KELOWNA RCMP AND POLICE SERVICES RESOURCE REVIEW

EXECUTIVE SUMMARY

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List of Abbreviations

ACT	Assertive Community Teams
AOT	Assertive Outreach Teams
CAD	Computer-aided dispatch
CSO	Community safety officer
ERT	Emergency Response Team
GD	General duty
ICE	Internet child exploitation
ME	Municipal employee
OT	Overtime
PACT	Police and Crisis Team
POP	Problem-oriented policing
SRO	School resource officer
WSO	Watch support officer
YLW	Kelowna International Airport

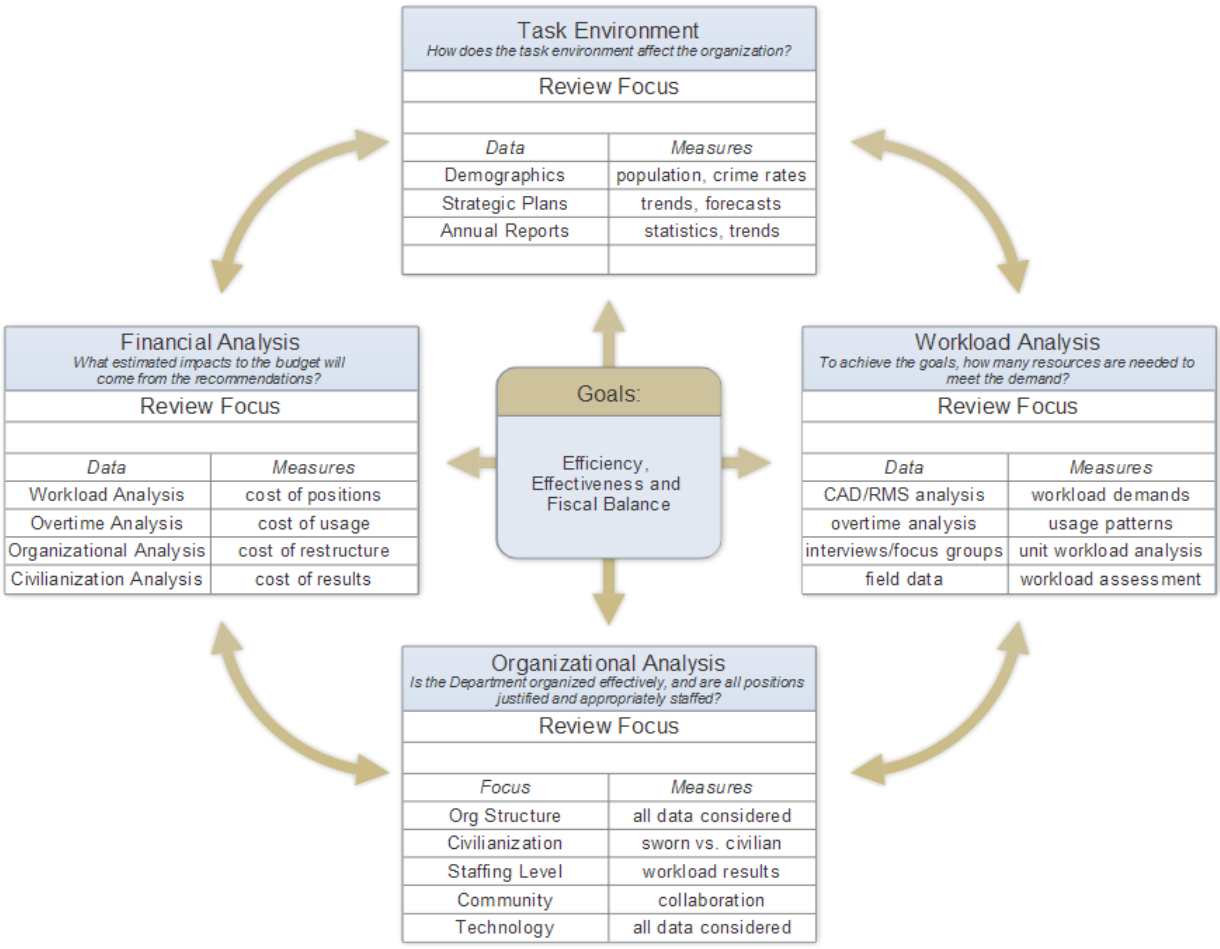
INTRODUCTION

The general objectives of a resource review are to identify the mandate (purpose, goals, and objectives), resources, structure, work (tasks and flow), and internal processes (i.e., work allocation, performance management, and reporting) that either hinder or facilitate the current effective and efficient delivery of police services in a municipality. The results of these reviews can provide direction for the reallocation of existing resources, changes in work tasks and work flow, and the identification of gaps in capacity that require additional resources.

The basic premise of a resource review is that police services must demonstrate current resources are being used as effectively and efficiently as possible and that any additional resources can only be effective if deployed within a best practice, evidence-based service delivery framework. The results of a review can provide direction for the reallocation of existing resources, changes in work tasks and work flow, and the identification of gaps in capacity that require additional resources. The findings will also facilitate the identification of resources that will be required to meet the demands placed on the Kelowna RCMP and Police Services in the future.

The framework used for the review is presented in Figure 1.

