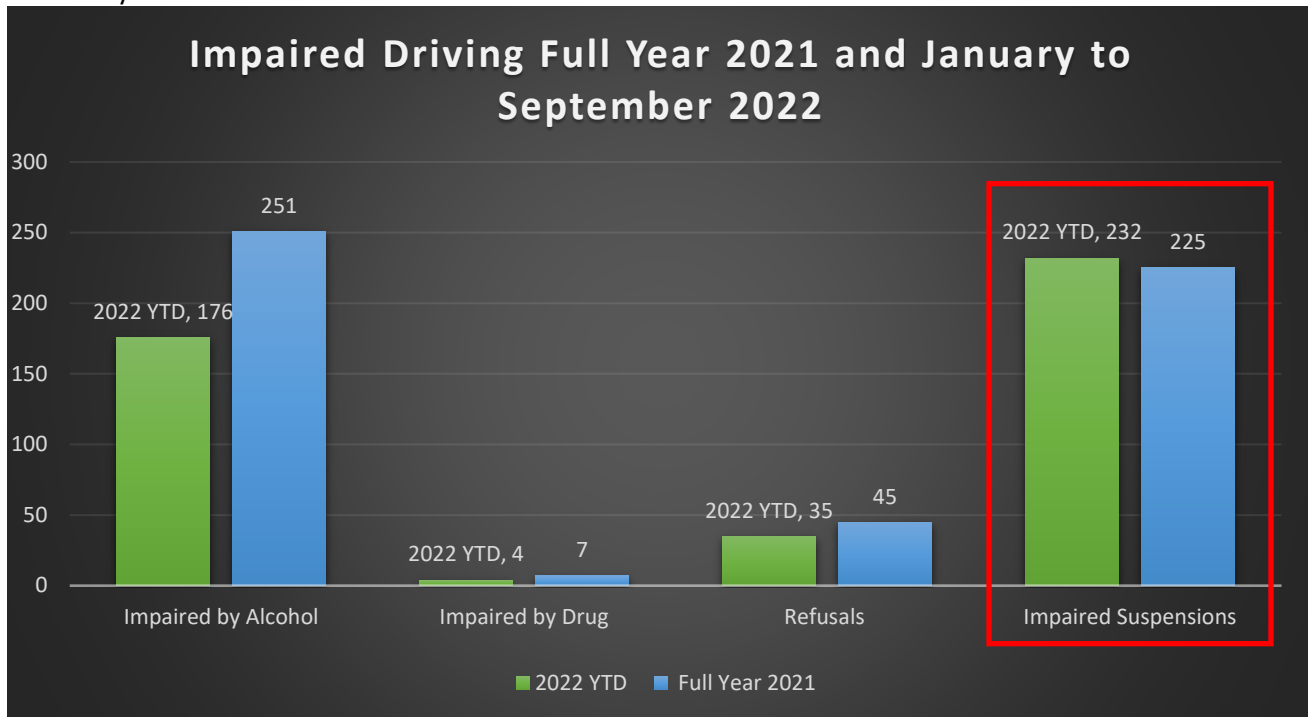
Driving complaint calls for service from the public and elected officials has become one of the highest call volumes, at times unrealistic to manage effectively. Aggressive, impaired and distracted driving are the top three causal factors of serious injury and fatal collisions in Canada. Times of day, days of week for driving complaints are analyzed and mapped for identification of clusters or hot spots, for intelligence led proactive enforcement activities.

During five Town hall meetings held with Councillors in October 2022, traffic and road safety was clearly a priority from the public to the police. Driving Complaints can include vehicles speeding, passing school buses, aggressive drivers, near misses, ATVs etc. in specific neighborhoods or locations.

Driving complaints take a large amount of front-line police resource time, with 3500 received across the district last year. In 2021 as shown below there was a total of 5763 calls for service between Driving Complaints, Collisions and Impaired Drivers combined where Halifax District RCMP responded.

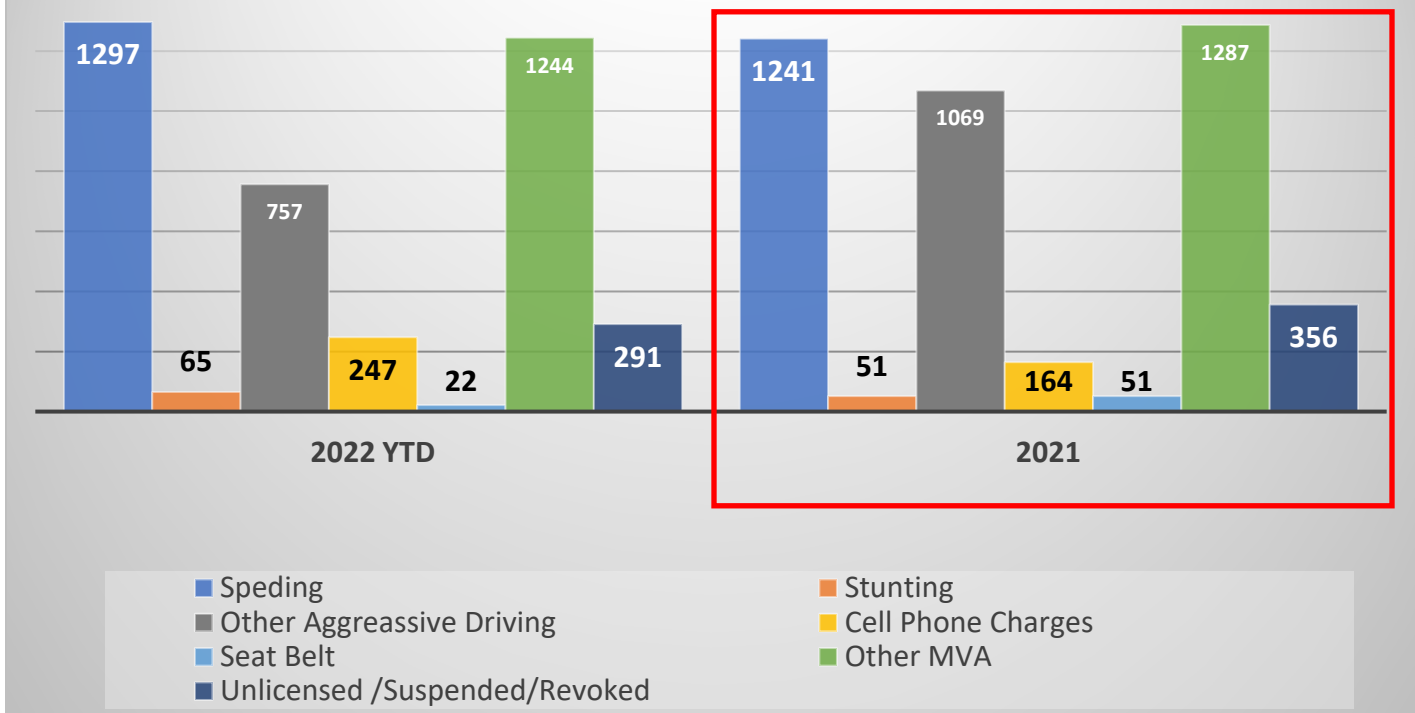
In 2021, Halifax District RCMP also issued over 4200 Motor Vehicle Act charges and in excess of 500 impaired operation (alcohol or drugs), refusal or suspension related charges. Halifax District continues to detect and arrest impaired drivers

whom pose a risk to public safety and have already exceeded suspension charges for 2022 compared to the entire 2021 calendar year.



*Calls from the Public regarding speeding, aggressive or other road safety issues.

2021 Motor Vehicle Act Charges & 2022 Jan-June



*Officer generated traffic road safety enforcement

New Provincially constructed highways/highway extensions will result in an increase in traffic volumes with potential collisions and road safety issues. Construction is under way on the Nova Scotia Highway 107 Extension (Sackville-Bedford- Burnside Connector). This new connector Provincial Highway extension is expected to re-route traffic to Highway 107 and is one of several under construction that will divert traffic to new highways, which will have an impact on current resources, one hundred series highways in Nova Scotia fall to RCMP jurisdiction). Over 40,000 vehicles travel Magazine Hill and Bedford Bypass daily¹⁹.

Request

This is a Multi-Year Financial request for sixteen (16) front-line uniformed Regular Member resources over the next three (3) fiscal years 2023-2025. This request will provide an improved proportional rate of policing for HRM residents serviced by the RCMP while remaining fiscally responsive to HRM.

The request is as follows:

- Four (4) Constables for the 2023/2024 fiscal year.
- Six (6) Constables for the 2024/2025 fiscal year.
- Six (6) Constables for the 2025/2026 fiscal year.

These RCMP Regular Member positions will be at the Constable rank to be placed within Halifax District Operations where the most pressures exist. The resources will positively impact and reduce pressures identified for landmass, population growth, health and social policing issues as well as enhance road safety within RCMP jurisdiction in HRM.

¹⁹ <https://novascotia.ca/tran/highways/hwy107.asp>

As well, the increase in resources will improve response times and provide a much-needed improved service capacity to those communities that fall under RCMP jurisdiction.

Costing

The Halifax District RCMP per officer cost for 2022 was \$179,052 (see chart below). Under the PPSA, the 70/30 Provincial/Federal cost share typically applies to municipalities with populations with less than 15,000 residents. HRM continues to operate under this agreement, which constitutes a cost savings for the municipality. "Municipalities that use the Provincial Police Service as their local police pay two-thirds of the cost of the PPSA. The province funds one-third to provide common services." Common services include supporting units such as Emergency Response Team, Underwater Recovery Team, Collision Reconstruction and many other program areas. Legal liability (indemnification) for RCMP resources while working in or after they leave HRM is also included in this costing.

As the cost for Public Service Employees are included in the above noted per officer cost, the request for an additional nine (9) Public Service Employee support positions will be detailed in the Multi Year Financial Plan request to the Province of Nova Scotia.

Breakdown:

<u>2022-23 Halifax District RCMP Per Officer Cost</u>	<u>Fiscal Year</u> <u>2022/23</u>
<i>Salary & Pension</i>	\$ 103,623
<i>Accommodations</i>	\$ 12,368
<i>Leased Accommodations</i>	\$ 881
<i>Divisional Administration</i>	\$ 27,415
<i>Police Reporting Occurrence System (PROS)</i>	\$ 555
<i>Other</i>	
<i>Direct and Indirect</i>	\$ 5,849
<i>Overtime</i>	\$ 9,459
<i>Public Service Pay</i>	\$ 11,924
<i>Vehicle Fuel</i>	\$ 2,233
<i>Vehicle Repairs and Fit up</i>	\$ 2,640
<i>Shared Services</i>	\$ 817
<i>Equipment</i>	
<i>Criminal Operations</i>	\$ 1,301
<i>Informatics</i>	\$ 4,890
<i>Police Vehicles</i>	\$ 5,786
<i>Adjustment for: OCC, NCOs and PROS</i>	\$ (10,689)
<i>Total Per Officer Cost</i>	179,052 *

**The noted cost is for HRM only and is billed at 70% of the total cost. The cost is adjusted for dispatch services, NCO's and the Police Records Management System PROS, as HRM has IES and Versadex RMS.*

**Based on 2022 costs*

Risks

Halifax District has strived to do what is possible with existing resources to alleviate some of the pressures on our employees and have implemented strategies to respond to the increasing workload, crime levels and complexity of duties. However, if the resource request is not approved, potential impacts could include:

- **Increased Response Times:** Increased response times with fewer members policing detachment areas that have both urban and rural geography make up (Tantallon, Sackville).
- **Road Safety /Traffic Complaints:** Inability to respond to the volume of driving complaints from residents outside of criminal code offences in progress.
- **Self-Generated work:** Officers will have limited un-allocated time or opportunities to do pro-active policing.
- **Zone Policing:** Less resources impacts our ability to do community or zone patrols, which provide excellent opportunities to liaise with the public and determine problems or patterns in communities.
- **School Resources:** Limited educational presentations and engagement with our schools and communities. Potentially jeopardizing relationships that are of great importance.
- **Social Policing:** Limited resources to fully address the complex and diverse policing needs of social policing as well as recommendations of the "Defund Police Report."
- **Employee Wellness:** Employees are working long hours, including overtime to fill gaps. It is incumbent on us to ensure we take care of all employees mental and physical health, and wellbeing.

Conclusion

As the first responders in policing for 95% of the landmass of HRM, officers respond daily to mental health act files, including suicides, attend court, and transport prisoners, wait in hospital, and often fill roles involving the collective wellbeing of individuals and families. Policing also deals daily with social issues, community issues and sometimes when necessary transport injured people in police vehicles so they can receive medical assistance. While prioritizing all other calls for service being dispatched continues it leaves other officers to pick up the slack, adding extra workload, creating low morale and impacting their mental wellbeing and morale.