Figure 1: Framework for the Resource Review



The project framework facilitated the collection of extensive qualitative information through interviews, focus group sessions, field observations, and an analysis of the detachment's computer-aided dispatch (CAD) data (see

Figure 2).

Figure 2: The Multi-Method Approach

POLICING IN THE EARLY 21ST CENTURY

The complexity of the police role has increased exponentially during this time. Police officers in the early 21st century are highly trained, multi-skilled professionals who have a broad range of demands placed on them. They must be able to deal with at-risk and vulnerable groups, cultural and ethnic minorities, newcomers, and Indigenous peoples in a broad range of contexts. Police officers are often de factor psychologists, mediators, and problem solvers who are in near-continuous contact with the public.

A large portion of police work involves officers restoring order in situations of conflict without resorting to the criminal law. Patrol or general duty officers, for example, are involved in a myriad of activities that are not directly related to law enforcement yet play a critical role in reassuring community residents and ensuring that communities are safe and secure.

Police officers are involved in developing and sustaining partnerships with the community, taking initiatives to improve the quality of life in communities and neighbourhoods, providing reassurance to community residents, and conducting outreach to communities of diversity. This includes Indigenous people, newcomers and refugees, people in communities of diversity, and those who are vulnerable and at-risk.

The Mental Health of Sworn Officers and Civilian Employees

In recent years, there has been an increasing focus on the mental health of the police and other first responders and the extent to which these personnel suffer from occupational stress injuries. These injuries may be physical and/or mental and are a consequence of their organizational and operational experiences on the job. The effects of stress experienced by police officers range from minor annoyances (which can be managed) to alcohol or drug addiction and suicide.

Occupational stress injuries can affect the officer, his or her family, and the officer's performance on the job. Self-care and mental health are increasingly core components of police recruit and in-service training programs. The nature and extent of the stressors faced by sworn and civilian

members in a police service may be related to the level of resourcing and/or how existing resources are being deployed and utilized.

The Mandated and Assumed Responsibilities of the Police

The police must address both their mandated and assumed responsibilities. The *mandated responsibilities* include the tasks assigned to the police by legislation, and the various provincial and territorial police acts, and regulations and policies formulated by government. Police services are also responsible for adhering to provincial policing standards and regulations. The *assumed responsibilities* are those that are a consequence of community expectations, the expansion of police activities due to the above-noted downloading, recommendations of task forces and commissions of inquiry, and the policies of individual police agencies as set out in strategic plans and documented in annual reports, among others.

Assessing Police Effectiveness

Any discussion of police resources must consider the issue of how effective a police service is given the resources it is provided. A key issue surrounding the operation of police services is how to measure performance. Performance measurement can be taken to mean the collective actions taken by a police service to assess the efficiency and effectiveness of its activities and interventions.

A fundamental premise is that the lived experiences of all of the stakeholders are important and that there is a wealth of information and experience that can be tapped to determine not only the challenges that face the detachment, the municipal government, and the community, but also to identify opportunities for more effective responses going forward.

The Policing Environment

The operations of the Kelowna RCMP cannot be considered in isolation from the community in which the police carry out their mandate and the issues that are present in the community. Determining the current and required resources for the detachment is one part of the equation;

the second part is ensuring that any additional resources that are provided to the detachment are maximized. This is best done by considering the police to be only one of several key stakeholders.

Review Findings and Recommendations

The materials gathered during the review revealed a number of key issues that confront the city and the detachment. These also present opportunities for the detachment, its current and potential partners, and for the community. The overall finding was that the detachment does not have sufficient resources in a number of key areas. This has a significant impact on the detachment's ability to ensure the safety and security of the community and it places sworn members and civilian personnel at risk with respect to their mental health and operational fatigue and burnout.

The specific findings of the study and the recommendations that flow from them are set out in the Tables 1 to 22 below. Some of the findings and recommendations will require additional staffing, both sworn and civilian positions. Municipal council should decide the timing of the funding for the recommended positions. At council's discretion, these positions could be phased in over a period of time; however, in a number of areas discussed in the report, the need for additional staffing is immediate.

Table 1: Review Findings & Recommendations – The Policing Environment

Findings	Recommendations for the Detachment
A distinguishing feature of the policing environment is the arrival of nearly 2 million guests during the holiday season, June–September. This contributes to the already heavy workload of the officers and civilian support staff.	Include reassurance policing and high-visibility policing in key features of the policing model in Kelowna.