Halifax District RCMP is committed to coordinated strategic approaches to these problems and pressures as a whole with all partners as opposed to single incidents. This carries with it an understanding to recognize they are not routine calls, vary in complexity, use multiple resources and require robust analysis of the situation(s). This is key to understanding the causes, contributing factors and collaborative solutions through our evidence-based service delivery model. The requested resources will be pivotal to achieving measurable results including a reduction in workload, equitable distribution of workload, increased available time for proactive work, community engagement activities and overall less punitive measures on repeat calls for service etc. It is through the aforementioned pressures that we can identify on an ongoing proactive basis, Problems, Patterns, People, and Places that continue to put strain on communities and police resources.

The ultimate goal is for Halifax District to work collaboratively with internal and external police and community partners, to develop and implement responses designed to achieve long-term, sustainable improvements and results within the community, to ensure police's response to these pressures are effective, efficient and improve community safety. As policing is dynamic and our population increases, further analysis, data collection and measurement will continue to determine the most appropriate function and deployment of our current resources. This information coupled with community expectations may require further general duty and/or specialized resource requests in the future.

Appendices:

Appendix A HRM Permit Map Trends 2016-2022

Appendix B HRM Tax Area Map

Appendix C RCMP Halifax District Use of Force Trends

Appendix D Developments within RCMP Halifax District jurisdiction

Appendix E A 30 Year Analysis of Police Service Delivery and Costing: 'E' Division Research Summary






New Units from Permits, District 1

Jan 1, 2016 - July 8, 2022



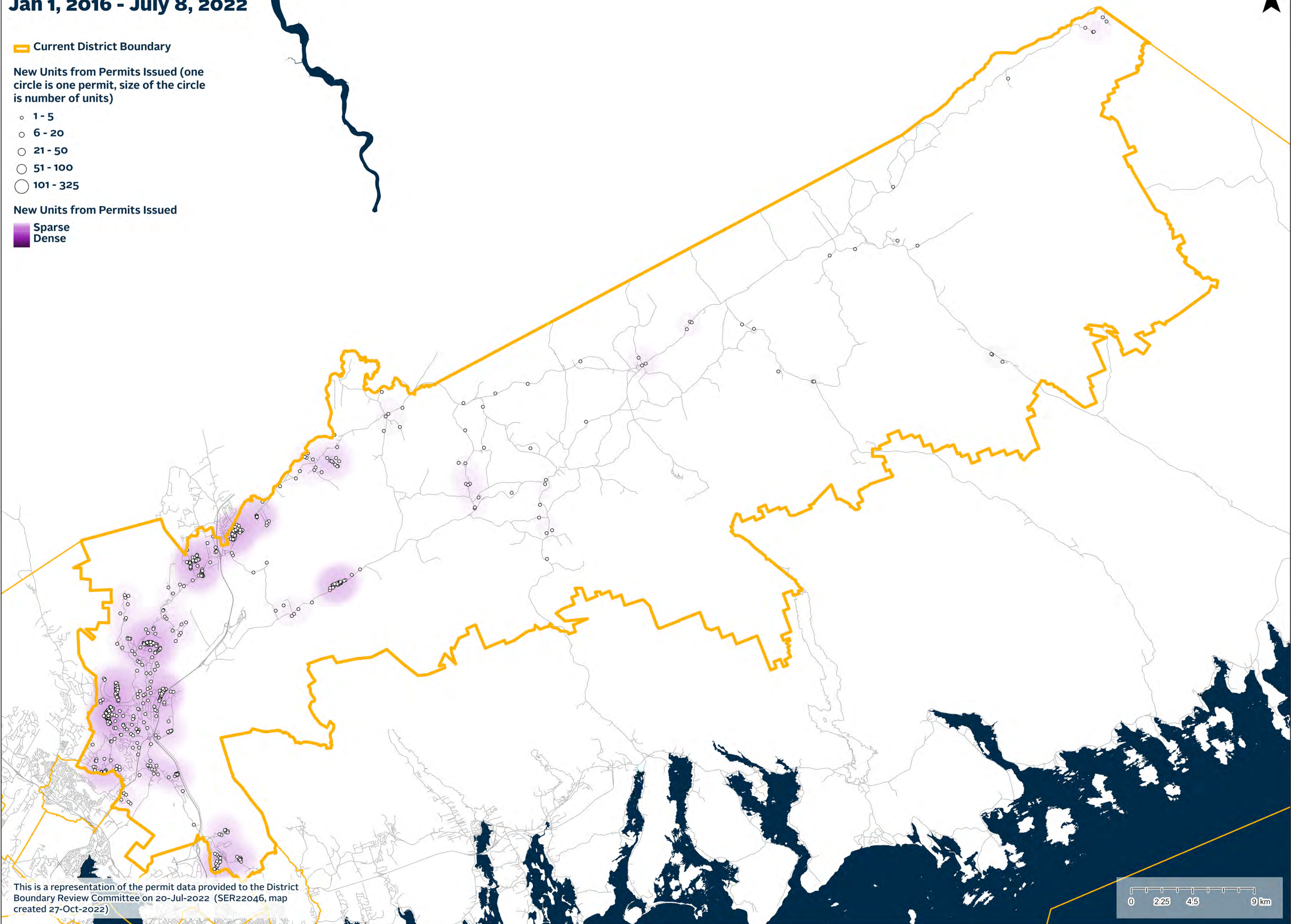
 Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

-  1 - 5
-  6 - 20
-  21 - 50
-  51 - 100
-  101 - 325

New Units from Permits Issued

 Sparse
 Dense



This is a representation of the permit data provided to the District Boundary Review Committee on 20-Jul-2022 (SER22046, map created 27-Oct-2022)








New Units from Permits, District 2

Jan 1, 2016 - July 8, 2022



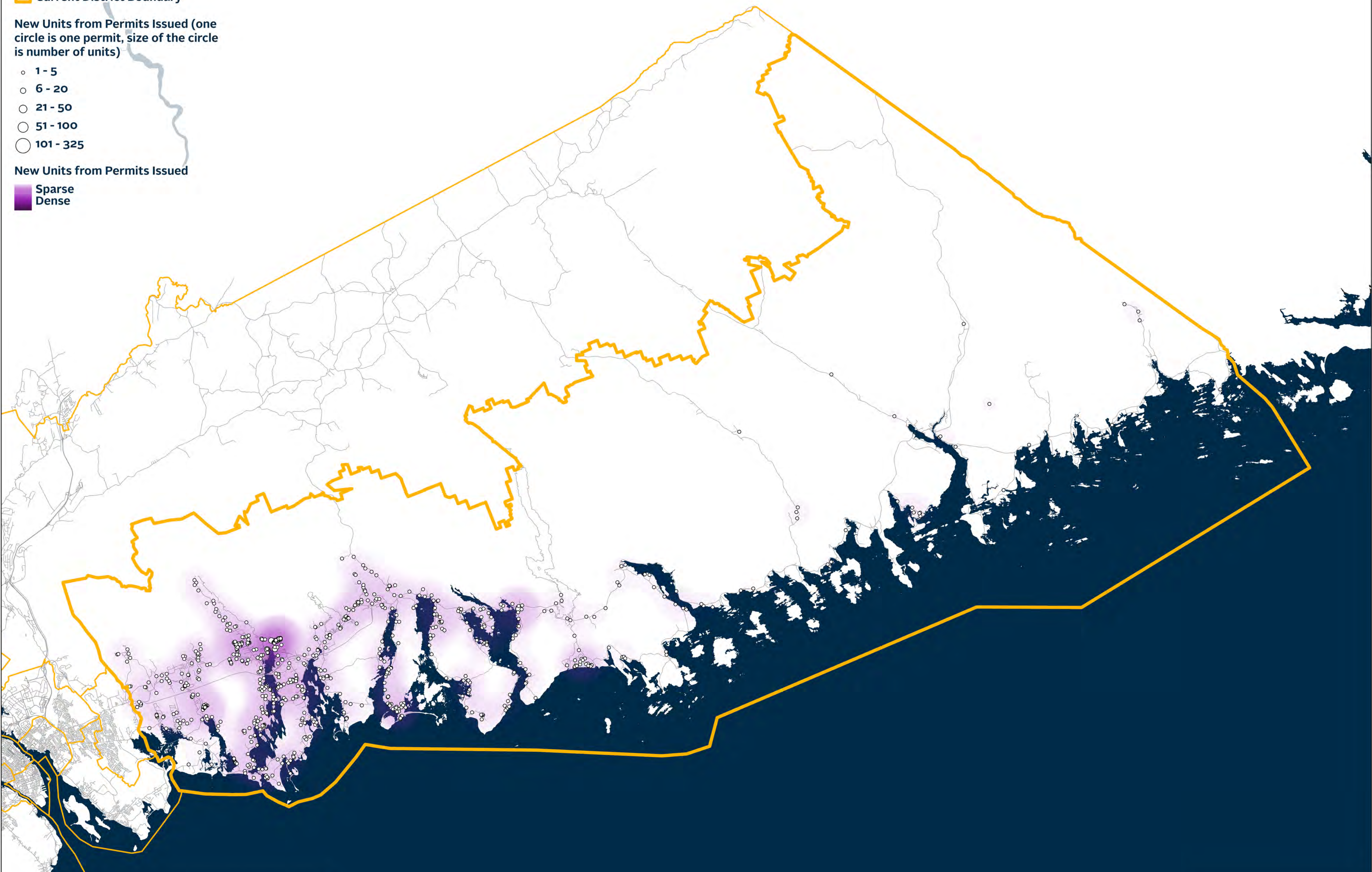
 Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

-  1 - 5
-  6 - 20
-  21 - 50
-  51 - 100
-  101 - 325

New Units from Permits Issued

 Sparse
 Dense



This is a representation of the permit data provided to the District Boundary Review Committee on 20-Jul-2022 (SER22046, map created 27-Oct-2022)



New Units from Permits, District 3 Jan 1, 2016 - July 8, 2022

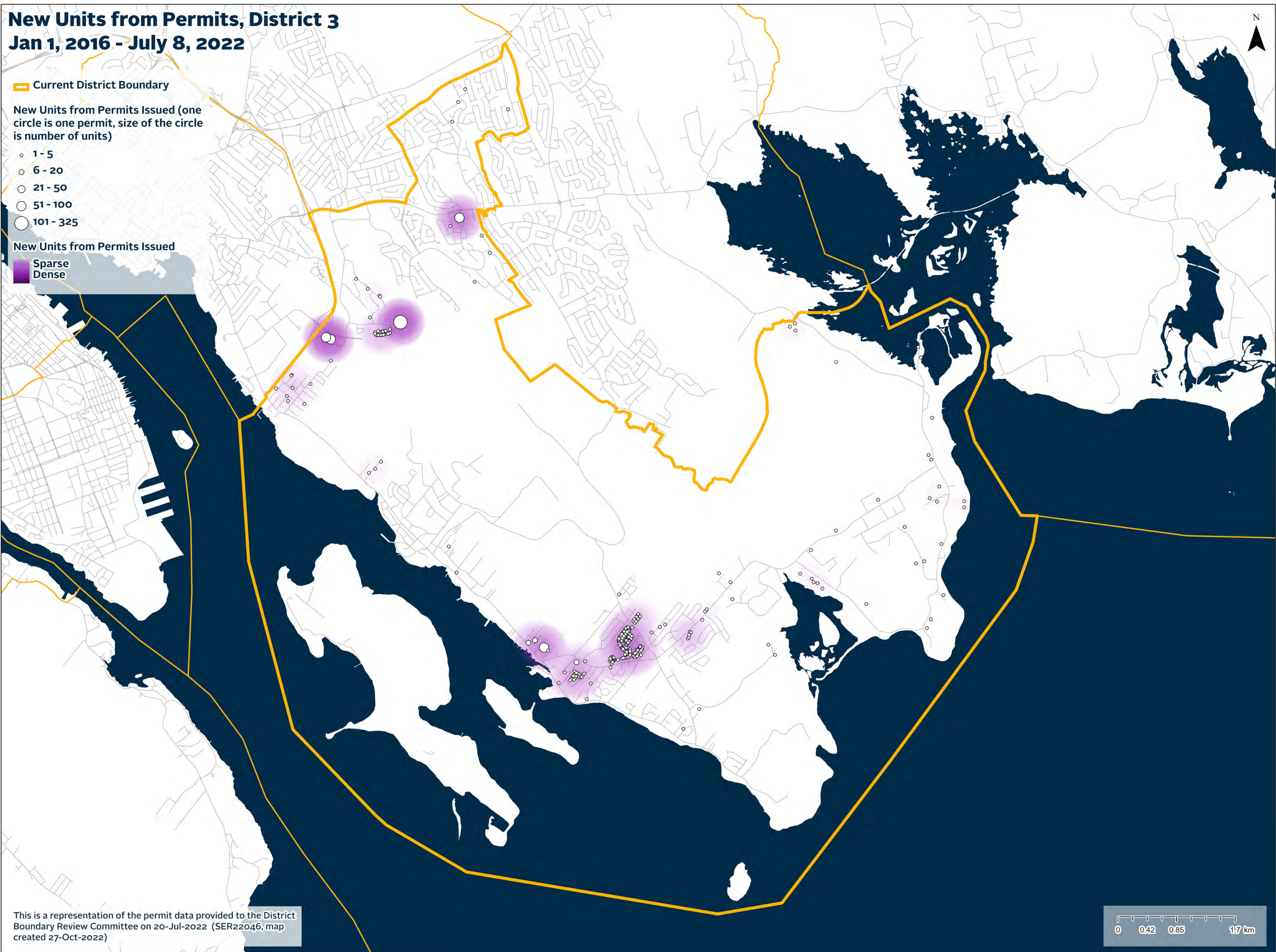
Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