Drugs, homelessness, and mental illness place increasing demands on the detachment, its officers, and civilians.	Expand the detachment's capacity to engage in collaborative partnerships with NGOs and other agencies and services to effectively respond to the needs of this vulnerable and at-risk population. This includes partnerships with other agencies in initiatives such as the Assertive Community Teams (ACT) and Assertive Outreach Teams (AOT). On the other hand, the detachment should resist being drawn into resource-intensive areas that are within the mandate of the provincial and federal governments except on a collaborative basis with additional resources.
As of mid-Summer 2019, there were no residential treatment beds for adults or youth in Kelowna or surrounding communities.	Join with the City of Kelowna and other service providers to advocate for the development of services for at-risk and vulnerable populations.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The property crime rate in Kelowna is exceptionally high, driven in large measure by drugs/addiction and homelessness.	In collaboration with the city, service providers, and community stakeholders, develop a community safety and well-being plan that sets out collaborative strategies for addressing the issues of at-risk and vulnerable people.
During the time period 2014–2018, there was a significant increase in Priority 1 calls for service related to suicide (+117%) and for mental health (+151%). These figures reflect the increasing demands for service being made on the detachment by mental-health-related incidents.	Participate in ACT and AOT and the municipality should work with the provincial government to develop programs and services for people with mental health issues.
During the time period 2014–2018, there was a significant increase in Priority 3 calls for service for "Unwanted Person" (+170%) and "Suspicious Person" (+68). The majority of these calls are related to disorder in the Downtown Core.	Request the City of Kelowna develop a community safety and well-being plan that includes a strategy for addressing the long-term needs of at-risk and vulnerable people.
The pattern of demands for service is that the majority of calls come during the day, although the more serious calls for service are at night.	Maintain the current shifting structure but increase the size of the patrol teams. This will serve to offset the quantity of calls during the day and the severity and increased resources per call necessary at night.
There is a May–September tourist-related surge in calls for service, with a high number coming in during the day and on the weekends.	Utilize a tiered-policing arrangement to ensure there are sufficient resources during the surge. This may, for example, include specialized weekend teams on a fixed shift assigned on overtime Thursday to Saturday, 1500-0300.
There are significant calls for assistance that Kelowna RCMP provides resources for, many of which are covered under service agreements for areas directly bordering the city.	Calls for assistance should be closely monitored for the impact on detachment resources. Consider whether a zone response model is appropriate given the nature and frequency of these assistance calls.

Table 2: Review Findings & Recommendations – Policing in Kelowna

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The sworn members and civilian employees in the Kelowna detachment are dedicated professionals who, in many instances, are unable to meet the service demands placed on them.	Make every effort to provide the sworn members and civilian employees with the resources and strategies they need to be successful.
There is some question as to whether the initiatives taken by the detachment to date have had an appreciable impact on crime prevention and crime response. This is due, in part, to the absence of a framework for community-based strategic policing, gaps in capacity, and the lack of linkages between police activities and other initiatives in the community.	Develop a community-based strategic policing plan to ensure that existing and future resources are utilized to maximum effectiveness and efficiency. This plan would be one component of a community safety and well-being plan. The detachment's Crime Reduction Strategy should be a component of the community policing plan. Ensure an evaluative framework to assess effectiveness accompanies all aspects of this plan, with a timeline for report backs.
A lack of resources to effectively respond to increasing service demands may have a significant impact on the mental health of sworn members and civilian staff.	Provide sworn members and civilian support staff with the necessary resources to respond to the demands for service that have been documented in the report. Pay particular attention to ensuring the mental wellness of sworn and civilian members of the detachment.
Although the detachment enjoys the support and confidence of the community, this may be at risk if crime rates keep increasing. All communities have a tipping point at which residents feel unsafe and are concerned about the ability of the police to keep them safe.	Explore initiatives that the detachment, in collaboration with community stakeholders, can implement to increase citizens' feelings of safety and security and their trust and confidence in the police.

Table 3: Review Findings & Recommendations – Community Safety and Well-Being

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The City of Kelowna does not currently have a community safety and well-being plan. This results in the police, agencies, NGOs, private sector, and community stakeholders operating in silos and without the benefit of collaborative partnerships.	Develop a community safety and well-being plan in collaboration with the City of Kelowna and other community stakeholders.

Table 4: Review Findings & Recommendations – Community Policing

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The detachment currently does not have a community policing strategy that sets out how resources will be maximized to improve the delivery of policing services and how police efforts interface with those of community stakeholders and provincial agencies.	Develop a community policing plan that includes prevention, enforcement, and the identification of current and potential collaborative partnerships. This strategic plan should be a component of a larger community safety and well-being plan.
The detachment does not have a robust community policing section, composed of sworn and civilian members. Although a corporal and constable have been assigned to do proactive beat policing, this falls far short of the capacity in comparably-sized departments and detachments in the province	Arrange for funding to be provided for **4** neighbourhood police officer positions to focus on community engagement and community policing. There are several models that could inform this, including the former Neighbourhood Empowerment Teams in the Edmonton Police Service and the Toronto Police Service Neighbourhood Police Officer program. Assign these officers to specific geographic areas of the city for sufficient periods of time to facilitate the development of police–community partnerships and neighbourhood-specific programs and interventions.
The Downtown Core and other neighbourhoods would benefit from increased police visibility. Foot patrols are a way to accomplish this. Properly deployed foot patrols can provide increased police visibility resulting in reassurance policing; the project team suggests that foot patrol be deployed in different areas of the city, not solely in the Downtown Core.	Obtain funding for **6** sworn officer positions in foot patrol. These officers should commit to the foot patrol for an extended period of time and be selected for their interest in community engagement as well as enforcement, have good communication skills, and understand the importance of trauma-informed policing and procedural justice policing.
Currently, the civilian personnel involved in community policing do not have time to effectively recruit and manage volunteers who are an important part of the model.	Secure funding to hire **1** volunteer coordinator.

Table 5: Review Findings & Recommendations – Detachment Resources

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The Kelowna RCMP detachment is currently under-resourced both with respect to sworn members and civilian employees. This impacts the ability of the detachment to respond to service demands from the community, to development strategic partnerships with the community, and to implement and sustain effective crime prevention, crime attack, and crime response strategies.	Allocate additional sworn and civilian personnel to specific areas as required. These are documented in the report

Table 6: Review Findings & Recommendations – Responding to Calls for Service

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The Kelowna RCMP detachment is experiencing increased calls for service. Given the growth projections for Kelowna and the increasing numbers of tourists who come to the city, it is likely that the demands on the detachment will continue to increase.	Ensure that existing and any additional resources are effectively and efficiently utilized. This requires that the detachment put in place systems and protocols to assess performance of sworn and civilian staff as well as program and deployment strategies on an ongoing basis.
Currently, the communications centre dispatches most calls for service. Save for Priority-4 calls, there appears to be limited triaging of lower priority calls to determine if and how they are responded to. One consequence of this is that patrol officers have very little proactive time to engage with community residents and conduct problem-solving policing.	Establish a standardized and consistent system for triaging lower priority calls for service. This could include the creation of watch support officers (WSOs) and community safety officers (CSOs) in a tiered policing arrangement.
Kelowna patrol officers have an average response time of approximately 8 minutes to Priority -1 calls for service, which is generally within the range of accepted practice for police services. However, analysis of the CAD data revealed 12% of Priority-1 calls for service are responded to by a single patrol officer. This raises significant safety and liability issues.	Allocate additional positions in patrol to alleviate this situation.
In 2018, patrol officers responded to a large number of abandoned 911 calls. Responding to these calls places a significant strain on patrol.	Consider an alternate response structure for abandoned 911 calls, perhaps through the use of tiered policing.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The Detachment responds to a statistically large proportion of calls in the downtown, or Central City subsection. This also includes the significant proportion of both mental health and suicide calls.	Consideration should be given to expanding the zone model to better respond to service demands from the downtown area, while addressing serious demands from outlying areas as well, such as Rutland. This model would be possible only with additional patrol resources recommended in this report.

Table 7: Review Findings & Recommendations – Tiered Policing

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The detachment currently does not have tiered policing, which, if carefully designed, can increase the effectiveness and efficiency of police service delivery. There is little, if any, triaging of calls for service to alternate service delivery models, which results in patrol officers attending minor calls for service that could more efficiently and cost-effectively be handled by non-sworn personnel. The detachment senior management have proposed to create a WSO program to fulfill this function.	The project team supports senior management's proposal to fund **5** watch support officers (4 WSOs and 1 WSO Supervisor). Assign **1** WSO to each watch to respond to low-priority calls for service, assist with general inquiries from community residents, serve legal documents, and perform a variety of other administrative tasks to free up patrol officers.
Many police services include CSOs as part of their tiered policing model. CSOs respond to low-priority, minimal-risk calls for service. If properly designed and implemented, tiered policing can assist in the effective and efficient use of police resources and can contribute to the safety and security of the community. It is important, however, to clearly define the roles and responsibilities of each tier to avoid mission creep.	Provide support for the detachment to develop a plan for a CSO program. This will involve determining how CSOs interface with the WSOs, by-law officers, and patrol. This will also involve working with relevant partners to develop a training program. Ensure the community policing plan clearly articulate the roles and responsibilities of the personnel in the tiered policing model, including sworn officers, WSOs and CSOs.