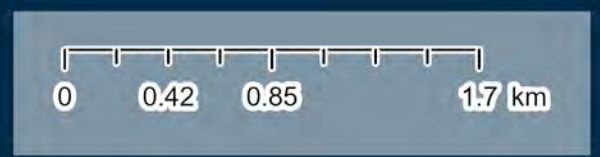
- 1 - 5
- 6 - 20
- 21 - 50
- 51 - 100
- 101 - 325

New Units from Permits Issued

Sparse
Dense



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




New Units from Permits, District 4

Jan 1, 2016 - July 8, 2022



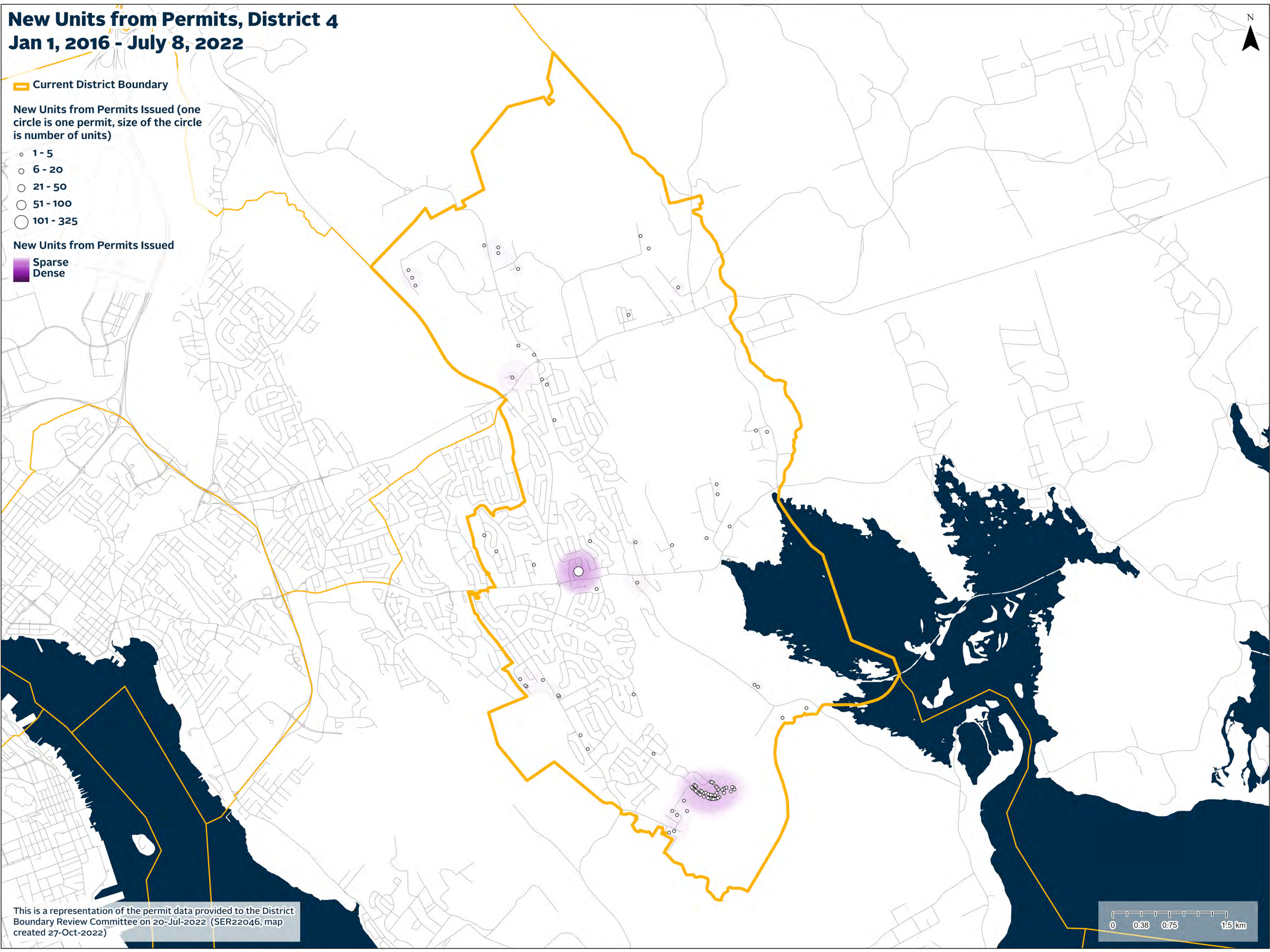
 Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

-  1 - 5
-  6 - 20
-  21 - 50
-  51 - 100
-  101 - 325

New Units from Permits Issued

 Sparse
Dense



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New Units from Permits, District 11

Jan 1, 2016 - July 8, 2022

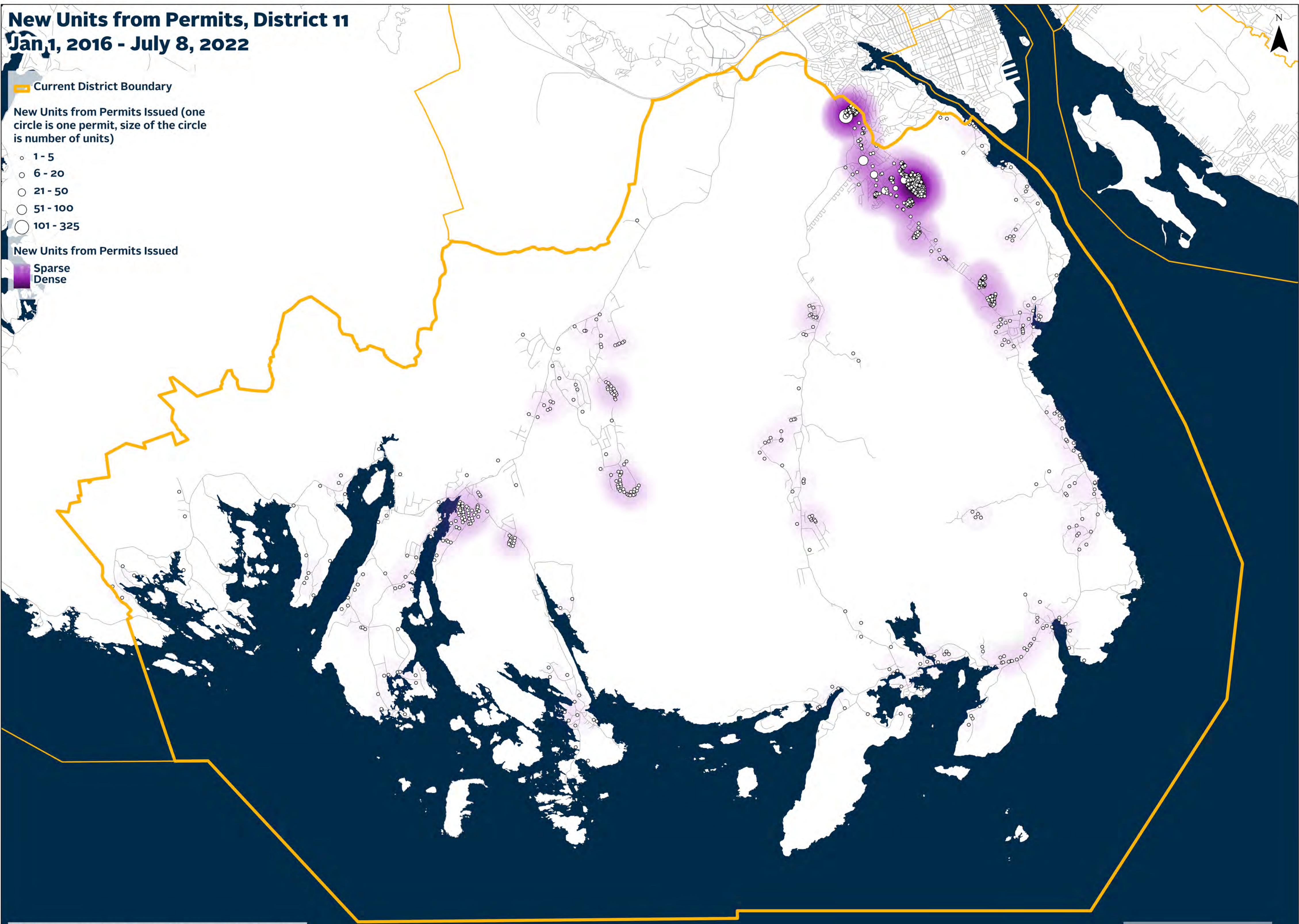
— Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

- 1 - 5
- 6 - 20
- 21 - 50
- 51 - 100
- 101 - 325

New Units from Permits Issued

■ Sparse
■ Dense



This is a representation of the permit data provided to the District Boundary Review Committee on 20-Jul-2022 (SER22046, map created 27-Oct-2022)



New Units from Permits, District 12

Jan 1, 2016 - July 8, 2022

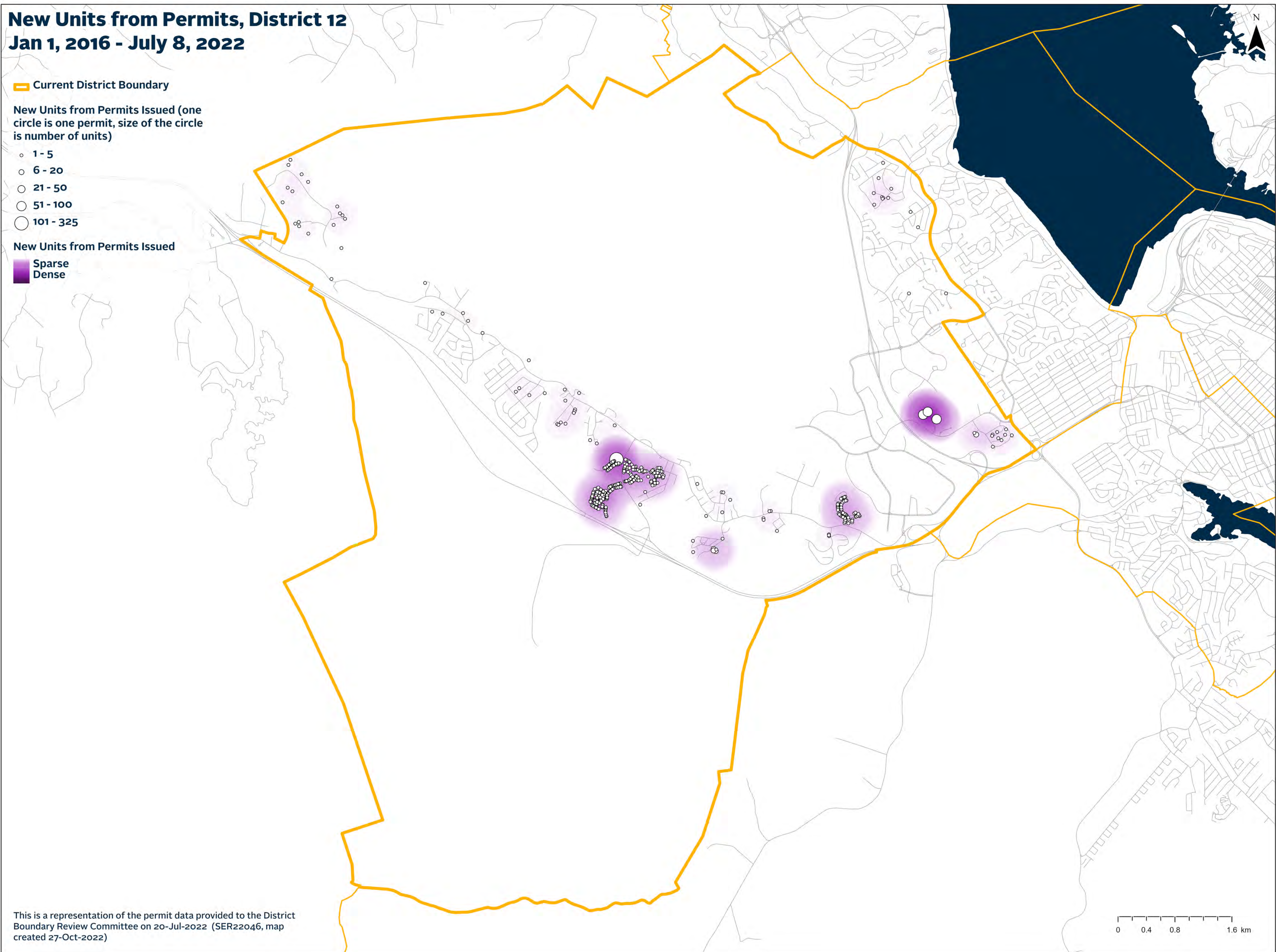
Current District Boundary

New Units from Permits Issued (one circle is one permit, size of the circle is number of units)

- 1 - 5
- 6 - 20
- 21 - 50
- 51 - 100
- 101 - 325

New Units from Permits Issued

Sparse
Dense



This is a representation of the permit data provided to the District Boundary Review Committee on 20-Jul-2022 (SER22046, map created 27-Oct-2022)

0 0.4 0.8 1.6 km

New Units from Permits, District 13

Jan 1, 2016 - July 8, 2022

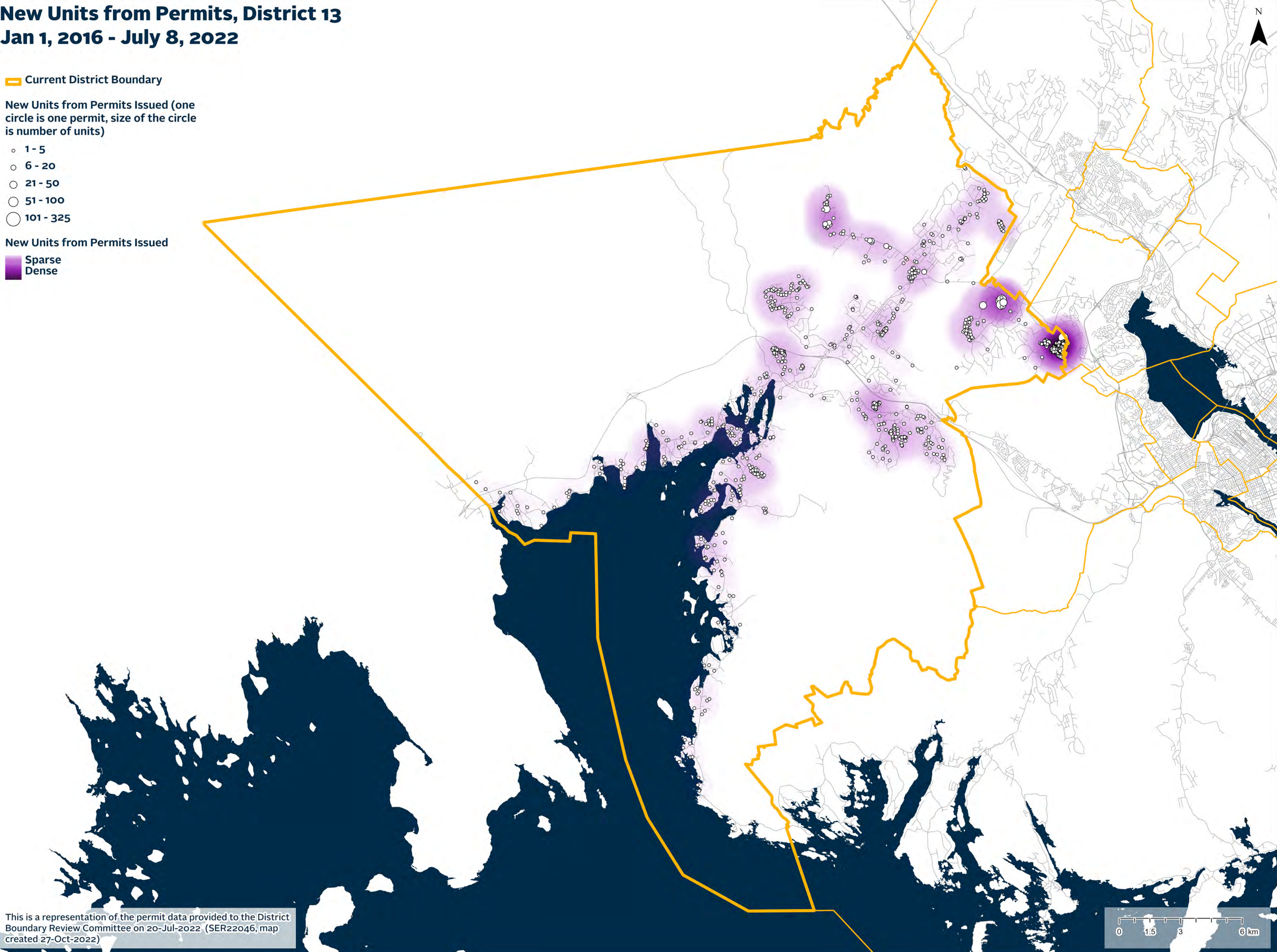
Current District Boundary

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- 1 - 5
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- 21 - 50
- 51 - 100
- 101 - 325

New Units from Permits Issued

Sparse
Dense








This is a representation of the permit data provided to the District Boundary Review Committee on 20-Jul-2022 (SER22046, map created 27-Oct-2022)

New Units from Permits, District 14

Jan 1, 2016 - July 8, 2022

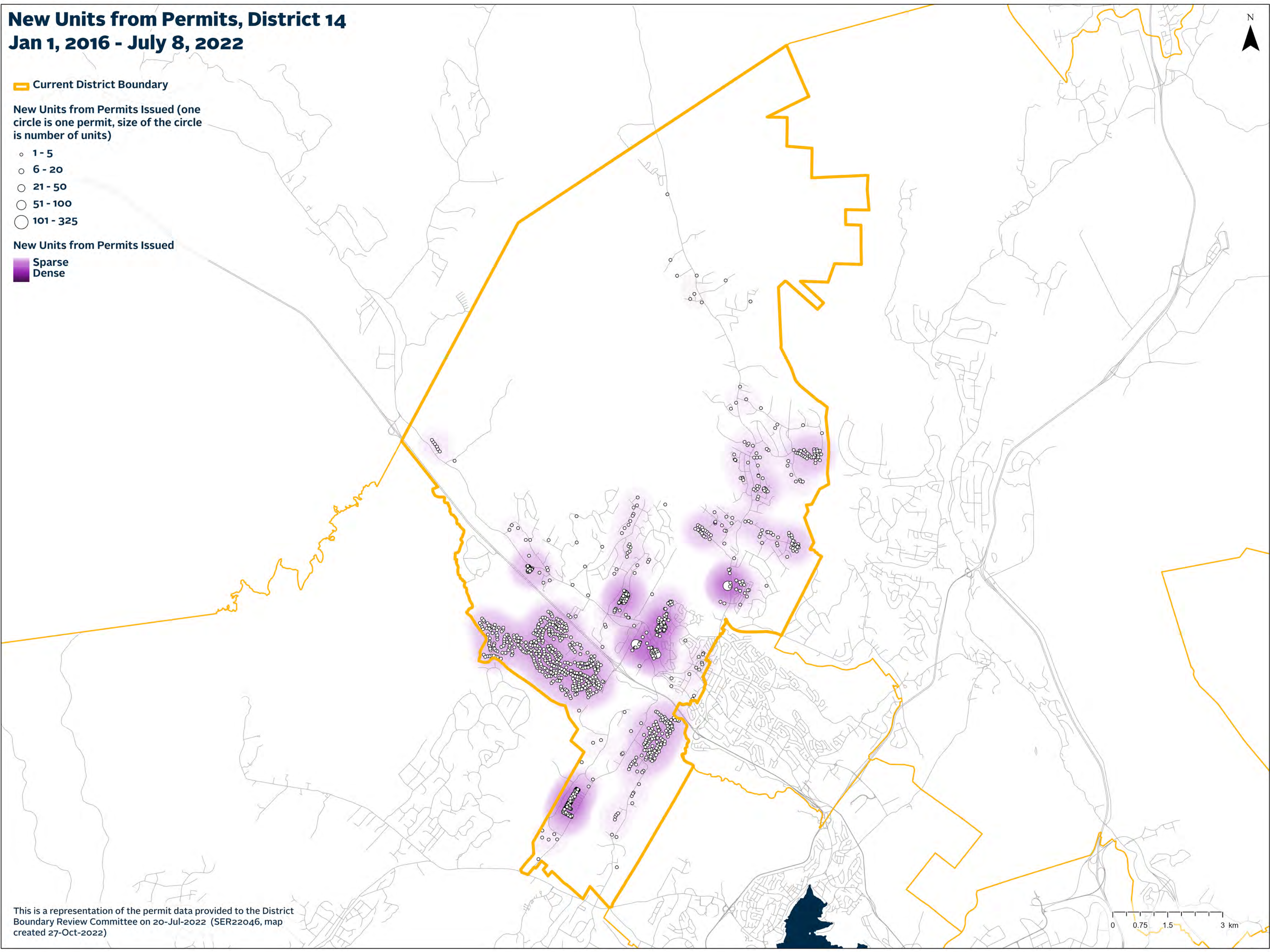
 Current District Boundary

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-  1 - 5
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-  101 - 325

New Units from Permits Issued

 Sparse
Dense



New Units from Permits, District 15 Jan 1, 2016 - July 8, 2022

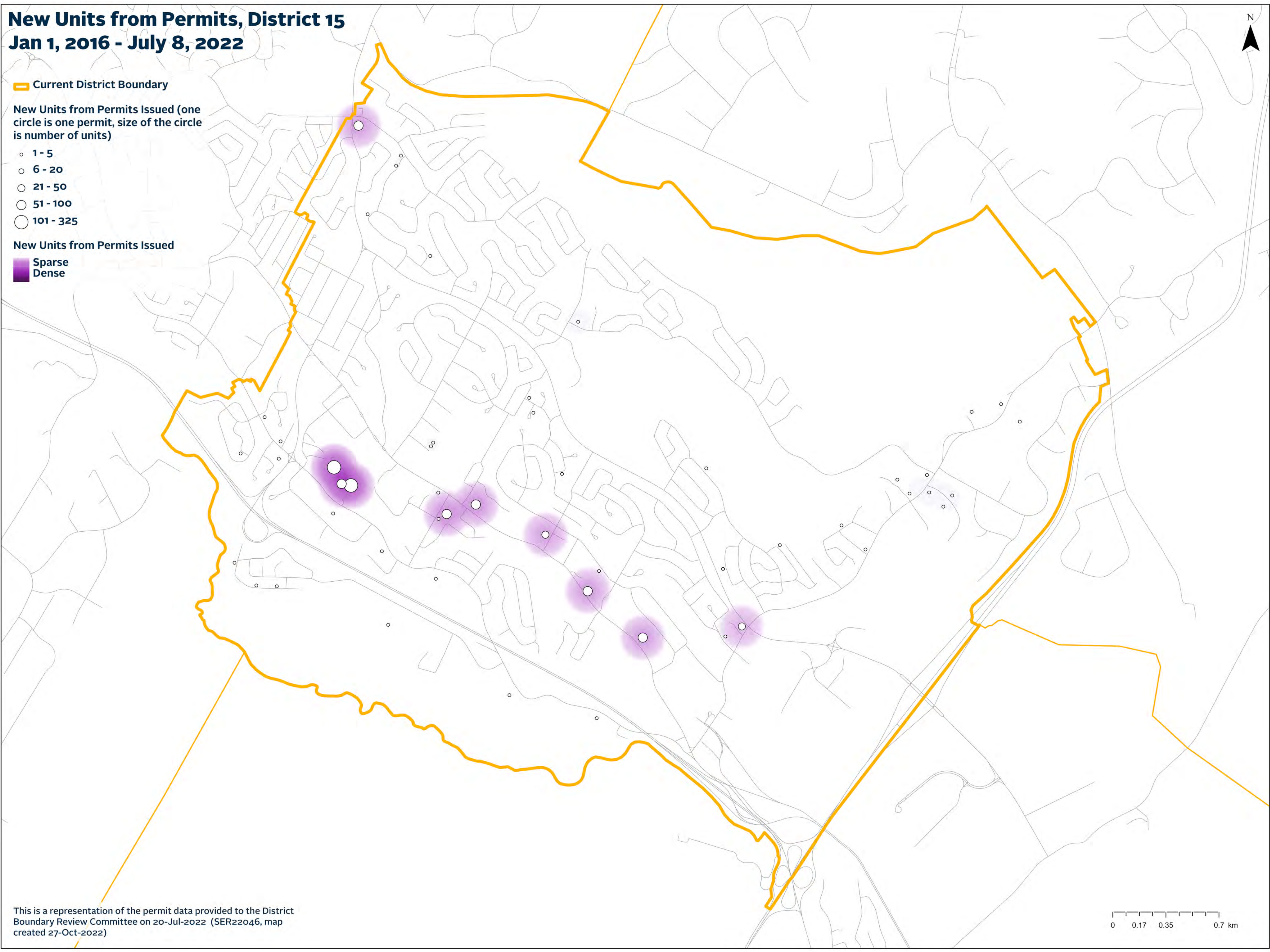
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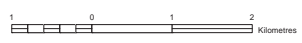
0 0.17 0.35 0.7 km