Table 8: Review Findings & Recommendations – Patrol

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Understaffing of patrol has a significant impact on the ability of the detachment to respond effectively to the demands for service. Officers have very little proactive time and are in danger of becoming call-takers. This also places the officers at risk of mental health issues.	Secure funding for **24** additional general duty (GD) positions (**6** per team). In addition, ensure patrol is assisted by new tiered policing positions, including WSOs and CSOs.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Kelowna RCMP general duty officers have a much larger file load than their counterparts in other detachments that are policing similar-size populations and have similar staffing levels.	Arrange for funding to be provided for **4** general investigation positions, **1** for each watch, to assist with more complex investigative files and to improve the quality of investigations. These officers, along additional GD members, the WSOs, and the CSOs, should contribute to a reduction in the file load of GD members and increase the quality of investigations.
General duty officers in Kelowna are carrying serious case files, including Internet child exploitation (ICE) and fraud files. This is in sharp contrast to their GD counterparts in other RCMP detachments of similar size. This is in large measure a function of understaffing of specialty units.	Assign additional officers to the investigative units to ensure that GD members are not carrying files of a serious nature that require time and expertise to successfully investigate.
The detachment currently dispatches members to the majority of calls, and even with minor calls for service, they are required to open a file on every call to which they respond. This contributes to a high call load for officers, reduces the amount of time for proactive policing, and limits the ability of GD officers to successfully conclude the files they are carrying in a timely manner.	Develop a more comprehensive system to triage calls for service such that GD officers are not required to attend all lower priority calls for service and to open a file on every call. Possible initiatives include the development of a Telephone Response Team that would respond to minor, less serious calls for service and follow up with complaints and victims. The requested WSOs can also assist with minor calls for service. This may occur for a large proportion of Priority-4 calls; however, it should be expanded to consider some Priority-3 calls as well. The CSOs could also be tasked with responding to lower level calls for service in which the perpetrator is not present. Special constables could also be charged with responding to less serious calls for service and for following up on calls initially handled by sworn members.
Analysis of the CAD data revealed, due to high call and case file loads, GD members, on average, have little proactive time to engage with the community.	Create proactive time by better matching resources to service demands, deploying WSOs and CSOs, and providing patrol-aligned general investigation officers for each watch.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Patrol officers are currently carrying files involving serious offences, including Internet child exploitation and fraud over $100,000. This makes Kelowna outliers in comparison with their colleagues in other detachments. Combined with a high file load, patrol officers may not have the time or expertise to effectively investigate these serious offences. This, in turn, may undermine public confidence and trust in the police.	Secure funding for previously-noted 4 general investigation positions, with one officer permanently assigned to each GD watch to assist with the more serious cases.
Due to limited analytical capacities, there is some question as to whether the Kelowna RCMP are intelligence led. There also seems to be little use of problem-oriented policing (POP), a core component of proactive, preventive policing.	Significantly improve the analytical capacities of the detachment, both by hiring additional staff and by ensuring that the analysts have the requisite analytical skills to produce real-time intelligence for patrol members.
Kelowna residents are currently allowed to purchase alarm permits that ensure that a patrol unit will be dispatched to their residence in the case of an alarm. This is a drain on patrol resources, increases response times to other service demands, and inappropriately privatizes a public safety service.	Conduct a review of the Alarm Permit program and include an examination of how other jurisdictions in North America have addressed this issue. Possible options include a cost-recovery scheme from chronic alarm premises and/or using alternative response options.
An analysis of the CAD data revealed the patrol shifts are in general alignment with calls for service.	Increase the number of patrol officers to meet the demands of service and ensure that minimum staffing levels are maintained.
The GD officers who were accompanied on patrol expressed little interest in proactive community engagement or community-focused policing activities. Although GD officers have a workload and are carrying a large number of files, the proactive time that they do have is spent on enforcement-related activities.	Engage with all key stakeholders in the community in the development of a community safety and well-being plan that would include a community policing plan. Concurrently, expect GD officers to engage in proactive community engagement activities when time permits. This includes participating in an "Adopt a School" program.
In mid-2019, the detachment implemented a two-officer foot patrol team. This was effective in addressing issues of crime and disorder and also improved public confidence in the police and facilitate reassurance policing.	Secure additional positions to staff a permanent Beat Team in the Downtown Core, as the impact from two members is extremely limited to point of being inconsequential. Likewise, deploy additional foot patrol resources during the tourist season. Integrate the mandate and activities of the foot patrol team into an overall community policing plan to be developed by the detachment.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Watch 5 does not seem to have achieved its intended objectives. Two of the members are also members of the Emergency Response Team (ERT) team and are only available, on average, 50% of the time.	Disband Watch 5 as intended by senior management. The proposal to attach investigators and WSOs to each watch will provide a better return on investment.

Table 9: Review Findings & Recommendations – Overtime

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The detachment does not currently report on overtime (OT) information in a manner that easily facilitates analysis and monitoring of its usage. Aggregate data are not useful in determining the nature and extent of OT and the OT drivers. The timing, type, and nature of OT usage on an individual basis is the ideal way to assess trends.	If not already in place, develop a system to capture the date and time of the OT, the member, and unit completing the OT, the nature or reason for the OT (minimums, vacation backfill, extended tour, project, etc.), and who the OT was requested from and the cost centre it is to be assigned to.

Table 10: Review Findings & Recommendations – Detachment Capacities

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Similar to most other detachments and municipal police services, the Kelowna detachment has a limited capacity to assess the effectiveness and efficiency of its operations on an ongoing basis.	With additional analyst positions, develop robust metrics for performance. The four pillars framework set out in the report can inform the development of metrics. Develop a protocol to provide report-backs to the municipal council on the impact of its initiatives generally as well as the additional resources recommended in this report.

Table 11: Review Findings & Recommendations – General Investigations

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
There is a lack of capacity in a number of General Investigation sections. This has a significant impact on the ability of the detachment to investigate crime, is a source of stress and potential mental health issues for officers, results in the downloading of serious crime files to GD, and may undermine public confidence and trust in the police. The Domestic Violence Unit, for example, is staffed by one corporal and one constable. These officers are only able to investigate the highest-risk cases; the remainder are sent to GD members.	Increase General Investigations sections by an additional **10** positions, to be allotted to specialty units at the discretion of senior management.
There does not appear to be a tenure policy in place to restrict the amount of time officers can spend in specialized units. This limits opportunities for uniformed officers and may affect officer morale.	Consider developing a tenure policy, particularly since the churn rate through the transfer policy appears to be lower in Kelowna than in other RCMP detachments.

Table 12: Review Findings & Recommendations – Addressing the Needs of at-Risk and Vulnerable Populations

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Similar to their municipal and detachment counterparts across the province, the Kelowna RCMP are responding to an increasing number of calls for service involving at-risk and vulnerable people. This includes individuals who are homeless, mentally ill, and/or addicted. These increasing demands are due, in part, to downloading that has occurred as a consequence of the provincial government failing to provide adequate funding for mental health and social services, housing, treatment, and other services.	Clearly set out the role of the detachment in responding to at-risk and vulnerable populations in a community safety and well-being plan. The police should not be the default service to respond to situations arising due the failure of the provincial government to provide resources and programs for these populations.
The current Police and Crisis Team (PACT) patrol unit is an important component in the response to people with mental illness, but is not sufficient to work on long-term solutions to the issues faced by this population.	Retain the existing PACT unit. Direct additional resources provided for this area toward the established Assertive Community Team (ACT) and the development of an Assertive Outreach Team (AOT) in collaboration with Interior Health. Development of the AOT will require a commitment by Interior Health. The Vancouver AOT model, in which the VPD partners with Coastal Health, can serve as a model.