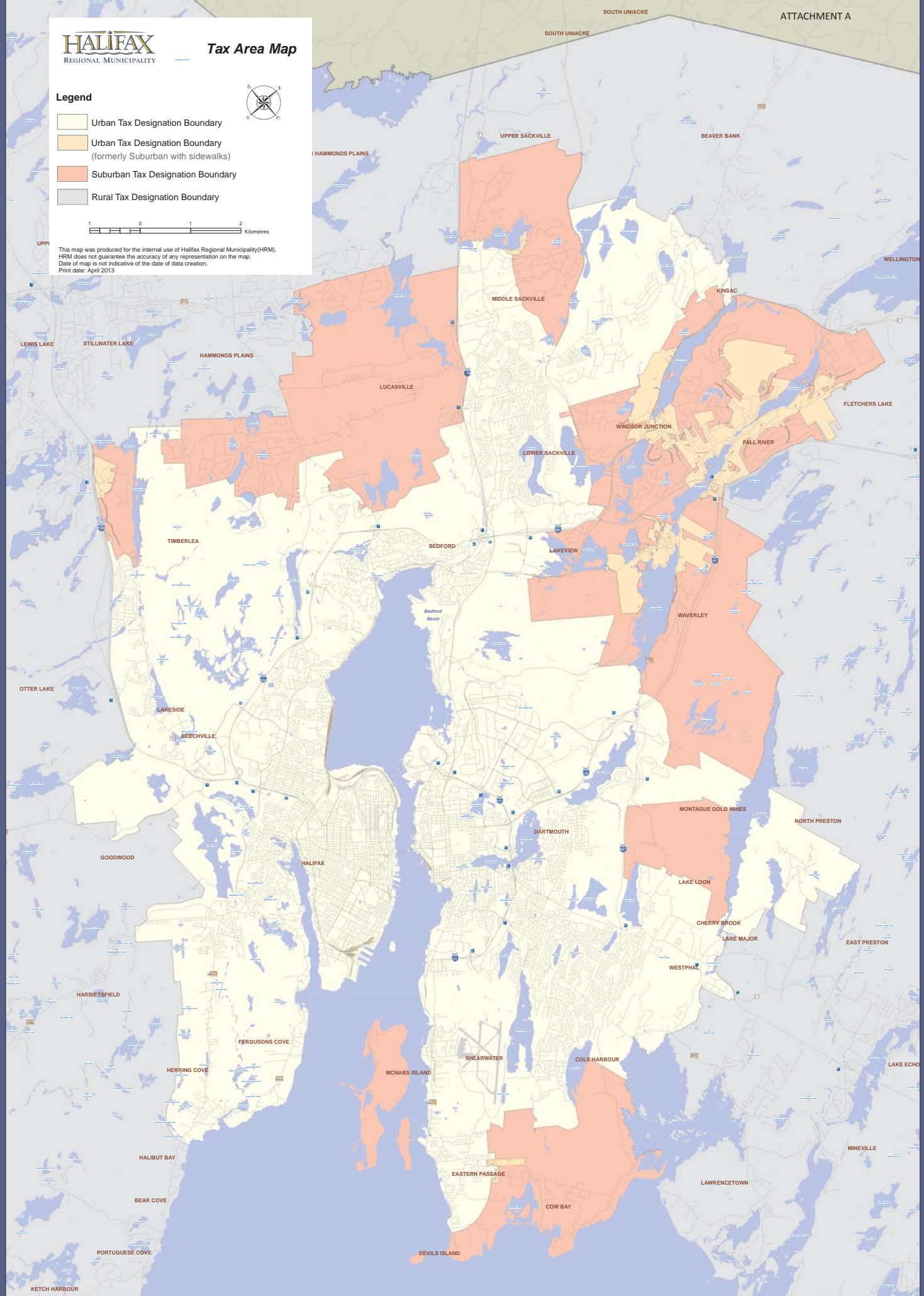
Tax Area Map

Legend

- Urban Tax Designation Boundary
- Urban Tax Designation Boundary (formerly Suburban with sidewalks)
- Suburban Tax Designation Boundary
- Rural Tax Designation Boundary



This map was produced for the internal use of Halifax Regional Municipality (HRM). HRM does not guarantee the accuracy of any representation on the map. Date of map is not indicative of the date of data creation. Print date: April 2013



Halifax District Use of Force 2010 - 2021

Percentage of Use - Applied and Draw & Display Occurrences													
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Average
Number of Occurrences in Year used	89	98	61	41	33	44	47	34	35	29	36	35	582
Percentage of Use	0.15%	0.18%	0.11%	0.08%	0.06%	0.09%	0.09%	0.07%	0.07%	0.06%	0.08%	0.06%	0.09%
Percentage of Use - Applied Only Occurrences													
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Average
Number of Occurrences in Year used	49	44	25	8	4	9	17	16	17	11	18	17	235
Percentage of Use	0.08%	0.08%	0.05%	0.01%	0.01%	0.02%	0.03%	0.03%	0.03%	0.02%	0.04%	0.03%	0.04%

Appendix D Developments within RCMP Halifax District jurisdiction



New Multi-Unit Buildings in Lower Sackville

Lower and Middle Sackville:

- 18 multi-unit buildings in Lower Sackville that are in late stages of planning or are under construction, which will add from 1,000 to 1,200 apartments.
- This does not include ones in early stages of planning (First Lake Drive (800 apartments), long term care facilities (2 projects, about 350 beds total), or senior apartment buildings (about 100 apartments).
- New Subdivisions in Middle Sackville including Carriage Wood Estates, Berry Hill Subdivision.
- 4 apartment buildings, 2 across from the Brown Hall and 2 across from the Guardian Pharmacy.
- Seniors facility off Old Sackville Road behind St. John the Evangelist Church.
- Margeson Drive master plan process is currently underway for the area surrounding the roundabout off Highway 101 with plans for more multi-units. Commercial uses are also proposed for the area with shopping.

Tantallon Area Brookline off Larry Uteck + 500 Residential and multi-unit homes condos/apartment buildings, with a large portion of this area already occupied.





Voyager Lakes /Kingswood Subdivision - Hammonds Plains Zone – 3 Major apartment buildings with more being built in the Kingswood /Voyager Lake area.



Voyager Lakes multi-unit, commercial in existing residential areas.

A 30 YEAR ANALYSIS OF POLICE SERVICE DELIVERY AND COSTING: ‘E’ DIVISION

RESEARCH SUMMARY

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**RESEARCH SUMMARY REPORT:
A 30 YEAR ANALYSIS OF
POLICE SERVICE DELIVERY AND COSTING**

Synopsis

Understanding current costs of police services requires an understanding of past costs and past demands for police services. This research explored how demands for police services from the RCMP in British Columbia varied over the past 30 years and whether the amount of work necessary to respond to calls for police services increased or decreased. This is a study of police capacity, that is, the quantity of cases that can be handled by police responding to calls for service. If overall police members' time to handle a call were to decrease, then police capacity would increase and the number of calls for police service could increase with the expenditures remaining the same. If the time it takes to handle a case were to increase then police capacity would decrease and fewer cases could be handled with the same number of police. If police capacity decreased at the same time that demand increased then serious operational decisions might have to be made, either limiting demand, or increasing the number of police, or reducing in the work done with respect to any given case.

This research used a series of different measures of demand for police service and police capacity (time required to respond to calls). These measures showed that over the last 30 years:

- There was an increase in demand for police services that exceeded increases in police;
- There were a series of court decisions that substantially increased the required number of steps and the amount of paperwork generated in handling cases that proceed to court;
- There was an associated increase in time for handling specific types of crimes as the legal requirements changed; and,
- There were increases in time required to handle cases administratively as computer systems were introduced.

Overall, there was a decrease in police capacity and an increase in demand for services. Not surprising, as the demand for police services in British Columbia increased, there was a decrease in the proportion of cases cleared by charge.

The amount of time required by police officers to handle a case from initial call to acceptance by crown increased substantially over the course of the last 30 years. For example:

- Break & Enter cases required 58% more time in 2003 than in 1983;
- Driving Under the Influence cases required 250% more time; and
- Domestic assault cases required 964% more time.

A substantial part of this time increase involves time spent to prepare a case for Crown acceptance.

Introduction

This costing of police services is an activity-time costing in which baseline line estimates of demand for police services, the steps required to handle a call and the time taken in responding to a call were researched for current operations and operations 10, 20 and 30 years ago. This approach provides estimates of changing levels of police capacity and, in periods of fixed resources, provides the basis for comparing expenditures over a fixed period.

Police services in British Columbia have traditionally been staffed and funded according to a formula grounded in part on provincial population. As the province has grown over the past three decades, so have the numbers of sworn police officers and their civilian support staff increased. Accordingly, policing expenditures have also increased.

This fact – that both police expenditures and the number of police officers and civilian support staff has grown as British Columbia’s population has grown – seems to stand in stark contrast to public concerns for the safety of both person and property in the province and to the concerns of senior police managers, who believe that there has been a substantial erosion in their capacity to respond to crime and calls for service over this same time period.

This perceived erosion of police capacity to respond to crime is reflected in many aspects of police service delivery. Crime clearance rates have declined substantially. Police forces and detachments have become far more selective about the crime reports to which they physically attend and about which crimes they will fully investigate. Anecdotally, we can point to one police agency that was recently forced to consider abandoning a homicide investigation because of the costs involved and to a police force in another city in which a six-figure fraud investigation was shelved because the losses involved were not considered big enough to justify the cost of investigation and prosecution support. It appears that increasing numbers of impaired drivers are being given 24 hour suspensions rather than being charged and increasing numbers of drug cases end with contraband seizures rather than charges. Moreover private security personnel still outnumber public police in Canada and have begun to act in matters such as investigating corporate fraud, preventing computer crime and conducting forensic analyses that have traditionally been done by public police.

At least part of the explanation for the current situation of increased police resources and declining police service can be found – in British Columbia at least - in a series of less visible changes in the relative position of police forces in relation to the crime burden and in the increasing complexity of the police job. Legislation and court rulings have resulted in increases in required steps in handling cases with associated increases in time for complete cases. Technical advancements and additions of computer systems may have increased some administrative work. For example, a DUI case or a domestic assault of 30

years ago is decidedly different, with current cases requiring substantial longer police time. Police case capacity is decreasing.

This CCJR Research Summary Report condenses and highlights the findings in an associated technical report.

Research Strategy

Discussion with senior police managers, NCO's and front line officers confirmed our initial assumption that there was a general feeling amongst police in British Columbia that they were working harder than they had in the past, but doing so less effectively. Further discussions supplemented by a systematic literature review suggested two likely reality-based explanations for this general feeling:

- Police resources allocated on the basis of residential population are inadequate to the tasks police are expected to accomplish.
- Changes in the legal and technical context in which police must operate have made the job more complex and therefore much more time consuming than in the past.

The implications of these two issues for understanding contemporary police resourcing needs are profound. To the extent that the first explanation is correct, too few police are available to do the job. To the extent that the second explanation is correct, those police who have been resourced have far less capacity to handle crimes and other calls for service than did police working 10, 20 or 30 years ago.

We addressed these issues in a series of interconnected ways. The first issue could be addressed by looking at BC police resources in comparison with other Canadian, Commonwealth, and Common Law jurisdictions and further examining BC police resourcing in relation to BC population and BC crime over time.

Addressing the second issue required examination of the evolving legal and technical requirements of the job over time and the development of police work process models describing the step-by-step handling of a variety of crimes both at the present time and in prior decades. We looked at things 10, 20 and 30 years ago for three different areas centered on – Surrey, Nanaimo, and Prince George – representing three different regions of the province.

We gathered information through:

- An analysis of case law and legislation touching on the police function over the period 1970 – 2004.
- Expert Focus Groups with long term service helped develop flow charts depicting the steps involved in handling different types of cases – break and enter, domestic assault, driving under the influence, drug trafficking, homicide – at present and 10, 20 and 30 years ago. They provided their own notebooks for historical

- analysis. They also helped us develop a time line depicting the technological changes that have influenced policing since 1970.
- Regional Focus Groups in the three study cities helped refine the crime handling flow charts from local perspectives and also helped provide timing data for understanding how long each step in the process takes currently and 10, 20 and 30 years ago. They provided their own logbooks for historical analysis.
 - Analysis of historical operational records including case files and members' notebooks provided additional information for the flow charts and time estimates.
 - A sample of members kept current time use logs, recording the time spent on various tasks as they handled cases involving the five types of crime under study. Analysis of these logs gave current estimates of the amounts of time needed to complete the different tasks need to carry the case to conclusion.
 - An analysis of data derived from CAD and CIIDS was intended to supplement and refine the timing models developed from the sources mentioned above. A variety of obstacles have precluded our accessing these data to this project to date. This report will be supplemented when these data become available.

Finally, we utilized the information developed in this study to prototype a simple tool for estimating the impact of changing case handling times as the British Columbia policing context continues to evolve.