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Kelowna has limited multi-agency approaches to address the issues of people with mental illness. Although Kelowna has an ACT team, there is no officer assigned full time to the team. This compromises the integrity and effectiveness of the ACT team.	Secure funding for **1** sworn position to be a full-time member of the Kelowna ACT team. In addition, obtain funding for **1** sworn position to be a full-time member of an AOT team, to be developed in collaboration with Interior Health.

Table 13: Review Findings & Recommendations – Community Stakeholders

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The community stakeholders who contributed to the review via interviews and focus groups offered varying perspectives on the challenges and opportunities facing the community.	Involve all community stakeholders in the development of the detachment's community policing plan and the city's larger community safety and well-being plan.
Community stakeholders agreed the detachment sought to address the needs of various segments of the community but were hindered in their efforts by a lack of resources.	Provide the RCMP and Police Services with sufficient resources to support their policing efforts and collaborate with community stakeholders to achieve objectives.

Table 14: Review Findings & Recommendations – Crime Prevention

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Although the detachment does have a crime reduction strategy, there is currently no comprehensive crime prevention plan. These plans are generally a component of a community policing plan.	Ensure crime prevention is a component of community plan, which itself should be a key component of a community safety and well-being plan.
In contrast to comparable municipal and RCMP detachments, the Kelowna detachment does not have a dedicated Crime Prevention Unit composed of sworn and civilian members.	Reconfigure existing resources to form a Crime Prevention Unit.
Due to limited capacity, the Crime Prevention section is unable to engage in proactive initiatives. Its efforts are further hindered by the lack of integration with patrol and specialty unit operations.	Develop a community policing strategy that includes the mandate and role of the Crime Prevention section and identify how it interfaces with patrol and specialty unit operations.
The Crime Prevention Unit does not have access to analytics that would assist them in prioritizing their proactive initiatives and enable them to assess the effectiveness of their strategies.	Secure funding to hire **1** analyst whose work would be dedicated to supporting the detachment's crime prevention efforts (see below).

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The Crime Prevention section is primarily reactive and is generally not integrated into the operations of the detachment or the decision making of the municipal government. The detachment is not currently employing problem-oriented policing methods, a core component of most police services.	Integrate crime prevention as a core component of the to-be-developed community safety plan. Ensure crime prevention is integrated into the policy and operations of the detachment. Adopt problem-oriented policing approaches and integrate these into the policies and operations of the detachment.
The detachment does not have a dedicated Crime Prevention Unit comprised of sworn and civilian members. Recently, a new position has been created of Crime Prevention/Victim Services; however, it is uncertain how the activities of the officer in this position will interface with the Crime Prevention section and the community policing coordinators. Most departments and detachments the size of Kelowna RCMP detachment have a Crime Prevention section compose of sworn and civilian members.	Locate all sworn and civilian crime prevention-related positions in an integrated unit to maximize effectiveness and efficiency.
City departments generally do not consult the Crime Prevention Section for considerations such as Crime Prevention Through Environmental Design and other decisions that can impact crime and disorder in the city.	Establish a protocol in the municipal government that requires all planning decisions and other initiatives that may have implications for crime and disorder to be vetted by members of the Crime Prevention section. If properly implemented, this will reduce crime and disorder as well as calls for service.

Table 15: Review Findings & Recommendations – The School Resource Program

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Research studies have found that School Resource programs can have a significant impact on the quality of life in the school community, improve student and teacher morale, have a positive impact on student behaviour, and are valuable in identifying at-risk youth. The Kelowna detachment's School Resource program is ineffective due to understaffing. For example, one school resource officer (SRO) is responsible for 18 schools. This is exacerbated when you have a vacancy in a SRO position, as you have insufficient SRO positions to share the workload. The detachment's School Resource program is highly valued by school administrators, teachers, and students and should be strengthened.	Secure funding for **5** additional SRO positions. This will provide for **1** SRO per high school plus **2** SROs to cover the elementary and middle schools. In addition, every patrol officer should identify a school that they will attend when available under an Adopt-a-School program. A plan should be in place to avoid vacancies in SRO positions. During the summer, consideration should be given to the having the SROs function as a youth unit.
A key feature of best-practice School Resource programs is that officers remain in the program for a lengthy period of time.	Select SROs who plan to remain in the program for several years and who are not intending to transfer in the immediate future. This should be incorporated into the recommended tenure plan. Officers should be transferred from the SRO program on a rolling basis, e.g. no more than one per year to ensure continuity.
Best-practice School Resource programs involve officers who have a special interest in youth and families.	Select officers for the School Resource program who have a demonstrated interest in working with youth and families.