At the same time, it will be important to keep in mind that there are multiplicity of work and attendant costs associated to policing that this study did not take into account – but it is widely recognized by those familiar with policing services that such work and costs have increased dramatically over the years. These cost include, for example, added training requirements related to increased accountability and liability issues respecting such matters as use of force, emergency vehicle operation, handling of domestic violence cases, harassment prevention, labor code changes, and emergency preparedness. As well there are the added training that has become necessary as a consequence of the increasing complexity involved in investigations, legal matters in general, the globalization of crime, and crimes involving ever changing technology. Further, there have been ever increasing equipment, training, testing, and legal costs associated to general health and personnel matters. Overall, every year, the requirement of police agencies to deal with new aspects of these issues adds millions of dollars to the costs over previous years.

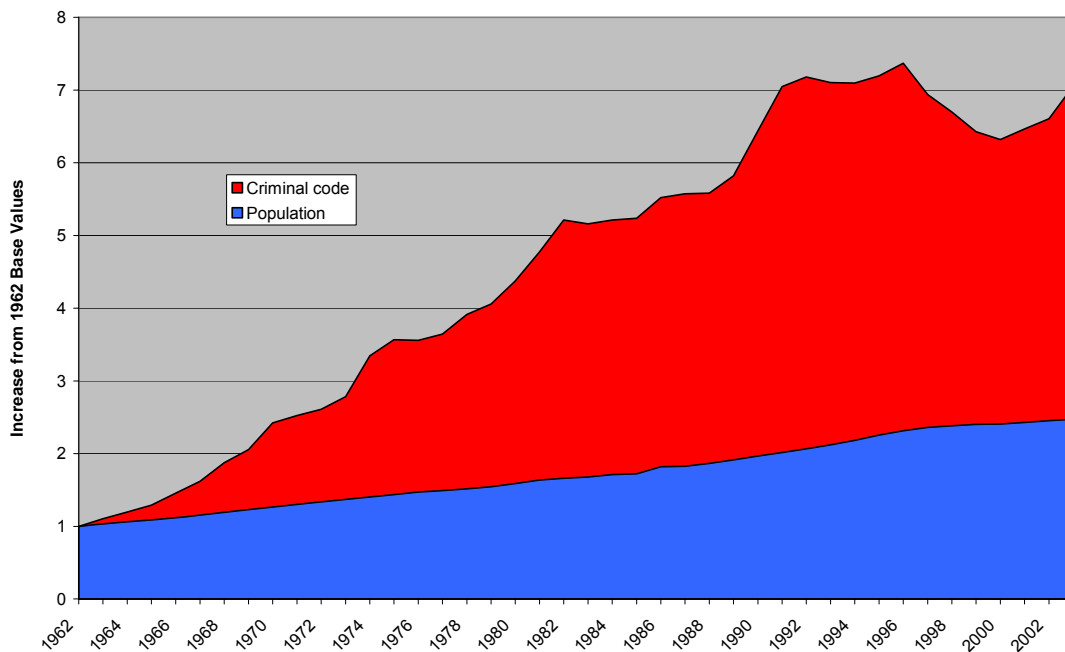
Overview of the British Columbia Policing Context

Canada is a relatively high crime nation. International victimization surveys and international compilations of crimes known to the police both indicate that Canada has high property crime levels and high assault levels relative to other developed nations. About one Canadian in four (25% of the population) is victimized each year by one of the 11 types of crime tracked by the International Victimization Survey. Canada has traditionally also been relatively lightly policed in comparison to other developed nations such as Australia, Britain, France, Ireland, Netherlands or the United States having far fewer police per capita than any of them. For instance in 2003, Canada's ratio of police to population was 19% lower than Australia's, 22% lower than that of the United States and 26% lower than that of England and Wales.

Within Canada, British Columbia is traditionally lightly policed compared to other provinces although it has consistently had among the highest provincial crime rates since at least the 1920's. In 2004, for instance British Columbia had more criminal code offences reported to the police than Quebec, although Quebec had almost double BC's population. British Columbia's crime rate was more than double that of Ontario. Yet Ontario and Quebec both had substantially more police per capita than British Columbia, which had lower police to population ratios than relatively low crime Nova Scotia and New Brunswick.

British Columbia, like the rest of Canada, estimates the number of police it needs on the basis population counts. Population in Canada more than doubled (2.3 times) between 1962 and 2003 while the number of police increased by only 1.7 times – falling behind what might be assumed to be needed if population were the best indicator of policing needs. The number of crimes reported to the police in Canada over this same time period increased seven fold. British Columbia's data tell a similar story: population more than doubled (2.4 times) between 1962 and 2003, but the number of crimes reported to the police increased seven-fold. This means that although the increase in police resources kept pace with population growth over this forty-year period, each British Columbia police officer was expected to handle almost three times as many crimes in 2005 as his or her 1962 peer had been expected to handle. Police resources did not keep pace with the volume of crime British Columbians suffered. All things being equal, this fact alone indicates that police effectiveness must have declined relative to police effectiveness a generation ago.

**Magnitude of Increase
British Columbia 1962-2003**



Over this time police clearance rates have declined substantially. Break and Enter clearances have dropped from around 25% to around 8%; homicide clearance rates have dropped from around 90% to below 70%. British Columbia spends less per capita for police services than Quebec, Ontario, Manitoba, Saskatchewan, Alberta Yukon, Northwest Territories and Nunavut. British Columbia has 13% of Canada's population and 20% of Canada's criminal code offences, but accounts for only 10% Canada's spending for police services.

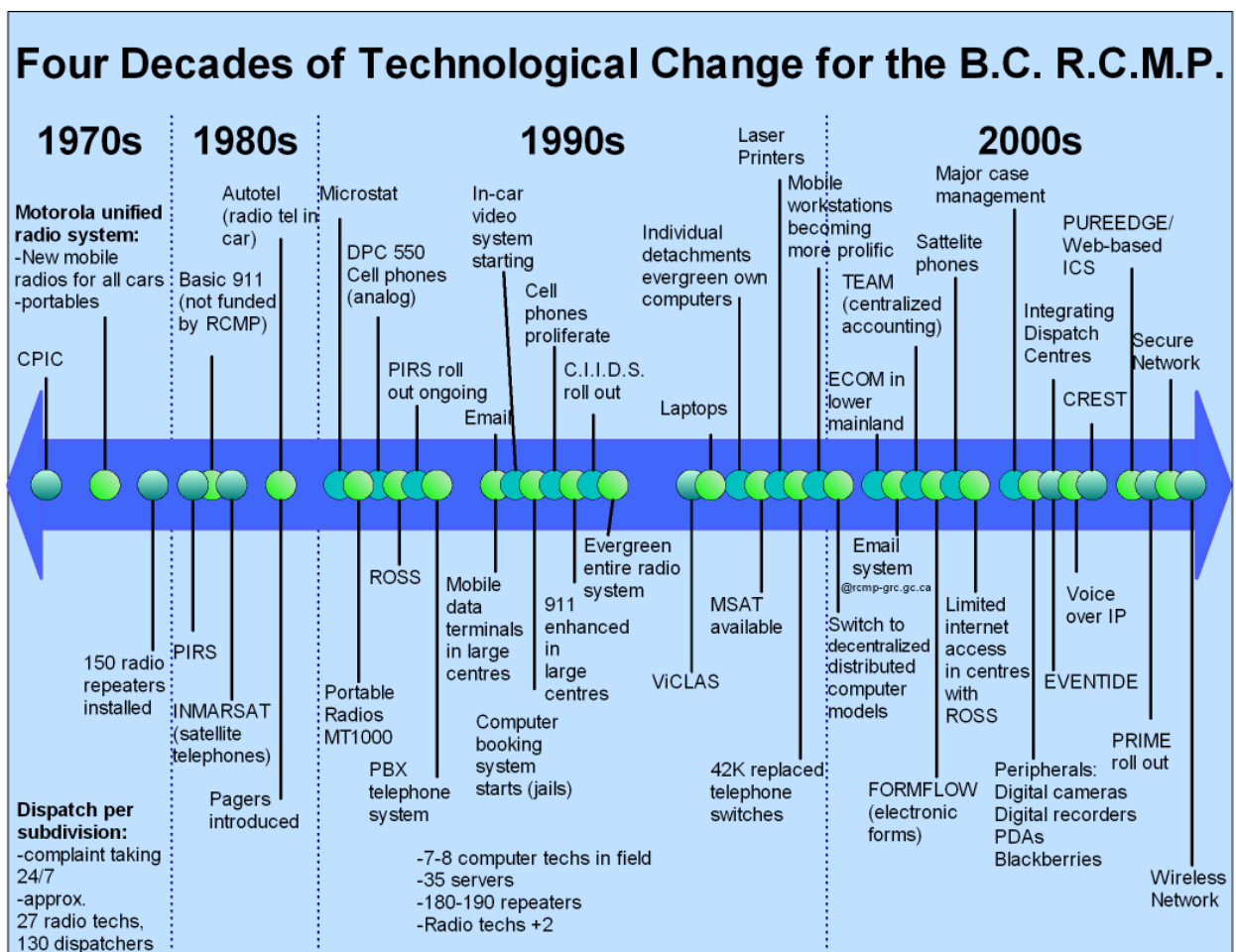
It appears that the answer to the first issue posed in this study is that police resources are funded more on the basis of residential population resulting in an insufficient quantity of police resources to accomplish the tasks police are expected to accomplish. Police resources funded on the basis of crime volumes could provide an increase in capacity that could better address the province's crime problems.

The Evolving Technical and Legal Environment

Technological Impacts

The R.C.M.P. in British Columbia have seen a number of technological impacts in the past three decades. The major technological influences are:

1. Computer aided dispatch
2. Records management system
3. Radio communications
4. Mobile workstations



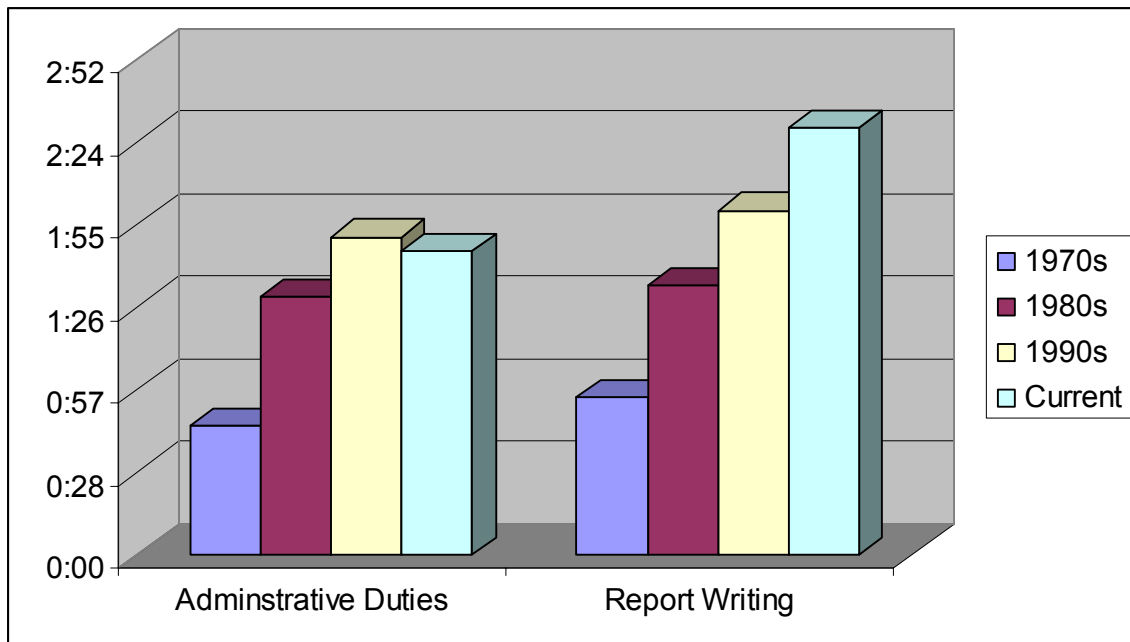
New technology provides new and better systems for communication, dispatch, crime analysis, case management, prosecution support, and force administration and management. New technology also makes demands on members' time in terms of training and re-training in its use and in terms of connecting with and waiting for technical support when problems develop and glitches occur. There is another problem as well. New technical tools can be seductive, inviting members to spend more time working with the technology (polishing the text of reports or printing better looking

graphs, for instance) rather than working cases or implementing special projects. Improved technology often carries with it demands from others in the criminal justice system for new and increasingly time consuming activities on the part of police officers. As the diagram above indicates, a limited number of major technical advances in the 1970's and 1980's have been followed by an accelerating introduction of new technical hardware and systems in the 1990's and in the new century. The need for training and re-training in the use of technical systems is accelerating.

It should be noted that the introduction of technology in policing follows a path similar to the technology changes in government in general and in business as well. The increased technology provides the potential improving the availability of information, but for most has an associated increase in administrative work.

The time consuming use of these new technical systems continues to grow. This is illustrated in the amount of time members now put into administrative duties and report writing compared to the past. In the 1970's such tasks took a typical member about an hour and a half per day. Currently the typical member spends more than four hours a day, that is, about 40% of his or her time, at administrative duties and report writing. In addition, both our experts focus groups and our study of the daily time logs members kept for this study indicated that many members are putting in up to an hour of unpaid overtime every day to get through all the required paperwork.

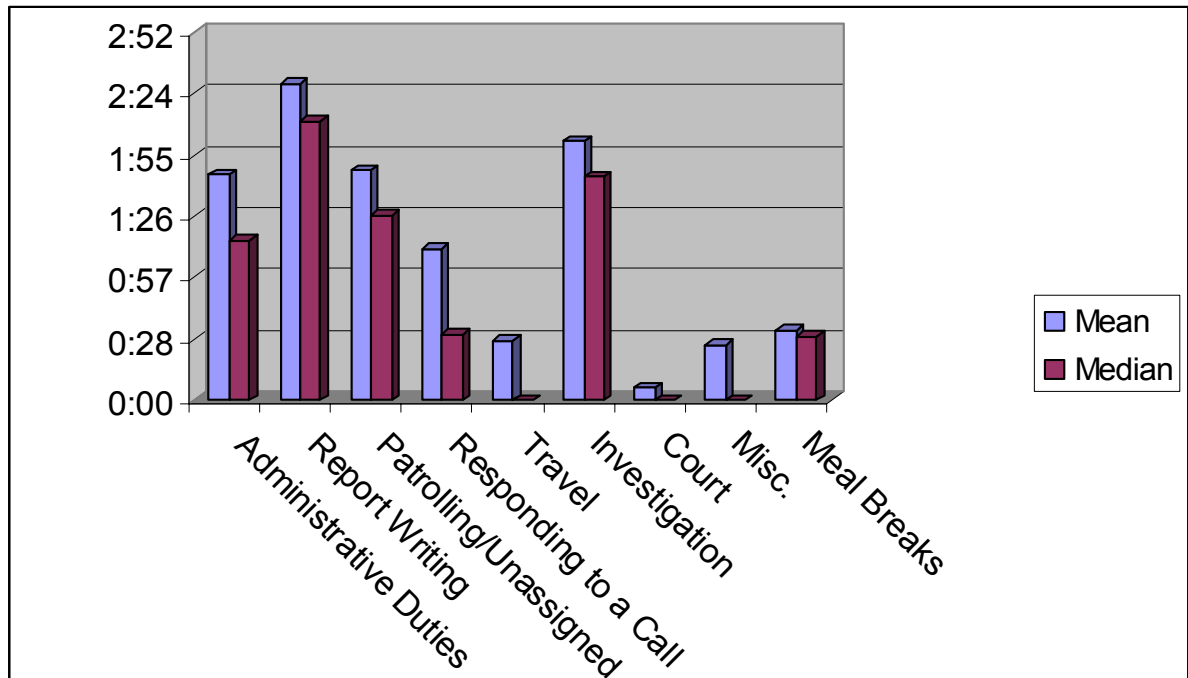
Time per Day Spent on Paperwork-Related Tasks
Now and in Past Decades



Study of the daily time logs members kept for this project indicates that general duty members spend more time on paperwork tasks than they spend on responding to calls for service and conducting investigations combined. They also told us that the introduction of mobile data terminals has made it possible to do paperwork in their police vehicles and

estimated that some 80% of their time on patrol when not actively responding to calls is spent doing paperwork over the mobile data terminals.

Current Time Logs: Average Number Of Hour Spent Per Task Category Per Day



The Impact of the Evolving Legal Context of Policing

The patterns and requirements of police work are defined by law and are continually redefined by new judicial decisions, new legislation, and new government policy initiatives. Since the Canadian Charter of Rights and Freedoms was entrenched in 1982, the Supreme Court of Canada has moved to redefine substantive, procedural, and evidentiary law in line with its requirements. As a consequence, demands on police operations have increased dramatically without a proportional increase in budget or person-power. In turn, these demands have had a significant workload affect on police organizations and their ability to serve the public.

Using the Charter as the starting point, there were four key steps taken in identifying some of the most significant judicial decisions, legislative changes and policy initiatives impacting on current police capabilities:

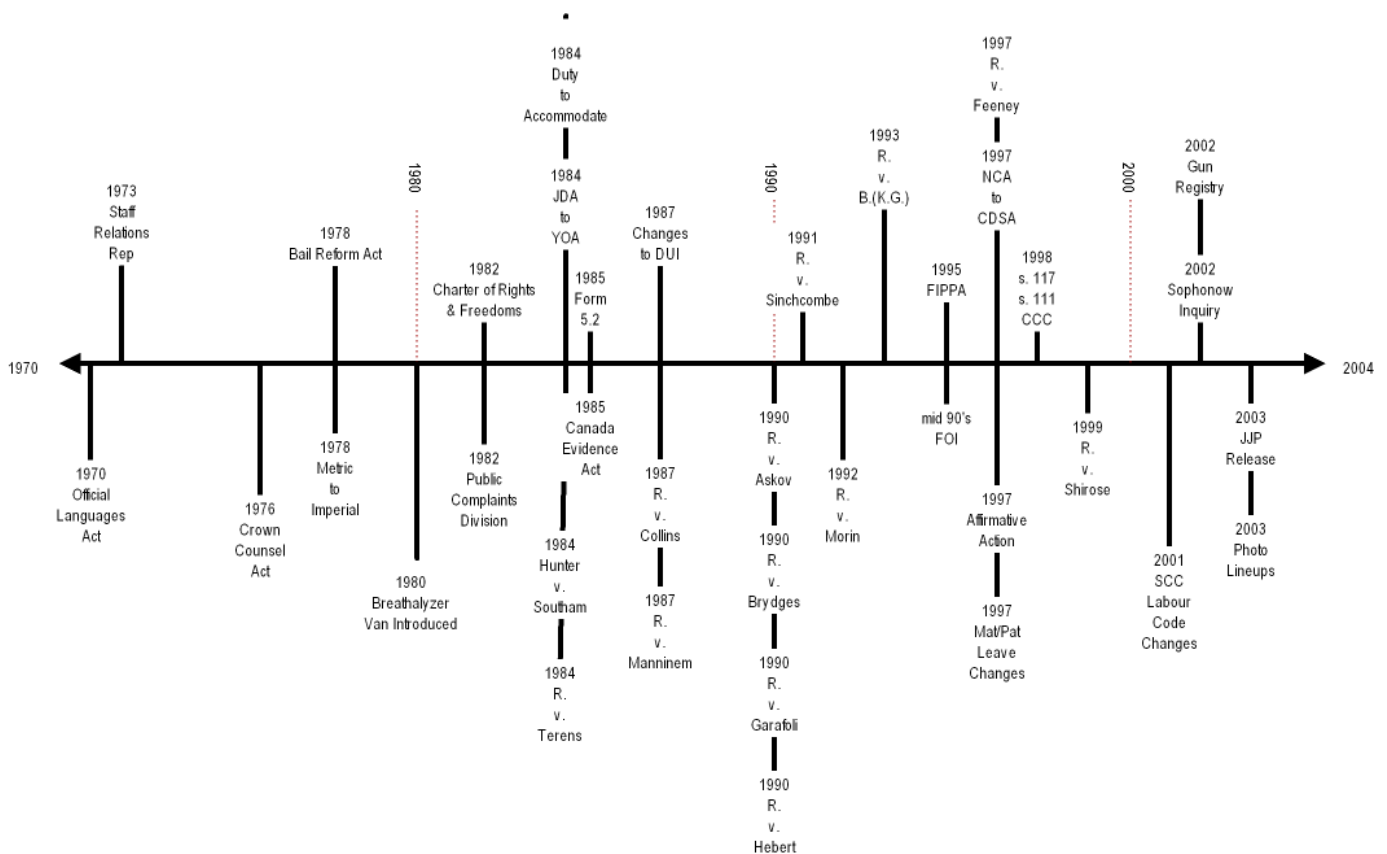
- Step one was a review of criminal law literature to identify the most frequently cited cases dealing with matters of criminal procedure and evidence (cross referenced to legislation and policy).
- The second step was to hold focus groups with a cross section of officers from the Royal Canadian Mounted Police (RCMP), where they were asked to identify the most significant judicial decisions, legislative changes, and policy initiatives that

have affected police operations (especially in British Columbia) in the last thirty years.

- The third step was to consult experts in the field of law and policing, including experienced police officers with law degrees (and/or who practiced law), Crown prosecutors, and lawyers in private practice.
- The fourth step involved establishment of a consensus list (based on steps one through three) of the judicial decisions, legislative changes and policy of greatest impact on police operations.

There was absolute agreement that the Charter has had the greatest effect on police operations and investigative practice in the history of Canadian policing.¹ Among judicial decisions, there was similar concurrence that judicially prescribed disclosure rules (see *R. v. Stinchcombe*²) have probably had the most profound effect on policing in terms of workload and economic cost.

Case Law and Legislation Timeline



¹ The reason being that the Charter gives the judiciary power to judicially review legislation and essentially rewrite criminal procedure.

² [1991] 3 S.C.R. 326.

Judicial Decisions

This study process identified eleven cases of major importance for their direct impact on police workload and costs:

- **Hunter v. Southam Inc., [1984] 2 S.C.R. 145**, focuses on search and seizure. The police must obtain search warrants in numerous situations where it had traditionally been considered unnecessary.
- **R. v. Therens, [1985] 1 S.C.R. 613**, defined “detention” and the right to counsel under s. 10 of the Charter with reference to impaired driving. Detention was defined liberally (e.g., psychological detention), imposing correlative Charter duties (informing of right to counsel, access, etc.) on the police in circumstances that are frequently ill defined, often causing great confusion.
- **R. v. Collins, [1987] 1 S.C.R. 265**, in which the Supreme Court adopted a liberal approach to the exclusion of evidence as a judicial remedy for a Charter breach, pursuant to s. 24. The Court stopped short of creating a presumptive exclusionary rule. *Collins* rejected the idea that the administration of justice could be brought into disrepute by public opinion or community shock, but rather it was to be assessed by “the reasonable man, dispassionate and fully apprised of the circumstances of the case”. With the exclusion of evidence an issue in almost every criminal trial, the police must try to avoid even the slightest and most technical Charter breach. Increase in case time handling has been significant.
- **R. v. Brydges, [1990] 1 S.C.R. 190**, in which the Supreme Court expanded the informational duties of the police under s. 10(b) of the Charter, requiring police to advise detained and arrested persons of the availability of legal aid and duty counsel under an existing legal aid scheme. This has had substantial impact on police case handling time. For instance, since *Therens*, impaired driving investigations have become more and more complex and often procedurally less certain. Notably, accused persons have the right to consult with legal counsel “without delay”, which means *before* providing a breath sample as required by the *Criminal Code*. Frequently, impaired driving investigations occur at night, when lawyer’s offices are closed. As a result, there are lengthy delays while the accused attempts to contact legal counsel (keeping all police officers involved waiting and preventing them from attending other duties). Historically, the police were required to obtain two breath samples, 20 minutes apart, within two hours of the “demand”, but in 1999 Parliament expanded the window to three hours (rf. s. 254 (3)). The result is that accused persons can now delay the investigation by up to three hours. This is important in light of this study’s finding that the length of impaired driving investigations has increased considerably over the last 30 years (see below).
- **R. v. Hebert, [1990] 2 S.C.R. 151**, in which the Supreme Court decided that s. 7 of the Charter (life, liberty, and security) guarantees the right to silence at the pre-

trial detention or investigative stage. In an example of moving the goalposts, by overruling itself in *R. v. Rothman*, [1981] 1 S.C.R. 640 (decided just before the enactment of the Charter), the Court extended its interpretation of s. 7 to mean that an accused person who is in custody and who exercises his or her right to silence cannot be engaged in conversation to “actively elicit” information by an undercover police officer (e.g., cell plant), as this would be a “police trick” that would deprive the accused of his choice to not provide a statement. Previously, the voluntary confessions rule applied to whether or not accused persons believed that they were talking to a “person in authority”. That information cannot be elicited from detained individuals through such “tricks” was subsequently extended to other prisoners or persons if they are acting on behalf of the police (*R. v. Broyles*, [1991] 3 S.C.R. 595). The effect has been that police must utilize other investigative techniques that may be less effective and more costly in terms of police officer time.