Table 16: Review Findings & Recommendations – Analytics

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The detachment's Analytics section currently does not have the capacity to play an integral role in the prevention and response to crime. The workload of the Analytics section is not sustainable. Analytics are not fully integrated into all facets of the detachment's operations.	Secure funding to hire an additional **3** analysts**,** one each to support patrol, crime prevention, and business analysis. With the additional positions, develop a strategic plan that sets out how analytics will be utilized to ensure best practice, evidence-based policing.

The demand for forensic video analysis has grown exponentially. At present, Kelowna detachment relies upon a forensic video analyst in the West Kelowna detachment. When this person is busy or away, video analysis is not completed in a timely manner.	Obtain funding for **1** forensic video analyst position.

Table 17: Review Findings & Recommendations – Civilian Municipal Employees

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The current level of administrative staffing is insufficient to meet demands. This significantly impacts detachment operations and is also affecting the morale and mental health of the administrative staff.	Hire additional full-time administrative personnel in several key areas of the detachment, including the transcription section, exhibits, and disclosure.
Although senior management is focused on mental health issues among sworn and civilian personnel, there is no format for imparting information to support staff. Municipal employees are unable to access the RCMP Employee Assistance Program, as it is restricted to RCMP sworn and civilian members.	Secure resources to develop a training program on mental health for civilian support staff. Ensure this course is delivered by a professional clinician with expertise in mental health issues among first responders.
There is no orientation for new municipal employees (MEs), casuals, or floaters. Several years ago, an administrative staff person began work on an orientation booklet for new civilian support staff. It contained a checklist of what every employee should know and also included where a new employee could go for assistance. This booklet was never completed. This booklet can be a very important part of building a team environment in the detachment.	Provide the time and support for the staff person who did the initial work on the booklet to complete it. This should be a priority for the detachment.
The detachment currently lacks capacity to process files in a timely manner. The requirements have become more onerous due to court decisions (e.g., *R. v. Jordan*, 2016).	Hire **2** court liaison officers.
The civilian support staff in the detachment reported their union has very little understanding of their job tasks and skill sets. Civilian MEs indicated they are not “on the radar” of their union.	Initiate a dialogue between the civilian support staff and their union about these issues.
A job evaluation survey has not been conducted in the detachment since at least 2011. There are issues surrounding the job descriptions and pay levels of civilian support staff. Personnel in the Records department are paid less than the person who sells tickets at the local swimming pool.	Conduct a job evaluation survey, including a review of the job tasks and pay levels of civilian staff at the RCMP detachment.
Civilian support staff expressed concerns about the lack of succession planning for positions.	In collaboration with civilian personnel, develop a succession plan for civilian support staff.

Table 18: Review Findings & Recommendations – Civilian Support Sections

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Exhibits section: The section is currently understaffed and is experiencing a heavy workload. This contributes to lengthy delays in managing exhibits.	Hire **1** additional position.
Disclosure section: The section is currently understaffed and is experiencing a heavy workload. This is due to legislative changes beyond the control of the detachment.	Hire **1** additional position.
Transcription section: The section is backlogged. The current turnaround time of 90–120 days to complete transcripts is too lengthy and may compromise the timeliness of prosecutions under the *R. v. Jordan* (2016) decision. This is another example of how legislation has had a significant impact on the resource demands in the detachment.	Hire **2** additional positions.
Crime reviewer section: This section is currently understaffed and is unable to process files in a timely manner. The workload of this section has been significantly impacted by the *R. v. Jordan* (2016) decision.	Hire **1** additional position.
Police Service Clerks: The general workload of the MEs in the detachment has increased and most units are having difficulty fulfilling their mandates. Floaters, rather than casuals, are the most effective way to maximize the efforts of support personnel, as they can be moved across different sections.	Hire **4** additional floater positions.

Table 19: Review Findings & Recommendations – Public Accessibility to the Detachment

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
The front counter at the detachment is not staffed evenings and weekends, which limits public to the detachment. Other comparably sized detachments have hours that extend into the early evening as well as limited hours on the weekend.	Hire **1** police information clerk to allow the front counter to be open later in the evening during the week and for limited hours on the weekend.

Table 20: Review Findings & Recommendations – Kelowna International Airport

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
There has been an exponential growth in the number of passengers at Kelowna International Airport (YLW). The total number of passengers flying domestically increased from just over 1.4 million to over 1.9 million during the 5-year period 2014–2018. There were also increases in international passengers during this period of time. YLW is the busiest Class-2 airport in Canada and the largest airport in the region. The growth of passenger and plane traffic is expected to continue and even accelerate. Airports are a major security risk in the contemporary geopolitical environment. YLW is currently staffed with only partial full-time coverage by a sworn officer with the knowledge and training applicable to this environment.	Increase policing resources for the airport to reflect the rise in passenger traffic and ensure future increases in the number of sworn officers at the airport are tied to passenger numbers and have the training and knowledge for this unique environment.
Currently, there is one sworn member assigned to the airport. When this officer is off-duty, a reserve officer or general duty officer assumes the role and responds to calls for service, as required and they need to have the knowledge and training applicable to this environment.	Provide for **1** additional sworn officer position at YLW to ensure adequate coverage. Implementing a tiered policing arrangement including reservists and/or special constables could assist the officers posted to the airport in responding to calls for service.