- **R. v. Duarte**, [1990] 1 S.C.R. 30, in which the Supreme Court decided that the police cannot rely upon the consent of one party to a conversation to record the communication of another party in that conversation without her or his consent. As a result, Parliament enacted amendments to the *Criminal Code* sections dealing with the electronic interception of communications. In addition to adding legislative requirements to utilize one party consents (i.e., by now obtaining judicial authorization) and the requirements for full scale interceptions, new provisions requiring “tracking warrants” (s. 492.1 of the *Criminal Code*) and dialed “number recorder warrants” (s. 492.2 of the *Criminal Code*) were also established. As a result, the time required for police to complete investigations and write affidavits to obtain judicial authorizations has increased significantly. Moreover, where supporting affidavits were historically once less than 50 pages, they have now increased to hundreds of pages. As a result, combined with disclosure issues, the economic effect on police operations is significant.
- In a series of cases highlighted by **R. v. Garofoli**, [1990] 2 S.C.R. 1421, the Supreme Court has steadily increased the evidentiary burden required to support electronic interception applications, and scope of subsequent review of affidavits at trial. Evidence of an informer’s tip by itself, for instance, is no longer sufficient to establish reasonable grounds for a warrant or wiretap and, although affidavits must be extremely detailed, they must not reveal an informer’s identity since indefinite sealing is no longer possible. The result is affiants must be prepared to draft and defend wiretaps and warrants in court based on exhaustive detailing. It now often requires police officers weeks just to draft an affidavit or information to obtain and affiants are often cross-examined in court for days, even weeks. The economic effect of this series of decisions on police operations is substantial: conducting intercepts, even in murder cases, is now sometimes considered cost prohibitive.
- Even without an economic analysis, there is unanimous agreement that **R. v. Stinchcombe**, [1991] 3 S.C.R. 326 has had the most profound, and in some instances debilitating, effect on police resources. In *Stinchcombe*, the Supreme

Court decided that the accused has a constitutional right to full and complete disclosure of the police investigation and the Crown's case. Disclosure has continued to evolve so that in *R. v. Duguay*, [2003] 3 S.C.R. 307, the Supreme Court stated that "little information will be exempt from the duty that is imposed on the prosecution to disclose evidence". As a result, the administrative time and cost for police to prepare copies of all information and evidence (whether relied upon or not) of all investigations has increased significantly. Police are now required to submit transcriptions (validated by the original investigator) of:

- all audio and video tapes,
- notebook entries from all officers,
- reports,
- all source debriefings,
- all tips (and outcomes of tips),
- all connected cases,
- all affiant material,
- all wiretap information,
- all operational plans,
- all surveillance notes,
- medical records,
- all analyses of phone records or other documents,
- undercover operation information,
- information relating investigative techniques considered whether used or not,
- Investigative team minutes of meetings or debriefings, etc.

In communication intercepts, a complete transcript is required for every recorded communication, relevant or not (e.g., one week of interception will result in one or two months of disclosure time for an officer).

This duty often falls to investigative officers and cannot be done by support staff, increasing investigative time and expense substantially. The cost (in terms of time and expense) of disclosure is becoming prohibitive, criminal investigative capacity is being imperiled. For example, the cost associated with disclosure for even one large-scale fraud can easily reach into the tens of thousands of dollars and sap the entire operational budget of an investigative unit or department, limiting its capacity to conduct other investigations.

- **R. v. B. (K.G.), [1993] 1 S.C.R. 740**, in which the Supreme Court ruled that for statements of witnesses or victims who recant at trial to be admissible, it is generally necessary that the police take such statements under oath and that they be videotaped. Although a mechanism now exists for previously inadmissible statements to be admitted as an exception to the hearsay, the effect on police procedures is that rather than taking a simple written statement, the statement must be taken under oath and video-recorded. This puts a significantly higher demand on police resources. For example, even in the digital age, for every hour of audio time, transcription time alone is two to three hours, which in turn must be validated word for word by the original investigator.

- The Supreme Court held in **R. v. Feeney**, [1997] 2 S.C.R. 13 that even though police have reasonable grounds to believe that a suspect is inside a specific dwelling and even if they have a valid warrant for arrest, absent exigent circumstances the police must obtain a separate special warrant authorizing entry in order to arrest the suspect. The result is that where one or two officers would make an arrest in less than 30 minutes (1 person hour), a “Feeney” warrant will require at least four or more person hours (4 or more times the resources) as in practice it generally takes three to five hours to obtain the entry warrant. The inability of the police to disengage from a residence while awaiting judicial authorization to enter in order to pursue the arrest can seriously tax limited resources. A correlative effect is that when resources are not available, absent a substantial risk to public safety, police may abandon the opportunity to effect the arrest.
- Finally, in **R. v. Campbell and Shirose**, [1999] 1 S.C.R. 565, the Supreme Court ruled that police involvement in a “reverse sting operation” conducted in the course of a drug investigation was illegal and not authorized at common law. The principles of this case apply to any police investigation, and most importantly, they apply to police officers committing illegal acts while engaged in undercover operations. The result has been development of a complex legislative scheme (s. 25.1 of the *Criminal Code* providing that in the absence of exigent circumstances, a “competent authority” (e.g., the Solicitor General of Canada in the case of the Royal Canadian Mounted Police) must designate a “senior official” who designates a “public officer” to commit an offence (under rigorously delineated conditions and reporting requirements) in aid of an on-going undercover operation.

This set of prominent cases has changed the policing environment. Increasing the number of Charter safeguards for suspects and accused persons has the often unacknowledged effect of reducing overall policing capacity to deal with crime as each police officer must commit more time to accomplishing policing tasks properly. The additional time spent on meeting evolving Charter requirements take time away from the police’s ability to respond to the next call for service, and the one after that.

Task Timing for Specific Crimes

In seeking to understand the time-activity cost of changes in police work over time, the project constructed detailed step-by-step flow charts of the handling of five kinds of crimes, from the time they come to the attention of the police until the time they are handed off to Crown Counsel in the form of a recommendation for charge. The objective of creating the flow charts is to produce a visual ‘walk through’ of an investigation in order to attach a range or estimate of timing associated with each step. The charts also indicate the evolution of the policing function by making it easy to see the addition or subtraction of steps over the course of time. The project examined detailed flow charts of the handling of homicides, break and enters, domestic assaults, driving under the influence cases, and drug trafficking cases 30 years ago, 20 years ago, 10 years ago, and

at the present time. The flow charts were constructed during the Expert Focus Groups (EFG) through contributions from the senior members in attendance. These flow charts represent the entire catalog of steps and outcome categories that may be taken during an investigation of the five offence types in question. Exact flows may vary depending on the specifics of individual cases, but the general trend line for all five crime types has been a steady increase in the number of different steps and categories that must be taken to handle it from discovery to charge recommendation.

	Procedural Steps Required to Handle a Case			
	30 Years Ago	20 Years Ago	10 Years Ago	Current
Homicide	90	95	111	113
Break & Enter	37	39	44	45
Domestic Assault	36	37	56	58
DUI	29	36	41	42
Trafficking	9	22	55	65

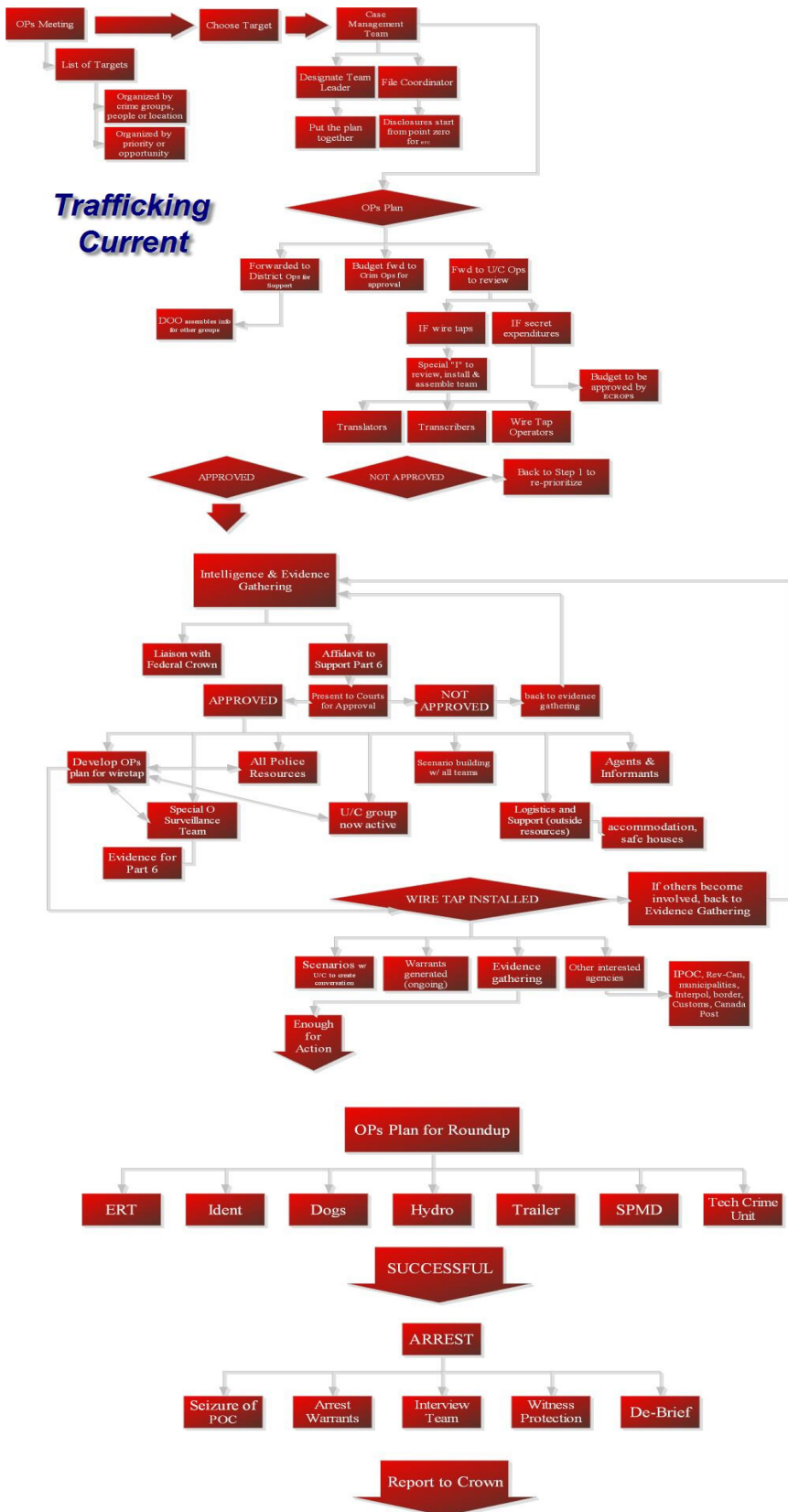
Note that the number of procedural steps and outcome categories needed to handle a case increased for all five crimes, though for break and enters the increase was about 22% and for homicide about 25% over the 30-year period. The number of steps needed to handle a DUI case increased 45%. The number of steps needed to handle a domestic assault increased 61% with the big shift coming between 10 and 20 years ago. The complexity of drug trafficking cases has increased at a stunning pace, expanding 722% over the 30 years.

To illustrate the expansion we include the Drug Trafficking flow chart from 30 years ago and the current Drug Trafficking flow chart below. Charts for intervening years and for the other offences are included in the full technical report.

These flow charts formed the basis for estimating the time budgets, that is, the quantity of an officer's work time, in minutes and hours that would be necessary to handle a typical case in each crime category 30 years ago, 20 years ago, 10 years ago and at the current time. These time estimates are for members' time only. They do not include time estimates for other parts of the system or for technical or administrative support.

*Trafficking
30 years ago...*





We were able to estimate handling times for three of the crime types under study – break and enters, domestic assaults and DUI’s -- through discussions in the Expert Focus

Groups and Regional Focus Groups and through examination of some other documentary resources. When CAD/CIIDS data become available we may be able to expand our time estimates to cover homicide and drug trafficking as well.

	Estimated Time to Complete All Steps			
	30 Years Ago	20 Years Ago	10 Years Ago	Current
Break & Enter	5 to 7 hours*	5 to 7 hours	6 to 10 hours	5 to 10 hours
Domestic Assault	Up to 1 hour	1 to 2 hours	3 to 4 hours	10 to 12 hours
DUI	1 hour	2 hours	3 hours	5 hours

*Rounded estimates

It is clear from this table that the amount of time it takes a police officer to handle one of these cases has expanded in all three crime types: about 40 percent at the upper end in the case of break and enter cases; five fold in the case of DUI's; between ten and twelve fold in the case of domestic assaults. Note also, that these are estimates for a single police officer attending. In the case of domestic assaults it is now typical for multiple officers to be on scene and involved in handling the case

Conclusion

Policing has experienced a significant increase in demand for services over the last 30 years. The demand has far outstripped increases in the number of police – increases that more closely follow increases in population. At the same time British Columbia consistently falls behind the other Provinces in its ratio of police to population.

The divergence between the quantity of police resources in British Columbia and amount of crime to be policed is exacerbated when police capacity is considered. The amount of time needed to handle a case from call for service to acceptance by Crown has increased from a low of around 60% for B&E's to a high of almost 1,000% for domestic assault. There are clear legal rulings and legislative changes that are forcing much of this increase (without providing for increased resources), but there appear to be other increases in administrative work as well.

Of particular interest is the major increase in the time to prepare a case for Crown and to work with Crown towards actually laying charges. This time has increased substantially and is worth additional research to separate the legal, from the administrative and communication issues involved.

Similarly, it would be of particular importance to explore in more detail the decrease in offences cleared by charge to directly assess whether this is tied to reduced police capacity.