Table 21: Review Findings & Recommendations – Communication and Media Relations

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
A number of the community stakeholders who were interviewed and participated in focus groups indicated noted a lack of sufficient proactive communication between the detachment and the community. It does not appear that the department has a communication strategy to proactively inform the community about the wide range of activities of sworn officers and civilian members. An effective communication strategy can be a key component of building the public's trust and confidence in the police.	Develop a communication plan that includes strategies for proactively informing the community of its activities. Create **1** civilian position to be staffed by a person with expertise in communications and media relations.

Table 22: Review Findings & Recommendations – Crown Counsel

FINDINGS	RECOMMENDATIONS FOR THE DETACHMENT
Although an important component of the resource review, Crown Counsel refused to cooperate with the project team. This was disconcerting, given the important role of the Crown Prosecution Service and its relationship with the police.	Encourage the City of Kelowna to request that the Crown Prosecution Service provide information on its relationship with the Kelowna detachment, including identifying areas of lack of capacity and suggestions for improving case processing.

SUMMARY OF RECOMMENDED POSITIONS

RCMP Sworn

The following sworn positions have been identified based on materials gathered in interviews, focus groups, including community stakeholders, field observations, and an analysis of the detachment's Computer-Aided Dispatch (CAD) data for the years 2014–2018.

Table 23: Recommended Sworn Positions – Summary

Position	Number
Assertive Community Team (ACT) officer	1
Assertive Outreach Team (AOT) member	1
Foot Patrol	6
Airport	1
General Duty	24
General Investigation (Watch support)	4
School Resource Officer	5
Neighbourhood Police Officer	4
Investigations (all units)	10
Total recommended sworn positions	**56**

The project team would prioritize the positions as follows: General Duty; foot patrol; filling the current School Resource Officer vacancy; assigning an officer to be a full-time member of the Assertive Community Team (ACT); and, Investigations.

Civilian

The civilian municipal employees play a critical role in the operations of the Kelowna detachment and are a vital component in the effective and efficient delivery of policing services. The project team met with the MEs and reviewed a survey questionnaire that was completed by all of the units. The following civilian ME positions are recommended to fill the gaps that were identified from these materials.

Table 24: Recommended Civilian Positions – Summary

Position	**Number**
Analyst	3 (1 each for patrol, crime prevention, and business analysis)
Volunteer Coordinator	1
Watch Support Officers (WSOs)	5 (1 per Watch and 1 Supervisor)
Forensic Video Analyst	1
Court Liaison Officers	2
Community Safety Officer Program (program development)	1
Exhibits	1
Disclosure	1
Transcription	2
Crime Reviewer	1
Police Information Clerk (Front Counter)	1
Police Service Records Clerks	4
Police Services Exempt Floaters	4
Communications and Media Relations	1
Total Recommended Civilian Positions	**28**

The project team would prioritize the positions as follows: Watch Support Officers (WSOs); crime analysts; “floaters”; crime reviewer; disclosure; court liaison; transcription; and, forensic video analyst.

SUMMARY

This resource review was framed within the larger context of best-practice and evidence-based policing. The study acknowledged the increasing complexity of the police role, which includes both mandated and assumed responsibilities. The project team then considered the environment in which police services in Kelowna are delivered and the demands that are made on the detachment as a result of court decisions, changes in legislation, training standards, and policy as well as the challenges presented by at-risk and vulnerable people due to addiction, mental health issues, and/or homelessness.

The review proceeded on the basis of two fundamental principles: 1) police services should ensure that existing resources are being used as effectively and efficiently as possible, and 2) new resources should be targeted for specific areas where analysis has revealed there are gaps in service delivery, with metrics to assess the impact of additional resources.

A review of the materials gathered for this report in interviews, focus groups, and field observations, as well as the results of a statistical analysis of the detachment’s data for the years 2014–2018 resulted in the identification of a number of significant gaps in Kelowna detachment’s capacities. The detachment is understaffed on both the sworn and civilian side, resulting in a significant impact on the ability of the detachment to ensure the safety and security of the community. It is also placing the mental health of detachment personnel at risk.

The project team found that the Kelowna detachment has a strong senior management team and dedicated and professional sworn and civilian members. The project team’s overall impression, however, is that time and events have caught up with the City of Kelowna, and municipal and police leadership must address many “big city” challenges.

A key feature of the policing environment is the growing number of at-risk and vulnerable people,

particularly in the Downtown Core. The absence of a strong infrastructure of residential and community-based treatment facilities, programs, and services is a disconcerting feature of the current landscape and have a significant impact on the demands being made on the police.

A community safety and well-being plan, which would include a community policing plan, is required for a coordinated, problem-solving approach to the challenges faced by the city. There are many opportunities to better leverage existing municipal and provincial resources, to identify specific areas where additional funding is required, and to define the parameters of police responsibilities. Developing a community safety and well-being plan as well as a detachment community policing plan would facilitate a move away from reactive interventions to proactive solutions.

The provincial government has a much more substantive role to play in meeting its mandated responsibilities, particularly with respect to addressing the needs of at-risk and vulnerable people. To date, its efforts have been limited and fragmented. It is important that municipal council advocate with provincial authorities to develop partnerships so that the municipality and the detachment do not bear the full cost of developing initiatives for populations whose needs fall under the mandate of provincial agencies. Without substantive involvement and funding from the province, many of the challenges facing the city will continue to fall to the city and to the police, and resource requirements will continue to increase.